AN EVALUATION OF THE COORDINATED COMMUNITY CAPACITY BUILDING COMMITTEE: EVALUABILITY ASSESSMENT, OUTCOME & PROCESS EVALUATION

By

Tannis Cheadle

A Practicum Report
Submitted to the Faculty of Graduate Studies
in Partial Fulfillment of the Requirement
for the Degree of

MASTER OF SOCIAL WORK

Faculty of Social Work
University of Manitoba
Winnipeg, Manitoba

August, 2002

THE UNIVERSITY OF MANITOBA

FACULTY OF GRADUATE STUDIES

*****

COPYRIGHT PERMISSION PAGE

An Evaluation of the Coordinated Community Capacity Building Committee: Evaluability Assessment, Outcome & Process Evaluation

BY

Tannis Cheadle

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

MASTER OF SOCIAL WORK

ABSTRACT

In performing a comprehensive, utilization-focused evaluation of the Coordinated Community Capacity Building Committee, I achieved my personal learning goal, which was to develop an in-depth understanding of and to gain direct experience in designing, planning, and conducting a program evaluation. The evaluation consisted of three phases as follows: an evaluability assessment; an outcome evaluation; and, a process evaluation. In conducting the evaluation, I gained experience and developed skill in the following activities: assessing an evaluation's purpose, goals, and objectives; developing an evaluation framework and choosing research methods most suited to addressing those requirements; hiring, training and supervising a research assistant; planning and leading productive meetings; developing program documents, program logic, and evaluable models; utilizing qualitative and quantitative data collection techniques (e.g., developing interview guides, conducting interviews, and constructing questionnaires and checklists); performing qualitative and quantitative data analyses; and, communicating evaluation results. I also learned how to modify an evaluation plan in order to address time and budget constraints, and how to act more as a facilitator in the process, rather than trying to rigidly control it. In order to assess the practicum intervention, I engaged in a reflective process, completed a checklist, and discussed the process with my advisor. The Coordinated Community Capacity Building Committee completed the same checklist, and provided me with oral feedback. The results of these activities provided evidence that I achieved the evaluation objectives and my personal learning objectives. I have identified certain skills, however, that I would like to develop

further, including: clarifying my role as an evaluator; involving evaluation users more closely in the interpretation of findings and development of recommendations; and, developing stronger interviewing skills. In order to become a more skilled evaluator, I would also like to gain experience in evaluating service delivery programs. This will likely involve examining organizational charts, workflows, and lines of authority, more closely than I needed to do in the evaluation reported on here. I also anticipate that in future evaluations, I will need to deal with potentially difficult conflicts between front line staff and management with respect to their views of the program, and the purpose and value of the evaluation.

ACKNOWLEDGEMENTS

I would like to thank my advisor, Dr. Sid Frankel, for his support and guidance throughout this process. His advice and direction were invaluable, and much appreciated. In addition, I thank the other members of my committee, Maureen Kalloo, Paul McGeachie, and Ingrid Zacharias, for their time, energy, and input. The constructive feedback I received from all members of my committee helped make this process a positive and valuable learning experience.

I am thankful for the opportunity the Coordinated Community Capacity Building Committee provided me in allowing me to conduct the evaluation of the Committee as my practicum. I also appreciate the assistance and hard work of the Evaluation Sub-Committee members who provided support and direction during the evaluation. The fact that the Committee fully participated in this process and placed trust in me as an evaluator not only contributed to the high quality of the end product, but greatly enhanced my learning as well.

This evaluation benefited greatly from the intelligent work and perseverance of my dear friend and dedicated research assistant for this project, Kusham Sharma.

I would like to thank my mother, Roberta, who continued to have faith in me and believe this project would be completed, even when I had doubts. Daily phone calls helped keep me motivated to finish. Thank you!

The patience and support of my husband, Andy, helped me to achieve my goals. He gave me the time and space to work on this project, despite the fact that it kept me

away from him at a busy time in our lives. He also helped me to maintain perspective throughout this process so that it did not become too overwhelming. I love you.

Finally, I thank my friends and family members from near and afar, for their constant encouragement and support.

TABLE OF CONTENTS

LIST OF TABLES

CHAPTER 1: INTRODUCTION

The Health Promotion and Programs Branch - Manitoba/Saskatchewan Region of Health Canada provided a budget for an evaluation of the Coordinated Community Capacity Building Committee (to be referred to as 'the Committee' from this point on). The evaluation of this Committee's work and functioning served as my practicum intervention. Approval for both the original evaluation framework and later amendments to the framework was granted by the Joint-Faculty Research Ethics Board (See Appendix A for copies of the approval certificates.)

This is a committee funded by Health Canada and chaired by the Social Planning Council of Winnipeg. It was set up in March, 1999 to provide a resource/coordinating function to new and existing community development projects in Manitoba that currently take or are interested in taking a capacity building approach to their work. During the time period from March 5, 1999 to November, 2000, the full Committee met fifteen times and produced several outputs, including: inviting other communities to participate on the committee; writing to the Premier; developing a framework for the creation of a community development corporation; producing a preliminary discussion paper on sustainability; meeting with funders to discuss sustainability; and, planning and executing a conference to present the community capacity building model to community members and funders. The work on the conference began in late 1999, and included the development and printing of both a conference paper and a conference report. During the time period of this evaluation the Committee invested a large portion of its time and

energy in conference-related activities, and, as such, this output required a significant amount of attention in the evaluation.

The evaluation goal, as agreed upon in consultation with the Committee was this: "To record, describe, and assess the resources, objectives, activities, processes, outputs and outcomes of the Committee by reviewing documentation and collecting data from present and past Committee members, relevant stakeholders and observers." In order to achieve the evaluation goal, nine evaluation objectives were identified and pursued (see Chapter 4). Seven of the objectives dealt with activities that were required to conduct the three phases of the evaluation as described next. Two of the objectives dealt with making recommendations about how the Committee could improve its structure and processes.

There were three phases to the evaluation as follows: an evaluability assessment; an outcome evaluation; and, a process evaluation. The evaluability assessment involved working closely in a one-day workshop with the Committee and during several follow-up meetings with an Evaluation Sub-Committee to define and clarify the Committee's goals, objectives, and activities. This was done so that expected outcomes and indicators could then be articulated in an evaluable model, and evaluation questions could be identified. The outcome evaluation documented the outputs and outcomes of the Committee, and determined to what extent the Committee did what it said it would do, and whether it achieved the results it expected. The process evaluation determined whether the Committee was structured and functioned in such a way that it had a reasonable chance of achieving its goals and objectives.

Data were collected using the following methods: reviewing documentary material; disseminating questionnaires to conference participants and Committee

members; disseminating a checklist to Committee members; holding one workshop with the Committee and three focus groups (one with the Committee, one with community members, and one with Social Planning Council staff); conducting face-to-face interviews with relevant stakeholders and observers; conducting a media search; and, performing a content analysis of several documents.

The Utilization Enhancement Checklist (Brown & Braskamp, 1980) served as a guideline as the evaluation was planned and conducted. A utilization-focused approach (Patton, 1990) was taken in this evaluation. As such, frequent meetings were held with an Evaluation Sub-Committee of the larger Committee to seek direction and unstructured feedback on the evaluation activities.

The strategies used in the analysis and presentation of quantitative data were those that most appropriately and effectively answered the key evaluation questions. The qualitative data obtained in the questionnaires and interviews were analyzed and presented according to identified themes, using quotations to illustrate particularly poignant or interesting ideas. The quantitative data collected in the questionnaires were analyzed using SPSS, and were presented primarily in the form of descriptive statistics, including frequency distributions, and measures of central tendency (mostly medians). Some nonparametric tests were used to test differences between how respondents rated particular variables. The data were presented in a format that corresponded with the evaluation objectives and key evaluation questions in the evaluable model.

Several drafts of the evaluation report were provided to the Evaluation Sub-Committee for review and comment in March and April, 2002. A PowerPoint presentation of the evaluation process, findings and recommendations was made to the

Committee in April, 2002. The final evaluation report was printed and distributed to the entire Committee and Health Canada in May, 2002. A summary of the evaluation report was distributed to all evaluation and conference participants.

The evaluation of the practicum intervention was a twofold process that involved: (1) evaluating the extent to which the evaluation objectives were achieved and also my effectiveness as an evaluator; and, (2) determining the extent to which my personal learning objectives were achieved. The strategies used to make these assessments included the following: asking the Committee for structured feedback through a feedback form and in meetings; rating my performance using the Utilization Enhancement Checklist; having periodic discussions with my practicum committee and advisor; and, reflecting on the experience throughout the process by writing my thoughts in a journal. The findings of this assessment process support the conclusion that my personal learning objectives were achieved, but also suggest areas where I would like to learn more in the future. The findings show that the evaluation objectives were all achieved, but that the overall evaluation goal was not fully met. The findings also show that I functioned successfully as an evaluator, but they also point to several areas where improvements could have been made in the process, and where I could benefit from further skill development.

The goal of this practicum was for me to develop an in-depth understanding of and to gain hands-on experience in designing, planning and conducting a program evaluation. This report provides a theoretical rationale for the intervention, describes the intervention, and evaluates the intervention and my performance. The practicum report has been organized into five chapters. Chapter 1 provides an overview of the

intervention and of the report. Chapter 2 provides a literature review of evaluation and research methods, and of successful committee functioning. Chapter 3 provides a description of population health principles, and the community capacity building approach. It also provides background information about the Committee under investigation. Chapter 4 outlines the evaluation framework, and describes the actual evaluation process. Within this chapter, explanations are provided describing why revisions were made to the evaluation process as originally conceived. Chapter 5 provides an assessment of the achievement of both the evaluation objectives, and my personal learning objectives. Several appendixes are provided at the end of this document. Most notably, a complete copy of the final evaluation report is attached (see Appendix C). This document provides more detail of the evaluation process, findings, and recommendations than that which is contained within the body of this practicum report.

CHAPTER 2: LITERATURE REVIEW

Program Evaluation Research in Social Work

Gabor, Unrau and Grinnell (1998) explain that social work has "never been under greater pressure" (p.1) in the sense that public confidence is diminishing, funding is declining rapidly, and all funding sectors and the public are calling for social programs to become more accountable. These authors note further that, "We have entered a new era in which only the best social service delivery programs – which can demonstrate they provide needed, useful, and competent services for our clients – will survive" (p.1). It is within this context that program evaluation, particularly outcome evaluations of programs, has moved to center stage with the current emphasis on accountability. In order to provide the most effective social services, social workers need to engage in a quality improvement process. "Quality improvement means that we continually monitor and adjust (where necessary) our practices" (Gabor et al., 1998, pp.1-2). Evaluations provide the basic information we need in order to improve social programs, policy, and service delivery.

Most of the literature on program evaluation deals with service delivery and refers to concepts that are client-oriented. For the purposes of this research, the service-based concepts and language were translated into ideas and terms that are more relevant to an evaluation of a committee that is not involved in direct service delivery, but, rather, concerns itself with coordination and educational activities related to community development. In this research, the Committee was considered the program referred to in the program evaluation literature, and the activities the Committee engages in and

functions it performs were considered the services it provides. Manitobans were considered the clients of the Committee; the Committee was designed to serve not only those communities currently represented on the Committee, but also any other communities interested in learning about or using a community capacity building approach.

Purpose of Evaluation

Much of the literature on evaluation notes that the fundamental reason for conducting evaluations is to improve program performance and quality of services (Gabor et al., 1998; Wholey, Hatry & Newcomer, 1994). Other literature expands on that notion by explaining that other purposes can include: increasing our knowledge base; helping guide decision making; helping demonstrate accountability; and, helping assure that clients are getting what they need (Gabor et al., 1998; Rossi & Freeman, 1993).

The purposes that were most appropriate to this particular evaluation were the following: to provide accountability; to increase the knowledge base of the Committee, funders, Social Planning Council and communities; and, to guide decision making so that the Committee's performance could be improved. The information obtained in this evaluation was also intended to increase the Committee's, the Social Planning Council's, the funder's, and communities' knowledge base with respect to what works and what does not work when it comes to community capacity building coordination and educational efforts.

One way in which evaluations are used in the quality improvement process is to demonstrate accountability. Administrators are accountable to their funders for the way

in which money is spent, and funders are similarly accountable to the public. Usually, accountability will involve deciding whether money should be devoted to this or that activity and then justifying the decision by producing data to support it. "Demonstrating accountability, or providing justification of a program, is a legitimate purpose of an evaluation insofar as it involves a genuine attempt to identify a program's strengths and weaknesses" (Gabor et al., 1998, p.13). In the case of this evaluation, accountability was provided by documenting whether and how the Committee achieved its mandate. This information was also intended to help the funder make decisions about its future relationship with the Committee in terms of roles and funding levels.

Another reason for doing evaluations is to gather data in an effort to provide information that will help decision-makers modify programs, services and delivery mechanisms. This in turn serves to increase the effectiveness of the programs or services (Rossi & Freeman, 1993; Rutman, 1984). It was anticipated that the data obtained in this evaluation would help the Committee modify its activities, priorities and processes with respect to coordinating community development efforts in Manitoba.

Types of Evaluation

Gabor et al. (1998) have identified five types of evaluation that can be done to improve the delivery of social services. A needs assessment is intended to verify that a social problem exists within a specific client population to an extent that warrants the implementation of a program. An evaluability assessment can be used to develop a program model to solve the social problem believed to exist as evidenced by the needs assessment. An evaluability assessment can also be used after a program is developed and before it is evaluated, in order to determine whether a program's objectives are

conceptualized and operationalized in a way that would permit a meaningful evaluation. An outcome assessment determines to what degree the program is meeting its overall objectives. An efficiency assessment determines what type of time and resources are required to achieve successful outcomes, and whether there is a way to reduce costs and time without loss of effectiveness. A process evaluation attempts to determine the sequence of activities a program undertakes to achieve its objectives, and attempts to answer why a program is or is not effective. Different types of programs need to be evaluated using different evaluative methods, although it is possible and often necessary to incorporate all types of evaluation into one larger evaluation.

A needs assessment was not appropriate in this particular situation because the practicum intervention was an evaluation of an existing Committee which was established based on a prior needs assessment. Determining efficiency was not identified by the funder or the Committee as being a priority of this evaluation. Given that the goal identified for the evaluation was to document the resources, objectives, activities, processes, outputs and outcomes of the Committee, an evaluability assessment, outcome and process evaluation were considered the most appropriate types of evaluation to use.

Evaluability Assessment

Evaluability assessment was developed in the 1970s by Joseph Wholey and his colleagues at the Urban Institute in Washington, DC (Wholey, 1979). It began as a way to improve summative evaluations. Such evaluations are conducted after a program is stable and expected to have achieved intended effects. In the early 1970s – and to some extent still today – policy makers perceived summative evaluations as expensive wastes of time that produced little in the way of timely, useful information. Evaluators were

similarly concerned because the conditions in which they found programs – for example, unclear goals, few concrete objectives, insufficient implementation – naturally lead to reports which could do little other than highlight program deficiencies. Evaluability assessment was borne out of efforts to reconcile these problems. Rutman modified and adapted the evaluability assessment for planning useful evaluations (Rutman, 1984). An evaluability assessment determines if program goals, objectives and activities are stated in sufficiently clear and explicit terms to enable an evaluation to take place (Rutman, 1984). Often, an evaluability assessment uncovers the need to work on defining and clarifying goals, objectives, and activities (Gabor et al., 1998) in order to enhance their evaluability (Rutman, 1980). An evaluability assessment will ultimately lead to a more relevant, credible and usable evaluation, and improves the terms of reference for the evaluation (Rutman, 1980). The evaluability assessment will facilitate the establishment of evaluation priorities. The users of the evaluation are involved in the evaluation planning process, particularly in defining their information needs. They also have the opportunity to comment on the appropriateness of the measures and to influence research design (Rutman, 1984). The evaluability assessment also provides direction to programs for planning because it identifies shortcomings of the planning and management process such as poorly designed program components and vague and implausible objectives and outcomes.

The steps involved in an evaluability assessment as outlined by Rutman (1980) were tailored to suit this evaluation. The tasks performed in conducting an evaluability assessment of the Committee included: developing a draft program documents model;

determining the Committee's view of the program; developing a program logic model; and, developing an evaluable model.

During the first phase of an evaluability assessment, a *program documents model*, as originally described by Joseph Wholey (1979) and expanded upon by Rutman (1980) are developed. A program documents model has two main elements: (1) program components; and, (2) goals, objectives and effects. A program documents model outlines program components and goals and effects, but it does not draw attention to the outputs of particular program components. Outputs are the goods and services generated by program activities and are the link between program activities and the immediate outcomes (Rush & Ogborne, 1991). In a variant of Wholey's model, outputs are included in between the program components and objectives and the expected outcomes (Corbeil, 1989; Rush & Ogborne, 1991).

Program logic models are intended to show plausible linkages among the elements of a program and to highlight the underlying logic or causal reasoning. This is an important part of an evaluability assessment. A number of other purposes are served by constructing these logic models during an evaluation assessment. A logic model helps clarify program objectives and assists in identifying unintended consequences of the program (Wholey, 1983). It also aids in the identification of key issues and questions that should be pursued in the evaluation, thereby using evaluation resources efficiently and increasing the chances of utilization of results (Rush & Ogborne, 1991).

An *evaluable model* of the program is then developed based on these key evaluation issues and questions. An evaluable model is a model against which the

program agrees it can and should be evaluated. This model in turn forms the basis of data collection tools (Rutman, 1980).

Outcome Evaluation

An outcome evaluation is an evaluation that determines to what degree a program is meeting its overall program objectives (Gabor et al., 1998). By focusing on a program's objectives, we can be sure that we will not unnecessarily collect data on variables about which we do not want to know. The first step in conducting an outcome evaluation is to operationalize the objectives. Operationalizing a program's objectives is a critical task because it defines how we understand our overall program in concrete terms (Gabor et al., 1998). It means that we need to clearly define the objectives, paying particular attention to how we want to measure them.

Gabor et al. (1998) explain that, "An outcome evaluation is a major collaborative effort. It is most successful when staff are included in its design and implementation" (p.109). In this evaluation, relevant outcomes based on objectives were identified and agreed upon by the Committee during the evaluability assessment, as were indicators for how to measure these outcomes. Rossi & Freeman (1993) note further, that, in addition to being related to the objectives, a good outcome measure is one that is feasible to employ, given the constraints of time and budget.

Process Evaluation

A process evaluation is the systematic collection and synthesis of information on the program environment and processes. Although final outcomes are obviously crucial targets in program development, knowledge of whether particular outcomes occur is not useful unless it is coupled with knowledge of how, why, or the conditions under which a

program did or did not did not lead to a specific outcome. If the process is to be replicated, or even improved, we need to know why it is working, or failing to work (Gabor et al., 1998). We can also gather data to assess whether the program's current administrative operations are adequately supporting positive outcomes. A process evaluation usually includes at a minimum the following broad areas of inquiry (Gabor et al., 1998): the program's history and background; the program's client profile; the program's staff profile; the amount of services provided to clients; the program's activities and functions; the administrative supports in place to support service delivery; the satisfaction of the program's stakeholders; and, the efficiency of the program. These broad categories were modified so that they would be appropriate for the Committee under investigation, and use less client-based, service-oriented concepts (see Chapter 4).

Evaluation Approach

In recent years an increasingly popular approach in the evaluation profession has been *utilization-focused* evaluation (Patton, 1986). "Utilization-focused evaluation is not a recipe or even a 'model' – it is a strategy for making evaluation decisions" (Patton, 1990, p.121). The evaluation is designed to answer specific questions raised by those in charge of a program so that the information provided can affect decisions about the program's future. Utilization-focused means that an evaluation is designed to maximize the usefulness of evaluation data by focusing on the intended use by the intended users. "The foundation for utilization is laid at the beginning of the process with the very first interaction between the evaluator and the people who are to use the evaluation findings. A strategy for enhancing utilization informs and frames every subsequent decision made about the evaluation" (Patton, 1990, p.432). Patton says that in a utilization-focused

approach to evaluation, the researcher must work closely with the intended users of the evaluation in making measurement and methods decisions so they understand the strengths and weaknesses of the data, and so that they believe in the data (p.126). Within a process of ongoing change, evaluators sometimes need to modify preset designs and methods in order to accommodate evolving stakeholder concerns and questions during the evaluation (Greene & McClintock, 1991). Negotiation contributes more toward utilization than the mere agreeing on an evaluation plan. Interaction between evaluator and client in the negotiation process can build up personal and professional rapport, which further enhances the utilization of the results (Owen, 1993).

Utilization-focused evaluation has sometimes been closely associated with qualitative methods. In describing this approach, Patton (1986) has advocated methodological flexibility, including openness to qualitative methods. Patton has argued that "Creative practical evaluators need a full repertoire of methods to use in studying a variety of issues. This repertoire should include, but not be limited to, qualitative methods" (Patton, 1990, p.122).

"Quantitative data permit the complexities of the world to be broken into parts and assigned numerical values," (Rutman, 1980, p.54), and are typically collected through questionnaires, tests, standardized instruments, and program records. In program evaluation, it is often important, through quantitative methods, to obtain the experiences of people in programs in terms of program outcomes that can be fit into categories to which numerical values can be attached. Because it is possible to measure the reactions of many subjects to a limited set of questions, the advantage of a quantitative approach is that comparison and statistical aggregation of the data is possible. A quantitative

approach allows the researcher to acquire data from a large number of subjects through a limited set of questions through standardized measures that are easily categorized (Patton, 1990). I chose a quantitative approach as the most appropriate way to gather the large amount of structured feedback required from conference participants during the outcome evaluation, and from Committee members during the process evaluation.

It is just as important to capture people's experiences of the programs in their own terms, and in their natural settings. "Qualitative evaluation searches for 'qualities' in inputs, processes and outcomes, capturing the wide, diverse, mundane, and rich details of everyday life" (Lofland & Lofland, 1984 cited in Caudle, S., in Wholey et al., 1994, p.69). Qualitative data are typically collected through focus groups, interviews, direct observation, and written documents and is often effective in describing how and or why changes have taken place. These methodologies allow the investigator to study issues in depth and detail (Patton, 1990).

The relative strengths and weaknesses of qualitative and quantitative data have been the subject of much debate in evaluation (Cronbach, 1975, Guba, 1978, Patton, 1980 cited in Rutman, 1984). Quantitative information tends to be viewed as 'hard' data, and seen as more credible, whereas qualitative data tend to be viewed as 'soft,' and more like journalism. As Rutman (1980) notes, however, "The emergent consensus in evaluation...seems to be moving toward a position where both qualitative and quantitative data are valued and recognized as legitimate" (p.56). There is widespread recognition that evaluators must be able to use a variety of methods in evaluating programs, and should match the research approach and methods to the purpose of particular evaluation questions. There will be many instances in which it is appropriate

and necessary to use both qualitative and quantitative approaches, because each one contributes differently to the evaluation.

Use of a qualitative approach in evaluation can take many forms (Guba, 1987 cited in Wholey et al, 1994). A qualitative evaluation can be exploratory when one is reviewing topics and issues that are difficult to conceptualize and attempting to form a basis for more rigorous study. A qualitative evaluation can be descriptive in providing detail and contextual information to support (i.e. supplement and/or complement) quantitative findings. It can be illustrative in providing examples for findings at both a general or anecdotal level. Finally, qualitative evaluation can also be used to test hypotheses that an evaluator has posed prior to the investigation.

A qualitative approach was proposed as the most appropriate way to obtain the descriptive information required to address the purpose, goals and objectives of this utilization-focused evaluation, and to provide an assessment of the identified indicators. The evaluability assessment sought to describe and understand the Committee in terms of the social reality as held by Committee members and stakeholders. Acting as the evaluator, I therefore needed to try to see the Committee through its own eyes (Rossi & Freeman, 1993), and believed that using a qualitative approach would help me to do so. In the process and outcome evaluation, a qualitative approach was seen as necessary in order to develop an understanding of how the Committee was formally pictured, how it was actually conducted, and to explain potential differences in the ways it is perceived and valued by various stakeholders. A qualitative approach also provides more opportunities for interaction with the participants in the research, and allows more room for ongoing alteration as the research proceeds than do strictly quantitative approaches

(Bouma, 1996). For all of these reasons, I chose a qualitative approach as the most appropriate way to address the majority of the research questions.

Successful Committee Functioning

As previously discussed, the main purpose of a process evaluation is to determine whether the Committee was structured and functioned in such a way that it had a reasonable chance of achieving its goals and objectives. In this evaluation, the processes to be investigated were ones that were directly linked to the Committee's objectives and outcomes.

For use in the process evaluation, I needed to develop a description of successful committee functioning against which the Committee's processes could be evaluated. I developed the description by integrating information from the following five sources: Bormann & Bormann (1980); Herman & Associates (1994); Humphries (2001); Shelton & Bauer (1994); and, Tropman, Johnson & Tropman (1992). This description was used as a basis to develop several questions. The questions were answered using three different methodologies: reviewing documentation; developing a checklist which was given to Committee members to complete; and, holding two focus groups in which Committee members and Social Planning Council staff were asked more detailed questions that would not easily fit into checklist format.

The information in the literature that describes the characteristics of successful committees and successful committee functioning can be grouped into seven broad themes as follows: committee's organization; quality of meetings; committee's social health; committee's productivity; balance of social health and productivity; committee's communication; and, evaluation of committee.

First, the literature indicates that it is important for a committee to be well organized. Clarification and understanding of the committee's purpose are basic and essential to the performance of the tasks. A committee must know why it exists and what it is supposed to accomplish (Tropman, Johnson & Tropman, 1992). The selection of committee members should be thoughtfully and carefully done, using the purpose to be achieved by the committee's activity as a guideline (Tropman et al., 1992).

Second, the literature says that the quality of committee operation is related to the adequacy of the planning and preparation for all aspects and phases of the process (Tropman et al., 1992). Several authors note that the leadership of the chairperson is the single most important ingredient in successful committee activity (Shelton & Bauer, 1994; Tropman et al., 1992). In order to have high quality meetings, it is important to have a Chair that possesses the strong leadership skills required to plan meetings well, to formally open and close meetings using recognized procedures, and to manage and resolve any conflict that occurs during the course of meetings (Herman & Associates, 1994).

Third, the literature indicates that a successful committee also has good social health, as displayed through several characteristics. A good work group has high morale, and members are happy with the group (Bormann & Bormann, 1980). They enjoy working with the others on tasks, and are pleased with their role and status in the group (Bormann & Bormann, 1980). They receive a sense of belonging and a feeling of personal satisfaction from the role (Bormann & Bormann, 1980). There is a relaxed atmosphere, members are interested and committed, and they display sensitivity to each other's needs (Humphries, 2001). Participation is the keystone for productive and

effective committee operation, and, in a successful committee, this participation is healthy and equal (Tropman et al., 1992). In a good committee, leadership and not manipulation are the approach of all who participate, and especially of all who have strategic roles or assignments in committee processes (Tropman et al., 1992).

Fourth, the literature notes that a successful committee is productive, and therefore it turns out a large quantity of high quality work, it reaches its goals with a minimum of wasted motion, and it solves problems and makes wise decisions (Bormann & Bormann, 1980). In a productive committee, members feel a sense of progress, movement, and accomplishment, which contributes to their morale and satisfaction (Tropman et al., 1992).

Fifth, the literature indicates that a successful committee has a balance of social health and productivity. A participatory process is used so that members get something out of participating (Bormann & Bormann, 1980). The individual does not exist solely for the group - the group has certain duties and responsibilities to the individual (Bormann & Bormann, 1980). In a successful committee, recognition and appreciation are given to members so that they feel they are really making a contribution (Humphries, 2001). There is a balance between thorough preparation for, and control of, the meeting. There is a balance between covering a maximum amount of work in a minimum amount of time, while at the same time creating the feeling for committee members that they are helpful participants and not just 'window dressing' or 'rubber stamps' (Tropman et al., 1992). In a good committee, the staff person supports and does not supplant the leadership of the chairperson and the work of individual committee members (Tropman et al., 1992).

Sixth, the literature says that the nature and flow of communication in a group is related to both the social health and task productivity of the group. Good communication can also be a desirable social end in its own right (Bormann & Bormann, 1980). A successful committee has clear and regular processes for internal communication (Bormann & Bormann, 1980). In a successful committee, committee members, and other individuals or organizations with a legitimate interest, are kept informed of committee activity (Tropman et al., 1992). Plans, proposals, or positions are also cleared with the committee before final action is taken (Tropman et al., 1992).

Finally, the literature also notes that a successful committee has processes in place to periodically self-assesses its performance (Tropman et al., 1992), and that it has a process for continually reviewing minutes for items that need attention but have slipped out of the action stream (Tropman et al., 1992).

Data Collection Options

Data collection options and strategies for any particular evaluation depend on answers to several questions (Rutman, 1980): Who is the information for, and who will use the findings of the evaluation? What kinds of information are needed? How is the information to be used? For what purposes? When is the information needed? What resources are available to conduct the evaluation? Answers to these questions will determine the kinds of data that are appropriate in a particular evaluation. The four data collection methods that were deemed most appropriate to satisfy the objectives of the evaluation are described next. They include both quantitative and qualitative strategies.

Review of Documentary Material

Reviewing documentary material is appropriate when you want an impression of how a program operates without interrupting the program. The advantage of doing a documentary review is that you get comprehensive and historical information that already exists. The challenge of using this method is that the data are restricted to what already exists (McNamara, 2001). This method was chosen as the most appropriate way to gain the necessary information required to develop the draft program documents model required for the evaluability assessment. It was also an effective way to collect information as part of the process and outcome evaluation. A list of questions based on the evaluation framework and evaluable model was used to assist in the abstraction of the relevant material from Committee documentation (see Chapter 4).

Focus Groups

"Conducting group interviews is a data collection method that permits us to gather the perspectives of several individuals at one time. It is more complex than individual interviews because it involves interaction between and among data sources" (Gabor et al., 1998, p. 60). There are three defining features of focus groups that distinguish them from other group meetings: "they are a research method for collecting qualitative data, they are focused efforts at data gathering, and they generate data through group discussions" (Morgan, 1998, p.29). Focus groups are used widely in qualitative research because they provide useful information and offer the researcher a number of advantages. They are a way to quickly and reliably acquire common impressions, and they are an efficient way to obtain much range and depth of information in a short time. They allow the researcher to interact directly with respondents, which provides opportunities for clarification or

elaboration of responses. Focus groups also allow respondents to react and build upon the responses of other group members (Stewart & Shamdasani, 1990).

There is a risk in a group setting, that some participants might be reluctant to participate or disclose honestly. The results obtained, therefore, may be biased by a very dominant or opinionated member. All efforts should be made by the moderator to ensure a safe and comfortable environment exists. The success of a focus group can be enhanced if the moderator is well-prepared, possesses a good understanding of group dynamics, establishes the ground rules for the discussion at the outset of the meeting, and ensures all members of the group have opportunities to contribute to the discussion (Stewart & Shamdasani, 1990).

Before the evaluability assessment could be considered complete, it was necessary to reach consensus with the Committee about its goals and objectives, the outcomes against which it wanted to be evaluated, and what it thought the key evaluation questions should be. The most effective way to achieve these results was to explore these topics in depth during several interactive, focused group meetings with the Evaluation Sub-Committee. This approach was also seen as more efficient than individual interviews would have been at gleaning the required information from the Committee, the Social Planning Council staff, and several community members, during the outcome and process evaluation.

In this evaluation, the focus groups that were conducted required a high level of moderator involvement because the participants needed to provide answers to a set of sharply drawn research questions (Morgan, 1998) based on the evaluable model. I followed Morgan's suggestion to "organize the discussion topics into a guide" (p.56), but

also noted his caution that "a good guide creates a natural progression across topics with some overlap between the topics – an artificial compartmentalization of the discussion defeats the purpose of using group discussion" (p.56). I therefore took his advice to "take the concept of a guide quite literally, avoiding the tendency to follow the predetermined order of topics in a rigid fashion" (p.56).

Individual, In-Person Interviews

In-depth interviewing is one of the key data collection methods in qualitative research (Bouma, 1996). "The purpose of qualitative interviewing in evaluation is to understand how program staff and participants view the program, to learn their terminology and judgments, and to capture the complexities of their individual perceptions and experiences. This is what distinguishes qualitative interviewing from the closed interview, questionnaire, or test typically used in quantitative evaluations" (Patton, 1990, p.290).

Interviews are appropriate when you want to obtain a full range and depth of information. The challenges of interviews include the fact that they can be difficult to arrange, can take much time, and can be hard to analyze and compare. It is also possible that the interviewer can unintentionally bias participants' responses. For example, the interviewer might unintentionally emit negative body language in reaction to a participant's response, which may then cause the participant to want to rephrase or even change the answer so that it is more acceptable to the interviewer.

The complex, experientially based nature of the questions under investigation in this evaluation were most appropriately obtained through in-depth interviews. Face-to-face interviews were conducted with stakeholders and observers who could provide

information about the Committee's outputs, outcomes and processes. Use of an interview guide ensured that respondents from each group were asked the same questions (Bouma, 1996).

"When developing an interview guide, there are two general principles that should be observed. The first suggests that questions be ordered from the more general to the more specific...second, questions should be ordered by their relative importance to the research agenda" (Stewart & Shamdasani, 1990, p.61).

Several researchers (Babbie, 1990; Fowler & Mangione, 1990) have identified standardized interviewing techniques, which, if used, will improve the quality of the data obtained. These techniques include: being very familiar with the interview guide; reading the questions exactly as worded; probing for clarification and elaboration in a non-directive way if the respondents answer to the initial question is not complete or adequate; recording answers without interviewer discretion; and, communicating a neutral, nonjudgmental stance with respect to the substance of answers. "A precondition to successfully carry out a standardized interview is to establish relationships in which the respondents are willing, and the interviewers able, to carry out their respective roles in the measurement process" (Fowler & Mangione, 1990, p.55). In order to achieve the highest quality of data possible, the interviewers in this evaluation paid particular attention to clearly explaining the purpose and goals of the interview, and to establishing a positive tone and relationships of trust and cooperation with the respondents (Fowler & Mangione, 1990).

Questionnaires

Questionnaires are most appropriate when you need to quickly and/or easily obtain a great deal of information from people in a non-threatening way. The advantages of questionnaires are that they: can be completed anonymously and by a large number of people; are inexpensive to administer; are easy to compare and analyze; and, can yield a great deal of data (Bourque & Clark, 1992; McNamara, 2001). The challenge of questionnaires includes the fact that: they can be impersonal; they might not reveal the full story; and, it can be difficult to obtain the necessary sample size (McNamara, 2001). As limited time and resources were an issue in this evaluation, a questionnaire was chosen over telephone interviews as the most appropriate method to obtain data from conference participants.

Dillman (2000) and Babbie (1990) offer some considerations and guidelines for effective question construction. The suggestions that were particularly relevant to this research, include the following: ensure respondents' competency to answer; ask relevant questions; choose an appropriate structure for the question (i.e. open-ended, closed-ended with ordered response categories, or closed-ended with unordered response categories); ensure response categories for closed-ended questions are exhaustive, and mutually exclusive; use equal numbers of positive and negative categories for scalar questions; state both sides of attitude scales in the question stems; distinguish undecided from neutral by placing it at the end of the scale; choose as few words as possible to pose the question; use complete sentences to ask questions; choose simple over specialized words; avoid double-barreled questions; avoid negative terms/avoid asking respondents to say "yes" in order to mean "no;" and, avoid biased items and terms.

The format of a questionnaire can be just as important as the nature and wording of the questions asked (Dillman, 2000; Babbie, 1990). As Dillman notes, "The best opportunity for achieving clear responses to questions is to keep both the wording and visual appearance of questions simple" (pp.81-82). The design concepts and principles outlined by Dillman are based on this belief. Discussion of these concepts in Dillman's book is divided into four sections. The first section concerns the physical format of the questionnaire and explains why a booklet format is preferred. It is followed by criteria for deciding how questions should be ordered. It notes that questions should be arranged into content subsections. The initial questions should be interesting in order to grab the potential respondent's attention, but they should be non-threatening (Dillman, 2000; Babbie, 1990). The third, longest section of Dillman's book, introduces knowledge about how people see and process information on printed pages. This can help us decide on the layout and design of individual questions, as well as the overall questionnaire. Dillman and Babbie both note that an effective questionnaire should be spread out and uncluttered, and should contain adequately spaced boxes for respondents to check. Dillman's book provides a large amount of detail about other design issues such as the placement of instructions, the format of question wording and numbers, and, the positioning of response categories. The fourth section of Dillman's book focuses on the front and back covers, and provides suggestions as to what these should look like in order to capture respondents' attention (e.g., the cover should include a tile, and the name and address of the study sponsor - a well-known and legitimate source).

Several strategies will increase response rates (Babbie, 1990; Dillman, 2000; Gabor et al., 1998) including the following: sending a cover letter with the questionnaire

stating the purpose of the study; providing extremely clear and simple instructions; providing a stamped, self-addressed, return envelope; and, sending a follow-up letter to all respondents as a prompt to complete the survey. The methodological literature on properly timed follow-up mailings strongly suggests that it is an effective method for increasing return rates in mail surveys (Babbie, 1990; Dillman, 2000). Dillman's research has shown that multiple, varied contacts are essential for maximizing response to mail surveys. His method calls for four contacts by first class mail, with a fifth, additional unique contact as follows:

1. A brief prenotice letter is sent to respondents a few days prior to the questionnaire. It explains that a questionnaire for an important evaluation will arrive in a few days and that the person's response would be greatly appreciated.
2. A questionnaire mailing is sent that includes a detailed cover letter explaining why a response is important.
3. A thank-you postcard is sent a week after the questionnaire. This mailing expresses appreciation for responding, and asks people to please return their completed questionnaire if they have not already done so.
4. A replacement questionnaire package that includes all of the enclosures is sent three weeks after the initial questionnaire mailing. It again urges people to respond by stressing the importance of the evaluation, and the desire to receive as much feedback as possible.
5. A final contact is made by telephone a week after the fourth contact.

Data Analysis

In collecting and analyzing the evaluation data, both qualitative and quantitative approaches were planned. A qualitative approach was chosen to collect data in the focus groups, in the individual interviews, and in the open-ended items on the conference questionnaire and checklist. One of the unique characteristics of qualitative research is that it is conducted in such a way that the researcher can obtain thick descriptions about what is going on in the situation under question, and can interpret them for the readers (Mason, 1996). The content of the themes is thoroughly described, and excerpts taken from interviews and interactions are used to support conclusions (Gillham, 2000).

A qualitative, inductive content analysis process was planned and orchestrated to ensure that patterns and themes which emerged from the data obtained in the interviews were carefully verified. This process included: listening to tapes of all interviews; making complete notes during and immediately after the interviews; identifying themes which linked or explained the data; and coding the data with key words as a way of identifying commonalties and variations (Bouma, 1996; Patton, 1990; Wholey et al., 1994). Once key concepts were identified, it was possible to go back through the notes and codify various responses (Wholey et al., 1994). It was then possible to report the frequency of the themes, ideas, and concepts that had been identified in the thematization process (Bouma, 1996; Wholey et al, 1994). Analysis in qualitative research commences straight away, with later stages of data collection being informed by the early stages of the analysis. A constant interplay of data gathering and analysis occurs. When an interview guide is used, as in the case of this research, it "actually constitutes a descriptive analytical framework for analysis" (Patton, 1990, p.376). The qualitative data

obtained through the interviews were analyzed and presented according to the expected outcomes identified in the evaluable model. The qualitative data obtained in the questionnaires were analyzed and presented according to identified themes. This information was placed in footnotes throughout the evaluation report.

Analyzing, organizing and displaying data using quantitative approaches simply means that we are concerned with amounts. Data are organized so occurrences can be counted (Gabor et al., 1998). For the purposes of this evaluation, the numerical scores from the conference questionnaire and process checklist were aggregated and summarized using SPSS to provide an overview of responses. Basic descriptive statistics such as measures of central tendency (i.e. means and medians), and frequency distributions (i.e. percentages) were calculated for the data and presented numerically in tables.

Two nonparametric statistics, the Friedman J test, and the Wilcoxon Signed Ranks matched pairs test, were used to test relationships between some of the variables in the conference questionnaire. "Nonparametric statistics (often referred to as distribution free statistics) are used when the data may not demonstrate the characteristics of normality (i.e. follow a normal distribution)" (SPSS Inc., 1999, p.231). Nonparametric statistics are often used with ordinal and nominal data, as in the case of the questionnaire, where the response set can be converted to counts of events, and the measurement scale is ignored (Montelpare, 2002).

The Friedman test is a nonparametric test to compare three or more *related* samples. "It is the nonparametric alternative to a repeated measures analysis of variance" (SPSS Inc., 1999, p.240). In this evaluation, it was used several times to test for

differences between medians. For example, the Friedman test was used to test the null hypothesis that there was no difference in how useful conference participants found the five information sharing methods at the conference. If the *p* value is small, as it was in this case, you can reject the idea that all of the differences between medians are coincidences of random sampling, and conclude instead that at least one of the medians differs from the rest (GraphPad, 2002). If a significant relationship is found through a Friedman test, as it was in this case, you then need to do further analyses to determine which medians differ significantly from which other medians. The Wilcoxon test was chosen for this purpose. The Wilcoxon test is a nonparametric procedure to compare two *related* variables. "It is designed to test the hypothesis about the location (median) of a population distribution" (Easton & McColl, 2002). In this example, the Wilcoxon test was used on all ten possible combinations of information sharing methods. Five significant relationships were found, i.e. respondents reported that some information sharing methods were significantly more useful than others.

The Kruskal-Wallis test is a nonparametric analysis of variance that compares *non-related* samples. In the data analysis plan, it was indicated that this type of test would be used to examine the differences between how particular groups of conference participants responded to several of the ordinal questionnaire items. A more detailed explanation as to why these test results were not included in the evaluation report is provided in Chapter 4, where the analysis and presentation of the findings is discussed further.

CHAPTER 3: PRACTICUM INTERVENTION - INFORMATION ABOUT THE COORDINATED COMMUNITY CAPACITY BUILDING COMMITTEE

The Committee is comprised of representatives from communities that take a capacity building approach to the work they do in their neighbourhoods. These neighbourhoods are interested in improving the health of residents, and the health of the community as a whole. The Committee also uses community capacity building principles as it conducts its day-to-day work. In order to understand the basis of the Committee's work, therefore, it is important to briefly examine population health principles, and the nature of the community capacity building approach. The evolution of the Committee itself will be examined later in the chapter.

Population Health Principles

"Neighbourhoods or communities with large concentrations of people living in poverty often become labeled as 'disadvantaged neighbourhoods.' They are perceived as problem areas and are usually isolated from the larger community" (Social Planning Council [SPC], 1995, p.4). "Many residents in disadvantaged neighbourhoods are considered to be at risk in their ability to achieve healthy circumstances due to barriers associated with safety, housing, social relationships, employment and education" (SPC, May, 1998, p.5). The November, 1994 report by the Manitoba Centre for Health Policy and Evaluation on the health status, socio-economic risk and health care use of the Manitoba population in 1992-93, provides evidence of a strong relationship between low socio-economic status and health status. "Without appropriate support and positive

changes, disadvantaged neighbourhoods will continue to deteriorate and perpetuate poor health and social conditions among residents" (SPC, 1995, p.4).

As noted by the federal government, at every stage of life, health is determined by complex interactions between social and economic factors, the physical environment and individual behaviour. These factors are referred to as *determinants of health*. They do not exist in isolation from each other. It is the combined influence of the determinants of health that determines health status. The federal government defines the 12 key determinants of health as: income and social status; social support networks; education; employment and working conditions; social environments; physical environments; personal health practices and coping skills; healthy child development; biology and genetic endowment; health services; gender; and, culture (Health Canada, 2002).

Health Canada has identified *population health* as a key concept and approach for policy and program development aimed at improving the health of Canadians (Health Canada, 2002). Health Canada (2002) states that, "A population health approach reflects a shift in our thinking about how health is defined. The approach recognizes that health is a capacity or resource rather than a state, a definition that corresponds more to the notion of being able to pursue one's goals, to acquire skills and education, and to grow." This broader notion of health recognizes the range of social, economic and physical environmental determinants of health, as described previously. The federal government goes on to explain further in its website about population health (2002) that using a population health approach to take action on the complex interactions between factors that contribute to health requires the following: a focus on the root causes of a problem; efforts to prevent the problem; improving aggregate health status of the whole society,

while considering the special needs and vulnerabilities of sub-populations; a focus on partnerships and intersectoral cooperation; finding flexible and multidimensional solutions for complex problems; and, public involvement and community participation. The community-capacity building approach (to be described next), effectively uses a population health approach to community development, in order to enable communities to address the key determinants of health.

The Community Capacity Building Approach

The complexity and prevalence of the greatest problems facing society – poverty, unemployment, violence, crime, abuse and homeless to name only a few – are steadily increasing. Efforts aimed at tackling these kinds of issues on a neighbourhood level have traditionally been service-based, and largely in the form of crisis interventions (SPC, May, 1998). While a high concentration of formal services tend to exist in disadvantaged communities, little long-term success has been achieved through such efforts (SPC, May, 1998). Generally, these formalized services are viewed as being external to the community and do not serve to create stable, supportive relationships, nor assist neighbourhood residents in dealing with their own issues (SPC, May, 1998). "As a result, they are seldom accessed for preventative support, but predominantly during episodes of crisis" (SPC, May, 1998, p.6). It is further recognized that no matter how much services are integrated, organizations are reinvented, or institutions re-engineered, a focus on services will never be sufficient to address the underlying causes of the problems (Huxham, 1996).

A focus on single problems ignores the complex causes of individual and community breakdown, such as poverty, weak ties within the family, and weak ties

between the family, workplace, and community (Florin & Wandersman, 1990). If social problems are to be addressed in a meaningful and sustainable way, an alternative method of service delivery must be offered – one which is community-based, preventative in nature and empowering in its principles. Several reviews have identified the work of Saul Alinsky, Paulo Freire and Jack Rothman as the intellectual and practical basis of the concept of community empowerment (Eng et al., 1992; Swift and Levin, 1987; Wallerstein, 1992). Looking at the descriptions of empowerment provided in the literature, it seems that a common process of personal development, participation, consciousness-raising and social action is evident.

In the late 1980s, definitions of empowerment began to reflect an important distinction made by Swift and Levin (1987) between the *subjective* experience of psychological empowerment and the *objective* reality of modified structural conditions for the purpose of reallocating resources. Psychological empowerment is considered at an individual level, and can be defined as a feeling of greater control which individuals experience over their own lives following active membership in groups or organizations. This may occur without participation in collective action. Community empowerment is considered a collective phenomenon but it also includes a psychological component (Rissel, 1994). This concept includes a raised level of psychological empowerment among its members, a political action component in which members have actively participated, and the achievement of some redistribution of resources or decision-making favourable to the community or group in question (Rissell, 1994).

A *building on capacities* approach (Kretzmann & McKnight) to community development is the most effective way to achieve community empowerment as it has

been previously described. While it has many similarities to its predecessors, this approach is significantly different from community advocacy or traditional community organizing projects. It is developmental in nature, and it is prevention and solution-focused rather than crisis-driven. A key activity is the support of community members in developing links with intra- and extra-community sources of political, economic, and social assets (e.g., local governments, businesses, institutions, social service agencies, community groups and individual residents) so that their community development initiatives can become self-sustaining. The power possessed by community stakeholders, including local governments, businesses, institutions, social service agencies, community groups and individual residents, is based upon human and physical assets as well as capacities for organized change and problem-solving. These strengths can be identified and consciously supported (Kretzmann and McKnight, 1993; Mayer, 1994, cited in Huxham, 1996). Although building upon assets in communities is vital for transforming power relations, change strategies must also acknowledge that these same communities also confront serious problems. These problems include: high levels of poverty; very limited employment opportunities, particularly those with wages that can support families; violent crime and drug and physical abuse; and, very inadequate housing, schools and health care. It is both foolish and dangerous to say that problem-focused community change is wrong; the problems are real and require the same attention as community capacities. "A balance must therefore be achieved that acknowledges community problems and links their solutions to community (as well as larger societal) assets and capacities. A part of the struggle to gain a better balance in community change efforts requires that funding sources be convinced to spend as much, if not more, on

community organizing and revitalization as they do on human and social service agencies" (Huxham, 1996, p.26).

A community with increased capacity is better able to identify and address local solutions that affect its health. With improvements and successes, people begin to have hope. They begin to take pride in what is happening around them. They know that they are part of the changes that are happening around them, in their personal lives, in their family's lives, and in the lives of their friends and neighbours, and this motivates them to continue with their efforts (SPC, May, 1998). While it cannot eliminate the need for crisis interventions, examples of local-level capacity building (Wharf, 1992) have shown the viability of the concept; it is capable of facilitating the development of support networks that reduce some of the dependency on service interventions that exist within disadvantaged communities.

History of the Integrated Community Approach to Health Action Project

The Coordinated Community Capacity Building Committee evolved from the *Integrated Community Approach to Health Action* (ICAHA) project. It is important, therefore, to briefly examine the history and background of the earlier project. The ICAHA project was a three-year pilot project that began in 1995. It was funded by Health Canada's Health Promotion Contribution Program, and coordinated by the Social Planning Council of Winnipeg. The project involved citizens from three disadvantaged communities in Manitoba, building on their capacities to create stable, healthy, and sustainable neighbourhoods. The project was based in two Winnipeg neighbourhoods, William Whyte and West Broadway, as well as The Pas. These sites were selected

because of the many disadvantages that people in these communities face, resulting in adverse social, economic and physical conditions (SPC, 1995).

The evaluation report of May, 1998, entitled, "An Integrated Community Approach to Health Action: Evaluation Findings and Lessons Learned," explained that the project was launched based on a population health approach which acknowledges the interrelationship of poverty, educational attainment, economic opportunities, safety, positive community relationships and other factors that contribute to healthy outcomes for individuals, families and neighbourhoods. The 1995 proposal further noted that the project had capacity building (Kretzmann & McKnight, 1993) as its major underlying philosophy. This strengths-based approach "shifts the focus from crisis delivery to prevention and development of services within the neighborhood or community" (SPC, 1995).

ICAHA Project Goals

The September, 1995 proposal explained that project partners in disadvantaged neighbourhoods proposed to take an integrated approach to health action, based on the principles of population health, in order to provide opportunities to reduce and overcome barriers to good health. Individual communities set their own objectives within the overall project framework, and engaged in activities they felt would help them best achieve their objectives.

Coordinating/Resource Role

Within the ICAHA project, the general functions of the Social Planning Council as identified in the original proposal to Health Canada (1995) were to include overall coordination, information dissemination and evaluation services. More specifically, the

proposal noted (p.13) that the Social Planning Council would: Undertake a public education campaign and communication strategy to present information to the broader population; provide a resource function to the three neighbourhood projects by a) coordinating information resources through organizing coordination meetings, and, b), assisting with ongoing information needs through monitoring and an internal formative evaluation in each of the sites; and, assess the results of the project to determine whether there are significant implications for healthy public policy and to develop a report for public distribution. The Social Planning Council convened regular coordinating meetings of the participating agencies, staff and residents as a means to support the resource function to the neighbourhood sites. This Committee was called the *ICAHA Evaluation and Coordinating Committee.*

Project Evaluation and Outcomes

The Social Planning Council arranged for the evaluation of all sites, including a comparison of developments, successes and lessons learned about the strategy in improving individual and family health and wellbeing, and in improving neighbourhood conditions. The evaluation showed that after two years of action, the communities had shown evidence of progress towards achievement of their intentions. An emphasis was placed on local choice and ownership of ideas and their implementation. The direct participation of residents created opportunities to enhance the skill base of individual community members, which, in turn, supported collective development of the internal capacity of the community (SPC, May, 1998). At the time of the evaluation, however, the communities could not be acknowledged as healthy communities. The evaluation determined that the communities had formed solid bases on which they could build

healthier communities, but the evaluation also stressed that they needed to sustain and build on the actions taken to that point. The evaluation demonstrated that a path toward sustainability appeared to have taken place within a number of stages, each providing momentum and opportunities to proceed further. The changes that occurred through progression from stage to stage provided the capacity to alter the existing attitudes and behaviour patterns of residents with respect to their community and their capacity to improve their health and the health of their community. A model was developed to describe these stages of change (SPC, May, 1998, p.42).

The evaluation also found that "the work of the Social Planning Council in organizing and coordinating the project partner discussions and supporting information sharing was of considerable value to the overall project" (SPC, May, 1998, p.54). The evaluation also identified the lessons learned with respect to public education and coordination efforts (p.56). The key lessons included the following:

- Resource limitations should be taken into account when attempting to promote the work of the project. Substantial efforts in public education can detract from the time available for actual work in neighbourhoods.
- Presentations to targeted groups within the community should be directed to those that have a means of getting involved or supporting the work of the project. Presentations should consider the specific audience, the message being presented, and what is expected from those receiving the message.
- Presentations to key potential partner or stakeholder groups create greater understandings and promote partnerships if they occur more than once. Initial presentations serve to present the ideas and discuss the potential for the work being

undertaken. Subsequent presentations (when some tangible results are available) support discussions about specific implications and can be used to request direct support for partnership.

- Creating a coordinating function (if more than one project partner is involved) facilitates an integration of actions, enables learning from one situation to another, and can create a support network for project staff and resource persons).

Through the outreach and promotional work of the ICAHA Evaluation and Coordinating Committee, several other communities became aware of the community capacity building work that was being done in Manitoba. Near the end of the ICAHA project, St. Matthews-Maryland Community Ministry, and Chalmers Neighbourhood (two groups interested in using this approach to community development), received funding support from the United Way of Winnipeg, and began to participate actively on the Evaluation and Coordinating Committee.

Theoretical Propositions

The evaluation of the coordinating/resource role of the Social Planning Council to the ICAHA project found that such a role was useful. It was anticipated that continuing to provide that role would help the sites build on the success they had already achieved (SPC, September, 1998). There are several theoretical propositions about why the coordinating/resource function would lead to greater sustainability in the project sites and would ensure the long-term maintenance of the community capacity building concept. Public education is expected to result in higher levels of understanding and association with the concepts inherent in building healthier communities. Increased understanding is, in turn, expected to foster increased use of the concept principles elsewhere, and to create

direct partnerships between the neighbourhoods and business organizations, local service clubs, church outreach missions, and professional people. It was anticipated that the new partners could contribute their experience, knowledge, skills, time and abilities to lever resources from outside the neighbourhood (SPC, May, 1998). The resource and coordination function was supposed to allow project partners to focus on their work within their communities, while relations with the funding body and external agencies were dealt with by the Committee. Providing the capacity to bring bodies together to negotiate and substantiate the capacity building approach both financially and otherwise was imagined to be an important element in the long term maintenance of the concept (SPC, May, 1998).

The theoretical propositions noted here were contained in only one existing document, "Evaluation Findings and Lessons Learned" (SPC, May, 1998). These were explored with the Committee, and were clarified and expanded upon as necessary as the program logic model was developed in this evaluation.

In a September 23, 1998 proposal to Health Canada, the three original ICAHA project neighbourhood sites (Andrews Street, West Broadway and The Pas), as well as St. Matthews-Maryland, Chalmers Neighbourhood and the Social Planning Council, requested funds to provide a coordination/resource function to the current sites and any new neighbourhoods which might want to utilize a community capacity building model.

The Coordinated Community Capacity Building Committee

Committee Goal and Objectives

The proposal was successful, and a committee was struck as the mechanism to move the project forward. The five project sites were brought together. At the inaugural

meeting of March 5, 1999, the group agreed its name would be the *Coordinated Community Capacity Building Committee.* The Committee met quarterly during the following two years.

The goal identified in the proposal of September, 1998 was for the coordinating/ resource function to "support work towards greater sustainability in the three initial sites and to be a resource to new sites" (SPC, September, 1998). The 1998 proposal (p.6) indicated that the coordination/resource function would be achieved by pursuing the following three objectives:

1. To hold quarterly meetings with the current neighbourhood sites and any other neighbourhoods which may be interested in the model and how it is working in different neighbourhoods/communities;
2. To provide information to neighbourhoods (by reaching out to neighbourhood groups with the resource guide and by responding to inquiries for information - this will include facilitating the linkages with the sites where the model is being practiced and presentations to groups in the broader community, e.g. the Winnipeg Community Authority); and,
3. To promote population health principles, using the project results and ongoing work, wherever possible (e.g., in policy statements, explanations to funders, in meetings with local, provincial and federal departments).

An addendum to the original 1998 proposal described the objectives and activities for the Committee in a slightly different way (addendum, p. 6). The addendum noted that the project was intended to:

1. Through collective support, move forward the momentum created in the two pilot neighbourhoods in Winnipeg (West Broadway and William Whyte) and the pilot northern community (The Pas, Manitoba) towards stabilization and a higher level of sustainability;
2. Bring new partners to the table, such as the Winnipeg Community Authority, the Children and Youth Secretariat, and business interests;
3. Through shared information and exchange of ideas, will be a center for building on the lessons learned from An Integrated Community Approach to Health Action, leading to a more comprehensive understanding and application of best practices;
4. Be a forum of support and ideas for residents in neighbourhoods (those which have recently launched similar initiatives, and neighbourhoods struggling with poverty and related issues, such as isolation, high crime rates, youth alienation, lack of recreational outlets for children, poor school performance, low literacy levels, gang involvement and substandard housing); and,
5. Act as a bridge between government and community systems and structures.

At the inaugural meeting of the Coordinated Community Capacity Building Committee on March 5, 1999, those in attendance decided that the group would meet on a quarterly basis, with each meeting scheduled for half-a -day. The group also decided to address the following issues through this forum:

1. The exchange of information - To share information and practical ideas regarding the use of a population health approach to developing capabilities within a community. For example, what is working well, what are the struggles or barriers at the community level? As well, the possibility of developing 'how to' manuals for

specific activities within projects (e.g., how to develop and maintain a local job bank).

2. The issue of sustainability - How do community groups who are using this model access long term sustainable, secure funding?
3. Disincentives while on social assistance - To look at the issue of disincentives which prevent people or groups from getting ahead when they are also accessing support from social assistance.
4. Services for special needs children (6-18) - To look at the gaps in services and the criteria for funding for special needs children within the school system who are aged 6-18.
5. Linking school and community - To address the issue of linkages between the school and the community.

In looking at the three documents just described (i.e. the original funding proposal, the addendum, and the minutes from the Committee's first meeting), some differences can be noted with respect to the ways in which the Committee's goal and objectives were stated. The original proposal spoke in broad terms about two objectives (i.e. providing information and reaching out to neighbourhoods, and promoting population health principles), that the Committee would pursue in order to achieve its goal. It also framed the process of quarterly meetings as an objective. The addendum described the objectives in a slightly different way. It too spoke about providing a forum for sharing information and exchanging ideas, but did not mention population health principles. It then went on to suggest some functions the Committee would pursue as a way to achieve the objectives (e.g., bring new partners to the table), but did not describe them as such.

Functions seemed to be mixed in amongst the five objectives. At the Committee's first meeting, members discussed the objective outlined in the addendum that talked about sharing information and exchanging ideas. They did not, however, touch on any of the other objectives mentioned in the two proposal documents. At that same meeting, the Committee went on to discuss four priority issues it wanted to address, that had not appeared in previous documentation. Finally, the Committee's *goal* (as stated in the original proposal) of "support(ing) work towards greater sustainability in the three initial sites," was stated as an *objective* in the addendum, and as an *issue* in the first meeting

Committee Composition and Attendance Over Time

During the time period of the evaluation, the Committee met fifteen times, and reported strong attendance. There were six active communities prior to October 12, 2000. This included four communities who were party to the 1998 proposal to Health Canada, plus Transcona and Northeast Portage La Prairie, who were invited to join the Committee in the first few months of its existence. There were four active communities after October 12, 2000 (The Pas and Transcona ceased to be active members after that point). At thirteen of those meetings, 70% or more of the active communities were represented by at least one person. The average participation of all six groups, was attendance at 73% (SD = 20.78%) of Committee meetings during their period of active membership.

Committee Outputs

During the time period from March 5, 1999 to November 16, 2000, the Committee produced several outputs. Between March, 1999, and June, 1999, the Committee invited several other communities to participate on the Committee. Northeast

Portage and Transcona joined the Committee. In July, 1999, the Committee wrote to the Premier requesting a meeting to discuss the Premier's Task Force on Healthy Communities. After a new government was elected in October, 1999, the Committee decided not to follow up on meeting with the new Premier. Between September, 1999, and December, 1999, the Committee developed a framework for the creation of a community development corporation. The Committee also produced a preliminary discussion paper on sustainability. A Sub-Committee was formed to start planning a conference to present the community capacity building model to community members and funders. In January, 2000, the Committee and Health Canada met with three funders: The United Way of Winnipeg; The Winnipeg Foundation; and, The Thomas Sill Foundation. The purpose of the meeting was to seek input from the funders regarding sustainability of the work that is being done using the capacity building model at the neighbourhood level. Between March 2, 2000, and August, 2000, four different provincial government representatives attended two regularly scheduled Committee meetings. In 2000, tCommittee printed a conference paper, "Building and Sustaining Neighbourhood Capacity" (SPC, June, 2000) that was circulated to all who registered prior to, or at the conference. On June 15th and 16th, 2000, the Committee organized and hosted the "Building Sustainable Neighbourhoods" conference. Approximately 200 people attended the event. The meetings following the conference (August, 2000 to November, 2000) focused on compiling and distributing the conference report (SPC, December, 2000), discussing possibilities for combining the conference paper and conference report, and planning the evaluation process.

Initiation of the Evaluation

The funding period agreed to by Health Canada for the project (Committee) described in the September 23, 1998 proposal ended in the spring/summer of 1999, and the federal government required that an evaluation of the project be conducted. At that time, the Committee consisted of: the Chair (Social Planning Council board member); the Social Planning Council Research Director (who was responsible for calling and staffing the meetings, and for distributing agendas and minutes; a Community Education and Development Association (CEDA) representative; and, representatives from four active communities (West Broadway, St. Matthews-Maryland, Northeast Portage La Prairie, and Chalmers neighbourhood). Discussions about the need to conduct an evaluation and what form it should take began in October, 2000, and the Committee began to outline some of the key questions in its next two meetings. I was chosen as the evaluator, and I presented a draft evaluation framework to the Committee that was agreed to in principle in December, 2000.

CHAPTER 4: PRACTICUM INTERVENTION - EVALUATION FRAMEWORK AND PROCESS

Evaluation Framework

For a more detailed description of the evaluation process, findings, and recommendations, see Appendix C (the evaluation report). What follows next is a brief overview of the purpose, organizational context, scope, goals and objectives of the evaluation. Following that is a general description of how the evaluation was carried out, and how this, in some cases, differed from the original evaluation framework. The material is organized according to the chronological steps of the evaluation.

Purpose of the Evaluation

The purpose of the evaluation was to demonstrate accountability and improve the effectiveness of the Coordinated Community Capacity Building Committee. This evaluation was intended to provide information to the Committee and Health Canada about the Committee's processes, activities, outputs and outcomes. In conducting this study, a description and explanation of the Committee's activities were to be provided, and the Committee's strengths and weaknesses were to be identified. This was intended to serve as a demonstration of accountability to the funder and to the Committee for the way in which the Committee's time and resources have been spent. I planned to work closely with the Committee to identify priority areas and key questions for the evaluation. Recommendations based explicitly on evaluation findings were to be made regarding how the Committee's processes and activities can be linked more closely with its desired goals and objectives. It was anticipated that the recommendations would function as a

springboard for debate within the Committee about how the findings could be applied to improve the Committee's effectiveness (i.e. ability to achieve desired outcomes). Throughout the course of the evaluation, all of these purposes were served.

Organizational Context of the Evaluation

It is important to provide some context for the evaluation by describing the nature and activities of the organizations that were, at some point, active participants on the Committee, and what some of their goals and concerns were when they first joined the Committee.

The Social Planning Council of Winnipeg is a membership-based organization in the voluntary sector committed to providing leadership in social planning and effecting social policy changes. This involves working with diverse communities in identifying and assessing community issues, needs and resources. It also involves working with policy-makers, funding agencies, service providers, ethnocultural and Aboriginal groups, and the general public in Winnipeg to respond to socio-economic issues and needs in a manner consistent with its fundamental principles of human service planning. All of the Council's work emphasizes the health and wellbeing of at-risk populations and communities within the larger community. Collaboration and coordination with many constituency stakeholders, including consumers of services, are sought in the development of programs, projects and strategies leading to issue resolution. The Social Planning Council consists of: a President and Board of Directors; an Executive Director; a Research Director; several administrative staff; an average of between three and four researchers/policy analysts; and several students completing their educational field placements in the organization at any given time.

Chalmers Neighbourhood Project (CNP) is a community development project located in the Elmwood area. The project has been in operation for three years. The CNP works closely with West Elmwood Resident's Association, which sets the direction for the work that is done. Since its inception, CNP, in cooperation with residents, has worked to achieve the following: develop and implement a skills and needs survey; create and implement a community skills bank; address local traffic concerns; encourage both local and global partnerships; organize Take Pride Elmwood Week; address safety issues in the community through education of local residents; create and develop a Domestic Violence Task Force for Elmwood; develop and implement a youth survey, youth forum, and advisory committee; and, expand participation in the Elmwood Interagency Network and the River East Neighbourhood Network. When the community joined the Committee, it expressed an interest in developing leadership within the community at the local level, and using the media to promote the positive aspects of the community and the residents.

Portage Neighbourhood Connections (formerly the Northeast Portage Community Development Committee - NCDC) was founded by a group of concerned citizens in the northeast section of Portage la Prairie in the spring of 1995. The local school had been challenged by local issues such as high rates of migrancy, poverty, safety and security, dysfunctional families and criminal activity. The school attempted to open up its facilities more to the community by establishing a community room, parenting programs, a literacy program, a school preparatory program, and an adult education program. When the school's special funding sources expired, a small group of local parents initiated the NCDC, and, with the help of Human Resources and Development Canada (HRDC), hired

a staff officer to provide support to the volunteers. Since its inception, the organization has focused upon building networks with other organizations like: Healthy Portage; United Way; Youth for Christ; HRDC; City of Portage la Prairie; Portage Learning Centre; Portage Friendship Centre; local service clubs; Community Policing Committee; and, the Social Planning Council, to name a few. Activities have included: community information workshops; summer/mid/term enrichment programs for children; a school breakfast program; community block parties; children's Christmas parties; employment training programs for at-risk youth; and, an outdoor skating rink. The organization recently formed a partnership with Youth for Christ to build a Youth and Family Centre in the north end of the city. When the organization joined the Committee, it had been struggling to find financial support of its project, even though there was considerable support for the initiative within the community. At its first Committee meeting, the community indicated that one of the biggest barriers to achieving this objective is the bureaucracy itself, and wanted to share some ideas about how to change this kind of thinking.

St. Matthews-Maryland Community Ministry, located in the inner city of Winnipeg, is a joint ministry of St. Matthews's Anglican Church and Winnipeg Presbytery of the United Church of Canada. The Community Ministry has been a presence in the neighbourhood for over 25 years, working with local residents to help them develop a healthy community and a better quality of life for themselves. Since 1992, the Community Ministry has operated a community garden as a way to build community and provide a source of healthy food. For the first few years, staffing for the garden relied primarily on government funded summer programs and donations, so

activity ceased early in the fall. In 1997, garden participants began to dream about the possibility of continuing and expanding activities so that activities and relationships established during the summer could continue to develop through the winter. In February, 1998, the Community Ministry received a one-time only United Way Response Grant. This community garden project fits into the capacity building approach to community development. As the core group of individuals gain confidence and leadership skills, the hope is that they will begin to act on the social and political issues that might lead to making this neighbourhood a healthier and more stable community. When the community joined the Committee, its funding was just coming to an end. The Community Ministry expressed a desire at that time to share information about how to ensure its sustainability financially, how to get and keep more people involved, and how to keep its profile up.

In early 1993, the need for the community of The Pas to join together to provide support to youth was identified. In January 1996, The Pas Friendship Centre became involved by providing staff to assist youth in organizing and identifying their needs. Health Canada funded "A Networking Partnership Project for Youth by Youth" and the project was able to hire a Youth and Safety Coordinator. In May of 1996, several youth and concerned citizens began to meet to discuss the possibility of developing a Youth Centre. Local meetings where positive goals and objectives were developed was viewed as the first step in youth empowerment, and eventually Club 53 Youth Centre was formed with support from a sponsoring organization. The Friendship Center works much like the Social Planning Council to get other agencies involved in providing services to the community. At the Center, there are a range of services for families and youth including:

a youth club; aboriginal programs; literacy programs; a soup kitchen; an income tax program; community feasts; and, the development of resource material. The Center is for the whole community. At the time of joining the Committee, the Center was in the midst of raising funds through the local media for the Youth Centre.

In 1998, with encouragement from the Transcona Springfield School Division and the Association for Community Living, the Transcona Springfield Employment Network (founded by a group of concerned parents and special needs students) pursued the dream of a non-facility based employment oriented service that provides individualized supports for special needs students upon graduation. The supports are based on each person's exceptional needs, interests, and long term career plans. Not long after receiving financial support for that vision, the Network began to pursue a second part of the dream, i.e. to help the entire community to become healthier and stronger. Shortly after it joined the Committee, the Network began a community needs assessment, funded through the Winnipeg Foundation, as a first step toward achieving that goal.

Since 1993, the West Broadway Neighbourhood Housing Resource Centre has been working to address issues related to community stability such as housing, safety, employment and other social problems in this highly mobile area. Direct resident participation was initially encouraged to build collective capacity to address issues. Early on in the project, the Centre initially concentrated its efforts on fostering block clusters as a means toward achieving these goals. As small successes occurred, neighbourhood businesses and agencies were encouraged to work together with residents to address housing issues and safety, and to support events such as spring clean-ups, community gardens, festivals and parades in the area. At the time of the Committee's inception, the

programs and activities of this community had grown to include: Odd Jobs for Kids; tenant landlord cooperation; community justice forums; leadership training; a neighbourhood council; and, street strolling.

Scope of the Evaluation

The evaluation covered the time period from the Committee's inaugural meeting on March 5, 1999 through to and including the November 16, 2000 meeting, and addressed only the outputs, and outcomes arising as a result of activities engaged in during that period. November 16, 2000 was chosen as the end point for purposes of this evaluation because it was the last meeting prior to the Committee approving the evaluation framework on December 20, 2000. It should be noted that this evaluation covered a time period that is slightly different from the Committee's funding period, because the Committee continued to be very active after the funding expired in the spring of 2000. This evaluation does not address any of the activities or outputs of the former Integrated Community Approach to Health Action Evaluation and Coordinating Committee, as an evaluation was done of this earlier project. The specific objectives, activities, processes, outputs, and outcomes that were evaluated were agreed upon in consultation with the Committee during the first phase of the evaluation.

Evaluation Goal

The evaluation goal was "To record, describe, and assess the resources, objectives, activities, processes, outputs and outcomes of the Committee by reviewing documentation and collecting data from present and past Committee members, relevant stakeholders and observers."

Evaluation Objectives

The evaluation objectives as stated in the evaluation framework were as follows:

1. To clarify the goal, objectives and activities of the Committee (develop a program documents model)
2. To determine how the activities of the Committee were supposed to lead to the accomplishment of the goals and objectives (develop a program logic model)
3. To identify expected outcomes and indicators based on objectives and activities of the Committee
4. To document and describe the outputs and outcomes of the Committee's role and activities
5. To determine whether outputs and outcomes were related to the specified goals and objectives of the Committee, and if not, explain why not
6. To describe the structure and processes of the Committee
7. To examine the strengths and weaknesses of the Committee's processes and activities
8. To suggest areas of improvement for the Committee in terms of processes and activities (to link processes and activities more closely with the goals and objectives)
9. To make recommendations as to how the Committee can develop a self-evaluation capability

Evaluation Approach: Utilization-Focused

The approach taken in this evaluation was one of being utilization-focused. This means that the evaluation was designed to maximize the usefulness of evaluation findings by focusing on the intended use by the intended users (i.e. the Committee and the funder). A review of the literature on utilization-focused evaluation is provided in Chapter 2 of

this report. As Patton (1990) explains, in a utilization-focused approach to evaluation, the researcher must work closely with the intended users of the evaluation in making measurement and methods decisions so the intended users understand the strengths and weaknesses of the data, and therefore believe in the data (p.126). A utilization-focused evaluation is designed to answer specific questions raised by those in charge of a program so that the information provided can affect decisions about the program's future. This evaluation was designed to answer priority questions identified by the Committee in order to ensure that the information that was provided would help the Committee and the funder make decisions about its future.

Phases of the Evaluation

Three phases were required to address Evaluation Objectives 1 through 7 as described previously. These phases were as follows: an *Evaluability Assessment*, to develop program documents, program logic, and evaluable models; an *Outcome Evaluation*, to determine whether the Committee did what it said it would do and whether it achieved the results it expected; and, a *Process Evaluation*, to determine whether the Committee was structured and functioned in such a way that it had a reasonable chance of achieving its goals and objectives. Evaluation Objectives 8 and 9 were addressed after these three phases were completed, and the recommendations that were made were based on the evaluation findings. The evaluation research project was conducted over a period of 19 months, from November, 2000 to May, 2002. The practicum took an additional 3 months to complete, ending in August, 2002.

Role of the Evaluation Sub-Committee

Early on in the evaluation process, it became clear that there was a great deal of detailed work that would be required in order to carry out the evaluation, for which the larger Committee did not have time. In order to support a utilization-focused approach, the Committee agreed that it would be useful to strike an *Evaluation Sub-Committee.* The Sub-Committee consisted of four members of the larger Committee as follows: one Social Planning Council staff member; two representatives from communities (urban and rural) active on the Committee; and, a representative of CEDA, also an active member of the Committee. The CEDA representative chaired the Sub-Committee. One ex-officio member (the Chair of the larger Committee) also participated on the Sub-Committee. The intention was that this Sub-Committee would work closely with me to do the following: guide the evaluation in terms of making decisions at crucial stages of the project; identify key evaluation questions; assist in the development of evaluation tools; modify the evaluation plan as required; approve the final report; and, raise issues for consideration by the larger Committee as necessary (See Appendix C for the Sub-Committee's terms of reference.)

The Sub-Committee met approximately 15 times during the course of the evaluation, and experienced strong, consistent attendance throughout the process. At the great majority of the meetings, either four or all five members were present. At only a handful of meetings were three or fewer members present. Formal processes were not used to conduct Sub-Committee meetings or to make minor decisions (e.g., approve the invitation list for the evaluability assessment), but, at the discretion of the Chair, they were used for larger, key decisions (e.g., approving the data collection tools and final

report). The existence of the Sub-Committee was extremely valuable to the evaluation. The sheer quantity of work that needed to be done, and decisions that needed to be made, could not have been accomplished without the energy and time invested by Sub-Committee members. Their enthusiastic participation was one of the reasons why a utilization-focused approach was possible, and largely successful.

The funder was also extended an invitation to participate in the planning and implementation of the evaluation, but, due largely to time constraints, ultimately chose not to participate. Because previous invitations to participate had been declined, the funder's feedback was not solicited during the report writing phase.

Role of the Research Assistant

As the evaluator, part of my role during the data collection phase of the evaluation was to develop data collection tools based on the evaluable model, to ensure the evaluation plan was implemented as outlined, and to act as the liaison between the research assistant and the Evaluation Sub-Committee. Another part of my role was to answer the assistant's methodological questions (e.g., where to conduct the interviews, how to code particular responses on the conference questionnaire), and to provide direction to the Sub-Committee and the assistant when it appeared that modifications needed to be made to the original plan (e.g., when we needed to change the number of respondents we interviewed). The primary role of the research assistant was to provide logistical support during this phase. She assisted with the following tasks: pretesting and suggesting revisions to most of the data collection tools; distributing the conference questionnaires; developing the model to use while interviewing community development experts; and, arranging, conducting and summarizing the interviews. When the

evaluation report was complete, the assistant also helped with distributing the evaluation summary.

As a way to structure and define the work of the research assistant, I developed a detailed workplan that was based upon the evaluation framework. This workplan outlined specific tasks (presented in chronological order) that needed to be accomplished, and suggested a timeframe for each. During the research assistant's involvement, we communicated almost daily via e-mail or telephone to discuss her progress on completing the various tasks. Every two weeks she reported the hours that she had worked, and we agreed on what her priorities should be in terms of her remaining time. During the interview process, the research assistant and I discussed the results of those interviews as soon after the interactions as possible (i.e. within approximately 48 hours). The research assistant forwarded the results and summaries of those interviews to me as they were completed, so that the qualitative analysis could begin immediately.

Evaluation Budget

The majority ($6,700) of the $10,000 budget allocated for this evaluation was spent on the salary of the research assistant. Maximizing the use of the assistant allowed us to obtain the greatest quantity and highest quality of data possible. The second highest cost ($1,700) was the printing, postage and delivery of the questionnaire, and the three follow-up contacts we made with conference registrants to encourage them to complete it. This was an important activity to spend money on, as it enhanced the return rate of the questionnaire. The third highest cost ($650) was the production of the evaluation report. The fourth highest cost ($350) was the printing and dissemination of the evaluation report summary, which ended up costing less than originally projected. My original intention

was to distribute a copy of the entire report to all evaluation participants, but this was based on the estimation that the report would be approximately 25 pages. When the report ended up being significantly longer than that (around 200 pages), the decision was made to send only the three-page executive summary. Some smaller costs were incurred for photocopying (e.g., to prepare for meetings), equipment (e.g., tape recorders, tapes and batteries), and meeting expenses (e.g., food). In future evaluation, I would expect that the budget would break down into similar allocations, with the majority of the money being spent on salaries.

Evaluability Assessment

Purpose of the Evaluability Assessment

A review was done of documentary material concerning the activities of the Committee. This review found that while goals, objectives and activities of the Committee were suggested in the original proposal, they were not reviewed formally with the Committee, nor were any solid goals or objectives set by the Committee in its first few meetings. Also, several issues the Committee wished to address were discussed at the inaugural meeting, but not all were followed up in subsequent meetings. In doing this review, I concluded that the goals and objectives of the Committee were not stated in sufficiently clear and explicit terms to enable an evaluation to take place.

An evaluability assessment, conducted in conjunction with the Committee, was intended to clarify the goal, objectives, and functions of the Committee. During this phase, we also needed to determine the logic behind how the functions of the Committee were intended to lead to the accomplishment of the goals and objectives, and to identify expected outcomes and indicators based on those objectives and functions. The end

result of this process was supposed to be a mutually agreed upon evaluable model on which the outcome and process evaluation could be based.

Activities of the Evaluability Assessment

In order to complete the evaluability assessment, three activities were pursued as follows: performing a documentary review and developing a draft program documents model; conducting a workshop; and, developing an evaluable model.

Performing a Documentary Review/Developing a Program Documents Model

As the first step in the evaluability assessment, Committee documents (i.e. agendas and minutes of Committee meetings, quarterly reports, proposals, letters, and memoranda) were reviewed. Based on this review, an overview of the Committee's goal, objectives and functions was suggested in a *draft program documents model* (Appendix B). The following goal was suggested in this draft model of the Committee:

> "To support the project sites in their efforts towards greater sustainability (and to ensure the long-term maintenance of the community capacity building concept) by providing a resource/coordinating function to communities currently using this approach and to those expressing interest in doing so, and by promoting the concept to a broader range of stakeholders."

The following six objectives were suggested in the draft program documents model describing the Committee:

1. To promote the exchange of information between committee members
2. To promote the collection of best practices information related to community capacity building
3. To assist communities in addressing the issue of sustainability

4. To promote the community capacity building approach to a wide spectrum of stakeholders
5. To actively encourage communities not represented on the committee to use a capacity building approach
6. To act as a resource for community capacity building information to the general community and to new sites wanting to use such an approach

The next step was to work closely with the Committee to review and revise this model to ensure it accurately reflected what the Committee was trying to achieve.

Conducting a Workshop

The Sub-Committee decided that bringing the full Committee together for a one-day workshop would be the most effective way to accomplish this task. The workshop included representation from most of the active members on the Committee. I used a combination of small group work and larger group discussions to assist the Committee in retrospectively identifying its goals, objectives and functions (See Appendix C for a copy of the agenda.)

I had originally planned to structure the workshop around reviewing and discussing the draft program documents model. After careful consideration, I decided that using a format that provided greater opportunity for creative thinking and interaction would be a more effective way to conduct the first stage of the evaluability assessment, and would also be more interesting for the group. Rather than presenting the draft program documents model to Committee members and asking them to react to it, I decided instead to ask the group to generate the concepts and ideas themselves. I reserved the program documents model for my own use; as the discussion of objectives

and functions progressed, I asked the Committee about activities that had not yet been identified, but that I had noted in Committee documentation. Incorporating the information contained in my draft program documents model into the workshop process was intended to make sure the evaluable model we eventually ended up with would be as complete as possible.

The workshop did not proceed exactly as I had originally planned. At the very beginning of the day I asked individual group members to write down their idea of what the Committee's goal was. I indicated to the group that the goal was intended to be a statement of the overall expected outcome dealing with the main issue the Committee is trying to address. I asked Committee members to identify a goal that was not necessarily achievable or measurable, but was more ambitious and idealistic, and representative of a long-range accomplishment toward which the Committee's activities are directed (Kettner, Moroney & Martin, 1990). In response to this request, however, many participants wrote down goals that seemed to be framed more as objectives. There is an important distinction between goals and objectives. Whereas goals are meant to be more visionary and ambiguous, objectives are meant to be clear, specific, measurable, and realistic (Kettner et al., 1990). Identifying measurable objectives is an essential activity in order for an evaluation to take place. At that early point in the workshop where participants described objectives rather than the Committee's goal, I chose to reserve the feedback for the discussion of objectives scheduled for later that morning. I then asked the group to think more about the Committee's desired 'end state' as a way to get at its intended goal. It took longer to work through the goal than I had anticipated, so I needed to be flexible with the agenda as the day went on. Later in the morning I asked small

groups to identify the Committee's objectives. The Committee then came together and discussed the results as a larger group, until it agreed on five broad objectives. In the afternoon, I asked the same small groups to list the Committee's functions (i.e. activities pursued in order to achieve the objectives). The Committee then discussed those ideas as a larger group. This process seemed to be an effective way to engage participants and stimulate thinking, as evidenced by the sheer volume of ideas that were presented, and the lively debate that occurred.

At the end of the workshop when I asked group members to start to identify outcomes they could expect as a result of pursuing the objectives and functions, the purpose of that exercise seemed to get lost. First, the group started to identify outputs it had produced (e.g., planned and hosted a conference). At that point I asked Committee members to try to think about some of the things the Committee was trying to achieve when it decided to engage in the identified functions, and not just the things it actually accomplished. After I provided those instructions, rather than identifying expected outcomes, the group began to list evaluation questions. For example, Committee members indicated they wanted to know the attendance at, and frequency of, Committee meetings. They also wanted the evaluation to tell them whether or not Committee members found the forum to be supportive and informative. Group members identified approximately ten similarly structured questions for inclusion in the evaluation, but they did not relate them to the pursuit of any particular function or outcome. At that point, I was unsure about how to turn the discussion around in order to help the group take these ideas and reframe them into expected outcomes, or relate them to functions. When one Committee member suggested we had accomplished our goal for the day and should end

the meeting, I took the opportunity to end the session. In retrospect, I should have checked with other members of the group to see if there was consensus that the meeting should end. If the will of the group had been to keep working, I could have tried to redirect the group's energy and make the most of the last half-hour. In looking back at the ideas the Committee was offering, it might have been quite easy to get Committee members to reframe the ideas they were generating as expected outcomes, rather than as questions. Using the first example described earlier in this section, the expected outcome in that case might have been "regular and strong attendance by Committee members at meetings." It is uncertain, however, as to how much could have been accomplished during such a process. By the end of the workshop, Committee members had maintained a high level of concentration for several consecutive hours, and were likely tired. And, even if the group had been able to get back on track, it would not have been possible to go through the draft model and identify expected outcomes for each and every one of the functions, given the limited time remaining. All in all, I was pleased with the way the workshop proceeded. The exercise was very productive, and ultimately produced the desired result (i.e. it generated the information required to develop a consensual evaluable model).

Developing an Evaluable Model

I used the workshop results to develop a *revised program documents model* that outlined the Committee's goal, objectives and functions. In several follow-up meetings with the Evaluation Sub-Committee, we engaged in three types of activities. First of all, we discussed the results of the workshop, and in some cases made minor organizational and wording changes to the objectives and functions in the program documents model.

We then discussed the logic behind how the functions the Committee pursued were intended to lead to the achievement of the goal and objectives (to develop a *program logic model*). Finally, we identified expected outcomes and indicators, which included how they would be measured and who the target groups would be.

Several activities identified in the evaluability assessment phase of the evaluation framework were not pursued. The framework indicated that at this stage I would determine which objectives and functions were considered priorities by the Committee so that key questions could be identified for the evaluation. A ranking exercise was conducted at the end of the workshop, in which participants were asked to rank the five Committee objectives they had just identified in terms of their priority for inclusion in the evaluation. This exercise revealed no clear agreement with respect to the relative importance of the objectives; Committee members ranked the objectives very differently in terms of what priority they should have in the evaluation. Because there were relatively few objectives, it seemed unnecessary to leave anything out of the evaluation. Instead, I spent a great deal of energy working with the Committee to develop a manageable set of clearly articulated indicators as a way to focus the evaluation.

The process of developing the *evaluable model* took significantly longer than I had originally anticipated. It was often difficult to find meeting times for the Sub-Committee. The delay was also due to the fact that in the beginning of the process I did not feel confident in knowing how to lead the group as we struggled to identify the logic, outcomes and indicators. Through a process of trial and error, and after the third meeting, I finally had a better idea of the kinds of repetitive questions I needed to ask in order to keep the process moving, and elicit the information required to fill in the missing

pieces of the evaluable model. These questions were largely *why*, *what* and *how* questions. For example, when the group was struggling with identifying the logic behind pursuing particular functions, I asked members to consider why they felt that engaging in those particular functions would help achieve the relevant objectives. When the group was trying to identify expected outcomes of particular functions, I asked the members to think about what they had imagined the expected results would be when they pursued those particular functions. Finally, when Sub-Committee members were trying to identify indicators, I asked them to consider how they would know whether or not the outcomes had been successfully achieved, and how they could measure those outcomes. As the group and I engaged in this learning process, the meetings seemed to go quicker, and to produce better results.

Taking the time during this stage to carefully sort through the logic of the model helped the Sub-Committee to clarify its thinking. It also helped greatly improve my understanding of the Committee, which made it possible for me to ask more intelligent questions as the process moved along. These discussions were invaluable in helping us to develop expected outcomes. Once that was done, the indicators flowed relatively easily. The evaluable model (Appendix C) was approved by the Sub-Committee and was used as the basis on which to develop the data collection tools. Having a solid basis of common understanding allowed us to do a great deal of work in a very short amount of time, and made the development of the data collection tools very straightforward.

Outcome Evaluation

Data Collection Methods

In order to assess whether or not the Committee achieved its five objectives, ten different data collection methods were used.

1. Conference Questionnaire

Questionnaire content. Because the Building Sustainable Neighbourhoods conference held in June, 2000 was one of the major accomplishments of the Committee, a significant portion of the evaluation focused on determining the outcomes of that event. A four-page questionnaire was developed to gather information about conference participants' ideas, opinions, feelings, learnings, and any future actions resulting from their participation in the conference. I worked closely with the Sub-Committee to construct questions that addressed all of the indicators in the evaluable model that dealt with input from conference participants. A series of closed and open-ended questions asked conference participants to provide information on the following broad topics: their level of prior knowledge about community capacity building, and the number of community capacity building efforts in their neighbourhood; whether the conference was able to get the message out to participants about what capacity building is; whether they were able to take information from the conference and use it in their job or in the community; which of the information sharing methods used at the conference they found most useful; what types of support they would find useful as they continue their capacity building efforts; and, their suggestions about how the conference materials and event could have been more effective.

After this initial step, Babbie's book "Survey Research Methods" (1990), and Dillman's book "Mail and Internet Surveys: The Tailored Design Method" (2000) were consulted in order to help develop the questionnaire and improve response rates. *Tailored Design* prescribes a general method of implementation that should achieve good results for most surveys. The method is then further refined to suit specific situations. It consists of five elements that have individually been shown to significantly improve response to mail surveys in most situations. These elements include: (1) a respondent-friendly questionnaire; (2) up to five contacts with the questionnaire recipient; (3) inclusion of stamped return envelopes; (4) personalized correspondence; and, (5) a token financial incentive that is sent with the survey request. The first four elements were utilized in this evaluation. It was not possible to provide a financial incentive from within the evaluation budget.

The characteristics that make a questionnaire respondent-friendly were all carefully considered as the questionnaire was being developed (Babbie, 1990; Dillman, 2000). I attempted to construct questions that were clear and easy to understand, to put the questions in an order that was interesting and suggested high salience to the respondents, and to provide a layout that was in accordance with visual principles of design for comprehension and easy response (Dillman, 2000).

The questionnaire was reviewed several times by the Evaluation Sub-Committee before, during, and after the pretesting took place.

Pretesting. As the questionnaire was being developed, several rounds of pretesting were conducted, using two different types of strategies as described by Dillman (2000). Most of the prestests conducted were *concurrent think-aloud interviews.*

During these interviews, potential survey respondents were asked to respond to the questionnaire in the presence of the research assistant. The research assistant asked them to think out loud as they went through the draft questionnaire and to tell her everything they were thinking. The research assistant probed the respondents in order to get an understanding of how each question was being interpreted and whether the intent of each question was being realized. This type of interview is designed to produce information right at the moment when the respondent is confused or cannot answer a question. A smaller number of the pretests conducted were *retrospective interviews*. During these interviews respondents were asked by the research assistant to complete questionnaires as if they received them at home, and to complete them in whatever way they would if she were not there. The research assistant watched while the respondents filled out the questionnaires, noting any skipped questions, hesitations, confused expressions, erasures, or other behaviour that would seem to indicate a problem with understanding. After the questionnaires were completed she asked questions about each of these potential problems. This type of interview is particularly useful in revealing navigational difficulties that stem from the physical layout, or other nonverbal language used in the questionnaire construction.

Seven people were pretested, including the following: one person who had been involved in planning the conference but who did not attend as a participant; two people who had knowledge of the conference but who did not attend it or assist in the planning; two people who had no knowledge of the conference but who had an understanding of community capacity building; and, two people who had no knowledge of or experience with community capacity building. The first five people were asked to provide input and

suggestions about the content of the survey. They were asked to indicate whether or not they understood the words and concepts, and whether they understood the questions as intended. The last two people were asked to look at the questionnaire to provide input about the visual layout, and overall look and feel of the survey.

The pretesting was very useful because participants provided feedback on both the content and format of the questionnaire, that greatly enhanced its quality, utility and validity. Respondents made suggestions about how to word questions so that they would be more clear, less wordy, and less biased. They suggested revisions (i.e. additions and structural changes) to the response categories for several questions (e.g., some respondents noted questions that were more appropriately answered as "yes" or "no," rather than on a five-point scale). All those pretested suggested that questions requiring respondents to skip to other questions (these types of questions appeared in earlier drafts of the questionnaire) were too confusing, and should be revised. In terms of the format of the questionnaire, participants suggested arranging the questions in a loosely chronological order (i.e. list questions according to pre-conference, conference, and post-conference related information and activities). Several respondents also provided ideas with respect to line spacing and font size.

Distribution methodology. I referred to both Babbie (1990) and Dillman (2000), during the questionnaire construction, as the two books seemed to complement one another. Dillman is currently one of the leading authorities on questionnaire development and distribution, however, and his method appeared to be proven more effective than Babbie's (1990), the source I consulted during the development of the original research proposal. Once the conference questionnaire was complete, I decided to

use Dillman's methodology of five compatible contacts (see Appendix C for copies of the recruitment and reminder materials) for distributing the anonymous questionnaire. As noted in the literature review section (see Chapter 2), Dillman's Tailored Design method calls for four contacts by first class mail, with a fifth, additional unique contact.

As I prepared to distribute the questionnaires to conference registrants, it became clear that the methodology outlined in the original proposal with respect to the completion and collection of consent forms was probably not as well thought out as it could have been. In the original proposal, a process was described whereby respondents would be sent postcards for them to return separately from the questionnaire. It was anticipated that this would help keep track of who had and who had not returned surveys, but the benefit to the respondents would be that we would not know which completed survey belonged to whom. Only nonrespondents were going to be sent two follow-up mailings to encourage them to complete and return the questionnaire. This process was intended to ensure the anonymity of respondents. In retrospect, however, I realized that I had not carefully considered the fact that, although the postcards would be returned separately, asking people to sign their names to a separate consent form actually served to decrease the anonymity of the process. I also had not fully thought through how the consent forms would be returned. I had overlooked the fact that respondents would either have to return the consent forms with the questionnaire, or, respondents would have to send in the consent form separately from either the return postcard or the questionnaire. The first option would mean compromising the anonymity of the process entirely. The second option would mean respondents would have to send in three separate documents. I, in consultation with the Evaluation Sub-Committee, decided that this type of process

would likely frustrate people, and would therefore not be conducive to achieving a high response rate. Neither one of these options was considered particularly desirable, so a revised distribution methodology was proposed and approved by the Committee, and the Chair of the Joint-Faculty Research Ethics Board. This revision made the process completely anonymous by eliminating the need for respondents to sign anything. We sent a cover letter with the questionnaire in the first mailing that included all of the information that would be included in a consent form (i.e. information re: data storage, confidentiality, voluntariness of completing the tool, and communication of the report findings). Respondents were then asked to complete the survey and return it in a self-addressed stamped envelope. If people returned the survey, this was considered to be an indication of their consent to participate in the research. The original plan called for follow-up contact with only non-respondents. Because the revised distribution and return plan was completely anonymous, all conference registrants had to be contacted a total of five times. This new methodology meant that additional mailing costs were incurred. It was determined, however, that the benefits of the new methodology outweighed its associated costs.

The original conference registration list consisted of 248 people. This list included everyone who registered prior to the conference or at the conference. The names of 18 people were removed from the list because they were identified as people that would be interviewed face-to-face as part of the evaluation, and could be handed the questionnaire personally at that interview. The names of 13 more people were removed because sufficient contact information could not be found for them. Questionnaires were sent to the remaining 217 people (this represented 88% of all registrants). During the

distribution process, some previously missing contact information was found, but still other questionnaires were returned because they were sent to the wrong address. Seven people called to say they had not attended the conference. Ultimately, 47 names (19%) were removed from the original registration list of 248 because: (a) we were going to interview them; (b) we were unable to find addresses for them; or, (c) they indicated they had not been at the conference. In total, responses from 201 people were anticipated. Ultimately, 95 questionnaires (or 47% of the expected total) were completed and returned (See Table 1 for a summary of this breakdown.) This is a good response rate, given that it is generally accepted that a well-conducted mail-out/mail-back survey can net a 45%-55% response rate (Wholey et al., 1994). Wholey et al. (1994) note further that a response rate of at least 50% is generally considered adequate for analysis and reporting.

Table 1

Questionnaires Sent/Received

Variable	N
Conference Registrants	248
Questionnaires Sent	217
Questionnaires Known to be Undelivered	16
Questionnaires Expected to be Returned	201
Questionnaires Actually Returned	95 (47% of expected total)

2. Committee Questionnaire

A seven-page self-report questionnaire was administered to Committee members. The questionnaire included a combination of closed and open-ended outcome and process-related questions. The outcome-related questions were designed to generate information about the outcomes of the Committee's activities. These questions included topics such as: how the environment for community capacity building may have changed, and more specifically how the environment in member communities may have changed in the last couple of years; the types of relationship that have formed as a result of the Committee's existence; and, the impact of the Committee on members' work and on their community (See Appendix C for a copy of the questionnaire.) As the questionnaire was being developed, input was received from the Evaluation Sub-Committee about the content and wording of the items. Six questionnaires were completed and returned.

3. Focus Group with Committee Members

In the original evaluation framework it was proposed that individual interviews would be conducted with all present and past Committee members, for both the outcome and the process evaluation. The development and distribution of the conference questionnaire was a longer process than expected, however, and took more of the evaluation's resources than originally anticipated. Since individual interviews with all Committee members would have also been a lengthy and time-consuming process, the Sub-Committee decided to collect the same information from the Committee using a focus group, questionnaire and checklist. There were some advantages and disadvantages associated with making this revision.

First, one of the advantages of conducting individual interviews is that you are often able to obtain more candid views than you can in group settings, where people are more apt to censor their responses. It is possible, therefore, that replacing individual interviews with the focus group and questionnaire might have decreased the depth of data gathered on issues that Committee members were uncomfortable discussing in front of each other. I do not think that this limitation is great cause for concern, however, because Committee members did have an opportunity to express themselves anonymously, and, therefore more openly, on the questionnaire. Second, one of the advantages of individual interviews is that you can collect a greater volume of rich, detailed information, than you can in a focus group or through self-report measures. In making the revisions to the evaluation plan, therefore, we decreased the total amount of information we were collecting from the Committee. In doing so, however, I do not believe we decreased the quality of the information; the advantages presented by using the focus group method compensated for the decrease in volume. As noted in the literature review, focus groups allow the researcher to interact directly with respondents, which provides opportunities for clarification or elaboration of responses. Focus groups also allow respondents to react and build upon the responses of other group members. For these reasons, having a focused group discussion on questions that were most likely to help the Committee examine its strengths and weaknesses and future directions, was probably more helpful to the Committee than simply compiling individual responses to the same questions. This type of group setting provided Committee members with an opportunity to sort through these issues together. Members were able to have their thoughts spurred by others, which resulted in interesting and sometimes controversial exchanges of ideas that can only

occur in group settings. Making the changes to the data collection methodology likely produced results that were more meaningful and useful in helping the Committee to move forward than they would have been if the original evaluation plan had been implemented.

The focus group was conducted with six Committee members to discuss both outcome and process-related questions. The outcome-related questions focused on the benefits of participating on the Committee (See Appendix C for a complete list of focus group questions.) The focus group lasted an hour-and-a-half, and went quite well, i.e. the conversation flowed easily, participants appeared to be comfortable, and all of the questions were answered thoroughly. The questions were not discussed in the order in which they appeared on the guide I had developed and circulated, but, according to the literature, this was to be expected. As suggested in the literature, I tried to remain flexible as a facilitator. If a topic was being discussed outside of the designated order, I let the conversation flow naturally, and probed for more detail where necessary. Before ending the session, I made sure all evaluation questions had been addressed. Throughout the course of the discussion, group members made relatively equal contributions. Although some participants dominated slightly more than others at different points in the conversation, it was not significant enough for me to intervene. In some cases, I asked specific participants for their views on particular issues, in order to ensure all members of the group had opportunities to contribute to the discussion.

4. Focus Group with Social Planning Council Staff

The original evaluation framework called for individual interviews with three Social Planning Council staff who had knowledge about the Committee. In the interest of time, a focus group with these three respondents was conducted instead. Two staff

were asked to describe who they met with in an attempt to help communities access funding, and to describe some of the results of those meetings. All three staff were asked whether and how information about community capacity building that was a direct or indirect result of Committee work may have been incorporated into other Social Planning Council documents and projects (See Appendix C for a sample of the consent forms used with focus group members and interviewees, and for a copy of the interview guide.) The focus group lasted over an hour, and the two broad questions were answered thoroughly.

This focus group got off to a bit of a shaky start because it took me awhile to explain, and for participants to understand, the purpose of the session. At the beginning of the meeting, topics and issues were raised that were tangential to the main questions being explored. If they provided good context for the main questions, however, I let the conversation continue until it was no longer useful. An effective exchange of ideas occurred on several issues during the session. In fact, group members worked through the answers to several questions in a collaborative way, with each participant making unique contributions to the discussion. A great deal more information was obtained than that which was relevant to the evaluation questions under investigation, but the main questions were answered thoroughly.

5. Focus Group with Community Members

A focus group with community members on the document entitled "An Integrated Community Approach to Health Action: A Practical Guide to Building Healthy Communities" (SPC, 1998) was not included in the original evaluation task plan. As the evaluable model was being developed, however, the Evaluation Sub-Committee suggested it would be an effective way to determine whether or not community members

found the document easy-to-read and informative, and whether they would actually use it as a reference in their day-to-day work.

Evaluation Sub-Committee members were asked to identify several people from various communities who have had experience with community capacity building efforts. The Sub-Committee members identified ten people from several Winnipeg communities and Portage La Prairie who they thought would be familiar with capacity building concepts, and would therefore be able to provide thoughtful and valuable feedback on the document produced by the Committee dealing with these concepts. Six people from five different communities in Winnipeg agreed to participate in such a discussion, and confirmed their attendance at a planned focus group session. Ultimately only three people from two Winnipeg communities were able to attend the focus group: two people from North Point Douglas and one person from William Whyte. The panel was asked questions of the following nature: whether they found the document easy-to-read and understand; whether they found it informative; and, whether they have used it in the past or would use it in the future as a reference in their day-to-day work (See Appendix C for a complete list of focus group questions.)

In retrospect, I do not think I could have done anything differently in organizing the meeting. The three additional people who agreed to participate, unfortunately, all had crises arise for them on the day of the focus group. The short notice of their cancellations made it impossible to find other participants, or to reschedule with the other three confirmed participants. Even though attendance at the focus group was not as high as was originally hoped, the three participants were very active in the discussion, and provided a great deal of thoughtful comments and suggestions. I decided, therefore, that

the evaluation probably would not benefit a great deal from holding another focus group on the same topic.

The meeting itself went quite well. Rapport was established, and participants felt comfortable enough to provide both positive and negative feedback on the document in question. Two participants made significantly greater contributions to the discussion than the third participant did. I tried to encourage the participation of this individual by asking her directly for her point of view on each question. This strategy was only successful in eliciting a response some of the time, however. In some cases she declined to respond, and deferred to what had already been said by other participants. As in the Committee focus group, this group did not discuss the questions in the order suggested in the focus group guide. This was largely because many of the questions were similar in nature, and the responses to each overlapped with one another. I made sure all of the questions were addressed eventually, however, before closing the meeting. In many cases, the participants expressed similar views, and this was reported as consensus. There were some cases, however, in which participants provided very different responses to the same question. Rather than trying to reach consensus, for purposes of the evaluation, I felt it was important to report those different responses as expressed.

6. Individual Interviews with Four Different Groups

Development of interview guides. The methodology used to develop the interview guides was very similar to that used to develop the conference questionnaire. As a first step, questions were constructed to address all of the outcome-related indicators in the evaluable model that needed to be assessed by obtaining information from community members, provincial government representatives, funders, and community development

experts. It was expected that these questions, which, in most cases required detailed responses, would be more thoroughly and effectively answered through an interview process than they would be through self-report measures. Four separate and distinct interview guides were developed for each of the four different groups of respondents.

Pretesting. The methodology used to pretest the interview guides was very similar to that used to pretest the conference questionnaire. Concurrent, think-aloud interviews, as well as retrospective interviews (Dillman, 2000) were conducted with four different people. Two pretests were done with individuals from a community not represented on the Committee, but one which utilized a community capacity building approach. One pretest was done with a provincial government representative who was aware both of the Committee's work, and of community capacity building principles. One pretest was done with a community development expert who agreed to assist in the development of the interview guide for use with other such experts.

The pretesting was very successful, because participants provided feedback that greatly improved the quality, utility and validity of the interview guides. Some respondents provided suggestions about how to clarify the introductory statements describing the purpose of the interview. Respondents also made suggestions about how to make some of the questions less biased. For example, the draft of one question asked, "Compared to a few years ago, do you think residents are more involved in setting the direction in your neighbourhood?" This wording implies that the interviewer expects that the answer will be that residents are more involved, and increases the likelihood that respondents will provide the expected response. In order to provide a more balanced question, and therefore elicit a less-biased response, the question was changed to read,

"Compared to a few years ago, do you think residents are *more* or *less* involved in setting the direction in your neighbourhood?" In follow-up questions, the interviewer asked respondents to expand on their answer, whether they indicated residents were more involved, less involved, or that the level of resident involvement had not changed over time.

Respondents in the pretests also suggested language changes so that certain questions would be easier to understand (e.g., using the phrase 'money or people' instead of the term 'resources'). Respondents also suggested rephrasing some of the questions to make it more clear what was being asked in each. For example, one of the draft questions read, "Do you think residents who have been involved with the community organization have experienced increased emotional health?" As per the suggestions of pretest respondents, this question was changed to read, "Do you think residents in your community are happier now than before they got involved with your community organization? If so, how do you know that?"

Several pretest respondents suggested that while it is important for the interviewer to explain at the beginning of the interview what she means when she uses the term 'community capacity building,' it would also be important for the interviewer to ask interviewees how they define both the terms 'community development' and 'community capacity building' during the course of the interview. This question was added to all of the interview guides, and some interesting information was gathered in doing so.

With respect to the interview guides for use with provincial government representatives and funders, those who were pretested suggested that it would be important for us to clarify for ourselves, and for the interviewees, whether we wanted

them to respond to questions about attitudes, thinking and behaviour from their perspective as an individual, or as a representative of their organization. Within the interview guides, the questions were clearly worded so that it was obvious when we were looking for information regarding personal views and practices versus organizational views and practices.

Pretest respondents highlighted items that needed to be split up so that multiple questions were not being asked at once. They also suggested changing the order of the questions so that the interviews would start with less difficult questions, and therefore begin in a more positive way.

Identification of potential interviewees. The names of community members and community partners to approach for interviews were suggested by community representatives who sit on the Committee. The names of all of the other people who were contacted for interviews were identified through the Committee meeting minutes, or were suggested by the Evaluation Sub-Committee. The great majority of people who were contacted were willing to participate in an interview.

Conducting the interviews. Once respondents were contacted by telephone and agreed to participate in an interview, a letter confirming the time, date, place and general content of the interview was mailed to them. The interviewer reviewed the consent form orally with each respondent and obtained the interviewee's signature before the interview started. All interviews were tape-recorded. For the outcome evaluation, a total of 25 people were approached for interviews. Of those 25 people, 18 actually participated in interviews. The breakdown of the number of people from each group who participated in interviews was as follows: five community members and four community partners; two

provincial government representatives who met with the Committee; two funders who met with the Committee; and, five community development experts. As previously noted, interview guides were used to structure interviews with the fdifferent groups of respondents in order to ensure that respondents from within each group were asked the same questions (Bouma, 1996).

The original evaluation framework called for only five *community residents* to be interviewed. During the development of the evaluable model, the Evaluation Sub-Committee agreed that it would also be useful to interview *community partners* from each neighbourhood represented on the Committee as well as community residents. Community residents were informants who lived in the community and were knowledgeable about community capacity building efforts and the role of their community organization represented on the Committee. Community partners were informants who represented organizations (e.g., businesses, schools, churches) that had formed working partnerships with the community organizations represented on the Committee. It was felt that these people could provide an important perspective with respect to the community capacity building work taking place in their neighbourhood, and their experiences of partnering with their community organization. As noted, this was a slight deviation from the original evaluation framework that only called for interviews with community residents. After this modification was made by the Sub-Committee and endorsed by the larger Committee, the intention was to interview a total of ten *community members*, i.e. one community resident and one community partner from each of the five most recently active communities represented on the Committee.

Potential interviewees were identified by Committee members. After numerous attempts were made to arrange interviews with two people from each community, nine interviews were ultimately conducted. Both sets of interviewees were asked questions about their perceptions of the Committee, and how it may have directly or indirectly influenced the capacity building work being done in their community. The majority of the questions, however, focused on the capacity building work that is being done in their community, and some of the outcomes of that work (See Appendix C for the interview guides and for a sample of the interviewee consent form.)

The original evaluation framework called for interviews with all four of the provincial government representatives who met with the Committee during the time period of this evaluation. When two of them were contacted, they indicated they were not comfortable participating in an interview because they did not think they could remember what had happened at those meetings well enough to be able to provide useful input. Two of the representatives who met with the Committee in August, 2000 were interviewed. The interviewees were asked questions about the following topics: their knowledge of and relationship to the Committee; their definitions of and funding practices with respect to community development and community capacity building; and, their views about the future role of the Committee (See Appendix C for the interview guide.) These two interviewees demonstrated that they were able to remember the meeting with the Committee quite well. They were also able to provide a great deal of input on the questions not dealing with that specific meeting.

The original evaluation framework called for interviews with the three funders who met with the Committee and Health Canada in January, 2000. The purpose of that

meeting had been for the Committee to seek advice and input from them regarding sustainability of the work that is being done using the capacity building model at the neighbourhood level. When approached for an interview, one of the funders who had been at that meeting did not feel comfortable participating in an interview. This individual indicated that he was not particularly knowledgeable about the Committee and its work. He also felt that he did not remember enough about the meeting with the Committee in order to be able to provide useful feedback. Of the two funders who were interviewed, neither one of the interviewees was able to remember the meeting with the Committee very well. They were, however, able to provide a great deal of input on the questions not dealing with that specific meeting (e.g., general questions about their practices with respect to funding community capacity building). These interviewees were asked questions that were very similar to those posed to the provincial government representatives (See Appendix C for the interview guides.)

The original evaluation framework called for interviews with five funders who had never met with the Committee. Several attempts were made to arrange interviews with a variety of such funders. Many of them were difficult to reach. The ones who were successfully contacted declined interviews because they said they did not feel they could contribute to the evaluation in a meaningful way.

In the original evaluation framework it was proposed that individual interviews would be conducted with five local community development experts (i.e. people with a great deal of practical knowledge about, and experience with, community development). After the evaluable model was finalized, it became clear that the information that was most desired from this group of informants was focused input on the Committee's

"Conference Paper" (SPC, June, 2000) and "Conference Report" (SPC, December, 2000). It was decided, therefore, that the most effective and efficient way to obtain this information would be to develop a model of sustainability based on the contents of these two documents (Appendix C), and construct a short interview guide (Appendix C) designed to elicit feedback on this model. Fifteen potential respondents were identified by the Evaluation Sub-Committee. These people were first contacted with an introductory phone call, and then sent the model, interview guide, and cover letter/consent form. Five experts were interviewed either in person, or via the telephone, using these tools.

7. Content Analysis

A brief content analysis (Bouma, 1996, Patton, 1990) of Committee and Neighbourhoods Alive! documents was conducted in order to determine if a similarity exists in the use of community capacity building concepts and language. This activity was not included in the original evaluation task plan. As the evaluable model was being developed, however, the Evaluation Sub-Committee suggested it would be an effective way to determine whether or not community capacity building concepts had been incorporated into documents and work outside the scope of the Committee.

Neighbourhoods Alive! is a program funded through the provincial Department of Intergovernmental Affairs. It is a long-term, community-based, social and economic development strategy that supports, encourages and tries to coordinate community-driven revitalization efforts in a number of key areas including: housing and physical improvements; employment and training; education and recreation; and, safety and crime prevention. The program supports these efforts through funding and planning

assistance to build on existing strengths and experiences of communities. Funding through this program is currently available to five priority communities in Manitoba (three Winnipeg communities, as well as Brandon and Thompson).

Four Committee documents were reviewed, including: the "Conference Paper" (SPC, June, 2000); the "Conference Report" (SPC, December, 2000); "Tools in the Hands of Communities – Planning and Working at the Neighbourhood Level" (SPC, May, 2000); and, "An Integrated Community Approach to Health Action - A Practical Guide to Building Healthy Communities" (SPC, 1998). A Neighbourhoods Alive! representative was asked to share any and all materials describing the program. The following three Neighbourhoods Alive! documents were provided and reviewed: a Neighbourhoods Alive! brochure; a newsletter outlining the results of the Neighbourhoods Alive! forum held on June 14, 2001; and, information and guidelines to make a proposal to the Neighbourhood Renewal Fund through Neighbourhoods Alive!. These seven documents provided enough information in order for a reasonable content analysis to be conducted.

The Neighbourhoods Alive! program was first launched publicly on June 28, 2000. The program's brochure was available at that time, and the Neighbourhood Renewal Fund guidelines were published shortly after that. The Committee's conference related documents were published around the same time as the Neighbourhoods Alive! material. The other two Committee documents were published prior to the Neighbourhoods Alive! material. "Tools in the Hands of Communities - Planning and Working at the Neighbourhood Level" was published in May, 2000, and, "An Integrated Community Approach to Health Action - A Practical Guide to Building Healthy

Communities" was published in 1998. The similar timing and content of some of these publications means that they might have been influential on each other, but the nature and direction of any potential relationship is impossible to determine.

8. Question on Neighbourhoods Alive! Forum Evaluation Form

In June, 2001, Neighbourhoods Alive! held a forum called "Mobilizing Neighbourhoods for Change" that featured workshops and presentations on community organizing, arts and culture, and neighbourhood safety. The Evaluation Sub-Committee felt that the participants at this forum might include a different range of people than those who attended the Committee's conference in June, 2000, and therefore might provide a different perspective from that of the conference participants on what type of community capacity building supports they desire. In an attempt to obtain the views of this audience regarding the types of supports for community capacity building they would like to see in the future, a four-point rating scale question to that effect was included on the Neighbourhoods Alive! forum feedback form (See Appendix C for a copy of the question.) This was an almost identical question to that included in the conference questionnaire. The wording of the instructions was modified slightly to be more consistent with the rest of the feedback form. Forty-five of the forum participants responded to this item on the forum feedback form. As it turned out, the two events experienced similar attendance. The overwhelming majority of the 149 people who registered for the forum were from urban or rural community organizations or initiatives (e.g., residents' associations, renewal corporations, resource centres, community ministries), as was the case at the Committee's June, 2000 conference. Similarly, at both

events, there were only a few people representing various levels of government, direct service agencies, non-profit organizations, or university programs.

9. Media Search

In order to determine whether or not any media stories about community capacity building concepts or local efforts were done during the period of the evaluation, a search was conducted of the Canadian Business and Current Affairs database. This database provides indexing to more than 220,000 articles per year, appearing in more than 200 Canadian business periodicals, 300 popular magazines, and ten newspapers, including the Winnipeg Free Press. A search was also done of EBSCO Host. Within EBSCO Host is a database called Canadian Newspaper Source, which is the largest collection of full text Canadian newspapers and newswires available in Canada. It indexes 100 full text regional newspapers and four major newswires, but it only indexes the Winnipeg Sun and not the Winnipeg Free Press. These two databases provide Canadian perspectives on current events, politics, business, and sports, and are the only tools available for searching major newspaper articles in Manitoba by subject. The Winnipeg Free Press and the Winnipeg Sun do not offer any opportunities for doing this type of search of their archived publications. Between the two databases, this search uncovered a total of six articles (four in the Winnipeg Free Press and two in magazines) about community capacity building activities going on in the West Broadway neighbourhood. It is quite possible that more articles of the nature for which we were looking do exist, but the databases are limited in that they provide only a sampling of articles, sorted by subject. The Canadian Newspaper Source was also limited because it only includes Winnipeg Sun articles from July 2000 to present, and newswire articles from November 1999 to present.

It was not possible within the resources of this evaluation to do a manual search of copies of these two newspapers for the time period of the evaluation, as it would have involved scrolling through two years worth of daily publications for both newspapers. Because the June, 2000 conference was one of the main accomplishments of the Committee, however, a manual search was conducted of copies of the Winnipeg Free Press and Winnipeg Sun in the weeks prior to and following the conference. In this search, no articles about the event were found.

Finally, a search was also done of the Social Planning Council's communication files. As the conference was being planned, a binder was kept that tracked the logistical details of the event. This binder had a media section that included copies of news releases that were sent out, and some draft notes about potential media opportunities. It did not include a description of interviews that actually took place, or of stories, either newspaper, radio, or television, that may have been conducted around the time of the conference.

In terms of the more general communications files, a clear, consistent process of tracking print, radio and television requests and stories pertaining to the activities of the Social Planning Council and its committees does not exist. There are some newspaper clipping files that do exist, but they are not comprehensive. A search of these files revealed that there are sometimes long periods of time where no clippings were made, and, the clippings that do exist, are not consistently sorted by subject. There are several locked filing cabinets in the office previously used by various Communications Officers during the period of the evaluation, but the contents of these cabinets are uncertain because access is not possible at this time.

10. Documentary Review

For the evaluability assessment, and for several of the questions examined in the outcome evaluation, all Committee-related documentation was reviewed, including: agendas and minutes of Committee meetings; quarterly reports; proposals; letters; memoranda; and, the conference registration list. As a way to glean the information required for the outcome evaluation, I used the evaluable model to make a list of the information that needed to be gathered and questions that needed to be answered. I then read the documents, noted relevant sections, and incorporated this information into the appropriate sections of the outcome evaluation findings. The information that I was looking for in this documentary review was as follows:

- The goal and objectives of the Committee as stated in the original funding proposal;
- A summary of all activities engaged in by the Committee and all Committee outputs (in chronological order), including, but not limited to the following:
    - Whether/how the Committee's focus and activities may have changed over time;
    - number, nature and distribution of documents produced;
    - names of people and organizations invited to attend various meetings with the Committee, the dates and topics of those meetings, and whether or not there was follow-up with those people and organizations;
    - number of meetings in which communities provided updates to the group;
    - number of conference registrants, the groups conference registrants represented, and, more specifically, the number of conference registrants who were funders; and,

- A summary of items identified by the Committee as requiring further action, an indication as to whether or not those actions were taken, and, if not, an explanation as to why they were not.

Process Evaluation

Data Collection Methods

In the original evaluation framework it was proposed that individual interviews would be conducted with all present and past Committee members, for both the outcome and the process evaluation. As previously noted, the Sub-Committee decided to collect the same information from the Committee using a questionnaire, a checklist, and a focus group, to be described next.

Committee Questionnaire

A seven-page self-report questionnaire containing a number of closed and open-ended outcome and process-related questions was administered to Committee members. In order to gather information about some of the Committee's internal processes, several questions were asked in the questionnaire about how the Committee functions (See Appendix C for a copy of the questionnaire.) These questions covered topics such as how the Committee originated, the Committee's process for expanding its membership, and whether or not the Committee became an elitist group over time. Six questionnaires were completed and returned.

Committee Process Checklist

As part of the process evaluation, a review of the literature on effective committee processes was done, and 41 elements describing the characteristics of successful committees and successful committee functioning were identified. The following five

references were particularly useful in identifying these 41 elements: Bormann & Bormann (1980); Herman & Associates (1994); Humphries, (2001); Shelton & Bauer (1994); and, Tropman, Johnson & Tropman (1992). These 41 elements seemed to fall into seven broad themes as follows: committee's organization; quality of meetings; committee's social health; committee's productivity; balance of social health and productivity; committee's communication; and, evaluation of committee. The 41 elements, grouped into these seven themes, were used to generate a *Process Checklist* (Appendix C). Coordinated Community Capacity Building Committee members were asked to evaluate the functioning of the Committee against the identified best practices by filling out the Process Checklist, in which possible responses ranged on a five-point scale from 1 (*poor*) to 5 (*very good*). Six checklists were completed and returned.

Committee Focus Group

A focus group was held with six Committee members to discuss both outcome and process-related evaluation questions not answered through the questionnaire or checklist. The process questions focused on two major topics: (1) the strengths and weaknesses of the Committee; and, (2) the future directions of the Committee (See Appendix C for a list of the questions.) The focus group lasted an hour-and-a-half, and thoroughly covered all of the main topics (See the Outcome Evaluation section of this chapter for a discussion of how this focus group went.)

Interviews with Committee Invitees

Several people were invited to participate on the Committee because their communities currently take or an interested in taking a community capacity building approach to their work. Two of the individuals who ultimately chose not to participate

were invited to provide input through individual interviews about their perceptions of the Committee. They were also asked how they think the Committee might work more effectively with their communities or other communities in the future (See Appendix C for a copy of the interview guide.)

Documentary Review

For several of the questions examined in the process evaluation, it was necessary to review the minutes of all Committee meetings. In order to abstract the required information, I used the same procedure as that used in the outcome evaluation. I reviewed the minutes, noted sections that answered the process-related evaluation questions, and summarized the information in the findings section of the report. Specifically, I was looking for the following information related to the Committee's processes: the period of active membership for each of the communities; the number of meetings held/number of active communities represented at each of those meetings; and, whether or not the Committee had processes in place for self-evaluation.

Limitations and Strengths of the Data Collection Methodology

It is important to note that in examining whether or not the indicators for success were achieved, there were several limitations in the conclusions that could be drawn.

First, by the time data collection for the evaluation began, it had been well over a year since the meeting we asked the funders to reflect on had taken place. It had also been over a year since the conference we asked the conference participants to comment on had taken place. In order to address this limitation, participants were provided with information about the events to try to stimulate their memory.

Second, it was often difficult to disentangle the influence of multiple causes of a particular effect. It was difficult to determine whether observed outcomes were the result of Committee action or whether they were due to some other factor. For example, Committee and community members reported that the spectrum of participation in capacity building efforts had broadened within their neighbourhoods. A majority of respondents thought that the Committee might have contributed indirectly to this outcome through the partnerships and relationships that had been formed at the Committee level. It is possible, however, that this might not have been the case, and that in some communities this participation increased because of publicity and communication from organizations and individuals not involved with the Committee. In cases like these it is possible to point to a relationship between the variables, but it is not possible to make conclusions about cause and effect. In many cases we cannot say with certainty that the Committee's actions caused a particular outcome.

Similarly, it was often difficult to know in many cases whether Committee actions came before outcomes. Using another example, we observed a similarity in the use of concepts and language in Committee documents and Neighbourhoods Alive! materials. Not only is it difficult to determine if one set of material influenced the content of the other set, it is also difficult to determine the timing of events. It took several months to collect and compile the information and develop all of these materials, and several of these materials were being developed concurrently. It is difficult to determine, therefore, what kinds of opportunities there may have been for one set of materials to influence the other. Again, it is only possible to observe that a relationship exists, but not possible to make conclusions about the nature or direction of that relationship.

It should also be noted that there are potential limitations associated with interview data. We are limited by human beings' desire to be socially acceptable in interview settings (Bouma, 1996). For example, it is possible respondents intentionally or unintentionally withheld information or chose to answer in a way they thought would be desired by the interviewer. Interviewers tried to address this limitation by developing a trusting relationship with interviewees, so that the dialogue would be as open and honest as possible.

Many of the indicators were imperfect or incomplete. For example, when we were asking community and Committee members whether communities had experienced expanded access to resources in the past couple of years, we had to rely on respondents' perceptions and memory of the resources that may have been received. In this case, we were not able to obtain a breakdown of dollar values related to these reported increases that would support or refute informants' responses. Wherever possible, several indicators of success were identified for particular outcomes that were more difficult to measure.

Finally, it should also be noted that some of the questions on the questionnaire and in the interview guides were very specific (and therefore perhaps limiting) in the sense that they provided a certain number of options that we were asking respondents to react to. This was necessary, and valid, however, because the questions were based on expected outcomes. For the purposes of the evaluation we needed to determine whether or not all of the many, specific outcomes were achieved. Another option to obtain the same results in a less structured way would have been to ask more open-general questions and hope that comments on the indicators we were looking for would emerge naturally.

Limits on time did not allow us to engage in this type of open-ended process, however, which can sometimes produce more valid results.

All of the factors just described put limitations on the findings, but they are offset by the many advantages of the data collection methods utilized in this evaluation. First of all, both qualitative and quantitative approaches were used. A quantitative approach was used with conference participants in which a limited set of questions were asked, using categorical, yes/no, or rating style responses that were easy to tabulate and analyze. The Tailored Design Method (Dillman, 2000) used to design and distribute the conference questionnaires resulted in an excellent return rate for the surveys. The high return rate on the questionnaires (47% of expected total) provided us with a great deal of structured data from a large number of people, which in turn increased the generalizability of the results. Including open-ended questions on the questionnaire also provided us with the opportunity to get more detailed comments and suggestions from conference participants.

The qualitative data were collected through focus groups, interviews, and written documents. Tapping into multiple sources of information in this way, also known as triangulation of data, helped to capture the rich details and descriptions required to describe the Committee's processes, activities, and outcomes as completely as possible (Patton, 1990). Many different stakeholders were interviewed, and, in many cases, different stakeholders were asked the same questions. This provided the evaluation with a wide range of perspectives.

In a few cases, different stakeholders provided different views on the same issue (supplementary data). For example, in one case, *individual respondents* provided diverse views. When funders and provincial government representatives were asked whether

they thought the duration of government funding for community development initiatives had changed over the past couple of years, all four respondents gave very different answers. Of the two interviewees (one funder and one provincial government representative) who said "yes," they gave different reasons as to why they thought this was the case. One provincial government representative said "no" in response to the question, and one funder did not feel comfortable commenting on the situation without looking at data. In another example, different *groups* expressed different views on the same issue. Provincial government representatives said they found their interactions with the Committee to be useful, while the funders said that this was not the case for them.

It was much more common for several different stakeholder groups to support each other in that they provided remarkably similar views (complementary data). The evaluation findings contain many examples of this type of triangulation, but I will describe only three of the most notable ones next. First, community members provided definitions of community capacity building that were not only consistent with each other, but also with those of Committee members. The two components of the concept that were identified by almost all respondents included "building on community strengths," and, "involving local residents in the identification of issues and solutions." Second, all Committee members indicated they agreed that government and funders have adopted elements of the community capacity building approach in their criteria for funding community development. All provincial government representatives and funders supported this view by confirming that they have adopted these elements in their funding criteria. As a final example of triangulation of source, provincial government representatives, participants at the Building Sustainable Neighbourhoods conference

(June, 2000), and attendees at the Neighbourhoods Alive! forum (June, 2001), all agreed with the Committee that training is needed to enhance the sustainability of community capacity building.

Methodological triangulation was also used in this evaluation. Three different data collection methods (i.e. focus group, process checklist, and questionnaire) were used to collect data from the Committee. In all cases where similar questions were asked using different methods, respondents provided similar responses. In some cases different language was used, and, in others, more detail was sometimes provided through one method as opposed to another. All of the information, however, was consistent in nature. For example, when Committee members were asked to indicate in the process checklist how well they thought the evaluator had performed in completing a useful evaluation report, all four respondents gave the evaluator the highest rating of 'very good.' In response to a similar question in the focus group, Committee members echoed this sentiment. The focus group setting, however, allowed Committee members to elaborate on their responses more, than they were able to do within the confines of the self-report measure.

It is also important to note that using a variety of methods for collecting data from Committee members resulted in very different types of information being gathered, and different purposes being served. By participating in the focus group, Committee members were able to engage in a lively discussion of both the Committee's outcomes, and its future directions. The results of that discussion provided a great deal of valuable content that I used when developing the recommendations. The questionnaire gave Committee members a chance to provide more detail about the Committee's outcomes

and process than they could possibly provide within the timelines of the focus group. And, while the results of the checklist were useful in conducting the process evaluation, probably the greatest function that it served was to encourage Committee members to consider aspects of the Committee's functioning that they had likely never thought about before. This checklist is a tool the Committee can use to self-evaluate in the future.

The interviews provided a full range and depth of information in response to the complex questions under investigation in this evaluation (Bouma, 1996). The interview guides helped structure the interaction, and also provided an analytical framework for analysis (Patton, 1990). The focus groups were an efficient way to obtain varied and deep information in a short time. They also allowed the researcher to interact directly with respondents, which provided opportunities for clarification or elaboration of responses. The focus groups also allowed respondents to react and build upon the responses of other group members (Stewart & Shamdasani, 1990). This in turn improved the quality of the results. The intensive interviews and focus groups supplemented, and in many cases complemented, the information gained through the questionnaires. These interactions with participants provide opportunities to ensure the questions were understood as intended, and allowed more room for ongoing alteration as the research proceeded (Bouma, 1996).

This sort of qualitative data gathering resulted in rich, detailed information that assisted me in making relevant and specific recommendations, and will be extremely useful in helping the Committee to make decisions about its future efforts and processes.

Analysis and Presentation of the Evaluation Data/Findings

The strategies used in the analysis and presentation of quantitative data were those that most appropriately and effectively answered the key evaluation questions. The quantitative data collected in the questionnaires were analyzed quickly and easily using SPSS, and were presented primarily in the form of descriptive statistics, including frequency distributions, and measures of central tendency (mostly medians).

In the original data analysis plan, I indicated that I would run a series of inferential tests to look for differences in responses between the groups represented at the conference. I indicated that a series of simple t-tests could be run on two groups at a time to test whether the mean response of one group was significantly different from the mean of another group. For example, I might have run such a test to determine whether funders thought speakers made their points more effectively than individual community members thought they had. Multiple t-tests would not have been an appropriate analytical strategy, however, based on both the level of measurement, and the accumulation of the error rate. First, t-tests are parametric tests, but the type of data I was proposing to use them on was nominal and ordinal. Nominal and ordinal data are not mathematically manipulatable, which means that nonparametric tests of association must be used with them. Even if used on the appropriate data, however, multiple t-tests are almost never a good idea because the error rate accumulates with each test. In cases like these, one-way ANOVAs are more suitable, because they are specifically intended to test potential differences between two or more means. In looking more closely at the evaluable model, neither paired t-tests between groups nor ANOVAs satisfied any of the indicators I needed to measure. In addition to being inappropriate to the level of measurement, therefore, these

tests were also irrelevant to the evaluation. For all of these reasons, I decided to leave them out of the analysis. Instead, some nonparametric tests for related samples were used to test differences between how respondents rated particular variables. For example, a Friedman Test chi square was used to determine whether or not respondents significantly differentiated between the five information sharing methods used at the conference, in terms of which were the most and least useful. When a significant relationship was found with this test, the Wilcoxon Signed Ranks matched pairs test was used to test all ten possible combinations of methods. These tests were done in order to determine the nature and significance of the differences between methods in terms of their perceived usefulness.

Early on in the data analysis process, I used a Kruskal-Wallis chi-square statistic to test the differences between several groups on some of the ordinal questionnaire items. For example, in the data analysis plan I indicated I wanted to know whether or not funders thought speakers made their points more effectively than all other conference attendees thought they had. I also indicated I wanted to know how funders responded in comparison to other conference attendees on several other questionnaire items. When the Kruskal-Wallis test was run on these variables, no significant differences were found. Rather than reporting the insignificant results of the chi-square statistic, the Committee suggested that it would be more helpful to present a breakdown of the raw scores and percentages of the responses given by the government representatives and funders versus all other respondents on the relevant indicators. Upon closer examination of the indicator, the fact that a significant difference was not found in the ways particular groups responded to this question appeared to be much less important in assessing the

indicator, than knowing whether or not funders and government representatives found that the speakers made their points effectively. In the end, I chose to present the results that addressed the indicator in the most clear and meaningful way. This meant excluding the results of the chi-square test.

There was one other case in which it was more meaningful to present raw scores and percentages rather than to use inferential statistics to assess indicators, as originally planned. I used this method of analysis and presentation when I examined the results on several questionnaire items from respondents with various levels of prior knowledge of community capacity building, and respondents with various levels of community capacity building efforts in their neighbourhood. In these cases, I separated the responses of particular sub-groups (e.g., those with 'low' or 'very low' levels of prior knowledge, or those with 'very few' or 'no' community capacity building efforts in their neighbourhood) from the rest of the questionnaire respondents, and reported the raw scores, percentages and medians for these sub-groups. For example, in looking more closely at the indicators, the Committee and I determined that it was more important to know whether people with low levels of prior knowledge of community capacity building felt that they learned something from the conference, than it was to know whether or not their understanding increased more or less than those with high levels of prior understanding.

There were a wide range of relationships that could have been tested, so it was very useful to have a data analysis plan that was based solidly on the evaluable model. Having identified the tests that needed to be run on and between particular variables kept the qualitative analysis focused. It also prevented me from running unnecessary tests and

collecting information that would not help me assess the achievement of indicators outlined in the evaluable model.

The qualitative data obtained in the questionnaires and interviews were analyzed and presented according to identified themes, using quotations to illustrate particularly poignant or interesting ideas. The data were presented in a format that corresponded with the evaluation objectives and key evaluation questions in the evaluable model. As a way to organize and conduct the qualitative analysis, I developed content analysis grids (as described in Gillham, 2000), for each of the questions asked during the focus groups, and each of the open-ended items in the questionnaires. In each of the grids, I organized the responses by themes. I included direct quotations from the respondents that were particularly useful in demonstrating the nature of a particular theme (see Table 2). In the findings section of the report, I then described and summarized these themes, and provided some of the most descriptive quotations.

Table 2

Outline of a Content Analysis Grid

	Themes			
Respondent	Name of Theme #1	Name of Theme #2	Name of Theme #3	Name of Theme #4
1	Quote		Quote	Quote
2		Quote		Quote
3	Quote	Quote	Quote	

Discussion of the Evaluation Findings

I was surprised at the quality and richness of the data that we were able to collect. The conference participants, despite the fact that it had been over a year since the conference, displayed good memory of the content of that conference. In many cases, they provided very useful feedback that the Committee will be able to use if it plans other similar events in the future. The excellent return rate on the questionnaires was a pleasant surprise, particularly given that it was distributed in the summer, a time of year when it is more difficult to get people to respond to surveys. I was not sure what the quality of the feedback would be like from interviewees. I was worried that they would not be able to contribute a great deal if they did not have knowledge of the Committee and its activities. Much the feedback from interviewees, however, even though most of it was not specific to the Committee, was very helpful in assessing the achievement of indicators.

Presentation of the Evaluation Findings

In the first draft of the report, I found it easiest to organize the evaluation findings by the order in which their associated functions appeared in the evaluable model. This was a useful way to ensure that an assessment of all of the functions had been addressed in the evaluation and in the report. Once all of the findings were entered, however, this method of organizing made it difficult to see, at a glance, where the Committee's strengths and weaknesses were.

The functions within the five broad objectives in the evaluable model had certain expected outputs and outcomes associated with them. In the second draft of the report, I still grouped the findings by the objectives. In order to see more easily where the

Committee's strengths and weaknesses were, however, I presented the findings according to how fully the expected outputs and outcomes were achieved. They were grouped into one of the three following categories: outcomes fully achieved; outcomes partially achieved; and, outcomes not achieved.

The first draft did not incorporate the data results tables, or the logic and functions of the evaluable model into the body of the report (this information was contained in appendixes). This structure made it necessary for the reader to be constantly flipping to the appropriate appendixes. In order to improve the flow of the report for the reader, I incorporated these elements into the body of the report, in the second draft.

Development of the Recommendations

The recommendations were directly related to the evaluation findings. Once the outcome evaluation findings were presented according to how fully the expected outcomes had been achieved, it was very easy to identify the issues that needed to be addressed in the form of recommendations. Similarly, in analyzing the results of the process evaluation, it was very clear which areas of Committee functioning could use some improvement. In almost all cases, suggestions came from interviewees and the Committee about how these issues could be addressed. I used these suggestions to form the content of the recommendations. For example, when making recommendations about how the Committee could work and communicate more effectively with funders, I used the input we received from the funders we interviewed, as a basis for these recommendations. In some cases I used my own knowledge of and experience with committees and groups to inform the recommendations. For example, when making recommendations about the process the Committee might use to develop a strategic plan,

I relied on my own experience with previous strategic planning processes. I made suggestions based on what I thought had been successful strategies. If I had not had these experiences, it would have been difficult for me to provide many suggestions to the Committee about how it might do this. As I work with more groups, programs and Committees throughout my career, I expect that I will have more experience and knowledge upon which to draw from when making recommendations in evaluative contexts.

In some rare cases, I found it difficult to make recommendations for how to address particular issues. For example, in trying to make recommendations about how the Committee might expand its resources and sustain itself, I did not have any suggestions from interviewees about how it might do this. I also did not have any personal or professional experience upon which I could base recommendations. All I could do in this case was recommend to the Committee that it needed to consider these issues within the strategic planning process I had described.

Given the volume of the findings and the length of the evaluation report, I found that when it came time to make the recommendations, I had little energy and limited time left to do so. The fact that the evaluation was well planned and executed, and that the recommendations flowed easily from the findings, made it easier to make high quality recommendations. In future evaluations, I plan to build in more time at the end of the process for developing the recommendations.

The length of the report and the tight timelines we were working with made it impossible for me to closely review every section of the report with the Evaluation Sub-Committee during the drafting phase. In retrospect, ideally, I would have liked to have

spent more time discussing the findings and recommendations with the Evaluation Sub-Committee and getting more detailed feedback before finalizing the report. It probably would have been useful to have had one meeting or half a meeting devoted entirely to the recommendations section of the report.

Communication of the Evaluation Results

Evaluation Presentation

As the evaluation report was nearing completion, I summarized the contents of the report in a PowerPoint presentation that I made to the entire Committee. The Committee members indicated that the presentation was useful and interesting to them, provided a good summary of the process and findings, and was a useful supplement to the written document. I incorporated the feedback I got on the content of that presentation into the report before it was finalized. The process of having to develop this presentation forced me to summarize the evaluation process, findings, and recommendations more succinctly than I had done up until that point. This, in turn, enhanced the quality of the final, written report.

Evaluation Summary

The questionnaire mailing was an anonymous process, and, as such, we had no way of knowing who completed and returned their questionnaires. When the evaluation was complete, it was important for us to contact everyone we contacted originally, whether or not they completed a questionnaire, in order to ensure that everyone who participated was aware that the results were available. As such, we sent the executive summary of the evaluation report and a cover letter to all evaluation interviewees, and to the same list of conference registrants who were sent the questionnaire. The cover letter

thanked those who participated, and provided details about how they could obtain a full copy of the final report if they wished (see Appendix D).

Evaluation Schedule and Budget

In my practicum proposal, I indicated that the evaluation would be conducted over a period of 12 months, from November, 2000 to November, 2001. The evaluation actually spanned a period of 19 months, and was completed in May, 2002. There were several stages of the evaluation that took longer than was originally anticipated. The development of the evaluation framework and evaluable model took 2 months longer than expected. This process was lengthened partly because of the decision to plan and conduct the evaluability assessment workshop. It was also lengthened because the follow-up meetings to build on the results of that workshop and develop an evaluable model were more intense and more time consuming than expected. The other phase of the evaluation that took longer than anticipated was the development, pretesting and distribution of the conference questionnaire. Making the decision to follow Dillman's Tailored Design method (2000) added time to the schedule, because it included five separate and distinct contacts with potential respondents, whereas Babbie (1990) (the source I consulted in the development of the practicum proposal) only called for three. Making the decision to develop and analyze the results of a questionnaire for the Committee also took time that had not been allotted. The interview process took slightly longer than expected, not because of the time it took to conduct the interviews, but because of the time it took to schedule them. The time it took for the research assistant to summarize the results and discuss them with me was also longer than expected. I originally imagined the data collection would be completed by August, but this process

continued on into December, which meant that the analysis did not begin until January. The analysis took the expected amount of time, but, due to the volume and complexity of the information collected, drafting and finalizing the report took several months longer than expected. Lengthening the schedule was necessary in order to effectively accommodate modifications to the evaluation plan. The extra time that was added to the evaluation schedule was justified, however. The time was well spent, and, ultimately improved the quality of the evaluation process and the end product.

I was able to complete the evaluation within the budget that was allocated. This was partly because I worked with the Evaluation Sub-Committee to make revisions to the methodology. These changes were made so that all of the information the Committee wanted to collect could be obtained within existing budget and time constraints. In some cases this meant sacrificing the depth of data (e.g., individual interview results) for breadth of data (e.g., Process Checklist results), but it was agreed that, overall, these changes would be beneficial to the evaluation. The fact that the evaluation was completed within its budget was largely due to the fact, however, that my time was being donated. Paying a research assistant with the evaluation funds meant that two people worked on the evaluation for the price of one, during the summer, fall, and winter of 2001. In order to keep as close to schedule as possible, I invested whatever time was necessary to complete the agreed upon tasks. This meant that, although some changes were made to the methodology, the Committee did not have to make some of the more difficult decisions that often have to be made in evaluations, like which questions or areas for investigation might have to be left out altogether. The evaluation was able to answer all of the questions identified by the Committee. Because many of the tasks I engaged in

took significantly longer than originally anticipated, if these had been billable hours, the evaluation would have gone significantly over budget. In this type of situation, I would have had to work closely with the Committee throughout the process (as I did to modify the schedule) to focus the evaluation even more, and make some of the difficult decisions about priorities, and where the time and available money should be spent.

CHAPTER 5: PRACTICUM INTERVENTION - ASSESSING THE ACHIEVEMENT OF EVALUATION AND PERSONAL LEARNING OBJECTIVES

The evaluation of the practicum intervention was a twofold process that involved: (1) evaluating the extent to which the evaluation objectives were achieved and also my effectiveness as an evaluator; and, (2) determining the extent to which my personal learning objectives were achieved.

Achievement of Evaluation Goal and Objectives

The goal of the evaluation was as follows: "To record, describe, and assess the resources, objectives, activities, processes, outputs and outcomes of the Coordinated Community Capacity Building Committee by reviewing documentation and collecting data from present and past Committee members, relevant stakeholders and observers." In order to achieve this goal, nine evaluation objectives were identified and pursued. Seven of the objectives dealt with activities that were required to conduct the three phases of the evaluation. Two of the objectives dealt with making recommendations about how the Committee could improve its structure and processes. All nine of the evaluation objectives were successfully achieved as follows:

1. The goal, objectives and functions of the Committee were originally presented in a draft program documents model, and further clarified through the evaluability assessment workshop.
2. During the evaluability assessment, the Evaluation Sub-Committee described how the activities of the Committee were supposed to lead to the accomplishment of the goals and objectives. That logic was entered into the program documents model.

3. As the final step in the evaluability assessment, the Evaluation Sub-Committee worked closely with me to identify expected outcomes and indicators based on objectives and activities of the Committee. The end result of achieving the first three evaluation objectives was an evaluable model, which provided the framework for the entire evaluation, and the basis for the data collection tools.
4. Through the outcome and process evaluation, the outputs and outcomes of the Committee's activities were documented and described.
5. The results of the outcome evaluation showed that the overhwhelming majority of the expected outcomes as identified in the evaluable model were achieved. This indicates that there was a relationship between the outcomes and the implied objectives toward which the Committee was working, even though they had never been explicitly stated.
6. During the process evaluation, the structure and processes of the Committee were both described and investigated. Based on the findings of this evaluation, it was concluded that the Committee was structured and functioned in such a way that it had a reasonable chance of achieving its goal and objectives.
7. During this evaluation, the strengths and weaknesses of the Committee's processes were also described. Several recommendations were made about how the Committee can both build on the identified strengths, and address some of its weaknesses.
8. Several areas of improvement for the Committee in terms of processes and activities were identified in the recommendations section of the report, as a way to link them more closely with the newly articulated goals and objectives. These

recommendations were based solidly on the results of the outcome and process evaluations.

9. Several recommendations were also made in the evaluation report as to how the Committee can develop a self-evaluation capability.

Even though all nine objectives were achieved, however, the evaluation goal was not fully met. Part of the evaluation goal was to record, describe, and assess the Committee's *resources*. Committee members were asked in the Process Checklist to assess the adequacy of the Committee's resources, but this was the only place in the evaluation where the issue of resources was addressed. The process evaluation portion of the evaluation framework did not call for a breakdown of how the Committee used its resources. Early on in the evaluation, the Evaluation Sub-Committee indicated that the majority of the Committee's resources had been spent on planning and hosting the conference. It indicated, therefore, that a significant focus of the evaluation should be on assessing the results of that conference. No further discussion took place during the evaluation, however, as to how the other resources of the Committee were used. It is possible that because the Committee had such few resources, it did not spend a great deal of its time deciding how to use them, and therefore felt that discussing the issue was not an important part of the evaluation. When I was working with Evaluation Sub-Committee members to develop the evaluation framework and the evaluable model upon which the evaluation questions were based, Sub-Committee members chose to focus on assessing the outcomes of its activities, rather than describing and assessing how its limited budget was spent.

Support for the fact that the evaluation objectives were achieved, and feedback regarding the quality of the evaluation process, was provided through different means by several different groups, as described next.

Feedback from the Evaluation Sub-Committee

Frequent meetings were held with the Evaluation Sub-Committee to seek direction on the evaluation activities. It was suggested in the original proposal, these meetings also offered an opportunity for me to receive some unstructured feedback regarding the progress of the evaluation. At these meetings, a great deal of ground was covered in terms of the detailed work necessary to conduct the evaluation. Within the context of these discussions, much positive feedback was also received about the thoroughness of the research and the high quality of the information being collected. The group provided constructive feedback that enabled me to make quality-improving modifications to the evaluation. For example, the group suggested that I develop a four-page summary of the model of sustainability for the experts to review, rather than hoping that they would read the entire Conference Paper. This strategy likely enhanced experts' willingness to participate, and provided a more structured means for collecting and interpreting their responses.

Informal Feedback from the Committee

Evaluability Assessment

Prior to the commencement of the outcome and process evaluation, Committee members were asked to provide informal feedback about the evaluability assessment workshop. All of the responses were positive in nature. One Committee member indicted that she felt the use of examples with respect to how to answer questions was

very helpful. Another Committee member felt that I had done a good job of encouraging constructive dialogue and focusing the group. Several Committee members said they felt the process that was used was engaging, was appropriate to the task at hand, and was particularly helpful in moving the group along as it attempted to conceptualize its goal and objectives.

Overall Evaluation Experience/Performance of Evaluator

After the key evaluation findings were presented to the Committee, an informal debriefing session was scheduled so that the Committee could provide oral feedback on the overall evaluation experience. During this session, there was general agreement that the evaluation process and report, and my performance as an evaluator, far exceeded the expectations of the Committee. The Committee felt that the evaluation had been successful, partly because it was educational, and partly because it resulted in a comprehensive end product (report) that it will be able to use as it makes decisions about where and how to focus its time and energy in the future. The feedback can be organized into the following three themes: evaluation process; performance of the evaluator; and, utility of the evaluation findings and report.

Evaluation process. One Committee member thought that the fact that I went through the Committee's files to do preparatory work prior to the evaluation, contributed to the success of the evaluation process. This same Committee member also observed that the participative process used was also very appropriate, noting that, "it fits in with the capacity building approach being taken by the Committee."

Several Committee members indicated that they appreciated the fact that the evaluation was guided by a clearly laid out plan, which made the process more

"predictable," and the end results more meaningful. Several Committee members said they thought that the evaluation process gave the Committee a chance to learn about evaluation, and also about the Committee. One Committee member noted further that the evolving evaluation process demonstrated that new things and ideas can emerge from a process like this, and that "you can see the content in new ways as you go along." One Committee member observed that the fact that the evaluation was conducted within its budget is a good management practice.

Committee members provided positive feedback about the PowerPoint presentation, saying that it was "informative" and "useful." One Committee member said further that it "kept your interest," and another said that it "provided a really good overview of the evaluation findings and recommendations."

When Committee members were asked about whether or not there was anything they would have changed about the evaluation process or report, one member indicated that she did not think the answers from the funders and government representatives were as honest or as complete as they might have been. This may have been because the respondents were making a conscious effort to be less than candid. It is also possible, however, that the respondents were forgetting some information about the meeting and/or the Committee that would have helped them answer the questions, or, that they never had the information in the first place. It is also possible that they genuinely had different ideas about what the outputs of the Committee should be. The Committee member went on to say, however, that she did not think that there was anything wrong with the data collection approach that was taken. She did wonder, however, if there was perhaps any

way the questions could have been asked differently in order to elicit the information the Committee was looking for.

Performance of the evaluator. All Committee members indicated they were very pleased with my performance as an evaluator. One Committee member noted that I "made the Committee work." Three Committee members commented on my "flexibility," ability to work Committee members' suggestions into the evaluation, and ability to accurately reflect the Committee members' input, comments and suggestions in the process and in the report. Several Committee members commented that I was successful at "going in whatever direction the Committee wanted," while at the same time keeping the Evaluation Sub-Committee focused on answering the priority questions it had identified.

Utility of the evaluation findings and report. Committee members were also very satisfied with the end result of the evaluation. All of the Committee members said they thought the evaluation had been a learning experience. One member noted specifically, "It made us think about where we started from, how we evolved, and where we can go." Another Committee member observed that the Committee knew it had made progress, but, because it did not have a strategic plan, it was not able to document or articulate that progress. The Committee agreed that the framework of the Committee presented in the evaluable model, and the recommendations provided in the report, will make it easier for the Committee to plan strategically in the future. One Committee member observed that the combination of qualitative and quantitative data strengthens the report, and provides a very good example of how qualitative data can be collected and used effectively in an evaluation. This member noted further that the Process Checklist is a useful tool that can

be used by other committees outside of this evaluation. Another Committee member added that not many committees evaluate the work they do, and that this report can have broader implications and uses outside this evaluation.

Structured Feedback from the Committee

The effectiveness of the evaluation was also assessed by asking the Committee to fill out a feedback form that was developed as the evaluation progressed (see Appendix E). In the original proposal, the funder was going to be asked to fill out a feedback form, but, since the funder was not involved in the evaluation process, it was decided that the funder would not be able to provide informed feedback on any of the items. The form included items from The Utilization Enhancement Checklist (Brown & Braskamp, 1980) and was also informed by other research outlining characteristics of effective evaluations. Included in this form were two types of questions: (1) questions related to the activities of the evaluation; and, (2) questions related to my performance as an evaluator. For each of the 28 items in the form, Committee members were asked to rate how well I performed on a five-point scale ranging from a score of 1 (*poor*) to 5 (*very good*). In the form, Committee members were also asked whether they found the results, and the presentation of the results useful. The utility of results was thought to be one indication as to the success of the evaluation. The questions were divided into the following four broad categories: understanding the organizational context; planning the evaluation; conducting the evaluation; and, communicating the evaluation information.

Four evaluation feedback forms were completed by Committee members and returned. Highest possible scores were computed for each of the four categories and compared against the actual scores for the categories (Appendix D). The results showed

that, in all four categories, 90% or more of the highest possible score was achieved (total actual scores ranged from 90% to 96%). These findings support the previous conclusion drawn from the informal feedback, that the Committee was very satisfied with the way the evaluation was conducted, my performance as an evaluator, and, the utility of the report. In the 'other comments' section of the feedback form, Committee members provided additional feedback to support this conclusion. This feedback can be organized into these same three broad themes.

Several Committee members indicated they liked the process that was used, noting that the evaluation was "well-planned," and conducted within the budget. One Committee member said that the evaluation "journey" was educational because it helped the Committee to recognize the importance of setting goals and possible outcomes in advance so it can strategically plan its actions more effectively. Several Committee members noted that they appreciated the effective use of a participatory process. They said further that this type of process helped established a comfort level within the group, that allowed for open discussion and sharing of ideas.

Other Committee members commented on my performance as an evaluator. Several respondents thought that I had "facilitated the process well," and appreciated the fact that I was "flexible," "open to new ideas," and followed-through well on the Committee's suggestions. One Committee member noted that my presentations were "clear," and "articulate."

Finally, several Committee members indicated they thought the evaluation findings and report were useful. Two Committee members commented that the

evaluation helped the Committee to know where to focus future efforts. Two members also noted that the final document is "well-organized, well-written, accurate and helpful."

Utilization Enhancement Checklist

The Utilization Enhancement Checklist (Brown & Braskamp, 1980) served as a guideline as the evaluation was planned and conducted. I also completed the Checklist after the evaluation, as a self-examination of my performance as an evaluator (See Appendix F for a copy of the checklist, and my scoring.) The 50 checklist items are organized into five broad categories consisting of ten items each. The five categories are as follows: determining the evaluator's role; understanding the organizational context; planning the evaluation; conducting the evaluation; and; communicating the evaluative information. My goal was to achieve a score of 76/100 on the checklist (each item was worth two points). I thought that achieving this score would be one indication that I had been an effective evaluator. I actually achieved a self-assessed score of 88/100. The two categories in which I scored the lowest were the 'determining the evaluator's role,' and the 'communicating the evaluative information' categories.

Overall, I think I did a good job of determining the evaluator's role. I made sure my skills were sufficient to meet the demands and complexities of the evaluation. Where I felt I needed work, I did a great deal of reading and consulting with my supervisor and fellow students and colleagues (particularly people who have conducted focus groups and evaluations before). In order to ensure that there was sufficient time and resources to conduct the depth of the evaluation desired, I developed a detailed schedule and breakdown of activities between the research assistant and myself. I did not specifically ask the Committee members at the beginning of the process what their expectations were

of me as an evaluator. This was one of the items on the checklist that I did not address at the start of the evaluation. As I worked with the Evaluation Sub-Committee, however, I developed a good sense of those expectations over time.

I did not find it difficult to come to understand the organizational context of this evaluation because the organization is not particularly complex. It was very easy to identify the potential users of evaluation information (both inside and outside the organization), and the staff and other users who needed to be consulted as the evaluation was planned and conducted.

I was particularly strong in planning and conducting the evaluation. Several meetings were held with both the full Committee and the Evaluation Sub-Committee to approve the evaluation framework (including the purpose, scope, goals and objectives) in order to ensure that the evaluation results would meet the Committee's and the funders' needs. Three were very few instances where information was collected that was not relevant to the key evaluation questions that had been identified in the evaluable model.

In terms of communicating the evaluative information, I think I could have done a better job in the later stages of the process. As time became an issue at the end of the evaluation, brief, informal reports were made to the Committee on the evaluation process, but not on the findings. The Evaluation Sub-Committee members did have an opportunity to provide feedback on the first draft of the evaluation findings, but they were not closely involved in assisting with the interpretation of data, or in helping to develop the recommendations. As suggested in the checklist, I did write different reports for different audiences in the sense that I provided a report to the Committee, and the executive summary of that report to evaluation participants. Following the submission of

the report, the funder requested a five-page summary that was slightly more detailed than the executive summary. The funder indicated that, due to the complexity of the report, he would appreciate a summary that included less detail about the methodology, and more discussion of the findings and recommendations. This summary was completed, but the need for it was not anticipated prior to the request being made.

Achievement of Personal Learning Goal and Objectives

Personal Learning Goal

My personal learning goal as indicated in my original practicum proposal was the following: "To develop an in-depth understanding of and to gain hands on experience in designing, planning and conducting a program evaluation." The results of both a subjective and objective assessment process indicate that I have achieved my seven personal learning objectives, which ultimately means that I have achieved my broader personal learning goal.

Personal Learning Objectives

1. To learn about various types of evaluation and the most appropriate research methods for carrying out those evaluations

While I was developing the framework for this evaluation, I did a great deal of reading about the various types of evaluation, approaches to evaluation, and the range of research methods that can be used to carry out those evaluations. After working with the Evaluation Sub-Committee to determine the purpose, goal and objectives of the evaluation, I found it very easy to choose a structure, approach, and set of research methods that would be most appropriate to achieving the goal and objectives. The research, and front-end work made these decisions fairly straightforward.

2. To gain experience in assessing the evaluation purpose, goals and objectives and developing an evaluation framework that is most suited to addressing those needs

During the evaluation process, I gained a greater appreciation for the importance of clarifying an evaluation's purpose, goals and objectives and evaluation framework at the very beginning, because it guides everything else. At several points throughout the evaluation, I found myself going back to the original framework to make sure it was on track. In meetings and in written documents, I used the same terminology and concepts as those used in the evaluation framework. This repetition helped to keep the Committee and Evaluation Sub-Committee focused as well.

3. To gain experience in hiring and training a research assistant

In hiring and training a research assistant, I found that it took more time and energy than I anticipated to ensure that the assistant's time was maximized, and to keep the research moving forward. The fact that I had to bring the research assistant up to speed in a very short amount of time, meant that I had to be able to succinctly summarize the purpose and process of the evaluation. I also had to answer questions she asked as the research progressed. These activities helped to focus my activities and thinking as well.

4. To develop the skills necessary to conduct an evaluability assessment including: planning for and leading productive meetings; developing programs documents and program logic models; and, developing an evaluable program model

By engaging in the evaluability assessement, it became clear to me that two broad types of knowledge and skills are required for an evaluator to make this type of process successful. It is important for an evaluator to have a range of knowledge about

evaluation techniques. It is also important for an evaluator to have an understanding of group processes and to be able to effectively lead meetings.

Throughout the evaluability assessment process, I gained experience in and developed many of the skills required to plan for and lead productive meetings. I spent a great deal of time preparing for the workshop; I read books, talked to experienced group leaders, and developed a detailed agenda for my own reference. All of these activities helped reduce my anxiety level during the day, and helped me keep the group focused on the task at hand. I made a conscious effort to manage the process in terms of ensuring that one or two people did not dominate, moving the discussion forward when it seemed to stall, probing for further detail when an idea was unclear, and requesting input from individuals who were less talkative than others. As the workshop progressed, I learned how to balance the need to let the group be creative, with the need to stay task oriented and focused; I tried to be as flexible as possible and follow the group's lead, as long as we were still making progress towards achieving the goals set for the day (i.e. a framework for a consensual evaluable model). For the most part I was pleased with my ability to do these things, but there are several areas where I think I could have been a more effective facilitator.

When the first half-hour of the workshop did not go as originally planned, I could have asked the group how it wanted to proceed, and outlined some of the options for doing so. Instead, I felt obligated to make a decision about what to do next. After reflecting on the way I dealt with this situation, I recognized I needed to practice being more of a facilitator and process manager versus decision-maker. Similarly, there were several occasions during meetings when I let one person's statement or feelings influence

my decision about how to proceed. Again, I recognized the need to repeat any individual's statements or feelings to the group, and support the group as it decides how it wants to move forward. I put these learnings into practice as the evaluation proceeded.

There were a few times during the workshop and follow-up meetings with the Sub-Committee when I did not clearly understand a concept or idea, but, rather than pursuing it, I dropped the issue because I had run out of ways to rephrase my question. This highlighted for me the need to broaden my repertoire of skills required to elicit desired information. There were also several times during the workshop when consensus appeared to have been reached by the group, but I did not make that agreement explicit before I moved ahead. I now recognize that doing so is important so that I, and everyone else in the group, can be clear about the group's decision.

After the evaluability assessment was completed, and before I began the outcome and process evaluation, I also reflected upon my role as facilitator in the development of the evaluable model. I realized that I needed to take more of a lead in moving group discussions forward. I believed that this shortfall had little to do with my being unprepared, and more to do with the fact that this skill seemed to be one that needed to be developed through practice. In subsequent meetings I made a conscious effort to be more assertive with the group when I thought a suggested course of action was either outside the scope of the evaluable model, or was unrealistic to pursue in terms of the time and effort required. In doing so, I made some progress in developing this skill.

During this reflection I also noted that about half of the expected outcomes I originally outlined in my first draft of the evaluable model were framed as outputs. The Evaluation Sub-Committee also had some trouble in distinguishing between the two

concepts. Once the Sub-Committee and I started to look more at the logic behind the activities by asking and answering how and why the activities were supposed to lead to the achievement of the relevant objectives, it became much easier to outline the expected outcomes. I found that asking questions like, "How should I measure that?" and "How will you know you were successful in achieving those outcomes?" was effective in helping the Evaluation Sub-Committee to identify appropriate indicators.

Probably one of the greatest lessons I learned in conducting this research was the importance of having a well thought through and mutually consensual evaluable model to refer to when developing data collection tools for the outcome and process evaluation. As I was developing the interview guides and questionnaire I found myself frequently referring to the evaluable model to cross-check the questions I was constructing with the indicators. This process was extremely helpful in keeping focused on answering only evaluation questions; we needed to make sure we were not using our time and energy to collect data that was not related to the questions we were trying to answer.

5. To develop skills in using qualitative and quantitative data collection techniques including: developing interview guides; improving interviewing skills; and, constructing a questionnaire

In conducting this evaluation, I had the opportunity to gain experience in using several different data collection techniques as follows: questionnaires and checklists; focus groups; a workshop; several small group meetings; a content analysis; and, face-to-face interviews. Each experience contributed differently to my learning, and helped me develop different skills.

In developing the questionnaire, I learned some important lessons about how to word and construct questions so that they are clear to the reader. I also learned that the format of a questionnaire can be just as important as the nature and wording of the questions asked. The importance of keeping both the wording and visual appearance of questions simple was highlighted. I gained experience in laying-out and ordering questions effectively, and in designing appropriate front and back covers. During the questionnaire development process, I found that the pretesting was well worth the time and effort, because it greatly enhanced the quality, utility and validity of the data collection tools. It was an interesting and invaluable process, and by engaging in it I learned that there are different types of information that pretest interviewees can provide you with, depending on their background and expertise. I learned further that if you take the time to match that expertise with what you hope to achieve in each interview, you can maximize the effectiveness of each pretest. I also learned a great deal about the different types of pretesting that are more or less appropriate, depending on what you hope to achieve through the pretest. I learned that it is very important to have one person who has not been involved in the pretesting at all look over a data collection tool one last time before it is finalized in order to make sure you have not made any glaring errors that have been overlooked. I did not think to pretest the prenotice letter or cover letter, which I think could have been a useful exercise. Also, even though I greatly appreciated the value of the pretesting process, for some data collection tools, it was difficult to find pretest interviewees. This was not due to time constraints as much as it was due to a difficulty in finding appropriate candidates. As much as possible we tried to pretest the guides with people who were similar in key characteristics (e.g., occupation, education,

community capacity building experience) to the group with which we would be using the interview guides. For example, it was very difficult to get two or three names of potential community members to interview from Committee members, never mind trying to get an extra name of someone to pretest the interview guide with. We ended up pretesting the guide with people whom we knew had some experience with community development, but who did not live or work in neighbourhoods represented on the Committee.

During the data collection, I developed my skills in facilitating meetings and focus groups. In order to prepare for the interviews I conducted, I read several books on interview techniques and strategies. Reflecting on the two interviews I conducted, and, in discussion with my advisor, I have identified several areas where I was particularly strong, but also several areas where I could improve.

In terms of strengths, knowing some background information about the community, and the work of the particular person I was interviewing, helped me to prepare for the interviews. It also helped me to probe for more information in places where I knew the respondent probably had knowledge. I used silence effectively as a way to allow respondents to expand a little bit more without immediately jumping to the next topic. This was a useful technique for gleaning more detail from the interviewees.

In reviewing the interview transcripts, however, I found that I sometimes asked leading questions. A leading question is one that suggests the desired response, and therefore biases the respondent towards providing that response. For example, in one instance, one of the community partners indicated that he had been a resident of the community for the past couple of years, but that he had worked in the community for the past five years. At that point I said, "So you moved into the community to be closer to

where you work?" This is a leading question, however. It would have been more appropriate if I had asked him why he moved into the community. This would have allowed him to provide his own answer, without me potentially putting words into his mouth. In order to avoid asking leading questions in the future, I will make a conscious effort to avoid making a conclusion myself and asking the interviewee to respond to it. Instead, I will make an effort to pose questions in sentences that start with 'asking' words like *who*, *what*, *why*, *where*, *when*, and *how*, and to ask respondents to provide answers in their own words. In reading the transcripts I also noticed that there were some cases in which I did not finish my sentences. This might have left interviewees unclear as to what my actual question was, and may have led them to give me irrelevant or less than complete answers. The transcripts also showed that I often provided too much background information leading up to a question, which probably made it difficult for respondents to determine what the actual question was. Sometimes I asked several questions in one sentence. This often resulted in respondents answering only one of the many questions. In a few cases, where I did not repeat the missed question(s), this resulted in some topics being skipped. In terms of other areas of weakness, in many cases I could have probed harder for interviewees to provide examples to support their statements and conclusions, particularly if they were providing only "yes" or "no" responses. In several instances, even when I was not clear on what it was the interviewees were trying to say, I did not ask for clarification because I was frustrated by my inability to understand. In some cases I tried to gain more clarification by asking a more detailed question, but the respondent was not working from the same premise I was, so this only confused things more. What I should have done is simply indicated to the

person that I did not understand what they had said. Throughout the interviews I did, it would have helped a great deal if I had taken a more conversational tone. I think doing that would have helped me establish more rapport, and would have helped me elicit more of the information I was looking for.

In the three separate focus groups that were held with community members, the Committee, and the Social Planning Council staff, I did a good job of remaining flexible throughout the discussion. I did not stick rigidly to the order of the questions in the interview guide. Rather, if a topic was being discussed outside of the designated order, I let the conversation flow and probed for more detail. Sometime topics and issues were discussed that were tangential to the main questions being explored, but if they provided a good context for the main questions, I let the conversation continue until it was no longer useful. In all of the focus groups, I ensured that all of the questions had been addressed adequately, before closing the meetings. In a few rare cases where some participants were dominating the conversation more than others, I tried to engage less active participants by asking them specific, direct questions. In looking back at the information that was obtained during these sessions, I am satisfied with my ability to gather the desired information in a focused way.

Facilitating several meetings and group discussions provided me with some insight into the types of indicators that a facilitator should look for in order to understand the emotional climate and key features of interaction in a group. First, whether or not group members are smiling, frowning, joking or straight-faced gives the facilitator a sense as to whether or not particular individuals are happy and comfortable being in the group.

Second, it is important to note whether some group members speak more often than others, and whether there are certain group members that others turn to more often when seeking advice or direction. It is also important to recognize members who may consistently defer to others when discussing ideas or making decisions. These types of behaviours might indicate that there are dominant members or power imbalances within the group. If a power-differential does exist, it is then important to assess whether or not certain individuals are hesitant to contribute to discussions (as evidenced, for example, by attempts to put forward thoughts that go unfinished or unnoticed, or long periods of silence). If this is the case, the facilitator should try to engage these individuals by addressing them directly and giving them the opportunity to share their ideas.

Third, by paying attention to the body language of individuals when they are speaking, the facilitator can assess the degree to which they feel confident putting forward their ideas. For example, if the individual is sitting up tall, and looking at other group members when speaking, as opposed to slouching or looking down, this would be one indication that he/she is not afraid to present his/her ideas to the group. This observation helps the facilitator to assess how active he/she needs to be in drawing out information from group members; the more confident the members are, the less active the facilitator needs to be.

Fourth, the facilitator should note situations where group members interrupt each other, use negative language (e.g., "That is a stupid idea"), or display negative physical reactions to other members' ideas (e.g., shaking their heads, turning away, fidgeting, or walking out of the room). This type of behaviour indicates that there is a low degree of

respectfulness within the group. The facilitator will need to curb and discourage this behaviour through direct intervention, and encourage more positive interactions.

Finally, as a way to determine whether group members are listening to each other, the facilitator should assess whether they are responding to each others' ideas, or simply putting forward their own thoughts in a random way. In the former case, the conversation should flow naturally. In the latter case, the conversation would be disjointed, as group members are thinking about what they want to say next, rather than listening to what is currently being said. If group members are disengaged from one another and from the conversation, the facilitator will have to play a greater role in moving the group process forward, focusing the discussion, and ensuring all of the group's tasks are accomplished.

6. To develop skills in qualitative and quantitative data analysis techniques

In developing the data analysis plan, I enhanced my learning about the types of statistical tests that are most appropriate to the different types of questions I wanted answered. In conducting the quantitative analysis, it became very clear to me how important and valuable it is to develop a data analysis plan prior to entering and analyzing the data. My first few drafts of the data analysis plan included many extraneous tests and comparisons not related to the indicators in the evaluable model. Forcing myself to think about how I would present the results within the context of the evaluation, helped me to focus the analysis plan. Even after developing what I thought was a streamlined, well-constructed data analysis plan, however, I still found it necessary to make modifications to the tests that were used. As I began to write the report, I realized that there were perhaps more effective ways of analyzing and presenting the

results so that they would be more meaningful to the reader. At the end of the analysis and report writing stage, the evaluable model was a good reference document that helped me to determine whether or not all of the indicators had been adequately assessed. This experience showed me how valuable a well-constructed data analysis plan (including consideration of data presentation and audience) can be in keeping the analysis focused, and ensuring the process is as efficient as possible. The 1998 version of SPSS for Windows greatly enhanced the efficiency of the quantitative analysis. In sum, doing the quantitative analyses helped me to gain a better understanding of the most appropriate statistical tests to use in particular situations. It also helped me to develop my skill at being able to interpret the results, and present them in the most meaningful way possible, within the context of the report (i.e. I found ways to effectively integrate statistics with the text).

During the qualitative analysis process, I learned how to effectively use content analysis grids (as described in Gillham, 2000), as a way to assist in the analysis and presentation of the data. I gained greater skill in choosing quotations that most effectively demonstrated particular themes in the data. I also developed a greater understanding of and appreciation for the fact that the analysis of the data and the writing of the report occur simultaneously.

7. To gain experience in presenting and communicating evaluation results in an understandable and useful fashion

Conducting this evaluation provided me experience in presenting and communicating results in a clear and meaningful way. In the first draft of the evaluation report, the findings were presented according to the indicators in the evaluable model.

The logic was not described within the context of each indicator, nor was a clear statement provided about the extent to which the outcome was achieved. While this was a useful way to present the findings initially, it did make it difficult for the reader to develop a clear picture of what the findings actually were. Another difficult challenge in doing the quantitative analysis was determining how to present the numerical results in a way that would be most meaningful to the reader. Constructive feedback from the Evaluation Sub-Committee provided me with suggestions about how to develop meaningful tables to present the quantitative data, and how to improve the structure of the findings and recommendations sections overall. In developing a power point presentation to make to the Committee, I was forced to summarize the findings and recommendations even further, which also improved the clarity of the final report. After several drafts of the report, I developed a format for presenting a huge amount of information in an understandable and usable fashion. As indicated previously, following the submission of the report, I developed a five-page summary that was slightly more detailed than the executive summary. I completed this summary for the funder, who indicated that such a document would be useful for his purposes when he needed to summarize, explain, or circulate the contents of the report to his colleagues. I knew previously that it is important to consider the needs of different audiences when writing the report, and to consult with end-users during the report writing stage. While I worked closely with the Committee during this evaluation, however, I did not consult with the funder during the report writing stage. In retrospect, this may have been a valuable contact to make, in order to determine whether or not the document as it existed would meet his needs. If he had indicated that it did not, we could have discussed several options including making

potential modifications to the structure of the report, or developing a comprehensive summary to accompany the report at the time of its submission.

Assessing Achievement of Personal Learning Objectives

Support for the fact that all of these objectives were achieved, and feedback regarding my performance as an evaluator, was provided through different means by several different groups as described next.

As one means to evaluate progress in meeting my personal learning objectives, I kept a detailed log of my activities, observations and reflections during the practicum experience. In this log I noted areas of learning, offered opinions, and provided examples from my intervention, as to my personal growth. As part of this process, I also made a note of things that I learned that were not stated explicitly as learning objectives. Based on the objectives for the evaluation, I also included in these notes my assessment of how the evaluation process could have been improved, and areas where my performance as an evaluator could have been stronger.

Schön (1983) explains that when we go about the spontaneous, intuitive performance of the actions of everyday life, we show ourselves to be knowledgeable, but often we cannot say what it is that we know or why we know it. On the other hand, both ordinary people and professional practitioners often think about what they are doing, sometimes even while doing it. "It is this entire process of reflection-in-action which is central to the 'art' by which practitioners sometimes deal well with situations of uncertainty, instability, uniqueness, and value conflict" (Schön, 1983, p.50). As I was conducting this research, and particularly when I was trying to deal with a situation or phenomenon that was puzzling, troubling or interesting, I engaged in a process of

reflection-in-action, i.e. I was thinking about what I was doing and why I was doing it, while I was doing it. Through this reflection, I was able to surface and criticize my tacit understandings, and it also allowed me to make new sense of the situations of uncertainty or uniqueness which I was experiencing (Schön, 1983). The objects of reflection were wide ranging and included the following: the tacit norms underlying a judgment; the strategies and theories implicit in a pattern of behaviour; the way in which I framed particular problems I was trying to solve; and, the role I constructed for myself (Schön, 1983). I discussed these insights with my practicum supervisor during our bi-monthly meetings.

Periodically during the evaluation, and at the end of the evaluation, I met with my practicum committee to examine all my learning objectives and discuss the extent to which I had met them. Prior to these meetings I provided brief written reports to the committee which outlined the extent to which I felt the particular learning objective(s) had or had not been achieved, and cited examples where applicable. These reports formed the basis of discussion at the meetings (See Appendix G for copies of the three reports.)

My practicum advisor was able to observe the majority of the activities I engaged in to achieve my seven learning objectives, except the two interviews I conducted. I provided him with a written summary of the interviews, so that he could provide feedback on them. As the different phases of the evaluation were completed and the corresponding learning objectives were achieved, I had periodic discussions with my advisor about the extent to which I felt the particular learning objective(s) had or had not been achieved. Several times during the intervention, I also asked for specific feedback

on particular problem areas, areas of interest, or areas of learning identified in my personal log. My advisor and I collaboratively reviewed his assessment of my performance, and his responses to my questions.

Summary of Learnings

In sum, through this experience, I gained knowledge and developed skill in all of the activities that are required to conduct an effective evaluation. In doing the initial literature review, I learned about the different possible types of evaluation. I gained experience in choosing an evaluation type and approach and developing a framework most suited to the evaluation purpose, goal and objectives. Faced with a great scarcity of literature on the subject, I learned how to successfully conduct a retrospective evaluability assessment, including how to develop a comprehensive evaluable model. I gained experience in hiring, training, and supervising a research assistant. I engaged in a wide variety of data collection techniques, that included the development of several different types of data collection tools such as questionnaires, checklists, and interview guides. During the data collection, I developed my skills in facilitating meetings and focus groups. I gained experience in using both qualitative and quantitative methods of analysis. I had the opportunity to report the findings in both written and oral formats. All of these learnings were associated with the personal learning objectives I had set for myself.

There were also skills I developed and things I learned that I had not specifically identified as learning objectives at the beginning of the process. I learned how to modify an evaluation plan in order to address time and budget constraints. I developed skill in making better estimates of the time required to complete certain evaluation tasks. I also

learned, however, that issues will arise during the evaluation process that could not have been anticipated (e.g., needing to change consent form procedures). I know now that it is important in these situations to remain flexible. I also learned that soliciting advice from evaluation end-users is a very effective way to develop strategies for dealing with changing circumstances, while still ensuring that their priorities for the evaluation are being met. Over time, I think I became more comfortable in letting the process evolve and adapting to changes in the thinking and perspective of the Evaluation Sub-Committee, rather than trying too hard to rigidly control it. I also learned about the value, and challenges of implementing a utilization-focused approach. For all of these reasons, I believe I am well equipped to take on a wide variety of evaluation challenges I am presented with in the future.

Priorities for Future Learning

Skill Development

In assessing the evaluation process and my performance as an evaluator, I have identified certain skills that I would like to develop further.

First, I would like to become more effective at clarifying my role as an evaluator with whatever group I am working with, at the beginning of the process. Upon reflection, I thought that I could have done a better job of empowering members of the group under investigation to take leadership roles in the evaluation process. At the beginning of this evaluation, I spent time with the Chair of the Evaluation Sub-Committee discussing agenda items and elements of the evaluation. As the evaluation progressed and time pressures increased, I found it quicker to provide progress reports to the larger Committee about the Evaluation Sub-Committee's work and the status of the evaluation myself, than

to work with the Chair so that she could provide those reports. This was not a particularly empowering process for the Committee. One of the evaluation objectives was "to make recommendations as to how the Committee can develop a self-evaluation capability." I interpreted this objective to mean that part of my role was to make recommendations about how the Committee could self-evaluate, but that another part of my role was to work with the Committee to develop the skills and knowledge it would need in order to do so successfully. I saw this as being a key part of using a utilization-focused approach. These were some of the assumptions under which I was operating, but this discussion was never had explicitly with the Committee. I saw myself partly as an evaluator, and partly as an educator in the process. It would be interesting to determine, however, how the Committee viewed my role. It is possible, that Committee members only expected me to work closely with them to plan and conduct the evaluation, and produce the report. In looking back, I could have described the aspects of the utilization-focused approach more fully to the Committee. We should have had a discussion at the beginning of the process in which we clarified my role as an evaluator. I could have set the stage for the Committee at the beginning in which I outlined the possible roles for an evaluator. The Committee would then have been equipped to make a clear decision about which role(s) it wanted me to play. This is something I will do with groups in the future, when called upon to do an evaluation.

Second, as previously mentioned, the Evaluation Sub-Committee was not highly involved in the analysis of the findings and the generation of the recommendations. During this evaluation, I could have brought the findings to the Committee in pieces, as they came in, rather than asking the Committee to digest them all in one sitting. We

could have discussed the interpretation of the findings a section at a time. One way to help the Committee consider and comment on the recommendations might have been to prepare a simple document outlining the recommendations and rationale behind them, and then setting aside some time to have a focused discussion about this short document. This might have been a more effective way of eliciting Committee members' feedback, rather than asking them to comment on a full draft of the report. In future evaluations, if I am trying to use a utilization-focused approach effectively, I would like to make an effort to work more closely with users of the evaluation during the entire process. This will not only enhance the quality and utility of the recommendations, but will also help the end-users to learn all of the skills required to engage in ongoing self-evaluations.

Third, I think it would be beneficial for me to develop stronger interviewing skills through practice, both in individual interviews and in focus group settings. More specifically, I would like to develop a larger repertoire of probing questions and techniques that help to ensure and validate my understanding, and to draw out more detailed information from interviewees that is not immediately forthcoming. I would also like to become more effective at asking single, clear, non-leading questions, in complete sentences.

Finally, as I am involved in more evaluations in the future, it will be important for me to build a base of knowledge and experience I can draw upon in order to make the most relevant and meaningful recommendations possible. When I was making some of the recommendations in this evaluation, I relied on my own previous experience with committees, groups and strategic planning processes in order to make the suggestions I made. If I had not had these experiences, it would have been difficult for me to provide

many of the suggestions I did (e.g., with respect to the strategic planning process). As I work with more groups, programs and committees throughout my career, I look forward to gaining more experience and knowledge upon which to draw when making recommendations in evaluative contexts.

More Varied Experiences

There are several areas of learning and experience with respect to evaluation with which this project did not provide me. These are activities in which I would also like to gain aptitude in, so that I can become a more well-rounded evaluator.

This evaluation was the evaluation of a committee's outputs, outcomes, and processes. In the future, I would like to gain some experience in evaluating service delivery programs. Engaging in these types of evaluations will likely require me to make determinations about the direction and nature of workflow, and the lines of authority. They will require me to spend more time studying organizational charts, and understanding the policy-making process of the organization, than I needed to in the evaluation reported on here. They will also require me to identify the decision-makers and potential users of evaluative information within and outside the organization. I did not gain a great deal of experience with these types of activities in this evaluation, because the structure and decision-making process of the Committee were very basic.

In conducting program evaluations in the future, it will likely be necessary for me to learn how to deal with potential conflicts between what front line staff are saying, as compared to what administrators and management are saying about the structure, objectives, functions, and expected outcomes of the program. I might also be faced with

skepticism and resistance by people at various levels of the program or organization as I am involved in other evaluations in the future.

In future evaluations, I might need to balance potential differences in views held by the different end-users of the evaluation findings, with respect to the evaluation's purpose, goals, objectives and priorities. To a certain extent I was able to gain some of that experience in this evaluation. There are power differentials within the Committee, with some members being stronger in their opinions and in the amount of time they talk, as compared to others. During group meetings and the focus groups held with the Committee, I did make a conscious effort to try to ensure that everyone's voice was heard.

These types of disparities and issues were not significant challenges that I needed to deal with in this evaluation. The Committee was the only group of respondents I needed to consult with in conducting the evaluability assessment, and, by the end of the workshop we were able to come to consensus within the group with respect to its goal and objectives. When I consulted with the Committee during the outcome and process evaluation, there were differing views, but the Committee members were respectful in the way they presented and discussed their ideas. It is possible that the process that was used to collect the data (i.e. public meetings) helped to avoid some of the fractiousness in ideas that might have occurred using other data collection methods (e.g., individual interviews). During these public sessions, Committee members might have monitored their responses more than they would have if they had been meeting with me one-on-one. It is also possible that the group was respectful because it has had several years of experience in working together.

The Committee provided a great deal of co-operation, placed value on the process and findings of the research, and placed trust in me as an evaluator. From the reading I have done, however, I anticipate that differences in perspectives, differences in priorities, and potential resistance will be issues I will have to deal with in other evaluations with which I might be involved in the future. The process of drafting programs documents models in these situations will likely be more involved, and more challenging than was the case in the evaluation reported on here. As such, I will need to develop the skills necessary in order to deal with these challenges.

Comments on the Evaluation Process and Reflections on the Literature

Now that I have completed the evaluation, I have several thoughts and ideas with respect to the process, and the evaluation literature I consulted early on in the process. These comments and reflections center around the following four issues: ambiguity with respect to how to treat data extraneous to evaluation questions; lack of information in the literature about how to conduct an evaluability assessment; lack of information in the literature about how to evaluate a committee; and, challenges associated with fully implementing a utilization-focused approach. These are areas where I think the literature could benefit from fuller descriptions, and, from the work that was done in this evaluation.

Data Extraneous to Evaluation Questions

As I was analyzing the qualitative data, I wondered about what I should be doing with the information that was gathered from evaluation participants that was not immediately relevant to the questions under investigation. I was unclear as to whether it should be the evaluator's role to make the Committee aware of these types of questions

and responses from interviewees, and I could not find any suggestions in the literature about how an evaluator might deal with this information. If the groups under investigation had been larger, it would have been important to raise the issues and questions with the Committee, so that we could discuss the possibilities for how to deal with this information (e.g., change the nature of the questions under investigation, or add a question in future interviews). This process would not have been particularly effective in this case, however, where the number of people being interviewed in each group was relatively small.

Conducting an Evaluability Assessment

The information I found on evaluability assessments, particularly in the books by Rutman (1980), Wholey (1983), and Rush & Ogborne (1991), was useful. The books provided me with enough information that I could use to modify the models described for my own purposes, but this information was not comprehensive. These books provided descriptions of the general types of activities that should be included in an evaluability assessment, but did not provide many examples or suggestions for the steps an evaluator might take in following through on those activities. In particular, the books did not provide any information about how an evaluator might conduct an evaluability assessment with a group. The ideas I developed for how to proceed with the evaluability assessment came from discussions with work colleagues, fellow students, and my advisor. I drew on my own limited experiences with strategic planning processes, and used ideas and methods that I thought had worked well in other settings. I adapted those ideas and methods to suit the needs of this evaluation, and ended up conducting a

participatory evaluability assessment workshop followed by intense meetings with the Evaluation Sub-Committee.

I successfully combined the information from these three books to assist me during the evaluability assessment. I used Rush and Ogborne's (1991) suggestion of slotting outputs in between the objectives and expected outcomes in the evaluable model, which was an enhancement to Wholey's model. I also incorporated logic, as described by Wholey (1983), into the evaluable model, by slotting it in between the functions and expected outcomes. I found this to be an important piece of the puzzle. As a way to help the Evaluation Sub-Committee members to identify what the expected outcomes should be, I often referred them back to the logic behind the functions. I incorporated an exploration of both of these pieces, i.e. the outputs and the logic, within Rutman's (1980) framework for how to conduct an evaluability assessment. The result was a comprehensive evaluable model, that accurately described the activities and outputs of the Committee and the reasoning behind why it was engaging in those activities. All the information required to conduct the outcome and process evaluation was presented in one well-organized, comprehensive document.

Evaluating a Committee

When I first embarked on this project, I could find little information and few examples in the literature of evaluations of committee outcomes or processes. Within the public accountability literature, there was some information on Board functioning. I was able to successfully adapt the information I could find for the purposes of this evaluation. As previously described, I was able to use existing literature to work with the Committee as a group to develop an evaluable model. For use in the process evaluation, I developed

a model of successful committee functioning against which the Committee's processes could be evaluated. I am hopeful that the experience I have gone through together with the Committee, and the data collection methods I used and materials I developed (particularly the questionnaire, interview guides, and Process Checklist), will be of use to others trying to conduct similar evaluations in the future.

Implementing a Utilization-Focused Approach

Utilization-focused evaluation is not a type of evaluation that receives a great deal of attention in the literature. I could only find a few references to it the books, journals, and databases I searched. In trying to use this approach fully, I did encounter some challenges. As a result, I was only able to partially implement the approach; not all end-users of the evaluation were consulted at all stages of the process, as is recommended in the literature. In this evaluation, the end-users were the funder, and the Committee. I previously noted that the funder chose not to participate in the planning or implementation of the evaluation. Because previous invitations to participate had been declined, the funder's feedback was not solicited during the report writing phase. I also noted that the Committee was not closely involved in the interpretation of the findings and development of the recommendations. This was partly due to time constraints, but also partly because I was unclear about what type of role the Committee members should play in the interpretation of the findings and the development of the recommendations, and how strong that role should be. In the literature, writers like Patton (1986) only discuss one side of the issue, i.e. the need for users to be involved in order to increase the utility of the results. I knew it was important for them to be involved, but I also wondered about the potential for bias to be an issue. It is not likely that groups can put

aside their own interests, and contribute to an evaluation of themselves in a completely objective way. This seems to be the greatest challenge of the utilization-focused approach, but the literature did not help me sort out how to achieve the balance between encouraging Committee involvement, and trying to maintain some objectivity. I am suggesting here that a useful role for an evaluator to play is to recognize those potential biases, in the beginning and throughout the process, and to point them out to the group guiding the evaluation. Even though Committee members should be highly involved in steering the process, however, it is also appropriate and important for the evaluator to give his/her opinion and point out areas where he/she disagrees with what the group might be saying.

Another limitation of the approach is that certain conditions must be present in order for it to be successful. In this case, the fact that I was able to implement a utilization-focused approach, even if only to a limited extent, was possible largely because I was working under relatively ideal conditions. First, at the outset, the Committee expressed a strong desire to produce a thorough, honest evaluation that would help it make decisions about its future. Second, the Committee was willing to invest a great deal of time and energy working with me to provide both direction on the evaluation plan, and answers to the evaluation questions. If either one of these two conditions had been absent or lacking, it would have made it extremely difficult to conduct a utilization-focused evaluation.

REFERENCES

Babbie, E. (1990). *Survey research methods* (2nd ed.). Belmont, CA: Wadsworth.

Bormann, E. & Bormann, N. (1980). *Effective small group communication.* Minneapolis, MN: Burgess.

Bouma, G. (1996). *The research process.* Oxford, England: Oxford University Press.

Bourque, L. & Clark, V. (1992). *Processing data: The survey example.* London, England: Sage.

Brown, R. & Braskamp, L. (1980). Summary: Common themes and a checklist. In L. Braskamp & R. Brown (Eds.), *Utilization of evaluative information* (pp. 94-97). San Francisco, CA: Jossey-Bass.

Caudle, S. (1994). Using qualitative approaches. In Wholey, J., Hatry, H. & Newcomer, K. (Eds.), *Handbook of practical program evaluation.* San Francisco, CA: Jossey-Bass.

Corbeil, R. (1989). Improving federal evaluation planning. *The Canadian Journal of Program Evaluation*, *4*, 23-28.

Dillman, D. (2000). *Mail and internet surveys: The tailored design method.* New York, NY: John Wiley & Sons.

Easton, V. & McColl, J. (2002). *Statistics glossary v1.1.* Retrieved July 5, 2002, from http://www.stats.gla.ac.uk/steps/glossary/nonparametric.html#wsrt

Eng, E., Salmon, M. & Mullan, F. (1992). Community empowerment: The critical base for primary health care. *Family and Community Health*, *15*(1), 1-12.

Florin, P. & Wandersman, A. (1990). An introduction to citizen participation, voluntary organizations, and community development: Insights for empowerment through research. *American Journal of Community Psychology*, *18*(1), 41-53.

Fowler, J. & Mangione, T. (1990). *Standardized survey interviewing: Minimizing interviewer-related error.* London, England: Sage.

Gabor, P., Unrau, Y. & Grinnell, R. (1998). *Evaluation for social workers: A quality improvement approach for the social services.* Boston, MA: Allyn & Bacon.

Gillham, B. (2000). *The research interview.* London, England: Continuum.

GraphPad Software Inc. (2002). *Interpreting Friedman's test.* Retrieved July 5, 2002, from http://www.graphpad.com/articles/interpret/ANOVA/friedmans.htm

Greene, J. & McClintock, C. (1991). The evolution of evaluation methodology. *Theory into Practice*, *30*(1), 13-21.

Health Canada. (2002). Population Health. Retrieved July 12, 2002 from http://www.hc-sc.gc.ca/hppb/phdd/

Herman, Robert D. & Associates. (1994). *The Jossey-Bass handbook of nonprofit leadership and management.* San Francisco, CA: Jossey-Bass.

Humphries, S. (2001). *Effective Committees.* Retrieved August 5, 2001, from http://www.gov.on.ca/OMAFRA/english/rural/facts/94-015.htm

Huxham, C. (Ed.) (1996). *Creating collaborative advantage.* London, England: Sage.

Kettner, P., Moroney, R. & Martin, L. (1990). *Designing and managing programs: An effectiveness-based approach.* London, England: Sage.

Kretzmann, J. & McKnight, J. (1993). *Building communities from the inside out.* Evanston, IL: Northwestern University, Center for Urban Affairs and Policy Research.

Manitoba Centre for Health Policy and Evaluation. (November, 1994). *Report on the Health Status, Socio-Economic Risk, and Health Care Use of the Manitoba Population, 1992-93.* Winnipeg, MB: Author.

Mason, J. (1996). *Qualitative researching.* London, England: Sage.

McNamara, C. (2001). *Basic guide to program evaluation.* Retrieved January 5, 2001, from http://www.mapnp.org/library/evaluatn/fnl_eval.htm

Montelpare, Dr. W. (2002). *Nonparametric statistics.* Retrieved July 5, 2002, from http://www.lakeheadu.ca/~kinesiology/Wmontelp/mannWhit/tsld002.htm

Morgan, D. (1998). *The focus group guidebook.* London, England: Sage.

Owen, John M. (1993). *Program evaluation: Forms and approaches.* St. Leonards, Australia: Allyn & Bacon.

Patton, Michael. (1986). *Utilization-Focused Evaluation* (2nd ed.). Beverly Hills, CA: Sage.

Patton, M. (1990). *Qualitative evaluation and research methods* (2nd ed.). Beverly Hills, CA: Sage.

Rissel, C. (1994). Empowerment: The holy grail of health promotion? *Health Promotion International*, *9*(1), 39-47.

Rossi, P. & Freeman, H. (1993). *Evaluation: A systematic approach.* Newbury Park, CA: Sage.

Rush, B. & Ogborne, A. (1991). Program logic models: Expanding their role and structure for program planning and evaluation. *The Canadian Journal of Program Evaluation*, *6*(2), 95-106.

Rutman, L. (1980). *Planning useful evaluations: Evaluability assessment.* Beverly Hills, CA: Sage.

Rutman, L. (1984). *Evaluation research methods: A basic guide.* Beverly Hills, CA: Sage.

Schön, D. (1983). *The reflective practitioner: How professionals think in action.* New York, NY: Basic Books.

Shelton, M. & Bauer, L. (1994). *Secrets of highly effective meetings.* Thousand Oaks, CA: Corwin Press.

Social Planning Council of Winnipeg. (1995, September). *An integrated community approach to health action: A proposal to Health Canada - the health promotion contribution program.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg. (1998). *An integrated community approach to health action: A Practical Guide to Building Healthy Communities.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg. (1998, May). *An integrated community approach to health action: Evaluation findings and lessons learned.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg. (1998, September). *A coordinated/resource capability to neighbourhood projects – using an integration community approach to health action model: A Proposal to Health Promotion & Programs Branch Manitoba/Saskatchewan Region Health Canada.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg. (2000, May). *Tools in the hands of communities: Planning and working at the neighbourhood level.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg (2000, June). *Conference paper: Building and sustaining neighbourhood capacity.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg. (2000, December). *Building sustainable neighbourhoods: Proceedings from the June 15 & June 16, 2000 conference.* Winnipeg, MB: Author.

SPSS Inc. (1999). *SPSS Base 9.0 Applications Guide.* Chicago, IL: Author.

Stewart, D. & Shamdasani, P. (1990). *Focus groups: Theory and practice.* London, England: Sage.

Swift, C. & Levin, G. (1987). Empowerment: An emerging mental health technology. *Journal of Primary Prevention*, *8*, 71-94.

Tropman, J.; Johnson, H. & Tropman, E. (1992). *Committee management in human services: Running effective meetings, committees, and boards.* Chicago, IL: Nelson-Hall.

Wallerstein, N. (1992). Powerlessness, empowerment, and health: Implications for health promotion programs. *American Journal of Health Promotion*, *6*, 197-295.

Wharf, B. (1992). *Communities and social policy in Canada.* Toronto, ON: McClelland & Stewart.

Wholey, J. (1979). *Evaluation: Promise and performance.* Washington, DC: The Urban Institute.

Wholey, J., Hatry, H. & Newcomer, K. (Eds.). (1994). *Handbook of practical program evaluation.* San Francisco, CA: Jossey-Bass.

APPENDIX A: JOINT-FACULTY RESEARCH ETHICS BOARD APPROVAL CERTIFICATES

APPROVAL CERTIFICATE

06 March 2001

TO: **Tannis Cheadle** **(Advisor S. Frankel)**
Principal Investigator

FROM: **Wayne Taylor, Interim Chair**
Joint-Faculty Research Ethics Board (JFREB)

Re: **Protocol #J2001:016**
"An Evaluation of the Coordinated Community Capacity Building Committee"

Please be advised that your above-referenced protocol has received human ethics approval by the **Joint-Faculty Research Ethics Board**, which is organized and operates according to the Tri-Council Policy Statement. This approval is valid for one year only.

Any significant changes of the protocol and/or informed consent form should be reported to the Human Ethics Secretariat in advance of implementation of such changes.

AMENDMENT APPROVAL

22 March 2002

TO: **Tannis Cheadle**
Principal Investigator

FROM: **Wayne Taylor, Chair**
Joint-Faculty Research Ethics Board (JFREB)

Re: **Protocol #J2001:016**
"An Evaluation of the Coordinated Community Capacity Building Committee"

This will acknowledge receipt of your e-memo dated 19 March 2002 requesting amendment to the above-noted protocol.

Approval is given for this amendment. Any other changes to the protocol must be reported to the Human Ethics Secretariat in advance of implementation.

APPENDIX B: DRAFT PROGRAM DOCUMENTS MODEL - FOR DISCUSSION AND USE IN THE EVALUABILITY ASSESSMENT

OBJECTIVES, FUNCTIONS AND EXPECTED OUTCOMES OF THE COMMITTEE

GOAL OF THE COMMITTEE

To support the project sites in their efforts towards greater sustainability (and to ensure the long-term maintenance of the community capacity building concept) by providing a resource/coordinating function to communities currently using this approach and to those expressing interest in doing so, and by promoting the concept to a broader range of stakeholders.

OBJECTIVES	FUNCTIONS	EXPECTED OUTCOMES
1. To promote the exchange of information between committee members	Provide forum for project partners to discuss their own situation and to receive feedback and suggestions for the future	• Project partners received feedback and/or suggestions from the committee that was useful for their community/organization • Project partners were able to transfer the knowledge they learned in the committee back to their community/organization
	Develop "how to" manuals for specific activities within projects (e.g., "how to develop and maintain a local job bank)	• Manuals for specific activities were developed that project partners were able to apply to their community
	• Provide forum for project partners to receive support and encouragement for their efforts • Provide forum for project partners to share information about struggles or barriers in communities	• Project partners felt supported and encouraged to continue their efforts
	Assist participants with making linkages between social agencies, groups or individuals	• Committee members formed relationships with people/organizations outside the community as a result of the work of the committee
2. To promote the collection of best practices information related to community capacity building	Provide project partners an opportunity to share best practices that are taking place in their communities	• Project partners applied information they learned from the committee about best practices to their community
	Examine community capacity building best practices in other jurisdictions	• Project partners applied information they learned from the committee about best practices in other jurisdictions to their community/organization
3. To assist communities in addressing the issue of sustainability	Assist partners and new communities in securing funds	• The committee was helpful in assisting partners and new communities to secure funds

	Build on lessons learned from ICAHA and utilize the evaluation findings to inform efforts to stabilize communities	• The concept of sustainability was further clarified by the committee • Project partners improved their understanding of sustainability and what it takes to achieve it • Involvement in the committee helped project partners improve the sustainability of their community (i.e. they changed the way they did things in their community as a result of being involved with the committee)
	Assist communities in addressing specific issues related to a community's ability to increase its sustainability (e.g. disincentives while on EIA, services for special needs children)	• Communities addressed specific issues related to their sustainability
4. To promote the community capacity building approach to a wide spectrum of stakeholders	Organize public forums	• Public forums organized and well attended • Attendees found forums useful
	Organize community capacity building conference	• Capacity building conference held • Attendees found conference useful • Conference sent a clear message to communities about what capacity building is • Conference provided organizations with enough information to be able to begin the process of community capacity building
	Oversee the development of a resource guide	• Resource guide developed and distributed • Committee found resource guide useful • Recipients of resource guide applied some of the information to their community/ organization
	Hold meetings with stakeholders (businesses, government, service clubs, funders)	• Meetings held with business • Meetings held with government • Meetings held with service clubs • The approach was promoted and clearly explained in meetings with stakeholders • Meeting participants expressed greater understanding of and appreciation for the capacity building approach as a result of those meetings • Meeting participants took some action with respect to capacity building as a result of those meetings • Meeting participants changed their views on how private/voluntary/government funds should best be distributed and utilized

5. To actively encourage communities not represented on the committee to use a capacity building approach	Identify and invite neighbourhoods which are known to have conditions of impoverishment to participate on the committee	• New neighbourhoods were approached to participate on the committee and they did participate • The neighbourhoods that participated found the exercise useful for their community • New communities began to use the community capacity building model
6. To act as a resource for community capacity building information to the general community and to new sites wanting to use such an approach	Respond to inquiries for information	• Communities/organizations that requested information on the capacity building approach received appropriate information in a timely manner
	Link interested sites with sites who have had some experience and success using the approach	• Communities/organizations that expressed an interest in the capacity building approach were linked with other sites that have had some success with it

APPENDIX C: THE COORDINATED COMMUNITY CAPACITY BUILDING COMMITTEE - EVALUABILITY ASSESSMENT, OUTCOME AND PROCESS EVALUATION

EXECUTIVE SUMMARY

The purpose of this evaluation was to demonstrate accountability by providing information to the Coordinated Community Capacity Building Committee and Health Canada about the Committee's processes, activities, outputs, and outcomes. It was also intended to improve the effectiveness of the Committee. The Committee's strengths and weaknesses were to be examined, and this information was to be used together with other evaluation findings to help the Committee and the funder make decisions about its future. The evaluation covered the time period from the Committee's first meeting on March 5, 1999 through to, and including, the November 16, 2000 meeting.

The evaluation was conducted in three phases as follows: an *Evaluability Assessment* to develop an evaluable model; an *Outcome Evaluation* to determine whether the Committee did what it said it would do and whether it achieved the results it expected; and, a *Process Evaluation* to determine whether the Committee was structured and functioned in such a way that it had a reasonable chance of achieving its goals and objectives. The Evaluator worked closely with a sub-group of the Committee (the Evaluation Sub-Committee) to identify key evaluation questions. The data collection methods used included the following: one group meeting; two questionnaires; a checklist; two focus groups; several individual interviews; a content analysis of several documents; a media search; and, documentary reviews.

The outcome evaluation findings demonstrated that the Committee was successful in achieving all five of its broad objectives. The outcomes that were *fully* achieved within those objectives were as follows:

- Groups with a common approach to neighbourhood development participated on the Committee;
- Committee meetings were frequent and well attended;
- Information was shared among community groups at the Committee;
- Committee members became more comfortable with community capacity building, and developed a common understanding of the concepts;
- Partnerships and relationships were formed as a result of the Committee's existence;
- Individuals' and communities' support networks and knowledge bases increased;
- Communities experienced expanded access to resources and worked cooperatively;
- The degree and spectrum of participation broadened within communities;
- A broad spectrum of people attended a conference sponsored by the Committee on building sustainable neighbourhoods;
- Conference participants understood and remembered the concepts discussed at the conference;
- The conference enhanced participants' knowledge of community capacity building concepts;
- A majority of conference participants:
  - Applied their learnings in their work roles,

  - Connected with other attendees after the conference to work collaboratively,
  - Found the conference materials and information sharing methods useful, and,
  - Expressed a desire to build on what they learned at the conference;
- Other groups agree with the Committee that training is needed to enhance the sustainability of community capacity building efforts;
- Governments and funders include elements of community capacity building in their funding criteria;
- Meetings between individual Committee members and funders had positive outcomes;
- Social Planning Council staff efforts to help communities access funding had positive outcomes;
- A model of sustainability was developed, shared, and enhanced;
- The model of sustainability is being used successfully by community groups;
- Community capacity building concepts were incorporated into documents and work outside the scope of the Committee; and,
- Individual communities used the media effectively to promote community capacity building.

The outcomes that were only *partially* achieved were as follows:

- The participation base of the Committee was broadened only marginally;
- Community updates were shared infrequently at Committee meetings;
- The profile and credibility of community capacity building work was slightly enhanced;
- Funding levels and duration, and funder awareness of community capacity building increased marginally;
- Funders had difficulty describing an appropriate balance of conventional human services and community capacity building;
- Few funders attended the conference;
- Speakers at the conference addressing the need to balance funding community capacity building with funding other community services made their points effectively, but were not influential;
- Recipients of Committee documents had limited memory of this information;
- Committee meetings with funders and provincial government representatives were useful, but not influential;
- Community members found only certain aspects of *An Integrated Community Approach to Health Action: A Practical Guide to Building Healthy Communities* (a document produced by the Committee that describes the concepts of communityc capacity building and provides descriptions of some communities' experiences) to be useful;
- Limited training in community capacity building was provided by some member communities; and,
- Some communities developed limited public education strategies.

The few outcomes that were *not* achieved were as follows:

- Committee material sent to provincial government representatives and funders did not significantly affect their thinking or behaviour with respect to funding community capacity building;
- The Committee did not meet with representatives from the federal or municipal governments, or the business community;
- Training in community capacity building was discussed, but not provided directly by the Committee; and,
- The Committee did not use the media effectively to educate the public about community capacity building.

The process evaluation findings showed that the Committee functions very well. Evaluation participants did identify a few areas, however, where improvement could be made, as follows:

- The Committee has not spent enough time articulating its goals and considering its structure;
- There presently is no method for the Committee to evaluate itself and its activities; and,
- Many groups and organizations are not familiar with the work of the Committee.

Based on all of these findings, several recommendations are made about future Committee efforts and Committee processes. In terms of Committee *efforts*, it is recommended that the Committee:

- provide leadership and clarity about community capacity building concepts;
- act as a 'bridge' between community and government, and between community and funders;
- work/communicate more effectively with funders; and,
- consider the Committee's role in improving the coordination of community capacity building efforts, and providing training, mentorship, and other supports that communities say would be helpful.

In terms of Committee *processes*, it is recommended that the Committee:

- develop a strategic plan, and within that context:
  - reexamine the relationship between its goals, structure and processes;
  - consider reaching out to other 'communities,' and expanding its focus/membership;
  - provide information sharing/problem solving opportunities about sustainability issues among community groups at the Committee;
  - improve documentation of report distribution and media contacts/coverage;
  - consider its resources and ways to sustain itself;
  - build a capacity for self-evaluation;
  - examine how its work can be integrated more fully into the Social Planning Council; and,
  - develop a higher profile for itself and its work.

ACKNOWLEDGEMENTS

I would like to acknowledge the funder, the Health Promotion & Programs Branch - Manitoba/Saskatchewan Region of Health Canada, for supporting this important and valuable evaluation. I would also like to thank the members of the Coordinated Community Capacity Building Evaluation Sub-Committee for their time, energy and constructive feedback that contributed greatly to my learning, and to the quality of the evaluation process and results.

INTRODUCTION

This document reports the findings of an evaluation of the Coordinated Community Capacity Building Committee. The entire process began in September, 2000, when the Committee first began to discuss the purpose of and potential questions for an evaluation. In October, 2000, the Committee designated an Evaluator. In November, 2000, the Committee reviewed and approved the evaluation framework. Over the next year and a half the Evaluator worked closely with the Committee to plan and conduct an evaluation that would be of maximal use to the Committee and to Health Canada, the funder of the Committee and this evaluation.

The report is organized into six chapters. Chapter One outlines the evaluation framework, including the history of the Committee, and the purpose and scope of the evaluation. It also describes the evaluation approach, goals and objectives. The chapter ends with a description of the three phases of the evaluation. Chapter Two describes the process for the first phase of the evaluation, the evaluability assessment. The end result of this phase was the development of an evaluable model that was used as the framework to guide the evaluation. Chapters Three and Four describe the methodology and findings of the other two phases of the evaluation, the outcome and process evaluations. The findings of the outcome evaluation are divided into three groups, outcomes that were either fully achieved, partially achieved, or not achieved. The findings of the process evaluation provide answers to the priority research questions dealing with the functioning of the Committee, as identified by the Committee. Chapter Five is a discussion of the extent to which the evaluation objectives were met. Chapter Six outlines recommendations based on the findings presented in Chapters Three to Five. These recommendations are divided into two groups: future directions for Committee efforts; and, future directions for Committee processes. Finally, a list of references is included and a series of appendixes that provide more detail about evaluation procedures, data collection methods, and evaluation outcomes, are attached.

THE COORDINATED COMMUNITY CAPACITY BUILDING COMMITTEE: OUTCOME AND PROCESS EVALUATION

CHAPTER 1: EVALUATION FRAMEWORK

HISTORY OF THE COMMITTEE

The *Coordinated Community Capacity Building Committee* evolved from *the Evaluation and Coordinating Committee* established to guide the "Integrated Community Approach To Health Action" (ICAHA) project. It is important, therefore, to briefly examine the history and background of the earlier project.

ICAHA was a three-year pilot project that began in 1995. It was funded by Health Canada's Health Promotion Contribution Program, and coordinated by the Social Planning Council of Winnipeg. The project involved citizens from three disadvantaged communities in Manitoba building on their capacities to create stable and sustainable neighbourhoods. The project was based in two Winnipeg neighbourhoods, William Whyte and West Broadway, as well as in The Pas. These sites were selected because of the many disadvantages that people in these communities face, resulting in adverse social, economic and physical conditions.

Within the ICAHA project, the general functions of the Social Planning Council were to include overall coordination, information dissemination and evaluation services. The Social Planning Council convened regular coordinating meetings of the participating agencies, staff and residents as a means to support the resource function to the neighbourhood sites. This Committee was called the *ICAHA Evaluation and Coordinating Committee.* Through the outreach and promotional work of the Evaluation and Coordinating Committee, several other communities became aware of the community capacity building work that was being done in Manitoba. Near the end of the ICAHA project, St. Matthews-Maryland Community Ministry and Chalmers Neighbourhood, two groups interested in using this approach to community development, received funding support from the United Way of Winnipeg, and began to participate actively on the Evaluation and Coordinating Committee.

An evaluation of the ICAHA project found that "the work of the Social Planning Council in organizing and coordinating the project partner discussions and supporting information sharing was of considerable value to the overall project" (Social Planning Council, May, 1998, p.54). It was imagined that continuing to have that role played would help the sites build on the success they had already achieved.

As such, in a proposal to Health Canada submitted on September 23, 1998, the three original ICAHA project neighbourhood sites (Andrews Street, West Broadway and The Pas), St. Matthews-Maryland, Chalmers Neighbourhood and the Social Planning Council requested funds to provide a coordination/resource function to the current sites and any new neighbourhoods which might want to utilize a community capacity building model.

The proposal was successful, and a committee was struck as the mechanism to move the project forward. The five project sites were brought together. At the inaugural meeting of March 5, 1999, the group agreed its name would be the *Coordinated Community Capacity Building Committee*. The Committee has been meeting regularly since that time. Even though its funding ended in the spring of 2000, and the Committee does not currently have a budget, it continues to do as much work as it can.

PURPOSE OF THE EVALUATION

The purpose of the evaluation was to demonstrate accountability and improve the effectiveness of the Coordinated Community Capacity Building Committee (to be referred to as "the Committee" from this point on).

This evaluation was intended to provide information to the Committee and Health Canada about the Committee's processes, activities, outputs and outcomes. In conducting this study, a description and explanation of the Committee's activities were to be provided, and the Committee's strengths and weaknesses were to be identified. This was intended to serve as a demonstration of accountability to the funders and to the Committee for the way in which the Committee's time and resources have been spent. The Evaluator planned to work closely with the Committee to identify priority areas and key questions for the evaluation. Recommendations based explicitly on evaluation findings were to be made regarding how the Committee's processes and activities could be linked more closely with its desired goals and objectives. It was anticipated that the recommendations would function as a springboard for debate within the Committee about how the findings can be applied to improve the Committee's effectiveness (i.e. ability to achieve desired outcomes). Throughout the course of the evaluation, all of these purposes have been served.

SCOPE OF THE EVALUATION

The evaluation covered the time period from the Committee's inaugural meeting on March 5, 1999 through to and including the November 16, 2000 meeting, and addressed only the outputs and outcomes arising as a result of activities engaged in during that period. November 16, 2000 was chosen as the end point for purposes of this evaluation because it was the last meeting prior to the Committee approving the evaluation framework on December 20, 2000. It should be noted that this evaluation covered a time period that is slightly different from the Committee's funding period, because the Committee continued to be very active after the funding expired. The evaluation does not address any of the activities or outputs of the former Integrated Community Approach to Health Action Evaluation and Coordinating Committee. The specific objectives, activities, processes, outputs, and outcomes that were evaluated were agreed upon in consultation with the Committee during the first phase of the evaluation.

EVALUATION GOAL

To record, describe, and assess the objectives, activities, processes, outputs and outcomes of the Committee by reviewing documentation and collecting data from present and past Committee members, relevant stakeholders and observers.

EVALUATION OBJECTIVES

1. To clarify the goal, objectives and activities of the Committee
2. To determine how the activities of the Committee were supposed to lead to the accomplishment of the goals and objectives
3. To identify expected outcomes and indicators based on objectives and activities of the Committee
4. To document and describe the outputs and outcomes of the Committee's role and activities
5. To determine whether outputs and outcomes were related to the specified goals and objectives of the Committee, and, if not, explain why not
6. To describe the structure and processes of the Committee
7. To examine the strengths and weaknesses of the Committee's processes and activities
8. To suggest areas of improvement for the Committee in terms of processes and activities (to link processes and activities more closely with the goals and objectives)
9. To make recommendations as to how the Committee can develop a self-evaluation capability

EVALUATION APPROACH

Utilization-Focused

The approach taken in this evaluation was one of being utilization-focused. This means that the evaluation was designed to maximize the usefulness of evaluation findings by focusing on the intended use by the intended users (i.e. the Committee and the funder). As Patton (1990) explains, in a utilization-focused approach to evaluation, the researcher must work closely with the intended users of the evaluation in making measurement and methods decisions so they understand the strengths and weaknesses of the data, and so that they believe in the data (p.126). A utilization-focused evaluation is designed to answer specific questions raised by those in charge of a program so that the information provided can affect decisions about the program's future. In this particular case, the evaluation was designed to answer priority questions identified by the Committee in order to ensure that the information that was provided would help the Committee and the funder make decisions about its future.

In order to support this approach, the Committee agreed that it would be useful to strike an *Evaluation Sub-Committee* to guide the evaluation in terms of doing some of the more detailed work required, making decisions at crucial stages of the project, and identifying key evaluation questions. The Sub-Committee consisted of four members of the larger

Committee and one ex-officio member (See Appendix 1 for the Sub-Committee's terms of reference.)

Phases of the Evaluation

Three phases were required to address Evaluation Objectives 1 through 7. These phases were as follows: an *Evaluability Assessment*, to develop program documents, program logic, and evaluable models; an *Outcome Evaluation*, to determine whether the Committee did what it said it would do and whether it achieved the results it expected; and, a *Process Evaluation*, to determine whether the Committee was structured and functioned in such a way that it had a reasonable chance of achieving its goals and objectives. Evaluation Objectives 8 and 9 were addressed after these three phases were completed, and were based on the evaluation findings.

CHAPTER 2: EVALUABILITY ASSESSMENT

A review was done of the original September 23, 1998 proposal to Health Canada, and minutes of all Committee meetings and quarterly reports from March, 1999 to November, 2000. This review found that while goals, objectives and activities of the Committee were suggested in the original proposal, they were not reviewed formally with the Committee, nor were any solid goals or objectives set by the Committee in its first few meetings. Some issues the Committee wished to address were discussed at the inaugural meeting, but not all were followed up in subsequent meetings. The Evaluator concluded that the goals and objectives of the Committee were not stated in sufficiently clear and explicit terms to enable an evaluation to take place. The review also found that the Committee appeared to change its focus and direction throughout this time period. For example, the Committee initially started out focusing on researching and discussing the utility of community development corporations, but then shifted towards exploring sustainability issues and developing a model of sustainability (See Appendix 2 for more detail about how the Committee's focus and direction changed over time.) For these reasons, an evaluability assessment prior to evaluation was necessary. An evaluability assessment determines if program goals objectives and activities are stated in sufficiently clear and explicit terms to enable an evaluation to take place (Rutman, 1984). If they are not, as in this case, it involves working closely with program representatives (i.e. the Committee) in defining and clarifying goals, objectives, and activities so that expected outcomes can then be articulated, against which the Committee can be evaluated (Gabor et al., 1998). An evaluability assessment of this nature will ultimately lead to a more relevant, credible and usable evaluation (Rutman, 1980).

The steps involved in an evaluability assessment as outlined in Rutman (1980, pp. 31-38) were tailored to suit this evaluation. The three main tasks involved in the evaluability assessment involved developing the following: a program documents model; an evaluable model; and, data collection tools. The mutually agreed upon evaluable model was the model upon which the outcome and process evaluations were structured, and upon which the data collection tools were based.

PROGRAM DOCUMENTS MODEL

A review of documentary material concerning the activities of the Coordinated Community Capacity Building Committee was done, and an overview of the Committee's goal, objectives, functions, and expected outcomes was developed and presented in chart format as the first step in the evaluability assessment (Rutman, 1980). This process revealed that, although it was possible to draft a model based on the documentation that existed regarding the Committee, the information was not stated in sufficiently clear and explicit terms to enable an evaluation to take place. It was necessary to develop a process for working closely with the Committee to clarify and provide more detail to the elements of the model.

EVALUABLE MODEL

The next step was for the Evaluator to work closely with the Committee to review and revise this model to ensure that it accurately reflected what the Committee was trying to achieve. During this phase, the Committee and the Evaluator also needed to determine the logic behind how the functions of the Committee were intended to lead to the accomplishment of the goals and objectives, and to identify expected outcomes and indicators based on those objectives and functions.

The Sub-Committee decided that bringing the full Committee together for a one-day workshop would be the most effective way to accomplish this task. The workshop included representation from all of the active members on the Committee. A combination of small group work and larger group discussions was used to assist the Committee in retrospectively identifying its goal, objectives and functions (See Appendix 3 for the workshop agenda.) The process of asking small groups to identify objectives and functions and then discussing those ideas as a larger group ended up being an effective way to engage participants that, in the end, produced the desired results. Participants indicated that they found the process informative and interesting, and that the opportunity to have discussion about the ideas being generated helped to stimulate their thinking.

Rather than presenting the program documents model to Committee members and asking them to react to it, the group was asked to generate the concepts and ideas themselves. This type of format provided greater opportunity for creative thinking and interaction, and was also effective at keeping participants interested in the process. The Evaluator used the program documents model to supplement and inform the discussion that took place at the workshop.

The evaluability assessment had to be done post hoc in the sense that Committee members were asked to search their memories to describe what they thought the Committee's original goals and objectives were when it first came together two years ago. The process was therefore limited by the capability of the human mind to retrieve memories accurately and in an unbiased way. The Committee already knew what it accomplished during its lifespan. In a subconscious but purely natural attempt to increase the congruence between the intended objectives of the Committee and the outputs that actually occurred, it was possible that Committee members might unintentionally provide biased descriptions about what the Committee originally wanted or intended to do. The Evaluator brought this bias to the attention of the Committee and asked Committee members to try to identify not what it actually *did* accomplish, but what it had originally *hoped* it would accomplish.

By the end of the workshop, the Committee had identified its goal (i.e. desired end-state), five objectives (pursued in order to achieve the goal), and several functions (engaged in as a way to achieve the objectives). The Evaluator then worked closely with the Evaluation Sub-Committee to discuss the results of the workshop and make minor

organizational and wording changes to the objectives and functions in this program documents model.

The Sub-Committee then helped to identify the logic behind how and why each of the functions identified was supposed to lead to the achievement of the corresponding objectives, and a program logic model (Wholey, 1979) was the result. As a way to identify the logic, Sub-Committee members were asked to look at each function, and explain why pursuing that particular course of action was supposed to lead to the achievement of the objective. Provided below is a sample item from the evaluable model, that shows how the information is organized in the model (see Figure 1).

Using this example, the Sub-Committee explained that the networking that took place in the Committee would help member communities expand their access to resources, and that this in turn would help lead to the objective of helping communities benefit from one another, because communities would experience more motivation, confidence, and effectiveness at the local level.

Figure 1: SAMPLE ITEM FROM EVALUABLE MODEL

OBJECTIVE #1: To offer a forum to community service groups to network and benefit from the experience of one another

FUNCTIONS	LOGIC	EXPECTED OUTCOMES	INDICATORS
Expand access to resources (human and financial)	When communities have greater access to resources and alternatives, as well as more developed networks, this can increase their motivation, confidence, and effectiveness at the local level	Outcome: Others doing similar work, or others interested in doing community capacity building work experienced expanded access to resources (human, financial, and government)	Committee members and community members report that, as a result of the work or existence of the Committee, they experienced expanded access to resources (human, financial, and government), and can provide examples

As the next step in the evaluability assessment process, the Sub-Committee worked with the Evaluator to identify expected outcomes for each of the objectives. Again, using this example, the Sub-Committee said that if the Committee were pursuing the function of expanding access to resources, the outcome it would expect would be that groups or organizations doing capacity building work would actually experience this expanded access. At other places in the evaluable model, 'outputs' are identified in addition to outcomes. Outputs are tangible, easily quantifiable items or activities produced or engaged in by the Committee (e.g., documents produced, or meetings held), whereas outcomes are more qualitative achievements (e.g., change in behaviour, increase in knowledge), that are the result of the Committee's outputs. Outcomes are either characterized as direct (i.e. they are attributed to the direct result of something the

Committee did), or indirect (i.e. they are the indirect result of something the Committee did, and mediated by some other process).

Finally, the group identified indicators for success (i.e. indicators that would need to be satisfied in order to be able to say the outcomes had successfully been achieved). The indicators ultimately became the key evaluation questions for investigation. During this process the Sub-Committee also identified specific informants to contact and methods to use in order to measure these indicators. Using the same example, the Sub-Committee said that one way it could be determined whether or not access to resources had been expanded, would be if the following outcomes were achieved: both Committee members and community members said that this was the case; these two groups attributed this increase to the work or existence of the Committee; and, these two groups were able to provide examples of this increase.

The result of this lengthy process for each and every objective and function, was the development of an evaluable model (see Appendix 23), against which the Committee could be evaluated (Rutman, 1980). This final, evaluable model, incorporated all the elements of the various revised program documents and logic models. It provided a constant reference point for keeping the evaluation focused.

DATA COLLECTION TOOLS

Based on the evaluable model, the Evaluator worked closely with the Evaluation Sub-Committee to develop several data collection tools (Rutman, 1980). These tools included the following: a questionnaire for conference participants; a questionnaire and checklist for Committee members; separate sets of focus group questions for Social Planning Council staff, community members, and the Committee; and, seven different interview guides for use with seven different groups of respondents.

CHAPTER 3: OUTCOME EVALUATION

An outcome evaluation is an evaluation that determines to what degree the program is meeting its overall program objectives (Gabor et al., 1998, p.18). By focusing on the program's objectives, we can be sure that we will not unnecessarily collect data about variables about which we do not wish to know. Relevant outcomes based on objectives were agreed upon during the evaluability assessment, and so were indicators to measure those outcomes. The outcome evaluation involved using the data collection tools to assess the indicators. In essence we were measuring the extent to which the Committee met its objectives.

When we look at the evaluation findings it becomes clear that the Committee did successfully achieve all of its objectives. Some of the individual functions were not fully achieved, but the five broad objectives were. Let us look in more detail at how the outcome evaluation was conducted and what the findings were.

DATA COLLECTION METHODS

In order to assess whether or not the Committee achieved its five objectives, the following data collection methods were used:

Conference Questionnaire

Because the *Building Sustainable Neighbourhoods* conference held in June, 2000 was one of the major accomplishments of the Committee, a significant portion of the evaluation focused on determining the outcomes of that event. A four-page questionnaire was developed to gather information about conference participants' ideas, opinions, feelings, learnings, and any future actions resulting from their participation in the conference (Babbie, 1990; Dillman, 2000). The Evaluator worked closely with the Sub-Committee to construct questions that addressed all of the indicators in the evaluable model that dealt with input from conference participants. As the questionnaire was being developed, several rounds of pretesting were conducted, using concurrent, think-aloud interviews, as well as retrospective interviews (Dillman, 2000) (See Appendix 5 for a copy of the conference questionnaire.)

In a series of closed and open-ended questions, the conference participants were asked:

- to provide information about their level of prior knowledge about community capacity building, and the number of community capacity building efforts in their neighbourhood;
- whether the conference was able to get the message out to participants about what capacity building is;
- whether they were able to take information from the conference and use it in their job or in the community, and, if so, which components were most useful; and,
- about their suggestions about how the conference materials and event could have been more effective.

The methodology for distributing the anonymous questionnaire was based on Dillman's *Tailored Design Method* for mail and internet surveys (Dillman, 2000). Dillman's research has shown that multiple, varied contacts are essential for maximizing response to mail surveys. Dillman's system of five compatible contacts was followed: a brief prenotice letter sent a few days prior to the questionnaire; a first questionnaire mailing; a reminder postcard a week later; a replacement questionnaire package three weeks after that; and, a final contact by telephone a week after the fourth contact. (See Appendix 4 for copies of the recruitment and reminder materials.)

The original conference registration list consisted of 248 people. This list included everyone who registered prior to the conference or at the conference. The names of 18 people were removed from the list because they were identified as people that would be interviewed face-to-face in the future. Questionnaires were sent to the remaining 217 people, for whom sufficient contact information could be found (this represented 88% of all registrants). During the distribution process, some previously missing contact information was found, but still other questionnaires were returned because they were sent to the wrong address. Seven people called to say they had not attended the conference. Ultimately, 47 names (19%) were removed from the original registration list of 248 because: a) we were going to interview them; b) we were unable to find addresses for them; or, c) they indicated they had not been at the conference. In total, responses from 201 people were anticipated. Ultimately, 95 questionnaires (or 47% of the expected total) were completed and returned (See Table 1 for a summary of this breakdown.)

Table 1

Questionnaires Sent/Received

Variable	N
Conference Registrants	248
Questionnaires Sent	217
Questionnaires Known to be Undelivered	16
Questionnaires Expected to be Returned	201
Questionnaires Actually Returned	95

Focus Group with Social Planning Council Staff

A focus group was conducted with three Social Planning Council staff who have knowledge about the Committee. Two staff were asked to describe who they met with in an attempt to help communities access funding, and to describe some of the results of those meetings. All three staff were asked whether and how information about

community capacity building that was a direct or indirect result of Committee work may have been incorporated into other Social Planning Council documents and projects. (See Appendix 6 for a sample of the consent forms used with focus group members and interviewees, and Appendix 7 for the interview guide.)

Focus Group with Community Members

Evaluation Sub-Committee members were asked to identify several people from various communities who have had experience with community capacity building efforts. The Sub-Committee members identified ten people from several Winnipeg communities and Portage La Prairie who they thought would be familiar with capacity building concepts, and would therefore be able to provide thoughtful and valuable feedback on the document produced by the Committee dealing with these concepts called *An Integrated Community Approach to Health Action: A Practical Guide to Building Healthy Communities*. Six people from five different communities in Winnipeg agreed to participate in such a discussion, and confirmed their attendance at a planned focus group session. Ultimately only three people from two Winnipeg communities were able to attend the focus group: two people from North Point Douglas and one person from William Whyte. The panel was asked questions of the following nature: whether they found the document easy-to-read and understand; whether they found it informative; and, whether they have used it in the past or would use it in the future as a reference in their day-to-day work. (See Appendix 8 for a complete list of focus group questions.)

Focus Group with Committee Members

In the original evaluation framework it was proposed that individual interviews would be conducted with all present and past Committee members, for both the outcome and the process evaluation. The development and distribution of the conference questionnaire was a longer process than anticipated, and took more of the evaluation's resources than originally anticipated. Since individual interviews with all Committee members would have also been a lengthy and time-consuming process, the Sub-Committee decided to collect the same information from the Committee using a focus group, questionnaire and checklist. The focus group was conducted with six Committee members to discuss both outcome and process related questions. These outcome related questions focused on the benefits of participating on the Committee. (See Appendix 9 for a complete list of focus group questions.)

Committee Questionnaire

A seven-page self-report questionnaire was administered to Committee members. The questionnaire included a combination of closed and open-ended outcome and process-related questions. The outcome-related questions were designed to generate information about the outcomes of the Committee's activities. These questions included topics such as: how the environment for community capacity building may have changed, and more specifically how the environment in their community may have changed in the last couple of years; and, the impact of the Committee on their work and on their community. (See Appendix 10 for a copy of the questionnaire.) Six questionnaires were completed and returned.

Individual Interviews with Four Different Groups

Interview guides were used to structure interviews with four different groups of people in order to ensure that respondents from each group were asked the same questions (Bouma, 1996, p.178). The four groups were as follows:

Community Members (Residents and Partners)

Interviews were conducted with nine community members (five residents and four partners) from the five communities most recently active on the Committee. The interviewees were identified by Committee members. Residents were informants who lived in the community and were knowledgeable about community capacity building efforts and the role of their community organization represented on the Committee. The partners were informants who represented organizations that had formed working partnerships with the community organizations. Both sets of interviewees were asked questions about their perceptions of the Committee, and how it may have directly or indirectly influenced the capacity building work being done in their community. The majority of the questions, however, focused on the capacity building work that is being done in their community, and some of the outcomes of that work (See Appendixes 12 and 13 for the interview guides and Appendix 6 for a sample of the interviewee consent form.)

Provincial Government Representatives

Two provincial government representatives who met with the Committee in August, 2000 were interviewed. The interviewees were asked questions about the following topics: their knowledge of and relationship to the Committee; their definitions of and funding practices with respect to community development and community capacity building; and, their views about the future role of the Committee (See Appendix 14 for the interview guide.) These two interviewees demonstrated that they were able to remember the meeting with the Committee quite well. They were also able to provide a great deal of input on the questions not dealing with that specific meeting.

Funders who Met with the Committee

Two funders who met with the Committee and Health Canada in January, 2000 were interviewed. The purpose of that meeting was for the Committee to seek advice and input from them regarding sustainability of the work that is being done using the capacity building model at the neighbourhood level. Neither one of the interviewees was able to remember the meeting with the Committee very well, but they were able to provide a great deal of input on the questions not dealing with that specific meeting. These interviewees were asked questions that were very similar to those posed to the provincial government representatives. (See Appendix 15 for copies of the interview guides.) Several attempts were made to arrange interviews with funders who did not meet with the Committee. Many of them were difficult to reach, and, the ones who were contacted, said they did not feel they could contribute to the evaluation in a meaningful way.

Community Development Experts

In the original evaluation framework it was proposed that individual interviews would be conducted with five local community development 'experts' (i.e. people with a great deal of practical knowledge about, and experience with, community development). After the evaluable model was finalized, it became clear that the information that was most desired from this group of informants was focused input on the Committee's *Conference Paper* and *Conference Report*. It was decided, therefore, that the most effective and efficient way to obtain this information would be to develop a model of sustainability based on the contents of these two documents (see Appendix 18), and construct a short interview guide (see Appendix 17) to elicit specific feedback about the model. Five experts were interviewed using these tools.

Content Analysis

A brief content analysis (Bouma, 1996, Patton, 1990) of Committee and Neighbourhoods Alive! documents was conducted in order to determine if a similarity exists in the use of community capacity building concepts and language. Neighbourhoods Alive! is a program funded through the provincial Department of Intergovernmental Affairs. It is a long-term, community-based, social and economic development strategy that supports, encourages and tries to coordinate community-driven revitalization efforts in a number of key areas including: housing and physical improvements; employment and training; education and recreation; and, safety and crime prevention. The program supports these efforts through funding and planning assistance to build on existing strengths and experiences of communities. Funding through this program is currently available to five priority communities in Manitoba (three Winnipeg communities, as well as Brandon and Thompson).

Four Committee documents were reviewed, including: the *Conference Paper*; the *Conference Report*; *Tools in the Hands of Communities – Planning and Working at the Neighbourhood Level*; and, *An Integrated Community Approach to Health Action - A Practical Guide to Building Healthy Communities*. A Neighbourhoods Alive! representative was asked to share any and all materials describing the program, and the following three Neighbourhoods Alive! documents that were provided and reviewed included: a Neighbourhoods Alive! brochure; a newsletter outlining the results of the Neighbourhoods Alive! forum held on June 14, 2001; and, information and guidelines to make a proposal to the Neighbourhood Renewal Fund through Neighbourhoods Alive!. The Neighbourhoods Alive! program was first launched publicly on June 28, 2000. The program's brochure was available at that time, and the Neighbourhood Renewal Fund guidelines were published shortly after that. The Committee's conference related documents were published around the same time as the Neighbourhoods Alive! material. The other two Committee documents were published prior to the Neighbourhoods Alive! material (*Tools in the Hands of Communities - Planning and Working at the Neighbourhood Level* was published in May, 2000, and, *An Integrated Community Approach to Health Action - A Practical Guide to Building Healthy Communities* was published in 1998).

Question on Neighbourhoods Alive! Forum Evaluation Form

In June, 2001, Neighbourhoods Alive! held a forum called *Mobilizing Neighbourhoods for Change* that featured workshops and presentations on community organizing, arts and culture, and neighbourhood safety. The Evaluation Sub-Committee felt that the participants at this forum might include a different range of people than those who attended the Committee's conference in June, 2000, and therefore might provide a different perspective from that of the conference participants on what type of community capacity building supports they desire. In an attempt to obtain the views of this audience regarding the types of supports for community capacity building people would like to see in the future, a four point rating scale question to that effect was included on the Neighbourhoods Alive! forum feedback form (See Appendix X for a copy of the question). This is an almost identical question to that included in the conference questionnaire. The wording of the instructions was modified slightly to be more consistent with the rest of the feedback form. As it turned out, the two events experienced similar attendance. The overwhelming majority of the 149 people who registered for the forum were from urban or rural community organizations or initiatives (e.g., residents' associations, renewal corporations, resource centres, community ministries), as was the case at the Committee's June, 2000 conference. Similarly, there were a few people representing various levels of government, direct service agencies, non-profit organizations, or university programs at both events.

Media Search

In order to determine whether or not any media stories about community capacity building concepts or local efforts were done during the period of the evaluation, a search was conducted of the Canadian Business and Current Affairs database. This database provides indexing to more than 220,000 articles per year, appearing in more than 200 Canadian business periodicals, 300 popular magazines, and ten newspapers, including the Winnipeg Free Press. A search was also done of EBSCO Host. Within EBSCO Host is a database called Canadian Newspaper Source, which is the largest collection of full text Canadian newspapers and newswires available in Canada. It indexes 100 full text regional newspapers and four major newswires, but it only indexes the Winnipeg Sun and not the Winnipeg Free Press. These two databases provide Canadian perspectives on current events, politics, business, and sports, and are the only tools available for searching major newspaper articles in Manitoba by subject. The Winnipeg Free Press and the Winnipeg Sun do not offer any opportunities for doing this type of search of their archived publications. It was not possible within the resources of this evaluation to do a manual search of copies of these two newspapers for the time period of the evaluation, as it would have involved scrolling through two years worth of daily publications for both newspapers. Because the June, 2000 conference was one of the main accomplishments of the Committee, however, a manual search of copies of the Winnipeg Free Press and Winnipeg Sun in the weeks prior to and following the conference was conducted. Finally, a search was also done of the Social Planning Council's communication files.

Documentary Review

For the evaluability assessment, and for several of the questions examined in the outcome evaluation (e.g., number of conference attendees, results of conference feedback form), it was necessary to review Committee-related documentation, including: agendas and minutes of Committee meetings; quarterly reports; proposals; letters; memoranda; the *Conference Paper* and *Conference Report*; and, conference feedback forms.

OUTCOME EVALUATION FINDINGS

Limitations of the Outcome Evaluation Findings

It is important to note that in examining whether or not the indicators for success were achieved, there were several limitations in the conclusions that could be drawn.

First of all, by the time data collection for the evaluation began, it had been well over a year since the meeting we asked the funders to reflect on had taken place. It had also been over a year since the conference we asked the conference participants to comment on had taken place. Participants were provided with information about the events to try to stimulate their memory in order to address this limitation.

Second, it was often difficult to disentangle the influence of multiple causes of a particular effect. It was difficult to determine whether observed outcomes were the result of Committee action or whether they were due to some other factor. For example, Committee and community members reported that the spectrum of participation in capacity building efforts had broadened within their neighbourhoods. A majority of respondents thought that the Committee might have contributed indirectly to this outcome through the partnerships and relationships that had been formed at the Committee level. It is possible, however, that this might not have been the case, and that in some communities this participation increased because of publicity and communication from organizations and individuals not involved with the Committee. It is possible to point to a relationship between the variables in these cases, but not make conclusions about cause and effect. In many cases we cannot say with certainty that the Committee's actions caused a particular outcome.

Similarly, it was often difficult to know in many cases whether Committee actions came before outcomes. Using another example, we observed a similarity in the use of concepts and language in Committee documents and Neighbourhoods Alive! materials. Not only is it difficult to determine if one set of material influenced the content of the other set, it is also difficult to determine the timing of events. It took several months to collect and compile the information and develop all of these materials, and several of these materials were being developed concurrently. It is difficult to determine, therefore, what kinds of opportunities there may have been for one set of materials to influence the other. Again, it is only possible to observe that a relationship exists, but not possible to make conclusions about the nature or direction of that relationship.

It should also be noted that there are potential limitations associated with interview data. We are limited by human beings' desire to be socially acceptable in interview settings (Bouma, 1996). For example, it is possible respondents intentionally or unintentionally withheld information or chose to answer in a way they thought would be desired by the interviewer. Interviewers tried to address this limitation by developing a trusting relationship with interviewees, so that the dialogue would be as open and honest as possible.

Finally, many of the indicators were imperfect or incomplete. For example, when we were asking community and Committee members whether communities had experienced expanded access to resources in the past couple of years, we had to rely on respondents' perceptions and memory of the resources that may have been received. In this case, we were not able to obtain a breakdown of dollar values related to these reported increases that would support or refute informants' responses. Wherever possible, several indicators of success were identified for particular outcomes that were more difficult to measure.

Strengths of the Outcome Evaluation Findings

All of the factors described above place limitations on the findings, but they are offset by the many advantages of the data collection methods utilized in this evaluation. First of all, both qualitative and quantitative approaches were used. A quantitative approach was used with conference participants in which a limited set of questions were asked, using categorical, yes/no, or rating style responses that were easy to tabulate and analyze. The *Tailored Design Method* (Dillman, 2000) used to design and distribute the conference questionnaires resulted in an excellent return rate for the surveys. The high return rate on the questionnaires (47% of expected total) provided us with a great deal of structured data from a large number of people, which in turn increased the generalizability of the results. Including open-ended questions on the questionnaire also provided us with the opportunity to get more detailed comments and suggestions from conference participants.

The qualitative data collected through focus groups, interviews, direct observation and written documents helped us to capture the rich details and descriptions required to describe the Committee's processes, activities, and outcomes as completely as possible (Patton, 1990). Many different stakeholders were interviewed, which provided us with a wide range of perspectives. In some cases different stakeholders provided very different views on the same issue, and in other cases several different stakeholder groups supported each other in that they provided remarkably similar views. Both types of information were extremely valuable in helping the Evaluator to draw conclusions from the findings. The interviews provided us with a full range and depth of information in response to the complex questions under investigation in this evaluation (Bouma, 1996). The interview guides helped us structure the interaction, and also provided us with an analytical framework for analysis (Patton, 1990, p.376).

The focus groups were an efficient way to obtain varied and deep information in a short time. They also allowed the researcher to interact directly with respondents, which provided opportunities for clarification or elaboration of responses. The focus groups

also allowed respondents to react to and build upon the responses of other group members (Stewart & Shamdasani, 1990, p.16). This in turn improved the quality of the results.

The intensive interviews and focus groups supplemented, and in many cases complemented the information gained through the questionnaires. These interactions with participants provide us with opportunities to ensure the questions were understood as intended, and allowed more room for ongoing alteration as the research proceeded (Bouma, 1996, p.174).

This sort of qualitative data gathering described above resulted in rich, detailed information that assisted the Evaluator in making relevant and specific recommendations, and will be extremely useful in helping the Committee make decisions about its future efforts and processes.

Organization of the Outcome Evaluation Findings

The results of the outcome evaluation to be presented next are organized by the five objectives identified in the evaluable model. The functions within those objectives had certain expected outputs and outcomes associated with them. These outputs and outcomes are presented according to how fully they were achieved. That is, they are grouped into one of the three following categories: "outcomes fully achieved;" "outcomes partially achieved;" and, "outcomes not achieved."

OBJECTIVE #1
To offer a forum to community service groups to network and benefit from the experiences of one another

In an attempt to achieve Objective #1, the Committee and its members pursued the following functions:

- Bringing together groups with a common approach to improving neighbourhood opportunities;
- Holding regular meetings;
- Encouraging member groups to work respectfully and cooperatively;
- Providing the opportunity for information sharing (written and verbal) amongst community groups;
- Taking steps to broaden the participation base of the Committee;
- Taking joint action (e.g., conference planning, working on sustainability issues);
- Conducting conferences and workshops so that networking and information sharing could occur; and,
- Providing opportunities to expand communities' access to resources.

As a result of engaging in these functions, the following outputs and outcomes were achieved:

Outputs/Outcomes Fully Achieved

Communities Experienced Expanded Access to Resources

One of the functions the Committee pursued was to expand individuals' and communities' access to resources, because it believed that when they have greater access to resources and alternatives, this can increase their motivation, confidence, and effectiveness at the local level. The findings showed that communities did experience expanded access to resources.

Four out of six Committee members who responded in the questionnaire (see Appendix 11 for results tables) indicated that their community has been receiving more resources (e.g., more people or more money) to do community capacity building work in the last couple of years. Three of these respondents indicated that grants had come from various private funders or from all three levels of government. All four respondents indicated that they thought their involvement with the Committee helped their community obtain these resources because they became acquainted with and known to funders, and therefore heard about opportunities and requests for proposals. One respondent said, "it helped because it broadened our base of strength," and also that the "discussions helped funders to choose a direction for their own work." Most respondents preferred not to indicate examples of resources or dollar values received, but one respondent said, "We have jumped from $2,000 per year to $100,000 in the last five years."

Of the nine community members interviewed, six members reported that their communities had experienced expanded access to resources over the past couple of years, particularly for initiatives that build human capital, like employment and training initiatives. The types of resources cited include: funding from various levels of government, groups (e.g., Kinsmen, Lions, churches) and individuals in their community; more dedicated staff from human service agencies (e.g., community development workers, public health staff); and, more residents being involved. Five of these six community members thought that this increase in resources was directly related to the work or existence of their community organization. One respondent said that this was achieved through the "drive" and "hard work" of the staff and resident volunteers. Three respondents said their community organization or particular representative had done a great deal of "networking," which helped to give others information about the organization, and increased the amount of donations their organization receives to run its programs. Another respondent noted that the existence of the community organization was "instrumental in providing a venue for people to work together." One respondent did not think his community organization helped to get funding into the community, but this respondent did say he thought the organization is "influential in making sure it is spent on increasing capacity." One respondent said that she did not think her community was getting more money. She went on to say, however, that she thought the community's resources were increasing, because community participation was increasing. She thought the organization played a critical role in increasing this participation. Another respondent said that although the "money is harder to get," the money coming in is being "funneled

better into community." He said further that this is because "residents are deciding how it is spent," and because their community representative has done "a wonderful job of finding that money."

The Committee played a direct role in helping communities to expand their access to resources. As Committee members became more familiar with and known to funders, and heard about funding opportunities and requests for proposals at the Committee level, they then took that information back and shared it with their communities. This, in turn, increased the number of opportunities that communities had in order to access more resources.

Community Groups Worked Cooperatively

The Committee believed that when groups work cooperatively, maximum participation from each member is promoted, the productivity of the group increases, and people feel less isolated. The Committee itself tried to work this way, and hoped that Committee members would go back to their communities and encourage their local groups to work in the same manner. The findings showed that communities do conduct their work in a cooperative way.

All community members reported that the work in their community is done cooperatively. Respondents provided many examples of cooperation between community organizations, churches, schools, service agencies and businesses, noting that they share ideas, hold events (e.g., barbecues), and address issues together (e.g., neighbourhood safety, graffiti). Most respondents also noted that cooperation has increased over the past couple of years. One respondent observed that just seeing schools and businesses and service agencies communicate is a big step, but noted further that, "there is still a lot of work to be done." Respondents also reported that organizations outside the community do not work as cooperatively with those inside the community as they might. Most respondents said that these partnerships should be strengthened, and that the outside organizations need "to consult more with the community."

Almost all community members reported that as a result of this cooperative work, residents feel more involved and part of the community building process compared to a few years ago. A couple of community members declined to comment because they felt they did not have enough knowledge of past events in order to be able to make that comparison. Evidence of increased involvement included: getting people to come to drop-in programs; increases in the number of volunteers involved in various programs (e.g., breakfast programs, skating rink); and, "people coming out of their shell and speaking out about their community." Several reasons were given for why resident involvement has increased. The most common reason respondents gave was that there are simply more opportunities now than there were in the past, such as more groups or initiatives to address specific issues, more workshops, and, more meetings. Several respondents thought residents are more involved because there is more information given to them about what is happening in their neighbourhood, which makes them feel less hopeless about things, and gives them ideas about how to be involved. One respondent

thought that involvement had increased partly because service providers had given people information about the kinds of programs and service they had a right to, which "gave the residents confidence to speak their minds more."

Many of the community members thought that the community organization helped increase this involvement because it did the following: actively recruited people and brought people and organizations together on issues (through word of mouth, phone calling, and publicity in posters or ad bags or local community newspapers); provided greater opportunity for people to become more involved (e.g., job postings or volunteer opportunities); or because the "actual physical place gave people somewhere to go to meet."

The Committee would have had an indirect influence in this process because, as Committee members indicated in the questionnaires and focus group, they transferred the things they learned at the Committee meetings (in this case, information about how to increase resident and community stakeholder participation) back to their communities.

The Degree and Spectrum of Participation Broadened within Communities

The Committee believed that if it took joint action, there would be less duplication of effort and energy, and that work would be done more effectively and efficiently because knowledge and resources would be shared. It was also anticipated that individuals' and communities' knowledge base would be expanded because the spectrum of groups and organizations involved in community capacity building would be broadened. The Committee thought that one way to measure whether or not this had happened would be to ask Committee and community members themselves whether or not the spectrum of participation had broadened within their communities. The findings showed that this was the case.

All six Committee members who responded in the questionnaire said they "agreed" or "strongly agreed" that this spectrum has broadened. Three of those respondents said they thought the Committee was at least partly responsible for helping to broaden this spectrum because Committee members came back and shared information with other agencies, community organizations and individuals in the community. Other respondents noted that other reasons for this might be because "it is the new way to go," and because "this is encouraged by the public sector agencies," although "the emphasis is still top-down in nature." Another respondent cautioned that, "there has been a significant increase in the use of community capacity building language, but not necessarily an integrating of the concepts."

The majority of community members reported that the degree and spectrum of participation has broadened within their communities over the past couple of years to include clubs, agencies, businesses, and service groups, where they were more likely to include more "traditional" groups in the past. One respondent further noted that "groups are not just sharing projects, they are sharing human resources among agencies as well." Most of these respondents went on to say that their community organizations have helped

increase the number and spectrum of groups participating at least to an extent, by inviting people into the process. These same respondents thought that their community representatives on the Committee probably contributed to this outcome as well both by actively encouraging relationship building in the neighbourhood, and also by forming relationships at the Committee level.

Partnerships and Relationships were Formed

The Committee also believed that taking joint action to accomplish its tasks would encourage the development of partnerships and relationships. As a result of the Committee taking joint action, partnerships and relationships were in fact formed between Committee members, and between community members, groups, organizations and agencies both within and outside the community. This conclusion is supported by the evidence provided next.

Four out of six Committee members who responded in the questionnaire indicated that, as a result of the work of the Committee, they had personally formed relationships with people or organizations within (e.g., schools and churches) and outside of their community. The outside relationships most often cited were those with other Committee members, and, in turn, with the organizations they represent. Respondents said these relationships were valuable because they were "helpful in building...perspective," and, "opened up sources of support that (they) were not aware of previously." Other outside relationships cited included ones with the Social Planning Council and with funders.

Five Committee members indicated that, as a result of the work of the Committee, their organizations had formed relationships with people or organizations within the community. Relationships with clinics, aboriginal organizations, churches and schools were most often cited as examples. These same five respondents said their organizations had formed relationships outside of the community and that this "provided (them) with the opportunity to meet with numerous politicians, fundraising bodies and other organizations dealing with community capacity building in some form." One respondent said these outside relationships had been formed, but he did not think this has resulted from the work of the Committee – he thought it was solely the result of the hard work of community members.

Five out of six Committee members who responded in the questionnaire indicated that they had personally worked together with other Committee members outside of the Committee. They said they had networked generally, and were also able to name specific projects in which they had collaborated (e.g., Elmwood and West Broadway partnered with the Community Education and Development Association on restorative-justice training).

Committee Members Became More Comfortable with Community Capacity Building Concepts

The Committee provided a forum for members to share information with each other as a way for the group as a whole and its members to increase its knowledge and

understanding of the concepts being discussed. Committee members in the focus group reported that the information shared at the Committee level did help them become more familiar and comfortable with community capacity building concepts. The group also agreed that it collectively "deepened" and "concretized" its knowledge and understanding. Several Committee members also reported that they received information as a result of being part of the Committee which they were able to use in their work with their communities (e.g., to "open up public dialogue" in the community).

Information was Shared Between Community Groups at the Committee

It was also expected that if information, (especially information about what works and what does not work with respect to community capacity building), was shared at Committee meetings, individuals would gain new ideas and perspectives, and they would be assisted in generating solutions to issues they raised. A documentary review found that Committee members shared information about the status of initiatives in their communities at only two of the first three Committee meetings. During this time period, however, although regular community status reports were not provided, Committee members did talk about particularly successful initiatives in their communities during discussions about sustainability.

Individuals' and Communities' Support Network and Knowledge Base Increased

One of the reasons the Committee took joint action to accomplish its tasks was because it wanted to broaden perspectives and expand the individual and collective knowledge base. It did this because it believes everyone has unique knowledge and experience to contribute. New and existing Committee members did report these outcomes as having been achieved. In the focus group meeting, Committee members agreed that "networking was particularly helpful," in terms of receiving support and advice. One respondent said, "you felt like you could go to other people on the Committee for support, knowing you could get a good shoulder to lean on." The group also talked about the value of having had experience to draw from, noting that they learned from each other even though members came from quite different places with different views. Several members indicated that by participating in the group they are now more aware of what is happening in other communities. Committee members in the focus group also said that the Committee exposed them to information and ideas they had not thought of before (e.g., the idea that people in a community might not be 'ready' for community capacity building and that there are various stages communities go through).

Groups with a Common Approach to Neighbourhood Development Actively Participated on the Committee

Groups with a common approach to improving neighbourhood opportunities for all citizens (as identified by the Social Planning Council and Committee members) were brought together, because it was assumed that groups with the same approach would provide each other with more focus. This would then maximize the benefit they received from participating on the Committee, and the Committee, in turn, would develop a common understanding of the community capacity building approach. One way of measuring whether or not this outcome was achieved was to look at how many original

and new communities who attended one meeting continued to actively participate on the Committee. A majority of the original and new communities/organizations who attended one meeting continued to actively participate on the Committee; between March 5, 1999 and October 12, 2000, all six of the communities originally invited to sit on the Committee continued to actively participate, and, after October 12, 2000, four of these original communities continued to participate.

Committee and Community Members Developed a Common Understanding of Community Capacity Building

It was also expected that when groups with a common approach to improving neighbourhood opportunities for all citizens were brought together at meetings, the Committee members would develop a common understanding about community capacity building, in terms of principles and approach, and that they might transfer this understanding back to their communities. Committee members indicated that over time, this common understanding was in fact developed. They were able to provide proof of this because they all identified several key features of the approach similarly. When Committee members were asked in a questionnaire to name the key principles on which their community capacity building work is based, four out of the five respondents who answered this question indicated that the principles of "empowerment," "community-directed decision making," "local planning," and "ownership of solutions," were key principles in their work. Other principles mentioned included, "taking a holistic approach," "building partnerships," "improving skills," "believing in residents' unique contributions," and "investing back into the community by investing in training residents." Although these latter principles were not listed by all respondents in the questionnaire, they are principles that came up often during both the evaluability assessment and the focus group session. The places Committee members said they got these ideas and concepts from included: John McKnight and other community development writers (e.g., Paulo Friere); "life experience;" "community residents;" "Social Planning Council teachings;" and "by networking with colleagues like people on the Committee."

Community members also provided definitions of community capacity building that were quite consistent with each other, and also with those of Committee members. The two components of the concept that were identified by almost all respondents included: "building on individual and community strengths;" and, "involving local resident in the identification of issues and solutions." Several respondents noted that all communities are unique, and that the process of community capacity building should be participatory. Several respondents also pointed out that community capacity building has to do with empowerment at two levels, building individual skills and also building the ability of groups of individuals to do things, and that it is important to address both.

Conference Enhanced Participants' Knowledge of Community Capacity Building

One of the many reasons the Committee hosted the conference was because it believed that community groups and individuals could maximize their education and expand their knowledge more intensely if a large forum was provided where networking and

information sharing could occur. This outcome was achieved. Overall, 80 people, or 95% of conference questionnaire respondents who answered this question said they "agreed" or "strongly agreed" that the conference provided them with knowledge and materials that helped improve their understanding of community capacity building (*Mdn* = 3) (see Table 2)[1].

Table 2

Extent to Which Conference Improved Participants' Understanding of Community Capacity Building: All Respondents ($N = 95$)

Agreement with Statement: "The conference provided me with knowledge and materials that helped improve my understanding of community capacity building"	*n*	Valid %	*Mdn*
(4) Strongly Agree	15	18	
(3) Agree	65	77	
(2) Disagree	3	4	
(1) Strongly Disagree	1	1	
Missing	11		
Total	95	100	3

Within that broader outcome, the Committee hoped the conference would help people with low levels of knowledge about community capacity building improve their understanding of the concepts, so that they could then be equipped to begin such efforts. This outcome was achieved. Fourteen conference questionnaire respondents said that prior to the conference their level of knowledge about community capacity building was either "low" (10 respondents) or "very low" (4 respondents). Of the 12 respondents who answered the question, 100% "agreed" or "strongly agreed" that the conference provided them with knowledge and materials that helped improve their understanding of community capacity building (*Mdn* = 3) (see Table 3).

[1] Forty people elaborated on this item of the conference questionnaire. Of those 35 respondents who indicated that it had improved their understanding, the majority of them (28) said that it "enhanced and supported previous knowledge," so that their understanding of the concepts was "deepened" rather than changed. Several respondents (5) said they were able to take information they learned from the participating communities and apply it in their own communities and their jobs. Six people were particularly impressed with the Tom Mosgaller presentation.

Table 3

Extent to Which Conference Improved Participants' Understanding of Community Capacity Building: Only Respondents who had "Low" or "Very Low" Levels of Prior Knowledge ($N = 14$)

Agreement with Statement: "The conference provided me with knowledge and materials that helped improve my understanding of community capacity building"	*n*	Valid %	*Mdn*
(4) Strongly Agree	4	33	
(3) Agree	8	67	
(2) Disagree	0	0	
(1) Strongly Disagree	0	0	
Missing	2		
Total	14	100	3

It was further hoped that the conference would help not only those with limited knowledge of community capacity building improve their understanding of the concepts, but also help those who rated their knowledge about community capacity building prior to the conference as being "high" or "moderate." This outcome was also achieved. Eighty conference questionnaire respondents said that prior to the conference their level of knowledge about community capacity building was either high (25 respondents) or moderate (55 respondents). Of the 71 respondents who answered the question, 95% "agreed" or "strongly agreed" that the conference provided them with knowledge and materials that helped improve their understanding of community capacity building (*Mdn* = 3) (see Table 4).

Table 4

Extent to Which Conference Improved Participants' Understanding of Community Capacity Building: Only Respondents who had "Moderate" or "High" Levels of Prior Knowledge ($N = 80$)

Agreement with Statement: "The conference provided me with knowledge and materials that helped improve my understanding of community capacity building"	*n*	Valid %	*Mdn*
(4) Strongly Agree	11	15	
(3) Agree	56	80	
(2) Disagree	3	4	
(1) Strongly Disagree	1	1	
Missing	9		
Total	80	100	3

Committee Meetings were Frequent and Well-Attended

Regular meetings were meant to provide a guideline and framework in order for the Committee to get its work done and for communities to meet and share information. Regular meeting times were set so Committee members could plan around them and attendance would be enhanced. Committee meetings were very well attended. Between March, 1999 and November, 2000, it was expected that quarterly meetings would be held, totaling approximately eight meetings. The Committee actually met much more frequently than that (fifteen times in almost two years). At thirteen of those meetings, 70% or more of the active communities were represented by at least one person. There were six active communities prior to October 12, 2000, and four active communities after October 12, 2000. The average participation of all six groups, was attendance at 73% (SD = 20.78%) of Committee meetings during their period of active membership (see Table 21).

<u>Outputs/Outcomes Partially Achieved</u>

Community Updates were Shared Infrequently

It was expected that if communities shared information and provided updates regarding the activities in their communities at these meetings, community members would benefit from new ideas and ways of doing things. Committee members shared information about the status of initiatives in their communities at only two of the first three Committee meetings, and then this particular type of sharing process was replaced by discussions of

sustainability issues, more specific Committee activities like the meeting with funders, and, planning for the conference.

Profile and Credibility of Community Capacity Building Work was Slightly Enhanced

The Committee believed that if it took joint action to accomplish its tasks, it would enhance the profile and credibility of the individuals, communities, and community capacity building work being done. As a way to measure whether or not this outcome was achieved, funders and government representatives were asked whether they were aware of various community capacity building efforts in their communities, whether funders are talking more about this type of process, and whether funding levels and duration of funding has increased for community capacity building efforts. The findings showed that the profile and credibility for the capacity building work being done in communities has been enhanced, but only to a limited extent. There was some awareness of community capacity building initiatives among government representatives, and respondents reported limited increases in the amount and duration of funding for community capacity building. Respondents did not attribute these outcomes to the work of the Committee, however. They attributed them more to the direction of the provincial government.

It is certainly possible, however, that the Committee did make an indirect contribution to these outcomes. This evaluation showed that the Committee as a group, individual Committee members, and Social Planning Council staff met with various provincial government officials and funders, to talk about the value and benefit of supporting community capacity building efforts. Committee and community members reported expanded access to resources from various levels of government and private funders, and many of them indicated that their Committee representative had helped their community obtain these resources at least partly by engaging in networking with funders. While the provincial government representatives and funders who were asked this question did not make the link, the Committee does appear to have played a role in enhancing the profile and credibility of community capacity building work, as evidenced by the increased resources in the member communities. It is also likely, therefore, that the Committee played a role in increasing awareness of community capacity building initiatives in general, and helping to increase the amount and duration of funding for these initiatives, as described below.

Only one of the two provincial government representatives was aware of a wide variety of community capacity building efforts in different communities. This representative was aware of the general nature of over one hundred different projects in Manitoba representing seventy-five different organizations, and noted that "most of these organizations are struggling with the sustainability issue." The other provincial government representative indicated that he is "out of touch with what's happening in the City of Winnipeg," but as far as the rest of Manitoba goes, he is "aware of the community roundtables program, and the Northern Development Strategy, that should provide increases in northern capacity building."

Both government representatives indicated that they think funders are talking more about community capacity building processes than they were two years ago. One of the respondents also thought that the different levels of government (i.e. municipal, provincial and federal) are also "talking with each other more" than they did previously.

Funding Levels for Community Capacity Building Increased to Limited Extent
When funders and provincial government representatives were asked whether they think that funding levels for community development/capacity building initiatives have changed in the past several years, three out of the four respondents thought that they had increased to a limited extent. The two government representatives elaborated on this observation by noting that within the last couple of years, it has been the priority of this provincial government to provide some operating dollars for non-profit community organizations that are providing services the government recognizes as beneficial. Both of these respondents thought that this was probably because the government's priorities are more focused on making their programs relevant at the community level, and therefore more effective. They also went on to note that the funding increases have been focused on the City of Winnipeg and northern communities. One funder noted further that the government's focus has been on politically visible communities within Winnipeg. One funder did not feel comfortable answering this question without seeing an analysis.

Funding Duration for Community Capacity Building Increased to Limited Extent
When funders and provincial government representatives were asked whether they thought the duration of government funding for community development initiatives has changed over the past couple of years, two respondents (one funder and one government representative) said "yes." The government representative added, "there are some more longer term dollars that are available," because there is a recognition by this government that community capacity building projects take time." When the two respondents were asked why they thought this was the case, the government representative said that, "there has been pressure on this government from the community," and, that although "there was some recognition with the previous government of the importance of sustainability...there is a greater will with the present government." The funder thought it was because "the government is recognizing that the community organizations are providing beneficial services that must be funded...these services...save the government money because they don't have to provide the services themselves, and because (they) have a preventative focus." One government representative thought the duration of funding "has been persistent and consistent." One funder, although he felt "there is a lot of speculation around this issue" in the sense that some people argue that the government has shifted to short term funding rather than long term sustaining funding, he "(did not) feel comfortable commenting on this without seeing data that backs it up."

Participation Base of Committee was Broadened Marginally
It was expected that if the participation base of the Committee was broadened, the members would benefit from an expanded base of knowledge, experience, and support. A documentary review showed that the participation base of the Committee was

broadened, but only to a limited extent. Between March and June, 1999 the Committee invited four new communities using a capacity building approach to participate on the Committee as follows: the Transcona/Springfield Employment Network; the Northeast Portage Development Committee (now Portage Neighbourhood Connections); the Spence Street Area Initiative; and, the Lord Selkirk Park Initiative. Representatives from Transcona and Northeast Portage came to the first couple of meetings and became active members of the Committee. A representative from Spence Street came to only two meetings, and a representative from the Lord Selkirk Park Initiative came to only one meeting. After June, 1999, no new communities were approached to participate on the Committee.

OBJECTIVE # 2
To promote the reallocation of financial resources to achieve a more appropriate balance of conventional human services and community capacity building

In an attempt to achieve Objective #2, the Committee, its members, and the Social Planning Council, pursued the following functions:

- Engaging in correspondence with several levels of government and private funders;
- Meeting with private funders and provincial government representatives, both individually and as a Committee, to assist local communities in accessing funds for community capacity building; and,
- Planning and hosting a conference and inviting speakers to address the topic of financially supporting community capacity building.

As a result of engaging in these functions, the following outputs and outcomes were achieved:

Outputs/Outcomes Fully Achieved

Governments and Funders Adopted Elements of Community Capacity Building in their Funding Criteria

The Committee wrote letters to appropriate sources requesting funding for the sustainability conference. It also sent copies of community capacity building related documents to all levels of government, and private funders. The Committee believed that doing so would help governments and funders understand the importance of allocating financial resources for the various levels and aspects of community capacity building. It was hoped that, over time, governments and funders would eventually change their thinking and behaviour with respect to the allocation of financial resources as it relates to community development/community capacity building. As one way to assess whether or not this occurred, Committee members, government representatives and funders were asked whether or not governments and funders have adopted elements of the community

capacity building approach in their criteria for funding. The findings showed that this outcome was achieved.

All six Committee members who responded to the questionnaire indicated that they "agreed" or "strongly agreed" that governments and funders have adopted elements of the community capacity building approach in their criteria for funding community development. Healthy Child Manitoba, Neighbourhoods Alive!, Lighthouse programs, the Winnipeg Regional Health Authority, United Way, and, the Winnipeg Foundation, were cited as examples of government programs and funding organizations using the approach in their criteria for funding. One Committee member cautioned, however, that although these organizations might use the buzz-words, she was "not convinced they really understand the concepts." Committee members were not asked specifically whether or not the Committee had an influence on this outcome.

Provincial government representatives and funders said that they have adopted elements of the community capacity building approach in their criteria for funding, but not as a result of the Committee's direct influence. One funder said he believes that his organization has definitely adopted elements of the community capacity building approach in its criteria for funding but noted that "'community capacity building' is just the language of the last five years." He went on to say that, "In reality, (they have) funded projects with community capacity building elements for the last eighty years." The other funder said, "It is built right into (their) business plan. It's one of the seven components that (they) promote." He noted that his organization is trying to increase funding at the community level while still concentrating on the individual level because it is frustrated that it cannot accomplish as much as it would like to. One provincial government representative noted that one of the four components of the Neighbourhoods Alive! funding criteria is "planning and organization," and it is very focused on capacity building. This respondent thought that this is the case because "the government is looking in a new direction for how revitalization is operating. In the past, the focus was on physical revitalization...although there were efforts to encourage community organizations, the bulk of the funding went to big capital funding projects. With Neighbourhoods Alive! this is not the case." He said this is because "Neighbourhoods Alive! does not have a lot of large capital dollars so we have to be much more strategic with what we're doing so our focus is on capacity building." The other provincial government representative said he did not think the elements had been adopted in criteria for government funding per se, but "certainly in the work they do elsewhere in Manitoba (e.g., regional roundtables and the work being done in the North)."

It is not possible to clearly or directly connect the Committee' impact to this outcome. The evaluation findings showed, however, that the Committee's, community members' and Social Planning Council staff's interactions with provincial government representatives and funders led to other positive outcomes (e.g., enhanced access to resources for communities). It is possible, therefore, that these interactions also indirectly influenced the fact that government and funders have adopted elements of

community capacity building in their funding criteria. From the findings, however, it is only possible to state that such a relationship might exist, not that it does exist.

Meetings Between Individual Committee Members and Funders had Positive Outcomes

Individual Committee members met with funders on behalf of their communities as a way to promote the work of their communities, to discuss some of the difficulties communities have in sustaining their community development efforts, and to obtain more resources for their communities. It was expected that partnerships developed in the Committee, or information learned at the Committee level, would help the individual community representatives to access these funders, and to put forward more persuasive arguments at any meetings that occurred. These outcomes were achieved.

All six Committee members who responded on the questionnaire provided examples of funders they had met with as individual community representatives (separately from joint meetings with the Committee) regarding funding for their community. All levels of government were cited as examples, and so were the United Way, and the Winnipeg Foundation. All six Committee members also reported positive outcomes as a result of these meetings, including more money, increased programming, and greater understanding of and openness to learn more about the concepts (although one respondent noted this outcome was sometimes limited). Several of these members also reported that, during their interactions with funders, they raised concepts that had been discussed at Committee meetings. In this way, the Committee had an indirect impact on the positive outcomes of the meetings between individual Committee members and funders.

Social Planning Council Staff Efforts to Help Communities Access Funding had Positive Outcomes

The Committee believed that talking one-on-one with funders would assist communities to access funds because the credibility of the Committee and its work would be useful in persuading funders to allocate funds to local communities. Following this logic, Social Planning Council staff met with several communities and funders from March 1999 to November, 2000 in trying to assist communities in securing funding. The findings showed this outcome was achieved. During a focus group session, Social Planning Council staff were asked to provide more detail about these meetings and their outcomes. Focus group participants indicated they had gone to Transcona and Elmwood to talk to them about funders. They went to Gilbert Park with the Winnipeg Foundation. They have also been working with communities like Tyndall Park and connecting them with the City of Winnipeg, to get resources because "they can't get the hard cash." Both focus group participants indicated that when they say "work with" they mean "going out to communities, talking with communities, pointing them in some of the directions, picking up the phone and talking to some of the funders, and sometimes even going to meetings with some of the funders." Both participants further stressed that in the best case scenario, the communities themselves actually make the contact, but sometimes they use the name of the Social Planning Council or its resources for support. At any meetings

they are at, the Social Planning Council staff noted that they try to set the context, but, really, in terms of a formal process, they encourage the community groups themselves to advance their case directly, because "there is a lot more legitimacy." Participants further noted that when they bring together the funders and talk to them, "(they) are actually trying to influence the way business is done, which would in turn eventually influence public policy."

The Social Planning Council staff members who were involved in these meetings with funders were very familiar with the work of the Committee and its concepts through either regular or occasional attendance at Committee meetings. The Social Planning Council staff indicated that in the meetings with funders, they had used concepts and ideas generated by the Committee. In this way, the Committee contributed indirectly to the positive outcomes of the meetings between Social Planning Council staff and funders.

Outputs/Outcomes Partially Achieved

Funders had Difficulty Describing what they Think is an Appropriate Balance of Conventional Human Services and Community Capacity Building

When the two funders were asked to describe what they think is an appropriate balance of conventional human services and community capacity building, they both found the question challenging, and their responses were quite different. One funder indicated that this is "not the way the members of (his) organization think about it, because there are many things that go into their funding decisions." For example, if they see something as a government program, they are less inclined to fund it because they see it as a government responsibility. If they see something as a community-based program that does not have any funding, however, then they are more inclined to fund it because they see themselves as being the primary funding source. The amount of funding required also influences them. For example, they are more likely to fund a community project that requires $5,000 as opposed to a project that costs $100,000. Using this reasoning, then, their organization would be more likely to fund a community kitchen as opposed to public health nurses. The other funder indicated that striking this balance is something that his organization is "wrestling with right now." With respect to the organization, he said, "they are committed to increasing support to community capacity building," but they "recognize that there are many different levels going on, and they are all important," so they are not sure where or at what level they should put the most resources.

Few Funders Attended the Conference

The Committee hoped that if funders attended the conference and heard communities talk about their successes, they would be able to get a better picture of what community capacity building concepts are all about, and see the value in supporting them. Unfortunately, of the 248 people who registered for the *Building Sustainable Neighbourhoods* conference held in June, 2000 (either prior to, or at the event), only nine people identified themselves as being from a private (i.e. non-governmental) funding organization. This target group was not reached as fully as it might have been.

Speakers at the Conference who Addressed the Need to Balance Funding Community Capacity Building with Funding Other Community Services Made their Points Effectively, but did not Change Participants' Understanding

There were speakers at the conference that addressed the need to strike a balance between funding community capacity building and funding other community services. Three keynote speakers addressed the following topics: 'building and sustaining community capacity;' 'sustaining capacity building as communities evolve;' and, 'how governments can sustain community capacity building.' The keynote speakers included: Manitoba's Minister of Intergovernmental Affairs (Jean Friesen); the Director of Organization Development and Training in Madison, Wisconsin (Tom Mosgaller); and, the Manager of Co-operative Development for the Government of Saskatchewan (Wayne Thrasher). All three speakers touched on the need to financially support community capacity building, which, in some cases, might mean shifting resources from other activities.

The Committee hoped that by listening to these speakers, conference participants would get a clearer picture of the concept of balance, and begin to understand why reallocation of financial resources is important. The Committee further hoped that this information would change the views of government representatives and funders who attended the conference with respect to how funds for such initiatives should be distributed. This outcome was only partially achieved.

Respondents indicated that the speakers did make their points effectively. Ninety-five percent of all conference questionnaire respondents, and 100% of government representatives and funders in attendance at the conference who answered this question "agreed" or "strongly agreed" that the speakers made their points effectively (see Table 5)[2]. For both groups, the most common response was that they "agreed" that this was the case (both *Medians* = 3) (see Table 5).

While the speakers appear to have made their points effectively, they were not able to greatly influence the views of participants. Only 54% of all conference questionnaire respondents, and 71% of government representatives and funders in attendance at the conference who answered this question "agreed" or "strongly agreed" that the information the speakers provided at the conference changed their understanding about how funds for community capacity building initiatives should be distributed (both *Medians* = 3) (see Table 5)[3]. Forty-six percent of all conference questionnaire respondents and 29% of government representatives and funders in attendance at the

[2] But, of the thirty-one one respondents who provided greater detail to their rating-style response, almost a third of them said they either "couldn't remember" or "couldn't recall." Ten respondents thought the point had been clearly made, although some thought it was "more an implied point of view rather than specifically stated," and some cautioned that, "we all know this...the problem is not enough is being done to ensure dollars for capacity building."

[3] Of the forty-one respondents who provided greater detail to their rating-style response, almost half of them (18) said they "understood this before," or that the "conference was preaching to the converted." Several respondents (8) indicated that even thought it did not change their understanding, it did "reinforce" or "validate" it.

conference who answered this question said that they "disagreed" or "strongly disagreed" that their understanding had changed (see Table 5).

Table 5

Effectiveness of Speakers and Impact they had on Conference Participants' Understanding (*N* = 95 All Respondents) (*n* = 23 Government Representatives & Funders)

	All Respondents		Gov't Reps & Funders	
Agreement with Statement: "The speakers at the conference who stressed the need to strike a balance between funding for community capacity building and funding for other community services made their point effectively"	*n*	Valid %	*n*	Valid %
(4) Strongly Agree	14	21	5	25
(3) Agree	49	74	15	75
(2) Disagree	3	5	0	0
(1) Strongly Disagree	0	0	0	0
Missing	29		3	
Total	95	100	23	100
Median	3		3	
Agreement with Statement: "The information the speakers provided changed my understanding about how funds for community capacity building initiatives should be distributed"				
(4) Strongly Agree	6	10	1	7
(3) Agree	28	44	9	64
(2) Disagree	27	43	4	29
(1) Strongly Disagree	2	3	0	0
Missing	32		9	
Total	95	100	23	100
Median	3		3	

Meetings Between Committee and Funders and Provincial Government Representatives were Useful but not Influential

In January, 2000, the Committee invited fourteen private funders to meet with them and Health Canada in order to discuss the needs of community groups using the capacity building model at the neighbourhood level, and to discuss options for sustaining their progress. Three funders (The United Way of Winnipeg, The Winnipeg Foundation and The Thomas Sill Foundation) attended the meeting. Two of those funders were interviewed for this evaluation. During the time period of the evaluation, four representatives from the provincial Department of Intergovernmental Affairs were also invited to meet with the Committee. Two of those provincial government representatives were interviewed for this evaluation.

Three out of the four evaluation participants indicated and demonstrated that they remembered some of the ideas and concepts that were discussed at their particular meeting with the Committee fairly well. Two of the respondents (one funder and one provincial government representative) recalled that there was more of a general discussion on their mutual interest in capacity building and how they could support each other. Both of the respondents who remembered the meeting said they did not know why they were invited (i.e. what the Committee wanted from them), and that the expectations for them were not well defined.

The funders were asked directly whether they found their interactions with the Committee to be useful. One funder felt that the meeting was not as useful as it could have been because "the expectations for his organization were not established prior to the meeting," but he did feel that "the meeting provided some useful dialogue in terms of insight into what was happening in the community." The other funder did not find the meeting useful because he said, "discussions at the meeting were "not deep enough," that they "were at a philosophical level," and that his organization and others had "already moved beyond that level," and were "wrestling with how do we make this happen."

When the two funders were asked whether their meeting with the Committee had influenced the way they personally think about community development/community capacity building and what is required to sustain it, both respondents said "No," and that they "were already beyond that." One funder further observed that "You need a lot of dialogue, I think to shape people's thinking, to change values and funding priorities," and noted further that his organization goes to many meetings like that, because it is what they do. Both funders said that meeting with Committee did not influence their day-to-day work, although one funder did say that "we are generally influenced by what we hear so you could say that every meeting has a part in that process."

Both provincial government representatives said they found their interaction with Committee useful. One felt that it was useful "because of the mutual interest in capacity building," and thought that it was important to discuss ways they could complement each other's work. The other respondent found it particularly useful in terms of the information sharing that went on.

The government representatives further indicated that meeting with the Committee did not significantly change the way they think about their work or community capacity building and sustainability in a significant way, because they felt they were already on the same wavelength to begin with. These respondents did say, however, that their meeting with the Committee provoked further thinking or action on their part, particularly with respect to how they can build on each other's work. One respondent went on to say that since that meeting, he has "been exploring ways they can be more actively involved with the Social Planning Council." The other respondent noted that for him, the meeting added another dimension to community capacity building. He said that he has always looked at community capacity building from a team building perspective because the programs he is involved with across Manitoba are about economic development with corporations. He said, however, that the meeting with the Committee highlighted the need to also "look at capacity building from an individual standpoint"...and "take a step back and start working with the individual to develop their insight and their capacity and their leadership."

Outcomes Not Achieved

The Committee did not Meet with Representatives from the Federal Government, City of Winnipeg, or the Business Community

The Committee identified meetings with all three levels of government and business as a way to promote greater understanding of population health and community capacity building concepts, and to highlight issues of sustainability. The Committee believed individual meetings with all of these groups would provide an opportunity to tailor the presentations more, and would allow for greater interaction and exchange of ideas between participants. During the evaluation period, the Committee did not meet with representatives from the Federal Government, the City of Winnipeg, or the business community.

Committee Material Sent to Provincial Government Representatives and Funders did not Significantly Affect their Thinking or Behaviour with Respect to Funding Community Capacity Building

Government representatives and funders who received copies of documents produced by the Committee indicated that these materials did not significantly influence the way they think or act with respect to allocating financial resources for community development. This is probably due largely to the fact that only one of the four recipients of these documents could remember having seen them. One government representative said he found the information very useful in trying to prepare for government sponsored forums. He said he tried to incorporate it in his work but found a great deal of it to be complementary to literature that Neighbourhoods Alive! already has and uses. The other provincial government representative and two funders did not recall receiving any information from the Committee.

OBJECTIVE #3
To work with communities to increase the use and quality of community capacity building

In an attempt to achieve Objective #3, the Committee and its members pursued the following functions:

- Sharing information regarding the community capacity building approach by:
  - hosting a capacity building conference,
  - writing a paper on sustainability and distributing it to conference participants,
  - writing and distributing a conference report upon completion of the conference, and,
  - helping to put together an easy 'how-to' reference on capacity building for community groups;
- Providing communities and individuals at the conference with tools and information to increase their community's capacity; and,
- Providing training in capacity building to community members.

As a result of engaging in these functions, the following outputs and broad outcomes were achieved:

Outputs/Outcomes Fully Achieved

A Broad Spectrum of People Attended the Conference
The Committee hosted a conference as a way to provide a large forum where communities and individuals could come together to share ideas and experiences that would ultimately lead to an increased use and quality of the community capacity building approach. Several indicators were identified as ways to measure the Committee's success in hosting this forum. One of the indicators was to look at the spectrum of people that attended the *Building Sustainable Neighbourhoods* conference in June, 2000 to see who was exposed to the ideas presented there. The findings showed that a broad spectrum of people attended the conference. An accurate registration list indicating people's primary affiliations was not developed. Of the 94 conference questionnaire respondents who answered this question, however, the majority of them (45%) indicated they were from regional health authorities (RHAs) or direct human service agencies, or were human service providers. Twenty-five percent were government representatives or funders, 22% were from community organizations, and 5% were individual community members (see Table 6).

Table 6

Groups Represented at the Conference ($N = 95$)

Group Represented at the Conference	*n*	Valid %
RHA, direct human service agency (e.g., clinic) or human service provider (e.g., social worker)	42	45
Government (municipal, provincial, federal) or funder	23	25
Community organizations (e.g., club, group, community centre, church)	21	22
Individual community member	5	5
Other	3	3
Missing	1	
Total	95	100

Ninety-four conference participants reported various levels of knowledge of community capacity building prior to the conference, with over half (59%) being in the "moderate" category (*Mdn* = 3). Twenty-seven percent rated their level of knowledge as "high." Only 14% rated their level of knowledge as "low" or "very low," and nobody rated their level of knowledge as "none" (see Table 7).

Table 7

Conference Participants' Prior Knowledge of Community Capacity Building (N = 95)

Prior Knowledge of Community Capacity Building	*n*	Valid %
(4) High	25	27
(3) Moderate	55	59
(2) Low	10	10
(1) Very Low	4	4
(0) None	0	0
Missing	1	
Total	95	100
Median	3	

Ninety-one conference participants also reported various levels of community capacity building efforts in their neighbourhoods, but the most common response (49%) was that there were "some" (*Mdn* = 2) (see Table 8).

Table 8

Level of Community Capacity Building in Conference Participants' Neighbourhoods (N = 95)

Level of Community Capacity Building	*n*	Valid %
(3) Many	14	15
(2) Some	45	49
(1) Very Few	26	29
(1) None	6	7
Missing	4	
Total	95	100
Median	3	

Conference Participants Understood and Remembered the Concepts Discussed at the Conference

The conference was meant to be a forum for sharing information. The Committee worked hard to ensure the concepts were presented in a way that people would understand, and it was hoped that participants would remember the information that was discussed there. A great proportion (97%) of respondents who answered this question "agreed" or "strongly agreed" that the concepts presented at the conference were presented in a way that was easy to understand (*Mdn* = 3) (see Table 9). In fact, only 3% "disagreed" with this statement. Seventy-one percent of respondents who answered this question said they remembered the conference "well" or "very well"(*Mdn* = 3) (see Table 10).

Table 9

Conference Participants' Perceptions of Presentation of Concepts (N = 95)

Agreement with Statement: "The concepts presented at the conference were presented in a way that was easy-to-understand"	*n*	Valid %
(4) Strongly Agree	24	26
(3) Agree	65	71
(2) Disagree	3	3
(1) Strongly Disagree	0	0
Missing	3	
Total	95	100
Median	3	3

Table 10

Conference Participants' Memory of the Concepts Discussed (*N* = 95)

Agreement with Statement: "I remember the concepts discussed at the conference"	*n*	Valid %
(4) Very Well	21	22
(3) Well	46	49
(2) Somewhat	26	28
(1) Poorly	1	1
Missing	1	
Total	95	100
Median	3	3

Conference Participants Displayed Good Memory of the Key Elements of Sustainability

The Committee wrote a paper on sustainability (*Conference Paper*) that it disseminated to conference participants. This paper outlined the types of elements required for community capacity building efforts to be sustainable, and it was written with the hope that that it would stimulate further discussion, and ultimately promote greater understanding of the concepts. If this paper and the discussion it generated at the conference was to be educational, it would be important for conference participants to have absorbed and be able to remember the discussion. As a way to determine whether or not this was the case, conference questionnaire respondents were presented with a list of fifteen potential activities for sustainability, ten of which were actually listed in the *Conference Paper* and discussed at the conference ("correct" responses), and five of which were not ("incorrect" responses). Respondents accurately identified the ten "correct" responses as having been discussed more often (M = 97%, SD = 3.92%) than they inaccurately said the five "incorrect" responses had been discussed (M = 50%, SD = 21.45%) (see Table 11). Of the ten activities that had been discussed, it was very rare for people to wrongly say that they *had not* been (M = 4%, SD = 3.92%). Of the five activities that had not been discussed, however, it was more likely for respondents to wrongly say that they *had* been (M = 50%, SD = 21.45%). It is also important to note that for the 10 "correct" responses, on average, 22% (SD = 10.15%) of questionnaire respondents had missing data (i.e. they gave no response or said they could not recall if the item was discussed). For the five "incorrect" responses, on average, 38% (SD = 5.59%) of questionnaire respondents had missing data (i.e. they gave no response or said they could not recall if the item was discussed). Even though there was some confusion with respect to the five "incorrect" responses, overall, it appears that conference participants had a good memory of the ten features of sustainability discussed at the conference (see Table 11).

Table 11

Conference Participants' Memory of Key Sustainability Activities ($N = 95$)

Key Sustainability Activities (Presented at the Conference)		Yes it was Discussed	No it was Not Discussed	Missing
People should have a voice in making decisions that affect their lives	*n*	81	0	14
	Valid %	100	0	
Residents and stakeholders should identify issues, decide priorities, develop solutions and take action	*n*	81	2	12
	Valid %	98	2	
Residents should develop support networks and mutual self-help	*n*	72	0	23
	Valid %	100	0	
Residents should form partnerships within and outside the neighbourhood	*n*	74	3	18
	Valid %	96	4	
Individuals should grow and develop self-esteem through participation	*n*	67	3	25
	Valid %	96	4	
Community processes and activities should be coordinated by someone	*n*	46	7	42
	Valid %	87	13	
Participatory, ongoing assessments and evaluations should be conducted	*n*	69	4	22
	Valid %	94	6	
Successful outcomes should be widely promoted	*n*	65	3	27
	Valid %	96	4	
Information should be shared to lend credibility to neighbourhood efforts	*n*	71	0	24
	Valid %	100	0	
Public policy should support community capacity building	*n*	78	2	15
	Valid %	98	2	
TOTAL *MEAN* VALID %		97	4	22
SD		3.92	3.92	10.15
Non-Sustainability Related Activities (Not Presented at the Conference)				
Needs assessments that emphasize problems should be conducted	*n*	41	19	35
	Valid %	68	32	
Emphasis should be placed on trying to fix problems	*n*	25	23	47
	Valid %	52	48	
Residents should look to community development experts for solutions	*n*	23	37	35
	Valid %	38	62	
Key decisions about services and supports should be made by people from outside the community	*n*	13	49	33
	Valid %	21	79	
Government should rely on communities to reallocate resources	*n*	41	15	39
	Valid %	73	27	
TOTAL *MEAN* VALID %		50	50	38
SD		21.45	21.45	5.59

A Majority of Conference Participants Applied their Learnings to their Job/Work
One of the purposes of the conference was to promote increased use and quality of the community capacity building approach. The Committee hoped that the information provided at the conference would help individuals with varying levels of prior knowledge of, and experience with community capacity building in their neighbourhood improve their understanding of the concepts, and help them take action in their community.

A majority of conference questionnaire respondents who answered this question (70%) reported that they took action in their job or community based on what they learned at the conference.[4] Eighteen percent said they did not take action, and twelve percent said they "have not yet taken action - would like to, but would need some help in doing so" (see Table 12).[5]

Table 12

Number of Participants Who Took Action in Their Job or Community Based on What They Learned at the Conference ($N = 95$)

Response	*n*	Valid %
Took Action	58	70
Did Not Take Action	15	18
Have Not Yet Taken Action But Would Like to	10	12
Missing	12	
Total	95	100

Of the fourteen respondents with relatively limited (i.e. "low" or "very low") levels of prior knowledge of community capacity building concepts, the majority of respondents

[4] Of those 56 people who took action, 48% were from Regional Health Authorities or direct human service agencies or were human service providers, 29% were government representatives or funders, and 21% were from community organizations. More broadly, out of all conference participants, the following percentages of participants took action based on what they learned at the conference: 64% of Regional Health Authorities or direct human service agencies; 70% of government representatives or funders; and 57% of community organizations.

[5] Of the 42 people who provided greater detail in response to this rating style question, 27 respondents provided examples, including actions like: "made more vigorous efforts to ensure our success were promoted and celebrated;" "used the principles in program planning;" "helped promote a resident's association;" and, "added more partners to our community project." Several people (10) said the information from the conference helped "reinforce" their philosophy and work, helped them "build on what they were already doing," and "renewed (their) commitment to an asset/capacity building approach." A few people indicated that their "actions were not initiated by the conference."

who answered this question (77%) also said the information they learned at the conference helped them to take action in their job or community (see Table 13).

Table 13

Number of Participants Who Took Action in Their Job or Community Based on What They Learned at the Conference: Respondents who had "Low" or "Very Low" Levels of Prior Knowledge ($N = 14$)

Response	*n*	Valid %
Took Action	10	77
Did Not Take Action	1	8
Have Not Yet Taken Action But Would Like to	2	15
Missing	1	
Total	14	100

One of the purposes of the conference was to help improve communities' effectiveness in using a capacity building approach. The Committee recognized that communities where there are few community capacity building efforts require a great deal of information, ideas, support and materials in order to be equipped to begin such efforts. It was hoped that conference participants who reported that there were "very few" or "no" community capacity building efforts in their neighbourhoods would gain knowledge and materials from the conference that would enable them to take some action. This in fact was the case.

A total of 32 conference questionnaire respondents said there were "few" (26 respondents) or "no" (6 respondents) community capacity building efforts in their neighbourhoods. A majority (78%) of those respondents who answered this question reported that they took action in their job or community based on what they learned at the conference (see Table 14).

Table 14

Number of Participants Who Took Action in Their Job or Community Based on What They Learned at the Conference: Respondents with "Very Few" or "No" Community Capacity Building Efforts in their Neighbourhood ($N = 32$)

Response	*n*	Valid %
Took Action	21	78
Did Not Take Action	5	19
Have Not Yet Taken Action But Would Like to	1	3
Missing	5	
Total	32	100

Thirty-eight percent of all conference questionnaire respondents who answered this question said that they are interested in using a capacity building approach in the future in their "job," 18% said "community," and 40% said "both job and community" (see Table 15).

Table 15

Location Where Conference Participants Want to Use a Capacity Building Approach in the Future ($N = 95$)

Response	*n*	Valid %
Job	34	38
Community	16	18
Both Job & Community	36	40
Not Interested	3	4
Missing	6	
Total	95	100

A Majority of Conference Participants Connected After the Conference to Work Collaboratively

One of the purposes of the conference was to promote an increased use and quality of the community capacity building approach. As such, it was expected that some conference participants would connect with others after the event to share information or work on a joint project. In fact, a majority of conference questionnaire respondents (53 people, or 64%) who answered this question reported that they "agreed" or "strongly agreed" that they had connected with other individuals, agencies and groups after the conference to share information, or work on a joint project (*Mdn* = 3) (see Table 16)[6]

Table 16

Extent to which Conference Participants Connected After the Conference to Work Together (*N* = 95)

Agreement with Statement: "I connected with other conference participants to share information or work on a joint project following the conference"	*n*	Valid %
(4) Strongly Agree	6	7
(3) Agree	47	57
(2) Disagree	26	32
(1) Strongly Disagree	3	4
Missing	13	
Total	95	100
Median	3	

[6] Of the 33 people who provided greater detail in response to this rating style question, over half provided examples of connections that had been made for information sharing, and for specific projects. Several people (5) indicated that connections were made, but that they were hard to sustain (particularly due to geographical distance). Several people (3) said that the connections they made "probably would have happened anyway, with or without the conference."

A Majority of Conference Participants Found the Conference Materials and Information Sharing Methods Useful

The Committee wrote a seven-page paper called *Conference Paper: Building and Sustaining Neighbourhood Capacity* that it disseminated to all conference registrants. The paper outlined ten "Key Features of Sustainability," and was meant to stimulate thinking and fuel discussion at the event. The Committee summarized the conference proceedings in a document entitled *Conference Report: Building Sustainable Neighbourhoods* that it disseminated in December, 2000. Six hundred copies of the report were printed and distributed. The distribution list included all conference registrants and presenters, but also included the following groups: sponsoring organizations; elected officials from all three levels of government; select City of Winnipeg resource people; Regional Health Authorities; Manitoba Association of Urban Municipalities; Child and Family Services; the Chamber of Commerce; Manitoba Association of School Trustees; Manitoba Association of School Principals; Manitoba Teachers Society; school divisions; residents associations; Manitoba Council of Churches; and, Aboriginal Councils and the Manitoba Metis Federation. This report was also posted on the Social Planning Council website, and was distributed by disc to various websites (e.g., Manitoba Healthy Communities).

Because this was meant to be an educational document, it was expected that conference participants would find the examples of successful community initiatives described in the document and at the conference to be useful. This in fact was the case. When asked to rate the five methods for sharing information at the conference, 79% of conference questionnaire respondents found the examples of successful community projects to be "useful" or "very useful" (see Table 17).[6] The results ranged from 67% (neighbourhood sharing circles) to 88% (keynote speakers) of respondents answering this question who found each of the information sharing methods either "useful" or "very useful."

---

[7] In the conference questionnaire, respondents were asked to make suggestions about how the five methods for sharing information could be made more useful. Of the twenty-five responses to this question, the majority of suggestions (12) had to do with the neighbourhood sharing circles. Some people suggested that there be more opportunities for the circles, some suggested they need to be better explained and organized, and other suggested that the circles, and indeed, the conference generally, needed to include more diverse representation rather than just including "the favourites." A couple of people (3) suggested there also needed to be "ways of follow-up for the sharing circles." In terms of the examples of community projects, several people (5) suggested that there needed to be more discussion about "processes" and "solutions" and "not just successes." There were no comments about how to improve the written materials. Of the three respondents who commented on the keynote speakers, two dealt with content of the speeches, and one suggested a "gender analysis of the work of community capacity building" because the keynote speakers were "men from out of province" and the local experts were "predominantly female."

Table 17

Utility of Information Sharing Methods at the Conference ($N = 95$)

Usefulness	Keynote Speakers		Panel Discussions		Neighbourhood Sharing Circles		Egs. Community Projects		Written Materials	
	n	Valid %	*n*	Valid%	*n*	Valid%	*n*	Valid%	*n*	Valid%
(4) Very Useful	40	43	19	23	21	30	31	36	17	21
(3) Useful	41	45	44	52	26	37	37	43	47	57
(2) Somewhat Useful	9	10	20	24	19	27	17	20	17	21
(1) Not at all Useful	2	2	1	1	4	6	1	1	1	1
Useful & Very Useful	81	88	63	76	47	67	69	79	64	78
Missing	3		10		25		9		13	
Median	3		3		3		3		3	

The medians were all the same, but a Friedman Test showed that respondents appeared to significantly differentiate between the five methods, in terms of which were the most and least useful (*Friedman Test Chi Square* = 12.20, $df = 4$, p *two-tailed* = .02). Wilcoxon Signed Ranks Tests on all ten possible combinations of methods revealed five significant relationships. Speakers were seen as more useful than sharing circles ($Z = -2.65$, $p = .01$), panels ($Z = -3.27$, $p = .001$), and written materials ($Z = -3.53$, $p = .00$). Examples of successful community projects were seen as more useful than both panels ($Z = -3.02$, $p = .02$), and sharing circles ($Z = -2.39$, $p = .02$).

A Majority of Conference Participants Expressed the Desire Build on what they Learned at the Conference by Engaging in Training and Other Activities

It was expected that conference participants would want to build on what they learned at the conference by engaging in more training opportunities. Eighty-seven percent of conference questionnaire respondents who answered this question indicated that they would find "a series of training sessions over a period of time" to be "helpful" or "very helpful" in order for them, their communities and their organizations to be able to further develop their skills in community capacity building (*Mdn* = 4) (see Table 18). Only 13% said that training would be "somewhat helpful" or "not at all helpful." Respondents did not differentiate, however, among the five proposed supports in terms of which would be most helpful in improving their or their organization's ability to use a community capacity building approach in the future. Despite differences in percentages ranging from 74% to 87% of respondents who indicated that each of the five supports would be "helpful" or "very helpful," and the fact that some of the medians were different (see Table 18), a Friedman Test showed that the respondents did not rate them as being

significantly different from one another in terms of their helpfulness (*Chi Square* = 3.63, *df* = 4, *p two-tailed* = .46).

Table 18

Types of Supports Conference Participants Say Would Help Improve Their or Their Organization's Ability to Use a Community Capacity Building Approach in the Future ($N = 95$)

	Proposed Support									
	Conferences/ Workshops		Workbook/ Manual		Training Sessions		Hands-on Apprenticeship		Access to Mentor	
Helpfulness	*n*	Valid%	*n*	Valid%	*n*	Valid%	*n*	Valid%	*n*	Valid%
(4) Very Helpful	38	46	40	49	46	54	41	51	44	54
(3) Helpful	26	31	26	32	28	33	19	23	19	24
(2) Somewhat Helpful	18	21	12	15	8	9	14	18	14	17
(1) Not at all Helpful	2	2	3	4	3	4	6	6	4	5
Missing	11		14		10		15		14	
Median	3		3		4		4		4	

Outcomes Partially Achieved

Recipients of Committee Documents had Limited Memory of this Information

The Committee produced documents as one way to share information about the community capacity building approach. It was assumed that the more widely the approach is communicated, the more likely it is that it will be adopted in new communities. As information is shared about what works and what does not work, communities currently using such an approach can improve their effectiveness in achieving their goals and objectives. As a way to measure how successfully this outcome was achieved, questions about the documents were posed to provincial government representatives and community members. These two groups of respondents were chosen because they were likely to have seen the Committee's documents. Several copies all documents produced by the Committee were sent to the member community organizations. The *Conference Paper* was available at the conference, which many of the respondents attended, and the *Conference Report* was sent to all conference registrants. In addition, the *Conference Paper* and *Conference Report* were sent to all provincial government departments, and shared with those representatives invited to meet with the Committee.

Many of the respondents who were sent this information through the various mediums/activities did not remember having received it. One government representative specifically remembered receiving the *Conference Report*. He thought there may have been some other documents but he did not remember what they were. The other

provincial government representative did not recall receiving any information from the Committee. Five out of the nine community members said they did not remember seeing any information from the Committee. Four of the members said that they "had seen something," or that they remembered "receiving things from Social Planning Council" but could not remember what any of them were called. Despite having limited memory of the names of the actual documents, however, these four respondents were able to describe the colours and general content of the documents, and all said that they had read them and used them to help them explain what was going on in their community. One of these respondents said she used the *Practical Guide* and other materials "as part of their Board package" because "it's reading material that helps you think about what you want to do." One respondent said he "refer(s) to the *Tools*...document quite frequently," and that "every new staff person in the community has seen it."

Community Members Found the Document "A Practical Guide to Building Healthy Communities" Easy to Read and Parts of it to be Informative, but would Only Use Pieces of it in their Day-to-Day Work

Individual Committee members provided the Social Planning Council with a great deal of assistance in producing a document called *An Integrated Community Approach to Health Action: A Practical Guide to Building Healthy Communities*. Five hundred copies of the report were printed and distributed to a wide range of stakeholders, including government, communities, organizations, and agencies during 1998, 1999, and 2000.

The Committee produced this document because it believed that organizations and people need accessible, practical information about community capacity building, in order for them to successfully use such an approach. In an attempt to determine the usefulness of the document to community members, a focus group was held with three participants representing two Winnipeg communities.

The community members who were asked to discuss the document in a focus group said they found the manual easy-to-read. They also said, however, that they would only use small bits and pieces of it in their day-to-day work because it generally required a great deal of editing and reorganization overall, and also some more explanation and detail in several places. They also thought it be most useful if it was included in "a whole package of information." The group provided feedback on seven main questions as follows:

1. Was it Easy-to-Read?

One participant thought the "overall presentation was good" and that it was easy-to-read, but the other two participants said they "had to read it a couple of times" because they kept getting lost. They said this was partly due to poor formatting, and partly because there is no clear description as to what the community projects are all about. Two of the participants thought the pictures added to the document, and all three participants thought the beginning part was easier to read and understand than the rest, and that "it got you interested." Two participants thought the title needed reworking because, as one

participant said, "you don't get hooked on it. You need something that tells you immediately what the document is about."

2. Was it Easy-to-Understand?

All three participants thought that their community members would find it difficult to read and difficult to understand. Two participants noted that they understand the concepts now, but if they had seen the document a few years ago when they were just getting into community work, this document would have meant nothing to them. One participant thought the people in her community would find it too vague because "it doesn't really detail anything," and she thought "a lot of people would be frustrated by reading this because of the fact that there are no specifics." The other two participants agreed that "some more background on the community groups or organizations would help."

3. Was it Informative?

One participant indicated that she did not learn anything new from it that she did not know before. The other two participants said they learned some things about different communities that they had not known before. When asked whether or not people in their communities would find this document informative, all three participants agreed that community members would likely find the details about the projects useful. One participant went on to say, however, that, "as-is, this document is supposed to be practical but it is not." She went on to suggest, however, that it "could be made more practical" if it included details about "how the groups actually started out in the beginning." All participants suggested providing more clear suggestions and examples about what other groups might need and do to get started. One participant said that this information "is too deep for people who don't know where they are going with it, and then, for people who are already established, this information is old information." Another participant noted that there was an obvious gap between talking about the community capacity building approach and what we need to get started, because "it assumes you've already defined a project, and, from my experience, that is a really difficult piece to do, and that is sort of skipped in this whole thing." One participant also noted that the section on "developing a common set of principles" is an extremely difficult place to start." She noted that her group still debates it among themselves. She went on to say that "as you get into a project those ideas will evolve over time, but it is a poor place to start."

4. What is the Most Useful Part?

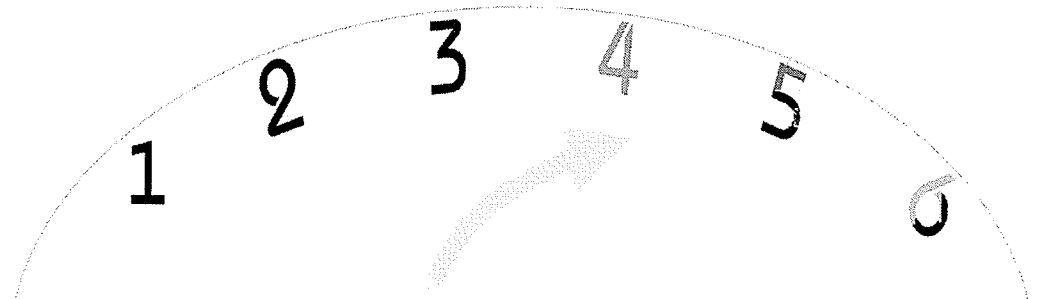
Two participants thought the tips from communities supporting the concepts were the most useful part of the document, but again stressed that they would have been even more useful if there had been something at the beginning stating clearly what each project was. These same two participants also thought the "Stages of Change" diagram on page 18 was quite interesting and useful, and that it should be moved up earlier in the document (see Figure 2). The other participant thought "The Model" diagram on page 2 was the

most useful, but that it should be moved to the end, because "without any prior information, the words in the model don't mean anything" (see Figure 3).

Figure 2: "STAGES OF CHANGE" DIAGRAM FROM THE DOCUMENT *AN INTEGRATED COMMUNITY APPROACH TO HEALTH ACTION: A PRACTICAL GUIDE TO BUILDING HEALTHY COMMUNITIES*

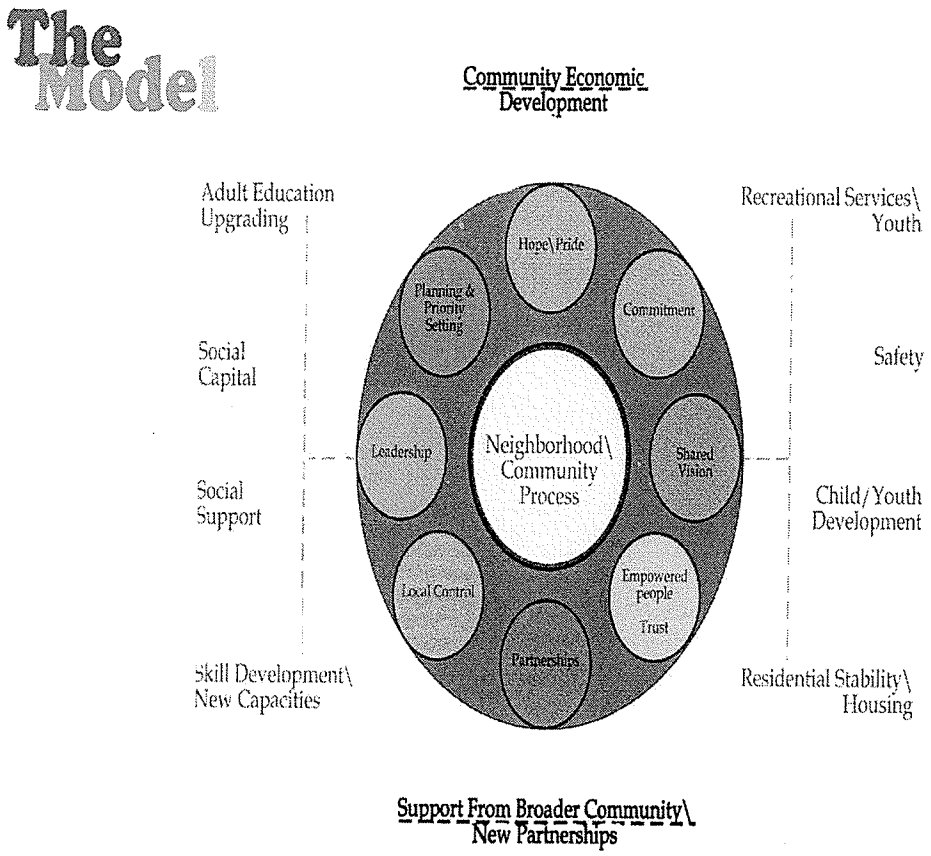
Figure1: Stages of CHANGE

An Integrated Community Approach to Health Action



Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	Stage 6
Community Norm	**Getting Started**	**Initiating Action**	**Focusing Efforts**	**Building Momentum**	**Altered Norm**
Emphasis on issues and problems; lack of involvement and isolation of community members	Community disscussions that attempt to identify key issues and actions that can contribute to their reduction	Initial actions to begin to address key assumptions and perceptions of issues	Activities becoming more focused and targeted towards efforts that realize greatest impact	Primary activities targeted towards priorities with some level of activity in all areas	Attitudes and behaviours changing from why to why not
No local ownership of issues and the absence of belief in local capacity to address issues	Preliminary project planning based on assumptions of the community norm and its issues	Little direct community involvement and participation in initial actions (wait and see mentality)	Increased involvement of community members who see positive change and creation of opportunities	Greater community ownership enables increased activity from a wider range of individuals	Overall community believes that change is possible and can be achieved through local involvement
Services/supports from outside the community	Opportunities for direct community involvement provided in planning / prior-izing	Activities are somewhat random and tested through trial and error	Higher degree of community involvement to support increased activity levels	Increased involvement enables increases in the level of activity and external support	External community beginning to recognize changes

Figure 3: "THE MODEL" DIAGRAM FROM THE DOCUMENT *AN INTEGRATED COMMUNITY APPROACH TO HEALTH ACTION: A PRACTICAL GUIDE TO BUILDING HEALTHY COMMUNITIES*



An Integrated Community Approach to Health Action model illustrates the value of local residents, business, and resource people working together to strengthen their neighbourhood/community through planning and priority setting, leadership, local control, partnerships and a shared vision. It shows outcomes that are possible as a result of these undertakings, e.g.support systems, skill development, increased community assets, literacy programs, youth employment, and local small based businesses.

The model recognizes that neighborhoods cannot exist alone, but as a part of a larger community, they must build partnerships to maintain their efforts.

5. Would you Use it in your Community?

All three participants agreed that they would not use the document 'as-is' in its entirety. They also all agreed, however, that "it could use some considerable editing," and that "it is worth rewriting because there is a real need for it." All participants indicated that "it should be made to be useful for those just starting out – they should be the priority." Two participants said that if there was one thing in this book they would take out and use, it would be the Stages of Change diagram on page 18. The participants thought that "even for people who are a little more established in understanding these concepts," it would be "useful to think about the things in this figure and revisit (their) work and their progress." They thought they could use it as a "refresher" to "recall what is in the book," or "as a check to see where progress has been made in (their) community."

6. What are your Suggestions for Improvement?

Two participants noted that the use of jargon was confusing, but both agreed that "if you are going to get into funding and interact with other people you need to use these terms," so they suggested including a glossary to help the reader.

One participant suggested using the preamble to "specifically describe what the guide is and what you can do with it," and also suggested using a "common theme like 'community capacity building' and 'building on strengths' running through it to keep it from getting overwhelming."

Two of the participants suggested that more detail needed to be added to many of the points, in order to make them more clear, less redundant, and less contradictory in some cases. This was particularly true of the two sections: "How do we Know if the Effort is Successful?;" and, "How Can Momentum be Sustained?"

Extensive editing with respect to formatting and consistency was suggested (for example, always listing the organizations in the same order so readers know what to expect). Careful proofreading was also recommended. Spelling, grammatical and spacing mistakes were found to be extremely distracting by all three participants.

Although only one participant really liked the model on page 2 the way it was, all three participants agreed that it could be enhanced by providing a "better explanation about what it is and how it fits with the rest of the document." One of the participants said that, "If there is going to be a model in there, I would like to be able to look at it and know immediately where a project fits into it. It is hard to look at it and know where I am. And I don't understand why all the lines aren't connected…are these things somehow separate? I couldn't see how these things are linked within the model either."

Two participants suggested it would be most welcome to have a list of resources readers could contact if they wanted more information about the organizations or information contained in the document.

One participant noticed that information regarding funding and how to acquire it is not included in this document. She suggested that this information be added, because it is something community groups just starting out really need to know about.

Limited Training in Community Capacity Building was Provided by Some Member Communities

One of the functions the Committee identified for itself was to provide education and training in community capacity building. The Committee believed that providing people with education and knowledge about concepts is important, but that they also need to be provided with more hands-on training in order to learn how to apply that knowledge. Only two out of six respondents on the Committee questionnaire indicated that hands-on training in community capacity building has been provided to residents in their neighbourhood. One Committee member indicated that it is provided through role modeling and mentoring, it is taught both in classrooms and out, and is done by them and an expert hired to do so. One Committee member indicated they now have community/leadership training for volunteers.

Outcomes Not Achieved

Training in Community Capacity Building was Discussed, but not Provided Directly by the Committee

Training (i.e. provision of opportunities to practice skills in a supervised way) has not been offered by the Committee, but the Committee is currently in the process of discussing the possibility of offering, coordinating, or supporting this type of activity in the future. It is doing so, because it believes that community members need more training opportunities in order for them, their communities and their organizations to be able to further develop their skills in community capacity building and enhance the sustainability of their efforts.

OBJECTIVE #4
To assist communities in addressing the issue of sustainability
OBJECTIVE #5
To promote community capacity building to a wide range of stakeholders

Objectives #4 & 5 are presented here together, because many of the same functions were pursued in order to achieve them. Specifically, in an attempt to achieve Objectives #4 & 5, the Committee and its members pursued the following functions:

- Planning and hosting a conference that focused on sustainability;
- Developing and testing a model of sustainability for community capacity building;
- Meeting with provincial government representatives and funders to promote the concept of community capacity building;

- Considering/discussing how training can/should be part of sustainability;
- Incorporating information re: community capacity building into other Social Planning Council and government work and documents;
- Using the media to legitimize and educate about community capacity building; and,
- Developing other public education strategies (e.g., with schools and churches) re: community capacity building.

In pursuing these functions, the following outputs and outcomes were achieved:

Outputs/Outcomes Fully Achieved

Other Groups Agree with the Committee that Training is Needed to Enhance the Sustainability of Community Capacity Building

The Committee believes that further work is needed in order to enhance the sustainability of community capacity building, now that considerable progress has been made in providing information and education to communities about the concepts. It identified training as one activity that could enhance sustainability, and is currently discussing this issue. In order to determine if it is on the right track in terms of addressing this need, Committee members, community members, community development experts, government representatives, funders, and participants in the Neighbourhoods Alive! forum (potentially a different group of participants than those at the Committee's conference) were asked their opinions about the importance and utility of training in community capacity building. The findings showed that other groups agree with the Committee that training is needed to enhance the sustainability of community capacity building efforts.

All six Committee members who responded on the questionnaire "agreed" or "strongly agreed" that hands-on training opportunities in community capacity building would be helpful to community members or community organizations engaging in this type of work. The majority of Committee members expressed the need for the training to be simple, clear, easy-to understand and non-academic. It should involve "learning from and with community residents" and "resource people." One respondent suggested that it "should always be train-the-trainer" so that "once the facilitator steps out of the picture, there are still people in the community who can train other residents." This is suggested because it "ensures sustainability." One respondent noted further that funding would be required for this activity.

Both provincial government representatives thought that more hands-on training opportunities in community development/capacity building would be helpful to community members or community organizations engaging in this type of work in their neighbourhoods. One respondent said Neighbourhoods Alive! has received feedback that people are interested in hands-on training opportunities, which has resulted in them putting on three separate forums instead of just one. The topics of these forums include: (1)mobilizing communities; (2)community economic development; and, (3)community partnerships. From the feedback they have received they have found that people are

interested in specific information (e.g., housing redevelopment; money for sending people to Brandon to its Summer Institute) and also general information (e.g., workshops on fundraising and proposal writing). One provincial government representative suggested that this training should focus on interpersonal skills and communication with some training on strategic planning processes and how municipalities work.

On June 14, 2001, Neighbourhoods Alive! sponsored a public forum called "Mobilizing Neighbourhoods for Change." The overwhelming majority of the 149 people who registered for the forum were from urban or rural community organizations or initiatives (e.g., residents' associations, renewal corporations, resource centres, community ministries), but there were a few people representing various levels of government, direct service agencies, non-profit organizations, or university programs. The spectrum of participation was similar to that of the Committee's June, 2000 *Building Sustainable Neighbourhoods* conference. Of the 45 forum participants who responded to this item on the forum feedback form, 39 people, or 87% indicated that they would find a series of training sessions about community capacity building to be either "helpful" or "very helpful" in terms of benefiting their or their organization's capacity for community development/neighbourhood revitalization (*Mdn* = 3) (see Table 19). It is important to note, however, that for all the other four supports that were rated, there was not a great deal of variation in the responses. Even though the results ranged from 79% (apprenticeship) to 89% (conferences or workshops, workbook or manual, and mentor) of respondents who found each of the supports either "helpful" or "very helpful," the medians, which ranged from 3 to 4, were not significantly different (*Friedman Test Chi Square* = 2.40, *df* = 4, *p two-tailed* = .66). In looking at the similar responses in the conference questionnaire (see Table 18), and the Neighbourhoods Alive! forum evaluation form (see Table 19), it appears that while people would find training sessions to be helpful, they also say they would find the other four types of supports listed to be equally as helpful (i.e. they do not distinguish between them as to which would be the most and least helpful).

Table 19

Types of Supports Neighbourhoods Alive! Forum Participants Say Would Benefit Their or Their Organization's Capacity for Community Development/Neighbourhood Revitalization ($N = 49$)

	Proposed Support									
	Conferences/ Workshops		Workbook/ Manual		Training Sessions		Hands-on Apprenticeship		Access to Mentor	
Helpfulness	*n*	Valid %	*n*	Valid%	*n*	Valid%	*n*	Valid%	*n*	Valid%
(4) Very Helpful	21	47	24	52	22	49	25	58	26	59
(3) Helpful	19	42	17	37	17	38	9	21	13	30
(2) Somewhat Helpful	5	11	4	9	5	11	9	21	5	11
(1) Not at all Helpful	0	0	1	2	1	3	0	0	0	0
Helpful & Very Helpful	40	89	41	89	39	87	34	79	39	89
Missing	4		3		4		6		5	
Median	3		43		3		4		4	

The majority of community members agreed that training would be helpful to community members or organizations engaging in this type of work, but they did not agree on the nature of this training. Some respondents thought "training sessions might be appropriate for residents around certain issues, on how to do things in voluntary capacity," and others thought that people need to "learn the basic skills in capacity building," and "understanding the dynamics a little bit and running meeting and planning events, that basic kind of stuff." Another respondent recommended that it be offered as "train-the-trainer."

A Model of Sustainability was Developed and Shared

Prior to this evaluation, the Committee did not consciously test a model of sustainability, except in the sense that it developed and distributed a paper outlining the 'key elements of sustainability' at the conference. It did this, because it hoped that if a preliminary model of sustainability based on collective thinking was shared with a broader audience, it would become more complete and therefore more useful as people and organizations share their experiences and add to the model.

This paper is currently in a state of evolution. For the purposes of this evaluation, however, a model of sustainability (based on the contents of the *Conference Paper* and *Conference Report*) was constructed and shared with five informants knowledgeable about community development/community capacity building. (See Appendix 18 for a copy of the four-page model.)

The Model of Sustainability was Enhanced

One of the methods the Committee identified for measuring the utility of the model was to share it with community development experts and ask them if the model resonated with them. The five experts in community development who were interviewed reported overall that the model of sustainability made sense to them, that it was "well-written" and "easy-to-understand," and that they thought experts and community residents would find it a useful guide as they work towards sustaining their community development efforts. Experts also provided thoughtful and useful suggestions in response to more specific questions about the model, which greatly enhanced the model.

When experts were asked whether they would describe any of the concepts differently, all of the experts agreed with the descriptions provided of the twelve concepts that are currently in the model. One expert suggested that there needs to be a more clear description of and differentiation between 'community capacity building' and 'community development' "so everyone is clear." Almost all provided statements and examples to further support the concepts. In some cases, however, experts also made suggestions about how to enhance the descriptions of some of the concepts. (See Figure 4 for an overview of the suggestions for each of the twelve elements in the model, and Appendix 19 for a more detailed description of comments, including some direct quotations.)

FIGURE 4: A Model for Community Capacity Building and Sustainability: Summary of Comments/ Suggestions from Experts

Key Elements of Sustainability	Expert Comments/Suggestions
1. Resident Involvement/ Local Control	♦ Transition to local control should be gradual and facilitated ♦ Training will likely be required for local residents ♦ Caution – sometimes hiring locally will not be an option due to time and training capacity requirements
2. Planning at the Neighbourhood Level/Local Planning	♦ Planners want to change, to include communities more in planning, but need ideas about how to do this
3. Social Connections Among Residents	♦ People have lost their sense of community – young people have been robbed of this sense of caring and direction ♦ Connecting people is the first and most important step of capacity building
4. Networking/Partnership of Residents and Community Stakeholders	♦ Institutions should not drive the community, but should remain a catalyst in the process ♦ Connections with and access to resources beyond the community are also important

5. Empowerment	♦ Need to maintain balance of power between professionals and residents ♦ 'Rules' need to be in place to ensure empowerment is actively pursued by the community ♦ Need to work on self-esteem issues so individuals can participate (especially highlight the small successes) ♦ In addition to improving self-esteem, empowerment also means developing skills so people can take action ♦ Getting real resources is also important
6. Coordination and Facilitation of Community Processes and Activities	♦ Paid positions are very important (volunteers get burnt out, paid staff have to listen more, and can step back) ♦ Having a paid position is also empowering for the worker
7. Ongoing Assessment and Evaluation	♦ Hard to quantify successes sometimes, but anecdotes are important ♦ Should be inclusive, honest, and used as a basis for improvement
8. Promotion of Successes	♦ There are always small successes and positive elements to highlight and build on ♦ This is the key to keeping public backing and keeping volunteers recognized ♦ Developing relationships with the media is very important
9. Public Accountability	♦ Communication with residents is important because it increases community morale, and provides an opportunity for people to learn about ways to get involved
10. Recognizing the Interrelationship of Social and Economic Issues	♦ There are many interconnected issues that all need to be dealt with – need to find a balance
11. Changing the Practice Model—From a Problem-Based Approach or a Needs-Based Approach to a Capacity Building Approach	♦ It is still important to identify needs, although we should not be over-focused on trying to fix problems – we should aim for a process that addresses needs and builds on strengths ♦ Disadvantaged communities need to find a way to have equal access to community resources
12. Public Policy	♦ Long-term stable financial support is necessary ♦ Government departments need to work together ♦ Public policy needs to fully embrace population health principles ♦ Communities should be truly engaged in the development of public policy

The experts did not identify any specific elements that they thought should be removed from the list. In terms of elements they thought should be added to the list, almost all the experts thought that it was "pretty thorough." One expert suggested that it "gives a group a place to start…there can be additions at the local level, but this is a broad spectrum." One expert noted that the document might benefit from having some of the concepts

described more specifically. He went on to say, however, that it "depends on how detailed you want the document to be. Do you want to produce a book or a just a quick reference—those are two different contexts." One expert also provided a list of eight "Community Capacity Outcome Indicators" that he suggested the Committee "might want to think about incorporating into the model." These indicators, developed by the Aspen Institute, 1996, are used by communities to assess the degree to which they are successfully using a community capacity building approach, and to promote further discussion about improvements that can be made. The eight indicators are as follows:

- Does the community foster expanding, diverse and inclusive citizen participation?
- Does the community have an expanding leadership base?
- Does the community offer ways of developing and strengthening individual skills?
- Do community members share a common vision of the community?
- Do community organizations share a common strategic community agenda?
- Does the community get things done?
- Are community organizations well organized?
- Are resources balanced between self-sufficiency and the use of outside resources?

These outcome indicators do fit well with many of the elements included in the Committee's model, and could be incorporated successfully into the "Ongoing Assessment and Evaluation" section of the model, if the Committee so desired.

All of the experts thought the model would be "useful" or "very useful" for communities to use as a guide as they work towards building and sustaining community capacity. Another expert suggested that, "Very often when groups come together to do work, they're not very clear on objectives. This document can help them see that." One expert suggested that, as it is right now, it would be most useful "as a reference in terms of understanding context," but noted that "if someone has no idea of what community capacity building is then it doesn't provide enough detail." He went on to suggest that "if it is supposed to be a true guide" it needs to "get into details about strategies and things like that." He further suggested that, "this document could be part of a package that contains other, more detailed information around community capacity building."

In terms of general comments and suggestions about the model, some experts suggested that the model "identify what is meant by 'community.'" One expert also suggested "prefac(ing) the model with a mission statement, something that describes the goals of the model to give people a broad idea of where it is intending to go," because "it took awhile to know where the material was going." One expert suggested that the document "introduce a 'learning model,'" and stressed that "people doing community capacity building should always have the option to have a mentor, training, leadership."

Although he was not presented with the Committee's model and asked to comment on it, during an interview, a provincial government representative noted that "it is also important to keep in mind the principles and tenets of community economic development (social, environmental, economic) so as to always have the broad picture." A funder

suggested "the Committee could also do more work toward community economic development." The issue of economic development does not currently seem to be addressed by the model, and is an element that the Committee might consider incorporating.

The Model is Being Used Successfully by Community Groups

The Committee thought that another way to measure the utility of the model would be to determine whether or not the features of sustainability as identified on paper, were actually being put into practice in communities, and, if they were, to explore what some of the positive outcomes had been. Community members were interviewed about their community processes and outcomes.

There were ten essential features of sustainability identified by the Committee that formed the basis of the *Conference Paper*. Six of these features were identified as both processes and desired outcomes of a community capacity building approach to healthy neighbourhoods as follows:

1. Resident involvement/local control
2. Planning at the neighbourhood level/local planning
3. Social connections among residents
4. Networking/partnerships of residents and community stakeholders
5. Empowerment
6. Coordination and facilitation of community processes and activities

Through interviews with community members, evidence was found to demonstrate that communities have in fact been using this model successfully, i.e. they have been engaging in these six types of activities that have led to the achievement of positive outcomes. The communities are not necessarily making conscious efforts to follow the steps as laid out in Committee documents, but, nonetheless, all six features exist to one extent or another in all the communities that were investigated. This demonstrates that the model is based on experience. This also points to the accuracy of the model in describing what is occurring in communities where positive outcomes are being achieved. These findings support the conclusion that the model can be used at various stages of community capacity building. It can be used by communities just starting out, as they consider the various aspects of community capacity building that need to be developed and nurtured. It can also be used by communities in more advanced stages of community capacity building as a sort of check-list against which they might evaluate their progress towards healthier communities.

Community members were able to provide a great deal of detail about the successful outcomes resulting from the community capacity building work in their neighbourhoods. Almost all of the interviewees indicated that their community representative's involvement with the Committee supported these achievements. The respondents said their representatives were able to bring the information they gained from the Committee back to the neighbourhood, and were also able to tap into the relationships they had

formed and connections they had made at the Committee level to benefit the community as well. Committee members themselves said that their involvement with the Committee had influenced their behaviour and their work in at least some way, and that this transferring of learning from the Committee to their communities had in fact occurred. This transfer of learning would have had an indirect influence, therefore, on all of the successful outcomes that were reported in communities to be described next.

All of the six features of sustainable communities previously listed exist to some extent in all of the communities investigated. Let us look now at the evidence to support this conclusion.

1. Resident involvement/local control
2. Planning at the neighbourhood level/local planning

Almost all of the community members indicated that residents have been actively involved to some extent in setting the direction (re: issues, priorities, solutions and actions) in their communities. Almost all of these community members also said, however, that more work needs to be done in this area. One respondent observed that, "as in most community organizations, there are a limited number of residents who participate in a significant way, and...those people who most need to develop connections are often the ones who are least involved in setting direction...but they are kept in mind, and attempts are made to involve them." One respondent said "it's one of the things (they) really have to work on" because "many evening community meetings have not been well attended," and "there hasn't been structure to incorporate everyone who may want to participate." One respondent said "to a certain extent it is resident driven, but still, it is service provider driven as well, so it is still trying to find that balance, but it isn't one or the other."

Respondents named several ways in which residents go about setting direction in the community, including: participating in structured processes like workshops, meetings or forums where residents are asked to identify what their top concerns are; providing input through door-to-door surveys, suggestion boxes or casual conversations; being involved with the community organization board or committees that look at specific issues (e.g., housing, crime); being involved in jobs or projects coordinated by the community organization; and, raising specific issues with leaders in the community. One respondent noted that "not everyone has the capacity to involve themselves at every level. That's why you really need a range of ways to be involved. All these things set the groundwork for setting direction."

3. Social connections among residents

Community members indicated that their community organizations have helped residents to develop social connections. Respondents said the proof of this is that you: "see more people in the neighbourhood at least talking to their neighbours;" "see more people interacting with each other;" and, "see friendships that have developed." This has

happened partly as a result of community initiatives that give people an opportunity to interact with each other (e.g., literary initiatives, parent-child centres, community clean-ups, community Christmas parties, cooking classes, and picnics). These connections have also been developed because community organizations have "run programs especially geared towards connecting people in the neighbourhood" (e.g., "Come Meet Your Neighbour Day," or movies).

4. Networking/partnerships of residents and community stakeholders

Community members indicated that partnerships have been formed with community stakeholders, both within the neighbourhood, and in the broader community. Some of these stakeholders include: police; service providers (e.g., Child and Family Services, Winnipeg Harvest); churches; schools; local businesses; other community networks; academic institutions; service clubs (e.g., Lions, Kinsmen); and, policy oriented groups (e.g., Social Planning Council). Some respondents noted that the Board of their community organization makes it a point to sit down and talk about potential relationships that they should be pursuing outside the community.

Most respondents were not sure whether their community representative's involvement with the Committee helped form these relationships, but most respondents guessed that this would probably be the case because of the "connections they likely formed." One respondent did say that the "Social Planning Council indicated what programs were out there," which "helped them reach out to other organizations outside the community."

5. Empowerment

Community members indicated that resident involvement has led to the empowerment of individuals as supported by the fact that residents have developed and shared their talents, skills and abilities, there is greater community spirit and acceptance of others within the community, residents are happier and more confident, and, residents are more inspired to improve circumstances for themselves and their families. Support for these conclusions is provided next.

Community residents and partners indicated that outreach strategies have been pursued to get residents involved. They further agreed that through participation, residents have developed and shared their talents, skills and abilities, by engaging in activities like the following: being involved with the Board, committees, and leadership of the organization; volunteering for community projects (e.g., job banks, clothing exchanges, community gardens, computer classes and drop-in centres); and, pursuing job opportunities with the community organization. Several respondents also agreed that it is important "to have representation from all aspects of the community whether it be community organizations, business and residents of all ages." Some respondents noted that they "have people who can give professional skills" (e.g., an architect and a carpenter sit on a couple of the committees) but noted further that "people can offer whatever skills they have," and it is important therefore for people to "have a chance to

be involved at different levels." One respondent cautioned that "unfortunately, when people develop their skills to the point where they are functioning at a high level, they often leave the neighbourhood, so individual successes are not necessarily community successes."

Community members indicated that because of greater resident involvement, there is greater perception of community spirit, and a greater understanding and acceptance in the community, as compared to a few years ago. The support for this conclusion most frequently offered by respondents was that "more people are taking pride in looking after things in their neighbourhood" (e.g., tackling graffiti, looking after their yards). The other proof respondents gave that community spirit had increased included the following: people being more involved in community initiatives and volunteering to do more projects; more people deciding to stay in the community because they want to, and not because they cannot afford to live anywhere else; people being proud to identify themselves as part of the community and the community organization; more articles in the local newspaper; and, more donations coming in for the community organization. One respondent said he did not know if it was as broad as community spirit yet, but that there has been these types of outcomes among the people involved with the community organization. One respondent said he thought that, "with declining communities part of the challenge is to keep community spirit from lagging as opposed to increasing it."

Community members indicated that, at least to some extent, their community organizations have helped people in the community to become more accepting of people who they perceive as different from themselves (e.g., people with disabilities, people from different cultures, religions, or levels of income). Respondents said the biggest indicator for the fact that the level of acceptance has increased is that there are more people from different cultures and backgrounds and experience that are participating in community activities who would not have participated before. Several respondents also indicated this is something their organization needs to work harder at and that they still have a long way to go because "you don't change certain things overnight," and "there is still some old baggage lying around." Respondents said that in some cases organizations actively try to increase this acceptance (e.g., one community organization reaches out to residents to support the acceptance of group homes in their neighbourhood, one organization actively encourages the value of unpaid work) or they have articulated increased acceptance as one of their goals. Some respondents said their organizations increase acceptance "by providing a venue for people from different backgrounds to meet and interact with each other," which they also noted is particularly helpful in increasing acceptance because "people are afraid of what they don't know." In other cases, the organization has promoted increased tolerance by example (e.g., having a Board that is representative of the neighbourhood population).

Community members also observed that community members are more inspired to improve circumstances for themselves and their families than they were a few years ago, and, as these improvements occur, this inspires people to keep going. Most respondents said that the fact that people are involved shows that they want to improve their lives or

their neighbourhood. Respondents said their proof in making this conclusion comes from the fact that: residents are tackling issues like safety, housing, cleanliness and graffiti, because "they are concerned about what the community looks like" and "want to feel good about where they live; "more parents are involved with their kid's school;" and, "more people look out for their neighbours and by doing this, they are preventing crime in their community." Some respondents said that being involved with their community organization, "has given (them) an opportunity to enjoy life, (their) family, to not just be dragged down by the challenges but to look at the positive end."

Community members indicated that individuals have experienced individual growth and development, increased self-esteem, and enhanced self-worth and happiness as a result of being involved in community capacity building efforts. Several respondents said that the proof that residents are happier is that they are: "complaining less;" "staying in neighbourhood when they would be more likely to move out before;" and, "have time in their life to be able to participate now." One respondent indicated that the community organization can help make people happy by: "directly connecting people to each other;" and, "building capacity for services, which was really minimal before." This respondent said further that "in relation to getting to know other people and develop relationships, yes, these things always have an effect on happiness," and "when you're not having your basic needs met, it is hard to be happy." Another respondent noted that "When people start to learn new things (e.g., a young mom learning how to stop becoming frustrated with her children, or a mom learning how to help her child at school) and people start to take pride in things they have learned, they start to feel good about themselves, which leads to happiness." Some respondents said residents are happier because they have more of a purpose. One respondent noted, "I think they probably feel like I do, that their lives are more enriched, they've got a reason, or a purpose in their life now. Maybe they aren't as lonely as they were, you know. I know I wasn't, like before, I would just stay home, and not go to meetings. Now I have a purpose in life, and that's to help other people, and I get a sense of satisfaction from that, and I think other people probably do, too."

Most of the respondents said that involvement in the community had helped residents feel more confident about themselves. Support for this conclusion includes the following: more people in the neighbourhood stepping up to take leadership roles; more residents speaking publicly; more people feeling comfortable enough to participate in activities; and, more people learning skills or looking for work. Several respondents were unsure as to whether or not participation in the community has made people feel confident about themselves, but some said they "would assume so since volunteers run (many of these) things so they must feel confident enough to do that."

6. Coordination and facilitation of community processes and activities

Community members indicated that there is continuing coordination and facilitation of community processes and activities. They said that this role is being played by a coordinator, community worker, or skilled local resident, or several of these people at the same time. Several community members noted that "the reality is that community

members want these things and want to play a role, but they also have responsibilities and priorities so they cannot commit eight hours a day five days a week...so you need funding so you can have the resources to make sure you don't lose momentum." This respondent went on to say further that it is "foolish to say you're going to rely 100% on volunteers...sometimes it's lucky if you can get that, but it's not a guarantee and sometimes you need that guarantee so things don't get lost." Several community members also noted that "there should be funding available for them to....(hire) someone to do some of that work that all the volunteers can't do."

Community Capacity Building Concepts were Incorporated into Documents and Work Outside the Scope of the Committee

The Committee tried to promote the inclusion of community capacity building concepts into Social Planning Council, government, and community-based work, documents and projects. It did this because it believed the repetition of the concepts in many different documents and through many different mediums would ensure that a wide range of stakeholders were exposed to them, and eventually accept them as being valid. It was expected that if the intermediate outcome had been achieved, information from Committee members, a focus group with Social Planning Council staff, and a content analysis of Committee versus government documents would show that such inclusion had taken place.

In the focus group session with Social Planning Council staff, two of the three participants indicated that information regarding community capacity building that was a direct or indirect result of Committee work was incorporated into many documents they were involved in developing. One of the participants indicated that when she "writes a proposal or does anything at least from her perspective she uses concepts from the Committee." She was uncertain, however, whether or not the Social Planning Council has formalized it at the Board level. One participant said that she uses the capacity building concepts but that she did not get them from Committee documents; she gained the knowledge of the concepts through prior experience as a clinical social worker and through research for her Masters studies. In terms of promoting ideas generated by the Committee either directly or indirectly, one participant responded that, "it is more implicit in what we do, because we work with so many different stakeholders. I think what we haven't done is perhaps articulate all these different pieces into some kind of holistic framework or comprehensive package, and haven't really sat down to say explicitly this is how we work within here...but everything is flavoured with the concepts." All three focus group participants provided an abundance of examples as to how the Committee's work has been directly or indirectly incorporated into other Social Planning Council documents and research. Some of the projects/initiatives mentioned included: The Women's Project; Active Living for Children 6-12; the Summer Institutes; and, the website. Some of the documents cited were: *Tools in the Hands of Communities*; the *Conference Paper* and *Conference Report*; the *1999 Child Poverty Report Card*; the Homelessness document; the Sex Trade document; and, Annual Reports and newsletters. One participant noted further that "all our proposals deal with the concepts of community capacity building," and that some of the Social Planning

Council Committees (e.g., The Committee for the Elimination of Racism and Discrimination) use the concepts as well. It appears that some information that was the direct result of Committee work was incorporated into many Social Planning Council documents, but not necessarily because there was a conscious effort to do so. This outcome happened because the concepts are implicit in everything done in the organization, but also because the Committee is staffed by a representative of the Social Planning Council, and a transferring of ideas likely occurred.

Five out of six Committee members indicated on a questionnaire that they have personally used information about community capacity building that was a direct or indirect result of the Committee work in some of their work. They have used both the "concepts" and "phrasing" in proposals, internal reports, presentations, projects, initiatives, teaching situations, and in sharing with colleagues. These same five Committee members indicated that their community organizations have used this information in similar ways. Only one Committee member said she had received feedback on these materials, and that it had been positive.

A brief content analysis of Committee and Neighbourhoods Alive! documents revealed a similarity in the use of community capacity building concepts and language. The Neighbourhoods Alive! documents often use terms like "neighbourhood revitalization," and "rebuilding neighbourhoods," or "renewing neighbourhoods," whereas the Committee documents use the terms "community capacity building" or "building neighbourhood capacity." The Neighbourhoods Alive! material refers to the need to "work together," rather than using words like "networking" or "partnerships," as the Committee documents frequently do. Neighbourhoods Alive! documents do not use words like "empowerment" or "social connections," or "population health," and they do not touch directly on the issue of "sustainability," as the Committee documents do.

The different language, however, is used to describe similar concepts. Although none of the Neighbourhoods Alive! documents use the term "community capacity building" or "sustainability" per se, they do highlight many of the community capacity building concepts and elements contributing to sustainability as outlined in the Committee documents. The following is a list of words/concepts that are common to both sets of documents:

- Building *healthy neighbourhoods* (where healthy refers to the social and economic health of individual community members and the community as a whole)
- Including *all stakeholders* in the process
- Stressing the need for initiatives to be *community-driven*
- Engaging in *local planning*
- Improving the *quality of life* in neighbourhoods
- Building on *existing strengths* and experiences of communities
- Recognizing the *uniqueness of communities* and taking into account the *distinctive needs, conditions and priorities* of individual neighbourhoods
- Recognizing that different communities are at *different stages* of their organization, planning and development, and therefore require different kinds of support

- Needing *government to support community ideas and goals* with *funding* and *planning assistance*

Recognizing the need for project *evaluation*

In terms of timing, it should be noted that the Neighbourhoods Alive! program was announced in the spring of 2000. Two of the Committee's documents (*Tools in the Hands of Communities,* and *A Practical Guide to Building Healthy Communities*) were published before this date, so it is possible that they may have indirectly influenced some of the content of the Neighbourhoods Alive! material. The two documents the Committee published before and after the conference in June, 2000, came out around the same time as the Neighbourhoods Alive! material, so it is difficult to imagine what type or direction of influence might have occurred.

Individual Communities Used the Media Effectively to Promote Community Capacity Building

One of the functions the Committee identified for itself was using the media to legitimize and educate the public regarding community capacity building. It did this because it believed that using the media to promote the concepts would introduce the concepts to people who might otherwise receive no knowledge on the subject. It was also hoped that demonstrating the concept as a long-term investment would also increase its popularity with the public, and that public recognition of, familiarity with, and support for the concept would ultimately make it easier for groups and governments to support such efforts.

The evaluation showed that individual communities were far more effective than the Committee at using the media to promote community capacity building. Four out of six respondents to the Committee member questionnaire indicated that they have used the media to promote the community capacity building work including specific programs, presentations or events in their neighbourhood. Of these four, two said they either have or "sort of" used some of the Committee's ideas to help them do this.

During this time period, five communities reported having experienced media attention about community capacity building efforts in their neighbourhood. This attention took various forms, including: major and community newspapers; magazines; radio; and, television. By far the most frequent form of media that the stories appeared in were local community newspapers. The next most common form was radio. Stories in major newspapers, magazines, and on television were far less frequent.

There were variations between communities with respect to how much media attention they said they had received; one neighbourhood reported having a total of sixteen stories, while another community reported a total of only five stories. On average, over a period of about two years, communities reported having experienced ten stories in the media ($SD = 4.30$) about efforts going on in their neighbourhood.

Topics of the newspaper stories included the following: community safety/policing; community clean-ups, block parties, festivals, and other special events; community initiatives (e.g. safe-walks, community gardens, job matching and training programs); and, funding and zoning issues. One of the communities reported having had several editorials in the community newspaper describing how the community capacity building efforts were improving the neighbourhood. The radio spots were most often used to promote upcoming special events, but on occasion radio reporters did follow-up with communities after the events.

Most of the community representatives on the Committee reported that they had distributed news releases about significant events at some point during the two years, although there was great variation between communities as to how often this occurred. One community representative indicated that he had sent out only a couple of releases in the past couple of years, whereas another representative reported having sent out ten or more. Several community representatives reported that the most effective way to gain media attention was to develop relationships with individual reporters. They explained that in doing so, the news releases became less important because the reporters kept their eyes and ears open and actually came looking for stories.

Outcomes Partially Achieved

Some Communities Developed Limited Public Education Strategies

The Committee identified the development of other public education strategies (i.e. in addition to the use of media) through organizations like schools and churches as being important, because it provides a greater opportunity to give more detail about the topic than is possible through a media campaign. The Committee as a whole did not develop public education strategies with respect to community capacity building and specific local initiatives. Individual Committee members, however, reported that they had pursued some public education activities in their communities. Five out of six respondents on the Committee member questionnaire indicated that their respective community organizations have made presentations to neighbourhood councils, churches, schools and other agencies in their neighbourhoods to promote both the concepts of community development/community capacity building, as well as specific projects. Out of those five, all of them said their community organization used some of the Committee's ideas to help them do this, although three of them indicated this was done in an indirect, or "a general, integrated way."

Outcomes Not Achieved

Committee did not use the Media Effectively to Educate About Community Capacity Building

During the time period of March 5, 1999 to November 16, 2000 it was very difficult to find examples of substantive stories in the media (newspapers, radio, television) about the conference, other Committee activities, or the general concept of community capacity building.

As the conference was being planned, a binder was kept that tracked the logistical details of the event. This binder had a media section that included copies of news releases that were sent out, and some draft notes about potential media opportunities. It did not include a description of interviews that actually took place, or of stories, either newspaper, radio, or television, that may have been conducted around the time of the conference.

In terms of the more general communications files, a clear, consistent process of tracking print, radio and television requests and stories pertaining to the activities of the Social Planning Council and its committees does not exist. There are some newspaper clipping files that do exist, but they are not comprehensive. A search of these files revealed that there are sometimes long periods of time where no clippings were made, and these clippings are also not consistently sorted by subject. There are several locked filing cabinets in the office previously used by various Communications Officers during the period of the evaluation, but the contents of these cabinets are uncertain because access is not possible at this time.

A search was conducted of the 1999 and 2000 Canadian Business and Current Affairs database and the Canadian Newspaper Source (EBSCO Host) database, using twenty-five individual and combinations of search terms such as 'capacity building,' 'neighbourhood revitalization,' and 'Social Planning Council,' to name a few. No articles about the conference, the Committee and its activities, or the general concepts of capacity building were found in either the Winnipeg Free Press or the Winnipeg Sun. Several articles were found in which the Social Planning Council provided comment on issues (e.g., child poverty, and tax breaks for low-income earners). Between the two databases, this search uncovered a total of six articles (four in the Winnipeg Free Press and two in magazines) about community capacity building activities going on in the West Broadway neighbourhood. It is quite possible that articles of the nature we were looking for do exist, but the databases are limited in that they provide only a sampling of articles, sorted by subject. The Canadian Newspaper Source was also limited because it only includes Winnipeg Sun articles from July 2000 to present, and newswire articles from November 1999 to present. In a manual search of copies of the Winnipeg Free Press and Winnipeg Sun in the weeks prior to and following the June, 2000 conference, no articles about the event were found.

Several Committee remembers recall that there may have been several radio and newspaper stories between March, 1999 and November, 2000 about the conference, other Committee activities, or the general concepts of community capacity building. Due to the lack of comprehensive media indexing here in Manitoba, and, because the communications files at the Social Planning Council are incomplete and/or inaccessible, it was not possible within the resources of this evaluation to locate any such stories.

CHAPTER 4: PROCESS EVALUATION

Although final outcomes are obviously crucial targets in program development, knowledge of whether particular outcomes occur is not useful unless it is coupled with knowledge of how, why, or the conditions under which a program led to a specific outcome. The processes that were investigated were ones that are directly linked to the Committee's objectives and outcomes. The following issues were explored during the process evaluation:

- Overall Committee functioning (in terms of its meeting processes);
- How the Committee came to exist/process for expansion;
- Peoples'/groups' motivations for participating on the Committee;
- Why some people/groups attended several times but ultimately decided not to participate in the longer term;
- Frequency of/attendance at meetings;
- External knowledge of the Committee (i.e. what people know about the Committee and its activities);
- External forces acting on the Committee;
- The Committee's structure and functioning/whether it became an 'elitist' group;
- The effect of the change in provincial governments;
- Particular things the Committee did well/could have done better; and,
- The future role of the Committee/opportunities for strengthening its effectiveness.

The overall results of the process evaluation showed that the Committee has strong processes. There are some areas that could be improved, and those will be discussed in the findings and recommendations section, but most of the findings point to the strength of the Committee's processes.

DATA COLLECTION METHODS

Committee Process Checklist

A review of the literature on effective committee processes was done (see Chapter 2), and 41 key elements required for successful committee functioning were identified. The following four references were particularly useful in identifying these 41 elements: Bormann & Bormann (1980); Shelton & Bauer (1994); Tropman (1996); and, Tropman, Johnson & Tropman (1992). These 41 elements were then used to generate a *Process Checklist* (see Appendix 20). Coordinated Community Capacity Building Committee members were asked to evaluate the functioning of the Committee against these identified best practices by filling out the checklist. Six checklists were completed and returned.

Committee Questionnaire

A seven-page self-report questionnaire containing a number of closed and open-ended outcome and process-related questions was administered to Committee members. In order to gather information about some of the Committee's internal processes, several

questions asked about how the Committee functions (See Appendix 10 for a copy of the questionnaire.) Six questionnaires were completed and returned.

Committee Focus Group
A focus group was held with six Committee members to discuss both outcome and process-related evaluation questions not answered through the questionnaire or checklist. The process questions focused on two major topics: 1) the strengths and weaknesses of the Committee; and, 2) the future directions of the Committee (See Appendix 9 for a list of the questions.) The focus group lasted an hour-and-a-half, and achieved the desired results (See the outcome evaluation section for a description of the process).

Interviews with Committee Invitees
Two people who were invited to participate on the Committee but chose not to, were invited to provide input through individual interviews about their perceptions of the Committee, and also how they think the Committee might work more effectively with their community or other communities in the future. (See Appendix 16 for a copy of the interview guide.)

Documentary Review
For several of the questions examined in the process evaluation, it was necessary to review Committee-related documentation, including: agendas and minutes of Committee meetings; quarterly reports; proposals; letters; memoranda; the *Conference Paper* and *Conference Report*; and conference feedback forms. Specifically, the Evaluator was looking for the following information related to outputs and processes: number of meetings held/number of attendees; number of meetings in which communities provided updates to the group; decisions made and activities engaged in by Committee (in chronological order); and the number, nature and distribution of public documents produced.

PROCESS EVALUATION FINDINGS

Overall Committee Functioning
Six Committee members completed a process checklist in which they were asked to evaluate the functioning of the Committee against 41 key elements identified as best practices (See Appendix 20 for the checklist and detailed results.) These forty-one elements were grouped into seven categories having to do with the following Committee characteristics: organization (e.g., member selection); quality of meetings (e.g., planning and conduct of meetings); social health (e.g., how well Committee members are pleased with their role and status and respect one another); productivity (e.g., how well the Committee reaches its goals and produces outputs); balance of social health and productivity (e.g., how much Committee members have a sense of satisfaction from their participation); communication (e.g., how well stakeholders are informed about Committee activities); and, evaluation (e.g., how well the Committee assesses its performance). The items were scored on a five point rating scale in which "very good" was scored as a "5" and "poor" was scored as a "1." Highest possible scores were

computed for each of these seven categories and compared against the actual scores for the categories (see Table 20). The Committee received the two highest scores in the "Quality of Meetings" category (93% of highest possible score), and the "Committee's Organization" category (90% of highest possible score).

The other four categories also had consistently high scores ranging from 73% to 83% of their highest possible scores. It is important to note, however, that two of these categories contained two of only four items that scored below the "average" rating level. The item called "Committee members interact/have relationships outside of the Committee" scored one "fair" rating, and, the item called "Committee's resources are adequate to do the work it agrees to do" scored one "poor" rating. This second item was also the only item out of 41 to receive no ratings of "very good." The one category that contained the greatest frequency of "average" and "fair" ratings and also scored the lowest overall rating was "Evaluation of Committee." This category also contained the other two of only four items that scored below the "average" rating level. The item called "Committee periodically self-assesses its performance" received one "fair" rating, and the item "Committee has a process for continually reviewing minutes for items that need attention but have slipped out of the action stream" received two "fair" ratings.

For all seven categories, the average percentage of the highest possible score was 83% (*SD* = 6.62%). The results from the process checklist indicated that the Committee has strong processes with respect to how it conducts its meetings and day-to-day activities.

Table 20

Results of Committee Process Checklist – Scores Achieved in the Seven Categories

Category	Highest Possible Score	Actual Score	% of Highest Possible Score
Quality of Meetings	420	389	93
Committee's Organization	60	54	90
Balance of Committee's Social Health and Productivity	125	103	83
Committee's Communication	60	49	82
Committee's Productivity	180	146	81
Committee's Social Health	330	263	80
Evaluation of Committee	60	44	73
Mean of the Seven Percentages			83 (*SD* = 6.62)

Creating/Expanding the Committee

When Committee members were asked in the questionnaire about how the Committee came to exist, several Committee members said they were unsure as to how this occurred. The three respondents who did provide an explanation indicated that the Social Planning Council pulled the group together as a way to coordinate the Health Canada funded community capacity building projects. Three respondents indicated that the Committee has been actively trying to expand its membership, but they described this process differently. Two respondents said that this process involves members bringing forward names of people representing "active neigbourhood groups" (i.e. "groups doing the same type of work" as others in the group) to the Committee. The Committee discusses the suggestions, and then a Committee member is asked to invite the person. One respondent said expansion was done through "meeting other neighbourhood groups via conferences, etc." The fact that Committee members gave more than one response to this question raises the possibility that the Committee engaged in all of these types of activities as a way to expand its membership. Two Committee members indicated that the Committee has not been actively trying to expand its membership in the past three years. One respondent was uncertain as to whether or not this was the case.

Reasons for Participating on the Committee

The most common reason Committee members gave when asked about their motivation for participating on the Committee, was "networking" in order to: identify concepts; gain knowledge; share experiences; support each other; and, identify financial resources. One Committee member indicated that in the beginning the Committee "wanted to discuss and garner support for long term funding, but during the process...it became about the creation of a system, and recognizing the similarities yet differences in our communities."

Reasons for Not Participating on the Committee

Two people who were invited to participate on the Committee but ultimately chose not to, were asked what their original interest when they came to the first couple of Committee meetings in March of 1999. One respondent said he/she accepted the invitation out of curiosity because he/she "wanted to see what was happening and where the group was going." This same respondent also said he/she thought he/she could advocate for new communities by giving them (the Committee) "feedback about which areas lacked resources" in the hope that the Committee might support those groups. The other respondent indicated he/she "has a broad interest in things going on in communities," and felt he/she should go, "to see if the Committee's activities were compatible with (his/her) community's activities."

When the two respondents were asked why they decided not to continue participating on the Committee both said that they did not feel attending was the best use of their limited time. Each respondent had different reasons for saying that, however. One respondent felt that "the Committee is more for other people who didn't reach out to community." Because of where his/her community is at in terms of reaching out to people, he/she felt it was more important to stabilize what they already had. After attending one meeting,

he/she did not feel that the Committee could benefit from his/her presence, saying, "they (the Committee) were well on their way and didn't need me there." Although this respondent stopped coming, he/she clarified that he/she "supports the Committee in ways other than attending meetings...by reading the materials...by connecting them with people who may benefit from the kinds of resources and supports the Committee provides...." He/she still feels "in the loop," and, "welcome to get involved if he/she feels the Committee needs her advice." At the first meeting of the Committee, the other respondent indicated he/she got a "definite impression from some people that the key reason for him/her being there was that his/her organization had money at its disposal," but "he/she wasn't coming to bring money to the table." He/she attended a couple of meetings to "try to be fair to the growing thinking and good intentions of everyone involved," but felt that the group's discussion was "too theoretical," and that the group was focused too much on language and was still "in search of a concept."

These two respondents were also asked to describe useful things the Committee could do to support them or their community capacity building efforts. One respondent indicated that he/she already "uses Social Planning Council as a support when (he/she) needs letters for funding...or for statistics." The other respondent did not have any knowledge about the Committee's role or purpose, and thought that perhaps it wanted to be directly involved in the process of community capacity building. As such, his/her initial response to this question was basically to reiterate that "authority and funding" should remain with agencies, but that "work and responsibility" should remain with the community. This respondent's preference was clearly for groups that actively deal with issues, and believes "the best committees are front line, on the ground, worker-driven," and, "not ones that come together just for the sake of creating a committee." Later on in the interview, however, he/she did say that committees can also play an important coordinating role and that "members sharing might lead to ad hoc coordinating between individuals, and that's good." This respondent indicated that he/she could not see a useful role the Committee could play in helping his/her community. It is possible, however, that if he/she had a better understanding of what the Committee is and does, he/she might be better able to imagine such a role.

Frequency of/Attendance at Meetings

During the time period of March 5, 1999 to November 16, 2000, the Committee met fifteen times. Attendance of non-staff members ranged from six to twelve people, with an average of eight people per meeting (*SD* = 2.01). The average attendance of the individual communities ranged from zero to three representatives at any given meeting. There were six active communities prior to October 12, 2000, and four active communities after October 12, 2000. Attendance of the six individual communities ranged from 42% of the Committee meetings to 100% of the Committee meetings during which they were active members (see Table 21).

Table 21

Attendance of Six Communities at Committee Meetings

Community	Period of Active Membership	Number of Meetings Attended	%
#1	15 meetings	15	100
#2	15 meetings	13	87
#3	15 meetings	12	80
#4	15 meetings	11	73
#5	12 meetings	7	58
#6	12 meetings	5	42
			$M = 73$ ($SD = 20.78$)

The average participation of all six groups, was attendance at 73% (SD = 20.78%) of Committee meetings during their period of active membership. Based on these findings, it can be concluded that attendance was excellent, and representation of active communities was also very good, although some communities were more active than others. The original attention was for the Committee to meet quarterly, but the frequency of meetings far exceeded that expectation.

External Knowledge of What the Committee is and Does

Of the fifteen people (nine community members, two funders, two provincial government representatives, and two non-Committee members) who were asked what they knew about the Committee and what it does, four respondents said they "had never heard of" or knew "absolutely nothing" about the Committee or what it does.

Six respondents were vaguely aware of the Committee or some of its activities. One respondent said he was "aware of the Social Planning Council generally" but knew "nothing about the Committee itself." Two respondents said they were aware of the Committee because their community representative on the Committee had mentioned it and some of its activities at other meetings. Three respondents said that they "know the Committee put on the Sustainable Neighbourhoods Conference," or that they "know of the various projects of the people involved with the Committee," but were not aware of other Committee activities.

Of the five respondents who knew the most about what the Committee is and what it does, almost all identified the main purpose of the Committee as, "providing support and sharing information," to "educate," and to "promote the value of community capacity building and community development" in order to increase the amount of people involved in doing community work.

External Forces Acting on the Committee

The majority of Committee members indicated that they could not think of a time when either internal or external forces stopped the Committee from implementing a decision. Two respondents said that limitations in human and financial resources and time had sometimes made it necessary to modify plans, and one respondent indicated that with respect to the meeting with funders where only three or four showed up, "it is hard to sell a concept to people if they are not there." This respondent went on to say that, "I think we turned it into a positive because two of the important ones were there, United Way and Winnipeg Foundation."

Did the Committee Become an 'Elitist' Group?

None of the Committee members believed that this Committee has come to be seen as a self-appointed group of experts, or an 'elitist' group that desires power and/or status. One respondent did agree, however, that it is desirable in many cases for Committees to collect knowledge and develop expertise on a subject. This respondent indicated that, "it is always dangerous to believe there is one right way to think or act," and, that, "the Committee has important knowledge and experience which it is interested in sharing and seeing...resources gained for the community not for itself." This respondent went on to suggest further that, "the Committee could minimize potentially undesirable outcomes by remaining open to new members and new ideas."

Effect of the Change in Provincial Governments

All Committee members and experts except one agreed that since the provincial government changed in October, 1999, they had noticed an increase in the opportunities presented to those interested in doing community capacity building work. Several respondents indicated that there has been a "broadening of perspective," and there is now a greater understanding among governments, funders and larger society with respect to what communities are trying to do. A couple of respondents said this has played itself out in terms of, "greater financial and physical involvement," and, "increased interest in neighbourhood/ community work" since the change in government. Several Committee members and experts expanded on this point by providing examples of programs and initiatives that "reflect the principles of community capacity building," including: Neighbourhoods Alive!; core funding for organized community programs such as Spence Neighbourhood Association; and ,workshops and training on how community economic development concepts can be actualized in neighbourhoods. One respondent cautioned that even though there are more resources, "the language is becoming jargon, and the understanding remains quite limited with outcome expectations often being unrealistic." When trying to explain why these changes have occurred, several

respondents said it is because this government has a better understanding of the benefits of supporting community capacity building. They went on to say further that this is at least partly because there is a strong contingent of elected people under this government that understand the principles of community development and community capacity building because they have been there and they've done it. One respondent indicated that, unlike the previous government, this government believes that within community capacity building, "there is a need for both (private funds and public money)." Some respondents observed that, as a result of the change in government and change in perspective, agencies have changed their approach in gaining support. One respondent noted, "they are more optimistic and hopeful about getting the funding," and they are "taking less of a campaigning approach, and more of a cooperative approach." Some respondents also observed, however, that "there are some ways in which there hasn't been nearly enough change (e.g., welfare rates) so the levels of poverty are still there as much as they were before."

These findings point to the need for the Committee to continue to be clear about the concepts and expected outcomes of community capacity building, because even though resources are increasing in some instances, the expectations under which these resources are provided are sometimes unrealistic. The Committee could probably make more progress with a provincial government such as the current one by spending less time selling the principles or concepts, and spending more time putting forward concrete proposals that describe ways in which the government can build on, support and sustain work already being done in communities.

Things the Committee Did Well

In the focus group discussion about some of the things the Committee thought it had done well, it was noted that the Committee "produced concrete things." A list of all of the Committee's outputs from March 5, 1999 to November 16, 2000 has been compiled and is presented in Appendix 22. After cross-checking meeting minutes with these outputs, it can be concluded that the Committee did follow-through on all the action items it proposed throughout this time period.

During this discussion several outcomes were also named, including, "influencing government and funders with respect to how they look at people," and "providing credibility to member organizations." The Committee also thought it had done a good job of "providing support," "encouraging networking," and "opening up information to community groups." It thought it had been good at "assessing the environment and adjusting its actions accordingly." For example, when the Committee decided to transition to having full time staff support, "it increased what (it) was able to accomplish." The Committee also felt it had played a very important role in "instigating" and continuing to be a part of "the dialogue between bureaucrats and policy makers" with respect to community capacity building.

Several Committee members indicated that the Committee is particularly useful at "connecting with funders" and pointing out "resources community can tap into," and that

the Committee also provides support to communities in the eyes of funders because "if you have the backing of the Committee then funders are less likely to take your funding away." One respondent noted that it is important to "form a bigger group that is working together instead of working against each other."

Things the Committee Could Have Done Better

During the focus group, Committee members discussed some things they thought the Committee could have done better. One member noted that "the Committee had difficulty engaging some communities and keeping them engaged," and suggested that this might be because it "didn't really reach out enough to other groups and communities." One member suggested that perhaps the invitees decided not to participate because they did not have the time to do so, but another member wondered if their desire not to participate was really because they had perspectives that were different from the Committee's. Another member suggested that the reason the Committee had not spent a lot of time on this recruitment activity was because it "didn't want to lose time on what (it) needed to move forward. (It) needed to build from a base eager and willing to participate." The group then discussed the possibility of reaching out again to some of the groups who are working in the same way they are, and exploring the possibility of asking Executive Directors to send representatives if they cannot attend themselves.

Another suggestion raised in this discussion was that the Committee should have looked more closely at its goals and how it was going to achieve them. One Committee member said, "There was a weakness in how we initiated ourselves. Would the outcomes have been greater if we'd reviewed our goals and processes consciously?" Another Committee member agreed that "Perhaps we could have sat down in the first three months," and went on to observe that the Committee "didn't formalize that process." This member pointed out, however, that maybe this was to be expected since the Committee "evolved over time and this is a natural process because (the Committee) came together as a loose information sharing body."

Conference participants also made suggestions for how the Committee could improve future conferences. Out of the 30 respondents who provided suggestions about how the conference could have been more effective, the majority (18) suggested that there should be fewer presentations, and more networking/discussion/interaction opportunities (e.g., sharing circles each day) so that participants are more involved. A third of the respondents suggested that the group discussions should also be about processes and problem solving and not just about listing successes. Seven respondents said that "the information offered was too elementary," that it needed to be "more concrete," and that there were "too many like-minded (people)" and "not enough debate-challenge." Six respondents suggested that the panel discussion needed to be more focused. Four respondents suggested that there needed to be "more pre-conference preparation and networking of participants," and pre-conference distribution of printed material. Four other respondents also thought it would be useful if the conference provided an opportunity for community members to discuss or work on more immediate projects with

funders. A couple of respondents suggested that the information provided could have been "spaced over a number of weeks or months." Finally, half a dozen respondents indicated that "ongoing information and support and a way for people to connect after the conference would be helpful." In this vein, one respondent suggested a "follow-up gathering to keep the momentum going."

CHAPTER 5: ACHIEVEMENT OF EVALUATION OBJECTIVES

The evaluation objectives were as follows:

1. To clarify the goal, objectives and activities of the Committee
2. To determine how the activities of the Committee were supposed to lead to the accomplishment of the goals and objectives
3. To identify expected outcomes and indicators based on objectives and activities of the Committee
4. To document and describe the outputs and outcomes of the Committee's role and activities
5. To determine whether outputs and outcomes were related to the specified goals and objectives of the Committee, and if not, explain why not
6. To describe the structure and processes of the Committee
7. To examine the strengths and weaknesses of the Committee's processes and activities
8. To suggest areas of improvement for the Committee in terms of processes and activities (to link processes and activities more closely with the goals and objectives)
9. To make recommendations as to how the Committee can develop a self-evaluation capability

All nine of the evaluation objectives were successfully achieved, as follows:

1. The goal, objectives and functions of the Committee were originally presented in a program documents model, and further clarified through the evaluability assessment process.

2. During the evaluability assessment, the Evaluation Sub-Committee described how the activities of the Committee were supposed to lead to the accomplishment of the goals and objectives. That logic was entered into the program documents model.

3. As the final step in the evaluability assessment, the Evaluation Sub-Committee worked closely with the Evaluator to identify expected outcomes and indicators based on objectives and activities of the Committee. The end result of achieving the first three evaluation objectives was an evaluable model, which provided the framework for the entire evaluation, and the basis for the data collection tools.

4. Through the outcome and process evaluation, the outputs and outcomes of the Committee's activities were documented and described.

5. The results of the outcome evaluation showed that the overwhelming majority of the expected outcomes as identified in the evaluable model were achieved.

6. During the process evaluation, the structure and processes of the Committee were both described and investigated. Based on the findings of this evaluation, it can be concluded that the Committee was structured and functioned in such a way that it had a reasonable

chance of achieving its goal and objectives. The process checklist, an instrument that was developed to evaluate the Committee's internal functioning, was a significant output of the evaluation. It is an instrument that can continue to be used as a self-assessment tool by this Committee and others in the future.

7. During this evaluation, the strengths and weaknesses of the Committee's processes were also described. Several recommendations were made about how the Committee can both build on the identified strengths, and address some of its weaknesses.

8. In order to link the processes and activities more closely with the goals and objectives, several areas of improvement for the Committee in terms of processes and activities are provided in the recommendations section next. These recommendations are based solidly on the results of the outcome and process evaluations.

9. Several recommendations are also made in the next section as to how the Committee can develop a self-evaluation capability.

CHAPTER 6: RECOMMENDATIONS

FUTURE DIRECTIONS FOR COMMITTEE EFFORTS

Committee members discussed how they could better meet the needs of individuals and communities using a capacity building approach, and what they think the future direction of the Committee should be in terms of its activities and focus. Community members, provincial government representatives, funders and non-Committee members were also asked these same questions. Information on these issues was also gathered, however, at several points and from various stakeholders during the data collection. For example, questions posed in the conference questionnaire, Committee focus group, and interviews with community members, funders, and provincial government representatives all addressed these subjects, but in less direct ways. It is recommended, therefore, that, in addition to reviewing this section, the Committee should carefully consider the feedback obtained from stakeholders and presented throughout this report when it is deciding how to direct its energies in the future (e.g., if the Committee intends to organize another conference it is recommended that it incorporate feedback from the last conference obtained through this evaluation into planning for the next). The eight broad recommendations that are presented next are based on feedback that was obtained throughout the entire evaluation. Several of these recommendations also have sub-activities associated with them.

1. Provide Leadership and Clarity about Community Capacity Building Concepts

There was agreement during the Committee focus group that it needs to provide leadership and clarity about community capacity building concepts to those who are using them (i.e. communities, governments and funders). The Committee also agreed that it needs to be "an identified credible group." If the Committee works to develop clear definitions about the concepts, creates a comprehensive package of information, and continues to put forward innovative ideas, it will increase its credibility on the subject in the eyes of all stakeholders in Manitoba interested in community capacity building. This increased credibility will improve the Committee's ability to effectively pursue the other activities recommended in this section.

1a. Develop Clear Definitions of 'Community Capacity Building' and 'Community Development'

Several Committee members thought it was very important that the Committee "continue to develop sharpness about community capacity building" and what it is, particularly if it wants to be able to deal with the fact that, as one respondent noted, "liberating language seems to get co-opted by the status quo." Several community members and funders also noted the importance of "using the same language" so that "everyone is coming at it from the same angle." The need to develop clarity about 'community capacity building' and 'community development' concepts is also supported by the fact that when interviewees were asked to provide definitions of the concepts, many of them had very different views. There did not appear to be any commonality across the different groups interviewed, with respect to these views. For example, one funder noted that "the concepts are distinct but

related," and went on to say that "community development involves engaging a community in a discussion of its strengths, weaknesses, of its challenges and its opportunities...trying to get an understanding from the community of how it sees itself and where its leadership potentials are and of supporting those leadership potentials." This is the same definition, however, that some community and Committee members used for 'community capacity building.' Another funder saw 'community capacity building' as being "more focused on resources (e.g., leadership), looking for specific things in a community as resources the community could use for its development." Yet another community member saw community capacity building simply as, "people in a place that try to make that place better." It is clear then, that there are many different working definitions of the two concepts.

Recommendation: The Committee should develop clear working definitions of 'community capacity building' and 'community development' and related concepts.

1b. Create a Comprehensive Package of Community Capacity Building Information

Several community members and community development experts suggested that the Committee is well positioned to provide a "whole package of information," that would be useful to people and communities at all skill levels and involved at all stages of community capacity building. Experts indicated they liked the model as a way to describe what communities need to do in order to become more sustainable. Incorporating their suggestions into the model that currently exists, will further enhance its utility. Some of the experts indicated they would like to use this model as a way to educate others about community capacity building concepts. In order to improve the model of sustainability, it is recommended that the Committee carefully review the comments provided by community development experts (. Figure 4 for a summary of those comments.) Community members said they would like to see more practical information in such a package, which would be accessible to people with various levels of education, and from communities at all stages of development. In order to get some direction about what types of practical information to include in such a package, the Committee should examine the detailed comments from the focus group that looked at *A Practical Guide to Building Healthy Communities*.

Recommendation: Based on all the comments from respondents, this package should include the following basic components:

- A basic outline of the model (i.e. what communities need to do in order to become sustainable, and what some of the expected outcomes might be – basically a revised four-page summary of the model that includes suggestions from experts);
- The Stages of Change diagram, including a description of how communities might use it;
- A detailed description of how some community initiatives got started and progressed through various stages;
- A glossary of terms that describes the more difficult concepts and language used, particularly the difference between 'community capacity building,' and 'community development;'

- A list of resources people can contact for further information; and,
- Information about how groups can access funding/resources.

1c. Continue to Remain on the Edge/Put Forward Innovative Ideas

There was general agreement among Committee members in the focus group with one respondent's statement that the Committee "need(s) to turn all of our systems big and little on their heads," and, in terms of its relationship with institutions, "it need(s) to remain on the edge and stop trying to fit it into the existing stuff." Several Committee members suggested that the role of the Committee should be to advocate for things like training, mentoring, educating, and to bring the ideas forward to the powers that be, and to "gather the resources and expertise and offer those up to governments." It was observed that it is good timing in terms of doing these things because "governments are starting to understand that you can't just parachute people in, but they need to see a clear way of doing things."

Recommendation: Rather than trying to fit initiatives into existing systems, the Committee should continue to advocate for systems change so that community efforts can be more successful and more sustainable in the long-term.

2. Provide Educational Opportunities

The Committee discussed the importance of providing educational opportunities to promote community capacity building concepts more broadly. One Committee member suggested setting up community capacity building sub-committees in geographic areas where there is a representative on the Committee. Another Committee member suggested having one or two hour meetings in libraries or community centres. Yet another Committee member noted that the Social Planning Council has a speakers panel, and suggested that the Committee might do something similar by getting capacity building speakers to go out to groups who want to get more information about the concepts.

Recommendation: The Committee should create and embrace opportunities to educate the broader public about community capacity building and the potential it has to revitalize communities.

3. Act as a 'Bridge' Between Community and Government

One funder noted that "the government is committed to community capacity building because the Ministers themselves have backgrounds in this approach," but he was "not sure how easy it is to fit some of those concepts into the bureaucratic level of the government." He thinks that this is an area where the Committee can help…to fill in the gap between the community and the government." He said that the problem he sees is that the government is "limited to the five communities that are most politically visible. This implies that you have to get bad before you can start getting help to get better." He believes his organization's role is to focus on 'shoulder' neighbourhoods, and that this is a role the Committee might want to consider. The funder also suggested that the Committee might play a role in educating others (e.g., government) on the "pattern of

decline" that occurs in neighbourhoods so funders and government and community groups can do something in those communities before they become "politically visible." The communities that border on Neighbourhoods Alive!'s five target communities are examples of this decline. The funder strongly suggested that these communities need to be identified and dealt with before they start to resemble the target communities.

One community member also suggested doing "more research that will back up what community groups are saying is true in their neighbourhood," because, "more research, evaluation, surveys...more of the types of things that a lot of groups don't have the time to undertake...could be a good link to the government as a means of advocating for funding."

The majority of community members said that more money, more resources, and more funding sources are crucial to supporting the work they do. Several respondents also stressed, however, that there needs to be "attitude adjustments" (particularly among governments and funders) and "recognition that this type of work does take time and resources."

Recommendation: The Committee should continue to explore and develop relationships with key officials in various levels and departments of government, through regular meetings and sharing of information to:

- Promote the fact that communities are at various stages and the ones that are in the very beginning stages (i.e. not yet fully organized) would benefit from support as well;
- Promote the fact that 'shoulder' communities can be successfully supported so that they do not decline unnecessarily;
- Promote the positive outcomes of community capacity building (especially the potential of big gains for relatively small investments); and,
- Promote the need to provide adequate time and funding in order for these positive outcomes to be realized.

4. Act as a 'Bridge' Between Community and Funders

Several Committee members indicated that the Committee is particularly useful at "connecting with funders" and pointing out "resources community can tap into," and that the Committee also provides support to communities in the eyes of funders because "if you have the backing of the Committee then funders are less likely to take your funding away."

One of the funders proposed that the Committee play "a role between the community project and the funder." He said that there are two levels of funding for community capacity building projects where the Committee could really be useful to funders. He said his organization has some groups coming to them that are not quite at the stage where they are ready to approach organizations for funding, and "need some help to get to that stage." He noted that as funders, "(his) organization has some limitations about helping these neighbourhoods in that kind of capacity." First of all, they do not want to

become community developers themselves, and, second, they do not want to drive the community. They do not want to create the impression that if the community does things this way then they can have the money. The funder said, "This is where the Committee could come in and help these neighbourhoods get to that stage to be able to approach funders." He noted that the second level of community capacity building work happens once the community gets the funding. This is when changes start to happen in the community. At this stage the community needs someone with a neutral position to work with them. The funder reiterated, "We are limited in what we can do because we do not want to be seen as driving the community."

Recommendation: The Committee should explore ways to assist communities and funders at both of these levels, i.e., the pre-proposal and proposal writing stage, and the early implementation stage once funding is received.

5. Work/Communicate More Effectively with Funders

Most of the funders and provincial government representatives who met with the Committee said they were unclear as to why they were invited to meet with the Committee, and did not know what the Committee wanted of them. They basically agreed with the principles and concepts the Committee was presenting to them, and said they were beyond this theoretical stage. One of the funders suggested that in order for the Committee to work more effectively with his organization in the future, it should "be specific about how we can help, communicate that to us in as many ways as (it) can until we get the message."

Recommendation: When inviting funders to meetings, and at the beginning of any meetings, the Committee should focus on clearly communicating what the purpose of the meeting is, and what the Committee is asking of the funders. During the meeting, the Committee should spend less time selling the concepts and put forward concrete proposals. Being more specific about what the Committee wants form the funders should promote a deeper discussion about how they can be involved. After these meetings, the Committee needs to make a concerted effort to follow-up with funders within a reasonable period of time.

6. Consider the Committee's Role in Providing Training and Mentorship

All respondents who were asked about training agreed that hands-on training for people involved in community capacity building is necessary in order for the efforts to be maximally effective and sustainable.

One Committee member noted that at the *Building Sustainable Neighbourhoods Conference* there appeared to be a real need for more training, but "in the absence of any movement anywhere else, the government seems to be starting at the formal end," and that, "training is starting at the wrong end - it is starting at the top (e.g., professionals and semi-professionals), instead of the community." This member went on to suggest that "Maybe that's happening because the Committee didn't put a strategy into place to influence what's going on. I'm not saying it's too late, but that is what is happening."

It was further noted that "There is a basic misunderstanding within government about how community capacity building has to get seeded." The Committee discussed the fact that there are many community members who would appreciate training in community capacity building, but who are not going to go to Red River for a year. The Committee thought that the impact of some expertise being developed in communities would be much more immediate and greater over the long term than training at Red River. It was suggested by several members that this is part of the vision the Committee needs to bring more into place.

Recommendation: The Committee should put a strategy in place to promote hands-on training in community capacity building. The Committee might want to develop a plan to provide this training itself, or take steps to ensure this training is provided elsewhere. For example, one Committee member suggested that a community based resource centre might be something this Committee should consider helping to develop, where training might be one of the things the centre offers.

In summarizing the suggestions made by various respondents who described what form future hands-on training should take, it is recommended that this training should have the following characteristics:

- Some training should help community members deal with specific issues (e.g., housing redevelopment);
- Some training should provide community members with general information about community processes and help them develop communications skills (e.g., proposal writing or fundraising);
- Any and all training should be simple, clear, and non-academic; and,
- Train-the-trainer types of sessions would be preferable, in order to reach as many people as possible and enhance the sustainability of community efforts.

7. Consider the Committee's Role in Improving Coordination of Community Capacity Building Efforts

There are many community capacity building efforts taking place throughout the province. The number of these efforts has steadily increased since this Committee first came to exist. Several community members stressed the need for communities to have improved methods of communication with other neighbourhoods. Coordination between groups and neighbourhoods is a role that the Committee has been playing. There are several levels of government and many non-governmental agencies involved in supporting community capacity building initiatives throughout Manitoba, however, and these numbers are growing. With the proliferation of initiatives, it is becoming increasingly difficult for the Committee to reach everybody who is doing this type of work. As a result, there are a great deal of isolated efforts that would likely benefit from improved coordination and linkages of similar efforts.

Recommendation: The Committee should explore ways to more effectively coordinate all of the community capacity building efforts currently taking place throughout the

province. A community based resource centre like the one described above might be an initiative that could serve this purpose.

8. Consider the Committee's Role in Providing Other Supports Communities Say Would be Helpful

In addition to training, which was mentioned previously, community members outlined several different types of supports that would make it easier to do community capacity building work in their neighbourhood. Community members suggested the other four types of supports that were provided as options in the conference questionnaire (i.e. conference/workshops; workbook/manual; apprenticeship; and, mentorship) would also be helpful to them.

Most community members were not overly enthusiastic about the idea of having more conferences or workshops for the purposes of education, because they believed that, "conferences were good for motivating people but the skills are in the community already," and that "people understand the concept, they just need opportunity to do it in a focused way." Most of these respondents thought that opportunities for "skill development," and, "to go in-depth into particular situations or issues" would be more valuable (e.g., more programs to help organizations using volunteers to do their planning, their volunteer management, their capacity building). The respondents who thought another conference would be useful suggested that they include communities sharing their stories, a discussion about the barriers to community capacity building, and, a discussion about government's role in community capacity building.

A majority of community members agreed that having a ready-made workbook or manual is useful because it "allows (people) to have something they can refer to," but some respondents thought the process of having a community develop its own workbook would be more valuable than having one standard document.

A majority of community members said that apprenticeship "is always useful." One respondent cautioned, however, that "there is a risk in all of this, putting someone in the community who is the animator or the whatever, that person has to know how to make themselves dispensable and that's part of it, and there is a tension right now in (our community) between who's the professional and who's the local person."

All the community members who mentioned mentorship agreed that having this type of support "is always a good idea," expect for one respondent who cautioned that it is most useful to have different mentors to provide advice on specific issues.

Recommendation: The Committee should consider whether it should and how it could provide some of this support (i.e. conferences or workshops, workbooks or manuals, apprenticeship, and, mentorship) to communities.

FUTURE DIRECTIONS FOR COMMITTEE PROCESSES

Committee members discussed what they think the future direction of the Committee should be in terms of its processes. Community members, provincial government representatives, funders and non-Committee members were also asked a similar question. The following is a compilation of their suggestions, as well as recommendations based on the findings of the process evaluation previously presented.

1. Develop a Strategic Plan

The Committee recently completed an evaluability assessment in April, 2001. During that process, the Committee identified all the things it is currently doing, as well as all the things it had wanted to do when it first came to exist. All of these current/intended activities are depicted in the evaluable model (see Appendix 23). This evaluation has identified several activities that are not currently being engaged in to their fullest, and provides a picture of where the Committee is putting its energy right now.

Recommendation: The next important step the Committee needs to take is to look to the future and identify where it wants to be two to three years from now (i.e. long range goals), and work backwards to determine what it needs to do in order to get there. A PATH planning process might facilitate this visioning. Once this visioning is conducted, the Committee then needs to do two things.

- First, the Committee needs look at the results of that visioning and compare it to its current activities. If there are inconsistencies between what the Committee needs to be doing (as identified in the visioning), and what it is currently doing/not doing (as identified in the evaluable model and evaluation findings), it needs to decide how it wants to change its activities and focus to ensure they are supporting its long-range goals. As part of this process, the Committee needs to decide whether it wants to develop ways to achieve the outcomes that are not currently being met as identified in the evaluation, or drop them off the list of priorities.
- Second, the Committee then needs to look closely at its structure and processes and determine if any changes need to be made in order for it to get where it wants to be in two to three years.

Recommendation: As the strategic plan is being developed (a large piece of work in and of itself), the Committee needs to engage in the following nine activities:

1a. Reexamine the Relationship Between its Goals, Structure and Processes

As the strategic plan is developed, the Committee should consider a structure for itself that is most appropriate to that plan. This recommendation stems from a discussion that was held during the Committee focus group discussion. Several people in that discussion suggested that the Committee needs to think about "where (it) want(s) to put (its) energies, and that it needs to "reexamine and reconfirm what the goals are, and how to achieve them." It was then further suggested that the Committee might want to give some careful consideration as to its structure, and whether or not it needs to be changed in order to "fit" better with the goals. One Committee member observed that "This

Committee started with a basic coordinating idea, and over time it became much more ambitious and outward looking. It wanted to affect funders, governments, and see its ideas implemented in other communities, therefore there was a broadening of purpose. We never discussed how that structure should change to achieve that new purpose." Several other members agreed with this observation, and one person went on to ask if the Committee "can continue to operate in this fashion or if (it) need(s) to look at how (it) might broaden out to increase (its) successes?" This same member suggested that maybe the Committee might want to think about structuring a larger group to get their input from time to time with a smaller steering committee that meets more regularly, as one possible option.

1b. Consider Expanding its Focus/Membership

The Committee focus group talked about the fact that it has "attracted people based on a geographic definition of community, but not a cultural definition of community," and wondered if it should reach out to other groups, for example, the deaf and hard of hearing community, where there is considerable community work being done. It was suggested that "They could probably contribute in ways we don't even understand."

Several participants in the Committee focus group suggested that the Committee needs to "reach out more" to communities in areas of the city that "really don't have anything." One Committee member noted that for the most part Social Planning Council and the Committee have been Winnipeg focused and suggested that it should "consider increasing its scope and impact by supporting more community capacity building efforts outside of Winnipeg." One provincial government representative also suggested that "it is important to have youth representation on the Committee."

The Committee should consider whether/how it might expand its focus/membership to include other types of 'communities' (i.e. communities based on culture, not on geographic location), more youth, and more disadvantaged communities both inside and outside of Winnipeg. If it does so, it will also need to consider how it will deal with potentially increased administrative costs and practical difficulties associated with increased membership (e.g., finding suitable meeting times and meeting spaces).

If new people/groups are being invited to participate on the Committee, it will be important for the Committee to indicate clearly to the invitees at the outset what the purpose of the Committee is, what the expectations are of individual members, and how the members/communities might benefit by participating.

1c. Provide Information Sharing/Problem-Solving Opportunities

Updates regarding the activities of individual communities were only provided at two of the Committee's early meetings. If, through the planning process, the Committee determines that one of its objectives continues to be to "offer a forum to community groups to network and benefit from the experiences of one another," the Committee might want to consider one or more of the following activities: including community status reports as a standing item on the Committee's agenda; providing more

opportunities for communities to share experiences; and/or, providing more chances for the Committee to problem-solve around particular issues raised by Committee members.

1d. Improve Documentation of Report Distribution and Media Contacts/Coverage

During the past couple of years, the responsibility for report distribution at the Social Planning Council has been shared between various staff, but particularly between communications and administrative staff. Several distribution lists exist, but they are often not clearly labelled. With high turnover in staff, it has been difficult to track who mailed what to whom. This is compounded by the fact that staff at the Social Planning Council is often given distribution instructions via quick hand-written notes or verbal instructions. Although communications staff give regular reports regarding communications efforts and media attention to the Board, these types of reports are not currently provided to the Committee. The Committee should work with the Social Planning Council to develop a process for more accurately documenting instructions that are given regarding document distribution, and the details (e.g., numbers, recipients, costs) of actual mailings that go out.

1e. Consider its Resources

During the focus group, the Committee members discussed and agreed on the need to ensure that there are adequate resources to support this Committee. The Committee thought it should probably begin to take a look at key players for core funding like the United Way "who have begun to buy into community capacity building more." The Committee agreed, however, that governments should also be involved in funding the Committee. Several members of the group stressed that, "All levels of the government and the voluntary sector should be funding the work of this Committee," and that it "should be funded as a core activity."

Given that the Social Planning Council staffs the Committee, and funding is flowed through this organization, the Committee will have to consider ways that it might apply for independent funding. In doing so, it should also explore whether or not creating an alternative organizational structure for itself would enhance its ability to access this funding.

1f. Consider Ways to Sustain Itself

Several Committee members noted that it is extremely important for the Committee to consider how it can ensure sustainability for itself, noting particularly that "this provincial government is receptive to community capacity building, but we might have to start over again with a new government after the next election." One Committee member suggested that the Committee "need(s) to position (itself) so (it) can build on what (it has) already achieved." To that end, the Committee's strategic plan should include ways to ensure the work that it has already done will not get lost in the event that the government changes.

1g. Examine How its Work can be Integrated More Fully into the Social Planning Council

One Committee focus group member asked whether the Social Planning Council "builds community capacity building into everything it does." The group had a discussion about how much the Board knows about its work. One member noted that, "in the past, resources have been tied to Committees and specific functions, i.e. allocated by structure, and it has been very difficult to shift those resources." This Committee member went on to say, however, that the Board is in a strategic planning process, and, as part of this process, the Board might want to consider whether "the criteria of community capacity building should be the primary way of deciding when/how to allocate funds and set priorities." It was also suggested that the Board might want to consider the themes that link the work of the Social Planning Council, and consider whether community capacity building is or should be one of them. The Committee should consider examining how it could integrate its work more fully into the Social Planning Council, as a way to gain further support for, and promotion of, the concepts.

1h. Develop a Higher Profile for the Committee and its Work

Funders, government representatives, and, particularly community members, had either limited knowledge or no knowledge of the Committee and its work. During 1999 and 2000 it was difficult to find examples of media stories that highlighted the conference, the Committee and its activities, or even the general concepts of community capacity building. If some of the main objectives of the Committee continue to be sharing information, improving coordination of community capacity building efforts, and promoting community capacity building concepts, then it needs to promote itself and its work more. The Committee should explore ways to increase its visibility and make itself known to more community groups, funders, and government representatives. This could be done by having a greater presence at workshops, organizing a speaker's panel, scheduling more meetings to discuss potential working relationships with governments and funders, and consciously soliciting more media (e.g., writing more letters and editorials, distributing more news releases, developing relationships with particular media outlets).

1i. Build a Capacity for Self-Evaluation

The lack of capacity for self-evaluation was an area identified for improvement in the responses to the process checklist. During the evaluation planning, it was also identified as something the Committee said it wanted to develop.

The Committee should consider using a tool like the *Process Checklist* (developed for this evaluation) periodically as a way to flag process-related issues some Committee members think could be improved. The Committee could then discuss these issues further.

The Committee should also develop a formal process for reviewing the status of the overall strategic plan in terms of whether or not the Committee is achieving its desired

objectives. At the end of a specified time period the Committee should evaluate whether or not it has achieved its goals, and, if not, adjust its plan and structure accordingly.

As one step in the larger process of evaluation, the Committee should consider developing a process for periodically reviewing action items agreed upon at Committee meetings to see whether or not they have been followed-up.

REFERENCES

Babbie, E. (1990). *Survey research methods* (2nd ed.). Belmont, CA: Wadsworth.

Bormann, E. & Bormann, N. (1980). *Effective small group communication.* Minneapolis, MN: Burgess.

Bouma, G. (1996). *The research process.* Oxford, England: Oxford University Press.

Dillman, D. (2000). *Mail and internet surveys: The tailored design method.* New York: John Wiley & Sons.

Gabor, P., Unrau, Y. & Grinnell, R. (1998). *Evaluation for social workers: A quality improvement approach for the social services.* Boston: Allyn & Bacon.

Gillham, B. (2000). *The research interview.* London: Continuum.

Morgan, D. (1998). *The focus group guidebook.* London: Sage.

Patton, Michael. (1986). *Utilization-Focused Evaluation* (2nd ed.). Beverly Hills, CA: Sage.

Patton, Michael. (1988). *How to use qualitative methods in evaluation.* Beverly Hills, CA: Sage.

Patton, M. (1990). *Qualitative evaluation and research methods* (2nd ed.). Beverly Hills, CA: Sage.

Rossi, P. & Freeman, H. (1993). *Evaluation: A systematic approach.* Newbury Park, CA: Sage.

Rush, B. & Ogborne, A. (1991). Program logic models: Expanding their role and structure for program planning and evaluation. *The Canadian Journal of Program Evaluation*, *6*(2), 95-106.

Rutman, L. (1980). *Planning useful evaluations: Evaluability assessment.* Beverly Hills, CA: Sage.

Rutman, L. (1984). *Evaluation research methods: A basic guide.* Beverly Hills, CA: Sage.

Rutman, L. & McEwen, N. (1985). *Alberta Education: Evaluability assessment of library services.* Edmonton, AB: Alberta Education.

Shelton, M. & Bauer, L. (1994). *Secrets of highly effective meetings.* Thousand Oaks, CA: Corwin Press.

Social Planning Council of Winnipeg. (May, 1998). *An integrated community approach to health action: Evaluation findings and lessons learned.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg. (1998). *An integrated community approach to health action: A practical guide to building healthy communities.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg. (May, 2000). *Tools in the hands of communities: Planning and working at the neighbourhood level.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg (June, 2000). *Conference paper: Building and sustaining neighbourhood capacity.* Winnipeg, MB: Author.

Social Planning Council of Winnipeg. (December, 2000). *Building sustainable neighbourhoods: Proceedings from the June 15 & June 16, 2000 conference.* Winnipeg, MB: Author.

Stewart, D. & Shamdasani, P. (1990). *Focus groups: Theory and practice.* London: Sage.

Tropman, J. (1996). *Making meetings work: Achieving high quality group discussions.* Thousand Oaks, CA: Sage.

Tropman, J.; Johnson, H. & Tropman, E. (1992). *Committee management in human services: Running effective meetings, committees, and boards.* Chicago: Nelson-Hall.

Wholey, J. (1979). *Evaluation: Promise and performance.* Washington, DC: The Urban Institute.

Wholey, J., Hatry, H. & Newcomer, K. (Eds.). (1994). *Handbook of practical program evaluation.* San Francisco: Jossey-Bass.

APPENDIXES

APPENDIX 1: EVALUATION SUB-COMMITTEE TERMS OF REFERENCE

EVALUATION SUB-COMMITTEE TERMS OF REFERENCE

Membership

- Maureen Kalloo, Social Planning Council; Sid Frankel, Social Planning Council (ex-officio member as Chair of the larger Committee); Dennis Hallick, Portage Neighbourhood Connections; Jackie Sokoliuk, CEDA; Ingrid Zacharias, Chalmers Neighbourhood Project; Tannis Cheadle, University of Manitoba

Purpose of the Sub-Committee

- The purpose of the Sub-Committee is to conduct some of the more detailed work necessary to carry out the evaluation. This is work that the larger Coordinated Community Capacity Building Committee does not have time to engage in, and includes the following activities:
  - Making decisions related to the implementation of the evaluation within the parameters of the evaluation framework approved by the larger Committee
    - Assisting in the preparation of, reviewing, and providing final approval on the evaluable model, questionnaires, and interview guides to be used in the evaluation
  - Making recommendations to the larger Committee re: necessary changes to the original evaluation framework; approval of the final report; and, dissemination of the final report
  - Providing progress reports to the larger Committee at regularly scheduled meetings
  - Selecting a Chair from among its membership
  - Raising issues for consideration by the larger Committee as necessary

Role of the Chair

- The Chair will work closely with the Evaluator in developing agendas for Sub-Committee meetings
- The Chair will be called upon by the Evaluator in between Sub-Committee meetings to make decisions re: various process and logistical issues required to carry out the evaluation (e.g., approval of invitation and agenda for the evaluability assessment)

Decision Making

- Formal processes will not be used to conduct Sub-Committee meetings or to make minor decisions (e.g., invitation list for evaluability assessment), but, at the discretion of the Chair, they will be used for the larger, key decisions (e.g. approval of Sub-Committee terms of reference and sign off on data collection tools)

Feedback and Reporting

- The minutes of the Sub-Committee will be a record of key decisions rather than the entire discussion. Minutes will not be regularly circulated to the larger Committee, but reports will be made regularly
- Evaluation activities and progress will be included as a standing agenda item in larger Committee meetings, and will be addressed by the Chair. Special reports that are issue driven will be made outside of regularly scheduled Committee meetings when necessary. The Chair and the Evaluator will decide what should go to the larger Committee in these special reports
- Feedback and questions from Committee members re: evaluation processes and documents should be directed to the Chair, who will flow this information through to the Evaluator

Time Frame

- March 12, 2001 – December 31, 2001

APPENDIX 2: CHANGE IN COMMITTEE'S FOCUS/DIRECTION OVER TIME

CHANGE IN COMMITTEE'S FOCUS/DIRECTION
MARCH 5, 1999 – NOVEMBER 16, 2000

In September 23, 1998 a proposal was submitted to Health Canada that stated:
"The goal is to support work towards greater sustainability in the three initial sites and to be a resource to new sites. The coordination/resource function is an important, although not an everyday function. This will be achieved through the following objectives:

- To hold quarterly meetings with the current neighbourhood sites (Andrews Street, West Broadway, Chalmers, St. Matthews-Maryland and The Pas) and any other neighbourhoods which may be interested in the model and how it is working in different neighbourhoods/communities.
- To provide information to neighbourhoods (by reaching out to neighbourhood groups with the resource guide and by responding to inquiries for information. This will include facilitating the linkages with the sites where the model is being practiced and presentations to groups in the broader community, e.g. the Winnipeg Community Authority).
- To promote health population principles, using the project results and ongoing work, wherever possible (e.g., in policy statements, explanations to funders, in meetings with local, provincial and federal departments)."

Once funding was approved, it was decided that a Committee would be the most appropriate way to perform such a coordinating function. A group of organizations currently using a capacity building approach were pulled together, and at the first meeting on March 5, 1999 the group decided to address the following issues, as outlined in the minutes from that meeting:

- "The exchange of information. To share information and practical ideas regarding the use of a Population Health approach to developing capabilities within a community. For example, what is working well, what are the struggles or barriers at the community level? As well, the possibility of developing "How To" manuals for specific activities within projects. For example, "How to develop and maintain a local job bank.
- The issue of sustainability. How do community groups who are using this model access long term sustainable funding?
- Disincentives while on Social Assistance. To look at the issue of disincentives which prevent people or groups from getting ahead when they are also accessing support from social assistance.
- Services for Special Needs Children 6-18. To look at the gaps in services and the criteria for funding for special needs children within the school system who are aged 6 – 18.
- Linking School and Community. To address the issue of linkages between the school and the community."

At the first meeting it was decided to invite Northeast Portage Development Committee (now Portage Neighbourhood Connections), the Spence Street Area Initiative, and the Lord Selkirk Park Initiative. No other outreach was done to invite other groups after these initial invites.

At the June 17, 1999 meeting, the Committee coordinator presented his finding on sustainability issues as reported to him by the projects he interviewed, and outlined an approach to sustainability that included: core long-term funding; reallocation of large service funding; and, local market self-sustaining initiatives.

The Committee began to ask what could be done to achieve stable funding of the capacity-building approach, and to whom the Committee had to promote the merits of the model in order to secure buy-in of the principles and approach and stable funding.

The Committee recognized the importance of addressing sustainability in the communities, and, to that end, the Committee decided to try and meet with the Premier, and began exploring models of Community Development Corporations (CDCs) and making and attempt to meet with the government.

The Committee also decided to plan a meeting with private foundations prior to approaching the public sector for support of a CDC. In January, 2000, the Committee met with funders to discuss how they could be involved in sustaining successful community capacity building efforts, and, particularly their thoughts on CDCs.

The funders challenged the Committee to define sustainability, to be clearer on the concept, and to define sustainability in terms of more than funding. The Committee summarized the need for further work in the following three areas: the need to define sustainability, the need to think in terms of accountability frameworks; and, the need to relate fiscal sustainability to social capital.

After the meeting with funders, the Committee dropped the concept of developing a CDC specifically, and focused more on defining the concept of sustainability. The spring conference was discussed as a forum to link the community groups and the private and public sector funders to continue to problem solve regarding supporting and sustaining community-defined initiatives.

Prior to the meeting with the funders, the conference was seen as a way to present a description of the community capacity building model. After the meeting with funders, the conference was seen as a way to help nail down the definition of sustainability.

From that point on (February, 2000 – June, 2000), preparing for the conference and follow-up from the conference became the main focus of the Committee's work; the other objectives outlined in earlier meetings of the Committee did not have as much attention paid to them (e.g., not a great deal of work was done collecting best practices information in other jurisdictions, or arranging meetings with stakeholders, or reaching out to new communities). During this time period, two meetings were held in which four different provincial government representatives from Neighbourhoods Alive! came to share information.

The Committee developed a conference paper called *Conference Paper: Building and Sustaining Neighbourhood Capacity* that it distributed at the conference to all participants. The conference was held, and, after the conference, the Committee reported the conference proceedings in the *Conference Report*, and sent it out to a distribution list that was broader than just the conference attendees. It then agreed to combine the *Conference Paper* and *Conference Report* into one document for ease of accessibility for requests from other groups and organizations. In the fall of 2000, the Committee unanimously agreed that it wanted to continue its work, and decided that it wanted to focus on the following activities: training in new communities; increasing legitimacy of community capacity building by getting the approach adopted by different levels of government; and exploring the issue of sustainability further with funders. It was also during this time period that the Committee began to discuss the evaluation process.

APPENDIX 3: EVALUABILITY ASSESSMENT WORKSHOP AGENDA

Social Planning Council of Winnipeg *est. 1919*

412 McDermot Avenue, Winnipeg, Manitoba R3A 0A9
Telephone (204) 943-2561 Fax (204) 942-3221
E-mail:Social Planning Council@solutions.net Web Site: www.Social Planning Councilw.mb.ca

COORDINATED COMMUNITY CAPACITY BUILDING COMMITTEE
1st PHASE OF THE EVALUATION: EVALUABILITY ASSESSMENT

Date: Thursday, April 5, 2001
Time: 9:00 a.m. - 4:00 p.m.
Place: Social Planning Council of Winnipeg Boardroom, 412 McDermot Avenue

AGENDA

9:00 - 9:15 a.m.	Purpose of Workshop/Review Agenda
9:15 – 9:45 a.m.	Committee's Goal
9:45 - 10:15 a.m.	Committee's Objectives
10:15 - 10:30 a.m.	**Break**
10:30 - 11:15 a.m.	Continuation - Committee's Objectives
11:15 - 12:15 p.m.	Committee's Functions and the Logic Behind them
12:15 - 1:00 p.m.	**Lunch**
1:00 - 1:30 p.m.	Other Objectives and Functions?
1:30 - 2:30 p.m.	Outputs and Outcomes
2:30 - 2:45 p.m.	**Break**
2:45 - 3:45 p.m.	Continuation - Outputs and Outcomes Other Evaluation Questions?
3:45 - 4:00 p.m.	Ranking Objectives (In Order to Prioritize Evaluation Questions) Next Steps in the Evaluation

Please come prepared to work in small groups and engage in larger group discussions about the Committee's goal, objectives, functions that were intended to lead to the achievement of the objectives, and outputs and expected outcomes that correspond to those functions. The purpose of the workshop is to have, at the end of the day, a consensual evaluable model that will serve as the basis for the evaluation questions.

APPENDIX 4: RECRUITMENT AND REMINDER MATERIALS FOR CONFERENCE PARTICIPANTS

First Contact: Questionnaire Prenotice Letter

Date

Inside address

Re: Evaluation of the Building Sustainable Neighbourhoods Conference

A few days from now you will receive in the mail a request to fill out a brief questionnaire for an important evaluation of all of the work being done by the *Coordinated Community Capacity Building Committee* of the Social Planning Council of Winnipeg. The questionnaire will be sent to you by Tannis Cheadle, the Evaluator of the project.

One of the major activities of the Committee was to plan and host the conference you registered for in June, 2000 entitled ***"Building Sustainable Neighbourhoods."*** This conference was intended to explore the merits of a capacity building approach to healthy neighbourhoods and related sustainability issues. If you did not attend the conference, please disregard the questionnaire when you receive it. If someone in your organization attended on your behalf, please pass the questionnaire on to them to complete it once it arrives.

I am writing in advance because we have found that many people like to know ahead of time that they will be contacted. This evaluation is important because it will help the Committee which planned and hosted the conference learn how it can better meet the needs of individuals and groups desiring information and support with respect to community capacity building.

We hope you will take the time to complete the questionnaire when it arrives. Thank you for your time and consideration. It is only with the generous help of people like you that we can improve our ability to support community capacity building efforts in the future.

Sincerely,

Sid Frankel, Chair
Coordinated Community Capacity Building Committee

Second Contact: Questionnaire Cover Letter

Date

Inside address

A few days ago we wrote to you asking for your help in filling out the enclosed questionnaire about the conference "***Building Sustainable Neighbourhoods***" held in June, 2000. This questionnaire is an important part of an evaluation of all of the work done in the past two years by the Coordinated Community Capacity Building Committee of the Social Planning Council of Winnipeg. The conference was one of the major accomplishments of the Committee. If you did not attend the conference, please disregard this request. If someone in your organization attended on your behalf, please pass the questionnaire on to them to complete.

As you will recall, the purpose of the conference was to explore the merits of a capacity building approach to community development. A conference paper, speakers, panel discussions and neighbourhood sharing circles were used to share ideas (the agenda is enclosed), and a report summarizing the proceedings was sent out last December. The purpose of the evaluation is to help the Committee, the funder, the Social Planning Council of Winnipeg and communities learn how to improve their ability to support community capacity building efforts in the future.

Answering this survey is completely voluntary, but you can help us a great deal by taking a few minutes to share your thoughts and ideas. Of course you can leave out any question you wish, but the more questions you answer, the better the evaluation will be. This survey is meant to be completely anonymous, so we do not want you to tell us your name. Please return the completed questionnaire in the self-addressed stamped envelope provided. The data will be securely stored and destroyed as soon as the project is completed. A copy of the final report will be sent out to all conference participants in the fall of 2001.

This evaluation has been approved by the Joint Faculty Research Ethics Board, (JFREB) at the University of Manitoba because it is being conducted as part of my studies as a Social Work Masters Student. Any complaint regarding a procedure may be reported to the Human Ethics Secretariat (474-7122), or Dr. Grant Reid, Chair of the Graduate Program Committee (474-8455) for referral to the JFREB. Please contact me at the Social Planning Council (943-2561) if you have any questions.

Thank you very much for helping with this important evaluation.

Sincerely,

Tannis Cheadle
Evaluator

Third Contact: Reminder Postcard

Date

Last week a green-covered questionnaire seeking your input about the ***"Building Sustainable Neighbourhoods"*** Conference in June, 2000 was mailed to you. The questionnaire is an important part of an evaluation of all of the work being done by the Coordinated Community Capacity Building Committee of the Social Planning Council of Winnipeg.

If you have already completed and returned the questionnaire, please accept our sincere thanks. If not, please do so today. We are especially grateful for your help because it is only by asking people like you to share your opinions and experiences that the Committee can improve its ability to support community capacity building efforts in the future.

If you did not attend the conference, please disregard the questionnaire. If someone in your organization attended on your behalf, please pass the questionnaire on to them to complete it.

If you did not receive a questionnaire, or if it was misplaced, please call us at 943-2561 and we will get another one in the mail to you today.

Tannis Cheadle
Evaluator
Social Planning Council of Winnipeg

Fourth Contact: 2nd Copy of Questionnaire and Cover Letter

Date

Inside address

About three weeks ago I sent a questionnaire to you that asked you about your opinions of the "***Building Sustainable Neighbourhoods***" conference held in June, 2000.

Because this is a completely anonymous process, we are not able to tell who has completed the survey and who has not. If you have already completed the questionnaire, please accept our sincere thanks. If not, please do so today and return it in the self-addressed stamped envelope provided. We are especially grateful for your help because it is only by asking people like you to share your opinions and experiences that the Committee who hosted this conference can improve its ability to support community capacity building efforts in the future. If you did not attend the conference, please disregard this request. If someone in your organization attended on your behalf, please pass the questionnaire on to them to complete.

The comments of people who have already responded include a wide variety opinions and ideas regarding the conference. We are writing again because of the importance that your questionnaire has for helping us to get accurate results. Although we sent questionnaires to everyone who registered for the conference, it is only by hearing from nearly everyone that we can be sure that the results are truly representative.

Answering this survey is completely voluntary, and you can leave out any question, but the more questions you answer, the better the evaluation will be. The data will be securely stored and destroyed as soon as the project is completed. A copy of the final report will be sent to all conference participants in the fall of 2001.

This evaluation has been approved by the Joint Faculty Research Ethics Board, (JFREB) at the University of Manitoba because it is being conducted as part of my studies as a Social Work Masters Student. Any complaint may be reported to the Human Ethics Secretariat (474-7122), or Dr. Grant Reid, Chair of the Graduate Program Committee (474-8455) for referral to the JFREB. Please contact me at the Social Planning Council (943-2561) if you have any questions.

If you have not already done so, we hope that you will fill out and return the questionnaire soon. Again, thank you for your help.

Sincerely,

Tannis Cheadle
Evaluator

APPENDIX 5: CONFERENCE QUESTIONNAIRE

BUILDING SUSTAINABLE NEIGHBOURHOODS CONFERENCE

Questionnaire

Social Planning Council of Winnipeg

Please return your completed questionnaire in the envelope provided to:
Social Planning Council of Winnipeg
412 McDermot Ave.
Winnipeg, MB R3A 0A9
943-2561

START HERE

1. Did you attend the "Building Sustainable Neighbourhoods Conference" at the William & Catherine Booth College in June 2000?

- ❑ Yes
- ❑ No

If you did not attend the conference please do not fill in this questionnaire. If someone in your organization attended on your behalf, please pass the questionnaire on to them to complete. Thank you.

2. Prior to the conference, I would describe my level of knowledge about community capacity building (a strengths-based approach to community development/neighbourhood revitalization) and what it takes to sustain such efforts as:

- ❑ High
- ❑ Moderate
- ❑ Low
- ❑ Very Low
- ❑ None

3. At the time of the conference I would describe the number of community capacity building/community development efforts in my neighbourhood as:

- ❑ Many
- ❑ Some
- ❑ Very Few
- ❑ None

4. The group I represented when I attended the conference was (please check the one that most applies):

- ❑ RHA, direct human service agency (e.g., clinic, agency) or human service provider (e.g., nurse, social worker)
- ❑ Government (municipal, provincial, federal), or Funder
- ❑ Community organization (e.g., club, group, community centre, church)
- ❑ Individual community member
- ❑ Other (please describe)_____

5. The concepts discussed at the conference were presented in a way that was easy-to-understand.

- ❑ Strongly Agree
- ❑ Agree
- ❑ Disagree
- ❑ Strongly Disagree
- ❑ Undecided

6. I remember the concepts discussed at the conference:

- ❑ Very well
- ❑ Well
- ❑ Somewhat
- ❑ Poorly

7. I would describe each of the following methods for sharing information at the conference as:

	Very Useful	Useful	Somewhat Useful	Not at All Useful	Did Not Attend/ Read
Keynote speakers	_____	_____	_____	_____	_____
Panel discussions	_____	_____	_____	_____	_____
Neighbourhood sharing circles	_____	_____	_____	_____	_____
Examples of successful Community projects	_____	_____	_____	_____	_____
Written materials	_____	_____	_____	_____	_____

I think the following suggestions would make some of these methods more useful:

_____

_____

_____

8. I would identify the following as key sustainability activities that were discussed at the conference or in conference materials:

	Yes it was discussed	No it was not discussed	Can't recall
People should have a voice in making decisions that affect their lives	_____	_____	_____
Residents and stakeholders should identify issues, decide priorities, develop solutions and take action	_____	_____	_____
Needs assessments that emphasize problems should be conducted	_____	_____	_____
Residents should develop support networks and mutual self-help	_____	_____	_____
Emphasis should be placed on trying to fix problems	_____	_____	_____
Residents should form partnerships within & outside the neighbourhood	_____	_____	_____
Residents should look to community development experts for solutions	_____	_____	_____
Individuals should grow and develop self-esteem through participation	_____	_____	_____
Key decisions about services and supports should be made by people from outside the community	_____	_____	_____
Community processes and activities should be coordinated by someone	_____	_____	_____
Governments should rely on communities to reallocate resources	_____	_____	_____
Participatory, ongoing assessments and evaluations should be conducted	_____	_____	_____
Successful outcomes should be widely promoted	_____	_____	_____
Information should be shared to lend credibility to neighbourhood efforts	_____	_____	_____
Public policy should support community capacity building	_____	_____	_____

9. The speakers at the conference who stressed the need to strike a balance between funding for community capacity building and funding for other community services made their point effectively.

- ❑ Strongly Agree
- ❑ Agree
- ❑ Disagree
- ❑ Strongly Disagree
- ❑ Undecided
- ❑ Did not Hear the Speakers

Please explain your answer

_____
_____
_____

10. The information the speakers provided changed my understanding about how funds for community capacity building initiatives should be distributed.

- ❑ Strongly Agree
- ❑ Agree
- ❑ Disagree
- ❑ Strongly Disagree
- ❑ Undecided
- ❑ Did not Hear the Speakers

Please explain your answer

_____
_____
_____

11. The conference provided me with knowledge and materials that helped improve my understanding of community capacity building.

- ❑ Strongly Agree
- ❑ Agree
- ❑ Disagree
- ❑ Strongly Disagree
- ❑ Undecided

Please explain your answer

_____
_____
_____

12. I connected with other conference participants to share information or work on a joint project following the conference.

- ❑ Strongly Agree
- ❑ Agree
- ❑ Disagree
- ❑ Strongly Disagree
- ❑ Undecided

Please explain your answer

_____

_____

13. I took action in my job/community based on what I learned at the conference.

- ❑ Yes
- ❑ No
- ❑ Not Yet - I would like to, but would need some help in doing so

Please explain your answer

_____

_____

_____

14. I am interested in using a capacity building approach in the future in my:

- ❑ Job
- ❑ Community
- ❑ Not Interested **(skip to question 16)**

15. The following supports would improve my/my organization's ability to use a capacity building approach in the future:

	Very Helpful	Helpful	Somewhat Helpful	Not at all Helpful
More one or two day conferences/workshops	_____	_____	_____	_____
A workbook or manual	_____	_____	_____	_____
A series of training sessions over a period of Time	_____	_____	_____	_____
Ongoing hands on apprenticeship with an Experienced community capacity builder	_____	_____	_____	_____
Access to a mentor who could provide advice as needed	_____	_____	_____	_____

16. The conference could have been more effective if (Please list your ideas and suggestions):

_____

_____

_____

_____

APPENDIX 6: SAMPLE INTERVIEWEE CONSENT FORM

Social Planning Council of Winnipeg *est. 1919*

412 McDermot Avenue, Winnipeg, Manitoba R3A 0A9
Telephone (204) 943-2561 Fax (204) 942-3221
E-mail:Social Planning Council@solutions.net Web Site:
www.Social Planning Councilw.mb.ca

INTERVIEWEE CONSENT FORM

For the past several years a Committee through the Social Planning Council has been working to coordinate community capacity building initiatives in Manitoba. This Committee is called the *Coordinated Community Capacity Building Committee.* Right now the Committee is doing an evaluation of all the work it has done in the past two years because it wants to learn how to better support community capacity building efforts.

Participating in this interview is completely voluntary, but you can help us a great deal by taking a few minutes to share your thoughts and ideas. You will be asked questions about how the Committee's work on community capacity building has been incorporated into other Social Planning Council documents and projects, and also who the Social Planning Council has met with between 1999 and 2001 to try to assist communities in securing funding. It is anticipated that this interview will take approximately 30 minutes.

Any information you provide is completely confidential, and will not be divulged to anyone. You can be assured that at no time will individuals' names be attached to particular comments in any written report. It may be difficult, however, to disguise the source of certain comments given the small sample size, and the fact that some respondents are well known in the community.

You can withdraw from participating at any time by contacting Tannis Cheadle, the principal researcher on this project, at the Social Planning Council (943-2561). This is the same number you can call if you have any questions regarding the study. The interview will be audiotaped. The data will be securely stored and destroyed as soon as the project is completed. A copy of the final report will be sent out to all research participants in the winter of 2001-02.

This evaluation has been approved by the Joint Faculty Research Ethics Board, (JFREB) at the University of Manitoba because it is being conducted as part of Tannis's studies as a Social Work Masters Student. Any complaint regarding a procedure may be reported to the Human Ethics Secretariat (474-7122), or Dr. Grant Reid, Chair of the Graduate Program Committee (474-8455) for referral to the JFREB. Thank you very much for helping with this important evaluation.

I agree on the basis of this information to be part of this study by participating in an interview.

Name (please print) Signature
Date
Witnessed by:

Researcher (please print) Signature
Date

APPENDIX 7: FOCUS GROUP QUESTIONS - SOCIAL PLANNING COUNCIL STAFF

FOCUS GROUPS QUESTIONS – SOCIAL PLANNING COUNCIL STAFF

1. Can you provide examples of how the Coordinated Community Capacity Building Committee's work on community capacity building and its principles has been incorporated into Social Planning Council policy documents and other research projects?

   What kind of feedback have you received about these policy documents and research projects?

2. During the time period of March 1999 to February, 2001, who did you meet with in trying to assist communities in securing funding? (i.e. Which funders did you meet with, which communities were you trying to assist?)

   Can you please describe some of the results of those meetings with funders (e.g. money received for communities, the concept of community capacity building being understood better or accepted more by funders)?

APPENDIX 8: FOCUS GROUP QUESTIONS - "A PRACTICAL GUIDE TO BUILDING HEALTHY COMMUNITIES"

FOCUS GROUP QUESTIONS - "A PRACTICAL GUIDE TO BUILDING HEALTHY COMMUNITIES"

1. Are the concepts in the Practical Guide presented in a way that you find easy-to-read? *(focus on presentation, language, reading level, flow)*

2. Do you think people in communities who are interested in community capacity building would say that the concepts are presented in a way that is easy-to-read?

3. Are the concepts in the Practical Guide presented in a way that you find easy-to-understand? *(focus on meaning - do the concepts have meaning for the reader, are the explanations clear, does it make sense?)*

4. Do you think people in communities who are interested in community capacity building would say that the concepts are presented in a way that is easy-to-understand?

5. Did you find the Practical Guide informative *(i.e. did you learn something new from it that you did not know before?)*

6. Do you think people in communities who are interested in community capacity building would find the Practical Guide informative?

7. What do you think is the best (*most useful?*) part of the Practical Guide and why?

8. What ideas do you have for improving the Practical Guide? *(e.g. wording or language changes, adding or deleting information)*

9. How do you think you could use the Practical Guide in your community as you work towards building and sustaining community capacity?

APPENDIX 9: FOCUS GROUP QUESTIONS - COMMITTEE

PROGRAM EVALUATION FOCUS GROUP QUESTIONS - COMMITTEE MEMBERS

STRENGTHS/WEAKNESSES OF THE COMMITTEE

1. What were some things the Committee did well (remember time frame is from March, 1999 to November, 2000)?

2. What are some of the things you think the Committee could have done better?

3. Sometimes there are internal forces or external forces that make it difficult for a group to implement their decisions. Can you think of a time that either inside or outside barriers stopped this Committee from implementing a decision? Can you describe what those barriers were and how the Committee dealt with this?

BENEFITS OF PARTICIPATING ON THE COMMITTEE

4. What are some of the benefits you have personally experienced by being part of the Committee?
   Prompts:
   - In what ways did you find the Committee to be supportive?
   - In what ways did the Committee to be informative?
   - In what ways did the information that was shared at the Committee level help you to become more comfortable with the community capacity building concept?

5. What are some of the benefits your community has experienced as a result of you being part of the Committee?
   Prompts:
   - In what ways did you receive information as a result of being part of the Committee that you were able to use in your work with your community? If so, can you provide examples of this?
   - Do you think that through this Committee, Committee members have worked respectfully, co-operatively and democratically? Can you provide examples of this?
   - If so, do you think they transferred this way of operating back to their communities?
   - Can you provide examples of this?

FUTURE DIRECTIONS

6. How do you think the Community Capacity Building Committee could better meet the needs of individuals and communities using a community capacity building approach?

   Prompts (we have asked community members and people working in community capacity building if the following things would be helpful):
   - A series of training sessions over time
   - More one or two day conferences/workshops
   - A workbook or manual
   - Ongoing hands on apprenticeship with an experienced community capacity builder
   - Access to a mentor who could provide advice as needed
   - Promoting the concept of community capacity building

APPENDIX 10: COMMITTEE QUESTIONNAIRE

QUESTIONNAIRE:

PROGRAM/PROCESS EVALUATION OF THE

COORDINATED COMMUNITY CAPACITY BUILDING COMMITTEE

PLEASE COMPLETE AND RETURN TO THE SOCIAL PLANNING COUNCIL BY FRIDAY, DECEMBER 14, 2001

START HERE

How strongly do you agree or disagree in response to each of the following questions:

1. **Compared to two years ago, do you think there are now more groups and organizations involved in community capacity building in your community?**

   - ❑ Strongly Agree
   - ❑ Agree
   - ❑ Disagree
   - ❑ Strongly Disagree

   If you "Agree" or "Strongly Agree," do you think your involvement with the Committee had anything to do with getting more groups and organizations involved?

   _____
   _____
   _____
   _____

2. **Compared to two years ago, do you think the spectrum of groups and organizations involved in community capacity building in your community has broadened? (e.g. now includes clubs, agencies, service groups, whereas it did not before)**

   - ❑ Strongly Agree
   - ❑ Agree
   - ❑ Disagree
   - ❑ Strongly Disagree

   If you "Agree" or "Strongly Agree," do you think your involvement with the Committee had anything to do with broadening this spectrum of organizations?

   _____
   _____
   _____
   _____

3. **Do you think governments and funders have adopted elements of the community capacity building approach in their criteria for funding community development initiatives?**

   - ❑ Strongly Agree
   - ❑ Agree
   - ❑ Disagree
   - ❑ Strongly Disagree

   If you "Agree" or "Strongly Agree," please specify who you believe has adopted such criteria:

   _____
   _____
   _____

   Why do you think this is?

   _____
   _____
   _____

4. **Do you think more hands-on training opportunities in community capacity building would be helpful to community members or community organizations engaging in this type of work in their neighbourhoods?**

   - ❑ Strongly Agree
   - ❑ Agree
   - ❑ Disagree
   - ❑ Strongly Disagree

   If you "Agree" or "Strongly Agree," what should this training look like?

   _____
   _____
   _____
   _____

Please answer "Yes" or "No" to the following questions, and provide examples/details as requested:

5. **In the past couple of years has your community been getting more resources (e.g., more people or more money) to do community capacity building work?**

   - ❑ **Yes**
   - ❑ **No**

   If yes, can you provide examples of this?

   _____
   _____
   _____
   _____

   If yes, do you think the your involvement with the Committee helped your community get these people or this money? How? (E.g., Do you think you had more access to funders as a result of being part of the larger Committee? Do you think the discussions you have had with funders as part of the larger Committee were useful in assisting local communities to get funds?)

   _____
   _____
   _____
   _____

   Can you provide examples of some of the dollar values or resources that were received?

   _____
   _____
   _____
   _____

6. **Who have you met with as an individual community representative (separately from joint meetings with the Committee) re: funding for your community?**

   _____
   _____
   _____

   Can you describe some of the positive results of these meetings (e.g. money received, the concept of community capacity building being understood better by funders)?

   _____
   _____
   _____

7. **As a result of the work of the Committee, have <u>you</u> formed relationships with people or organizations <u>within</u> the community?**

   - ❑ **Yes**
   - ❑ **No**

   If yes, can you provide examples of this?

   _____
   _____
   _____
   _____

8. **As a result of the work of the Committee, have <u>you</u> formed relationships with people or organizations <u>outside</u> the community?**

   - ❑ **Yes**
   - ❑ **No**

   If yes, can you provide examples of this?

   _____
   _____
   _____
   _____

9. **As a result of the work of the Committee, has <u>your organization</u> formed relationships with people or organizations <u>within</u> the community?**

   - ❑ **Yes**
   - ❑ **No**

   If yes, can you provide examples of this?

   _____
   _____
   _____
   _____

10. **As a result of the work of the Committee, has <u>your organization</u> formed relationships with people or organizations <u>outside</u> the community?**

    - ❑ **Yes**
    - ❑ **No**

    If yes, can you provide examples of this?

    _____
    _____
    _____
    _____
    _____

11. **Have there been any instances in which you personally have worked together with other Committee members outside of the Committee?**

    - ❑ **Yes**
    - ❑ **No**

    If yes, can you provide examples of this?

    _____
    _____
    _____
    _____

12. **Have you personally used information re: community capacity building that was a direct or indirect result of Committee work in other documents and projects outside the scope of the Committee?**

    - ❑ **Yes**
    - ❑ **No**

    If yes, can you provide examples of this?

    _____
    _____
    _____
    _____

13. **Has the your community organization used any documents or material from the Social Planning Council's Coordinated Community Capacity Building Committee in the last two years in any way (e.g. read it, showed it to somebody, used it to help develop a presentation)?**

    - ❑ **Yes**
    - ❑ **No**

    If yes, can you think of how it used the materials?

    _____
    _____
    _____
    _____
    _____

    Has anybody given your community organization feedback about any of these materials?

    _____
    _____
    _____
    _____

14. **Has your community organization used the media to promote the community capacity building work in your neighbourhood?**

    - ❑ **Yes**
    - ❑ **No**

    If yes, can you provide examples of this?

    _____
    _____

_____
_____

If yes, did your community organization use any of the Committee's ideas to help it do this?

_____
_____
_____

15. **Has your community organization made any presentations to churches or schools or other community groups in your neighbourhood to promote community development/community capacity building?**

- ❑ **Yes**
- ❑ **No**

If yes, can you provide examples of this?

_____
_____
_____
_____

If yes, did your community organization use any of the Committee's ideas to help it do this?

_____
_____
_____

16. **Has hands-on training in community capacity building been provided to residents in your neighbourhood?**

- ❑ **Yes**
- ❑ **No**

If yes, can you provide examples of this?

_____
_____
_____
_____

If yes, who provided this training?

_____
_____
_____
_____

17. **Can you name the key principles on which your community capacity building work is based?**

_____
_____
_____
_____
_____
_____

Where do you think these ideas and concepts came from?

_____
_____
_____
_____

18. **What was your or your organization's motivation for participating on the Committee?**

_____
_____
_____
_____
_____

19. **How did the Committee come to exist?**

_____
_____
_____
_____

20. **What was the process for choosing the original Committee members?**

_____
_____
_____
_____

What is the Committee's process for expanding membership (i.e. How does the Committee determine who should be invited to participate on the Committee?)

_____
_____
_____
_____

Has the Committee actively been trying to expand its membership in the past three years?

- ❑ **Yes**
- ❑ **No**

If yes, please describe how:

_____
_____
_____
_____

21. **Sometimes there are internal or external forces or barriers that make it difficult for a group to implement its decisions. Can you think of a time that either internal or external forces stopped this Committee from implementing a decision?**

- ❑ **Yes**
- ❑ **No**

If yes, please describe what those forces were and how the Committee dealt with this situation:

_____
_____
_____
_____
_____
_____

22. **One risk of a group like this coming together is that it might be seen as a self-appointed group of experts, or an "elitist" group that desires power and status. Did this happen with the Committee?**

- ❑ **Yes**
- ❑ **No** If No, skip to question #23

If yes, is this desirable or not desirable?

- ❑ Desirable
- ❑ Not Desirable

If it is "Not Desirable," how can it be avoided?

_____
_____
_____
_____
_____
_____

23. **Since the provincial government changed in October, 1999, have you noticed a difference in the <u>opportunities</u> or <u>constraints</u> presented to those interested in doing community capacity building work?**

- ❑ **Yes**
- ❑ **No**

If yes, please describe how this has played out in terms of people and communities being able to carry out this type of work? (E.g., have communities, groups and/or agencies changed the approach they have taken in trying to gain provincial government support for their concepts and initiatives)?

_____
_____
_____
_____
_____
_____
_____

APPENDIX 11: COMMITTEE QUESTIONNAIRE – RESULTS TABLES

COMMITTEE QUESTIONNAIRE - RESULTS TABLES

Questions with Likert Scale Responses

Item #	Question (Likert Scale)	1 Strongly Disagree	2 Disagree	3 Agree	4 Strongly Agree	Median
1.	Compared to two years ago, do you think there are now more groups and organizations involved in community capacity building in your community?		1	3	2	3
2.	Compared to two years ago, do you think the spectrum of groups and organizations involved in community capacity building in your community has broadened? (e.g. now includes clubs, agencies, and service groups., whereas it did not before)			4	2	3
3.	Do you think governments and funders have adopted elements of the community capacity building approach in their criteria for funding community development initiatives?			2	4	3
4.	Do you think more hands-on training opportunities in community capacity building would be helpful to community members or community organizations engaging in this type of work in their neighbourhoods?			3	3	3

Yes/No Questions

Item #	Question	1 Yes	2 No	3 Both Yes and No	4 Unsure
5.	In the past couple of years has your community been getting more resources (e.g., more people or more money) to do community capacity building work?	4	2		
7.	As a result of the work of the Committee, have <u>you</u> formed relationships with people or organizations <u>within</u> the community?	4	2		
8.	As a result of the work of the Committee, have <u>you</u> formed relationships with people or organizations <u>outside</u> the community?	6	0		
9.	As a result of the work of the Committee, has <u>your organization</u> formed relationships with people or organizations <u>within</u> the community?	5	1		
10.	As a result of the work of the Committee, has <u>your organization</u> formed relationships with people or	5	1		

Item #	Question	1 Yes	2 No	3 Both Yes and No	4 Unsure
	organizations outside the community?				
11.	Have there been any instances in which you personally have worked together with other Committee members outside of the Committee?	5	1		
12.	Have you personally used information re: community capacity building that was a direct or indirect result of Committee work in other documents and projects outside the scope of the Committee?	5	1		
13.	Has the your community organization used any documents or material from the Social Planning Council's Coordinated Community Capacity Building Committee in the last two years in any way (e.g. read it, showed it to somebody, used it to help develop a presentation)?	5	1		
14.	Has your community organization used the media to promote the community capacity building work in your neighbourhood?	4	2		
15.	Has your community organization made any presentations to churches or schools or other community groups in your neighbourhood to promote community development/community capacity building?	5	1		
16.	Has hands-on training in community capacity building been provided to residents in your neighbourhood?	2	4		
20.	Has the Committee actively been trying to expand its membership in the past three years?	3	2		1
21.	Sometimes there are internal or external forces or barriers that make it difficult for a group to implement its decisions. Can you think of a time that either internal or external forces stopped this Committee from implementing a decision?	2	4		
22.	One risk of a group like this coming together is that it might be seen as a self-appointed group of experts, or an "elitist" group that desires power and status. Did this happen with the Committee?		5	1	
23.	Since the provincial government changed in October, 1999, have you noticed a difference in the opportunities or constraints presented to those interested in doing community capacity building work?	5	1		

APPENDIX 12: INTERVIEW GUIDE - COMMUNITY MEMBERS

INTERVIEW GUIDE – COMMUNITY MEMBERS

Outcomes of Community Capacity Building Work for Residents

1. Do you feel it is the residents who set the direction in your neighbourhood regarding issues, priorities, and solutions?

   How do the residents go about setting the direction in the neighbourhood? (E.g. Do they work with the (community organization) in identifying issues, priorities and solutions?)

   Compared to a few years ago, do you think residents are more or less involved in setting the direction in the neighbourhood?

   If they are more involved, can you provide examples of this?
   If they are less involved, can you provide examples of this?

   If they are more involved, do you think the (community organization) had anything to do with that? In what way?

2. Do you think the (community organization) has helped people in your neighbourhood become more connected to each other? (e.g., people have gotten to know each other better, talk to each other more, spend more time with each other, developed relationships)

   If yes, can you provide examples of this?

3. Do you think the (community organization) has helped increase community spirit in your neighbourhood? (e.g. people feel more positive about their neighbourhood, are proud to live there)

   If yes, can you provide examples of this?

4. Do you think the (community organization) has helped residents in your community become more accepting of people who they perceive as different from themselves? (e.g. people from different cultures, religions, levels of income)

   If yes, can you provide examples of this?

5. Do you think the (community organization) has helped residents develop and share their talents, skills and abilities?

   If yes, can you provide examples of this?

   If yes, do you think this has helped residents become more confident about themselves?

6. Do you think the (community organization) has made residents want to improve their lives or their neighbourhood? (e.g. increase their involvement in their kids' school, clean up the neighbourhood)

   If yes, can you provide examples of this?

7. Do you think residents who have been involved with (community organization) are happier with their lives now than before they got involved?

   If yes, how do you know that?

Social Planning Council Committee

(Your community representative) was involved with the Coordinated Community Capacity Building Committee at the Social Planning Council. This is a Committee where neighbourhoods come together to share information and ideas about the capacity building work they were doing.

8. Are you aware of that Committee? Do you know anything about what that Committee does? If so, what can you tell me about the Committee?

Community Organization – Guiding Principles & Work Being Done

9. What do you know about community capacity building? (If you were going to explain it to somebody, what would you say?)

10. In the past couple of years has your community been getting more resources (e.g., more people or more money) to do community capacity building work?

    If yes, can you provide examples of this?

    If yes, do you think the (community organization) helped your community get these people or this money? If so, how?

11. Can you name some of the groups and organizations (e.g. schools, churches, and businesses) **within** your neighbourhood that are involved in community capacity building?

    Compared to two years ago, do you think that there are now **more** of these groups and organizations involved in community capacity building?

    If yes, do you think the (community organization) had anything to do with getting more groups and organizations involved?

    Do you think these groups are cooperating more with **each other** than they did two years ago? Can you give me some examples of this cooperation?

12. Has the (community organization) formed relationships with groups or organizations **outside** the neighbourhood?

    If so, can you name some of them?

    Do you think your community representative's involvement with the Social Planning Council Committee helped form these relationships?

    Compared to two years ago, do you think there are more outside organizations working with the (community organization)?

How well do you think these **outside** organizations work with organizations in your community?

13. Can you think of any documents or materials that the (community organization) may have received from the Social Planning Council's Coordinated Community Capacity Building Committee in the last two years?

    If yes, can you remember what it was?

    Did you use the materials in any way? (E.g., read it, showed it to somebody, used it to help develop a presentation)

    Do you know if the (community organization) used the materials in any way?

    If yes, can you think of how it used the materials?

14. What kinds of things would make it easier for people in your community to do the kind of community capacity building work that we have just talked about? (provide 5 supports in questionnaire as probes and go through each with interviewee)

Building Sustainable Neighbourhoods Conference

15. Did you attend the Building Sustainable Neighbourhoods Conference in June, 2000? If you did, I would like to leave a Conference Questionnaire with you and ask you if you would please fill it out and return it in the self-addressed, stamped envelope.

APPENDIX 13: INTERVIEW GUIDE - COMMUNITY PARTNERS

INTERVIEW GUIDE – COMMUNITY PARTNERS

Outcomes of Community Capacity Building Work for Residents

1. Do you believe that residents and the (community organization) set the direction in your neighbourhood regarding issues, priorities, solutions and actions?

   Do you think that this type of activity happens more often now than it did a couple of years ago?

   If so, do you think the (community organization) had anything to do with that?

2. Do you think people in your neighbourhood have become more connected to each other by being involved with the (community organization)?

3. Do you think there is more acceptance and more community spirit in your neighbourhood as a result of the work of the (community organization)?

4. Do you think residents have developed and shared their talents, skills and abilities by being involved with (community organization)?

5. Do you think residents have been inspired to improve circumstances for themselves and their families by being involved with (community organization)?

6. Do you think residents who have been involved with (community organization) have experienced increased emotional health?

7. Do you think residents who have been involved with (community organization) have become more confident?

Social Planning Council Committee

8. What do you know about the Committee at the Social Planning Council that your community representative (insert name) goes to?

Community Organization – Guiding Principles & Work Being Done

9. Why did you decide to form a partnership with the (community organization)?

10. Are you aware of some of the principles that guide the (community organization's) community capacity building work?

    Can you name some of these principles? Do you know where those principles came from?

11. In the past couple of years has your community been getting more resources (e.g., more programs, more people, or more funding) to do community capacity building work?
    If so:
    Can you provide examples of this?

Do you think the (community organization) helped your community tap into those resources? If so, how?

Do you think that having your community representative (insert name) going to the Committee meetings at the Social Planning Council, helped your community tap into some of those resources? If so, how?

12. Can you name some of the groups and organizations **within** your neighbourhood that the (community organization) has partnered with in order to accomplish your community's goals (e.g., schools, churches, businesses)?

    Do you think there are more such groups and organizations involved in community capacity building in your neighbourhood now, compared to two years ago?

    Do you think the (community organization) had anything to do with getting more groups and organizations involved?

    Do you think (your community representative's) involvement with the Social Planning Council Committee helped form those relationships?

    How well do those organizations **within** your community work together?

13. Has your community organization formed relationships with groups or organizations **outside** the neighbourhood?

    Can you name some of those groups or organizations?

    Do you think (your community representative's) involvement with the Social Planning Council Committee helped form those relationships?

    How well do those **outside** organizations work with the (community organization) and other organizations in your community?

14. Have you or has your organization received any documents or material from the Social Planning Council's Coordinated Community Capacity Building Committee in the last two years?
    If so:

    Do you remember what it was, or what they were?
    Did you or did your organization find the information or material useful?
    Can you provide examples of how you or your organization have used this information?

Building Sustainable Neighbourhoods Conference

15. Did you attend the Building Sustainable Neighbourhoods Conference in June, 2000? If you did, I would like to leave a Conference Questionnaire with you and ask you if you would please fill it out and return it in the self-addressed, stamped envelope.

Future Role of the Committee

16. Do you have any suggestions about how the (community organization) could better meet your needs or your community's needs in the future when it comes to community capacity building?

APPENDIX 14: INTERVIEW GUIDE - PROVINCIAL GOVERNMENT REPRESENTATIVES

INTERVIEW GUIDE – PROVINCIAL GOVERNMENT REPRESENTATIVES

Meeting with the Committee

1. Can you tell me what you know about the Committee and what it does?

2. Why were you interested in meeting with the Committee?

3. Can you remember some of the ideas and concepts that were discussed at your meeting with the Committee on *(insert date)*?

   If so, can you describe some of those ideas and concepts?

4. Did you find your interaction(s) with the Committee useful or not useful?

   Could you please elaborate on your answer…

Definitions

5. How would you define the terms "community development" and "community capacity building"?

6. Did meeting with the Committee influence the way you *think about* community development/capacity building and what is required to sustain it?

   If so, can you provide examples of this?

7. Do you have opportunities in your day-to-day work to reflect on some of the concepts you talked about in the meeting with the Committee? Do you have opportunities to move those concepts forward? (E.g., when you write a briefing note, proposal or report).

   If so, can you provide examples of this?

8. Did meeting with the Committee *change the way you think* funding should be prioritized in terms of funding community development/capacity building initiatives versus funding more conventional human services in communities?
   - Community capacity building examples - community kitchens, community gardens, job skills banks
   - Conventional human services examples - public health nurses, CFS workers

   If so, how have your views about funding priorities changed?

   Have you had opportunities in your day-to-day work to express those changed views about funding priorities?

9. Does your department include elements of the community capacity building approach in its criteria for funding community development initiatives?

   If so, can you provide examples of this?

Why do you think this is?

10. Do you think government *funding levels* (i.e. amount of money provided) for community development/capacity building initiatives have changed in the past several years?

    If so, in what way? Why do you think this is?

11. Do you think *duration* of government funding for community development/capacity building initiatives has changed in the past several years?

    If so, in what way? Why do you think this is?

Building Sustainable Neighbourhoods Conference

Did you attend the Building Sustainable Neighbourhoods Conference in June, 2000? If you did, would you be willing to fill out a Conference Questionnaire if I left it with you?

Future Role of the Committee

Do you think that more hands-on training opportunities in community development/capacity building would be helpful to community members or community organizations engaging in this type of work in their neighbourhoods?

What should this training look like?

Other than training, what other types of activities do you think would help support community organizations, individuals and communities in their capacity building efforts?

12. Do you have any suggestions about how the Community Capacity Building Committee could better meet the needs of individuals and communities using a community capacity building approach?

13. Do you see yourself being involved with the Committee in some way in the future?

    If so, in what way?

14. Do **you** remember seeing any documents or materials from the Committee in the last two years?
    If so:

    Do you remember what they were?
    Did you find the information or material useful?
    Have you used any of this material in your day-to-day work (e.g. in a proposal, presentation, project or report)?

    If so, can you provide examples of this?

15. What types of community development/capacity building efforts in Winnipeg or Manitoba are you aware of?

16. Do you think governments are generally talking more about *community capacity building* approaches than they were two years ago?

APPENDIX 15: INTERVIEW GUIDE - FUNDERS "YES"

INTERVIEW GUIDE – FUNDERS "YES"

Relationship with the Committee

1. Can you tell me what you know about the Committee and what it does?

2. Have you provided funding to the Committee for anything in the past two years?

3. Do you currently have a relationship with the Committee?

   If so, how would you describe this relationship?

   Do you see this relationship as an asset?

   If so, why?

Definitions

4. How would you define the terms "community development" and "community capacity building?"

Meeting with the Committee on January 24, 2000?

5. Why were you were interested in meeting with the Committee on January 24, 2000?

6. Can you remember some of the ideas and concepts that were discussed at your meeting with the Committee on January 24, 2000?

   If so, can you describe some of those ideas and concepts?

7. Did you find your interaction(s) with the Committee useful or not useful?

   Could you please elaborate on your answer…

8. Did meeting with the Committee influence the way you personally *think about* community development/community capacity building and what is required to *sustain* it?

   If so, can you provide examples of this?

9. Did meeting with the Committee influence your *day-to-day work?* (E.g. when you write a report, do you reflect on some of the concepts you talked about in the meeting with the Committee?)

   If so, can you provide examples of this?

10. Can you describe what you think is an appropriate balance of funding for community development/capacity building (e.g. community kitchens, community gardens, job skills banks) and direct human services (e.g. public health nurses, CFS workers)?

11. Have *you personally* changed your practices in the past two years with respect to funding community development/community capacity building initiatives?

    If so, can you provide examples of this?

12. Has *your organization* changed its practices in the past two years with respect to funding community development/capacity building initiatives (e.g. has language changed, priorities changed)?

    If so, can you provide examples of this?

If their answers to the questions about their personal view, personal practices and organizational practices are different, ask them to please explain this discrepancy.

13. What community development/capacity building efforts has your organization funded in the past two years?

14. How does your organization decide who to give money to for community development/capacity building and why?

    Has your organization adopted elements of the community capacity building approach in its criteria for funding community development initiatives?

    If so, can you provide examples of this?

    Why do you think this has happened?

15. Do you think government *funding levels* (i.e. amount of money provided) for community development/capacity building initiatives have changed in the past several years?

    If so, in what way? Why do you think this is?

16. Do you think *duration* of government funding for community development/capacity building initiatives has changed in the past several years?

    If so, in what way? Why do you think this is?

Building Sustainable Neighbourhoods Conference

17. Did you attend the Building Sustainable Neighbourhoods Conference in June, 2000? If you did, I would like to leave a Conference Questionnaire with you and ask you if you would please fill it out and return it in the self-addressed, stamped envelope.

Future Role of the Committee

18. Do you have any suggestions about how the Community Capacity Building Committee could work more effectively with you and your organization in the future? (i.e. do you see yourself being involved with the Committee in some way in the future)?

APPENDIX 16: INTERVIEW GUIDE – COMMITTEE NON-PARTICIPANTS

INTERVIEW GUIDE – COMMITTEE NON-PARTICIPANTS

1. I understand that you attended one or more meetings of the Coordinated Community Capacity Building Committee.

   What was your interest in coming to the meeting(s)?

   Why did you decide not to continue participating on the Committee?

2. Can you tell me what you know about how the Committee works and what it does?

3. Is there anything the Committee could do to provide support for your community capacity building efforts that you would find useful?

4. If the Committee wanted to become more effective at supporting community capacity building efforts in your community or other communities, what would you like to see it do?

APPENDIX 17: INTERVIEW GUIDE - EXPERTS

INTERVIEW GUIDE – EXPERTS

START HERE

Did you have an opportunity to read the four-page document describing a model of community capacity building and sustainability? *(If not, give them a few minutes to read it)*

I am going to start by asking you questions about how you might suggest changing the model in order to fine tune it, or make it stronger.

1. Are there any wording or language changes that you would make to this document?

- ❑ Yes What are they? Please list:

  _____
  _____
  _____
  _____
  _____

- ❑ No

2. Would you describe any of the concepts differently?

- ❑ Yes In what way?

  _____
  _____
  _____
  _____
  _____

- ❑ No

3. Are there any elements that you think should be removed from the list?

- ❑ Yes What are they? Please list:

  _____
  _____
  _____
  _____
  _____

- ❑ No

4. Are there any elements that you think should be added to the list?

- ❑ Yes What are they? Please list:

  _____
  _____
  _____
  _____
  _____

- ❑ No

5. How useful do you think this model would be for communities to use as a guide as they work towards building and sustaining community capacity?

- ❑ Very Useful
- ❑ Useful
- ❑ Somewhat Useful
- ❑ Not at all Useful

Please explain your answer:

_____
_____
_____
_____
_____

6. Since the provincial government changed in October, 1999, have you noticed a difference in the opportunities or constraints presented to those interested in doing community capacity building work?

- ❑ **Yes**
- ❑ **No**

If yes, how has this played out in terms of people and communities being able to carry out this type of work? (e.g., have communities, groups and/or agencies changed the approach they have taken in trying to gain provincial government support for their concepts and initiatives)?

_____
_____
_____
_____
_____
_____
_____
_____
_____

APPENDIX 18: A MODEL FOR COMMUNITY CAPACITY BUILDING AND SUSTAINABILITY

A MODEL FOR COMMUNITY CAPACITY BUILDING AND SUSTAINABILITY

The Coordinated Community Capacity Building Committee of the Social Planning Council of Winnipeg is a group of community organizations that are facilitating healthy development of their neighbourhoods through the capacity building approach. They represent communities from all over Manitoba including:

- Chalmers Neighbourhood Project
- Portage Neighbourhood Connections
- St. Matthews-Maryland Community Ministry
- The Pas Friendship Centre
- Transcona Springfield Employment Network Inc.
- West Broadway Neighbourhood Housing Resource Centre

The Committee is dedicated to strengthening children and families at the neighbourhood level through integrative planning and partnerships among residents, business and government. The Committee meets quarterly to share information and ideas about their capacity building efforts.

A model for community capacity building and sustainability was developed by the Committee, many of whose members have been doing capacity building work in their own neighbourhoods for several years. This preliminary model of sustainability was discussed in, *Conference Paper: Building and Sustaining Neighbourhood Capacity*, in order to stimulate thinking about sustainability. It identified ten essential features of sustainable growth and development at the neighbourhood level. At the *Building Sustainable Neighbourhoods Conference* in June, 2000, themes about sustainability that were heard from speakers and panelists were similar to those identified in the conference paper, but some new themes also emerged.

This brief summary integrates all themes together into one comprehensive model of key features that are required to develop community capacity and assure sustainability of capacity building efforts at the neighbourhood level.

Key Features of Sustainability:

1. Resident Involvement/ Local Control:

Resident involvement refers to the rights and responsibilities of citizenship. This includes opportunities for people to have a voice in making the decisions that affect their social and economic lives by deciding the priorities for themselves and their community. It is important that planning and development includes the diversity of the local community, such as Aboriginal people, visible minorities, and youth. Strategies such as outreach, special events and activities are instrumental in ensuring that everyone in the neighbourhood is included. Though participation, residents develop and share their talents, skills, and abilities. As they empower themselves and grow in skills, knowledge and self-esteem, residents often aspire to improve circumstances for themselves and their children.

2. Planning at the Neighbourhood Level/Local Planning:

Planning is the decision-making process of a group of individuals who come together, or are brought together to identify their issues, decide their priorities, develop their solutions, and take action. In planning, residents, in partnership with community stakeholders, are actively involved in setting their directions. They are also involved in supporting and assisting with programs and activities, reviewing what has been done, and making necessary changes as agreed upon by the community. By working together toward a common vision and goal, the local community increases its commitment to get results. Through the planning process, residents increase their skills and capacities, and become empowered to take action to improve local conditions.

3. Social Connections Among Residents:

Through active participation in neighbourhood activities and events, local residents develop social connections and mutual self-help. They take an interest in what is happening around them and identify more closely with their community. Residents learn more about others who they may perceive as_different from themselves (e.g., people from different cultures, religions, or levels of income). As they become more understanding and accepting of others, there is a greater perception of community spirit. Through these social connections, community residents become less isolated and their emotional health increases as a result.

4. Networking/Partnership of Residents and Community Stakeholders:

By planning at the neighbourhood level, residents form partnerships with community stakeholders, both within the neighbourhood, and in the broader community, (e.g., police, service providers, churches, schools, and businesses). When institutions and communities come together with their different skills in a dynamic partnership, strong communities can result. Such partnerships are necessary to identify, develop and coordinate existing community resources. Through this collaborative planning, community resources are maximized. In working together, residents and organizations share expertise and knowledge.

The community institutions must refrain from driving the community. The institutions can support community efforts by figuring out what they can provide, how they can add value to what communities are doing, how they can connect and link communities with others who can lend skills and resources. Maintaining and strengthening partnerships requires continuous outreach. Partnerships are successful when partners have shared goals and objectives. Developing a consensus on priorities helps towards building a trusting and mutually beneficial relationship.

5. Empowerment:

When residents in local neighbourhoods take ownership of issues and solutions and get results that are beneficial to them, they regain hope and a sense of control and empowerment. Empowerment happens at the individual level, and at the community level. Individual empowerment is about individual growth and development. It is about self-esteem, self-worth, and feelings of confidence. Empowerment at the neighbourhood level is about the active engagement of residents in community planning and community activities.

6. Coordination and Facilitation of Community Processes and Activities:

Continuing coordination and facilitation of community processes and activities is required in order to sustain resident participation, continue to develop partnerships, and build upon processes and activities. In the early stages of neighbourhood development, this essential resource is usually provided by a member of the community in a paid position. A paid worker who lives in the community is an advantage because this person has community connections, understands the community issues, and most importantly, is trusted by the community. It also provides a role model for the community and reminds people that there are skills and capacities in their neighbourhood that can be built upon.

7. Ongoing Assessment and Evaluation:

Ongoing assessment and evaluation is key to sustainability because it helps residents determine the extent to which they are meeting their goals and objectives. It also helps the community assess whether the processes that are in place are working or if anything needs to be changed in order to improve results. An ongoing review of the progress being made also helps decide the future direction for the neighbourhood.

8. Promotion of Successes:

Promoting successful outcomes is an essential part of sustainability because it helps to contribute to wider support for the neighbourhood's efforts. Promotion of successes not only helps encourage more residents to participate but it also attracts new partners who see the value of the capacity-building approach. Overall public support is increased and the project gains credibility of both voluntary and government funders.

A broad strategic communications plan must be developed to reach out to people in the neighbourhood and in the larger community. Cultivating media contact is necessary for this outreach because the media is a major partner in getting the neighbourhood's stories heard. The other ways to promote successes include: word of mouth, personal contact, newspapers, newsletters, personal testimonials, celebrations, and bringing people together in workshops and conferences.

9. Public Accountability:

Public accountability reinforces the importance of ongoing assessment and evaluation. Results shared on a regular basis within the community (e.g., residents and key stakeholders), and with people outside the community (e.g., partners, planners, funders, other stakeholders) provide information and lends credibility to neighbourhood efforts. Ways of sharing results include: community events, meetings with stakeholders, workshops or conferences, and the media.

10. Recognizing the Interrelationship of Social and Economic Issues:

Understanding the linkages between social and economic issues is an important part of sustainability. A community economic development approach recognizes the connection of social and economic aspects of exclusion and poverty issues. It is described as a process of individual and community empowerment through which communities take action to link economic, social and civic resources to create and build local capacity through training, employment, and income generating opportunities. Examples of this approach include neighbourhood-based training, which provides residents with basic skills that lead to jobs. One of the biggest challenges of a socio-economic approach is to help businesses appreciate a wider view of development.

11. Changing the Practice Model—From a Problem-Based Approach or a Needs-Based Approach to a Capacity Building Approach:

A problem-based approach is a model that perceives a certain set of deficiencies in how the world is approached. It has residual results that tend to start linking people with institutions akin to "life support" systems. This results in narrow, categorical funding that tends to favour investment in professionals. To be effective and help build sustainable communities, funding must trickle down to the community so that people can make choices and have strength in their own citizenship.

12. Public Policy:

Remedies will not be found overnight. They will only be found through a long-term strategy and a continuing commitment at all levels of government and at all levels of citizenry. Local neighbourhoods require long-term stable financial support to be able to coordinate and facilitate community processes and activities. Public policy that supports community capacity approaches to healthy communities is essential.
Federal, provincial and municipal governments are key players in capacity building efforts at the neighbourhood level. Collaborative planning by residents and the broader community (including planners and funders) establishes inter-governmental and inter-sectoral partnerships, promotes integrated planning, and maximizes resources. Most importantly, it provides all levels of government an opportunity to channel resources in order to be more responsive to community needs.

Government departments must learn to work with one another and to integrate their services, and, at the same time, work with, and through local citizens. The role of government is to provide basic operating funding to enable communities to hire staff to organize and undertake activities without having to continuously focus all of their effort in trying to secure enough funds just to keep their doors open. It is expected that increasing commitment to local solutions and action, will, in the long-term, reduce dependency on outside professional supports.

APPENDIX 19: A MODEL FOR COMMUNITY CAPACITY BUILDING AND SUSTAINABILITY: COMMENTS/ SUGGESTIONS FROM EXPERTS

A MODEL FOR COMMUNITY CAPACITY BUILDING AND SUSTAINABILITY: COMMENTS/SUGGESTIONS FROM EXPERTS

Key Features of Sustainability:

1. Resident Involvement/ Local Control:

Expert B: "The idea of hiring locally is simpler to talk about than to enforce." Facilitating local control doesn't always mean that professionals have to back away from the community. "Sometimes it's O.K. not to hire locally for awhile until you've got something up and running and then you can. As long as you have always got local control at the back of your mind as a goal you're working toward." Backing out of a community can sometimes be more detrimental than helpful because it leaves the community "out to dry." "Because we're always so concerned with local control, we can set people up to fail." Sometimes the community needs our help and we shouldn't be afraid to jump in there and help them. It's a balancing act. You have to ask yourself what situations are going to work with hiring locally even though that person is going to need training, and what situations are just not going to work because the training capacity or the time required just isn't available. "Certainly every situation should be assessed but we shouldn't be afraid to jump in and help people."

Expert C: "Capacity building has to do with creating opportunities for everyone - for those who participate and those that don't participate directly." You have to generate those opportunities, for training and employment. It is also important to make sure people stay within the confines of the community - some people begin to move away from that.

2. Planning at the Neighbourhood Level/Local Planning:

Expert A: "Planning at neighbourhood level is a great idea. Far too much planning is done from the top and it's pretty obvious that the top planners have us in their hearts, but they don't have an understanding of what each individual community's wants are." This can be difficult because we are talking about parts of government that have been doing this for years, but I have come across people in positions that want to change, that want ideas.

3. Social Connections Among Residents:

Expert A: "This is great. In the past number of decades people in communities have lost their sense of community, their sense of caring. In that way, we have robbed the younger people from a sense of direction for their communities, and of role models...and the idea that if the whole world crashes, there will be someone to help."

Expert B: "This is the most important element of the list. Connecting people and making them feel supported is an important part of community capacity building." You don't have to accomplish big projects (e.g., setting up a resident's association or a community corporation) to make the effort meaningful. "This is the most important thing because even if you do nothing else, if you can just develop programs that help residents to get to know each other, and recognize each other, and feel comfortable with each other, that is still worthwhile."

Expert E: "Social connections within communities are important, but another important piece of building connections is Robert Putnam's idea of building connections beyond the community to outside resources. Some low SES communities are isolated and don't have connections to City Hall, for example."

4. Networking/Partnership of Residents and Community Stakeholders:

Expert C: "Institutions can't drive the community because that creates a state of dependency. Efforts should always be made for the institution to remain a catalyst. Part of that responsibility is to introduce the ongoing learning model piece and make all efforts to introduce any and all resources to support that."

Expert E: "Again, connections with and access to resources beyond the community is important."

5. Empowerment:

Expert A: "Empowerment is the top subject in any neighbourhood." Governments should get residents back into gear and make them aware that they are capable of doing and are more capable than agencies.

Expert B: "When talking about empowerment, you have to maintain a balance of power between the professionals and the residents. It's one thing to say, yeah, we want to facilitate local control and empowerment but you have to have rules in place - agreed upon strategies, that are going to help you get there." For example, the Community Action on Poverty group has a rule that its steering committee has to have a minimum of two people who are grassroots, low income, local people. Another example is the community newspaper, West Central Streets, they have a rule that every issue of the paper has to have a new writer. This forces them to do outreach with the community which helps to keep their circle growing.

Expert C: "Empowerment should not be too dominating or too elitist." You need to work around self-esteem issues so you can open up individuals even to be participants. "People need to see something other than a lofty goal - they need to recognize the visible products that come incrementally." Always find a way to highlight, recognize the small successes (e.g., if you were doing a parenting exercise to make people better parents, and all you focused on is the end product, then you would miss all the little successes along the way). It's like a continuum. Maybe the first step would be to have a coffee with that young parent and have them open up. Then you should highlight that and say, 'Look at what happened, you were closed and now you're open.' Then look at the next step, maybe to have that parent speak up on a particular issue. Find a way to point to success in all the little things that go on.

Expert E: "This is a typical conception of empowerment. But a lot of empowerment comes from really accessing concrete skills (e.g., learning to do the books for a group rather than just being one of the group)." In addition to people having feelings of empowerment and improved self-esteem, it is also important for them to develop skills that allow them to take action in their community. "Getting real resources is also important." Community empowerment is as important as individual empowerment. "Talking about issues can be empowering, but getting an $80,000 grant to do real work in a community is also really empowering. "

6. Coordination and Facilitation of Community Processes and Activities:

Expert A: "Having a paid position is a good idea and is an important part of sustainability because sooner or later the volunteers get other interests or burn out."

Expert B: "Having a paid position to do the work required in a community is essential. Having local people in that position can also be important, but we shouldn't overlook the advantages of paid workers who don't live in the community." If you don't live in the community you have to approach the work differently. You have to do more listening and standing back. You spend a lot more time building trust and getting a clear picture of how people feel in that community. "And they (the paid worker) have the advantage of a real distance - you can get a break. For some people who live (and work) in the community, it's like a 24 hour job...so there are advantages both ways."

Expert C: "Paid workers are important because this is also empowering for the workers themselves." The community is also more comfortable with this person. Issues are common to the worker and the community, but the worker is there and has the time to do the running around.

7. Ongoing Assessment and Evaluation:

Expert A: "This is the key to sustainability." It is hard to put numbers on these things. Sometimes all you have is anecdotal evidence and there are always little successes even in the failures.

Expert C: "Assessments and evaluations are a two-way street. These kinds of exercises should be focused on highlighting the things that work well and highlighting the things that don't work well so you can shift gears and design something that will work better. You should do this in conjunction with your partners because it's really all about relationship building." Highlight the positive elements and build on those elements - don't say we're doing this evaluation to put an end to this idea.

8. Promotion of Successes:

Expert A: "This is the key to keeping public backing and to keeping the volunteer recognized to a certain extent." "Funders need to hear some success stories from the program and there are a lot of stories out there to tell."

Expert B: "Place emphasis on smaller successes." It is a good idea to have community newsletters, relationships with the media, personal contacts like a welcome wagon, and fundraising efforts that go to support people and families in the community. We need to "find ways to make for a stronger and healthier environment for people to live in."

Expert C: "The idea of communication is very important." Cultivating the media should be done because the media can "make or break a neighbourhood." It's good to get them involved from the outset and keep them appraised of what's happening on the project, in the community.

9. Public Accountability:

Expert A: "One thing that the public needs to know is that there are a lot of people out there working to help them out. Some get the idea that no one is doing anything." "It's an important goal as any to make people know what's there...it can make them feel better about what's going on and at the same time it's an opportunity to talk them into volunteering."

10. Recognizing the Interrelationship of Social and Economic Issues:

Expert A: "I agree with that." "Depending on the community, poverty seems to be at the base of many things...the problem is how to fight both ends at once." "For example, you need to put more money into prenatal and parenting programs as well as crime prevention programs."

11. Changing the Practice Model—From a Problem-Based Approach or a Needs-Based Approach to a Capacity Building Approach:

Expert A: "We've been over-focused on trying to fix problems." But it is still important to identify needs and how the community could work on those needs."

Expert C: One problem with this for the disadvantaged marginalized communities is their ability to find a way to have equal access to community resources (e.g., to professionals, or technicians). "These communities contribute to the tax base so they should have equal access to the resources, but in reality they don't."

Expert E: "I sense where some of these ideas are coming from, but for someone just reading it for the first time, it doesn't give enough background." Perhaps is would be helpful to add some more information like the following paragraph:

> "Communities can be assessed in terms of both needs and strengths. Community is a process of both addressing needs and building and developing strengths. Much of this work, especially the building of strengths, can usually be done by community members themselves, with some assistance. Assistance from outsiders and professionals should maximize self-reliance and use and develop community strengths wherever possible. Often the only assistance needed by the community is a catalyst, a coordinator, some training, or additional resources. Community members should fully take over these roles as soon as possible."

12. Public Policy:

Expert A: "Long term stable financial support is necessary. And this has to be shared by all levels of government." "Federal, provincial and municipal governments are key players." "Governments seem willing to help out but not when it comes to getting money directly for capacity building." You need interested groups like the Social Planning Council to approach the government for the funding. But the funders also have to know that the community wants to help themselves.

Expert A: "Government departments must learn to work with one another." This is happening to some extent but there is still a long way to go." It is difficult to get cooperation from one department let alone to get them to cooperate with another department.

Expert A: Overall, public policy is sensible and reachable with a lot of work. The idea of reducing long term dependency on outside professionals is a good one. When we look for an expert, we tend to look outside the community, but they exist within all communities. "I tell people if you don't know what's wrong with community…go down to the coffee shop and talk to people."

Expert C: Public policy needs to embrace population health principles all the way, and delve deeper into finding out what community development is about. Public policy needs to examine how to engage in community development in a 'real' way, and not from an elitist perspective. We need to get right down to where people gather and engage in a true dialogue about what the conditions are. We need to talk about how we can create a healthier climate so that marginalized people can access equal opportunities to do things like become professionals or home-owners, if they want. "We have to find a way for sharing the wealth."

APPENDIX 20: COMMITTEE PROCESS EVALUATION CHECKLIST – RESULTS TABLE

PROCESS EVALUATION CHECKLIST – RESULTS TABLE

Respondents' rating of the Coordinated Community Capacity Building Committee on each of the following characteristics:

	Characteristics (Indicators)	1 Poor	2 Fair	3 Avg.	4 Good	5 Very Good	Median	Actual Score
	COMMITTEE'S ORGANIZATION							
1.	❖ Committee has full and common understanding of its purpose				3	3	4.5	27
2.	❖ Selection of committee members is thoughtfully and carefully done, using the Committee's purpose as a guideline			1	1	4	5.0	27
	Highest Possible Score (6 respondents x 2 questions x high score of 5) = 60 **Percentage of Highest Possible Score**							54/60 **90%**
	QUALITY OF MEETINGS							
3.	❖ Committee Chair exhibits strong leadership skills				2	4	5.0	28
	Meetings are planned well							
4.	❖ Chair is well-prepared for meetings				2	4	5.0	28
5.	❖ Members are well-prepared for meetings			1	3	2	4.0	25
6.	❖ Agenda items are clearly communicated				2	4	5.0	28
7.	❖ Handouts are carefully selected				1	5	5.0	29
8.	❖ Minutes are complete and concise				1	5	5.0	29
	Meetings are properly opened and closed							
9.	❖ Meetings start and end on time				1	5	5.0	29
10.	❖ Chair facilitates the meeting well (i.e. observes and listens well, moves the agenda forward)				2	4	5.0	28
11.	❖ Chair builds consensus when decisions need to be made				2	4	5.0	28
12.	❖ When closing the meeting the Chair restates what has been agreed to (i.e. reviews major discussion items, decisions, timelines and items to be carried over)			1	1	4	5.0	27
	Conflict that occurs during the course of meetings is managed and resolved							
13.	❖ Chair leads by being fair and respectful				2	4	5.0	28
14.	❖ Chair tries to find something positive in everything everybody says			1	1	4	5.0	27
15.	❖ Lively, open debate is encouraged			1	1	4	5.0	27
16.	❖ Conflict is dealt with directly				2	4	5.0	28
	Highest Possible Score (6 respondents x 14 questions x high score of 5) = 420 **Percentage of Highest Possible Score**							389/420 **93%**

	Characteristics (Indicators)	1 Poor	2 Fair	3 Avg.	4 Good	5 Very Good	Median	Actual Score
	COMMITTEE'S SOCIAL HEALTH							
17.	❖ Committee members are pleased with their role and status in the group				3	3	4.5	27
18	❖ Committee members receive a sense of belonging from their role				3	3	4.5	27
19.	❖ Committee has high morale; the members are happy with the group				3	3	4.5	27
20.	❖ Committee displays sensitivity within to each other's needs			1	3	2	4.0	25
21.	❖ Committee members have and display mutual respect for each other				4	2	4.0	26
22.	❖ There is a relaxed atmosphere in the group			1	3	2	4.0	25
23.	❖ Committee has fun; members are able to express their sense of humour			2	1	3	4.5	25
24.	❖ Committee members are interested and committed			1	2	3	4.5	26
25.	❖ Participation is healthy and equal			1	2	3	4.5	26
26.	❖ Leadership and not manipulation are the approach of all who participate				3	3	4.5	27
27.	❖ Committee members interact/have relationships outside of the Committee		1		3	2	4.0	24
	Highest Possible Score (6 respondents x 11 questions x high score of 5) = 330 **Percentage of Highest Possible Score**							263/330 **80%**
	COMMITTEE'S PRODUCTIVITY							
28.	❖ Committee meets frequently enough to do the work it agrees to do				3	3	4.5	27
29.	❖ Committee's resources are adequate to do the work it agrees to do	1		1	4		4.0	20
30.	❖ Committee reaches its goals with a minimum of wasted motion			1	3	2	4.0	25
31.	❖ Committee solves problems and makes wise decisions				5	1	4.0	25
32.	❖ Committee turns out a large quantity of high quality work			1	4	1	4.0	24
33.	❖ Committee members feel a sense of progress, movement, and accomplishment			2	1	3	4.5	25
	Highest Possible Score (6 respondents x 6 questions x high score of 5) = 180 **Percentage of Highest Possible Score**							146/180 **81%**
	BALANCE OF SOCIAL HEALTH AND PRODUCTIVITY OF THE COMMITTEE							
34.	❖ Committee members gain a sense of satisfaction and worth from participating in the group				3	3	4.5	27
35.	❖ Recognition and appreciation are given to members			2	1	3	4.5	25
36.	❖ There is a balance between thorough preparation for and control of the meeting and adequate discussion and the creation of the feeling of Committee members that they are helpful participants			2	2	2	4.0	24
37.	❖ The staff person supports and does not supplant the leadership of the chairperson and the work of individual members				3	3	4.5	27
	Highest Possible Score (6 respondents x 4 questions x high score of 5) = 125 **Percentage of Highest Possible Score**							103/125 **83%**

	Characteristics (Indicators)	1 Poor	2 Fair	3 Avg.	4 Good	5 Very Good	Median	Actual Score
	COMMITTEE'S COMMUNICATION							
38.	❖ Committee members and other individuals or organizations with a legitimate interest are kept informed of Committee activity			1	3	2	4.0	25
39.	❖ Plans, proposals, or positions are cleared with Committee before final action is taken			1	4	1	4.0	24
	Highest Possible Score (6 respondents x 2 questions x high score of 5) = 60 **Percentage of Highest Possible Score**						4.0	49/60 **82%**
	EVALUATION OF COMMITTEE							
40.	❖ Committee periodically self-assesses its performance		1	2	1	2	3.5	22
41.	❖ Committee has a process for continually reviewing minutes for items that need attention but have slipped out of the "action stream"		2		2	2	4.0	22
	Highest Possible Score (6 respondents x 2 questions x high score of 5) = 60 **Percentage of Highest Possible Score**							44/60 **73%**

APPENDIX 21: QUESTION ON THE NEIGHBOURHOODS ALIVE! FEEDBACK FORM

QUESTION ON THE NEIGHBOURHOODS ALIVE! FEEDBACK FORM

6. The Coordinated Community Capacity Building Committee of the Social Planning Council of Winnipeg has asked use to include the following question on their behalf.

Please rate the following supports in terms of their benefit to you or your organization's capacity for community development/neighbourhood revitalization:

More one or two day forums

_____	_____	_____	_____
Very Helpful	Helpful	Somewhat Helpful	Not at all Helpful

A workbook or manual

_____	_____	_____	_____
Very Helpful	Helpful	Somewhat Helpful	Not at all Helpful

A series of training sessions over a period of time

_____	_____	_____	_____
Very Helpful	Helpful	Somewhat Helpful	Not at all Helpful

Ongoing hands-on apprenticeship with an experienced community organizer

_____	_____	_____	_____
Very Helpful	Helpful	Somewhat Helpful	Not at all Helpful

Access to a mentor who could provide advice as needed

_____	_____	_____	_____
Very Helpful	Helpful	Somewhat Helpful	Not at all Helpful

APPENDIX 22: COMMITTEE OUTPUTS

COMMUNITY CAPACITY BUILDING COMMITTEE OUTPUTS
MARCH 5, 1999 – JANUARY 31, 2001

During this time period, the Committee met 18 times.

March – June, 1999	Invited the Northeast Portage Development Committee (now Portage Neighbourhood Connections), the Spence Street Area Initiative, and the Lord Selkirk Park Initiative to participate on the Committee Northeast Portage came to second meeting (June 17, 1999) and became a member of the Committee Spence Street came to second two meetings but never again Gilbert Park came to Sept. 23, 1999 meeting, but never again
July 12, 1999	Wrote letter to Premier Filmon re: *Premier's Task Force on Healthy Communities,* requesting a meeting

During the following few months, the Committee struggled with the issue of sustainability:

Sept, 1999 –	Researched the various working models of community development corporations and drafted a framework for a community development corporation (CDC)
Sept. 17, 1999	Committee coordinator proposed a sustainability strategy and produced a discussion paper that suggested: ♦ Bringing together potential funders from the public and private sector ♦ Hosting a community development showcase ♦ Creating a community development corporation
Sept. 23, 1999	Committee decided not to follow up on meeting with the new premier Decided instead to start planning a conference to present a description of the model to community members and funders – sub-committee formed to work on the conference Decided to plan a meeting with private foundations – the intent was to get the foundations on side prior to approaching the public sector for support to sustain this model of community development Committee reviewed the CDC document and requested more information
Dec. 3, 1999	Committee coordinator presented answers to the Committees questions re: CDC A representative from Assiniboine Credit Union was present to answer questions about CDCs
Dec. 24, 1999	Sent letters to 14 private funders inviting them to a meeting to discuss the needs of the community groups, and to explore options to sustain them
Jan. 24, 2000	Committee and Health Canada held meeting with The United Way of Winnipeg, The Winnipeg Foundation and The Thomas Sill Foundation to seek advice and input from them regarding sustainability of the work that is being done using the capacity building model at the neighbourhood level
Feb. 5, 2000	Sent letters to various private foundations and government departments/programs

	asking them for funding support for the conference Received contributions from 10 organizations (two federal government departments, two provincial government departments, the City of Winnipeg, two community networks, two private funders, and one financial institution)
March 2, 2000	Two provincial government representatives from Neighbourhoods Alive! and Intergovernmental Affairs attended Capacity Building Committee meeting
April 6, 1999	Committee met to discuss conference planning
April 27, 1999	Committee met to brainstorm about sustainability so that the conference would be more focused – produced conference paper based on this brainstorming
May 25, 2000	Committee met to discuss conference planning and conference paper
May, 2000	Published the document - *Conference Paper: Building and Sustaining Neighbourhood Capacity* – circulated it to all who registered prior to the conference, or at the conference
June 15 & 16	Held a conference called *Building Sustainable Neighbourhoods* Approximately 200 people attended the conference, including: representatives from all three levels of government and RHAs; private funders; people from direct human service agencies; direct human service providers; individual community members; and, people from community organizations. Conference feedback forms distributed - 55 returned completed
Aug. 31, 2000	Committee debriefed re: June 15 & 16 conference Two provincial government representatives from Neighbourhoods Alive! and the Department of Intergovernmental Affairs attended Capacity Building Committee meeting
Sept. 12, 2000	Committee agreed to revise the original concept paper on sustainability to incorporate some of the lessons from the conference report Unanimously agreed to continue the Committee and to focus on: ♦ Training in new communities ♦ Legitimacy in getting the approach adopted by different levels of government ♦ Funders - sustainability
Oct. 12, 2000	Completed document entitled *Conference Report: Building Sustainable Neighbourhoods* and developed final distribution list Committee wrote covering letter to accompany report
Nov. 16, 2000	Committee agreed to combine *Conference Paper and Conference Report* into one document, and assigned components to committee members Discussed the evaluation process and agreed on evaluation framework as presented by Evaluator

APPENDIX 23: EVALUABLE MODEL

Coordinated Community Capacity Building Committee
Evaluable Model

Goal, Objectives, Functions, Logic, Expected Outcomes & Indicators

GOAL OF THE COMMITTEE (END STATE):

Communities with the capacity to define and attain their own visions which invite the participation of all community members.

OBJECTIVE #1: To offer a forum to community service groups to network and benefit from the experiences of one another

FUNCTIONS	LOGIC	EXPECTED OUTCOMES	INDICATORS
#1a. Expand access to resources (human and financial and government)	When communities have greater access to resources and alternatives, as well as more developed networks, this can increase their motivation, confidence, and effectiveness at the local level	**Outcome:** Others doing similar work, or others interested in doing community capacity building work experienced expanded access to resources (human, financial and government)	Committee members and community members report that, as a result of the work or existence of this Committee, they experienced expanded access to resources (human, financial and government), and can provide examples
#1b. Encourage member groups to work respectfully, cooperatively and democratically	When groups work in this way: • maximum participation from each member is promoted • productivity of the group increases • cooperation is encouraged/ people feel less isolated If the Committee works in this way, individual Committee members will go back to their communities and encourage those groups to work in the same manner	**Outcome:** Community groups worked respectfully, cooperatively and democratically, which resulted in: • broader support for decisions made • community members feeling more involved, and part of the community building process	Community members report that as a result of being involved with the Committee they found the work in their groups to be conducted respectfully, cooperatively and democratically Community members report that as a result of being involved with the Committee: • there has been broader support for decisions being made at the community level • they feel more involved and part of the community building process Committee members indicate that through this forum they learned how to work respectfully, cooperatively and democratically, and transferred that learning back to their communities (and can provide examples)

#1c. Take joint action	When people take joint action to get things accomplished: • the job gets done faster because knowledge and resources are shared • there is less duplication of effort and energy • it broadens perspectives and expands the individual and collective knowledge base (everyone has unique knowledge and experience to contribute) • it enhances the profile and credibility of the individuals, communities and work being done • it encourages the development of partnerships and relationships	**Outcome:** As a result of the Committee taking joint action (e.g. conference planning, working on sustainability issues): • individuals and communities increased the profile and credibility for the ccb work they are doing • individuals and communities increased their knowledge base • knowledge and resources were effectively shared between communities • partnerships and relationships were formed between Committee members, and between community members, groups, organizations and agencies	Funders and government members report that the work of the Committee has resulted in an enhanced profile and credibility for the ccb work communities are doing, i.e.: • Funders are aware of various ccb efforts in different communities • Funders are talking more about this type of process • Funding levels for communities and duration of funding have increased Committee and community members report that the spectrum of participation has broadened within communities to include clubs, agencies, service groups Committee and community members can identify key principles on which they base their community capacity building work and know where these ideas and concepts came from Community members: • can identify their partners (the people they reach out to in order to accomplish their community goals); • indicate that these groups work together effectively within their communities; and, • can provide examples of how knowledge and resources were shared between communities Committee and community members report that as a result of the work of the Committee, they formed relationships with people/organizations within and outside of the community, & can provide examples Committee members can describe instances in which they worked together outside of the Committee to take joint action

#1d. Share information, written and verbal amongst community groups	When individual sites engage in a discussion of issues with the larger group, new ideas, perspectives and solutions can be generated. Through sharing information, community groups can: • obtain advice and referral info • help other people in the group achieve their goals • expand their knowledge and experience • feel more comfortable about the ccb concept • build on work that's already been done	**Output:** Information (written and verbal) was shared amongst community groups, including information about community capacity building in terms of what works, and what doesn't **Outcome:** Committee members became more comfortable with the ccb concept and were able to take the information they received as a result of being involved in the Committee and use it in their own communities	Committee members report that they found the forum to be supportive and informative Committee members report that: • the information shared at the Committee level helped them become more comfortable with the ccb concept • they received information as a result of being part of the Committee which they were able to use in their work with their communities, and can provide examples
#1e. Broaden the participation base of the Committee	If the participation base of the Committee is broadened, both the new and existing members will benefit from an expanded knowledge base, and a larger network to draw from in terms of advice, support and experience	**Output:** Communities not currently represented on the Committee, but who use a capacity building approach, were approached and agreed to participate **Outcome:** By joining/expanding the group, new and existing Committee members had access to an increased knowledge base, and enhanced support, advice and experience to draw from	Committee members (new and existing) report that by joining/expanding the group, they benefited because they gained an increased knowledge base, and had access to enhanced support, advice and experience to draw from

#1f. Bring together groups with a common approach to improving neighbourhood opportunities for all citizens (inclusiveness) in each community	It is desirable to narrow the context with respect to community development so that groups with the same approach can provide each other with more focus. This will maximize the benefit they receive from participating in the Committee. The Committee will develop a common understanding of the ccb approach and will be able to deal with more advanced issues as a result	**Output:** Groups with a common approach to improving neighbourhood opportunities for all citizens (inclusiveness) in each community were brought together **Outcome:** Original and new communities continued to actively participate on the Committee **Outcome:** Over time, the Committee dealt with progressively advanced issues **Outcome:** The Committee developed a common understanding of community capacity building	A very high number (80% or more) of original and new communities who attended one meeting continued to actively participate on the Committee For the time period between March, 1999 and February, 2001, Committee members can provide examples of how the Committee has dealt with progressively more advanced issues Committee members demonstrate a common understanding about community capacity building in terms of principles and approach
#1g. Conduct conferences and workshops	Community groups and individuals could maximize their education and expand their knowledge more intensely if a large forum was provided where networking and information sharing could occur	**Output:** A Conference was held **Outcome:** The conference helped community groups and individuals already familiar with ccb concepts to expand their knowledge	Conference participants who rated their knowledge about ccb prior to the conference as being "high" or "moderate" indicate that the information provided at the conference enhanced their understanding of ccb, and can describe how this happened
#1h. Hold regular Coordinating Committee meetings	Regular Committee meetings provide a guideline and framework, and are required in order to get the work of the committee done. If regular meetings are set, people are more likely to come. These forums facilitate a process for people/ communities to meet and share info/provide updates	**Output:** Regular Coordinating Committee meetings were held and were well attended. **Output:** Committee members shared information and provided updates regarding the activities in their communities at these meetings.	During the two years of the Committee's existence, quarterly meetings were held and more than 70% of active communities sent representatives to these meetings (if there were 18 meetings, determine how many of them had more than 70% of active communities represented) Updates were provided at these meetings regarding the activities of individual communities (count how many meetings included this type of reporting)

OBJECTIVE # 2: To promote the reallocation of financial resources to achieve a more appropriate balance of conventional human services and community capacity building			
#2a. Correspondence: Write letters to appropriate sources Send copies of community capacity building related documents to all levels of government, private funders and planners (IGA)	The more frequently correspondence is sent to gov't, funders and planners re: the need to allocate financial resources for ccb, the more likely these people/groups are to get the message about the importance of the concept	**Output:** Copies of community capacity building related documents were sent to all levels of government, private funders and planners (IGA) **Outcome:** Governments, planners and funders have changed their thinking/behaviour with respect to the allocation of financial resources as it relates to community development **Outcome:** Governments and funders have adopted elements of the ccb approach in their criteria for funding	Government representatives, planners and private funders who received copies of these documents indicate that these materials influenced the way they think/act with respect to allocation of financial resources as it relates to community development Committee members, government representatives and funders indicate that the governments and funders have adopted elements of the ccb approach in their criteria for funding, and can provide examples Funders can describe what they think is an appropriate balance of conventional human services and community capacity building
#2b. Conference: Arrange for speakers at the conference to address the topic of community capacity building Encourage funder attendance and participation at conference	If you target funders specifically so they can see the importance of the topic, and provide speakers and communities to talk about their progress, funders will get a clearer picture about what the concept is all about, and begin to understand why reallocation of financial resources is important	**Output:** Funder attendance and participation at the conference was encouraged and major funders attended **Output:** There were speakers at the conference who addressed not only the topic of community capacity building, but also the need to reallocate financial resources to achieve a more appropriate balance **Outcome:** The speakers at the conference who addressed this topic did so clearly, and were able to influence the views and behaviour of attending government representatives and funders	Gov't representatives and major funders attended the conference Gov't representatives and funders report that the speakers at the conference who addressed the need to reallocate resources made their point clearly Gov't representatives and funders who attended the conference indicate that the information the speakers provided changed their views and behaviour with respect to how funds for such initiatives should be distributed and analyzed

#2c. Meetings: Meet with 3 levels of government, private funders and community planners (IGA) Welcome (invite) government people to Committee meetings	Meeting with the identified groups will: • Encourage invitees to look at their priorities in terms of prevention vs. crisis intervention • Promote understanding of population health and ccb among invitees • Promote understanding about some of the difficulties communities have in sustaining their community dev. efforts, and thus highlight why reallocation of resources is important	**Output:** Meetings were held with 3 levels of government, private funders and community planners (IGA) *Meetings with City of Winnipeg and Federal Government (not including Ken as a member of the Committee) did not take place **Outcome:** Meeting attendees changed their views and behaviour with respect to how funds for community development initiatives should be distributed and utilized	Participants in these meetings can: • Demonstrate that they *remember* the meeting, and some of the ideas and concepts that were discussed • Demonstrate that they *understood* some of the ideas and concepts that were discussed Participants in these meetings indicate that: • their views changed with respect to how funds for community development initiatives should be distributed and utilized and can provide examples • their funding practices changed If their views changed but their funding practices did not, they can explain this discrepancy

#2d. Talking One-On-One: Talk one-on-one with funders to assist local communities to get funds	The credibility of the Committee and its work will be useful in persuading funders to allocate funds to local communities Through involvement in the Committee, individual communities will obtain knowledge and experience that will assist them in putting forward more persuasive arguments to funders	**Direct Output:** Committee held one-on-one discussions with funders to assist local communities to get funds **Direct Outcome:** These discussions were useful in promoting the concept and assisting local communities to get funds **Direct Outcome:** Funders felt their association with the Committee was an asset and can describe what they would come to the Committee for in the future **Indirect Output:** Individual Committee members held one-on-one discussions with funders to assist local communities to get funds **Indirect Outcome:** Partnerships developed in the CCCB Committee helped individual communities access funders/funds	Committee members who participated in these discussions indicate that they were useful in assisting local communities to get funds, and can provide examples/dollar values SPC staff and Committee members can indicate who they met with re: funding for communities, and can describe some positive results in terms of money received, and the concept being accepted more fully by funders Committee members report that partnerships developed in the CCCB Committee helped their individual communities access funders/funds Funders can describe: • how they select the people/organizations they approach when they want info about community development/ccb • whether/how their association with the Committee is seen as an asset • what they would/have come to the Committee for

OBJECTIVE #3: To work with communities to increase the use and quality of community capacity building			
#3a. Share information re: a community capacity building approach **Activities:** Conference Sustainability Paper Conference Report How-To Manual Training	The more widely the approach is communicated, the more likely it is that it will be adopted in new communities. As information is shared about what works and what doesn't work, communities currently using such an approach can improve their effectiveness in achieving their goals and objectives. The intermediate objective is simply to provide the information by engaging in the 5 types of activities listed.	**Output:** Community capacity building approach was shared with individuals, communities, all levels of government, funders, service providers and business **Outcome:** The groups who received this information were able to use it to increase the use or quality of their ccb efforts **Outcome:** By receiving and reviewing this information, communities currently using a capacity building approach were able to enhance their understanding of the concepts and improve the effectiveness of their work	All of these groups acknowledge receiving information re: capacity building through these various mediums/activities, and indicate that they found the material informative and useful (i.e. it either increased the use or quality of their ccb efforts) People who received one or more of these documents indicate that: • they have shared it/them with someone • they have used it/them in doing their work, or making a presentation or proposal Conference participants who reported that at the time of the ccb conference there were "many" or "some" ccb efforts in their communities, indicated that the conference provided them with knowledge and materials that further enhanced their understanding of the concepts and improved the effectiveness of their work.

#3b. Host a capacity building conference	A conference would provide a large forum where communities and individuals could come together to share ideas and experiences that would ultimately lead to an increased use and quality of the approach	**Output:** The Committee hosted a capacity building conference **Outcome:** Conference participants were able to take information they learned at that forum and apply it to the work they do in their communities, or at their jobs **Outcome:** A broad spectrum of people attended **Outcome:** Some conference participants connected with other individuals, agencies and groups after the conference to share information, or work on a joint project	Conference participants report that they were able to take information they learned at that forum and apply it to the work they do in their communities, or at their jobs, and can provide examples. A broad spectrum of people attended the conference Some conference participants report that they connected with other individuals, agencies and groups after the conference to share information, or work on a joint project

#3c. Write a paper on sustainability and disseminate to conference participants prior to the conference, and disseminate conference report upon completion of the conference	A paper on the types of elements required for community capacity building efforts to be sustainable would stimulate further discussion about the concept. A report following the conference would further build on the paper based on what happened at the conference. Both of these activities would promote understanding of the ccb concept.	**Output:** A paper on sustainability was written and disseminated to conference participants prior to the conference, and a report summarizing the conference was distributed after **Output:** Conference report was disseminated in Dec. 2000 **Outcome:** Conference participants found the conference materials (paper and report) useful in that they: • provided information that they did not previously have on concepts like capacity building and sustainability • were useful to them in their day-to-day work Conference participants found the examples of successful community initiatives described in the documents and at the conference to be particularly useful Conference participants can identify some of the 10 key features of sustainability listed in the conference paper	Conference participants report that the examples of successful community initiatives described in the documents and at the conference were particularly useful Conference participants can identify some of the 10 key features of sustainability listed in the conference paper Conference participants can indicate which way of presenting the material they found most useful

#3d. Help put together an easy "how-to" reference for community groups	Organizations and people need accessible, practical information about community capacity building, if they are going to be able to start to use such an approach	**Output:** A "how-to" reference was produced ("ICAHA: A Practical Guide to Building Healthy Communities") and disseminated to as wide range of stakeholders (gov't, communities, organizations and agencies) **Outcome:** Community members found the manual easy to read and informative, and said they would actually use it as a reference in their day-to-day work	A manual was produced and disseminated to community groups A panel of community members who were asked to review the manual indicated that: • they found it easy to read and understand • they found it informative • they would use it/have used it as a reference in their day-to-day work
#3e. Provide education and training in community capacity building	Training is a more hands on, more technical concept – you can provide people with education and knowledge, but they need to be provided with more hands-on training, in order to learn how to apply that knowledge	**Direct Output:** Training in community capacity building was provided by the Committee *Training (i.e. provision of opportunities to practice skills in a supervised way) has not been offered by the Committee - Committee currently in the process of discussing how to move this activity forward **Indirect Output:** Training in community capacity building was provided by member communities **Outcome:** Conference content provided a starting point for communities/individuals to receive "training" in ccb efforts in the sense that it provided education and information **Outcome:** Conference participants want to build on what they learned at the conference by gaining more training opportunities so they can further develop their skills in community capacity building	Committee members/community members report that hands-on training in community capacity building was provided by the Committee/member communities Conference participants indicate that they would like more training opportunities in order for them, their communities and their organizations to be able to further develop their skills in community capacity building

#3f. Provide communities and individuals who did not know how to increase their community capacity with the tools to do so	Issue of Targeting: Communities where there are few community capacity building efforts require a great deal of information, ideas, support and materials in order to be equipped to begin such efforts	**Outcome:** Communities where there are few community capacity building efforts received "tools" (i.e. information, ideas, support and/or materials) from the Committee, and these tools enabled the communities to take some action **Outcome:** Individuals with little knowledge of ccb concepts increased their knowledge and understanding	Conference participants who reported that at the time of the ccb conference there were "very few" or "no" ccb efforts in their communities, indicated that the conference provided them with knowledge and materials that enabled them to take some action with respect to community capacity building, and can provide examples Conference participants who rated their knowledge about ccb prior to the conference as being "low" or "very low" indicate that the information provided at the conference enhanced their understanding of ccb

OBJECTIVE #4: To assist communities in addressing the issue of sustainability OBJECTIVE #5: To promote community capacity building to a wide range of stakeholders			
#4a. Consider/discuss how training can/should be part of sustainability	Now that considerable progress has been made in providing education and information to communities re: community capacity building, the Committee must consider what is required next to enhance the sustainability of communities. *Training is currently being discussed as one possible activity.	**Outcome:** People and groups other than Committee members believe, as the Committee does, that training is the next resource that is needed in order to enhance the sustainability of ccb efforts	Communities, community development experts, gov't representatives and funders indicate that they think that training is one of the next resources that is needed in order to enhance the sustainability of ccb efforts A significant number of people in attendance at the Neighbourhoods Alive! conference in June, 2001 indicate that they "strongly agree" that training is one of the next resources that is needed in order to enhance the sustainability of ccb efforts
#4 & #5a. Plan and hold conference (including speakers and panels) on how to build sustainable neighbourhoods	Planning and hosting a conference on how to build sustainable neighbourhoods will not only promote the community capacity building model to a wide range of stakeholders (probably including many who are quite new to the concept), but will provide participants with a chance to discuss the issue of sustainability and further develop the model, which in turn will improve the sustainability of the community efforts using the model	**Output:** A conference on how to build sustainable neighbourhoods was held, and it included speakers and forums **Outcome:** Conference participants were able to take the information they gained and use it to begin/enhance the process of capacity building in their community	Conference participants report that the conference provided them with enough information to begin/enhance the process of community capacity building in their community

#4 & #5b. Develop and test a model of sustainability for community capacity building and share that information	If a preliminary model of sustainability based on collective thinking is developed and shared with a broader audience, it will become more complete and more useful as people and organizations share their experiences and add to the model	**Output:** A model of sustainability for community capacity building was developed and shared with a broader audience, and was further enhanced as a result **Outcome:** The model is being used by community groups **Indirect Output:** In their work with their communities, the Committee members have been engaging in the types of activities that would lead to the following outcomes: **Indirect Outcome:** The Committee worked collaboratively to develop 10 essential features of sustainability that formed the basis of the conference paper, and their work with their communities. Six of these features were identified as both processes and desired outcomes of a ccb approach to healthy neighbourhoods as follows: 1. resident involvement/local control 2. planning at the neighbourhood level/local planning 3. social connections among residents 4. networking/partnerships of residents and community stakeholders 5. empowerment 6. coordination and facilitation of community processes and activities	Community residents & partners can identify some of the principles of sustainability that they are currently using in their ccb efforts Each expected outcome has one or more indicators associated with it. 1. Community residents & partners indicate that: • outreach strategies have been pursued to get residents involved • through participation, residents have developed and shared their talents, skills and abilities, and grown in confidence and self esteem • they have been inspired to improve circumstances for themselves and their families 2. Community residents & partners indicate that, in partnership with community stakeholders, residents have been actively involved in setting their directions (issues, priorities, solutions and actions) 3. Community residents & partners indicate that: • social connections have been developed through active participation in neighbourhood activities • they feel less isolated and have increased emotional health • there is greater understanding and acceptance in the community, and more community spirit 4. Community residents & partners indicate that partnerships have been formed with community stakeholders, both within the neighbourhood, and in the broader community (e.g. police, service providers, churches, schools, local businesses) 5. Community residents & partners indicate that individuals have experienced individual growth and development, increased self-esteem, and enhanced self-worth and feelings of confidence. 6. Community residents & partners indicate that there is continuing coordination and facilitation of community processes and activities (by a coordinator, facilitator, community worker, or skilled local resident) Experts in community development report that the model resonates with them, and it is useful, i.e. by using the model they can predict whether or not a particular community will be able to sustain its community capacity building efforts

#4 & #5c. Meet with private sector funders, various levels of governments and business	Having individual meetings with these representatives provides an opportunity to tailor the presentation to the Committee's goals and the meeting attendee's needs. A more interactive process is possible in a smaller meeting whereby attendees can explore certain issues in detail as desired	**Output:** The Committee met with private sector funders, various levels of governments and business *Never met with business, but the Committee always said it should *Never met with City of Winnipeg or Federal Government officials, but inviting Ken to participate on the Committee was intended as a way to promote the concept to the federal gov't **Outcome:** The individuals who met with the Committee changed their attitudes, beliefs and behaviour with respect to community capacity building and what is required to sustain these efforts	Funders who participated in these meetings can: • Demonstrate that they *remember* the meeting, and some of the ideas and concepts that were discussed • Demonstrate that they *understood* some of the ideas and concepts that were discussed Funders indicate that meeting with the Committee helped them to change they way they: • look at community capacity building (attitudes and beliefs) and what is required to sustain it • prioritize capacity building efforts (behaviour) • allocate funds (decision-making) Government representatives who participated in these meetings can: • Demonstrate that they *remember* the meeting, and some of the ideas and concepts that were discussed • Demonstrate that they *understood* some of the ideas and concepts that were discussed Government representatives indicate that meeting with the Committee helped to change the way they: • think about their work (attitudes and beliefs) • look at community capacity building and what is required to sustain it • prioritize capacity building efforts/allocate funds These individuals can provide examples as to how their attitudes and behaviour have changed (e.g. when gov't officials write a BN they say they now reflect on ccb concepts and can describe where they learned about these concepts)

#5a. Incorporate information re: community capacity building into other SPC, government and community work, documents and projects	Representation of the concept in many different documents and mediums will ensure that it is promoted to as wide a range of stakeholders as possible	**Direct Output:** Information re: community capacity building was incorporated into other SPC, and community work, documents and projects outside the scope of the Committee **Indirect Outcome:** Information re: community capacity building was incorporated into government work, documents and projects	SPC staff, government representatives, Committee and community members indicate that information re: community capacity building that was a direct or indirect result of Committee work was incorporated into other documents and projects outside the scope of the Committee, and can provide examples as to how this is so These individuals/groups can provide examples of feedback they received about these initiatives A brief content analysis of Committee and Neighbourhoods Alive! documents reveals a similarity in the use of ccb concepts and language
#5b. Use media to legitimize and educate re: community capacity building	Using the media to promote community capacity building will result in the concept being introduced to people who might otherwise receive no knowledge on the subject. Demonstrating the concept as a long-term investment will increase it popularity with the public. Public recognition of, familiarity with and support for the concept will make it easier for groups and governments to support such efforts.	**Direct Output:** Committee effectively used the media to legitimize and educate re: community capacity building (demonstrate as long-term investment) **Indirect Output:** Individual communities were able to use the media to promote the community capacity building work in their areas	**Direct:** There are examples of substantive stories in the media (newspapers, radio, television) about the conference, other Committee activities, or the general concept of ccb **Indirect:** There are examples of stories in the media (newspapers, radio, television) about community capacity building efforts in member communities Committee members can provide examples of how they were able to use the media to promote the community capacity building work in their areas and can describe how they used the ideas of the Committee in developing those strategies
#5c. Develop other public education strategies (e.g. schools, churches)	Offering education re: community capacity building to the public through schools and churches provides a greater opportunity to give more detail about the topic than is possible through a media campaign.	**Direct Output:** Committee developed other public education strategies (e.g. schools, churches) **Indirect Output:** Member communities developed other public education strategies *Committee did not develop other public education strategies, but individual Committee members pursued some of these activities	**Indirect:** Member communities can identify and describe other public education strategies that were developed, and can describe how they used the ideas of the Committee in developing those strategies

APPENDIX D: EVALUATION SUMMARY AND COVER LETTER

COORDINATED COMMUNITY CAPACITY BUILDING COMMITTEE: EVALUABILITY ASSESSMENT, OUTCOME AND PROCESS EVALUATION MAY, 2002

EXECUTIVE SUMMARY

The purpose of this evaluation was to demonstrate accountability by providing information to the Coordinated Community Capacity Building Committee and Health Canada about the Committee's processes, activities, outputs, and outcomes. It was also intended to improve the effectiveness of the Committee. The Committee's strengths and weaknesses were to be examined, and this information was to be used together with other evaluation findings to help the Committee and the funder make decisions about its future. The evaluation covered the time period from the Committee's first meeting on March 5, 1999 through to, and including, the November 16, 2000 meeting.

The evaluation was conducted in three phases as follows: an *Evaluability Assessment* to develop an evaluable model; an *Outcome Evaluation* to determine whether the Committee did what it said it would do and whether it achieved the results it expected; and, a *Process Evaluation* to determine whether the Committee was structured and functioned in such a way that it had a reasonable chance of achieving its goals and objectives. The Evaluator worked closely with a sub-group of the Committee (the Evaluation Sub-Committee) to identify key evaluation questions. The data collection methods used included the following: one group meeting; two questionnaires; a checklist; two focus groups; several individual interviews; a content analysis of several documents; a media search; and, documentary reviews.

The outcome evaluation findings demonstrated that the Committee was successful in achieving all five of its broad objectives. The outcomes that were *fully* achieved within those objectives were as follows:

- Groups with a common approach to neighbourhood development participated on the Committee;
- Committee meetings were frequent and well attended;
- Information was shared among community groups at the Committee;
- Committee members became more comfortable with community capacity building, and developed a common understanding of the concepts;
- Partnerships and relationships were formed as a result of the Committee's existence;
- Individuals' and communities' support networks and knowledge bases increased;
- Communities experienced expanded access to resources and worked cooperatively
- The degree and spectrum of participation broadened within communities;
- A broad spectrum of people attended a conference sponsored by the Committee on building sustainable neighbourhoods;
- Conference participants understood and remembered the concepts discussed at the conference;
- The conference enhanced participants' knowledge of community capacity building concepts;

- A majority of conference participants:
  - Applied their learnings in their work roles,
  - Connected with other attendees after the conference to work collaboratively,
  - Found the conference materials and information sharing methods useful, and,
  - Expressed a desire to build on what they learned at the conference;
- Other groups agree with the Committee that training is needed to enhance the sustainability of community capacity building efforts;
- Governments and funders include elements of community capacity building in their funding criteria;
- Meetings between individual Committee members and funders had positive outcomes;
- Social Planning Council staff efforts to help communities access funding had positive outcomes;
- A model of sustainability was developed, shared, and enhanced;
- The model of sustainability is being used successfully by community groups;
- Community capacity building concepts were incorporated into documents and work outside the scope of the Committee; and,
- Individual communities used the media effectively to promote community capacity building.

The outcomes that were only *partially* achieved were as follows:

- The participation base of the Committee was broadened only marginally;
- Community updates were shared infrequently at Committee meetings;
- The profile and credibility of community capacity building work was slightly enhanced;
- Funding levels and duration, and funder awareness of community capacity building increased marginally;
- Funders had difficulty describing an appropriate balance of conventional human services and community capacity building;
- Few funders attended the conference;
- Speakers at the conference addressing the need to balance funding community capacity building with funding other community services made their points effectively, but were not influential;
- Recipients of Committee documents had limited memory of this information;
- Committee meetings with funders and provincial government representatives were useful, but not influential;
- Community members found only certain aspects of *An Integrated Community Approach to Health Action: A Practical Guide to Building Healthy Communities* (a document produced by the Committee that described the concepts of communityc capacity building and provides descriptions of some communities' experiences) to be useful;
- Limited training in community capacity building was provided by some member communities; and,
- Some communities developed limited public education strategies.

The few outcomes that were *not* achieved were as follows:

- Committee material sent to provincial government representatives and funders did not significantly affect their thinking or behaviour with respect to funding community capacity building;
- The Committee did not meet with representatives from the federal or municipal governments, or the business community;
- Training in community capacity building was discussed, but not provided directly by the Committee; and,
- The Committee did not use the media effectively to educate the public about community capacity building.

The process evaluation findings showed that the Committee functions very well. Evaluation participants did identify a few areas, however, where improvement could be made, as follows:

- the Committee has not spent enough time articulating its goals and considering its structure;
- there presently is no method for the Committee to evaluate itself and its activities; and,
- many groups and organizations are not familiar with the work of the Committee.

Based on all of these findings, several recommendations are made about future Committee efforts and Committee processes. In terms of Committee *efforts*, it is recommended that the Committee:

- provide leadership and clarity about community capacity building concepts;
- act as a 'bridge' between community and government, and between community and funders;
- work/communicate more effectively with funders; and,
- consider the Committee's role in improving the coordination of community capacity building efforts, and providing training, mentorship, and other supports that communities say would be helpful.

In terms of Committee *processes*, it is recommended that the Committee:

- develop a strategic plan, and within that context:
  - reexamine the relationship between its goals, structure and processes;
  - consider reaching out to other 'communities,' and expanding its focus/membership;
  - provide information sharing/problem solving opportunities about sustainability issues among community groups at the Committee;
  - improve documentation of report distribution and media contacts/coverage;
  - consider its resources and ways to sustain itself;
  - build a capacity for self-evaluation;
  - examine how its work can be integrated more fully into the SPC; and,
  - develop a higher profile for itself and its work.

Letter for Conference Participants

Date

Inside address

Dear Conference Participant:

In the summer or fall of 2001, you may recall having received a request to fill out a questionnaire about the **Building Sustainable Neighbourhoods** conference held in June, 2000. This questionnaire was part of an evaluation of all of the work done in the past several years by the Coordinated Community Capacity Building Committee of the Social Planning Council of Winnipeg (it was the Committee that planned and hosted the conference). If you completed a questionnaire, I would like to thank you for your time and effort. The response was excellent, and we received a great deal of valuable information that contributed to the high quality and utility of the evaluation. The Committee will be using this evaluation to help it make decisions about where to put its time and energy in the future, as it continues to support community capacity building efforts in Manitoba.

The questionnaire mailing was an anonymous process, and, as such, we have no way of knowing who completed and returned questionnaires to us. Now that the evaluation is complete, it is important for us to contact everyone we contacted originally, whether or not they completed a questionnaire, in order to ensure that everyone who participated is aware that the results are available.

Please find enclosed a summary of the evaluation and its key findings. Due to the length of the final report (more than 180 pages), it was not possible to send a complete copy to all research participants. It is also not likely that all participants would find this lengthy report useful; it contains a great deal of information that is probably of interest only to the Committee.

If you would like to receive a complete copy of the report, please contact the Social Planning Council (943-2561), and arrangements will be made to send one to you. Please ask for a copy of the report, "Coordinated Community Capacity Building Committee: Evaluability Assessment, Outcome and Process Evaluation." This is also the number where I can be reached if you have any questions.

Thank you very much for helping with this important evaluation.

Sincerely,

Tannis Cheadle
Evaluator

APPENDIX E: EVALUATION FEEDBACK FORM

THE COORDINATED COMMUNITY CAPACITY BUILDING COMMITTEE :

EVALUATION FEEDBACK FORM

DIRECTIONS: There are 27 items listed below which focus on several aspects of the evaluation process: understanding the organizational context, planning and conducting the evaluation, and communicating the evaluation information.

Please rate how well the evaluator performed each of the following evaluation activities (Please place a check mark in the appropriate box for each item):

Item #	Evaluation Objectives	1 Poor	2 Fair	3 Avg.	4 Good	5 Very Good	Actual Score
	UNDERSTANDING THE ORGANIZATIONAL CONTEXT						
1.	Achieved a good understanding of the organization's history and structure prior to beginning the evaluation				3	1	17
2.	Identified the potential users of evaluation information within and outside the organization				1	3	19
	Highest Possible Score (4 respondents x 2 questions x high score of 5) = 40						36/40 90%
	PLANNING THE EVALUATION						
3.	Established a sense of credibility and trust with the Committee					4	20
4.	Developed a reasonable time schedule to guide the evaluation				2	2	18
5.	Designed an evaluation framework that clearly outlined evaluation tasks					4	20
6.	Set up specific sessions in which the evaluation framework was discussed with the Committee					4	20
7.	Made sure there was clear understanding of the framework among all Committee members			1		3	18
8.	Assessed the implications of various evaluation findings (positive and negative)				1	3	19
9.	Determined strategies for dealing with potential limitations to the data collection (e.g. difficulty in arranging interviews, potential bias of Committee members in responding, length of time since the conference, etc.)				2	2	18
10.	Established the relationship and breakdown of responsibilities between the Evaluation Sub-Committee and larger Committee			1	1	2	17
	Highest Possible Score (4 respondents x 8 questions x high score of 5) = 160						150/160 94%

	CONDUCTING THE EVALUATION						
11.	Involved Committee in identifying its goals, objectives and functions				1	3	19
12.	Involved Evaluation Sub-Committee and Committee in determining the evaluation purposes, key questions, and general evaluation strategies					4	20
13.	Involved Evaluation Sub-Committee in identifying outcomes, success indicators, data collection tools, and data sources					4	20
14.	Made sure the data collection tools and procedures were understandable and relevant (i.e. elicit the desired information)				2	2	18
15.	Collected data from multiple sources				2	2	18
16.	Had regular meetings with the Evaluation Sub-Committee to sort through issues and receive guidance				1	3	19
17.	Maintained a mutual problem-solving relationship with Evaluation Sub-Committee and Committee throughout the evaluation					4	20
18.	Collected only the information needed to meet the evaluation objectives			1	1	2	17
19.	Adapted the evaluation plan to address emerging challenges and meet changing information needs				1	3	19
20.	**Highest Possible Score** (4 respondents x 9 questions x high score of 5) = 180						170/180 94%
	COMMUNICATING THE EVALUATION INFORMATION						
21.	Made periodic informal reports to the Committee on the progress of the evaluation				2	2	18
22.	Brought major decisions re: the evaluation process to the Committee for discussion and direction				1	3	19
23.	Shared rough drafts of the report with Sub-Committee before making the final presentation				1	3	19
24.	Made final presentation of the evaluation process, findings and recommendations that was understandable and easy to follow					4	20
25.	Completed a final evaluation report that is understandable and easy to follow					4	20
26.	Completed a final evaluation report that the Committee will be able to use to improve its effectiveness					4	20
27.	Made clear, understandable recommendations in the final evaluation report				2	2	18
28.	Made fair recommendations in the final evaluation report that were based on the findings				1	3	19
	Highest Possible Score (4 respondents x 8 questions x high score of 5) = 160						153/160 96%

	OTHER COMMENTS

APPENDIX F: UTILIZATION ENHANCEMENT CHECKLIST

UTILIZATION ENHANCEMENT CHECKLIST*

Directions: There are fifty items listed below which focus on self-analysis, understanding the organizational context, planning the evaluation, the evaluation process, and communication. The checklist can serve as a guideline as you conduct an evaluation or as a self-examination after you complete an evaluation. To serve these multiple purposes, all items are written in the present tense.

CHECKLIST ITEM	ACHIEVED?
Determining the Evaluator's Role	
1. Assess level of personal congruence with the program's general goals and consider withdrawing if the incongruity may result in unnecessary conflicts.	Yes
2. Determine extent of personal commitment to the importance of conducting an evaluation of this program.	Yes
3. Analyze degree to which personal value and opinions about the program are publicly advocated by the evaluator.	Yes
4. Determine appropriate share of the responsibility for utilization.	Yes
5. Specify activities related to an educational role as well as a data-gathering, information-providing role.	No
6. Make sure that consulting skills are sufficient to meet the demands and complexities of the evaluation for the program.	Yes
7. Ensure that sufficient technical skills, time resources, and personnel are available to conduct a utilization-focused evaluation.	Yes
8. Establish congruence between personal role perception (data-gatherer, consultant, expert, recommender, change agent) and audience expectations.	No
9. Determine willingness to spend time with program staff in activities that are not directly related to the evaluation (for instance, informal lunches).	Yes
10. Establish a sense of credibility and trust with the program director, staff, and other audiences.	Yes

*Brown, R. & Braskamp, L. (1980). Summary: Common themes and a checklist. In L. Braskamp & R. Brown (Eds.). *Utilization of evaluative information* (pp.94-97). San Francisco: CA: Jossey-Bass.

Understanding the Organizational Context	
1. Obtain and study the organizational chart.	Yes
2. Identify the names of key people within and outside the organization.	Yes
3. Identify the decision-makers and potential users of evaluation information within and outside the organization.	Yes
4. Understand the policy-making process of the organization.	Yes
5. Determine which decisions and policies are made as a result of the evaluation.	Yes
6. Know when decisions are made.	Yes
7. Determine which staff and other users should be consulted as the evaluation is planned and conducted.	Yes
8. Determine whether the sponsor of the evaluation is committed to the evaluation activity and uses evaluative information.	Yes
9. Determine the information sources and channels within the organization.	Yes
10. Trace the path and impact of previous evaluations in the same setting and determine how this affects the evaluation.	Yes
Planning the Evaluation	
1. Make sure there is clear understanding of the evaluation role (that is formative or summative).	Yes
2. Set up specific sessions in which the evaluation plan and its implementations are discussed with key persons.	Yes
3. Assess the implications of decisions based on the evaluation that affect personnel.	Yes
4. Assess the political implications of various evaluation findings.	Yes
5. Determine the likely sources of resistance to positive evaluation results.	Yes
6. Determine the likely sources of resistance to negative evaluation results.	Yes
7. Determine the freedom to provide evaluative information to various audiences.	Yes
8. Determine strategies for dealing with potential conflict and tension between program director/staff and evaluator.	Yes
9. Design an evaluation plan that will have technical credibility and provide needed information.	Yes
10. Establish a mutual problem-solving approach with the program personnel and decision-makers	Yes
Conducting the Evaluation	
1. Make sure that everyone understands the purpose of the evaluation.	Yes
2. Involve key personnel in determining the purposes, issues and general evaluation strategies	Yes
3. Involve representatives of potentially affected groups in making	Yes

decisions about instrumentation and data sources.	
4. Be accessible to program staff during the evaluation to learn of and share perspectives from which each is interpreting the information.	Yes
5. Collect data from multiple sources.	Yes
6. Make sure the data collection instruments and procedures are understandable and relevant.	Yes
7. Have informal as well as formal meetings with key persons.	Yes
8. Maintain a mutual problem-solving relationship with staff and administrators throughout the evaluation.	Yes
9. Collect information needed, but only that.	Yes
10. Adapt the evaluation plan to meet changing information needs.	Yes
Communicating the Evaluative Information	
1. Make periodic informal reports or presentations.	Yes
2. Ask program staff, especially those most affected, to assist in interpreting the findings.	No
3. Communicate major findings when available and considered appropriate; do not wait for the formal report deadlines.	No
4. Share rough drafts or preliminary thoughts with key persons before making a final presentation.	No
5. Write different reports for different audiences.	No
6. Make presentations understandable and easy to follow.	Yes
7. Link presentation to key issues and decisions.	Yes
8. Make sure that all audiences receive the evaluative information in sufficient time prior to key decision-making events.	Yes
9. Keep written reports brief.	Yes
10. Use several media (slides, charts) when making formal presentations.	Yes
Total Score (each item scored 2 points)	**88/100**

Score Interpretation. Here are some rough guidelines for interpreting the results of your analysis. Allow two points for each question answered positively.

25 or less	Don't expect much to happen as a result of your efforts. Most likely your information will be ignored or gather dust on a shelf somewhere.
26 – 50	You may be called back later to do another evaluation, but don't count on it. Perhaps you might get a publication from your efforts, but the world won't change.
51 – 70	Somebody may actually do something different as a result of the evaluation, especially if it already reinforces what they were already thinking.
76 – 100	Be careful! You may be so effective that someone may have you earmarked to be an administrator, even though you have no desire to be one.

APPENDIX G: THREE PROGRESS REPORTS TO PRACTICUM COMMITTEE

FIRST INTERIM PROGRESS REPORT TO PRACTICUM COMMITTEE
JUNE 13, 2001

PRACTICUM INTERVENTION

Purpose of the Evaluability Assessment

A review of documentary material concerning the activities of the Coordinated Community Capacity Building Committee revealed that the information was not stated in sufficiently clear and explicit terms to enable an evaluation to take place. An evaluability assessment (EA) conducted in conjunction with the Committee was intended to clarify the goal, objectives, and functions of the Committee. During this phase, we also needed to determine the logic behind how the functions of the Committee were intended to lead to the accomplishment of the goals and objectives, and to identify expected outcomes and indicators based on those objectives and functions. The end result of this process was supposed to be a mutually agreed upon evaluable model on which the outcome and process evaluation could be based.

Stages of the Evaluability Assessment

The Committee agreed that it would be useful to strike an Evaluation Sub-Committee to guide the evaluation in terms of doing some the more detailed work required in the EA, and making decisions at crucial stages of the project.

1. Documentary Review/Development of Program Documents Model

All available documentation was reviewed, and an overview of the Committee's goal, objectives and functions (program documents model) was developed as the first step in the EA. The next step was supposed to be to work closely with the Committee to review and revise this model to ensure it accurately reflected what the Committee was trying to achieve.

2. Workshop

The Sub-Committee decided that bringing the full Committee together for a one day workshop would be the most effective way to accomplish this task. The workshop included representation from most of the active members on the Committee. I used a combination of small group work and larger group discussions to assist the Committee in retroactively identifying its goals, objectives and functions.

I had originally planned to structure the workshop around reviewing and discussing the program documents model. After careful consideration I decided that using a format that provided greater opportunity for creative thinking and interaction would be a more effective way to conduct the first stage of the EA, and would also be more interesting for the group. Rather than presenting the program documents model to Committee members

and asking them to react to it, I decided to ask the group to generate the concepts and ideas themselves. I reserved the program documents model for my own use; as the discussion of objectives and functions progressed, I asked the Committee about activities that had not yet been identified, but that I had noted in the documentation. Incorporating the information contained in my program documents model into the workshop process was intended to make sure the evaluable model we eventually ended up with would be as complete as possible.

The workshop did not proceed exactly as I had originally planned. At the very beginning of the day when individual group members were asked to write down their idea of what the Committee's goal was, many people wrote down "goals" that seemed to be framed more as "objectives." At that point I chose to reserve the feedback people had given for the discussion of objectives scheduled for later that morning. I asked the group to think about the Committee's desired "end state" as a way to get at the intended goal. It took longer to work through the goal than I had anticipated, so I needed to be flexible with the agenda as the day went on. The process of asking small groups to identify objectives and functions and then discussing those ideas as a larger group seemed to be an effective way to engage participants and stimulate thinking that in the end produced the desired results. When the group started to identify outcomes, the purpose of that exercise seemed to get lost. In retrospect, rather than cutting it off and ending the session, I could have tried to regain the group's focus and make the most of the last half hour.

3. Evaluable Model

I used the workshop results to develop a revised program documents model that included the Committee's goal, objectives and functions. In several follow-up meetings with the Evaluation Sub-Committee, we:

- Discussed the results of the workshop and in some cases made minor organizational/wording changes to the objectives and functions in the program documents model;
- Discussed the logic behind how the functions the Committee pursued were intended to lead to the achievement of the goal and objectives; and,
- Identified expected outcomes and indicators, which included how they would be measured and who the target groups would be.

Several activities identified in the EA phase of the evaluation framework were not pursued. The framework indicated that at this stage I would determine which objectives and functions were considered priorities by the Committee so that key questions could be identified for the evaluation. The ranking exercise conducted at the end of the workshop revealed no clear agreement with respect to the relative importance of the objectives. Because there were relatively few objectives, it seemed unnecessary to leave anything out of the evaluation. I have spent my energy working with the Committee to develop a manageable set of clearly articulated indicators as a way to focus the evaluation.

The process of developing the evaluable model took significantly longer than I had originally anticipated. It was often difficult to find meeting times for the Sub-Committee. The delay was also due to the fact that in the beginning of the process I did not feel confident in knowing how to lead the group as we struggled to identify the logic, outcomes and indicators. Through a process of trial and error, and after the third meeting, I finally had a better idea of the kinds of questions I needed to ask in order to elicit the information required to fill in the missing pieces of the evaluable model. As the group and I engaged in this learning process, the meetings seemed to go quicker, and to produce better results.

Taking the time during this stage to carefully sort through the logic of the model has helped the Sub-Committee to clarify its thinking. It also helped greatly improve my understanding of the Committee, which made it possible for me to ask more intelligent questions as the process moved along. These discussions were invaluable in helping us to develop expected outcomes. Once that was done, the indicators flowed relatively easily. The evaluable model was reviewed and approved by the Sub-Committee and the data collection tools are currently in the process of being developed. Having a solid basis of common understanding has allowed us to do a great deal of work in a very short amount of time, and has made the development of the data collection tools quite straightforward.

LEARNING GOALS

My personal learning objective relevant to the evaluability assessment piece of the intervention was as follows:

- To develop the skills necessary to conduct an evaluability assessment including: planning for and leading productive meetings; developing programs documents and program logic models; and, developing an evaluable program model

Throughout the evaluability assessment process, I have gained experience in and developed many of the skills required to plan for and lead productive meetings. I spent a great deal of time preparing for the workshop; I read books, talked to experienced group leaders, and developed a detailed agenda for my own reference. All of these activities helped reduce my anxiety level during the day, and helped me keep the group focused on the task at hand. I made a conscious effort to manage the process in terms of ensuring that one or two people did not dominate, moving the discussion forward when it seemed to stall, probing for further detail when an idea was unclear, and requesting input from individuals who were less talkative than others. As the workshop progressed, I learned how to balance the need to let the group be creative with the need to stay task oriented and focused; I tried to be as flexible as possible and follow the group's lead, as long as we were still making progress towards achieving the goal set for the day (i.e. a framework for a consensual evaluable model). For the most part I was pleased with my ability to do these things, but there are several areas where I think I could have been a more effective facilitator.

When the first half hour of the workshop did not go as originally planned, I could have asked the group how it wanted to proceed, and outlined some of the options for doing so. Instead, I felt obligated to make a decision about what to do next. After reflecting on the way I dealt with this situation, I recognize I need to practice being more of a facilitator and process manager versus decision-maker. Similarly, there have been several occasions during meetings when I have let one person's statement or feelings influence my decision about how to proceed. Again, I recognize the need to repeat any individuals' statements or feelings to the group, and support the group as it decides for itself how it wants to move forward.

There were a few times during the workshop and follow-up meetings with the Sub-Committee when I did not clearly understand a concept or idea, but, rather than pursuing it, I dropped the issue because I had run out of ways to rephrase my question. This highlights for me the need to broaden my repertoire of skills required to elicit desired information.

There were also several times during the workshop when consensus appeared to have been reached by the group, but I did not make that agreement explicit before I moved ahead. Doing so is important so that I, and everyone else in the group, can be clear about the group's decision.

When I reflect upon my role as facilitator in the development of the evaluable model, I realize that I needed to take more of a lead in moving the discussion forward. I think this shortfall had little to do with my being unprepared, and more to do with the fact that this skill seemed to be one that needed to be developed through practice. I think I have made some progress in improving this ability. In future meetings I also plan to make a conscious effort to be more assertive with the group when I think a suggested course of action is either outside the scope of the evaluable model, or is unrealistic to pursue in terms of the time and effort required.

SECOND INTERIM PROGRESS REPORT TO PRACTICUM COMMITTEE
November, 2001

NATURE AND RATIONALE OF CHANGES TO THE EVALUATION PLAN

NATURE OF THE UNDERESTIMATE

In order to maximize the return rate of the questionnaire and ensure the quality of the interview guides, a great deal more time than expected was required by the research assistant to:

- **Conduct the questionnaire distribution process** - I read the Dillman book (the leading authority on questionnaires) after the original evaluation proposal was approved, and it recommended a lengthy distribution process that included five separate and distinct contacts with potential respondents.
- **Pretest the questionnaire and interview guides** - I had built in some time for this activity, but not nearly enough to cover the time required to test several different versions of the questionnaire, and five different interview guides for five different groups of interviewees.

REVISIONS TO EVALUATION TASK PLAN

Due to these underestimates, at the beginning of the fall 2001, it became clear that the research assistant had fewer hours left than what would be required to complete all of the 23 interviews originally planned. In order to shave some time off the interview process, the Evaluation Sub-Committee proposed and the larger Committee agreed to make some changes to the evaluation plan by cutting four interviews, and replacing all of the interviews of Committee members and SPC staff with a different process for gathering the same information.

More specifically the changes included:

1. Interviewing only 3 funders "no" instead of 5 - These 3 will be balanced by the three funders "yes" we are interviewing (It is also important to note that we are having a hard time lining up 3 interviews, never mind 5)
2. Interviewing only 2 provincial government representatives instead of 4 (Again, we are having difficulty arranging even 2 interviews)
3. Rather than interviewing all Committee members individually we will be conducting a combination of a **focus group** to answer some of the questions in the evaluation, and administering a **self-report questionnaire** and **process checklist** to get at the remaining questions
4. Conducting a group interview with SPC staff instead of holding three separate individual interviews

It was anticipated that not having to individually interview Committee members would free up time to do other new tasks that have been added to the evaluation task plan since the practicum proposal. These additions were activities that flowed from indicators developed as part of the evaluable model and include the following:

- Content analysis of Committee documents and provincial government documents
- Focus group with community members to look at the usefulness of the "Practical Guide to Building Healthy Communities"

EFFECT ON MY LEARNING GOALS

In order to enhance my interviewing skills in one-on-one situations, I am conducting two interviews with West Broadway community members/community partners. These interviews and the new tasks outlined above will be things that I will be doing personally, so I am confident that changing the methodology will not adversely affect my opportunity to meet my learning goals. In fact, these changes actually enhance my opportunities for skill development, as they allow me to gain experience in using a broader range of quantitative and qualitative data collection techniques.

EFFECT ON THE EVALUATION RESULTS

I do not think that replacing in-depth interviews with other data collection methods will adversely affect the evaluation.

It might be argued that replacing individual in-depth interview with the focus group and questionnaire will affect the depth of data gathering on issues that Committee members might not be comfortable discussing in front of each other. I do not think that is the case, here, however, because Committee members still have an opportunity on the questionnaire to express themselves anonymously.

Also, while we are decreasing the volume of the information we are getting from the Committee, I do not believe we are decreasing the quality of this information. Having a focused group discussion on questions that are most likely to help the Committee examine its strengths and weaknesses and future directions would probably be more helpful to the Committee than simply compiling individual responses on the same questions. In this type of group setting the Committee can sort through these issues together. Members can have their thoughts spurred by others, with the effect being that the results will probably be more meaningful and useful in helping the Committee to move forward.

EVALUATION OF THE COORDINATED COMMUNITY CAPACITY BUILDING COMMITTEE: TIME ALLOTMENT

Activity	Estimated	Actual
Conduct Evaluability Assessment/Develop Data Collection Tools		
Review literature & Committee documents	50	30
Develop and discuss evaluation framework	60	80
Complete and receive approval of practicum proposal	60	80
Develop more detailed evaluation framework Revise framework based on feedback from Committee	20	30
Conduct evaluability workshop	Activity not included in original time allotment	30
Develop, discuss and receive approval of program documents and program logic model	60	30
Develop, discuss and receive approval of evaluable model	Activity not included in original time allotment	60
Develop, discuss and receive approval of data collection tools	60	100 (did not allot enough time for pretesting and revising)
Develop contract with, and train research assistant	10	8
Develop/Distribute Conference Questionnaire		
Determine which scheduled interviewees should be asked questions about the conference & develop mailing list of 160	0 (research assistant to do)	5
Copy and distribute conference questionnaire	0 (research assistant to do)	10 (supervised pretesting and distribution)
Make follow-up phone-calls to questionnaire recipients	0 (research assistant to do)	0 (RA made calls)
Coordinate/supervise the 4 other contacts with conference participants	**New**	7
Create the database and enter questionnaire results	0 (research assistant to do)	5 (RA did all of this, I supervised)

Program/Process Evaluation		
Supervise pretesting of interview guides	**New**	5
Conduct interviews with 12 present and past Committee members (research assistant to conduct 12 as well)	12 x 6.5 hours = 77 hours each	0 (replaced with other data collection methods)
Conduct 9 additional face-to-face interviews (research assistant to conduct 9 as well) • 3 funders • 5 provincial government representatives • 6 community members • 5 experts • 4 SPC staff	9 x 6 hours = 54 hours each	0 (RA conducted all 23 interviews, averaging ~4 hours per interview)
Conduct 2 interviews (2 community members)	**New**	12
Plan for and conduct focus group with community members re: "A Practical Guide…"	**New**	10
Conduct focus group with Committee Develop process questionnaire for Committee	**New** (to replace ind. interviews with all Cttee. members)	20
Develop process checklist for Committee	**New**	20
Develop questionnaire for use with experts	**New**	20
Conduct short group interview with 3 SPC staff	**New**	5
Conduct content analysis of prov'l gov't (Neighbourhoods Alive!) and Committee documents	**New**	10
Data Analysis/Drafting of Report		
Analyze data	120	
Draft report (full report for funder and Committee, & summary for evaluation participants)	80	
Present report	10	
***The time requirement for the Masters Practicum is 500 hours in the field**	**Estimated Total: 660 Hours**	**To Date: 577 Hours**

FINAL PROGRESS REPORT TO PRACTICUM COMMITTEE
Wednesday, June 12, 2002

OUTCOME AND PROCESS EVALUATION - DATA COLLECTION METHODS

During the outcome and process evaluation, the following eleven data collection methods were used:

1. Conference Questionnaire
2. Focus Group with Social Planning Council Staff
3. Focus Group with Community Members
4. Focus Group with Committee Members
5. Committee Questionnaire
6. Committee Process Checklist
7. Individual Interviews with Four Different Groups
8. Content Analysis
9. Question on Neighbourhoods Alive! Forum Evaluation Form
10. Media Search
11. Documentary Review

ANALYSIS OF THE EVALUATION DATA

The quantitative data collected in the questionnaires were analyzed using SPSS, and were presented primarily in the form of descriptive statistics, including frequency distributions, and measures of central tendency (mostly medians). Some nonparametric tests for related samples were used to test differences between how respondents rated particular variables. The qualitative data obtained in the questionnaires and interviews were analyzed and presented according to identified themes, using quotes to illustrate particularly poignant or interesting ideas.

PRESENTATION OF EVALUATION FINDINGS

In the first draft of the report, I found it easiest to organize the evaluation findings by the order in which their associated functions appeared in the evaluable model. This was a useful way to ensure that an assessment of all of the functions had been addressed in the evaluation and in the report. Once all of the findings were entered, however, this method of organizing made it difficult to see, at a glance, where the Committee's strengths and weaknesses were. The functions within the five broad objectives in the evaluable model had certain expected outputs and outcomes associated with them. In the second draft of the report, I still grouped the findings by the objectives. In order to see more easily where the Committee's strengths and weaknesses were, however, I presented the findings according to how fully the expected outputs and outcomes were achieved. They were grouped into one of the three following categories: "outcomes fully achieved;" "outcomes partially achieved;" and, "outcomes not achieved." The first draft did not incorporate the data results tables, or the logic and functions of the evaluable model into

the body of the report (this information was contained in appendixes). This structure made it necessary for the reader to constantly flip to the appropriate appendixes. In order to improve the flow of the report, I incorporated these elements into the body of the report in the second draft. As the evaluation report was nearing completion, I summarized the contents of the report in a powerpoint presentation that I made to the entire Committee. The process of having to develop this presentation forced me to summarize the evaluation process, findings, and recommendations more succinctly than I had done up until that point. This, in turn, enhanced the quality of the final, written report.

DEVELOPMENT OF RECOMMENDATIONS

Once the outcome evaluation findings were presented according to how fully the expected outcomes had been achieved, it was very easy to identify the issues that required some recommendations. Similarly, in analyzing the results of the process evaluation, it was very clear which areas of Committee functioning could use some improvement. In almost all cases, suggestions came from interviewees and the Committee about how these issues could be addressed. I used these suggestions to form the content of the recommendations. In some cases I used my own knowledge of and experience with committees and groups to inform the recommendations. In some rare cases, I found it difficult to make any recommendations at all for how to address particular issues, because, either evaluation participants had not made any suggestions about how to do so, or I did not have any personal or professional experience to draw upon. Given the volume of the findings and the length of the evaluation report, I found that when it came time to make the recommendations, I had little energy and limited time left to do so. In future evaluations, I plan to build in more time at the end of the process for developing the recommendations. The length of the report and the tight timelines I was working with made it impossible for me to closely review every section of the report with the Evaluation Sub-Committee during the drafting phase. In retrospect, ideally, I would have liked to have spent more time discussing the findings and recommendations with the Evaluation Sub-Committee.

EVALUATION SCHEDULE AND BUDGET

In my practicum proposal, I indicated that the evaluation would be conducted over a period of 12 months, from November, 2000 to November, 2001. The evaluation actually spanned a period of 19 months. There were several stages of the evaluation that took longer than was originally anticipated, including: developing the evaluable model; developing, pretesting and distributing the conference questionnaire; developing the questionnaire for the Committee; scheduling the interviews; and, drafting the report. The extra time that was added to the evaluation schedule was well spent, however, and ultimately improved the quality of the evaluation process and the end product.

I was able to complete the evaluation within the budget that was allocated. This was largely due to the fact, however, that my time was being donated. In order to keep as

close to schedule as possible, I invested whatever time was necessary to complete the agreed upon tasks. Because many of the tasks I engaged in took significantly longer than originally anticipated, if these had been "billable" hours, the evaluation would have gone over budget. In this type of situation, I would have had to work closely with the Committee to focus the evaluation even more, and make some of the difficult decisions about where the time and limited available money should be spent.

ACHIEVEMENT OF EVALUATION OBJECTIVES

Throughout the course of the evaluation, the evaluation goal, and all nine of the objectives outlined in the evaluation framework were met. The goal had been as follows, "To record, describe, and assess the resources, objectives, activities, processes, outputs and outcomes of the Coordinated Community Capacity Building Committee by reviewing documentation and collecting data from present and past Committee members, relevant stakeholders and observers."

Feedback from the Committee

Prior to the commencement of the outcome/process evaluation, Committee members were asked to provide informal feedback to the Evaluator about the evaluability assessment workshop. All of the responses were positive in nature. Several Committee member said they felt the process that was used was engaging, was appropriate to the task at hand, and was particularly helpful in moving the group along as it attempted to conceptualize its goal and objectives. After the key evaluation findings were presented to the Committee, an informal debriefing session was scheduled so that the Committee could provide oral feedback on the overall evaluation experience, and on my performance as an evaluator. During this session, there was general agreement that the evaluation process and report, and performance of the evaluator, far exceeded the expectations of the Committee. The Committee felt that the evaluation had been successful, partly because it was educational, and partly because it resulted in a "comprehensive" end product (report) that it will be able to use as it makes decisions about where and how to focus its time and energy in the future.

Utilization Enhancement Checklist

The *Utilization Enhancement Checklist* (Brown & Braskamp, 1980) served as a guideline as the evaluation was planned and conducted. I also completed the Checklist after the evaluation, as a self-examination of my performance as an evaluator. The 50 checklist items are organized into 5 broad categories consisting of ten items each. The 5 categories are as follows: Determining the evaluator's role; Understanding the organizational context; Planning the evaluation; Conducting the evaluation; and; Communicating the evaluative information. My goal was to achieve a score of 76-100 on the checklist (each item was worth two points). I thought that achieving this score would be one indication that I had been an effective evaluator. I actually achieved a self-assessed score of 88. The two categories in which I scored the lowest were the "determining the evaluator's role," and the "communicating the evaluative information" categories. I have addressed these issues in the discussion of my "future learning objectives."

ACHIEVEMENT OF PERSONAL LEARNING GOAL AND OBJECTIVES

Summary of Learnings

In sum, through this experience, I gained knowledge and developed skill in all of the activities that are required to conduct an effective evaluation. In doing the initial literature review, I learned about the different possible types of evaluation. I gained experience in choosing an evaluation type and approach and developing a framework most suited to the evaluation purpose, goal and objectives. Faced with a great scarcity of literature on the subject, I learned how to successfully conduct a "retrospective" evaluability assessment, including how to develop a comprehensive evaluable model. I gained experience in hiring and training a research assistant. I engaged in a wide variety of data collection techniques. This process included the development of several different types of data collection tools such as questionnaires, checklists, and interview guides. I gained experience in using both qualitative and quantitative methods of analysis. I had the opportunity to report the findings in both written and oral formats. For all of these reasons, I believe I am well equipped to take on a wide variety of evaluation challenges I am presented with in the future.

Personal Learning Goal and Objectives

The results of an assessment process lead me to conclude that I have achieved all of my personal learning objectives. This ultimately means that I have achieved my broader personal learning goal which was "To develop an in-depth understanding of and to gain hands on experience in designing, planning and conducting a program evaluation."

Future Learning Objectives

In assessing the evaluation process and my performance as an evaluator, I have identified certain skills that I would like to develop further. First, I would like to become more effective at empowering members of the group under investigation to take leadership roles in the evaluation process. At the beginning of this evaluation, I spent time with the Chair of the Evaluation Sub-Committee discussing agenda items and elements of the evaluation. As the evaluation progressed and time pressures increased, I found it quicker to provide progress reports to the larger Committee about the Evaluation Sub-Committee's work and the status of the evaluation myself, than to work with the Chair so that she could provide those reports. This was not a particularly empowering process for the Committee. Also, as previously mentioned, the Evaluation Sub-Committee was not highly involved in the analysis of the findings and the generation of the recommendations. In future evaluations, I would like to make an effort to work more closely with users of the evaluation during the entire process, to ensure that they can learn all of the skills required to self-evaluate.

Second, I think it would be beneficial for me to develop stronger interviewing skills, both in individual interviews and focus group settings. Specifically, I would like to develop a larger repertoire of probing techniques that help to ensure my understanding, and to draw out more detailed information from interviewees. I would also like to become more effective at asking single, clear, non-leading questions, in complete sentences.

Third, as I am involved in more evaluations in the future, it will be important for me to build a base of knowledge and experience I can draw upon in order to make the most relevant and meaningful recommendations possible. When I was making some of the recommendations in this evaluation, I relied on my own previous experience with committees, groups and strategic planning processes in order to make the suggestions I made. If I had not had these experiences, it would have been difficult for me to provide many of the suggestions I did. As I work with more groups, programs and committees throughout my career, I will be paying particular attention to gaining more experience and knowledge upon which to draw from when making recommendations in evaluative contexts.

There are several areas of learning and experience with respect to evaluation that this project did not provide me with. These are activities I would also like to gain aptitude in, so that I can become a more well rounded evaluator. This evaluation was the evaluation of a committee's outputs, outcomes, and processes. In the future, I would like to gain some experience in evaluating service delivery programs. Engaging in these types of evaluations will require me to spend more time studying organizational charts, and understanding the policy-making process of the organization. They will also require me to identify the decision-makers and potential users of evaluative in formation within and outside the organization. I did not gain a great deal of experience with these types of activities in this evaluation, because the structure and decision-making processes of the Committee were very basic.

In conducting program evaluations in the future, it will be necessary for me to learn how to deal with potential conflicts between front line staff's views, as compared to administrators' and management's views on the objectives, functions, and expected outcomes of the program. I will also need to balance potential differences in opinions held by the different end-users of the evaluation findings, with respect to the evaluation's purpose, goals, objectives and priorities. I might also be faced with skepticism and resistance by people at various levels of the program/organization as the evaluation is being conducted. These types of disparities and issues were not challenges that I needed to deal with in this evaluation. The Committee was the only group of respondents I needed to consult with in conducting the evaluability assessment, and there were high levels of agreement within the group with respect to its goal and objectives. The Committee provided a great deal of co-operation, placed value on the process and findings of the research, and placed trust in me as an evaluator. From the reading I have done, however, I anticipate that differences in perspectives, differences in priorities, and potential resistance will be issues I will have to deal with in future evaluations I might be involved in.