

# **A Plan for Evaluating the Winnipeg Core Area Agreement**

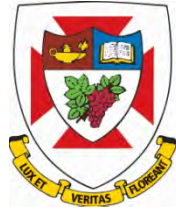
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**by the Social Planning Council of Winnipeg & the Institute of Urban Studies  
1982**

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**The Institute of Urban Studies**





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**A PLAN FOR EVALUATING THE WINNIPEG CORE AREA AGREEMENT**

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A PLAN FOR EVALUATING  
THE WINNIPEG CORE AREA AGREEMENT

The Social Planning Council of Winnipeg

and

The Institute of Urban Studies

NOVEMBER, 1982

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## SECTION I: THE CORE AREA AGREEMENT EVALUATION PROGRAM

### 1.0 INTRODUCTION

The Winnipeg Core Area Agreement (C.A.A.)\* is an innovative five-year initiative of the City of Winnipeg, Province of Manitoba and Government of Canada directed toward the revitalization of Winnipeg's inner city. Unlike earlier revitalization strategies, the C.A.A. embodies a complex array of programs and complementary initiatives which seek to address in a comprehensive manner, the economic development, physical renewal, housing, employment and social service needs of the core area. Vital to the implementation of any innovative strategy is the evaluation of what has been learned and accomplished as a result of the exercise. This document outlines a plan for evaluating the C.A.A. It identifies several key issues of concern, analyzes the objectives of the C.A.A. and its programs, and develops a means by which managers and planners can learn from the experience both while it is in progress and after its completion.

### 1.1 THE STRUCTURE AND PROGRAMS OF THE CORE AREA AGREEMENT

The underlying rationale of the C.A.A. arises from the recognition that on-going processes continue to weaken the economic and social fabric of the core area. These processes are reflected in two well documented trends. First the shift of people, jobs and commercial activity away from the core area has sapped its vitality, leaving several areas in serious physical and economic decline. Second, the core has experienced growing concentrations of high need groups including the elderly, single-parent families, recent migrants, native peoples, the unemployed and low income households. Many of the people within these groups are living in conditions of poverty and deprivation.

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\* For a complete listing of abbreviations used in this report see Appendix A.



The stated objectives of the Agreement have been framed to address the consequences of these processes. Central to the C.A.A. are three broad goals:

- \* to provide increased employment opportunities;
- \* to encourage appropriate industrial, commercial and residential development and to revitalize the physical and social environment of the core area; and
- \* to facilitate the effective social and economic participation of core area residents in development opportunities.

These objectives are to be pursued through undertaking a broad range of activities. Thirteen programs, grouped under three sectors, comprise the cost-shared components of the Agreement (see Table 1). Sector I programs (Programs 1 to 5) seek to improve the social and economic well-being of core area residents through employment and job creation projects, housing and community improvement activities and by upgrading and expanding community facilities and services. Sector II programs (Programs 6 to 10) are intended to encourage economic growth and development and to create employment opportunities in the core area through key site development and the stimulation of private sector investment. The management and delivery strategy of the Agreement is articulated in the Sector III programs (Programs 11 to 13).

In addition to the thirteen cost-shared programs, a number of complementary programs are to be undertaken by various government departments. These programs, which are identified in Table 1, are intended to augment activities carried out under the C.A.A.'s Sector I and II programs.

A critical assumption of the C.A.A. is that by implementing the broad range of programs listed in Table 1 simultaneously, the programs will reinforce one another and

TABLE 1  
STRUCTURE AND PROGRAMS OF THE CORE AREA AGREEMENT

Cost Shared Programs

		<u>Funding</u> <u>(000,000\$)</u>
<b>SECTOR I:      Employment, Housing and Neighbourhood Revitalization</b>		
Program	1. Employment and Affirmative Action .....	9.5
	2. Housing .....	11.5
	3. Community Improvement Areas .....	6.0
	4. Community Facilities .....	5.0
	5. Community Services .....	<u>5.0</u>
		37.0
<b>SECTOR II :      Economic Stimulus Through Key Site Development</b>		
Program	6. Logan Industrial Development .....	25.4
	7. North of Portage Redevelopment .....	13.1
	8. C.N. East Yards .....	7.2
	9. Historic Winnipeg Area Development .....	4.6
	10. Neighbourhood Main Streets Development .....	<u>3.7</u>
		54.0
<b>SECTOR III:      Management and Consultation</b>		
Program	11. Management and Consultation .....	2.5
	12. Public Information .....	1.8
	13. Evaluation .....	<u>0.7</u>
		<u>5.0</u>
		96.0
		<u><u>96.0</u></u>

Table 1 (cont.)

COMPLEMENTARY PROGRAMS

A. GOVERNMENT OF CANADA

1. Employment Strategy for Special Needs C.E.I.C. ....	(up to 50.0)*
2. Housing - C.M.H.C. ....	9.5
3. Community Involvement - Secretary of State .....	( ? )
4. Federal Facilities .....	( ? )
5. Industrial Development and Expansion D.R.E.E. and I.T. & C. ....	( ? )

B. PROVINCE OF MANITOBA

6. Community Improvement Programs .....	(4.8)
7. Housing .....	(3.7)
8. Road Access - C.N. East Yards .....	( ? )
9. Provincial Facilities .....	( ? )

C. CITY OF WINNIPEG

10. Community Improvement Programs .....	( ? )
11. Road Access - C.N. East Yards .....	( ? )

\* Funding for complementary programs is not completely defined. Figures in parenthesis are approximations based on available information.

achieve more than if conducted in isolation. If successful, the strategy should affect a broad cross-section of Winnipeg's inner city and not only the targeted client groups or neighbourhoods. These "synergistic" effects represent an important aspect of the C.A.A.'s overall objectives.

## 1.2 THE EVALUATION PROGRAM

It is a legal requirement of the tripartite agreement (Section 8) that the Management Board ensure that the thirteen cost-shared programs be evaluated with respect to their stated objectives and that each party to the Agreement provide information required in order to conduct the evaluation.

In response to the legal requirement for evaluation, a project authorization for Program 13--Evaluation has been approved. The evaluation program is to be carried out under the authority of the Department of Regional Economic Expansion (D.R.E.E.) and is to report to Management Board through the D.R.E.E. representative. The operation of the evaluation program will be the responsibility of a sub-committee of the management board, chaired by the D.R.E.E. representative. The program's stated objective is to "assess the effectiveness of the Core Area Agreement in achieving the economic, social, and physical objectives of the Agreement". In pursuit of this objective the program may undertake the following activities:

- \* the development of a comprehensive strategy for evaluation of the Agreement, including evaluability analyses;
- \* hiring of an Evaluation Program Manager;
- \* baseline studies designed to improve current information on core area social, economic and physical conditions and to establish common criteria for progress reports and evaluation;

- \* development of a program monitoring system to record the inputs and outputs from various programs;
- \* annual progress reports based on information collected through the program monitoring system;
- \* program evaluation which assesses the effectiveness both of individual programs and of the Agreement as a whole;
- \* other projects which may be deemed essential to an effective evaluation program.

A mechanism for acquiring information required for evaluation purposes has been operationalized through the inclusion of compliance clauses in all project authorizations.

### 1.3 THE EVALUATION PLAN

The present document is a response to the need for an overall plan or strategy to guide the implementation of the evaluation process and to assist in making decisions concerning allocations of resources to particular evaluation activities. The terms of reference of the contract governing the preparation of the plan are listed below.

#### EVALUATION PLAN DESIGN TERMS OF REFERENCE

##### **Phase I - Preliminary Evaluation Framework:**

1. The identification of the range of possible evaluation activities.
2. The prioritization of evaluation activities in relationship to the Agreement strategy and objectives.
3. Analysis of evaluability of individual evaluation activities.

4. Identification of the initial evaluation framework including a critical appraisal of evaluation options and preliminary costs including:
  - a. Identification of data needs and requirements; and
  - b. Preliminary estimation of costs of the evaluation framework.
5. The development of general procedures and methodologies for carrying out specific evaluation options.

**Phase II - The Evaluation Plan:**

6. Description of evaluation framework, its elements, relationship between its parts and expected outcome in terms of effectiveness and/or impacts by component program, complementary programs and the Agreement as a whole.
7. Description and analysis of methodological approach for each evaluation activity with indication of validity of method and expected outcome.
8. The Evaluation Plan will also include:
  - a. specification of evaluation activities; outline of proposed work for Third Year Review, and cost estimates;
  - b. general specification of program information monitoring system for component and complementary programs;
  - c. description of elements of progress reporting including content, timing and frequency, etc.; and
  - d. identification of evaluation activities for contracting including costs.
  - e. review of the role and relationship of participants such as the core area office, program managers, the evaluation committee, and others as appropriate, in the context of the evaluation plan;

- f. outline of timing of evaluation plan activities, in terms of a flow chart over five-year period;
- g. refined cost estimates for recommended evaluation plan--with possible mix of options; and
- h. summation of all above elements in a final report.

## SECTION II: THE SCOPE OF THE EVALUATION PROGRAM

### 2.0 INTRODUCTION

The Core Area Agreement represents a diverse set of programs, activities and interventions designed to achieve certain broadly-defined objectives. To evaluate the large number of distinct programs, spread over a considerable area and lasting a lengthy time, requires a conceptual framework within which various C.A.A. activities may be assessed. The purpose of this section is to set out a framework for evaluating the effectiveness of the Agreement and its programs, and to introduce the range of evaluation activities and products to be encompassed by the evaluation program in carrying out tasks. ✓

### 2.1 THE PROGRAM PLANNING, IMPLEMENTATION AND EVALUATION CYCLE

Embedded in the design of the Core Area Agreement is the idea that social planning and intervention is a process which involves continuing feedback and redesign of program activities. Thus, the planning and intervention process should be viewed as a cycle that begins with problem identification and analysis--proceeds through the planning and implementation of an appropriate program and ends in either its maintenance as a mature and effective program or in replanning and redesigning the program delivery system.

The first phase of the cycle, referred to as the **Program Planning Phase**, encompasses such activities as studying the extent and location of problems, identifying the population of program recipients, assessing the environment within which the program must operate, and establishing the organizational arrangements, procedures and resources required to deliver the program. During the **Implementation Phase**, programs designed to produce intended changes in the target population or area are made operational. This phase is followed by the **Efficiency/Impact Analysis Phase** which focuses upon the assessment of whether the program is operating in conformity to its design, and whether the program has had the desired impact.

copy.



Since activities associated with each phase of the cycle differ, the types of evaluation appropriate to each phase are different as well. It is useful at this point to distinguish between **Formative** and **Summative** evaluation. Formative evaluation takes place primarily during the planning and implementation phase of the cycle and produces information that is fed back to program managers and designers to assist in shaping the program. Summative evaluation in contrast, provides information about the effectiveness or impact of a program once it has been established and operational for a period of time. Such information may be critical to determining whether a program should be retained, modified or terminated.

## 2.2 EVALUATION ACTIVITIES

A number of specific terms are used in this report to describe the evaluation activities required under the Core Area Agreement. These terms are defined briefly below:

- \* **Baseline Analysis** relates to documenting and analyzing conditions in the core area or in the city prior to implementation of the C.A.A. programs. This type of analysis is critical to defining target groups and establishing reference points for measuring changes which occur as a result of the programs.
- \* **Program Monitoring** relates to the activity of maintaining basic descriptive information on program inputs and outputs. Such information can be reported to management at regular intervals to permit a tracking of program progress.
- \* **Program Assessment** refers to the detailed analysis of the degree to which the program has met its objectives and the manner in which it has been implemented. These assessments may be both formative and summative in nature and are intended to provide management with a thorough review of the program's operations.

- \* **Impact Analysis** refers to identifying the range and scale of effects produced by the program. These effects may be both direct and indirect, as well as intended and unintended. The analysis also seeks to interpret the effects with respect to the program's stated goals.
- \* **Cost-effectiveness Analysis** is concerned with measuring the results of a program in relation to its expenditures. Such analysis can permit management to interpret the program's accomplishments in light of resources employed and is useful in establishing the relative merit of programs which have similar goals and criteria for success.

### 2.3 EVALUATION PRODUCTS AND TIME FRAME

In addition to Baseline Studies which may report on social, economic and physical conditions in the core area prior to implementation of the Agreement, the products of the evaluation program support the legal reporting requirements of the Agreement. **Progress Reports** are to be produced annually for all operational programs of the Agreement. These reports, which are to be based on program monitoring data, will be largely descriptive and should contain information on program expenditures, inputs and outputs. The reports are intended to provide management with program status information on a regular basis.

*which  
produces  
reports  
+ when?  
relates to  
C.A.A*

A **Mid-term Review** report is intended to provide management with information required to establish program performance and effectiveness and to assess the overall direction of the Agreement at roughly the halfway point. The report is to be directed toward the formative concerns of indicating whether the programs are operating on schedule and according to their objectives and whether changed conditions may demand new or modified program responses. Evaluation conducted in support of the mid-term review could include program assessment, program monitoring and impact analysis activities.



A **Final Report** will seek to provide a written evaluation encompassing baseline analyses, impact analyses and, where appropriate and possible, cost-effectiveness analyses. Conclusions and recommendations concerning specific programs evaluated and concerning the design and implementation of the Core Area Agreement as a whole, are to be included.

As noted in Section I, the Agreement was conceived as a five-year program slated to expire on March 31, 1986. Provisions, however, are made in the Agreement for the three parties to extend the time frame. As it stands now the Agreement calls for the mid-term review of programs to be carried out in the spring of 1983. Because of the delay in operationalizing most of the programs, it will not be possible for the evaluation program to make a proper assessment of the programs by that time. Approximately eighteen months of program operation should occur prior to such assessment. As such, the plan design team recommends that **the mid-term review evaluation activities be reported to management in the fourth quarter of 1984 .**

Evaluation to be conducted in support of the final report relates, for the most part, to impact analyses which cannot be initiated until programs are completed or in the final phase of delivery. In light of this constraint, the design team recommends that **the final report be submitted to management during the third or fourth quarter of 1987 .** These reporting time frames have been assumed in the development of the evaluation plan.

## SECTION III: THE EVALUABILITY OF THE C.A.A.

### 3.0 INTRODUCTION

In the first two sections of this report the scope and intent of the C.A.A. and the evaluation program were outlined and the range or types of evaluation activities introduced. Discussion in this section and Section IV is directed toward the task of determining how and to what extent the entire C.A.A. and its constituent programs can be evaluated.

Assessing the evaluability of the C.A.A. and its programs involves two fundamental tasks:

- \* defining the evaluation issues or what it is that we would like to know about the program(s), and
- \* assessing the feasibility of conducting evaluation of these issues.

In defining the particular issues which one would like investigated, the following properties of the program must be considered:

- \* the program's stated objectives,
- \* the program's strategy(ies) or logic model(s), i.e. how the program inputs will produce the desired outputs, and
- \* the information needs of program managers and policy makers.

Regarding the assessment of the **feasibility** of addressing the evaluation issues related to a program, the following criteria must be considered:

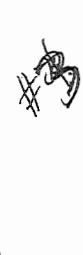
- \* the degree to which program inputs and outputs and **desired** impacts can be validly and reliably measured.

- \* the cost of measuring and analyzing program inputs and outputs and **desired** outcomes.
- \* the mandate and authority of the evaluation agent to ensure the appropriate and adequate measurement of program inputs and outputs.
- \* the ability to control for the effect of extraneous, non-program influences on the outcomes expected of a program.

In the remainder of this section, discussion focuses on defining those issues which are important in terms of the **content** of the evaluation of the C.A.A. as a whole, and its constituent programs. Section IV will restate the concerns and issues outlined in this section as specific evaluation questions. The feasibility of addressing these issues will then be dealt with by describing the specific measurement and analysis tasks involved in answering the evaluation questions. Throughout this discussion particular attention will be paid to two key dimensions of the evaluability analysis of the C.A.A., the **focus** and **intent** of the analysis.

By the **intent** of the analysis, we mean to distinguish between that which is **formative** in nature and that which is **summative**, a distinction discussed in Section II. By the **focus** of the analysis, we mean to distinguish between that which is **macro-environmental** in scope and that which is **micro-** or program-specific in scope.

The desirability of a program-specific focus to the evaluation of the C.A.A. is obvious: There are ten programs which comprise the substantive intent of the C.A.A., and their functioning and impact may be assessed. Perhaps what is less obvious, yet clearly contained within the "goals and objectives" statements of the C.A.A., is a concern for the overall, "synergistic" impact of the Agreement on the core area of the city. Accordingly, in addition to assessing the discrete impacts or effects of individual programs, evalua-



tion can also focus on the aggregate shifts in the composition and character of the core area which occur over the duration of the C.A.A. This assessment constitutes the macro-focus of the proposed evaluation.

### 3.1 THE EVALUATION THEMES

Contained within the three broad objectives and substantive programs of the C.A.A. are the following explicit objectives:

- \* the redevelopment of key sites,
- \* the strengthening of the commercial, retail and institutional base at specific sites,
- \* the revitalization of select neighbourhoods and the core area housing stock, and
- \* the creation of permanent employment opportunities for core area residents.

In addition, by achieving these objectives, it is hoped that the following secondary impacts will also occur:

- \* increased industrial, commercial and residential investment in the core by the private sector,
- \* job creation by the private sector,
- \* reduction in socio-economic disparity between core and non-core area residents,
- \* reduction in the out-migration of households from the core, and
- \* improvement in the attitude and perceptions of core and non-core area residents toward the core area as a place to live, shop and work.

We suggest that this range of intended and desired program impacts can be adequately summarized in terms of four major impact themes:

- \* Economic Growth and Development
- \* Enhancement of Employment Opportunities and Support Services for Core Area Residents
- \* Housing and Neighbourhood Improvements, and
- \* Socio-Demographic and Attitude Change

In addition, a major concern with the process by which the C.A.A. is implemented was raised by a number of persons involved in the design of the C.A.A., suggesting the need for a fifth evaluation theme:

- \* Implementation of the C.A.A. (Management of and Citizen Participation in the C.A.A.).

The first evaluation theme, **Economic Growth and Development**, relates to the changes in both the type and level of public and private investment in the core, and the size and structure of the core area job/labour market. Accordingly, not only will the C.A.A. Sector II programs (6 through 10) and their complementary D.R.E.E. and I.T. & C. programs require examination for their impacts in generating investment and jobs, the housing and neighbourhood improvement and facilities and services programs (2 through 5) also should be looked at in the light of their potential impacts on the job market in the core.

The focus of the evaluation of the second theme, **Enhancement of Employment Opportunities and Support Services for Core Area Residents**, relates to assessing the degree to which the core area residents and special needs groups in the core benefit from the existing and expanded job market of the core during the implementation of the C.A.A. programs. The job training, counselling and access services delivered under Program 1, and the complementary neighbour-

hood facilities and services funded under Programs 4 and 5, require evaluation in terms of the degree to which they assist special needs groups in gaining access to permanent employment.

The key thrust of the housing rehabilitation and neighbourhood improvement programs is that of upgrading the state of repair of the housing stock of the city, providing additional new housing units on infill basis in core area neighbourhoods, and improving the quality of neighbourhood recreational and social support facilities and services. Accordingly, the focus of the evaluation of the **Housing and Neighbourhood Improvements** theme should include at the macro level, an assessment of the changes in the quantity and quality of the housing stock of the core area, along with the changes in the level and types of (dis)investment which generate these changes. At the micro level, the evaluation can attempt to discern the impacts of programs not only on the quality of the housing stock itself but also on both the core and non-core area residents' attitudes toward, and mobility into and out of, the core area.

The three themes discussed above reflect the intended direct and secondary economic and physical impacts of the C.A.A. However, we have indicated that there exist some additional impacts which it is hoped will result from the successful attainment of the economic and physical renewal of the core. To reiterate, these impacts are:

- \* a slowing of the rate of population loss from the core area; and
- \* an improvement in the image of the core area as a place to live, work and shop.

The evaluation of the fourth theme (i.e. **Socio-demographic and Attitude Changes**) should seek to assess the degree to which the above impacts are achieved over the duration of the Agreement. Except in discrete cases, such as the housing rehabilitation and infill programs, it will not be possible to directly link discrete C.A.A. programs to



changes in the attitudes toward and socio-demographic composition of the core area. Rather, what the evaluation can attempt is a description of the changes which occur and an analysis of the impact of continued migration and mobility on the changing character of the core area population.

The final theme, **The Implementation of the C.A.A.**, recognizes a concern for the management of the C.A.A. and the manner and degree of citizen participation in the delivery of the Agreement.

The evaluation of the management implementation issue includes two related dimensions. The first focuses on the effectiveness of the core area office (Program 11), implementing jurisdictions, management board and policy committee in fulfilling their coordination and implementation functions. The second relates to the comparative advantages of proceeding with inner-city renewal via the overall C.A.A. model versus earlier Winnipeg and/or other urban arrangements for publicly-sponsored urban renewal initiatives.

The encouragement of citizen participation in the implementation of the Agreement has also emerged as a significant implementation issue.

Given the several approaches to promoting citizen participation, the policy concern relates to finding the appropriate means of obtaining citizen input for each of the programs. For example, the key site initiatives might require an altogether different kind of input to ensure their optimal development than would the community services and facilities (Programs 4 and 5) or the Education Development Agency (Program 1.3).

Accordingly, the evaluation of this aspect of the implementation of the C.A.A. could examine the variety of methods used to involve citizens (including Program 12) and assess their relative strengths and weaknesses, both from the viewpoint of residents' satisfaction with them and their impact on the implementation of programs.

Finally, there is a concern to place the overall implementation of the C.A.A. within the context of the changing policy and program environment generated by other initiatives of the three levels of government. If other significant public programs are introduced by any one of the governments during the term of the C.A.A., it will be critical to describe what they are, and their actual or potential impacts on C.A.A. programs and on the core area in general.

These five themes constitute the framework employed in defining issues and developing evaluation questions pertaining to each of the C.A.A. programs and related complementary programs which comprise the full range of initiatives.

What this means is that individual programs will not be evaluated so much as ends in themselves, but rather as instances of or attempts to achieve the fundamental direct and secondary objectives of the overall agreement. Specifically, this results in a set of issues related to a particular program, which reflect not only its stated objectives but also those additional secondary impacts expected to follow from the program. Also, this thematic organization of the evaluation means that only some of those programs which are instances of a particular theme, may be evaluated in depth. Given budget constraints, the thematic approach enables the selection of a sub-set of programs.

Finally, the thematic approach to the evaluation of the C.A.A. possesses the added virtue of stressing the inter-relatedness and complementary nature of the programs being implemented. Given the multiplicity of implementing agents and jurisdictions, there is a need for a perspective which draws together the various elements and activities of the C.A.A. By organizing the evaluation of individual programs according to their contribution to the achievement of the C.A.A.'s basic objectives, and by providing interim feedback in terms of those objectives, the evaluation can emphasize the need for program coordination and program sensitivity to basic C.A.A. goals.

### 3.2 THE MACRO-ENVIRONMENT EVALUATION ISSUES

There are two levels at which one can think of the C.A.A.: As an overall strategy of core area renewal, ideally consisting of a set of interrelated and complementary investment, job creation, job access and physical renewal programs; or, as a collection of diverse programs each attempting to achieve its own stated objective(s) independent of the others, and sharing only a common focus on the core area of Winnipeg. The former is the vision contained in the Agreement and the one we have chosen to reinforce through the proposed thematic approach to the evaluation of the Agreement.

Viewing the C.A.A. in thematic and synergistic terms leads to a concern to assess the degree to which the entire core area moves toward an improved state as anticipated by the C.A.A. At this macro level, the evaluation is concerned foremost with the question:

- \* How has the character of the Core Area changed over the duration of the C.A.A. and what has been the impact of the C.A.A. on those changes?

Specifically, in terms of the five evaluation themes, just described, macro-level evaluation should seek to determine changes in

- \* the level and type of the economic activity in the core area and the size and structure of the labour market,
- \* the pattern of employment of core area residents,
- \* the composition of and investment in the housing stock,
- \* the state of repair and affordability of the housing stock,

- \* the size and socio-economic/demographic composition of the core area population,
- \* the perceptions of the core area as a place to live, work and shop,
- \* the public policies and programs which occur during the life of the C.A.A.

As will be more fully described in Section IV of this report, the basic strategies for evaluating the impact of the C.A.A. on those changes which occur in the core area will involve:

- \* describing the historical trends for both the core and non-core areas of Winnipeg prior to the inception of the C.A.A.,
- \* describing the trends over the duration of the C.A.A., again for both the core and non-core areas of Winnipeg; and,
- \* assessing the relative shifts in these trends across the core and non-core areas.

Because the C.A.A. is being implemented in an open environment subject to the impact of other local, regional and even national dynamics, which cannot all be itemized, measured and hence controlled for in a statistical manner, it will not be possible to isolate the **unique** impact of the entire package of C.A.A. programs on the core area. However, by monitoring trends in key economic and demographic conditions both prior to and over the course of the C.A.A., for both the core and non-core areas, it will be possible to determine whether shifts in historical trends have occurred within the core area and whether these shifts are consistent with the underlying goals of the C.A.A. Moreover, when such analysis is combined with assessment of the impact of individual programs and monitoring of other programs and policies implemented during the life of the C.A.A., it may be possible to relate the occurrence of such shifts to the presence of the C.A.A.

### 3.3 EVALUABILITY OF THE C.A.A. PROGRAMS

While the principal thrust of macro-level evaluation of the C.A.A. relates to the summative concern of assessing the nature and extent of changes which occur in the core area, micro-level or program-specific evaluation relates to both

- \* the summative concern of assessing the contribution of individual programs to these changes, and
- \* the formative concern of providing program managers and management board with information concerning the implementation and delivery of the program.

The remaining discussion in this section provides a brief summary of the specific formative and summative concerns which form the substance of evaluation proposed for individual C.A.A. programs (and their associated complementary programs). Where possible, the discussion is organized according to the evaluability criteria introduced earlier in this section.

#### Program 1: Employment and Affirmative Action

##### Objectives and Strategies

The main objective of this program is to provide special need residents of the core area with the training and employment support services they require to gain access to existing jobs and jobs generated (or stimulated) by other C.A.A. program activities. Three general strategies are to be pursued under the program, including:

- \* job creation in the public and private sector through affirmative action programs,
- \* the expansion of counselling, employment preparation and placement services, and
- \* the expansion of existing job training efforts and the establishment of several new training programs.

A broad range of complementary employment and training activities are to be undertaken by C.E.I.C. in support of the program's goal.

#### Program Scale and Operational Objectives

Activities proposed under the program are to be directed primarily toward several core area special employment need groups, including single parents, native peoples, youth, recent migrants and refugees. Funding of \$10 million under the program is to be augmented by C.E.I.C. program funds which could exceed \$60 million over the life of the C.A.A.

More than 3,000 core area residents are expected to gain permanent employment as a result of the C.A.A. and complementary C.E.I.C. program activities. A substantially larger number of residents could benefit from training and/or short-term employment made available under the programs.

#### Evaluability of the Program

The program and associated C.E.I.C. initiatives represent a very large and diversified effort aimed at reducing or eliminating barriers to permanent employment, which presently exist for several core area residents. The program's activities constitute one of the most important dimensions of the C.A.A. and warrant special attention in terms of evaluation.

#### Formative Evaluation Concerns

During the delivery of the program, management concerns are likely to be focused on the degree to which various projects are achieving their objectives. Important issues in this regard include:

- \* program target efficiency (i.e. the extent to which programs [or projects] reach special needs populations),

- \* the appropriateness of program scale (i.e. is the program reaching a significant number of those in need of assistance?)
- \* program completion rates (i.e. what proportion of program enrollees complete the program?), and
- \* program cost information (i.e. what is the per client cost of providing the service?).

Evaluation activities conducted in support of the annual progress report and mid-term review could be directed toward supplying management with detailed information on these issues.

#### Summative Evaluation Concerns

Summative evaluation concerns relate to the outcomes or effects of the service(s) provided under the program. The fundamental evaluation issue in this regard is the extent to which clients obtain (and retain) employment as a result of the program. The final evaluation report should address this issue.

#### Programs 2 and 3: Housing and Community Improvement Areas

The C.A.A.'s Housing (Program 2) and Community Improvement Area (Program 3) programs have been designed to complement one another. In addition, the programs are dependent to a large extent on complementary program funding to be supplied by M.H.R.C., C.M.H.C., and C.E.I.C. These linkages and inter-dependencies create the need to review evaluability of the two programs jointly.

#### Objectives and Strategies

The programs' objectives which include:

- \* rehabilitation of the core area's housing stock,

- \* improving the housing situations of special needs populations, and
- \* revitalizing the physical and social environment of designated core area neighbourhoods,

relate directly to the C.A.A.'s concerns to arrest housing stock deterioration and promote neighbourhood stability. The programs embody several strategic components. These include:

- \* subsidies and grants to core area homeowners and landlords for rehabilitation of housing units,
- \* grants and interest rate subsidies for new home purchasers,
- \* assistance to non-profit housing corporations for rehabilitation and new housing construction,
- \* a program of housing unit inspection, and
- \* funding for capital works projects to improve neighbourhood infrastructure and amenities.

#### Program Scale and Operational Objectives

Direct expenditures under these two programs are expected to exceed \$17 million. Substantial additional funding commitments have been made by M.H.R.C. and C.M.H.C. to augment the various C.A.A. program activities. Projects supported by the programs are intended to result in the rehabilitation of more than 4,000 core area housing units, the construction of up to 1,000 new housing units and the extension of community improvement program activities into 16 new core area neighbourhoods.



### Evaluability of the Programs

The programs represent the major vehicles of the C.A.A. for achieving residential development and rehabilitation and for promoting physical revitalization of core area neighbourhoods. In combination, the programs constitute one of the most ambitious and comprehensive public sector housing strategies proposed for a Canadian inner city area.

In addition to the operational goals noted above, the programs are likely to generate several secondary effects in support of C.A.A. goals. These include the creation of job and training opportunities for core area and special need residents, the reversal or reduction of population losses from the core area, the stimulation of private sector investment and the improvement of resident attitudes toward and perceptions of the core area as a place to live. In light of the enormous potential of these programs to effect positive change in the core area they merit special attention in terms of evaluation.

### Formative Evaluation Concerns

During program delivery, management concerns should be directed toward:

- \* the extent to which eligible households and landlords participate in the programs, and
- \* the extent to which special needs groups benefit from program activities and the job and training opportunities created by the programs.

The evaluation program would attempt to accommodate these concerns through program monitoring and the annual progress and mid-term review reporting processes.

### Summative Evaluation Concerns

From a post-delivery perspective, policy and program concerns relate to the programs' impacts or effects. Our

review of these programs suggests that evaluation should attempt to establish program impacts on:

- \* resident attitudes to core area neighbourhoods as a place to live
- \* patterns of residential mobility and demographic structure
- \* patterns of private residential investment in the core area, and
- \* job creation and training opportunities for core area residents.

Analysis of these broader program impacts could be conducted in support of the final evaluation report.

Programs 4 and 5: Community Facilities and Community Services

Objectives and Strategies

These two programs seek to achieve the same objective, that of improving levels of accessibility to social, cultural, and economic development opportunities for core area residents. Emphasis under both programs is to be placed on projects which attempt to relieve socio-economic disparity and/or increase access to employment or training opportunities for special needs residents of the core area. Program goals are to be pursued through the provision of funds toward the capital cost of new or expanded facilities and the provision of interim operational funding in support of community services.

Program Scale and Operational Objectives

The programs are intended to be targeted to the special needs groups formally identified in the C.A.A. (i.e. single parents, youth, Native peoples, refugees, and the elderly) and to select core area neighbourhoods which presently lack key facilities.

Funding of \$5 million is expected to be made available under each of the two programs. An advisory council of community representatives has been established to assist the Core Area Office in selecting projects to be supported under the programs.

#### Evaluability of the Programs

The programs could play an important role in support of the C.A.A.'s general goal of relieving socio-economic disparities. If effective, the programs will enhance the ability of core area residents to participate in and benefit from the economic growth and employment expected under the C.A.A. Our review of the programs suggests that their success in reducing disparity hinges largely on their ability to remove barriers to employment and training which confront many core area residents. As such, it is recommended that evaluation place greatest emphasis on those projects and activities which have significant potential to assist residents in gaining access to the labour market.

#### Formative Evaluation Concerns

In support of program management key evaluation issues relate to:

- \* the degree to which facilities and services are distributed to neighbourhoods which presently lack services,
- \* the extent to which program activities benefit special needs groups, and
- \* the relative budget allocations directed towards various service functions and types of facilities.

Information related to these concerns can be collected via program monitoring systems and reported to management through the annual progress and mid-term review reporting processes.

## Summative Evaluation Concerns

A major concern with respect to summative evaluation relates to the effectiveness and impacts of the program with respect to increasing client access to the labour market. This issue can be addressed in the evaluation conducted for the final report.

### Program 6: Logan Industrial Development

#### Objectives and Strategies

The Logan Industrial Development program represents the only economic stimulus program of the C.A.A. with an explicit focus on the industrial sector of the core area economy. The program's objectives, which include:

- \* the attraction of new industrial activity to the core area, and
- \* the creation of employment and industrial training opportunities for core area and special needs residents,

are to be pursued through the development of a 'growth pole". Program funds are intended to be used as a catalyst to initiate and facilitate the development of a new, high technology industrial complex in the core area. Additional industrial activity linked to the complex is expected to be attracted to this growth pole over time.

Although several activities are proposed under the program, major expenditures are planned for:

- \* the acquisition and development of land for use as an industrial park, and
- \* the provision of assistance to industrial firms in the form of location and affirmative action incentives.

## Program Scale and Operational Objectives

Total expenditures under the Logan program are expected to exceed \$25 million. If implemented according to original design, the program could result in a serviced 20-acre industrial park supporting firms employing up to 600 persons, many of whom are expected to be current core area residents.

## Evaluability of the Program

At this time substantial uncertainty surrounds the implementation of the Logan program. Activities initiated under the program have been halted pending review of site plan alternatives by the C.A.A. policy committee and city council, a process which could lead to significant changes in the original industrial park concept. Assessment of the program's evaluability is based on the assumption that resolution of the site plan issue will not lead to dramatic changes in the program's underlying strategy and goals as they pertain to industrial development and affirmative action.

As conceived, the Logan program represents the major C.A.A. strategy for stimulating economic growth and industrial employment to the benefit of core area residents. The program thus warrants a high priority in terms of evaluation.

Significant direct impacts are expected to be generated by the program. Most critical from the viewpoint of the C.A.A.'s overall goals, is the potential for job creation and training. A large volume of short-term employment is expected to occur during site preparation and the construction of industrial physical plants. As firms become operational, the program is expected to generate a significant number of permanent jobs accessible to core area residents.

The evaluation design team also anticipates that the program will produce several important secondary effects, including:

- \* spin-off benefits to other sectors of the city's economy resulting from inter-industry linkages, and
- \* stimulative impacts resulting in the attraction of additional industrial and business concerns which are functionally related to the growth pole industry.

Although these secondary program impacts could be very substantial, they are unlikely to be fully realized during the life of the C.A.A. and as such cannot be fully evaluated.

#### Formative Evaluation Concerns

Based on our understanding and assessment of the Logan program, we recommend that formative evaluation activities carried out in support of the annual progress report and mid-term review be directed toward supplying management with information related to:

- \* job creation/training opportunities generated by the program,
- \* the extent to which employment and training opportunities accrue to core area and special needs residents, and
- \* the nature and size of industrial investments which can be directly attributed to the program.

#### Summative Evaluation Concerns

Summative evaluation of the Logan program should also be directed toward assessing the investment, job creation and distributional (i.e. affirmative action) impacts of the program. In addition to evaluation of these direct program

effects, however, evaluation could undertake to establish the nature and scale of the program's secondary effects through formal analysis of the linkages between new industries locating under the program and firms comprising the existing core area and city economy.

### Program 7: North of Portage Redevelopment

#### Objectives and Strategies

The North of Portage Redevelopment program seeks to encourage the redevelopment of the North Portage precinct as a viable commercial and residential area. The program's central strategy is based on the principle of leverage: public expenditures are to be employed to draw or attract new private sector commercial and residential investment into the redevelopment area. Major activities carried out under the program may include:

- \* the development of a site plan for the area and the creation of a major amenity (i.e. a park) intended to enhance the attractiveness of adjacent and nearby properties for redevelopment,
- \* the use of location and redevelopment incentives to actively encourage private sector participation in the redevelopment process,
- \* the location of major new public facilities in the redevelopment area (e.g. the Air Canada building), and
- \* the creation of a development corporation to administer incentives and to promote and coordinate redevelopment of the area.

#### Program Scale and Operational Objectives

Public sector expenditures under the program are anticipated to exceed \$13 million over the life of the C.A.A. Additional funding in support of the program's goals may be

provided through other C.A.A. programs (e.g. Programs 1, 2 and 5) and through complementary C.M.H.C. programs. A significant portion of the program's redevelopment incentive funds may be administered on a cost-recovery basis (or as a revolving fund) thus creating the possibility for the proposed development corporation to substantially increase the impact of incentive funding and to continue redevelopment activity in the area after expiry of the C.A.A.

#### Evaluability of the Program

The program has been put forth as a major instrument for reversing the gradual process of physical and economic decline in the North of Portage area. Because the area constitutes a large and well known section of the city's central business district, redevelopment of the area is likely to be viewed with considerable interest by most Winnipeg residents. Indeed, for many city residents, the perceived level of success achieved by the C.A.A. may be conditioned largely by the extent to which the North of Portage Program realizes its goals.

In addition to the anticipated direct effects of increasing private sector commercial and residential investment in the area, the program has the potential to:

- \* strengthen the downtown retail sector,
- \* effect significant changes in resident attitudes toward the downtown as a place to shop, and
- \* create several temporary and permanent jobs for core area residents.

#### Formative Evaluation Concerns

During the delivery of the program, management concerns are likely to be focused on two issues, including:

- \* the effectiveness of the program's incentives in terms of luring private sector capital into the redevelopment process, and



- \* the effectiveness of the proposed development corporation as a mechanism for coordinating and managing the delivery of the program.

Evaluation undertaken in support of the annual progress and mid-term reports could be directed toward providing information on these key implementation issues.

#### Summative Evaluation Concerns

The effects of activities to be carried out under the program in all likelihood will not cease with the expiry of the C.A.A. Thus, summative evaluation of the program can be neither exhaustive nor definitive. A preliminary assessment of the program's anticipated secondary impacts, however, is possible and could contribute useful information to policy makers and program management. Evaluation to establish the program's contribution to job creation, changes in resident attitudes toward the downtown and changes in the strength of the downtown retail sector could be undertaken for the final report.

#### Program 8: C.N. East Yards

##### Objectives and Strategies

The objective of this program is to facilitate the redevelopment of the major historic, scenic and recreational resources at the junction of the Red and Assiniboine Rivers. Activities planned under the C.A.A., which include:

- \* the acquisition of land in the area, and
- \* the preparation of site development plans,

are intended to initiate the redevelopment process. Actual redevelopment of the site is not anticipated to occur during the life of the C.A.A. Expenditures in support of the activities outlined above total \$7.2 million.

## Evaluability of the Program

Since actual redevelopment of the site is unlikely to occur during the life of the C.A.A., evaluation of the C.N. East Yards program does not warrant a high priority. A minimal level of formative evaluation activity, however, can be undertaken through monitoring land assembly and planning activities.

## Program 9: Historic Winnipeg Area Development

### Objectives and Strategies

This program is directed toward the general goal of transforming the Historic Winnipeg Area into a focal point of tourist, entertainment, commercial and retail activity. The program encompasses several components which build on Winnipeg's existing arts communities and organizations, as well as on the presence of many historically significant buildings in the area. Restoration and renovation of these structures is intended to stimulate commercial and retail activity in the area and provide space to house several arts groups.

Strategies planned in support of the program's objective include:

- \* feasibility and planning studies,
- \* an accommodation program to assist existing arts groups to locate in the area,
- \* funds for the purchase and rehabilitation of heritage buildings for resale,
- \* incentives to facilitate private restoration activity,
- \* funds to train and employ core area residents in restoration activities, and
- \* funds to accomplish streetscaping improvements to the Bannatyne Corridor.

### Program Scale and Operational Objectives

Total funding committed to the program is \$4.6 million, of which the largest portions are to be used to assist the accommodation of arts groups and for the creation of a revolving restoration fund. Smaller amounts are to be made available in support of private restoration activities and streetscaping.

### Evaluability of the Program

Like the North of Portage Redevelopment program, this program has the potential to effect significant changes in public perceptions and images of the downtown area. At the same time it seeks to stimulate increased commercial and retail investment in the area and create training and employment opportunities for core area residents. In the longer term, the historic, cultural, and retail developments which are anticipated under the program could have positive impacts on the city's tourist industry.

### Formative Evaluation Concerns

Several issues are likely to be important to management during the delivery of the program. These include:

- \* the degree to which the accommodation program is accepted by arts groups,
- \* the extent to which private groups or individuals make use of restoration incentives,
- \* the marketability of structures restored by the public sector, and
- \* the reception by heritage groups of the program and its projects.

Evaluation of these issues could be undertaken in support of the annual progress and mid-term review reports and provide management with information required to assess the program's implementation process.

## Summative Evaluation Concerns

Major summative evaluation concerns relate to the program's potential impacts on commercial and retail activity and on public perceptions of the area. However, it could be several years after the C.A.A. before the area's physical environment is altered to the point of being readily apparent to the public and for the program's full effects on retail and commercial investment and shopping patterns to be realized. In light of this, summative evaluation may be best directed toward the tasks of identifying **emerging trends** in retail and commercial activity and investment and identifying public perceptions and awareness of changes occurring in the area. Job creation effects associated with direct program expenditures on restoration and with private investment stimulated by the program, may also warrant evaluation. In particular, the extent to which new job opportunities benefit core area residents represents a key summative evaluation issue.

### Program 10: Neighbourhood Main Streets Development

#### Objectives and Strategies

The Neighbourhood Main Streets program is designed to improve the attractiveness and commercial viability of selected local retail areas in the inner city. Activities under the program are to be delivered in association with community development corporations representing business and resident interests. Specific program objectives include:

- \* strengthening existing and stimulating new employment opportunities,
- \* reversing the loss of retail spending to suburban centres,
- \* encouraging a decentralized commercial pattern within the core area and a broadly based commitment to core area development,

- \* encouraging commercial improvement and expansion which can attract suburban patronage, and
- \* strengthening and stabilizing adjacent residential neighbourhoods.

These objectives are articulated in slightly different ways in the four selected main street areas. The Chinatown Development Committee has put forward a proposal emphasizing employment, commercial and residential development and community participation in development opportunities. The plan, which calls for a Chinese cultural centre as part of the development is intended to complement and strengthen the near-by Historic Winnipeg Area Development program.

L'Association des Commerçants du Vieux Saint Boniface' proposal emphasizes francophone cultural development, tourism, and commercial development. Historic restoration and streetscaping are also a part of this plan.

The Selkirk Avenue proposal, put forward by the Indian Family Centre, calls for an integrated mall that will provide for commercial development, and will coordinate the needs of local residents and merchants in order to deliver services more effectively.

The Riverborne Community Development Corporation's proposal for Osborne Street Village identifies housing rehabilitation, employment/training, social service delivery, and cultural activities, along with reduced traffic congestion and environmental improvements as goals.

Activities supported under the Neighbourhood Main Streets Program include:

- \* storefront improvement,
- \* streetscaping,
- \* off-street parking, and
- \* use controls, involving amendment to licensing and zoning bylaws where desirable as supports to commercial improvements.

### Program Scale and Operational Objectives

As noted above, these activities are to be pursued through community development corporations. The strategy is to establish local centres of development activity and initiative which can generate development capital in response to the program's incentives. These development corporations may themselves be as important an achievement as the planned physical developments of the program, since the corporations may be able to move from their initial experience with the C.A.A. into other development activities.

The program may also be augmented by the Community Facilities and Community Services programs of the C.A.A., which could provide additional development capital to support community efforts. The program's budget is set at \$3.7 million. Of this amount, \$2.1 million is allocated to streetscaping and \$1.1 million to parking. As leverage funds, these figures suggest that an additional \$3 million of private capital may be drawn directly into the program.

### Evaluability of the Program

The program attempts to achieve a broad range of objectives in several locations. These objectives are similar in most respects to those of the C.A.A. but are to be pursued at a site-specific and community level. The program presents the added dimension of the community development corporation as an implementation mechanism, which in itself constitutes an important subject for evaluation.

### Formative Evaluation Concerns

As the program is implemented an important issue for management relates to the utilization of the various program incentives by individual and collective groups of businesses. If program "take up" is slow, then the development and employment spin-off benefits anticipated under the pro-

gram are likely to be sluggish. This suggests a need to evaluate the effectiveness of the incentive or leverage instruments contained in the program.

Secondly, there is the concern that the experiment in community development corporations as delivery agents be monitored and assessed as the program unfolds. Do these corporations represent only a means of assembling improvement capital as defined by the program, or do they undertake independent development activities and initiatives?

#### Summative Evaluation Concerns

Impact assessment of the program could be focused on several issues, including:

- \* changes in retail and commercial activity in designated areas,
- \* changes in public perceptions of the areas,
- \* the number of jobs created by the program and the extent to which core area residents benefit from job creation, and
- \* patterns of private investment in the area.

As with other "key-site development" programs, the full effects of this program are not likely to be realized during the life of the C.A.A. Summative evaluation, therefore, can only attempt to identify preliminary program impacts.

#### Programs 11 and 12: Management and Consultation and Public Information

##### Objectives and Strategies

The management and consultation program (Program 11) is directed toward the general goals of managing and coordinating the implementation of the Agreement. These goals are to be pursued through the Core Area Initiative Office which

is staffed by the Agreement's general manager, an assistant manager and a small number of program and support personnel. The public information program (Program 12), which seeks to inform core area residents and the general public of the Agreement's goals, programs and activities, is intended to support implementation of the Agreement and thus complement the activities of Program 11. The program will attempt to accomplish its goals by directing a communications effort to specific target audiences, as well as to the general public.

#### Program Scale and Operational Objectives

Total expenditures under the management and consultation program are expected to be \$2.5 million. Funds available to the public information program are \$1.8 million. In addition to staffing the Core Area Initiative Office, key activities to be undertaken by the management and consultation program include:

- \* the development of consultative relationships with core area residents, organizations, and the private sector,
- \* the preparation of plans and studies when required,
- \* the development and maintenance of financial accountability systems,
- \* the coordination of all activities under the C.A.A., and
- \* organizing and chairing meetings of the Agreement's Management Board.

In support of Program 11 and the C.A.A. in general, Program 12 will undertake to develop and implement activities required to inform the public, especially core area residents and potential program participants, of the opportunities made available under the Agreement's programs and projects.



### Evaluability of the Programs

These two programs reflect the Agreement's desire that various program activities be coordinated to enhance their impacts and that the public receive sufficient information concerning program opportunities and benefits. Implementation of the Agreement is not solely the responsibility of these two programs but also that of the C.A.A.'s Management Board, Policy Committee and implementing jurisdictions (i.e. government departments). Because of the complexity and uniqueness of the C.A.A. management framework, it is recommended that the evaluation of Programs 11 and 12 be approached from a perspective which recognizes the overall structure of the management system. Evaluation should seek to assess the informational, coordinative and consultative activities of these two programs in relation to other similar activities occurring within the Agreement's delivery and decision-making framework.

### Formative Evaluation Concerns

During the delivery of these programs, management is likely to be concerned with maintaining awareness of the C.A.A. program developments, particularly in relation to resource requirements and sequencing of activities. The evaluation program, with its capacity to:

- \* monitor across the whole of the Agreement's activities,
- \* provide target population specifications and program awareness levels,
- \* provide program and impact assessments, and
- \* spot where there are blockages in decision-making processes affecting program development or coordination,

can play an important supportive role with respect to both of these programs.

With respect to the delivery of the programs themselves evaluation concerns relate to three key issues, including:

- \* the extent to which the structure of the C.A.A. enables decision-making, coordination and control regarding program activities,
- \* the levels of awareness among various publics (especially program target populations) of the C.A.A. and its programs, and
- \* the degree to which program implementation takes advantage of citizen participation.

#### Summative Evaluation Concerns

As noted above, the management and implementation of the C.A.A. is not exclusively the role of these two programs. Summative evaluation should recognize the multiplicity of actors in the management process and the uniqueness of the delivery model. A key concern in this regard relates to the comparative advantages (disadvantages) of pursuing inner city revitalization via the tripartite Agreement. A secondary concern relates to identifying the range and perceived effectiveness of citizen participation activities in the program development and delivery processes of the Agreement.

#### 3.4 SUMMARY

The preceding discussion has outlined the range of evaluation concerns related to the individual programs which comprise the C.A.A. The assessment reveals clearly that the evaluation concerns pertaining to most individual C.A.A. programs are not unique. Significant job creation impacts for example, are expected to result from activities carried out under several of the C.A.A. programs (e.g. Programs 1, 2, 3, 6, 7, 9 and 10). This situation emphasizes the importance of the thematic approach not only to evaluation of macro-environmental issues but also to evaluation aimed at

identifying the impacts of C.A.A. and complementary programs. Section IV extends our review of the evaluability of the C.A.A. by discussing in some detail the feasibility of evaluating within the thematic perspective, the various macro- and program-specific concerns raised in this section.

## SECTION IV: THE FEASIBILITY OF THE EVALUATION PROGRAM

### 4.0 INTRODUCTION

The preceding section of the report reviewed the fundamental objectives of the C.A.A. and its constituent programs. From these objectives five themes were identified and presented as a means of defining and organizing the substance or content of the evaluation. With reference to these themes a number of macro and program specific evaluation issues (or concerns) were identified.

This section of the report seeks to extend our assessment of evaluability by examining the feasibility of addressing these evaluation issues. With respect to each of the five themes the following elements of feasibility assessment are presented:

- \* a statement of the specific evaluation questions which reflect the concerns or issues raised in Section III,
- \* a description of the tasks involved in answering each question, and
- \* a description of the information required and how it can be obtained and analyzed.

For each theme the discussion focuses initially on macro-evaluation concerns followed by a presentation of how individual programs which are relevant to the theme, can be evaluated.

#### 4.1 ECONOMIC GROWTH AND DEVELOPMENT

##### Macro-environmental Changes

##### The Evaluation Questions

In assessing the total impact of the C.A.A. on the economy of the core area, it is important to monitor not only the changes which occur in the economic base, as defined by the stock of businesses and the level of investment and income generated by this base--but also the attendant changes in the job market of the core area. This dual concern is captured by the following evaluation questions:

- (1) What changes have occurred in the structure of the economic base of the core area vis-a-vis changes which have occurred at the city-wide, provincial and national levels?
- (2) What changes have occurred in the size and structure of the labour market of the core and non-core areas of Winnipeg, before and after the C.A.A.?

These evaluation questions involve two kinds of trend comparisons. First, trends in the core area before and during the C.A.A. will require description and comparison to determine whether and how they shift during the period of the Agreement. In effect, this comparison would use the core area as its own control group. However, in order to discern whether the trend during the C.A.A. is simply a reflection of broader economic trends or demonstrates a departure from them, it is necessary to monitor trends in economic activity and the labour market at the city-wide, provincial and national levels as well. Both comparisons are required to arrive at a stronger judgement of the distinctiveness of the trends in the core area during the life of the Agreement.

## The Research Tasks, Data Requirements and Analyses

The major tasks involved in addressing these two evaluation questions are listed below:

<u>Tasks</u>	<u>Description of Activity</u>
1	Define the core area's economic base and functional zones of economic activity.
2	Construct baseline profiles of trends in the economic base and job market between 1971 and 1981.
3	Conduct analysis of these changes.
4	Project economic trends to 1986.
5	Monitor economic activity 1981-1986.
6	Update baseline profiles of trends in the economic base and job market to 1986.
7	Compare 1986 profile to 1981 profile and 1986 projected profile.
8	Evaluate role of C.A.A. interventions.

Economic base studies are normally undertaken for regions significantly larger than the core area. In such cases it is generally possible to identify one or two features of the regional economy which serve as the economy's driving force. Urban core areas, including fringes, tend toward greater diversity of activity and hence require an analytical approach which incorporates more elements in the economic base. In defining the structure of the economic base of the core area it is proposed that economic

activity be segregated into several sectors. Sectors proposed for consideration in the analysis include: retail, residential, commercial and professional services, wholesale/warehousing, industrial/manufacturing, transport and government services.

Available studies, although limited, reveal that changes in the nature of the core area's economic base have occurred at different rates in different zones of the core area. The geographical pattern of differential change rates results largely from the concentration of similar economic activity (sectors) in discrete geographical zones within the core area. The effects of interventions initiated under the C.A.A. which will be targeted on specific economic sectors (e.g. commercial, manufacturing) at specific locations, will vary according to the nature of the intervention as well as the economic linkages amongst zones. Macro level analyses of changes in the area's economic base should therefore be conducted for several geographical zones within the core area. Because of data availability problems, these zones will probably be defined in terms of the aggregations of census tracts.

Once delineated, it should be possible to construct profiles of the economic structure of each geographical zone in 1971 and 1981 and to conduct analyses of trends and changes in the zones' economic structure. In addition to documenting historical trends and the present economic structure it should also be possible to project trends to 1986 under the assumption of no C.A.A. interventions.

To facilitate subsequent evaluation and to provide inputs to on-going program efforts, a monitoring system can be developed to record major changes in economic activity within each zone as well as for the entire city, the province and the nation. Data recorded via this monitoring system in combination with data available from public data files could be used to update the 1981 profiles to 1986. These profiles can then be compared to the 1981 profiles and the 1986 projections in order to assess the macro impacts on

the intervention. This type of comparison requires that one be cognizant of external economic changes which could have altered non-intervention trends (i.e. the 1986 projection). Data recorded at the scale of the city, province and nation will be required to analyze these broader economic trends.

The main difficulty in operationalizing the macro analysis pertains to the data required to construct the zone profiles. Our investigation of potential data sources indicates that severe problems exist with respect to obtaining detailed small area data on several economic variables. While most key economic indicators can be obtained at a scale as small as the City of Winnipeg, sampling methods, reporting procedures and confidentiality rules, preclude finer spatial breakdowns on most indicators.

The most promising source of data for the purpose of defining zones and constructing the 1971 and 1981 profiles is the Canadian census. Place of work data recorded for both 1971 and 1981 can be cross tabulated with occupational information (e.g. CCD0 identifiers) to determine the size and composition of the employment base, for areas as small as block fronts (i.e. six digit postal code areas).\* This data will permit analysis of the spatial distribution of economic activity by economic sector and can thus serve as the principal data employed in defining economic zones and constructing zone profiles. Other data required for the purpose of constructing zone profiles are available in the form of special cross-tabulations of the 31 (manufacturing) and 97 (merchandizing) series of the Canadian census, special computer runs of the Provincial Business Register, and City of Winnipeg building permit records.

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\* The degree of spatial disaggregation possible is determined by the confidentiality rules applied to the census.



Data required for the purpose of monitoring macro economic changes can be supplied from a variety of sources. Major data sources include the Labour Force Survey; the annual census of manufacturing, Digest, Business and Law Review, the Manitoba Gazette and City of Winnipeg Building Permits, Provincial Sales Tax Data and program files maintained by D.R.E.E., I.T.&C. and C.E.I.C. In addition to these data sources, data can also be obtained from press releases and other information produced by core area firms and press analysis.

The data requirements for monitoring changes in the job market over the 1971-86 period are considerably smaller. As indicated above, the 1971 and 1981 census contains information on place of work and the occupational classification of the job. From this, the job market in the core prior to the C.A.A. can be described. However, because the 1986 census probably will not contain this information (nor be available in time for the final report), it will be necessary to capture shifts in the job market over the duration of the C.A.A. by asking the same census questions in a pre- and post-C.A.A. household survey. The analysis proposed consist of comparing the job market profile generated by the pre-C.A.A. household survey with the 1981 census, and these two profiles with that generated by a post-C.A.A. household survey. Because of the limited sample size envisioned for the survey, only more aggregated comparisons of the occupational structure can be undertaken.

#### Program-specific Impacts

##### The Evaluation Questions

- (3) What have been the nature and magnitude of the economic impacts associated with public and private sector investment activities focused around the Sector II key site development programs?**

- (4) How many, and what types of jobs have been created through public investments in the key sites and the Sector I (employment, housing, community improvement and neighbourhood facilities and services) programs? What proportion of the jobs created by these programs have been filled by core area residents and special need groups?

These questions reflect the parallel concern to document the specific impacts of the C.A.A. programs on the economic base and job market of the core area.

Regarding Question 3, the analysis of the macro level evaluation questions (i.e. 1 and 2) can provide a sense of the degree to which there has been an unique shift in the level and type of economic activity in the several sectors of the core area economy. To assess the nature and magnitude of private and public sector investments in the key sites and the magnitude of the first order multiplier effects induced by these investments, a series of intensive case studies could be conducted of activities undertaken in association with the following programs:

- \* The Logan Industrial Development
- \* The North of Portage Redevelopment
- \* The Historic Winnipeg Area Development, and
- \* The Neighbourhood Main Streets Development.

Given the cost of any one case study, it is proposed that only a few of the entire set of economic development initiatives be evaluated in detail.

## The Evaluation Tasks, Data Requirements and Analyses

The major tasks involved in conducting the analyses are summarized below:

<u>Tasks</u>	<u>Description of Activity</u>
1	Develop selection criteria for case studies
2	Describe and specify projects selected for study
3	Design and conduct analyses of direct project impacts
4	Conduct analyses of project spin-off's and linkages
5	Conduct comparative analyses of project impacts

To ensure that the proposed case studies are appropriate there is a need to establish a set of selection criteria at the outset of the evaluation. These criteria should be developed in consultation with C.A.A. officials and include such elements as location, scale, type of investment and target sector (e.g. manufacturing, retail, etc.,).

The keysite analyses require a detailed accounting of the projects' input and output streams over both the construction and operational phases of the projects. For those projects having identifiable outputs it will be possible to measure direct benefits and costs using widely accepted techniques of benefit-cost analyses including those specified by the Treasury Board of Canada. In addition to direct project impacts the analysis can be extended to address secondary or linkage impacts. This task involves the tracing of sources of supply to the project (backward linkages) and the project's output streams (forward linkages). Because of

the labour intensive character of tracing secondary impacts this dimension of the analyses should be constrained to the first level of secondary impacts in most instances.

Assuming that methodologies and data collection procedures are standardized across case studies it will be possible to carry out comparative analyses of the cost-effectiveness of alternative investment strategies employed in the C.A.A. This comparison could be extended to include other public investments in the city occurring prior to the C.A.A. The nature of any comparative analyses should be defined in consultation with C.A.A. officials.

Data required to support the proposed evaluation of the economic impacts of the keysites can be obtained from two sources. Project data files should supply data necessary to conduct tasks 2 and 3. Task 4, however, requires special survey work, involving a series of interviews with the project's suppliers and business clients (i.e. purchaser of project outputs). In addition to collecting data required for assessing economic impacts, the survey could be designed in a manner such that information needed to establish project impacts on job creation can also be obtained.

To assess the job creation impacts of the C.A.A. programs and the degree of participation of core area and special needs groups in jobs created under the Agreement (Question 4), the following tasks could be undertaken:

<u>Tasks</u>	<u>Description of Activity</u>
1	For each of the C.A.A. and complementary job creation/employment programs (Program 1) and for Programs 4 and 5, record information for each person employed which describes their core area residency and special need group status.

- 2 For the housing rehabilitation and infill housing construction programs (Program 2) administer a special survey to determine the core area residency and special need group status of the housing contractors' labour force.
- 3 Identify the magnitude of the special needs groups targeted for participation in the core area job market.
- 4 Analyze the degree to which core area residents and special needs groups benefitted from the publicly generated job market.

In terms of the first task, it should be noted that for each of the C.E.I.C. complementary job creation programs--L.E.A.P., C.C.D.P., C.C.S.P., Summer Canada--cumulative monthly edit reports are expected to be generated by C.E.I.C. showing the number of projects, the number of jobs created and the expenditures. What could assist the analysis of Question 4 is the additional presentation of this data by a core/non-core area identifier for each participant as well as 'face-sheet' or intake data on each employee which describes his/her special need group status.

The need for a special survey of all contractors who hire employees to carry out housing rehabilitation and construction work would be obviated if one of the contract compliance rules stipulated hiring only through the core area employment office. As C.E.I.C. uses a Master Registration Form (M.R.F.) for all applicants, which includes place of residence, sex and ethnic status information and employer, sampling the M.R.F.'s would provide an efficient source of data for estimating both the number of jobs created through core area programs and the proportion of core area residents and special needs groups benefiting from those jobs.

Finally, estimating the magnitude of the special needs groups can be based upon either special tabulations of the 1981 census and/or an analysis of baseline survey data of core area residents planned to be collected in the spring of 1983.

#### 4.2 ENHANCEMENT OF EMPLOYMENT OPPORTUNITIES AND SUPPORT SERVICES FOR CORE AREA RESIDENTS

##### Macro-environment Changes

##### The Evaluation Question

There is both a demand and supply side to any labour or job market. In Evaluation Question (2), the demand side of the job market is analyzed. To complement that analysis, trends in the number and characteristics of those seeking and holding employment could also be presented. This supply side analysis is described by the following question and represents the context within which Program 1 can be evaluated.

- (5) What changes have occurred in the pattern of employment and labour-force behaviour of core and non-core area residents, before and after the C.A.A.?

##### The Evaluation Tasks, Data Requirements and Analyses

<u>Tasks</u>	<u>Description of Activity</u>
1	Define the employment pattern, labour-force behaviour and occupational characteristics to be described and analyzed.
2	Specify the data sets required to provide the information.
3	Analyze the data.

In measuring labour-market behaviour, standard practice is to record

- \* job tenure status
- \* job search behaviour
- \* job history information
- \* location of employment
- \* type of employment by standard occupational and industrial classification code.

These measures can be supplemented by data on previous jobs such as occupational type, job location, duration, reason for leaving.

Much of the standard data is available from the 1971, 1976 and 1981 census. (The 1976 census asked only for job tenure and job search behaviour in the last week). Accordingly, from these files, it is possible to construct a comparative core/non-core area historical profile of changes in the participation and unemployment rates of special needs groups. The 1981 census data is also of use in defining the target groups for the special needs employment programs delivered under Program 1 of the C.A.A. and the C.E.I.C. complementary employment-creation and job-training programs.

However, it is doubtful that comparable post-C.A.A. labour-market behaviour data will be available from the 1986 census in time for the final evaluation report of the C.A.A. Accordingly, to capture both pre- and post-C.A.A. labour-market behaviour, it is necessary to mount a custom survey of both core and non-core area households, both at the beginning and end of the C.A.A. The surveys should contain those **identical** labour-market behaviour questions asked by the census and any additional items aimed at deriving more detail about employment behaviour and participation in government-sponsored training/employment programs.

Based upon the census and household survey data, two reports can be generated. First, a baseline report of the changes in the labour-market conditions over the 1971-81 period can be prepared which describes:

- \* the changing size and characteristics of the special needs employment groups
- \* trends in the size and composition of the labour-force of the core area.

This report could be made available for the mid-term review as input to the assessment of the job-training and employment-creation programs. A final report could compare

the population at the end of the C.A.A. with the baseline trends described above and determine whether, and in what direction, the pre-C.A.A. trends have changed. If it is found that labour-market conditions improve in the core relative to pre-C.A.A. core area trends and trends across the 1971-86 time period in the non-core area, then there will be some basis for inferring that the C.A.A. has had a beneficial impact. However, that inference will be strengthened if it can be demonstrated that the individual employment programs led directly to increased participation of core area residents in the labour force.

#### Program-specific Impacts

##### The Evaluation Questions

The three C.A.A. programs designed to facilitate special needs groups' access to the labour market are programs 1, 4 and 5. Accordingly, the following research questions are posed:

- (6) To what extent have the C.A.A. Program 1 and C.E.I.C. complementary job-training, affirmative action and counselling/placement services improved the labour-force participation of the target population/special need groups? To what extent did these programs reach the target groups?
- (7) To what extent do the neighbourhood facilities and services delivered under Programs 4 and 5 increase their clients' access to employment, social, and cultural opportunities; and to what extent do these facilities and services reach special needs groups in the core area?
- (8) To what extent do these facilities and services fill gaps in the current system of access services to special needs groups residing in the core area?



## The Evaluation Tasks, Data Requirements and Analyses

To answer Question (6) it is necessary to address the following tasks:

<u>Tasks</u>	<u>Description of Activity</u>
1	List and classify individual programs
2	Identify the target population of each program
3	Examine eligibility criteria and estimate size of target population
4	Design a Program Intake Form and record characteristics of clients who enroll in program
5	Estimate participation rate for programs
6	Design follow-up instrument for programs
7	Analysis

Question (6) involves the assessment and evaluation of individual delivery systems. For each program delivery system, the target population must be identified from its stated objective and eligibility criteria; an estimate of the proportion of total eligible population who actually participated in the program must be made (program participation, or take-up rate); and, finally, for those who actually participated, the effectiveness of the program should be assessed.

Since each program will have its specific mandate, target population, and expected program impact, separate evaluation components may have to be considered. However, common to all projects is a concern with take-up. For each program this would be estimated by expressing the number of

participants over an estimate of the total eligible populations. The latter may be estimated from census data or, because eligibility conditions are likely to be complex it is preferable that independent estimates be derived from questions administered via a household survey. In addition, this approach would allow an estimate of the degree of program coverage overlap.

Because the intended consequences of each program will differ (job-training, affirmative action, etc.), each program must devise its own post-program response measure(s) and its own follow-up survey strategy. Nonetheless, the common intent should be that of determining the extent to which the program's participants realize the program's stated objectives subsequent to their participation in the program.

To answer Question (7), the following tasks can be undertaken:

<u>Tasks</u>	<u>Description of Activity</u>
1	Maintain a list of all facilities and services funded through Programs 4 and 5 of the C.A.A.
2	Obtain a description of each program's goal, objectives, and target population.
3	Develop an Intake Form for each program to be investigated which will capture client characteristics as well as previous history of access to program-related opportunities.
4	Develop appropriate data collection instruments which record the types of services provided to each client.
5	Develop appropriate data collection instruments which capture client behaviour subsequent to enrollment in and graduation from the program.

- 6 Analyze data collected to determine rate of successful completion of course and entry into the (permanent) job market.

The major source of data collection relates to specific intake and outcome or follow-up forms designed for each service and facility to be evaluated.

As with the evaluation of the employment programs, the analysis involves an estimation of the size and characteristics of the target groups for these programs, an examination of the degree to which the clients serviced by the community services and facilities are members of the target group, and an evaluation of the degree to which they participate in employment programs. By comparing their employment history prior to participation in the C.A.A. programs and their subsequent participation, it will be possible to assess the degree to which labour force behaviour has been modified.

For Question (8), the following tasks are required:

<u>Tasks</u>	<u>Description of Activity</u>
1	Describe the nature of the service provided, its geographical catchment area, and target population
2	Identify other services operating within the same catchment area, serving the same target population, and providing the same services
3	Examine their eligibility criteria, and determine the degree of overlap in the clients served by the C.A.A.-funded agency

Data required to support these tasks can be obtained through:

- \* the application forms used to select facilities and services for funding
- \* the S.P.C.'s Manual of Social Services, and
- \* client intake forms

The analysis will be facilitated if the application form used to select funding submissions includes items which require the applicant to clearly define:

- \* the goals and objectives of the proposed service
- \* its geographical catchment area
- \* the target population it intends to reach
- \* the program methodologies to be employed in reaching, and serving, the target population
- \* the setting(s) in which the services will be delivered
- \* the staffing pattern to be employed
- \* other services operating in the City which cater to the same target population in the same area, and how this service will differ from and/or add to the existing network of services being provided to the special needs groups

These program application forms, if adequately devised and completed, can provide a baseline description against which the actual program's operation can be measured, and provide the analyst with a list of other services to be contacted. The analysis would then involve comparing the client groups served by these other services, and the services they provide, with those of the C.A.A. programs to determine the degree to which the C.A.A. program represents a unique contribution to the service network.

#### 4.3 HOUSING AND NEIGHBOURHOOD IMPROVEMENTS

##### Macro-environmental Changes

##### The Evaluation Questions

- (9) What changes have occurred in the composition of and investment in the core and non-core area housing stock before and after the C.A.A.?
- (10) What changes have occurred in the state of repair and affordability of the core and non-core area housing stock before and after the C.A.A.?

##### The Evaluation Tasks, Data Requirements and Analyses

To answer Evaluation Question (9), the following tasks are required:

<u>Tasks</u>	<u>Description of Activity</u>
1	Using 1971, 1976 and 1981 census data, establish a baseline trend in the changing composition of the core and non-core area housing stock.
2	Update this trend with 1986 census data (if available) and estimates derived from a post-C.A.A. household survey.
3	From the City of Winnipeg's Building/Demolition Permit files and C.M.H.C. and M.H.R.C. program files, establish the level and type of additions and deletions to the housing stock on a yearly basis from 1971-1986/87.
4	Analyze trends in the core and non-core rate of change in residential investment.

As the tasks indicate, primary data sources include the 1971, 1976, 1981 and 1986 (if available) census data on the occupied dwelling units. The City of Winnipeg's Building Permits and C.M.H.C. and M.H.R.C. program files constitute the primary source of data on residential investment patterns. A post-C.A.A. household survey could be used if the 1986 census data is not available.

The analysis proposed consists of documenting trends in the occupied dwelling unit stock over time as well as the underlying investment activities which generate the net changes described by the census data. As with the analysis of macro-economic and labour-market trends, the intent of a final report will be to determine to what extent the pattern of residential investment in and net changes to the core area housing stock during the C.A.A., represents an unique shift in the long-term (1971-1986) trend city-wide.

The research tasks, data requirements and analysis for Question (10), include:

<u>Tasks</u>	<u>Description of Activity</u>
1	Specifying state of repair and affordability measures for the census and custom-survey data
2	Measuring these attributes of the housing stock in the pre- and post-C.A.A. household survey
3	Comparing the changes with the 1971 and 1981 census estimates and the 1978 S.P.C. housing survey estimates

From the 1971 and 1981 census, it is possible to derive affordability measures. Comparable measures can be obtained of the 1978 survey of housing conditions undertaken by the S.P.C. of Winnipeg. However, only from the 1978 S.P.C. survey and a comparably designed pre- and post-C.A.A. survey

module can a consistent, over-time measure of the state of repair of the housing stock be generated for the core and non-core area.

Using these data sources, analysis consists of deriving point estimates of the proportion of the stock in poor repair and/or not affordable across time and, from a knowledge of their confidence intervals, determining whether change has occurred and in what direction. Again, a comparison of the core and non-core area trends over time would be invaluable in determining whether a unique shift in the incidence of these conditions has occurred in the core area during the lifetime of the C.A.A.

#### Program-specific Impacts

##### The Evaluation Questions

- (11) What impacts have C.A.A. Program 2 and the complementary C.M.H.C., R.R.A.P., C.H.R.P. and Non-Profit and M.H.R.C. interest-rate reduction housing programs had on the state of repair of the housing stock, and the affordability and tenure status of those sub-groups who most experience housing adequacy and affordability problems?
- (12) What impacts have Program 2's rehabilitation and infill housing programs had on residents' perceptions of their neighbourhood and patterns of residential mobility?
- (13) What changes in the socio-economic and demographic composition of the core area have occurred as a result of the infill housing, Logan rehousing and North Portage residential developments?

The Evaluation Tasks, Data Requirements and Analyses

In order to address Question (11), the following steps are required:

<u>Tasks</u>	<u>Description of Activity</u>
1	Acquire a list of all the units rehabilitated and built by the C.A.A. housing programs.
2	Monitor the characteristics of those households whose units are rehabilitated and prepare an interim report on the target efficiency of the housing programs.
3	Provide a code for each post-C.A.A. household survey of a rehabilitated or new unit that will identify the unit as rehabilitated or new.
4	Analyze the pre- and post-C.A.A. household survey data in terms of the impact of rehabilitation on the housing circumstances of the poorest housed sub-groups.

To analyze the target efficiency of the housing rehabilitation programs, it will be necessary, first, to ensure that the M.H.R.C. data base on the R.R.A.P. program includes those client characteristics which define the high need groups, e.g. age, one-parent family status, age of child, etc. Then, it will be a matter of generating from a pre-C.A.A. household survey a profile of those sub-groups hardest hit by state-of-repair and affordability problems and comparing them to the cumulative profile of clients of the core area R.R.A.P. program.

This analysis of the target efficiency of the R.R.A.P. and infill housing programs can be complemented by the comparative analysis of the housing consumption of high-need groups prior to and after the delivery of these programs.



Because the proposed baseline household survey intends to recontact the same dwelling units for a post-C.A.A. survey, it will be possible to identify units in the survey which have been "R.R.A.P.'d". The survey data thus could permit a systematic comparison of the incidence of affordability, suitability (crowding) and state of repair problems in R.R.A.P.'d and non-R.R.A.P.'d units. The degree to which the housing programs have responded to overall need, and the extent to which high need households have been reached by the program, could thus be established.

Research Question (12) requires that the following steps be undertaken:

<u>Tasks</u>	<u>Description of Activity</u>
1	Obtain an address list of all buildings rehabilitated and built under the C.A.A. programs.
2	For each dwelling unit interviewed in the post-C.A.A. household survey, code the number of rehabilitated/new units falling within the "neighbourhood" of the unit.
3	Analyze household perceptions of their neighbourhood, controlling for the actual level of rehabilitating in the neighbourhood.

Either regression or multiple contingency table analysis can be used to assess the unique effect of the actual level of rehabilitation on residents' perceptions of their neighbourhood. This would involve an analysis only of post-C.A.A. household survey data. An analysis of the effect of the level of rehabilitating on changes in residents' perception of their neighbourhood could be conducted only on those residents who did not move between the pre- and post-C.A.A. household surveys.

Answering Question (13) involves the following steps:

<u>Tasks</u>	<u>Description of Activity</u>
1	Identify all new units built under public and private auspices which are a direct result of C.A.A. programs.
2	Develop an interview schedule to administer to the occupants of these new units.
3	Interview all, or a sample of, the occupants.
4	Analyze results, and prepare a final report on the impact of new construction.

To answer the evaluation question, a special survey of the occupants of these units would be required to determine:

- \* the socio-economic and demographic composition of the household
- \* the location (core/non-core) of their previous residence
- \* their reasons for moving into their present residence.

Analysis would then consist of comparing the characteristics of those households moving from within and outside the core to determine the net effect on the composition of the core area.

More generally, this data collection and analysis could be extended to all units (private/public/third sector) built over the duration of the C.A.A. Through the on-going monitoring of the City of Winnipeg's Building and Demolition

## The Evaluation Tasks, Data Requirements and Analysis

The following tasks are required to address Questions (14) and (16):

<u>Tasks</u>	<u>Description of Activity</u>
1	Specify the socio-economic and demographic characteristics to be monitored over time
2	Define the special cross-tabs to be obtained from the census data (1971, 1976 and 1981)
3	Measure the mobility/migration behaviour of core and non-core area residents as well as their socio-economic and demographic characteristics in the pre- and post-C.A.A. household survey
4	Describe the baseline changes (1971-1981) in the core and non-core area populations as well as the characteristics of the spatial migration/mobility sub-group (e.g. core-to-non-core, non-Winnipeg to core, etc.)
5	Describe the pre- and post-C.A.A. shifts in the composition of the core and non-core populations and analyze the impact of migration and mobility on these shifts.

The primary data sources include the 1971, 1976 and 1981 census and the pre- and post-C.A.A. household surveys.

A key focus of the analysis relates to describing shifts in the trends of population size and composition and noting whether the trend over the 1971-81 period changes at all between 1981-86 in terms of the preferred directions.

The impact of migration and mobility on the shifts in the pre- and post-C.A.A. core area population can be analyzed by comparing the changes in the size and composition of the several migration/mobility streams over that same period, viz. the non-Winnipeg-to-core, the non-core-to-core, the within-core, the core-to-non-core, the non-Winnipeg-to-non-core and the within-non-core subgroups. This analysis will miss only the migration stream which moves from Winnipeg to outside Winnipeg. In effect, the total net change in the core and non-core populations is to be partitioned into the changes which occur within each of these migration/mobility subgroups, and their relative contribution thus assessed.

There are three evaluation tasks involved in addressing Question (15):

<u>Tasks</u>	<u>Description of Activity</u>
1	Develop and pre-test survey items to measure:  a) attitudes toward and perceptions of the core area  b) reasons for residential mobility into and out of the core area  c) knowledge of and attitudes toward the C.A.A., and its effectiveness in promoting core area renewal
2	Analyze the pre-C.A.A. household survey data and prepare a baseline study report
3	Analyze the pre- and post-C.A.A. household survey data and prepare a final evaluation report

In developing survey items to measure attitudes and perceptions toward the core area, it may be useful to consider measuring the following types of variables:

- \* respondent's own definition of that area considered to be the core
- \* perception of the key, distinguishing characteristics, or features, of that self-defined core area
- \* for both core and non-core area residents --their perception of the quality of the neighbourhood in which they live:
  - housing and amenities
  - physical safety
  - neighbours
  - noise
  - convenience to work, shopping, schools, etc.
  - other likes and dislikes
- \* previous residence inside, or outside, the core area; reasons for moving to/from the core

With respect to developing survey items about the C.A.A. it may be useful to consider measuring:

- \* respondent's level of awareness of the C.A.A., its objectives, and its constituent programs
- \* sources of information about the C.A.A.
- \* reactions to the C.A.A. based upon what they have heard
- \* beliefs about the future/past efficiency of the C.A.A. in achieving understood objectives

Because most of these items will not have been used in previous surveys, it will be necessary to pre-test the key attitude/knowledge items before inclusion into a baseline household survey.

The analysis of the pre-C.A.A. responses could include the following:

- \* comparison of core and non-core area residents' level of satisfaction with key features of their neighbourhood
- \* examination of the socio-economic correlates of their level of satisfaction, and whether current and previous location (core/non-core) uniquely affects level/type of satisfaction with neighbourhood
- \* description of the reasons for moving to, and from, the core area
- \* description of the general level of awareness of the C.A.A.--its objectives and programs, perceptions of its efficacy, and reasons for their perceptions

The data on citizen perceptions of the C.A.A. could be fed into the public information program (12) of the C.A.A.

A post-C.A.A. assessment could be undertaken to assess whether, and in what direction, attitudes toward the quality of neighbourhood life in the core area had shifted over the duration of the Agreement. In analyzing shifts in attitudes, it would be critical to control for such factors as length of residence in the core, place of previous residence, as well as socio-economic characteristics, and participation in C.A.A. housing and employment programs. In assessing the perceived effectiveness of the C.A.A., these same factors would have to be analyzed.

If this analysis shows that core area residents, whose neighbourhoods have been improved as a result of housing programs, hold more positive attitudes toward their neighbourhood, then the housing program component of the C.A.A. can be judged as having positively influenced their attitudes. Similar analysis could be carried out for those who

benefitted from employment programs. Finally, an instructive analysis would be to compare the attitude and perceptions of citizens toward the core area with their knowledge of and beliefs about the efficacy of the C.A.A. as an instrument for core area renewal. This analysis would constitute an **indirect** assessment of the efficacy of programs 11 and 12 insofar as they would be the key mechanisms for influencing citizen beliefs about the effectiveness of the C.A.A. in achieving core area renewal.

Program-specific Impacts

The Evaluation Question

At a specific program level, an indirect impact of the C.A.A., in particular the employment programs, may be changes in the take-up rate of other public programs like city welfare. Accordingly, the following question is posed:

- (17) What effect has the implementation of the Core Area Agreement had on related public sector program utilization by core area residents?**

The Evaluation Tasks, Data Requirements and Analyses

To answer research question (17) the following tasks are required:

<u>Tasks</u>	<u>Description of Activity</u>
1	Develop criteria for selecting public sector programs to be monitored. These criteria will be related to the objectives of the C.A.A. For example, since one objective is to increase employment it would be expected that social assistance utilization by core area residents would decrease. Therefore, social assistance might be selected for monitoring.

- 2 Determine the changes occurring in the utilization rates of selected programs by core area residents compared to non-core-area residents
- 3 Document changes which occur in the criteria or implementation of selected programs and assess the effect of these changes on program utilization rates

The data on residents' participation in various public programs could be supplied from pre- and post-C.A.A. household survey and from the program data files. Changes in the utilization rates could be derived from program data files.

Analysis could establish baseline utilization rates of selected programs for core area residents in comparison to non-core area residents and compare these rates with post-C.A.A. rates. This would require data from a pre/post-C.A.A. household survey. If the utilization rates of core area residents change in a way which is not comparable to changes occurring among the control group it will imply the possibility that C.A.A. programs have had an impact on these rates. The effects of other changes which may have occurred during the same time period would also need to be taken into account, changes such as those in the characteristics of the core area's population or economy which are not directly related to C.A.A. programs.

Second, the analysis could make use of program data files to form a record of month-to-month changes in program utilization over the life of the C.A.A. This record would include descriptors of the clientele to the extent that such data are accessible, including for example, residence (core vs. non-core), sex, age, family status, educational attainment, and ethnicity if possible. The record of program utilization could then be correlated with changes in the nature of the program during this period (such as changes in criteria or implementation), as well as other major changes in the public sector and general economic environment. The goal is to arrive at conclusions concern-



ing the impact of C.A.A. programs on utilization trends, and to be able to provide this type of information to program managers as the C.A.A. unfolds.

#### 4.5 IMPLEMENTATION ISSUES

##### Macro-environmental Impacts

##### The Evaluation Question

From an implementation standpoint, the success with which the C.A.A. is implemented and the degree to which it achieves its goals may be affected by other public policies and programs which are delivered within the time frame of the C.A.A. by the three levels of government. Accordingly, the following question is posed:

- (18) What changes in public policies and programs occur during the life of the C.A.A. and how are the changes likely to affect the implementation and outcomes of the Agreement?**

##### The Evaluation Tasks, Data Requirements and Analyses

To answer Question (18), the following tasks are required:

<u>Tasks</u>	<u>Description of Activity</u>
1	Establish a monitoring system which will capture major public sector developments, through press releases, government circulars, program announcements, and regular contact with government officials.
2	Identify major changes which have a potential impact on the core area or C.A.A. programs.

The nature of the proposed analysis, however, will be general since the analysis of the impact of any one new program could be a major study in itself. However, it could provide an important component in the overall record of the implementation of the C.A.A., and will supply some fairly immediate feedback to various program managers as to the potential impact of new developments in the public sector.

### Program-specific Impacts

#### The Evaluation Questions

There are two key facets of the C.A.A. management structure and processes which require evaluation: the internal effectiveness and the comparative effectiveness of the management model. These two concerns can be expressed as follows:

- (19) To what extent does the implementation model of the C.A.A. maximize coordination of system elements and maintain organizational productivity (i.e., maintain C.A.A. goals)?
- (20) What are the relative advantages and disadvantages of the C.A.A.'s inter-governmental arrangements for program planning and implementation, as compared with other governmental arrangements for intervention into urban core problems?

An additional program implementation issue concerns how and with what impacts citizens are involved in the delivery of the C.A.A. programs. Accordingly, a third question is:

- (21) To what extent are citizens and consumers satisfied with the citizen participation activities of the C.A.A.; and, what impacts do citizen participation activities have on program implementation?

## The Evaluation Tasks, Data Requirements and Analyses

In order to answer Question (19), the following tasks are required:

<u>Tasks</u>	<u>Definition of Activity</u>
1	Definition of Implementation Model for the C.A.A.
2	Specifications of information sources
3	Specification of criteria for Selected Case Studies
4	Design Questionnaires
5	Specification of Time Frames
6	Presentation and discussion of results

The purpose of this question is to depict, monitor, and report on the planning, management and control aspects of the C.A.A. throughout the life of the Agreement. The first task is to devise a conceptual framework for organizing and disciplining observation and reporting. It is suggested that the C.A.A. is very much an example of inter-organizational relations (three levels of government and their agencies), and that a framework based upon systems theory and political process would be essential for tracking significant decision-making.

Information requirements are likely to be both quantitative and qualitative in nature. Access to the program information monitoring system and reports could provide quantitative data regarding organizational productivity. On the other hand, the requirements for process data will have to be secured through various activities, ranging over document monitoring (minutes, reports, etc., produced regularly within C.A.A. activities), newspaper articles and commen-

tary, key informant interviews, and case studies on the progress of significant intended developments over the time frame of the Agreement. Questionnaires could be developed to systematize the collection of qualitative information for analysis of this research question.

The analysis is intended to report progress on and, in the end, evaluate how the collectivity of organizations represented in the C.A.A. solve such functional implementation problems as goal attainment, integration (including coordination, control, and procurement of resources), and adaptation in the face of changing circumstances. The analyses should focus on two important facets--behaviour under conditions of conflict, and factors which derive from interaction or cooperation. Data validity, although largely qualitative will stem from its ability to offer the analyses adequate perceptions on the patterns of exchange among organizations, and the intensity of cooperation around joint programs agreed to in the formal Agreement.

Answering Question (20) involves the following steps:

<u>Tasks</u>	<u>Description of Activity</u>
1	Define the C.A.A. inter-governmental arrangement
2	Identify appropriate alternate inter-governmental agreements
3	Specify criteria for comparative assessment
4	Specify information sources
5	Design questionnaires
6	Specify time frame
7	Present and discuss results

The purpose of this question is to assess the unique aspects of the C.A.A. as an example of tri-level government cooperation in the planning, management, and delivery of a multi-program strategy in comparison with other inter-governmental arrangements. An initial task is to identify those aspects of the C.A.A. which represent unique departures from previous approaches to inter-governmental arrangements for cooperative program implementation. During the course of this identification, alternate inter-governmental arrangements could be depicted to provide normative characteristics for C.A.A. comparison.

Detailed observation of the C.A.A. could come largely from the tasks outlined in Question (19). Comparative information provided through review of reports, and interviews with key informants acquainted with previous inter-governmental program implementations, especially in urban core settings would also be utilized.

The analysis would focus on key factors in inter-organizational collaboration where, in this instance, such inter-governmental characteristics as jurisdictional boundaries, control of resources, political leadership commitment and the like set the tone for trust, cooperation and flexibility as means for goal fulfillment.

The final Question (21) regarding citizen participation involves the following tasks:

<u>Tasks</u>	<u>Description of Activity</u>
1	Define citizen participation activities of the C.A.A. program.
2	Define the interest groups for each program.
3	Develop questionnaire and sampling procedures.
4	Collect and analyze the data.

The first task requires scrutiny of the C.A.A. and each program to ascertain where there are activities whose purpose can be identified as encouraging citizen participation. A typology of citizen participation (e.g. Rothman's "Ladder of Citizen Participation") could be used to define and articulate these activities. Following that is the task of identifying various 'publics', the groups or classes of citizens and consumers associated with each program in question. In many cases there could be overlapping 'publics' found through this identification task. In reference to the public-in-general, a close link with the Information Program would have to be established as it would likely be testing for public awareness of its activities on an ongoing basis. The focus on 'publics' in this evaluation question, however, should be on identifiable groups, including consumers, having some vested interests in particular programs of the C.A.A.

An additional 'public' is involved in assessing the impact of citizen participation in the C.A.A. programs--the program managers and others intimately involved in designing and implementing the programs.

To assess satisfaction with the participation processes, it may be possible to devise a questionnaire which taps the respondent's perception of the level of involvement provided by the process, impact on the development and/or delivery of the program, expectations regarding influence desired and the extent to which those expectations were realized.

If several different styles of participation are sampled, then it becomes possible to compare the level of perceived impact on and satisfaction with participation in the programs. In addition, the impact assessments of program managers in programs having citizen participants could be compared for their consistency and overall judgement.

## SECTION V: THE C.A.A. EVALUATION PLAN

### 5.0 INTRODUCTION

The two preceding sections of this report have outlined what we perceive to be the key policy concerns of the C.A.A. and the manner in which these concerns, and the various program elements which comprise the C.A.A., relate to the five evaluation themes developed in this plan. For each of the themes a number of specific evaluation questions have been posed and methodologies, research tasks and data required to address these questions have been developed. This section of the report consolidates and summarizes the research tasks and data requirements introduced in Section IV into a number of major analysis and data collection components and identifies the estimated cost of each component. An attempt is also made to clarify and summarize the evaluation activities proposed for individual programs.

### 5.1 DATA COLLECTION COMPONENTS

Data required to support the analyses proposed in Section IV may be organized into three general categories, including:

- \* data (or information) which are presently being collected and tabulated in formats suitable for the proposed evaluation and which can be obtained at little or no expense,
- \* data which are presently being collected and maintained by public and private sector agencies but which entail substantial retrieval or aggregation costs, and
- \* data which are presently not available and which can only be obtained through some original data collection procedures.

### Published Statistical Reports and Program Statistics

Several inexpensive sources of information are available to support the analysis activities proposed in the plan. Most important are the various descriptive studies and statistical reports produced by Statistics Canada in association with the population and housing (Series 95), manufacturing (Series 31), and merchandising (Series 97) segments of the Canadian census and the Labour Force Survey. Published statistics from these surveys are available at the city-wide, provincial and national scales and are to be used by the evaluation program to support several of the proposed baseline and macro impact studies. Such data will permit changes occurring in the core area to be viewed and interpreted within the context of broader societal and economic changes. Data and information obtained via these sources are to be organized by the evaluation manager into a macro monitoring data system.

Some additional data requirements of the evaluation can be met inexpensively by obtaining program statistics and summary reports generated by government departments. The evaluation plan has been designed to employ reports and statistics pertaining to R.D.I.P. loan guarantees and grants (administered by D.R.E.E.), L.E.A.P., C.C.D.P., C.C.S.P. and Summer Canada works programs (administered by C.E.I.C.), C.H.R.P., H.O.A.P., S.A.F.E.R. and S.A.F.F.R. programs (administered by M.H.R.C.) and the R.R.A.P., non-profit housing programs and apartment vacancy survey (administered by C.M.H.C.). Recording and reporting forms associated with these data have been reviewed by the plan design team to establish their potential usefulness to the evaluation program and to ensure that required data can be retrieved and organized at the scale of the core area.

### Special Tabulations of Existing Public Files

Virtually all major sources of published data on economic activity and population characteristics use reporting formats which are inappropriate for the purpose of con-



ducting evaluations or impact studies for programs (such as those comprising the C.A.A.) which are targeted toward small areas or special population sub-groups. Several public data files, including many of those upon which published statistical reports are based, can be accessed and manipulated to generate reliable small area or target population information. Special tabulations generated from such files can supply a significant portion of the total data requirements of the evaluation plan. Evaluation activities proposed in Section IV require that special tabulations be generated from ten existing (or proposed) public data files. These files include the 1971, 1976 and 1981 Census of Population and Housing, the 1971 and 1981 Census of Manufacturing, the 1971 and 1981 Census of Merchandising, the 1971-86 City of Winnipeg Building Permit Files, the 1982-86 C.E.I.C. Master Registration Form files and the 1981, 1983 and 1985 Provincial Sales Tax Register.

Approximately 32 to 36 special tabulations from census data files are needed to support baseline studies and program evaluations. At a cost of roughly \$500 per tabulation the total acquisition costs of special census materials is expected to be \$17,000. Special computer tabulations of data maintained in the Provincial Sales Tax Register are required to monitor performance of the core area's retail sector during the 1981-86 period. The anticipated cost of obtaining these data is \$3,000.

The City of Winnipeg's building (and demolition) permits, which record information on public and private sector investment activity, require manual tabulation. An estimated 80 to 85 work weeks (approximate cost - \$27,000) would be required to extract and reorganize permit data pertaining to the 1971-86 analysis period.

C.E.I.C.'s Master Registration Forms which will be used to record personal data on all core area and special needs manpower registrants can supply a portion of the information needed to conduct evaluation of the C.A.A. employment, training, placement and affirmative action programs. At

this point in time it appears that information present on these forms will require manual extraction, a process which is expected to involve about 50 to 60 work weeks, and cost approximately \$20,000.

#### Original Data Collection Requirements

Although the information sources reviewed above can provide much of the data required for evaluation, a considerable amount of original data collection is critical to operationalizing the proposed evaluation. The need for original data collection arises for the following reasons:

- \* Existing data resources contain substantial gaps in terms of substance and coverage. For example, no systematic information is presently available on citizen attitudes and perceptions, migration/mobility patterns between the core and non-core area, program utilization rates of core and non-core area residents, household expenditure patterns, and skill levels and employment histories of unemployed core area residents.
- \* A major comprehensive survey of the city's population, such as the Census, may not be undertaken in 1986. Moreover, if a census is mounted by Statistics Canada, the range of information collected will likely be minimal and inadequate for the purposes of measuring program or C.A.A. overall impacts. In short, data required to establish conditions in the core area after delivery of the C.A.A. are unlikely to be made available from public information sources.
- \* Data and information pertaining to specific C.A.A. programs and projects are required to enable comprehensive program evaluation.
- \* Information on primary and secondary economic and job creation impacts require special and unique data collection methods which cannot be implemented as part of an ongoing program data or monitoring system.

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Five special surveys are included in the proposed plan to collect data which are unavailable from existing information bases. Large scale surveys of core and non-core area households are proposed for the spring of 1983 and the spring of 1987.

The 1983 survey is intended to collect a broad range of information needed to establish appropriate benchmarks for estimating C.A.A. program and overall impacts and to construct control groups and carry out target group analysis needed in the proposed micro or program specific evaluations. Information pertaining to eight broad subject areas is to be collected via the survey. These subject areas include:

- \* Population, ethnicity and demographic characteristics,
- \* Migration and mobility patterns,
- \* Dwelling unit characteristics,
- \* Labour force behaviour and employment characteristics,
- \* Socio-economic characteristics,
- \* Attitudes, perceptions and awareness,
- \* Public program utilization, and
- \* Household expenditure patterns.

The experience of the evaluation plan design team with respect to designing and using similar survey-based data files (e.g. the 1978 Social Planning Council Survey of Households and Housing Units and the Institute of Urban Studies' Urban Native Data Base) to support the types of evaluation and research activities proposed in the plan, suggests that data will be required for a sample of roughly 2,400 to 2,600 households and their dwelling units. To enable reliable core area-specific estimates to be generated from the sample, approximately 60 percent of the households surveyed should be core area residents. The estimated cost

of designing and administering a survey of this scale would be \$65,000.

To provide comparable data on core and non-core area conditions, population characteristics and behaviour patterns after the delivery of the C.A.A., a resurvey of households occupying those dwelling units included in the 1983 survey is required in the spring of 1987. A major segment of the proposed impact analyses involves comparison of the results of the two surveys. The estimated cost of administering the 1987 resurvey and constructing a data file which links the 1983 and 1987 information, is \$100,000.

The process of identifying the size and nature of economic and job creation impacts associated with key site developments (See evaluation questions 3 and 4) also involves significant original data collection. The analyses, which are to be conducted in case study format, require substantial information related to project input and output streams and project linkages to other economic activities. In addition, information concerning the number and nature of employment opportunities generated during both the construction and operational phases of the project are also needed. Surveys employing something akin to a snowball sampling method represent one means of tracing and recording project linkages and secondary impacts. The plan has budgeted for four key site case studies. Data collection costs associated with the survey components of these case studies are approximately \$40,000.

Because of the significant job creation potential embodied in the C.A.A. and complementary housing programs, the plan recommends that this issue receive special attention in terms of evaluation. To supply the data requirements of this analysis a special survey will have to be mounted. The survey would collect detailed data from contractors on the labour (employment) component of a select sample of housing rehabilitation and new residential construction projects. A stratified sample of approximately 80 to 100 projects is required to generate reliable estimates

of the total job creation impacts of housing programs. The anticipated cost of designing and conducting this survey is \$8,000.

Analysis of the impacts of new residential development on the core area's socio-economic and demographic structure also requires original survey-based data. To obtain this data a sample of 150 to 250 dwelling units could be drawn from program data files maintained by C.A.A. Program 2 and M.H.R.C. and C.M.H.C. complementary programs. A brief questionnaire would be administered to the residents of these dwelling units to collect household socio-economic and demographic data and data pertaining to the resident's previous housing situation. This survey, which would be administered in 1985 or 1986, is expected to cost approximately \$5,000.

The evaluation activities introduced in Section IV are also dependent upon information to be collected or generated by the various C.A.A. programs and projects themselves. This information, which includes such things as program inputs, client or applicant characteristics, services provided, and service outcomes, is required to assess program performance and to support program impact analyses. The evaluation plan requires that individual C.A.A. programs establish data recording and reporting systems for the purpose of collecting systematically, and on an on-going basis, information which is essential for evaluation purposes. Since the nature and format of required information differs among the various C.A.A. programs, these program monitoring systems must be designed on a program-by-program basis. Data collected via these systems are to be forwarded at regular intervals to the evaluation manager for storage and maintenance. The approximate cost of designing the program monitoring systems and a system for centrally maintaining all program information is estimated to be \$40,000.

Table 2 provides a listing of all major sources of data required by the evaluation plan. A brief summary of the budget requirements associated with the data acquisition components of the plan is provided in Table 3.

Table 2  
Major Sources of Data For Evaluation

DATA SOURCE	DESCRIPTION	COST
<b>STATISTICS CANADA MONOGRAPHS</b>		
D1 Population and Housing Series	- general data on population and housing characteristics for city, province and Canada.	- none
D2 Manufacturing Series	- data on characteristics of manufacturing activities for city, province and Canada.	- none
D3 Merchandising	- descriptive data on wholesale, retail and service trade industries for city, province and Canada.	- none
D4 Labour Force Survey	- general data on labour force activity for city, province and Canada.	- none
<b>EXISTING PROGRAM INFORMATION SYSTEM DATA</b>		
D5 D.R.E.E., R.D.I.P. File	- data on industrial location incentives for province, city and core area.	- none
D6 C.E.I.C. Program Files	- summary (edit) reports of activities under L.E.A.P., C.C.D.P., C.C.S.P., Summer Canada and C.E.S. services.	- none
D7 M.H.R.C. Program Files	- demographic, socio-economic and housing unit data on participants in C.H.R.P., H.O.A.P., S.A.F.E.R. & S.A.F.F.R. programs.	- none
D8 C.M.H.C. Program Files	- demographic, socio-economic and housing unit data on R.R.A.P. and C.R.S.P program participants. - program data on non-profit housing units.	- none
D9 Apartment Vacancy Survey	- data on apartment availability by price, unit size and location in city.	- none

Table 2 (cont.)  
Major Sources of Data For Evaluation

DATA SOURCE	DESCRIPTION	COST
<b>SPECIAL TABULATIONS</b>		
D10 Population and Housing Census	- data on population structure, household characteristics, employment and labour force activity, socio-economic & housing unit characteristics for user defined areas 1971-1976 and 1981.	- \$ 12,000
D11 Census of Manufacturing	- detailed information on manufacturing firms for user defined industrial categories and sub-areas for 1971 & 1981.	- \$ 3,000
D12 Census of Merchandising	- detailed information on retail, wholesale and service industries for user defined sub-groups and sub-areas for 1971 and 1981.	- \$ 2,000
D13 City of Winnipeg Building Permits	- data on residential, commercial and industrial investment 1971-1986.	- \$ 27,000
D14 C.E.I.C. Master Registration Forms	- data on characteristics and employment histories for core area and special need C.E.C. clients.	- \$ 20,000
D15 Provincial Sales Tax Register	- data on retail sales volume at the level of the firm; 1981, 1983, 1985.	- \$ 3,000
<b>HOUSEHOLD SURVEYS</b>		
*To be conducted in both 1983 & 1987 & comprising 8 components listed below:		- \$ 65,000 (1983)
D16 Population, Ethnicity and Demography	- detailed data on age, sex, ethnicity, relationship to household head for all members of respondent households	- \$100,000 (1987)
D17 Migration and Mobility Patterns	- data on length of residence in city and at current address	- See Above
D18 Dwelling Unit Characteristics	- data on location, state of repair, tenure, structure type, size and shelter costs.	- See Above

Table 2 (cont.)  
Motor Sources of Data For Evaluation

DATA SOURCE	DESCRIPTION	COST
D19 Labour Force and Employment Characteristics	- data on current and past labour force activity, location of workplace, employment histories, occupation, previous occupations, length of time employed, job search behaviour, wage level, occupational skills.	- See above
D20 Socio-Economic Characteristics	- data on education level, incomes, sources of incomes	- See above
D21 Attitudes and Perceptions	- data on resident attitudes and perceptions concerning the core area, the C.A.A., specific C.A.A. programs & neighbourhoods.	- See above
D22 Public Program Utilization	- data participation in key housing, social service and income maintenance programs administered outside of C.A.A. - data on utilization of C.A.A. programs.	- See above
D23 Household Expenditure Patterns	- data on resident shopping and entertainment patterns & pattern of interaction with core area facilities.	- See above
<b>E. OTHER SURVEYS</b>		
D24 Housing Program Job Creation Survey	- data on volume and types of work created for core and non-core area residents through C.A.A. and complementary housing programs.	- \$ 8,000
D25 New Housing Unit Occupant Survey	- data on socio-economic, demographic and prior housing situations of new housing unit occupants.	- \$ 5,000
D26 Key Site Impact Surveys	- data on economic linkages and jobs created from key site development.	- \$ 40,000
<b>F. PROGRAM MONITORING DATA</b>		
D27 Program Data Systems	- custom designed data collection systems for key C.A.A. programs. - provide data on program operations.	- \$ 40,000



TABLE 3		
<u>Summary of Budget Requirements for Data Acquisition</u>		
<u>DATA SOURCE</u>	<u>COMPONENTS*</u>	<u>COST</u>
A. Statistics Canada Monographs	D1 - D4	none
B. Existing Program Information System Data	D5 - D9	none
C. Special Tabulations	D10 - D15	\$ 67,000
D. Household Surveys	D16 - D23	\$165,000
E. Other Surveys	D24 - D26	\$ 53,000
F. Program Monitoring Data	D27	\$ 40,000
	TOTAL	\$325,000

\* Components refer to indexing numbers employed in Table 2

## 5.2 ANALYSIS COMPONENTS

Tables 4 through 8 provide a comprehensive summary of the 21 analysis components of the evaluation plan introduced in Section IV. The tables identify the relationships and linkages which exist among the various evaluation questions, as well as the C.A.A. and complementary programs under investigation, data requirements, analysis activities and reports related to each question. The right most column of the table presents the estimated cost of conducting the various analysis components of the plan. This estimate, which assumes prevailing private market rates for socio-economic research (inflated by eight percent annually), does not include data acquisition expenses. The total budget requirements of the analysis components of the evaluation are estimated to be \$392,000.

Table 4

Summary of Proposed Evaluation Activities: Economic Growth and Development

Evaluation Question	Relationship to Programs	Proposed Evaluation Activities	Linkages to Other Evaluation Activities	Data Sources	Reports to be Generated	Anticipated Cost (excluding data)
Q1. What changes have occurred in the structure of the economic base of the core area vis-a-vis changes which have occurred at the city-wide, provincial, and national levels?	-Required to determine C.A.A. overall impacts and performance	-Baseline analysis -Macro monitoring -Macro impact analysis	Same data requirement to be shared with Q2.	D1, D2, D3, D5, D10, D11, D12, D13, D15	-Baseline Study -Mid Term Review -Final Report	\$56,000
Q2. What changes have occurred in the size and structure of the labour market of the core and non-core areas of Winnipeg, before and after the C.A.A.?	-Required to determine C.A.A. overall impacts and performance	-Baseline analysis -Macro impact analysis	Same data requirement to be shared with Q1.	D1, D2, D3, D4, D10, D19	-Baseline Study -Final Report	\$14,000
Q3. What have been the nature and magnitude of the economic impacts associated with public and private sector investment activities?	-Required to assess impacts of C.A. programs 6, 7, 9, 10 and DREE, IT&C and CEIC complementary programs	-Special case studies -Cost effectiveness analysis	Data collection and analysis to be conducted in conjunction with Q4.	D5, D26, D27	-Mid Term Review -Final Report	\$20,000
Q4. How many and what types of jobs have been created through public investments in key sites and C.A.A. housing programs and to what extent have core area residents been employed or trained by these activities?	-Required to assess impacts of C.A. programs 2, 4, 5, 6, 7, 9 and 10	-Program monitoring -Special case studies	Some data collection and analysis to be conducted in association with Q3.	D5, D24, D26, D27	-Mid Term Review -Final Report	\$34,000

Table 5

Summary of Proposed Evaluation Activities: Enhancement of Employment Opportunities and Support Services for Core Area Residents

Evaluation Question	Relationship to Programs	Proposed Evaluation Activities	Linkages to Other Evaluation Activities	Data Sources	Reports to be Generated	Anticipated Cos (excluding data)
Q5. What changes have occurred in the pattern of employment and labour force behaviour of core and non-core area residents, before and after the C.A.A.?	-Required to determine C.A.A. overall impacts and performance -Required to evaluate effectiveness of C.A. program 1	-Baseline analysis -Macro monitoring -Macro impact analysis	Output of baseline analysis critical to addressing Q6.	D4, D6, D10, D14, D16, D17, D19, D20	-Baseline Study -Mid Term Review -Final Report	\$30,000
Q6. To what extent have the job training, affirmative action and counselling/placement service components of the C.A.A. and complementary programs improved the labour force participation of the target/special needs groups and to what extent did these programs reach the target groups?	-Required to assess effectiveness of C.A. programs 1, 6.10, 6.11 and CEIC complementary program activities	-Program monitoring -Program assessments -Impact analysis -Cost effectiveness analysis	Evaluation dependent on target population data supplied by analysis of Q3.	D6, D10, D14, D16, D19, D20, D27	-Progress Reports -Mid Term Review -Final Report	\$31,000
Q7. To what extent do community facilities and services initiated by the C.A.A. increase client access to employment, social or cultural opportunities and to what extent do these facilities and services reach special need groups in the core area?	-Required to assess effectiveness and impacts of C.A. programs 4 and 5 and complementary programs of Secretary of State	-Program monitoring -Program assessments -Impact analysis -Case studies	Evaluation dependent on target population data supplied by analysis of Q3 and Q15.	D10, D16, D17, D19, D20, D22, D27	-Progress Reports -Mid Term Review -Final Report	\$28,000
Q8. To what extent do community facilities and services initiated under the C.A.A. fill gaps in the current system of access services to core area special need groups?	-Required to evaluate need for C.A.A. service and facilities provided under programs 4 and 5	-Program monitoring -Program assessment	Evaluation dependent on target population data supplied by analysis of Q3 and Q15.	D27 Manual of Social Services (SPC)	-Progress Reports -Mid Term Review	\$ 8,000

Table 6

## Summary of Proposed Evaluation Activities: Housing and Neighbourhood Improvements

Evaluation Question	Relationship to Programs	Proposed Evaluation Activities	Linkages to Other Evaluation Activities	Data Sources	Reports to be Generated	Anticipated Cost (excluding data)
Q9. What changes have occurred to the composition of and investment in the core and non-core area housing stock before and after the C.A.A.?	-Required to assess stimulative effects of C.A.A. and complementary housing programs	-Baseline analysis -Macro monitoring -Impact analysis	Baseline and monitoring outputs required in analysis of Q11.	D1, D7, D8, D9, D10, D13, D18	-Baseline Study -Mid Term Review -Final Report	\$17,500
Q10. What changes have occurred in the state of repair and affordability of the core and non-core area housing stock before and after the C.A.A.?	-Required to assess overall performance of C.A.A.	-Baseline analysis -Impact analysis	Output of analysis required to support analysis of Q11.	D10, D16, D18, D20, D21, D23	-Baseline Study -Final Report	\$18,500
Q11. What impact have C.A.A. and complementary housing programs had on the state of repair of the housing stock, and the affordability and tenure status of those sub-groups who most experience housing adequacy and affordability problems?	-Required to assess impacts and effectiveness of C.A.A. and complementary housing programs	-Program monitoring -Program assessments -Impact analysis	Requires target group analysis to be supplied through analysis of Q9 and Q10.	D7, D8, D10, D16, D18, D20, D27	-Progress Report -Mid Term Review -Final Report	\$14,000
Q12. What impacts have housing rehabilitation and infill programs had on residents' perceptions of their neighbourhood and patterns of residential mobility?	-Required to assess role of C.A.A. and complementary housing programs in promoting neighbourhood stability and retarding population losses	-Impact analysis	Analysis could be conducted in conjunction with Q11 and Q13.	D7, D8, D16, D17, D18, D20, D21, D25, D27	-Final Report	\$ 4,000
Q13. What changes in the socio-economic and demographic composition of the core area have occurred as a result of the infill housing, Logan rehousing and North Portage residential developments?	-Required to assess impacts of C.A.A. and complementary housing programs	-Impact analysis	Requires baseline data to be supplied from analysis of Q14.	D25, D27	-Final Report	\$ 5,000

Table 7

## Summary of Proposed Evaluation Activities: Socio-demographic and Attitude Changes

Evaluation Question	Relationship to Programs	Proposed Evaluation Activities	Linkages to Other Evaluation Activities	Data Sources	Reports to be Generated	Anticipated Cost (excluding data)
Q14. What changes have occurred in the size and socio-economic and demographic composition of the core and non-core area populations during the 1971-86 period?	-Required to assess overall impact of C.A.A.	-Baseline analysis -Impact analysis	Output of analysis critical to analysis of Q6, Q7, Q11, Q13 and Q16.	D10, D16, D17, D19, D20	-Baseline Study -Final Report	\$20,000
Q15. What changes occur in the core and non-core area residents' perceptions of the core area and the C.A.A. and what is (are) the basis(es) of those perceptions?	-Required to assess overall performance and impact of C.A.A.	-Baseline analysis -Impact analysis	Analysis to be conducted in association with Q16.	D16, D17, D21, D23	-Baseline Study -Final Report	\$10,000
Q16. What is the unique and net effect of migration and residential mobility on the size and composition of the core and non-core area populations during the life of the C.A.A. and what features of the core area influence mobility patterns?	-Required to assess overall impact of C.A.A.	-Impact analysis	Required baseline data to be supplied from Q14.	D10, D16, D17, D19, D20, D21	-Final Report	\$12,000
Q17. What effect has implementation of the core area agreement had on related public sector program utilization by core area residents?	-Required to assess overall impact of C.A.A.	-Baseline analysis -Macro monitoring -Impact analysis	Analysis requires output from analysis of Q6, Q7, Q8.	D , D22, D27	-Final Report	\$ 6,000

Table 8

## Summary of Proposed Evaluation Activities: Implementation Issues

Evaluation Question	Relationship to Programs	Proposed Evaluation Activities	Linkages to Other Evaluation Activities	Data Sources	Reports to be Generated	Anticipated Cost (excluding data)
Q18. What changes in public policy and programs occur during the life of the C.A.A. and how are the changes likely to affect the implementation and outcomes of the C.A.A.?	-Required to establish context in which C.A.A. programs are delivered -information needed as control data for purpose of estimating program and overall C.A.A. impacts	-Macro monitoring -Program monitoring	Provide background and context information required in most impact analyses.	-press releases -program descriptions -interviews with government officials	-none	\$10,000
Q19. To what extent does the implementation model of the C.A.A. maximize coordination of system elements and maintain organizational productivity (i.e. the goals of the C.A.A.)?	-Required to determine effectiveness of C.A.A. management structure and process in coordinating and delivering the agreement	-Program monitoring -Program assessment	Information required as context data for all program specific evaluations.	-D27 -interviews -management board minutes	-Mid Term Review -Final Report	\$18,000
Q20. What are the relative advantages and disadvantages of the C.A.A.'s intergovernmental arrangements for program planning and implementation, as compared with other governmental arrangements for intervention into core area problems?	-Required to establish merits of the C.A.A. model versus models of intergovernmental delivery	-Program monitoring	Requires information to be supplied by analysis of Q19.	-D27 -interviews -management board minutes -analysis of existing studies	-Final Report	\$ 8,000
Q21. To what extent are citizens and consumers satisfied with citizen participation activities of the C.A.A. and what impacts do citizen participation activities have on program implementation?	-Required to determine effects of citizen participation on resident satisfaction and program implementation	-Program monitoring -Program assessment -Impact analyses	Information required to support analysis of Q19 and Q20.	-interviews with program managers and citizen interest groups -D22	-Mid Term Review -Final Report	\$28,000

### 5.3 PROGRAM-SPECIFIC COMPONENTS

The micro- or program-specific elements of the analysis are summarized in Table 9. The table reveals for each program (and related complementary programs) the range and focus of evaluation activities proposed, the program's relationship to the evaluation questions, sources of data required and reporting formats.

The existence of similarities (and dependencies) among certain research questions with respect to substance and/or data requirements, implies that several elements of the evaluation can be grouped or packaged. The plan's design team recommends that the 21 analysis elements be condensed into 11 packages for the purpose of performing the work. These packages and the related research questions are identified in Table 10.

### 5.4 WORKFLOW OF THE PLAN

The Plan's workflow must be structured around the reporting time-frames for the mid-term review and final report. The mid-term review is intended to provide C.A.A. management with in-depth assessments of how individual programs are functioning. Since such assessments cannot be undertaken until programs have been operational for 12 to 18 months, we have tentatively scheduled analyses supporting the mid-term review to be conducted in the first and second quarters of 1984 and the report to be forwarded to management in the fourth quarter of 1984. Impact analyses, which form the key components of the final report are to be conducted during and immediately following the final phase of program delivery. Such studies will require six to nine months to complete and are scheduled to be submitted to management in the third or fourth quarter of 1987.

TABLE 9  
Summary of Proposed Program Specific Evaluation Activities

PROGRAM(S)	BASELINE ANALYSIS	PROGRAM MONITORING	PROGRAM ASSESSMENT	IMPACT ANALYSIS	DATA SOURCES	REPORTS GENERATED
Program 1: Employment and Affirmative Action and C.E.I.C. complementary programs (See Evaluation Questions 5 and 6)	<ul style="list-style-type: none"> <li>- Labour force characteristics of core and non-core area populations</li> <li>- Estimation of employment special need group populations</li> </ul>	<ul style="list-style-type: none"> <li>- personal data on program applicants and participants</li> <li>- C.E.I.C. Master Registration Form Data</li> <li>- C.E.I.C. &amp; Program I Summary reports on program activities</li> <li>- follow-up data on clients completing programs</li> </ul>	<ul style="list-style-type: none"> <li>- target efficiency of program</li> <li>- program completion rates</li> <li>- program participation rates</li> <li>- program effectiveness in placing clients in permanent employment</li> </ul>	<ul style="list-style-type: none"> <li>- number of permanent jobs obtained by special need residents by type job and program</li> <li>- comparative cost-effectiveness of programs</li> </ul>	<ul style="list-style-type: none"> <li>- D4, D6, D10, D14, D16, D17, D19, D20, D27</li> </ul>	<ul style="list-style-type: none"> <li>- baseline study</li> <li>- annual progress reports</li> <li>- mid-term review</li> <li>- final report</li> </ul>
Programs 2 & 3: Housing and Community Improvement Areas and Complementary M.H.R.C. and C.M.H.C. programs (See Evaluation Questions 4, 10, 11, 12, 13 and 15)	<ul style="list-style-type: none"> <li>- estimation of housing special need group populations</li> <li>- analysis of stock composition and patterns of investment</li> </ul>	<ul style="list-style-type: none"> <li>- characteristics of program applicants and their housing units</li> <li>- documentation of services provided</li> <li>- C.H.R.P., H.O.A.P. data files of C.M.H.C</li> </ul>	<ul style="list-style-type: none"> <li>- program participation rates</li> <li>- program effectiveness in reaching target populations</li> <li>- activities under Program 3</li> </ul>	<ul style="list-style-type: none"> <li>- stimulate investment impacts</li> <li>- job creation/training impacts</li> <li>- impacts on resident attitudes</li> <li>- impacts in demography and mobility patterns</li> </ul>	<ul style="list-style-type: none"> <li>- D7, D8, D10, D16, D17, D18, D20, D21, D25, D27</li> </ul>	<ul style="list-style-type: none"> <li>- baseline study</li> <li>- annual progress reports</li> <li>- mid-term review</li> <li>- final report</li> </ul>
Programs 4 & 5: Community Facilities and Community Services (See Evaluation Questions 4, 7 and 8)	<ul style="list-style-type: none"> <li>- none proposed</li> </ul>	<ul style="list-style-type: none"> <li>- program application forms</li> <li>- personal data on service program applicants and clients</li> <li>- facility provision data</li> <li>- follow-up data on program clients</li> </ul>	<ul style="list-style-type: none"> <li>- program effectiveness in reaching special need clients</li> <li>- budget allocations to various types of services and facilities</li> </ul>	<ul style="list-style-type: none"> <li>- program impacts with respect to increasing client access to labour market</li> </ul>	<ul style="list-style-type: none"> <li>- D10, D16, D19, D20, D22, D27</li> </ul>	<ul style="list-style-type: none"> <li>- annual progress reports</li> <li>- mid-term review</li> <li>- final report</li> </ul>



TABLE 9 (continued)  
 Summary of Proposed Program Specific Evaluation Activities

PROGRAM(S)	BASELINE ANALYSIS	PROGRAM MONITORING	PROGRAM ASSESSMENT	IMPACT ANALYSIS	DATA SOURCES	REPORTS GENERATED
Program 6: Logan Industrial Development and Complementary D.R.E.E., I.T. & C. and C.E.I.C. Programs (See Evaluation Questions 3 and 4)	- None proposed	- site preparation and relocation activities - location and affirmative action incentives take up - industrial investment activity - R.D.I.P. data files - C.E.I.C. summary reports	- effectiveness of location and affirmative action incentives - industrial investment and job criteria by type of firm	- direct investment and job creation impacts - affirmative action achievements - industrial training impacts - secondary or linkage effects	- D5, D24, D26, D27	- annual progress reports - mid-term review - final report
Program 7: North of Portage Redevelopment (See Evaluation Questions 3, 4, 13, 15 and 18)	- historical investment trends in C.B.D. - retail sales performance in C.B.D. - core and non-core area attitudes toward downtown	- description of activities under program - private investment activity under program	- effectiveness of redevelopment incentives - effectiveness of proposed delivery mechanism (i.e. Development Corporation)	- secondary investment impacts - job creation impacts - attitudinal impacts - retail sales performance impacts	- D5, D21, D24, D26, D27	- annual progress reports - mid-term review - final report
Program 8: C.N. East Yards	- none proposed	- description of activities under program	- none proposed	- none proposed	- D27	- annual progress reports - final report

TABLE 9 (continued)  
 Summary of Proposed Program Specific Evaluation Activities

PROGRAM(S)	BASELINE ANALYSIS	PROGRAM MONITORING	PROGRAM ASSESSMENT	IMPACT ANALYSIS	DATA SOURCES	REPORTS GENERATED
Program 9: Historic Winnipeg Restoration (See Evaluation Questions 3, 4 and 15)	<ul style="list-style-type: none"> <li>- Investment patterns in area</li> <li>- core and non-core area attitudes toward area</li> </ul>	<ul style="list-style-type: none"> <li>- private sector take up of restoration incentives</li> <li>- accommodation program take up</li> <li>- publicly sponsored restoration activities</li> </ul>	<ul style="list-style-type: none"> <li>- effectiveness of private restoration incentives</li> <li>- marketability of restored structures</li> <li>- effectiveness of accommodations programs</li> <li>- attitudes of heritage organizations</li> </ul>	<ul style="list-style-type: none"> <li>- stimulative retail and commercial investment impacts</li> <li>- job creation/training impacts</li> <li>- attitudinal impacts</li> </ul>	<ul style="list-style-type: none"> <li>- D6, D13, D14, D21, D26, D27</li> </ul>	<ul style="list-style-type: none"> <li>- annual progress reports</li> <li>- mid-term review</li> <li>- final report:</li> </ul>
Program 10: Neighbourhood Main Streets (See Evaluation Questions 3, 4, 15 and 18)	<ul style="list-style-type: none"> <li>- none proposed</li> </ul>	<ul style="list-style-type: none"> <li>- description of activities under program</li> <li>- private investment patterns</li> </ul>	<ul style="list-style-type: none"> <li>- effectiveness of leverage components of program</li> <li>- effectiveness of Community Development Corporations as delivery mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>- retail and commercial investment impacts</li> <li>- job creation impacts</li> <li>- attitudinal impacts</li> </ul>	<ul style="list-style-type: none"> <li>- D6, D13, D14, D21, D26, D27</li> </ul>	<ul style="list-style-type: none"> <li>- annual progress reports</li> <li>- mid-term review</li> <li>- final report</li> </ul>
Programs 11 and 12: Management and Public Information (See Evaluation Questions Q15, Q19 and Q21)	<ul style="list-style-type: none"> <li>- none proposed</li> </ul>	<ul style="list-style-type: none"> <li>- description of activities under programs</li> <li>- C.A.I. office files</li> </ul>	<ul style="list-style-type: none"> <li>- effectiveness of C.A.A. management model</li> <li>- extent &amp; type of community participation</li> </ul>	<ul style="list-style-type: none"> <li>- comparative advantages &amp; disadvantages of C.A.A. model</li> <li>- effects of community participation</li> </ul>	<ul style="list-style-type: none"> <li>- D 27</li> <li>- interviews</li> </ul>	<ul style="list-style-type: none"> <li>- annual progress reports</li> <li>- mid-term review</li> <li>- final report</li> </ul>

Table 10  
Summary of Analysis Packages and Budget Requirements

<u>EVALUATION THEME AND TOPIC</u>	<u>COST*</u>	
<b>A. Economic Growth and Development</b>		
1. Macro Economic and Labour Market Structure (Questions 1 and 2)	\$ 70,000	
2. Economic and Job Creation Impacts (Questions 3 and 4)	<u>\$ 54,000</u>	
Sub-Total	\$124,000	\$124,000
<b>B. Enhancement of Employment Opportunities and Support Services for Core Area Residents</b>		
3. Employment and Labour Force Activity Patterns (Question 5)	\$ 30,000	
4. Employment Program Impacts (Question 6)	\$ 31,000	
5. Community Services and Facilities Impacts (Questions 7 and 8)	<u>\$ 36,000</u>	
Sub-Total	\$ 97,000	\$ 97,000
<b>C. Housing and Neighbourhood Improvements</b>		
6. Housing Stock Composition, Investment and Consumption Patterns (Questions 9 and 10)	\$ 36,000	
7. Housing Program Impacts (Questions 11, 12 and 13)	<u>\$ 23,000</u>	
Sub-Total	\$ 59,000	\$ 59,000
<b>D. Socio-Demographic and Attitude Changes</b>		
8. Impacts of the C.A.A. on Socio-Demographic Structure and Attitudes (Questions 14, 15, 16 and 17)	<u>\$ 48,000</u>	
Sub-Total	\$ 48,000	\$ 48,000
<b>E. Implementation Issues</b>		
9. Policy and Program Environment (Question 18)	\$ 10,000	
10. Management Structure and Process (Questions 19 and 20)	\$ 26,000	
11. Citizen Participation in the C.A.A. (Question 21)	<u>\$ 28,000</u>	
Sub-Total	\$ 64,000	\$ 64,000
<b>GRAND TOTAL</b>		<b>\$392,000</b> =====

\* Costs pertain only to analysis components of the plan.

Assuming these reporting time-frames, the scheduling of activities associated with the plan's proposed analysis packages (and the cash flow implications) is illustrated in Figure 1. For discussion purposes the workflow can be disaggregated into five sequential but overlapping phases.

These include:

1. interaction with evaluators and program managers to explain the evaluation plan and to develop design criteria for program monitoring systems and program-specific evaluation activities.
2. conducting baseline analyses which are needed to support program assessments.
3. conducting all program assessment evaluation activities required for the mid-term review report.
4. conducting additional baseline analyses required to support macro-impact analyses, and
5. conducting program-specific and macro-impact analyses.

In order that data are available to support the evaluation, data acquisition activities must be carried out according to the time-frames set forth in Figure 2. The cash flow implications of this scheduling are also outlined in the diagram.

## 5.5 SUMMARY OF THE PLAN'S BUDGET REQUIREMENTS

The preceding discussion has attempted to summarize the various analysis and data collection components of the evaluation plan. The anticipated costs of carrying out all of the proposed evaluation activities is summarized in Table 11.

Figure 1

Timing and Cash Flow: Analysis Activities

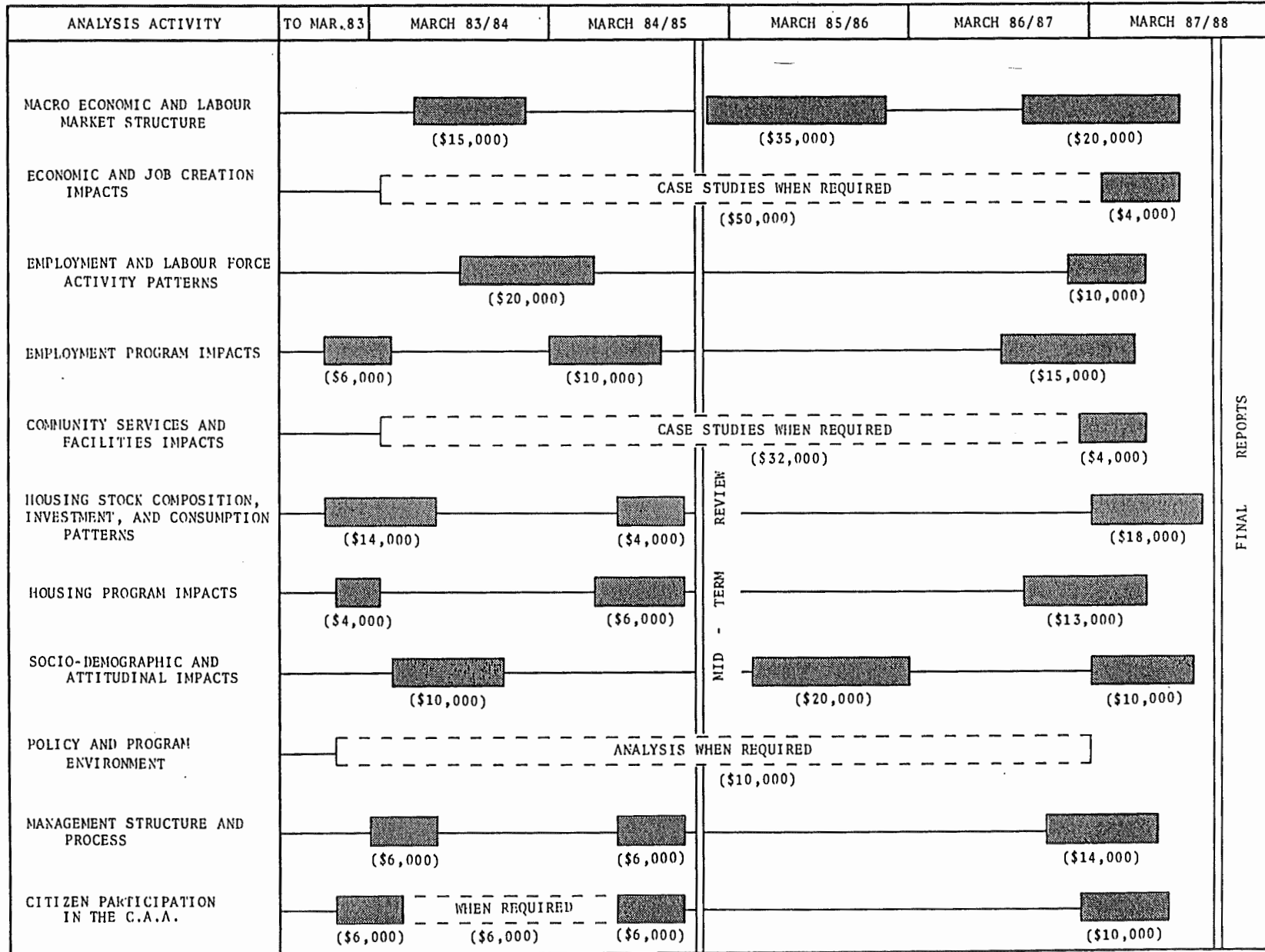


Figure 2

Timing and Cash Flow: Data Collection Activities

DATA COLLECTION ACTIVITY	TO MAR. 83	MARCH 83/84	MARCH 84/85	MARCH 85/86	MARCH 86/87	MARCH 87/88
MACRO AND PROGRAM MONITORING SYSTEMS	[Solid bar spanning TO MAR. 83, MARCH 83/84, and MARCH 84/85]			[Dashed bar with '???' spanning MARCH 85/86, MARCH 86/87, and MARCH 87/88]		
			(\$40,000)			
BUILDING PERMITS.		[Solid bar]	[Solid bar]		[Solid bar]	
		(\$20,000)	(\$3,500)		(\$3,500)	
SPECIAL TABULATIONS		[Solid bar]	[Solid bar]	REVIEW	[Solid bar]	
		(\$18,000)	(\$1,000)		(\$1,000)	
HOUSEHOLD SURVEYS		[Solid bar]		TERM		[Solid bar]
		(\$65,000)				(\$100,000)
NEW HOUSING UNIT OCCUPANT SURVEY				MID	[Solid bar]	
					(\$5,000)	
MASTER REGISTRATION FORM SAMPLES			[Solid bar]		[Solid bar]	
			(\$10,000)		(\$10,000)	
ECONOMIC AND JOB CREATION IMPACT SURVEYS		[Dashed bar with 'DATA COLLECTION WHEN REQUIRED' spanning MARCH 83/84, MARCH 84/85, and MARCH 85/86]			[Dashed bar with 'DATA COLLECTION WHEN REQUIRED' spanning MARCH 86/87 and MARCH 87/88]	
						(\$48,000)

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TABLE 11  
Summary of the Plan's Budget Requirements

<u>Component</u>	<u>Cost</u>
Analyses	\$392,000
Data Acquisition	\$325,000
Implementation*	\$250,000
TOTAL	<u>\$967,000</u>

\* Include professional fees of evaluation manager and cost incurred in designing the evaluation plan.

Funds currently committed to the Evaluation Program total \$700,000 implying that a shortfall of \$267,000 exists between the plan's budget requirements and presently authorized funds. Issues related to implementation of the proposed plan, in particular for coping with the forecast budget shortfall, are discussed in the following section.

## SECTION VI: ISSUES CONCERNING PLAN IMPLEMENTATION

### 6.0 INTRODUCTION

Two main issues surround the implementation of the evaluation plan. The first relates to proposals for carrying out the activities developed in the plan within the program budget allowed for in the Agreement. A second issue deals with the role of the Evaluation Manager.

### 6.1 BUDGETARY STRATEGIES

The following discussion proceeds from the evaluation plan developed in the previous sections and attempts to recast its implementation within the program budget allocated under the Agreement. The proposals which follow are put forth as strategies since each requires further negotiation by the Evaluation Sub-Committee and Evaluation Manager during the implementation of the plan. Generally, the approach is to review various analysis and data gathering components of the evaluation plan and suggest possible avenues to follow for meeting their costs, other than through direct expenditure under the Program 13 budget. The objective is to identify potential cost-savings to the evaluation program of approximately \$270,000, such that the total costs of delivering the program do not exceed \$700,000, (i.e. the amount of the project authorization for Program 13).

Three strategies are proposed for maintaining all components of the proposed plan within the budget allocation:

- \* internalization of analysis packages,
- \* alternative funding of data collection activities, and
- \* shared evaluation costs with other program budgets.



### Internalization of Analysis Packages

If one reviews the proposed evaluation activities with respect to timing and sequencing (see Section V) it is possible to identify several analysis components which are not dependent upon any particular time-frame for completion (save for the final report) or not required to be completed for contribution as inputs into other evaluation activities. At the same time, there are periods within the time-frame of the plan where demands upon the Evaluation Manager for delivering feedback to various management components of the Agreement are not great. This creates the possibility of analysis being carried out by the Evaluation Manager. Table 12 identifies five analysis packages which are not "time sensitive" and which could be performed by a manager with reasonably developed research skills. The potential cost savings associated with internalizing these analysis packages appears in the table.

It should be noted that internalization of analysis activities creates the need for some research assistance and administrative support to the Evaluation Manager. These costs, however, are likely to be minor in comparison with the projected costs of contracting out the work.

### Alternative Funding for Data Collection Activities

Potential for significant cost-savings also exists with respect to several data collection activities proposed in the plan. These savings which are identified in Table 13 could be realized by accessing various temporary employment or training programs through C.E.I.C. to offset labour costs associated with constructing the data files. This strategy, if successful, could not only result in cost-savings to the evaluation program but also support the affirmative action intent of the C.A.A. by creating work or training opportunities for special need core area residents.

TABLE 12	
<u>Analysis Packages with Potential for Internalization</u>	
ANALYSIS PACKAGE	POTENTIAL SAVINGS
1. Macro-Economic and Labour Market Structure (Evaluation Questions 1 and 2)	\$ 70,000
3. Employment and Labour Force Activity Patterns (Evaluation Question 5)	\$ 30,000
6. Housing Stock Composition, Investment and Consumption Patterns (Evaluation Questions 9 and 10)	\$ 36,000
8. Impacts of the C.A.A. on Socio-demographic Structure and Attitudes (Evaluation Questions 14 to 17)	\$ 48,000
9. Policy and Program Environment (Evaluation Question 18)	\$ 10,000
	<hr/>
TOTAL	\$194,000
	<hr/> <hr/>

TABLE 13 <u>Potential Cost-savings Associated With Data Collection Activities</u>	
DATA COLLECTION ACTIVITY	POTENTIAL SAVINGS
1. City of Winnipeg Building/Demolition Permit Files	\$ 25,000
2. Pre/Post Household Surveys	\$ 65,000
3. C.E.I.C. Master Registration Form Sample Surveys	\$ 18,000
	<hr/>
	TOTAL \$108,000
	<hr/> <hr/>

Shared Evaluation Costs With Other Program Budgets

Several of the program-specific activities proposed in the plan could be cost-shared or substantially underwritten by the program budget(s) in question. There is merit, for example, in having a central data system in the Core Area Initiative Office whereby information pertinent to both management control activities and evaluation could be routinely gathered, stored, and retrieved on short notice. The costs of such a system could be shared with Program 11.

For certain programs, evaluation activities could be made specific enough to contribute to the on-going planning and implementation requirements of the programs. Programs 1, 4, 5, 6, 7, 9 and 10 in particular, could benefit in this fashion and the managers of these programs could be approached with proposals to cost-share certain components of their evaluation requirements. Table 14 provides a summary of the possible savings to the evaluation program budget through the cost-sharing strategies proposed above.

TABLE 14	
<u>Potential Savings Through Cost-sharing Program-Specific Evaluation Activities</u>	
ACTIVITY/PROGRAM	POTENTIAL SAVINGS
1. Data Management System (with Program 11)	\$ 10,000
2. Analysis Package 5* (with Programs 4 and 5)	\$ 36,000
3. Analysis Package 4* (with Program 1)	\$ 31,000
4. Analysis Package 2* and Associated Data Collection Activities (with Programs 6, 7, 9 and 10)	\$ 90,000
	<hr/>
	TOTAL \$167,000
	<hr/> <hr/>
* See Table 10 for description of Analysis Packages	

The strategies outlined above could result in up to \$469,000 in cost-savings to the evaluation program, thus creating the possibility of carrying out all of the plan's proposed evaluation activities within the program's budget constraint. It must be re-emphasized, however, that with the exception of savings which accrue through the internalization of analysis, these savings are contingent upon the outcome of negotiations with several individuals and agencies. In light of the uncertainty which surrounds this process, there is a need to prioritize the proposed evaluation activities should it become necessary to pare back the proposed evaluation for budgetary reasons.

## 6.2 PRIORIZATION OF EVALUATION ACTIVITIES

To this point in our discussion we have suggested several possibilities for meeting the plan's budgetary requirements without sacrificing the integrity or comprehensiveness of the evaluation. **It is the opinion of the design team that the removal of any of the proposed activities will result in a loss of comprehensiveness.**

No evaluation can be expected unless the means of gaining access to pertinent data, including the planned surveys and program monitoring systems, are safeguarded. Recognizing this, the issue becomes one of identifying those analyses components of the plan which could be altered or removed without seriously detracting from the overall evaluation effort.

The design team has reviewed each of the proposed analysis components with respect to their importance to the overall evaluation program. This prioritization of activities, which is summarized in Table 15, is based largely on an assessment of the potential contribution of individual C.A.A. programs to the achievement of the broad objectives of the C.A.A. The evaluation questions assigned a high priority are those which pertain to the direct, intended impacts of the Agreement (Items 1-6, 9-11). Questions which focus on either the secondary impacts of the C.A.A. (Items 12-15) or which pertain to programs which are supportive of the main goals of the Agreement (Items 7, 8, 19 and 20) are assigned medium priority. Evaluation Questions 16 and 18 have also been assigned a medium priority because they are needed to account for changes which occur to the macro-environment of the core area. Questions 17 and 21 have been accorded a lower priority because they either are difficult to assess or are of low policy relevance in comparison to other evaluation issues.

TABLE 15  
Priorization of the Proposed Analysis Components of the Plan

ANALYSIS COMPONENTS	PRIORIZATION	RATIONALE	C.A.A. PROGRAMS INVOLVED	BUDGET ESTIMATE
Evaluation Questions: 1 - 6, 9-11	High	Analyses seek to capture the key intended, direct effects of the C.A.A. and assess the effectiveness of those programs which are expected to generate those effects	1, 2, 6, 7, 9 and 10	\$235,000
Evaluation Questions: 12 - 15	Medium	Analyses seek to capture the key secondary and indirect effects of the C.A.A.	2, 6 and 7	\$ 39,000
Evaluation Questions: 7, 8	Medium	Analyses relate to programs which contribute in supportive fashion to C.A.A. goals	3, 4 and 5	\$ 36,000
Evaluation Questions: 16, 18	Medium	Analyses seek to capture information essential to explaining changes in the macro-environment of the core area	none directly	\$ 22,000
Evaluation Questions: 19, 20	Medium	Analyses seek to document the difficulties encountered in implementing the C.A.A. and explain the level of implementation in the light of those difficulties	1 and 12	\$ 26,000
Evaluation Question: 17	Low	Issue is difficult to assess well and may be of marginal value in interpreting the success of the C.A.A.	none directly	\$ 6,000
Evaluation Question: 21	Low	Analysis seeks to document the level, nature and impact of citizen participation in the C.A.A. not an explicit goal of the C.A.A.	11 and 12	\$ 28,000

### 6.3 THE ROLE OF THE EVALUATION MANAGER

The Evaluation Manager is essentially responsible for providing support and continuity to the Evaluation Sub-Committee as outlined in the project authorization for Program 13. Once the evaluation plan has been ratified, three tasks require the immediate attention of the manager. These include:

- \* negotiation with the appropriate parties regarding cost-saving strategies required to carry out the evaluation plan within budget;
- \* consultation with program managers regarding the evaluation program's objectives and the specific data requirements of the evaluation program (a requirement in each Program Authorization);
- \* the design of program data collection forms in support of program monitoring systems.

In addition to these initial activities, the manager should play the central role in day-to-day implementation of the evaluation program and in ensuring that the objectives and requirements of Program 13 are met during the course of the Core Area Agreement. Specific duties in this regard may include:

- \* the design of terms of reference concerning all evaluation work to be conducted through contracts under Program 13;
- \* administration and management of all contracted evaluation research;
- \* liaison with the Core Area Initiative Manager and his office regarding coordination and implementation of the Evaluation Program;
- \* the development and maintenance of a central information system for monitoring the performance of programs under the Agreement;

- \* design and implementation of in-house evaluation activities as required;
- \* preparation of periodic progress reporting packages for management, and the mid-term review and final report;
- \* maintaining communications concerning evaluation activities among program managers, the Evaluation Sub-Committee, the Core Area Initiative Office and consultants; and
- \* performing duties as secretary to the Evaluation Sub-Committee.

Although a central figure in the delivery of the program, the Evaluation Manager does not bear the total responsibility for evaluation of the Agreement. This responsibility is shared with all programs under the Agreement and requires the on-going support of the Policy Committee, Management Board, and the Evaluation Sub-Committee of the Management Board. In particular, it is paramount that the Evaluation Manager maintain good functional relationships with other program managers throughout the life of the Agreement. The quality of these relationships will be instrumental to the success of the evaluation.



## SECTION VII: SUMMARY AND RECOMMENDATIONS

### 7.0 INTRODUCTION

The report has outlined in considerable detail a plan for evaluating the Winnipeg Core Area Agreement. Evaluation concepts, themes and costs have been described in relation to the overall Agreement, and the individual programs contained in the Agreement. This concluding section of the report provides a brief summary of the development of the plan and presents the report's recommendations.

### 7.1 A SUMMARY OF THE DEVELOPMENT OF THE PLAN

The evaluation program is based on the legal requirement of the tri-partite Core Area Agreement that Management Board ensure that an evaluation of the thirteen cost-shared programs be carried out and that information required for this process be provided by all parties to the Agreement. The process of defining the scope and emphasis of the evaluation program has involved an appraisal of the objectives of the C.A.A. and its constituent program elements and consultation with a number of individuals involved in the planning and implementation of the Agreement.

The primary objectives of the C.A.A. include:

- \* the expansion of employment opportunities for core area residents,
- \* the encouragement of industrial, commercial, residential and social developments in the core area, and
- \* the promotion of resident participation in core area development opportunities.

In reviewing the various programs with respect to the above objectives, it became apparent that the C.A.A.'s goals cut across several programs. Recognizing this, the plan design

## 7.2 RECOMMENDATIONS

On the basis of the discussion and analysis contained in the report, the design team recommends that:

1. program monitoring/data collection systems be established for each program under the Core Area Agreement in compliance with the requirements of the Evaluation Program and that the costs of maintaining these systems be borne by the individual programs;
2. the time-frame for evaluation of the Agreement be extended, such that the mid-term review be submitted to Management Board in the fourth quarter of 1984 and the final report be submitted in the third or fourth quarter of 1987;
3. evaluation activities conducted under the program be organized according to the proposed themes rather than on a program-by-program basis;
4. negotiations be initiated by the Evaluation Subcommittee and the Evaluation Manager with program managers and government departments in an attempt to effect the cost-saving measures identified in the report;
5. a plan be developed to internalize as much of the evaluation program as possible under the direct administration of the Evaluation Manager, provided that this internalization is consistent with the workflow of the manager and the requirements of the overall evaluation program;
6. should cost-saving strategies prove unsuccessful, the budget for the evaluation program be increased to cover the anticipated budget shortfall;
7. if funds required to implement the entire evaluation program do not become available, the priorities indicated in Table 15 govern program cut-backs;

*i.e.  
amendment  
to CAA*

*rewording*

8. in the event that the evaluation program must be reduced, this reduction not affect the data collection activities recommended in the report; } *rewording?*
9. formative and program-specific evaluation activities take precedence over summative evaluation activities if cut-backs are required; and } *omit*
10. a centralized program monitoring and data maintenance function be implemented by the Evaluation Manager to support the annual progress reporting requirements and analysis components of the evaluation program.

APPENDIX A

ABBREVIATIONS USED IN THE REPORT

- C.A.A. - Core Area Agreement (also 'Agreement')
- C.C.D.O. - Canadian Classification and Dictionary of Occupation
- C.C.D.P. - Canada, Community Development Program (C.E.I.C.)
- C.C.S.P. - Canada, Community Services Program (C.E.I.C.)
- C.E.I.C. - Canada Employment and Immigration Commission
- C.H.R.P. - Critical Home Repair Program (M.H.R.C.)
- C.M.H.C. - Canada Mortgage & Housing Corporation
- D.R.E.E. - Department of Regional Economic Expansion (Federal)
- H.O.A.P. - Home Ownership Assistance Plan
- I.T.&C. - Department of Industry, Trade & Commerce (Federal)
- I.U.S. - Institute of Urban Studies, University of Winnipeg
- L.E.A.P. - Local Employment Assistance Program (C.E.I.C.)
- M.H.R.C. - Manitoba Housing & Renewal Corporation
- N.I.P. - Neighbourhood Improvement Program
- R.D.I.P. - Regional Development Incentives Program (D.R.E.E.)
- R.R.A.P. - Residential Rehabilitation Program
- S.A.F.E.R.. - Shelter Allowances for Elderly Renters (M.H.R.C.)
- S.A.F.F.R. - Shelter Allowances for Family Renters (M.H.R.C.)