

Neighbourhoods Alive!



Community Outcomes Final Report

Prepared by:



November 2005

Neighbourhoods Alive! Community Outcomes Evaluation Report

Authorship:

Principal Investigator: Jino Distasio, PhD

IUS Research Associate: Michael Dudley

IUS Research Associate: Molly Johnson

IUS Research Assistant: Kurt Sargent

In Association with:

Brett Ferguson, Vice President and Manager, Stevenson Advisors Ltd

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Executive Summary

The findings in this report are derived from an extensive consultation process that included hosting over 100 community residents at five forums, collecting and analyzing in excess of 130 community surveys, conducting 40 key informant interviews and reviewing and documenting an extensive array of literature. The synthesis of these data was clear in that the Neighbourhoods Alive! strategy has allowed the Neighbourhood Renewal Corporations (NRCs) to deliver and direct the necessary programs and supports that have resulted in positive neighbourhood change across many sectors. For their part, the work of the NRCs has been positively received by area residents and stakeholders who clearly recognized the tremendous contribution the NRCs have made towards improving and stabilizing the neighbourhoods.

The following evaluation of the Neighbourhoods Alive! strategy (referred to below as NA!) was undertaken in 2005. *Neighbourhood outcomes*—or present conditions in NA! neighbourhoods as expressed in both quantitative and qualitative terms—are discussed where possible in relation to baseline data spanning 2001-2004, as well as a process evaluation of the *community-led model (CLM)* as represented by the partnership between the Neighbourhood Renewal Corporations (NRCs) and Neighbourhoods Alive! with the NRCs being the instrument for bringing the community together and NA! providing the tools to support a community-led approach to neighbourhood revitalization in Winnipeg, Brandon and Thompson. Conclusions are drawn as to the strengths and weaknesses of the model and recommendations are provided. Guidelines for the replication of the evaluation are contained within Appendix 3.

This evaluation essentially asked: How effective has the CLM been in enabling the NRCs to meet locally determined objectives and contribute to positive neighbourhood change? And, how effective has the community-led model been in enabling NA! to support the efforts of NRCs and contribute to positive neighbourhood

change? The consultants' hypothesis was that "The community-led model has enabled NA!, the NRCs, and the communities with which they work, to contribute positively to neighbourhood change."

Between December 2004 and September 2005, Institute of Urban Studies (IUS) staff engaged in a consultative process that included collaboration with NA! and NRC staff in terms of establishing applicable indicators, conducting interviews, holding community forums and distributing community surveys. At the neighbourhood level, there is widespread recognition of numerous examples of positive change that have taken place over the past five years, some of which are directly the result of NA!-supplied funding and the work of the NRCs. In fact, residents in the five NRCs provided 150 examples of positive change in the neighbourhoods ranging from housing improvement to beautification projects.

Based on the findings presented within this research, the consultant has found substantive support for the hypothesis: the community-led model *has* been an effective means by which provincial funding and locally-organized and determined efforts have contributed to positive neighbourhood change. The NA! community-led model has facilitated the ability of the NRCs to meet locally determined objectives and has enabled NA! to support those efforts. There are of course qualifications that must be added to these statements, the details of which are provided in this report. The following highlights some of the observations derived from the consultant's findings:

Key findings concerning positive neighbourhood change include:

- Since its inception, NA! has funded the renovation and construction of nearly 900 housing units. This substantial community investment has greatly contributed to the successes evident in each of the five Neighbourhood Renewal Corporations (NRCs).
- Improvements to, and increases in the value of the housing stock were noted by both residents and key informants in all NA! funded neighbourhoods. This was further substantiated by a detailed analysis of the Multiple Listing Service (MLS) housing resale and Census data;
- In general, conditions related to crime and safety have improved, but concerns do remain prevalent;

- Nearly 77 percent of survey respondents observed positive neighbourhood change, while 78 percent intend to remain in the neighbourhood for the foreseeable future;
- When asked to rank their health on a scale of 1-10, over 79 percent of forum attendees placed their present health at 7 or greater, with an overall average being 7.6;
- Organizations that train youth in trades or engage youth in recreational activities have achieved positive results and have waiting lists for those interested in joining;
- Just over 12 percent of survey respondents indicated they had participated in a job training program, with the overwhelming majority of these persons (88 percent) stating that they had gained valuable skills from their experience, while 87 percent gained additional competency and 81 percent felt that this training allowed them to contribute positively to the neighbourhood;
- Residents observed that visible changes have taken place in *all* NA! funded neighbourhoods. In total, residents offered 150 examples of positive activities, with housing being the most commonly cited example, although improvements to green spaces, gardening, community clean-ups or murals were also often cited;
- Residents in all NA! funded neighbourhoods recognize and value the work of their local NRC and offered nearly 150 examples of the types of programs and activities underway;
- An increase in community pride was reported in all NRCs, along with a rise in the capacity of local residents and in the development of strategic partnerships; and
- NA! supported small grants programs were “singled out” in all neighbourhoods as being critical. In particular, it was noted that they are easy to apply for and highly effective.

Some of the ongoing issues concerning community change included:

- While the value of the housing stock is rising, some residents are concerned over affordability, especially with respect to rental units;
- In balancing the above point, residents and key informants in all NA! funded neighbourhoods also indicated a need for diversity in housing tenure, affordability, and size;
- Although residents have noticed a reduction in crime, safety remains an ongoing issue in all neighbourhoods and requires further programs and supports;
- Issues related to youth are prevalent in all neighbourhoods and are connected to all theme areas (crime, safety, opportunities, training, recreation, housing quality etc.). While continuing to find programs and supports for youth remains an important and ongoing challenge, funding these larger theme areas in general also benefits youth;
- Residents and key informants in all neighbourhoods complained about the fact that local schools are not available to the community after class hours. (Wapanohk Eastwood

Community School in Thompson serves as excellent best practice, offering extended service/hours to the community);

- Residents in all NA! funded neighbourhoods commented on poor lighting, the need for more policing, more diligent garbage pick up service, required infrastructure maintenance, much needed tree trimming, and the provision of recreation services and repair of crumbling recreation facilities; and
- There is a consistent concern over volunteer and staff burn-out.

In terms of the many positive aspects of the CLM, it was noted by key informants that:

- The CLM allows an NRC to undertake work that no other agencies seem capable of in the NA! funded neighbourhoods, and as such they have become a great vehicle for change;
- The CLM enables communities to generate locally-grown ideas and to implement them into the neighbourhood. It was suggested that when communities find solutions that they believe work best there is often more local “buy-in” than would be the case for a government-generated program;
- Community groups see NRCs and NA! as their allies in their efforts to improve the community;
- The staff at NA! and the NRCs received high marks for their dedication, hard work, cooperation and willingness to provide assistance;
- The small grants funding was observed as one of “the most effective tools NRCs have”;
- The local NRC volunteer boards are vital to the success of the CLM, but the neighbourhood outcomes can be dependent in part on the makeup of the board: a diverse range of backgrounds and professional skills on volunteer boards was seen as vital;
- NRF (Neighbourhood Renewal Fund) recipients are satisfied with the program, and feel they have formed an effective partnership with NA!;
- There is an important linkage between visible neighbourhood outcomes and engagement in the process. People sometimes need to see small changes before they feel they can get engaged;
- Many indicated that more awareness of the successes of programs is required and as such needs to be celebrated and promoted more visibly.

Observations on improving the model:

- Clarification of the NA! strategy vision, goals and objectives, and definitions is imperative. It was felt that providing a “glossary” of terminology for the NA! strategy should be produced and disseminated.

- It is vital to acknowledge that all NRCs, and their boards, are at different organizational stages, with some needing more support than those older and more established boards;
- While the NA! strategy provides a 5-year commitment to core funding for the NRCs, the nature of the funding model is that of supporting community-based short-term projects rather than for developing programs. This structure may limit the ability of the strategy to attain some of its long-term outcomes. This will require the NRCs to seek additional and long term funding or for the model to be adjusted;
- Both NA! and the NRCs recognize that long-term sustainability depends on addressing the question of funding diversity;
- Encouraging NRCs and supported projects to seek other funding sources is a core issue that must be considered within the context that NA! funding is not necessarily guaranteed long-term. However, this can be challenging in smaller communities like Brandon or Thompson, where other funding sources are fewer.
- Concentrated work and outreach needs to be done to educate local businesses about the economic advantages of strong communities, particularly with respect to economic development;
- There is a need for greater intergovernmental cooperation. Many of the ongoing or unresolved issues that are of most concern to neighbourhood residents are the responsibility of the various municipal departments, i.e., lighting, policing, health, garbage pick up, infrastructure maintenance, tree trimming, and the provision of recreation services and repair of crumbling recreation facilities. As well, all relevant provincial government departments should, when making major decisions, at least consider them in light of NA! goals.

1.0 Introduction

In response to a worsening social, economic and physical climate in many areas of the province, the Neighbourhoods Alive! strategy was developed to assist communities in Winnipeg's Major Improvement Area neighbourhoods, as well as central Brandon and the City of Thompson. Officially launched on June 28th 2000, the Neighbourhoods Alive! strategy was intended to assist communities in revitalizing their neighbourhoods through a set of funding mechanisms that support "local planning, enhancement projects, economic development and community support programs."¹

1.1 Area of Concern

The Neighbourhoods Alive! strategy is a provincial initiative coordinated by the Department of Intergovernmental Affairs and Trade. Operating according to a "community-led model" which enables community-based Neighbourhood Renewal Corporations (NRCs) the latitude to set their own priorities, the program is overseen at the governmental level by a Ministerial steering committee and an interdepartmental working group as well as a provincial office employing a coordinator and project officers. For the purposes of this evaluation, the strategy is considered to be in effect in the Winnipeg Major Improvement Area neighbourhoods of Lord Selkirk Park, Point Douglas and William Whyte (included in discussions below as "The North End"), Spence and West Broadway, and the municipalities of Brandon and Thompson.

The overall objective of NA! is to promote "positive change" in the included neighbourhoods; what constitutes "positive change" is a major focus of this analysis, as key informants involved in a wide range of capacities with NA! provided their own perspective on what these changes have been. As will be seen, this is a contentious issue, as what may constitute positive change (higher housing prices) to some constituents may represent a problem to others.

¹ "Neighbourhoods Alive Program Launched by Manitoba Government."
<http://www.gov.mb.ca/chc/press/top/2000/06/2000-06-28-01.html>

What follows is both an *outcome* and *process* evaluation of the Neighbourhoods Alive! strategy (referred to below as NA!) undertaken in early 2005. *Neighbourhood outcomes* – present conditions in neighbourhoods as expressed in quantitative and qualitative terms – are discussed where possible in relation to baseline data from 2001, as well as a process evaluation of the *community-led model*. Conclusions are drawn as to the strengths and weaknesses of the model, and recommendations will be provided to guide future evaluations.

1.2 Purpose

This evaluation examines the NA! strategy and several of its constituent programs, namely the Neighbourhood Renewal Fund (NRF), the Neighbourhood Development Assistance Program (NDAP), and Neighbourhood Housing Assistance (NHA). For the purposes of this evaluation it is the overall community level change (outcomes) that will be documented, not the outputs of these particular programs.

1.3 Requirements & Reporting

This report was conducted in part through an analysis of core indicators as provided in the Request for Proposals related to Housing; Safety and Wellness; Community Economic Development; and Neighbourhood Capacity/Empowerment. In the course of consultation an additional category (Environment and Image) was added.

In order for the Consultant to “set the context” for each neighbourhood/community in which an NRC is operating, the first step in the process was to develop a methodology and prepare the interim report that was submitted in March 2005. This present document is the final report that is to be submitted, and will be followed by a presentation delivered to the NA! Evaluation Committee and the Ministerial Steering Committee.

1.4 Framework

Based on a review of relevant literature (see Appendix 2) and initial consultations with NRC and NA! staff members, an impact analysis framework intended to guide the research was prepared and submitted as part of the Interim Report. A subsequent meeting

was held in which NA! and NRC staff, along with the Consultant, met to finalize the structure of the framework.

1.4.1 Goals of the Impact Analysis

The Impact Analysis will:

- Be both an *outcome* and *process* evaluation. It will consider not only the effects the strategy has had, but the means by which it has been carried out;
- Utilize research questions that focus on community outcomes in terms of *positive neighbourhood change*;
- Account for local contexts, constraints and opportunities;
- Focus on an analysis of quantitative data representing April 1st, 2001 to March 31st 2004;
- Be based on an analysis of 30 qualitative key informant interviews and 5 public forums (one in each NRC neighbourhood, along with companion surveys), as well as supplementary surveys; and
- Be oriented towards providing a foundation for future evaluations.

1.4.2 Strategy of Analysis

The course of the Impact Analysis included the following steps:

- Formalizing the indicators to be used in the analysis;
- Reviewing key neighbourhood contexts using relevant data sources;
- Describing the NA! strategy and its community-led model through review of documentation and interviews with NA! and NRC staff;
- Gathering existing baseline data and
- Analyzing data concerning neighbourhood change in terms of strategy outcomes.

1.4.3 Principal Questions

The RFP (Request for Proposal) issued July 19th 2004 asked the Consultant to determine:

- “The achievement of key revitalization priorities in designated neighbourhoods as identified by those communities and Neighbourhoods Alive!;

- The effectiveness of the community-led model of neighbourhood revitalization in contributing to positive neighbourhood change in designated neighbourhoods.”

These statements were then translated by the Consultant into questions emphasizing the importance of the community-led model:

- 1.) How effective has the community-led model been in enabling NRCs to contribute to positive neighbourhood change? and
- 2.) How effective has the community-led model been in enabling NA! to support the efforts of NRCs and contribute to positive neighbourhood change?

In other words:

The Impact Analysis will determine the extent to which the community-led model has contributed to positive neighbourhood change (outcomes).

The utility of these questions is that they will both facilitate the analysis of the impact of the strategy in terms of neighbourhood change from the perspectives of NA!, the NRCs, and communities, while at the same time positioning this analysis in terms of the effectiveness of the *model*, rather than the performance of groups or individuals.

1.4.4 Hypothesis

To more clearly structure this impact analysis, the consultant proposed the following hypothesis:

"The community-led model has enabled NA!, NRCs, and the communities with which they work, to contribute to positive neighbourhood change.”

VARIABLES

DEPENDENT = program outputs

INDEPENDENT = the community-led model

UNIT OF ANALYSIS = community outcomes

1.5 Types and Sources of Information

Literature review

The analysis of the NA! strategy was guided and carried out in part according to best practices as recommended in the scholarly and practitioner literatures. For a detailed summary and analysis of this literature, please see **Appendix 3**.

Interviews

Interviews were conducted with 40 key informants from NA! staff, the NRCs and with neighbourhood stakeholder organizations, which had received Neighbourhood Renewal Fund monies on more than one occasion.

Forums

Five community forums were held in each NRC; in total over 100 residents contributed to these forums.

Surveys

A 6-page survey instrument was distributed to forum attendees. Additional surveys were distributed to members of other (NA! funded) community based organizations who were not actually in attendance at the forums. Also the consultant undertook surveys in Brandon and Thompson in the fall of 2005. In total, 133 surveys were returned and analyzed. (see **Section 3.6**)

Data sources for baseline and comparative data included the 2001 Census; housing data from the Winnipeg Housing and Homelessness Initiative (WHHI); City of Winnipeg Police Service; MLS data; and school mobility data provided by Winnipeg School Division 1. Additional information concerning program outputs, program participation and financial information was provided by NA! staff and the NRC offices. An emphasis was placed on selecting data that would be readily available for future replication by NRC staff (See Appendix 2 and 3).

1.6 Activities

During the course of the investigation, the following activities were conducted:

- Initial compilation and analysis of data concerning the 5 study areas;
- Inputting data to the indicator sets to determine the extent of neighbourhood change between April 1, 2001 and March 31, 2004;
- Interviewing key informants associated with NA!, the NRCs and key projects receiving NRF funding in order to develop a portrait of both neighbourhood change and the effectiveness of the community-led model. Initial consultations were conducted with each NRC over December 2004 and January 2005:
 - Brandon Neighbourhood Renewal Corporation (BNRC), December 9, 2004.
 - North End Community Renewal Corporation (NECRC), December 20, 2004
 - Spence Neighbourhood Association (SNA), December 13, 2004
 - Thompson Neighbourhood Renewal Corporation (TNRC), December 15, 2004
 - West Broadway Development Corporation (WBDC), January 18, 2004
- Principal interviews with key informants were undertaken between March 28 and April 25, 2005.
- Holding community forums in each study area to gather public input to complement the gathered data on indicators:
 - Brandon Neighbourhood Renewal Corporation (BNRC), April 14, 2005
 - North End Community Renewal Corporation (NECRC), April 12, 2005
 - Spence Neighbourhood Association (SNA), April 5, 2005
 - Thompson Neighbourhood Renewal Corporation (TNRC), April 22, 2005
 - West Broadway Development Corporation (WBDC), April 13, 2005

- Additional surveys were collected in both Brandon and Thompson in September and October of 2005 to supplement low completion at the above noted community forums.
- Analyzing results of feedback provided through the community forum and survey, distributed at public forums, to gain additional personal comments to complement the data sets;
- Carrying out and analyzing supplementary surveys in Brandon and Thompson;
- Preparing the final report.

1.7 Limitations

Based on what has been established in the previous sections, the consultant would like to clarify some important limitations:

- **Difficulty in assigning causation.** The impact analysis will not make definitive claims of causation concerning the influence of NA! on specific trends of positive neighbourhood change. There are other programs and initiatives at work in the communities in question, and larger forces in the political economy have impacts beyond the control of the NRCs. Rather, we will describe the extent to which the NA! strategy has *contributed* to ongoing efforts to affect positive neighbourhood change. Much of the focus on this discussion is drawn from key informant interviews.
- **Difficulty in making comparisons between geographies.** While two additional Major Improvement Areas are included in the demographic analysis in Section 2, we will not be making substantive claims about the information presented. No equivalent investigation (interviews, forums, surveys) was carried out in these neighbourhoods. Just as we will not be able to say to what extent NA! *caused* any event or development, so too are we unable to say that the *absence* of NA! had similarly definable effects. These data sets are for general discussion and review. However, the review of these two additional neighbourhoods was productive

nonetheless in establishing the context necessary for future replications. This comparison was also important in establishing a level start line from which it was concluded that based on 2001 Census data, the NA! neighbourhoods matched closely with the two non-NA! areas.

- **Difficulty in making comparisons over time.** There is a limited amount of baseline data with which to compare present conditions. Therefore, much of what will be presented in this report will be baseline data against which future outcomes may be compared.
- **Classification of Information.** This impact analysis required examining municipal-level data and neighbourhood-level data, which of itself presents challenges in terms of developing consistent data sets and establishing coherent parameters to shape the analysis. In addition, the NECRC encompasses three neighbourhoods, so in some cases data from the three is rolled into a single indicator and other times is discussed discretely. It becomes difficult in the case of the North End to make general claims about the “North End” when the three neighbourhoods are quite distinct from one another. In a related vein, for the sake of simplicity it should be understood that the term “neighbourhood” is generally used below when discussing all NA! areas in the province, even though Thompson is in fact a city.
- **Themes are not discrete.** The thematic areas identified for this evaluation (Housing; Safety and Wellness; Community Economic Development; Environment and Image; Capacity and Empowerment) are highly interdependent. For instance, a community could demonstrate a high level of capacity and economic development by producing community-owned housing and streetscaping through the employment of locally-trained youths. Therefore, categorization can be difficult.

- **Survey represents a very small sample of the neighbourhoods.** The samples for the survey were based on those who attended each forum (and those who were surveyed in Brandon and Thompson), and are not taken from the neighbourhood at large. Therefore the sample is not random, nor is it of sufficient size to support the making of definitive claims. However, the collective results of the entire sample (n=133) provides a good general overview of community sentiment, and as such resulted in a positive tool for future work.
- **Difficulty in making claims of progress on which all can agree.** Certain indicators appear to presume a preferred state of affairs with which not all informants will agree. A good example of this is percentage of housing units that are owned, rather than rented, and an increase in property values—higher rates of which both imply the displacement of renters and a greater potential for affordability problems for those who remain.

Ultimately, any project using indicators as the basis for determining the progress towards goals established by some program or project need to be aware that there are real limitations to this approach:

Indicators that are collected regularly over time, on a general population...are not useful to tell us whether particular public actions have or have not had an effect. Such indicators can give us an idea whether things are improving generally along the dimensions that interest us, but cannot provide evaluations of specific programs (de Neufville 1980, p. 53).

1.8 Organization of report

The report is organized around the two themes of the analysis: neighbourhood change and the community-led model. **Section 2** sets contexts for the purpose of comparisons with non-NA! neighbourhoods in Winnipeg. Contexts for Brandon and Thompson are also discussed but no comparisons will be made with other municipalities. **Section 3**—the major component of the report—discusses each NRC. All relevant data, including information gained through interviews, surveys and forums, are synthesized in this

section, which also includes data from the housing market study which is presented in **Appendix 1**. In **Section 4**, the community-led model is examined thematically. In **Section 5**, principal conclusions are drawn as they relate to: neighbourhood change; the community-led model and recommendations are presented concerning future adjustments to the NA! strategy. The replicability of the Impact Analysis Framework used for this Analysis is discussed in **Appendix 3**.

2.0 Neighbourhoods: Baseline Overview, 2001 Census Data

The discussion that follows is an examination of neighbourhood and dissemination area statistics derived from the 2001 Census. This information is intended to establish a baseline reflecting the commencement of the NA! program. Two non-NA! neighbourhoods (Daniel McIntyre and St. Matthew) are included in the Winnipeg discussion for comparative purposes, as are overall averages for the city. In sections 2.2 and 2.3, Brandon and Thompson are examined independent of the Winnipeg data as comparisons were deemed irrelevant. Appendix 6 offers a more detailed explanation of the methodological procedures used in the coding and manipulation of the data.

2.1 *Winnipeg's NA! Neighbourhoods*

Data sets from the 2001 Census are analyzed for Spence, West Broadway, William Whyte, Lord Selkirk Park and Point Douglas. Statistics for Winnipeg (which will of necessity include the NA! neighbourhoods) are used to illustrate some of the disparities between Winnipeg and the inner city neighbourhoods. To provide an additional level of comparison, Daniel McIntyre and St. Matthews are included.

2.1.1 Land Area and Population Density

Within the five Neighbourhoods Alive! communities, the population varies from a high of 5,745 in William Whyte, to a low of 1,340 in Lord Selkirk Park. Generally, these neighbourhoods have a relatively small land area, with sizes ranging from 0.48 square kilometers in Spence, to a high of 1.83 square kilometers in Point Douglas. The densities within the neighbourhoods are high and exceed those of the city of Winnipeg in all neighbourhoods with the exception of Point Douglas (Table 2.1).

The neighbourhoods of Daniel McIntyre and St. Matthews are slightly more populous than the Neighbourhoods Alive! communities with populations of 9,725 and 5,885 respectively. Densities are comparable to Spence and West Broadway, but much higher than those in William Whyte, Lord Selkirk Park and Point Douglas.

Table 2.1 Population, Land Area and Population Density (2001)			
Geographies	Population	Land Area (Km²)	Population Density (per Km²)
Neighbourhoods Alive! Communities:			
Spence	3,750	0.48	7,747.90
West Broadway	5,045	0.67	7,485.20
William Whyte	5,745	1.16	4,948.30
Lord Selkirk Park	1,340	0.54	2,504.70
Point Douglas	2,430	1.83	1,327.90
Other Communities:			
Daniel McIntyre	9,725	1.28	7,597.70
St. Matthews	5,885	0.85	6,907.30
Winnipeg	619,544	475.2	1,303.80

2.1.2 Demographics

The percentages of persons in three age ranges (0-19; 20-54; and 55+) displays variation within the Neighbourhoods Alive! Communities as well as when compared to the city average (Table 2.2). For example, Lord Selkirk Park has the highest percentage (39.1 percent) of residents under the age of 20². This is higher than the city of Winnipeg average of 25.7 percent and the other areas included in the table. In contrast, the proportion of the population under the age of 20 in West Broadway is less than 20 percent, reflecting a relatively low number of younger cohorts. Daniel McIntyre and St. Matthews display less variation from the city average and that of the Neighbourhoods Alive! neighbourhoods.

² It is important to note that Lord Selkirk Park has the smallest population of the areas included in the study and thus the higher deviation from the averages for Winnipeg and the other neighbourhoods should be taken with caution.

Table 2.2 Population by Age (2001)			
Geographies	0-19	20-54	55+
Neighbourhoods Alive! Communities:			
Spence	1,050 (28%)	2,035 (54.3%)	675 (18.0%)
	970 (19.2%)	3,145 (62.3%)	915 (18.1%)
William Whyte	1,845 (32.1%)	2,865 (49.9%)	1,020 (17.8%)
Lord Selkirk Park	525 (39.2%)	405 (30.2%)	395 (29.5%)
Point Douglas	705 (29.0%)	1,140 (46.9%)	425 (17.5%)
Other Neighbourhoods:			
Daniel McIntyre	3,030 (31.2%)	4,810 (49.5%)	1,890 (19.4%)
St. Matthews	1,655 (28.1%)	3,040 (51.7%)	1,170 (19.9%)
Winnipeg	159,225 (25.7%)	323,400 (52.2%)	136,920 (22.1%)

2.1.3 Families

Within the Neighbourhoods Alive! neighbourhoods, the number of families consisting of a lone parent is relatively high in comparison to the city of Winnipeg (Table 2.3). In all of the neighbourhoods, with the exception of West Broadway (36.2 percent), lone parent families constitute in excess of 40 percent of families, whereas the city average is less than half at 18.5 percent. Also, in West Broadway, relatively few families (married or common law) have children (only 16.2 percent) as compared to 45 percent for the city. This is not a surprising finding given that this area also had fewer persons between the ages 0-19 than the other areas.

In Daniel McIntyre, 27.3 percent of families consist of a lone parent, while in St. Matthews the figure is only slightly higher at 31.6 percent. Though these figures are higher than the city of Winnipeg average of 18.5 percent, they remain considerably lower than the Neighbourhoods Alive! neighbourhoods.

Table 2.3 Number of Families and Family Structure (2001)				
Geographies	Number of Families	Married/ Common-law- with children	Lone Parent Families	Married/ Common-law- no children
Neighbourhoods Alive! Communities:				
Spence	775	255 (32.9%)	310 (40.0%)	210 (27.1%)
West Broadway	740	120 (16.2%)	315 (42.6%)	305 (41.2%)
William Whyte	1,325	485 (36.6%)	480 (36.2%)	360 (27.2%)
Lord Selkirk Park	215	80 (37.2%)	100 (46.5%)	35 (16.3%)
Point Douglas	500	175 (35.0%)	230 (46.0%)	95 (19.0%)
Other Neighbourhoods:				
Daniel McIntyre	2,385	1,145 (48.0%)	650 (27.3%)	585 (24.5%)
St. Matthews	1,440	625 (43.4%)	455 (31.6%)	360 (25.0%)
Winnipeg	167,230	76,470 (45.7%)	31,075 (18.6%)	59,685 (35.7%)

2.1.4 Aboriginal People and Visible Minorities

In all neighbourhoods, with the exception of West Broadway (42.5 percent), Aboriginals and visible minorities make up in excess of 50 percent of the total population (Table 2.4). This is strikingly distinct from the city of Winnipeg average of 22 percent of the population which identifies as Aboriginal or visible minority. Within the Daniel McIntyre and St. Matthews neighbourhoods, Aboriginal persons and other visible minorities are also well-represented, but comparable to several of the NA! neighbourhoods.

Table 2.4 Aboriginal and Visible Minorities			
Geographies	Aboriginal (% of total)	Visible Minorities (% of total)	Aboriginal and Visible Minorities
Neighbourhoods Alive! Communities:			
Spence	32.30%	33.70%	66.00%
West Broadway	27.50%	15.00%	42.50%
William Whyte	40.50%	19.10%	59.60%
Lord Selkirk Park	54.90%	9.30%	64.20%
Point Douglas	38.10%	13.00%	51.10%
Other Neighbourhoods:			
Daniel McIntyre	20.80%	45.80%	66.60%
St. Matthews	16.10%	37.60%	53.70%
Winnipeg	8.60%	13.40%	22.00%

The dominant visible minority groups in the Winnipeg Neighbourhoods Alive! neighbourhoods are Filipino, Asian, Black, Chinese and Latin American. However, within each neighbourhood there are significant variations (Table 2.5). For example, in Spence, roughly 17.1 percent of the population within the neighbourhood is Filipino, while in William Whyte 12.5 percent are Filipino. On the other hand, in Point Douglas only 4.9 percent are Filipino, while in West Broadway and Lord Selkirk Park, Filipinos make up 1.2 percent and zero percent respectively.

As mentioned earlier, Daniel McIntyre and St. Matthews contain a significantly higher proportion of minorities than the Neighbourhoods Alive! communities. As may be seen in Table 2.5, almost 30 percent of the residents in Daniel McIntyre are Filipino – almost twice as many as reside in Spence, and 24 times the similar population in West Broadway. These neighbourhoods also contain a higher proportion of other minority groups as well.

Table 2.5 Visible Minorities as a Percent of Neighbourhood Total (2001)					
Geographies	Filipino	Asian	Black	Chinese	Latin American
Neighbourhoods Alive Communities:					
Spence	17.10%	6.80%	3.10%	2.10%	0.40%
West Broadway	1.20%	1.80%	4.70%	2.10%	3.00%
William Whyte	12.50%	3.00%	1.10%	0.90%	1.10%
Lord Selkirk Park	0.00%	1.10%	0.00%	0.00%	5.60%
Point Douglas	4.90%	0.00%	5.10%	0.80%	1.60%
Other Neighbourhoods:					
Daniel McIntyre	29.60%	8.20%	1.90%	3.40%	0.50%
St. Matthews	18.30%	8.00%	4.30%	4.20%	1.70%
Winnipeg	4.90%	2.80%	1.80%	1.80%	0.70%

Asian category includes both South and Southeast Asians.

2.1.5 Major Languages

The proportion of the population speaking English and French, as displayed by the following tables, is relatively consistent with city of Winnipeg figures (Tables 2.6 and 2.7). However, the proportion of the population speaking other languages is significantly higher with respect to certain dialects. For example, in Spence, over 15 percent of the neighbourhood's population speaks Tagalog (Filipino), while in the city of Winnipeg the

average is only 3.8 percent. Further, in Lord Selkirk Park and West Broadway, only 1.1 percent of the population speaks Tagalog in each neighbourhood, displaying the variations within the neighbourhoods.

Daniel McIntyre and St. Matthews contain a high proportion of Filipinos and consequently, Tagalog is widely reported as a spoken language.

Table 2.6 Official Languages Spoken (2001)				
Geographies	English	English and French	Neither English nor French	French Only
Neighbourhoods Alive! Communities:				
Spence	92.40%	5.10%	2.50%	0.00%
West Broadway	89.20%	9.70%	0.80%	0.30%
William Whyte	93.30%	4.80%	1.70%	0.20%
Lord Selkirk Park	93.30%	2.60%	4.10%	0.00%
Point Douglas	91.50%	7.00%	1.50%	0.00%
Other Neighbourhoods:				
Daniel McIntyre	92.60%	5.00%	2.40%	0.00%
St. Matthews	93.90%	4.40%	1.70%	0.00%
Winnipeg	0.88	0.11	0.009	0.001

Table 2.7 Other Languages Spoken — Percent of Neighbourhood Total (2001)							
Geographies	Tagalog (Filipino)	Ojibway	Cree	Portuguese	Vietnamese	Chinese	Ukrainian
Neighbourhoods Alive! Communities:							
Spence	15.50%	4.90%	7.20%	5.60%	6.10%	3.50%	1.20%
West Broadway	1.10%	3.60%	2.90%	1.00%	0.60%	2.50%	1.70%
William Whyte	11.10%	5.10%	1.70%	0.20%	0.40%	0.90%	5.30%
Lord Selkirk Park	1.10%	8.60%	7.80%	0.00%	0.00%	0.00%	10.40%
Point Douglas	4.70%	5.30%	2.50%	1.60%	0.40%	0.40%	7.00%
Other Neighbourhoods:							
Daniel McIntyre	25.70%	2.30%	1.90%	4.70%	4.50%	4.30%	1.30%
St. Matthews	16.70%	1.00%	1.50%	3.80%	3.80%	4.40%	1.50%
Winnipeg	3.60%	0.60%	0.50%	1.30%	0.60%	1.70%	3.10%

2.1.6 Immigration – Country of Birth

Within the Neighbourhoods Alive! neighbourhoods, the proportion of the neighbourhood population consisting of immigrants varies considerably (Table 2.8). For example, in Spence, 35.3 percent of the population was born outside of Canada, while in the other neighbourhoods, the proportion of immigrants is considerably lower, at less than 20 percent in each case. The place of birth also greatly differs between neighbourhoods. The Philippines tends to be the dominant source of immigrants in the Neighbourhoods Alive! neighbourhoods, however, Lord Selkirk Park presents an exception, in that relatively few residents are immigrants—consistent with a population in which more than half are of Aboriginal origin. Other major sources of immigration in these neighbourhoods include Vietnam, Poland and Portugal.

In Daniel McIntyre and St. Matthews, the proportion of the population made up of immigrants is higher than the Neighbourhoods Alive! communities in all cases with the exception of Spence. However, the trend of Philippine migration is highly prevalent in these neighbourhoods, as is the case in the Neighbourhoods Alive! communities.

Table 2.8 Immigration – Percent of Neighbourhood Total (2001)							
Geographies	Total	Vietnam	Portugal	Poland	United States	Philippines	other
Neighbourhoods Alive! Communities:							
Spence	35.30%	4.80%	3.70%	0.70%	0.00%	12.90%	13.20%
West Broadway	16.80%	0.40%	0.50%	0.50%	1.60%	1.20%	12.60%
William Whyte	18.70%	0.30%	0.20%	1.70%	0.30%	9.10%	7.10%
Lord Selkirk Park	17.20%	0.00%	0.00%	6.00%	0.00%	0.00%	11.20%
Point Douglas	16.00%	0.60%	0.60%	3.10%	0.00%	3.30%	8.40%
Other Neighbourhoods:							
Daniel McIntyre	39.80%	3.90%	3.10%	0.50%	0.20%	20.50%	11.60%
St. Matthews	35.60%	3.00%	2.70%	2.70%	0.90%	14.30%	12.00%
Winnipeg	17.30%	0.50%	0.80%	1.20%	0.70%	3.30%	10.80%

2.1.7 Education

With the exception of West Broadway, all neighbourhoods under consideration tend to lag behind the city of Winnipeg with respect to educational attainment (Table 2.9). In the city of Winnipeg, 44.5 percent of the population has obtained post secondary education or a university or trades certificate or diploma. However, within the Neighbourhoods Alive! communities, rates are lower. West Broadway contains the highest level of educational attainment with 37 percent of residents possessing a university degree, trades certificate or diploma, which compares favourably to the city average of over 44 percent. Lord Selkirk Park presents a lower overall average with 13 percent of the population over the age of 20 holding a university degree, trades certificate or other diploma.

There are similar results to be seen in Daniel McIntyre and St. Matthews where only 26.6 percent and 18.6 percent of the population possess a certificate or university degree.

Geographies	Total 20+	Less than Grade 12	High School Diploma	Post secondary- no degree	Certificate/University Degree
Neighbourhoods Alive! Communities:					
Spence	2,695	1,125 (41.7%)	360 (13.4%)	490 (18.2%)	720 (26.7%)
West Broadway	4,080	1,180 (28.9%)	480 (11.8%)	900 (22.1%)	1520 (37.3%)
William Whyte	3,895	2,200 (56.5%)	420 (10.8%)	370 (9.5%)	905 (23.2%)
Lord Selkirk Park	805	550 (68.3%)	80 (9.9%)	70 (8.7%)	105 (13.0%)
Point Douglas	1,690	690 (40.8%)	150 (8.9%)	175 (10.4%)	465 (27.5%)
Other Neighbourhoods:					
Daniel McIntyre	6,705	2,950 (44.0%)	905 (13.5%)	1,065(15.9%)	1,785 (26.6%)
St. Matthews	4,220	1,685 (40.0%)	670 (15.9%)	640 (15.2%)	785 (18.6%)
Winnipeg	453,285	127,585 (28.2%)	53,040 (11.7%)	70,880 (15.6%)	133,165 (29.4%)

2.1.8 Employment

Within the Neighbourhoods Alive! communities, the participation rate is also substantially lower than the city wide average of 68.1 percent and in every neighbourhood, the unemployment rate is significantly higher than the city average of 5.9 percent (Table 2.10). The highest unemployment rate (21.5 percent) is found in Lord Selkirk Park.

Table 2.10 Participation and Unemployment Rate – Population 15+ (2001)		
Geographies	Participation Rate (%)	Unemployment Rate (%)
Neighbourhoods Alive! Communities:		
Spence	56.70%	13.90%
West Broadway	61.40%	14.40%
William Whyte	52.10%	15.90%
Lord Selkirk Park	36.10%	21.50%
Point Douglas	57.00%	17.50%
Other Neighbourhoods:		
Daniel McIntyre	60.10%	11.50%
St. Matthews	64.30%	9.50%
Winnipeg	68.10%	5.90%

In Daniel McIntyre and St. Matthews, the participation rate tended (in 2001) to be higher than in the Neighbourhoods Alive! neighbourhoods, while the unemployment rates were somewhat lower. Yet, both neighbourhoods remained lower than the city averages.

2.1.9 Income

Within the Neighbourhoods Alive! neighbourhoods, average employment income is quite low (Table 2.11). The only neighbourhood with average incomes exceeding \$20,000 per year is Point Douglas (\$21,752). These values are significantly lower than the city-wide average of \$29,145.

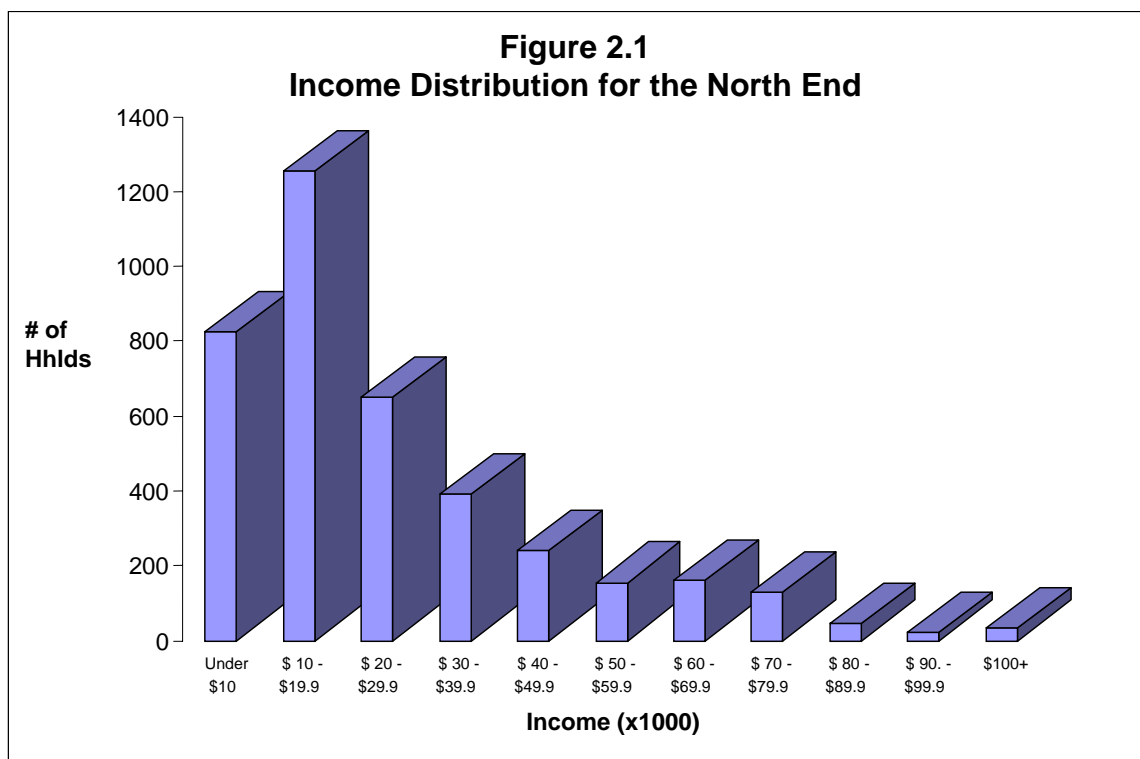
Average employment income in Daniel McIntyre and St. Matthews is slightly higher than all Neighbourhoods Alive! neighbourhoods, with the exception of Point Douglas.

Table 2.11 Average Employment Income (2001)	
Geographies	Income
Neighbourhoods Alive! Communities:	
Spence	\$15,116
West Broadway	\$16,590
William Whyte	\$16,822
Lord Selkirk Park	\$14,609
Point Douglas	\$21,752
Other Neighbourhoods:	
Daniel McIntyre	\$17,986
St. Matthews	\$19,375
Winnipeg	\$29,145

2.1.10 Income Distribution

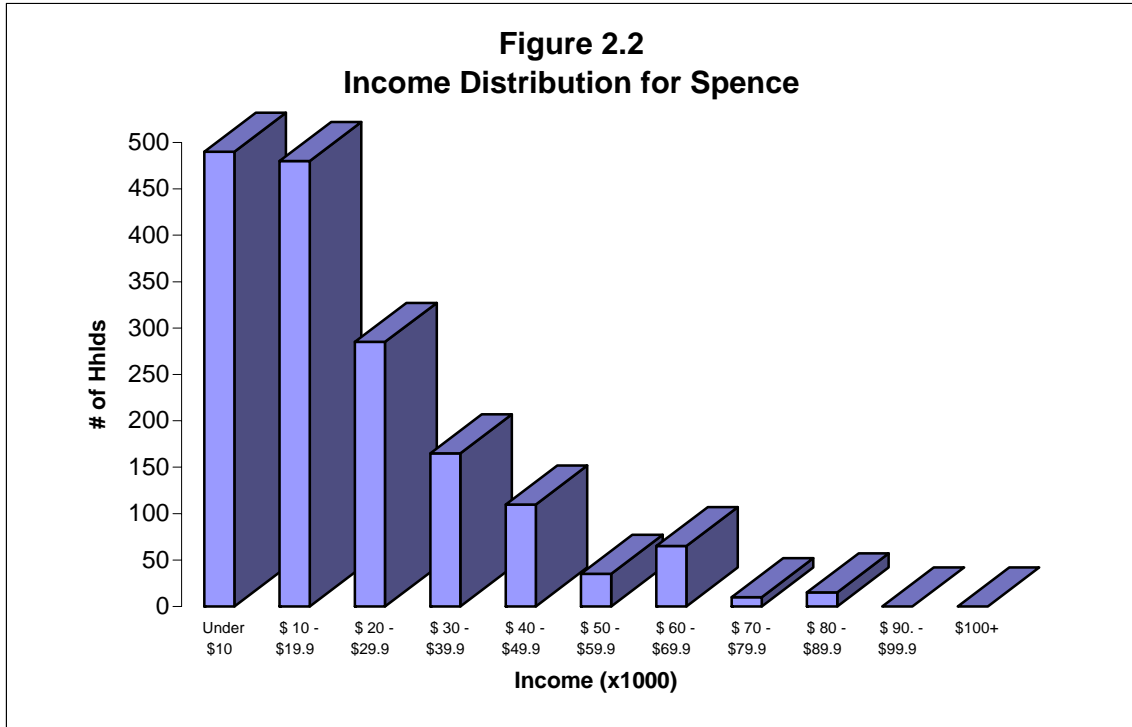
The North End Community Renewal Corporation

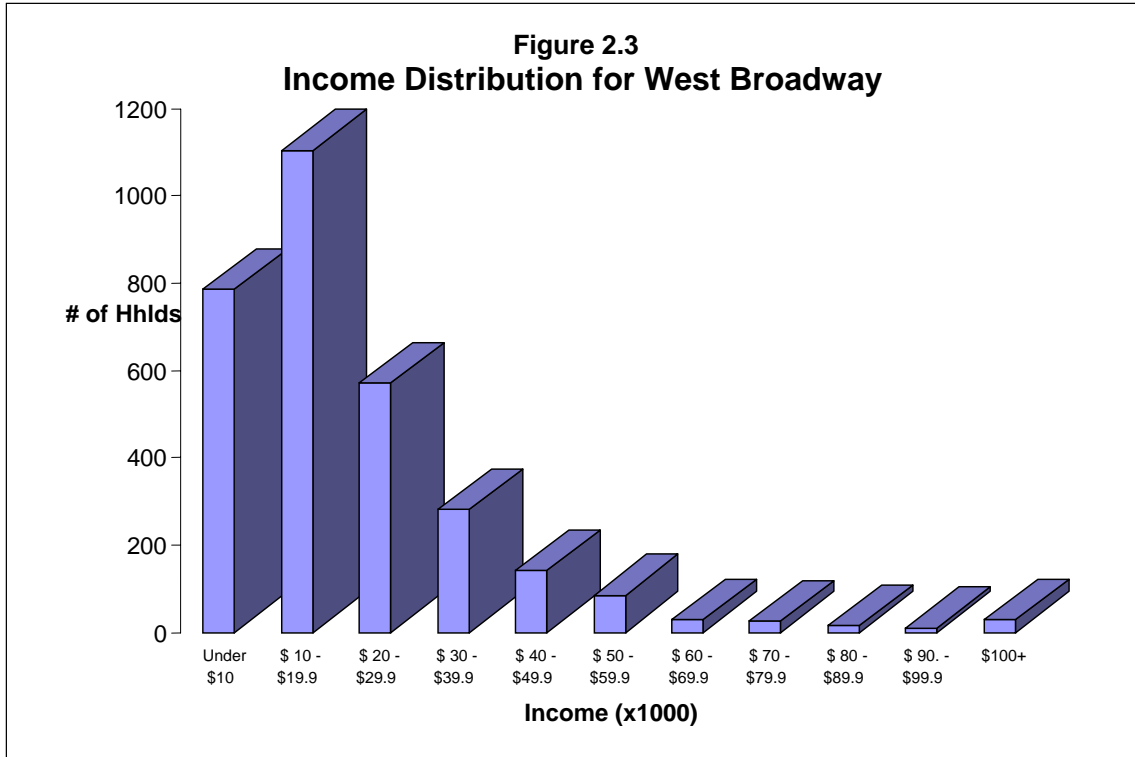
The distribution of income shows a very dramatic clustering at the lower end of the scale, with more than 2000 households earning less than \$20,000.00 per year, with few households at the upper end of the salary scale (Figure 2.1).



Spence

Income in the Spence neighbourhood is highly concentrated below \$20,000.00 per year, with many households earning less than \$10,000.00 (Figure 2.2). This figure emphasizes the extent to which the Spence neighbourhood is a location of concentrated low income.





Income distribution in West Broadway shows a marked concentration of household earnings below \$20,000.00 per year – in fact twice as many households earn \$10 - \$19,000.00 per year than do those who earn \$20 - \$29,000.00 per year (Figure 2.3).

2.1.11 Number and Type of Dwellings

Within the neighbourhoods under consideration, the number of multi-unit accommodations is relatively high in comparison to the city as a whole. However, there are significant differences within the various communities (Table 2.12). For example, West Broadway and Spence contain a high proportion of apartment units (and in the case of West Broadway, an extremely high proportion), while Point Douglas and William Whyte are dominated by single and semi-detached units.

Daniel McIntyre and St. Matthews contain a well-balanced mix of both apartments and single and semi-detached units.

Table 2.12 Number and Type of Dwelling (2001)				
Geographies	Total Dwellings	House	Apartment Building	Apartment, Detached Duplex
Neighbourhoods Alive! Communities:				
Spence	1,640	355 (21.6%)	1,120 (68.3%)	165 (10.1%)
West Broadway	3,060	290 (9.5%)	2,575 (84.2%)	195 (6.4%)
William Whyte	2,350	1,595 (67.9%)	530 (22.6%)	150 (6.4%)
Lord Selkirk Park	575	165 (28.7%)	345 (60.0%)	55 (9.6%)
Point Douglas	1015	540 (53.2%)	400 (39.4%)	65 (6.4%)
Other Neighbourhoods:				
Daniel McIntyre	3,665	2,075 (56.6%)	1,390 (37.9%)	180 (4.9%)
St. Matthews	2,430	1,395 (57.4%)	845 (34.8%)	155 (6.4%)
Winnipeg	252,815	170,345 (67.4%)	77,290 (30.6%)	4,345 (1.7%)

Note: House includes: single-detached, semi-detached and row houses.

2.1.12 Age of Dwellings

Within the neighbourhoods under consideration, dwellings tend to be relatively old (Table 2.13). In all cases with the exception of Lord Selkirk Park (the majority of dwellings of which were constructed in the 1960s and 1970s), more than half of the dwellings were constructed prior to 1946. This is in significant contrast to the city of Winnipeg as a whole where only 20.3 percent of dwellings were constructed prior to 1946.

The housing stock in Daniel McIntyre and St. Matthews tends to be slightly older than that in the Neighbourhoods Alive! neighbourhoods, where 65.3 and 62.9 percent of homes were constructed prior to 1946.

Table 2.13 Period of Dwelling Construction		
Geographies	Before 1946 (%)	1946-2001 (%)
Neighbourhoods Alive! Communities:		
Spence	59.50%	40.50%
West Broadway	56.30%	43.70%
William Whyte	61.60%	38.40%
Lord Selkirk Park	12.30%	87.70%
Point Douglas	60.90%	39.10%
Other Neighbourhoods:		
Daniel McIntyre	65.30%	34.70%
St. Matthews	62.90%	37.10%
Winnipeg	20.30%	79.70%

2.1.13 Dwelling Condition

As a result of the relatively old age of the housing stock, a high proportion of homes are in need of minor or major repairs (Table 2.14). For example, in William Whyte, nearly one in five dwellings are in need of significant repairs, while over half of all homes need at least minor repairs. Dwellings in Lord Selkirk Park tend to require the least amount of repairs as over 80 percent of units require only regular maintenance – consistent with the fact that most of the structures were built in the 1960s and 70s.

Older housing stock in Daniel McIntyre and St. Matthews has resulted in a large proportion of homes in need of minor and major repairs. Homes tend to be in the worst condition in these two neighbourhoods, with William Whyte being the only neighbourhood under consideration for this report with housing in poorer condition.

Table 2.14 Dwelling Condition – Percentage of Dwellings in Need of Regular Maintenance, Minor and Major Repairs (2001)			
Geographies	Regular Maintenance	Minor Repairs	Major Repairs
Neighbourhoods Alive! Communities:			
Spence	61.70%	27.70%	10.60%
West Broadway	57.00%	30.80%	12.20%
William Whyte	46.20%	34.10%	19.70%
Lord Selkirk Park	80.20%	12.90%	6.90%
Point Douglas	51.70%	34.00%	14.30%
Other Neighbourhoods:			
Daniel McIntyre	54.30%	32.10%	13.60%
St. Matthews	49.10%	33.10%	17.90%
Winnipeg	62.00%	28.60%	9.40%

2.1.14 Dwelling Values

In the Neighbourhoods Alive! communities, average dwelling values range from a high of \$77,747 in Lord Selkirk Park, to a low of \$36,439 in William Whyte (Table 2.15). (This comparison must be qualified by the fact that the housing in Lord Selkirk Park is almost exclusively public housing and as such does not constitute a viable resale housing market). Dwelling values were also relatively high in West Broadway at \$67,729 – although this figure represents a relatively low number of sales, as most of the neighbourhood is composed of rental housing. Even so, these values are significantly lower than the city of Winnipeg average of \$100,525.

In Daniel McIntyre and St. Matthews, the story is much the same, as average dwelling values in 2001 were \$48,546 and \$47,820 respectively. These values are significantly higher than in William Whyte, but in line with Spence and Point Douglas. However, each of these comparison neighbourhoods demonstrate lower Days on the Market (DOM) figures than does Spence, suggesting that people are more willing to purchase further west of Spence than they are in Spence itself.

Table 2.15 Average Dwelling Value (2001)	
Geographies	Average Dwelling Value
Neighbourhoods Alive! Communities:	
Spence	\$44,654
West Broadway	\$67,729
William Whyte	\$36,439
Lord Selkirk Park	\$77,747
Point Douglas	\$42,285
Other Neighbourhoods:	
Daniel McIntyre	\$48,546
St. Matthews	\$47,820
Winnipeg	\$100,525

2.1.15 Summary of Census Analysis for NA! and non-NA! Neighbourhoods

The above noted discussion reviewed the 2001 Census data for the NA! and non-NA! neighbourhoods. The analysis revealed that both the NA! and non-NA! neighbourhoods remained areas that were likely to display results consistently lower than City averages for the variables examined. Generally, the outcome was that both areas displayed characteristics with neighbourhoods in decline. In fact, this finding matched closely with the City of Winnipeg definition of Major Improvement Neighbourhoods. However, this finding is important in that it establishes a baseline level of data at the outset of the NA! funding. More specifically, the suggestion is that the NA!, at their inception, were consistent with other neighbourhoods classified as Major Improvement and as such were good candidates for targeting improvement.

2.1.16 Comparison Between NA! and non-NA! Neighbourhoods in Winnipeg

An important aspect of the research was to provide a broad comparative analysis between the Winnipeg NA! neighbourhoods with two additional Major Improvement Areas (Daniel McIntyre and St. Matthews). The purpose was to examine how general activities in the NA! areas compare to those of non-NA! neighbourhoods. A key limitation of this analysis is that the data collected in the non-NA! areas is limited to baseline 2001 Census and Multiple Listings Services data spanning 2001-2004 (for the latter please see also Appendix One). Therefore, caution is expressed in being able to draw substantive conclusions from these initial findings. However, longer term data collection and analysis, through future replication, will provide a finer level of understanding of the differences between NA! and non-NA! neighbourhoods.³ The following analysis commences with a discussion of the baseline 2001 Census data and then proceeds to assess the MLS housing material. The section concludes with a summary of findings.

As was noted in section 2.1, all the neighbourhoods under consideration tended to have younger residents than the city average and contained higher numbers of lone-parent families. Furthermore, the concentration of visible minorities and Aboriginal persons also exceeded city averages. In fact, in the NA! neighbourhoods, the percentage of Aboriginal persons was also markedly higher than the non-NA! neighbourhoods and the city average.

With respect to employment, education and income, it was noted that both NA! and non-NA! neighbourhoods tended to have a lower percentage of the population having attained a university degree and unemployment rates were, for the most part, more than double the city average. The average employment income was also much lower than the city average.

³ It is expected that future replication would analyze change in NA! and non NA! areas between three Census periods 1996-2006. This will provide a much more robust set of variables from which change can be better measured and assessed.

The findings for demographics, employment and education did not show significant differences between the NA! and non-NA! areas. This finding cautiously suggests that these areas, as classified by the City of Winnipeg as Major Improvement areas, are similar in composition.⁴

The physical makeup of these areas are also similar in that the majority of housing was built before 1946, with average ages in the NA! and non-NA! areas being nearly three times that of the city average.⁵ The condition of the stock was also similar in that most neighbourhoods exceeded the Winnipeg average for homes in need of major repair (with the exception being Lord Selkirk Park's public housing). The value of dwellings were also similar among the neighbourhoods with the exception being West Broadway and Lord Selkirk Park (it should be noted that both West Broadway and Lord Selkirk Park have few single family homes, potentially skewing the overall average).

Based on the 2001 baseline Census data, there is no evidence to suggest that the neighbourhoods vary substantively. In fact, the seven neighbourhoods under consideration are very consistent in socio-economic and physical characteristics. Again, this is an expected result given that these areas are classified as Major Improvement neighbourhoods. Furthermore, this is an important finding in establishing the baseline for future analysis. Therefore, having commenced with an "even starting line" will allow for a more meaningful analysis in replication years.

⁴ In the city of Winnipeg there are 14 Major Improvement Areas that are defined as older areas that have experienced significant decline to the point where housing and neighbourhood infrastructure require complete renewal. Many of these neighbourhoods have been the recipients of large scale reinvestment over the last few decades.

⁵ The exception to this was Lord Selkirk Park which has a significant number of Public Housing units built over the last few decades.

2.1.17 **MLS Analysis 2000-2004**

As previously noted, the MLS data in **Appendix 1** provides a snapshot, exploring change in the neighbourhoods over a five year period (2000-2004)⁶. During this period it was shown that the housing market in Winnipeg has generally improved, with prices trending upward, raising the average resale value some \$33,000. During this period, the gap between listing and selling price also decreased as did the average number of DOM. Surprisingly, the overall volume of sales did not deviate substantively, and in fact, it can be speculated that a shortage of listings has also been a mitigating factor in the escalation of values and in the shortening of the DOM rating for the entire city.

In exploring the Winnipeg NA! and non-NA! neighbourhoods, similar market characteristics are prevalent, with higher prices, decreased DOMs and a closing of the gap between list and selling price. Year-to-year change in the areas is more difficult to assess as the overall volume of sales in each neighbourhood was relatively low. However, in both Spence and William Whyte, two key trends are very positive. First, the volume of sales has steadily increased, with prices rising accordingly. This upward trend was also matched in the non-NA! neighbourhoods which experienced an equally impressive change. Interestingly, only the non-NA! neighbourhoods showed a distinctive reduction in DOMs.

Based on the housing market assessment, it is difficult to suggest that NA! neighbourhoods have fared better than the non-NA! areas. However, the resale data is very positive in both Spence and William Whyte, with the market rebounding nicely. This positive activity was also matched in both St. Matthews and Daniel McIntyre. However, this finding must be viewed as an excellent indication that the work underway in the inner city of Winnipeg, including the NA! designated neighbourhoods, is garnering the attention of the market which has responded with greater overall confidence and a rise in prices and activity.

⁶ For a more detailed analysis of the MLA data for the NA! study area see Appendix 1

In conclusion, the NA! and non-NA! neighbourhoods do not vary substantively and have both shown important gains in the housing market. It is also critical to reiterate that the 2001 baseline Census data established a “level start” for future replications and comparisons. It will remain necessary to expand the level of analysis in subsequent years to include the changes observed between 1996 and 2006. At that juncture, additional interpretation will be possible given that one will be able to observe conditions prior to NA! and a period five years after inception. Perhaps, also, an assessment of the resale activity of homes that have received NA! grant money would provide a barometer of change, e.g., have the prices of “subsidized” homes that have subsequently sold, increased in price over those homes that have not received funding. In addition to collecting and analyzing Census and MLS data, a key recommendation is that consultation be undertaken in non-NA! neighbourhoods to measure and assess the perceptions of area residents as they concern the NA! neighbourhoods.

2.2 Baseline Census Data for Brandon

The geographic distribution of data derived for the Brandon analysis is displayed in Figure 2.4. Since 2001, it is important to recognize that substantive population and economic growth has occurred. Much of this growth can be attributed to the construction of the Maple Leaf pork processing plant, which has become a major employer. The demand for workers has led to a housing crunch in Brandon—but also to a situation in which employed residents are having a hard time finding affordable accommodations.

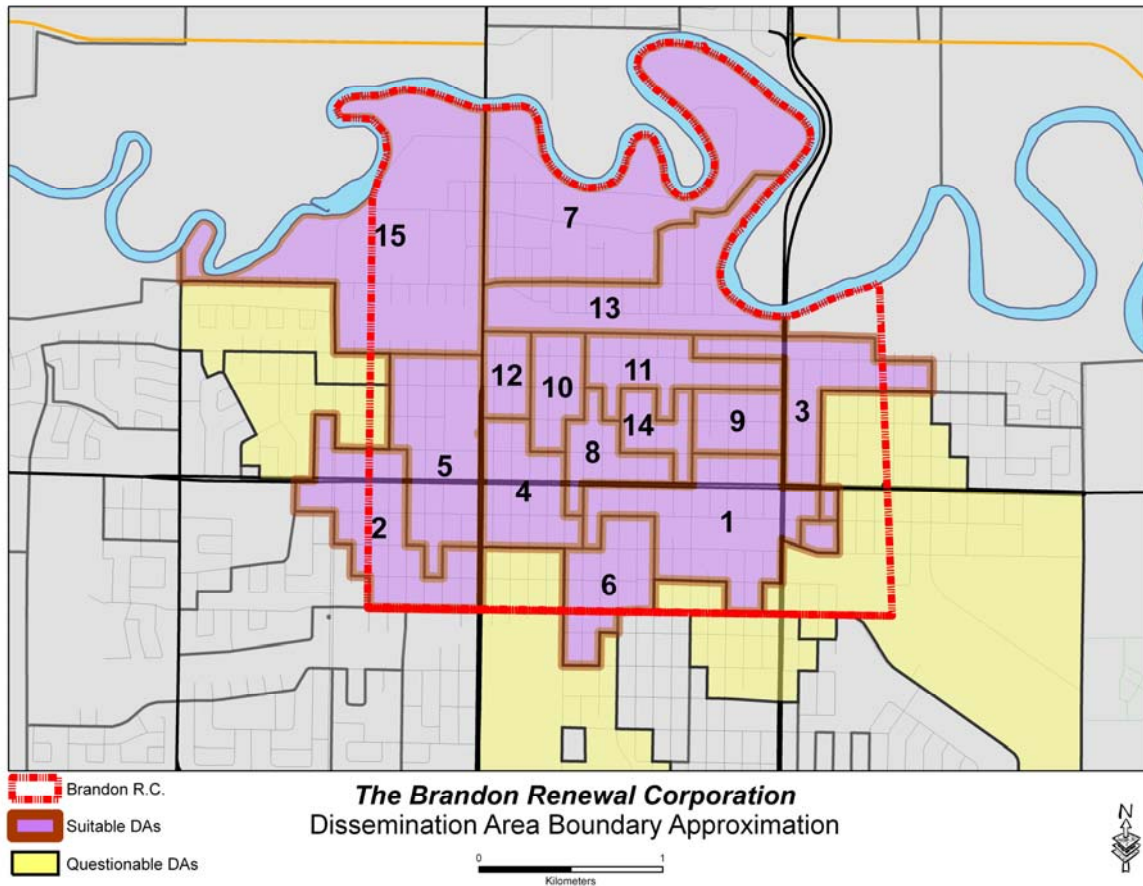
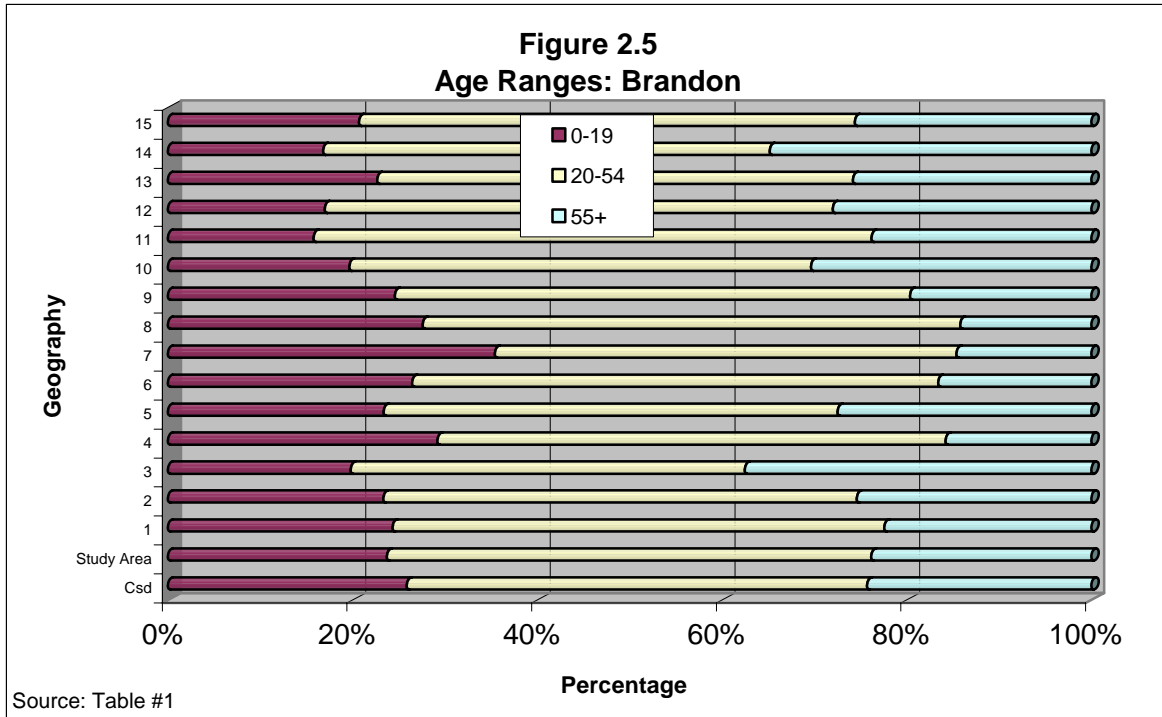


Figure 2.4

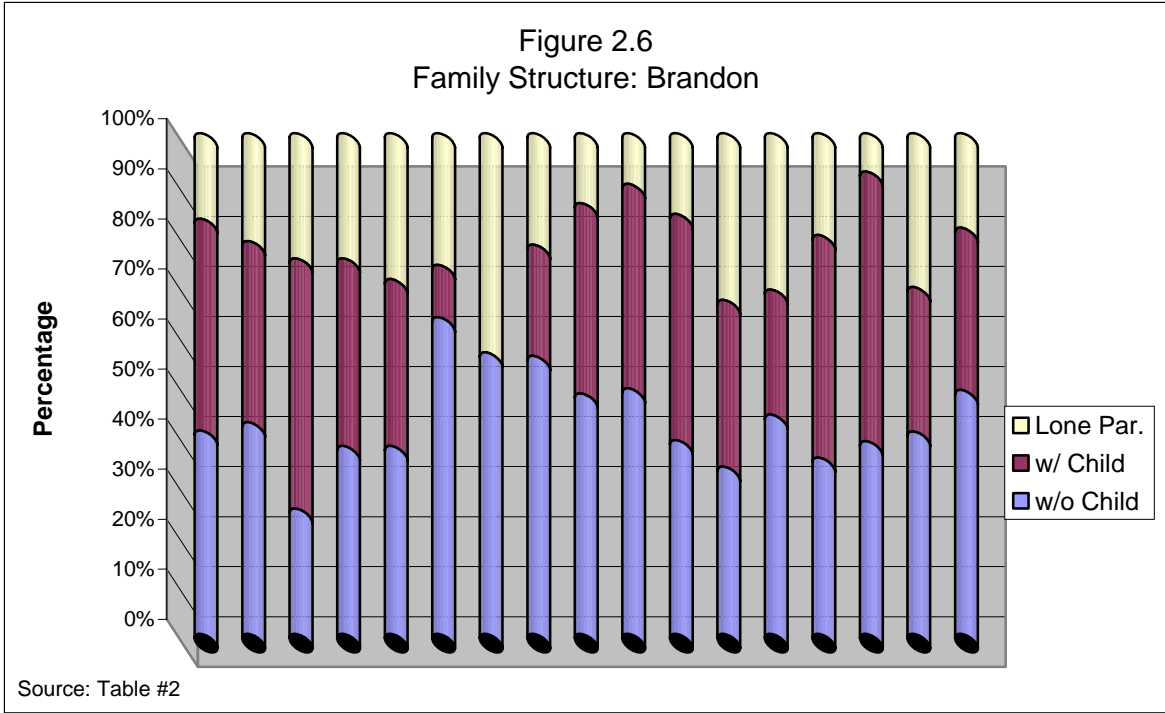
2.2.1 Population and Age ranges

The Brandon Neighbourhood Renewal Corporation Boundary encompasses approximately 25 percent of Brandon’s overall population. Figure 2.5 displays the age ranges for the Brandon population. Overall, the proportions of the average age ranges within the study area do not differ greatly from that of the Brandon Census Subdivision (CSD) as a whole. The individual Dissemination Areas (DAs) however, show that there is variation between the study area and the CSD averages. For example, DAs numbers 3, 11, 12, and 14 all have lower proportions of persons 0-19 (with rates ranging from 17.0-19.8 percent), while the city average is approximately 25 percent. This specific example demonstrates the degree of variation within the development corporation boundaries.



2.2.2 Family Structure

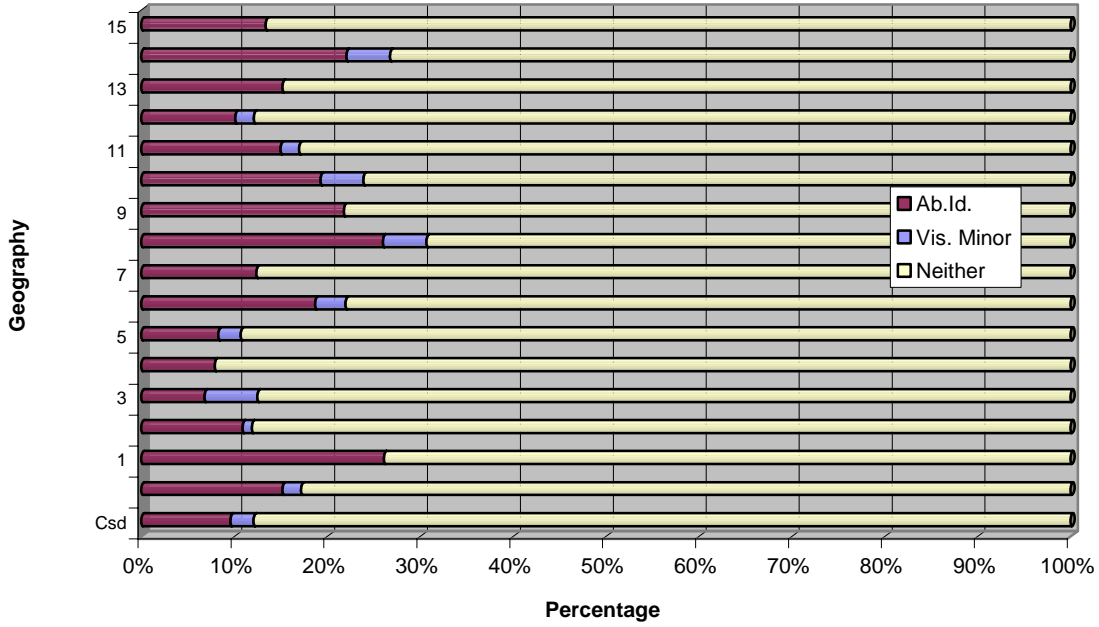
Figure 2.6 shows the proportions of census families with and without children, as well as lone parent families. The study area has a slightly higher proportion of families without children overall than does the Brandon CSD, (42.3 and 40.6 percent respectively) and ranges from 24.4-52.9 percent within the DAs. The proportion of families with children is 42.3 percent for the CSD, and 36.3 percent for the study area, ranging from 0 to 55.3 percent. The proportion of lone parent families is 17.1 percent for the CSD, and 21.6 percent for the study area, ranging from 7.9-41.2 percent.



2.2.3 Ethnicity and Language

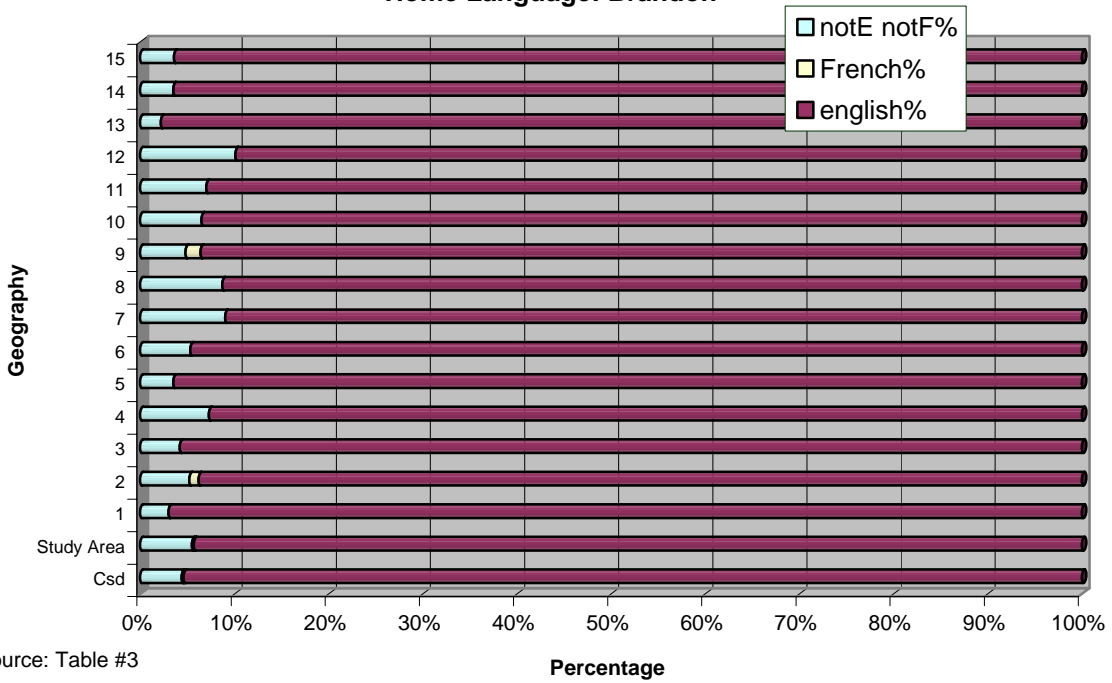
Figure 2.7 and 2.8 show ethnicity and home language respectively. The study area's proportion of Aboriginal persons is approximately 60 percent higher than that of the CSD, and ranges from 6.8-26.1 percent. The proportion of visible minorities, as well as non-English speaking households, is, in all cases, less than 10 percent.

Figure 2.7
Ethnicity: Brandon



Source: Table #3

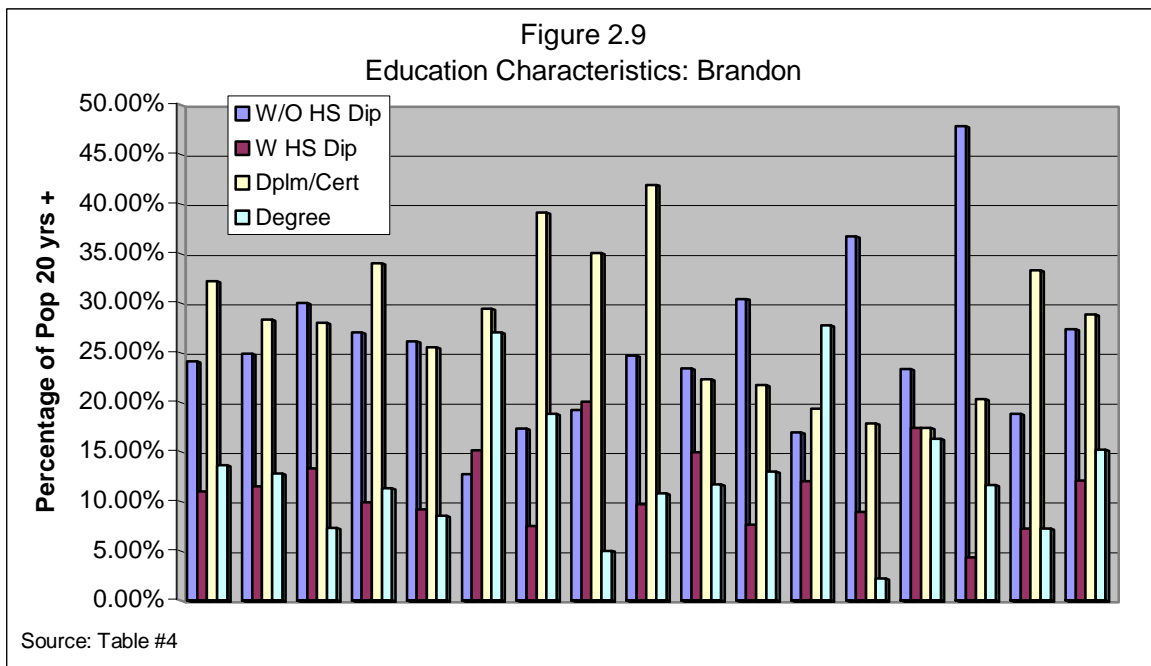
Figure 2.8
Home Language: Brandon



Source: Table #3

2.2.4 Education, Employment, and Income Indicators

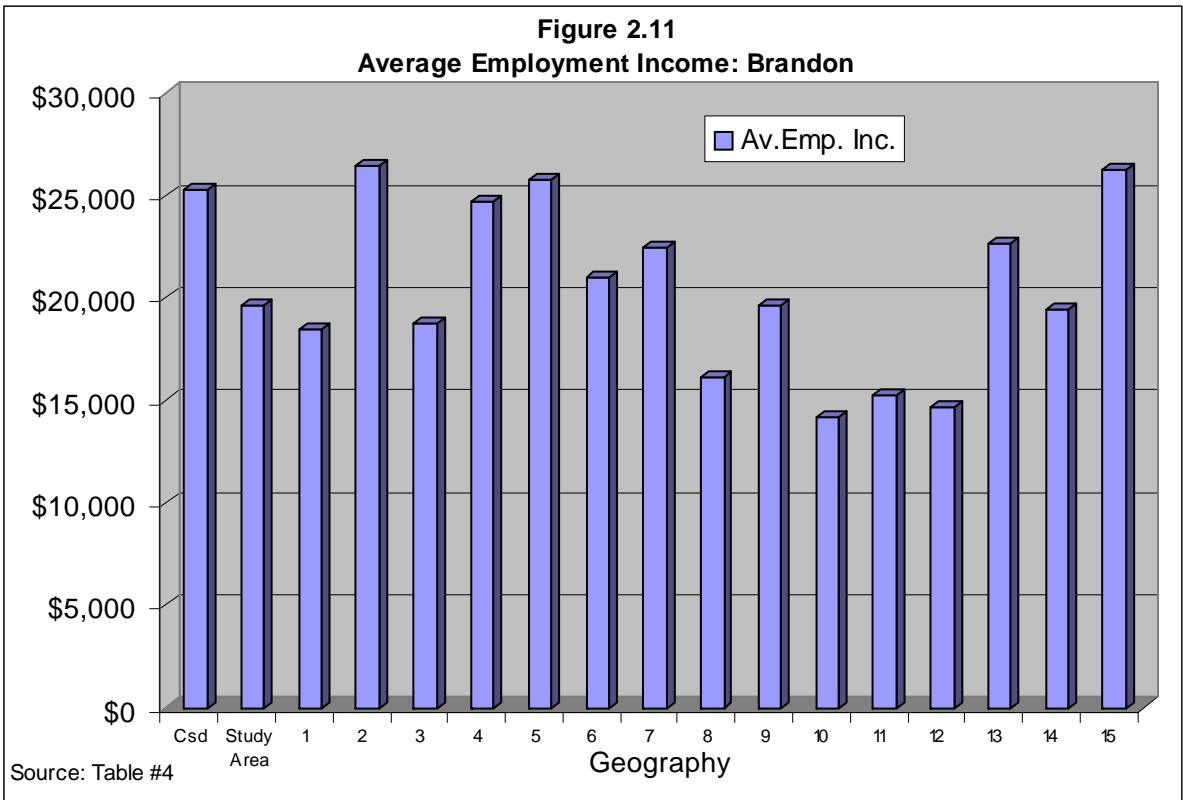
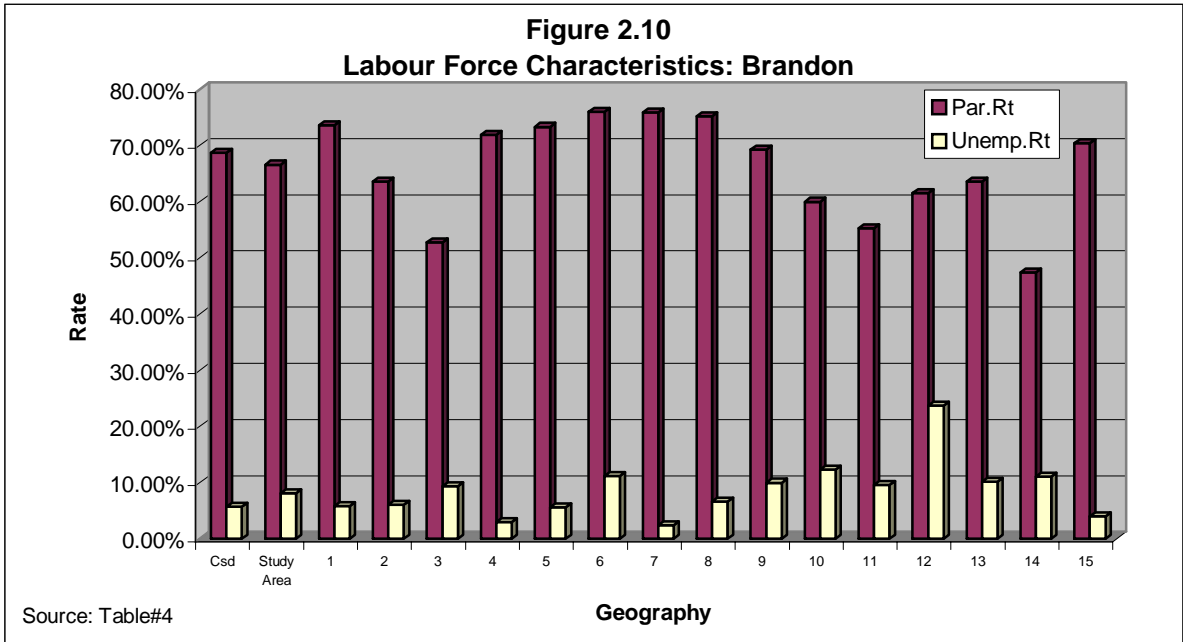
Figure 2.9 and 2.10 display education and employment respectively. Average educational indicators don't show a great deal of difference between the CSD and the study area. However, individual DAs display considerable variation with respect to residents: without a high school diploma (2.7-36.7 percent); with a high school diploma (4.3-20.0 percent); with a post-secondary certificate/diploma (7.4-41.9 percent), and rates for post-secondary (2.2-27.7 percent). Further fine-grained study of this nature may be advisable when targeting future educational and training initiatives.



Employment indicators show that the CSD and study area's average unemployment rates to be 5.7 and 8.1 percent respectively, and their participation rates are 68.7 and 66.6 percent; these statistics indicate that the study area has less employment and labour force participation than the CSD as a whole. Unemployment rates vary from 2.4-23.7 percent in the DAs and participation rates range from 47.4-76.0 percent.

Figure 2.11 shows the average employment incomes. The average for the CSD is \$25,292, and \$19,669 for the study area (this latter figure represents the median of all the

DA average incomes in the study area). High unemployment correlates to low participation and educational rates as well as low average incomes.



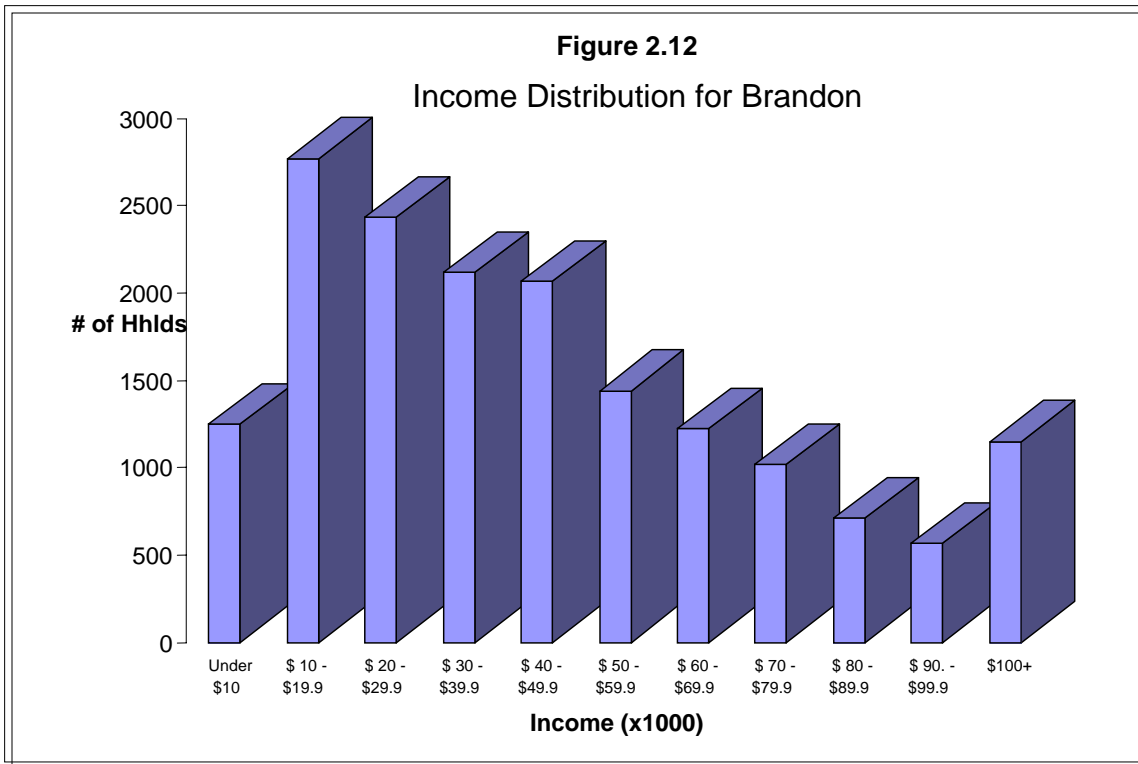
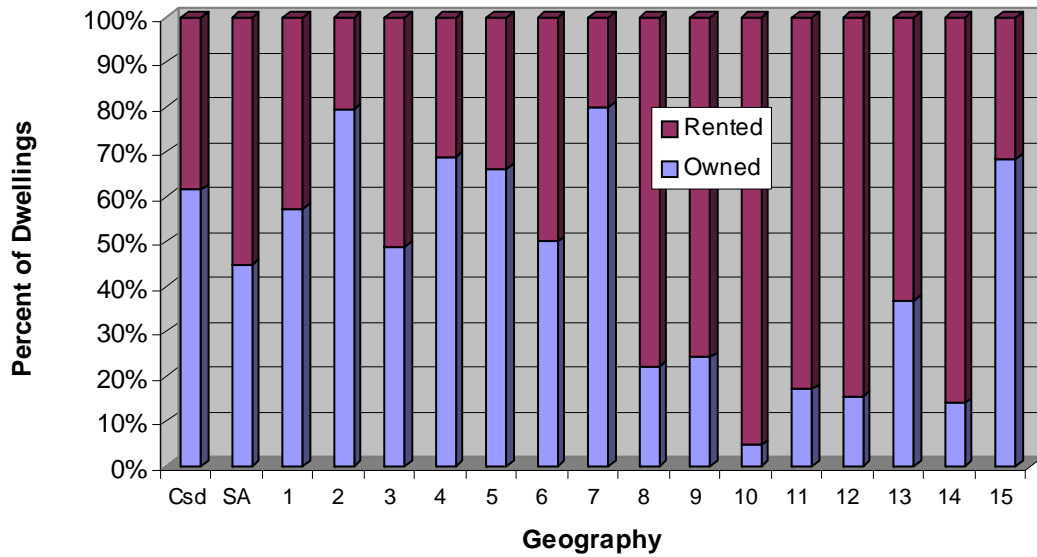


Figure 2.12 shows that income distribution is clustered in the less than \$50,000.00 range, with a sizable minority earning over \$100,000.00. It should be noted that this data will reflect the 1999 opening of the Maple Leaf plant; it will be of interest to see if the expansion of low-wage employment in the meat packing and retail sectors will have made the concentration at the lower end of the scale more pronounced in the next Census period.

2.2.5 Dwelling Tenure and Type

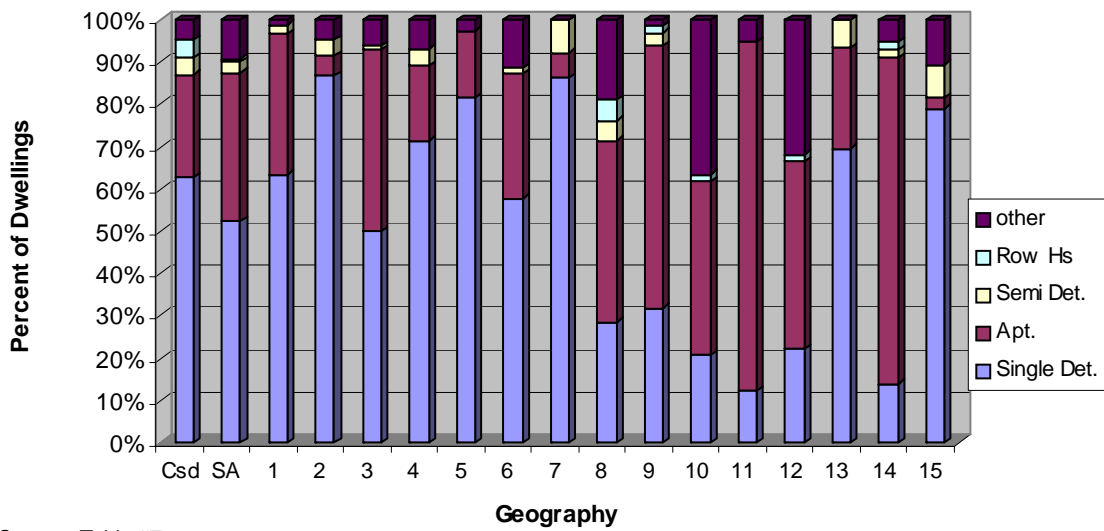
Figure 2.13 shows housing tenure for Brandon, while Figure 2.14 displays dwelling type. Home ownership in the study area is lower overall at 44.8 percent than the CSD average of 61.6 percent, but ranges between 4.8-80.0 percent. The study area's proportion of single detached units is, at 52.3 percent, lower than the CSD average of 61.4 percent, and the proportion of apartments and "other" units is higher in the study area (35.1 and 9.2 percent) than is the case in the CSD (24.0 and 4.5 percent). The percentage of single detached dwellings and home ownership levels appear to be related.

Figure 2.13
Tenure: Brandon



Source: Table #5

Figure 2.14
Dwelling Type: Brandon



Source: Table #7

2.2.6 Dwelling Condition and Period of construction

Figure 2.15 shows period of dwelling construction. The study area has significantly more housing stock from the pre-1946 era (38.9 percent) than the CSD average (6.4 percent). (Pre-1946 housing stock varies within the study area DAs between 14.5-67.6 percent).

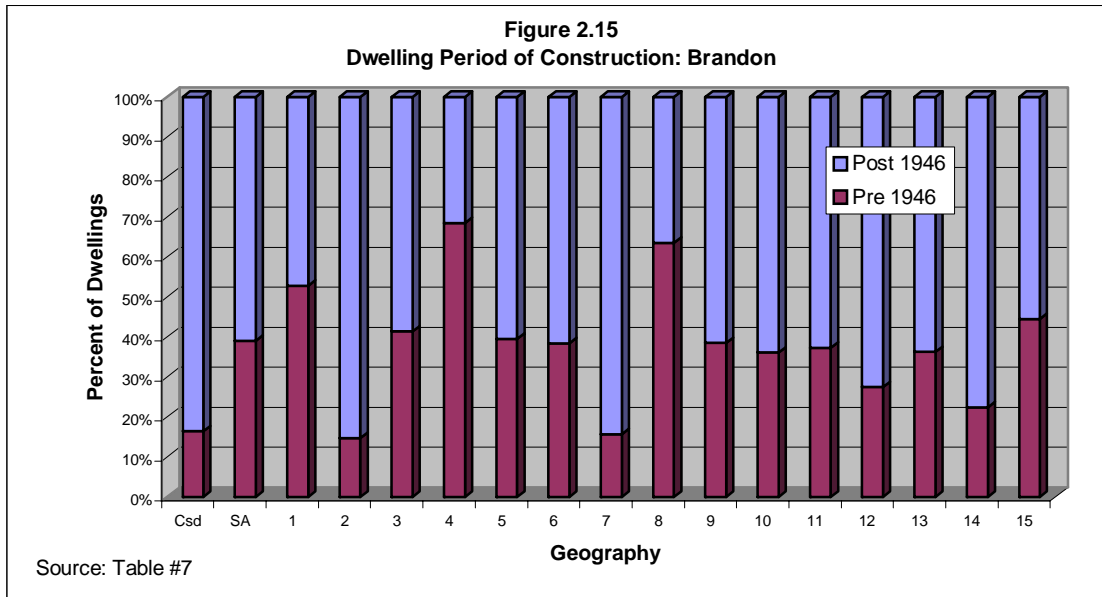
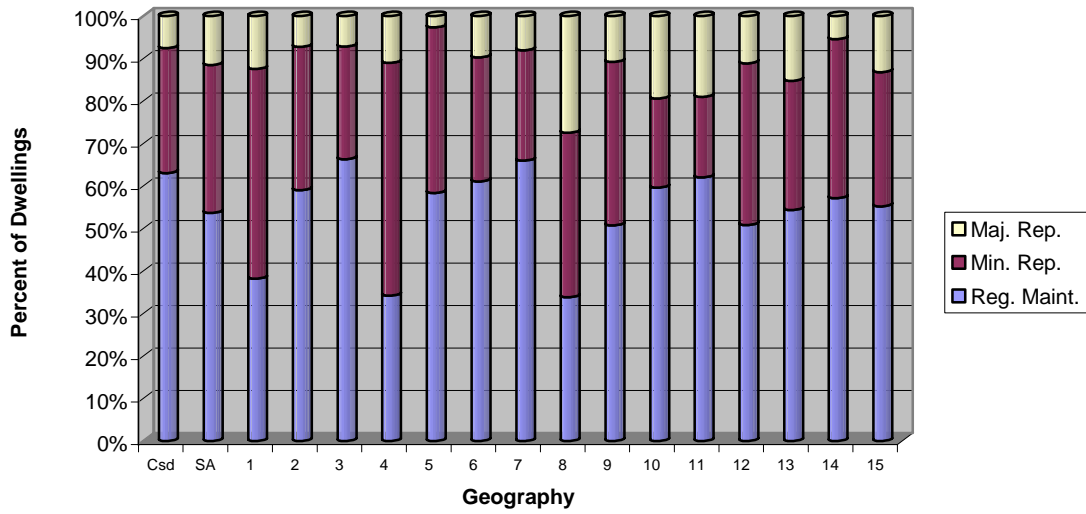


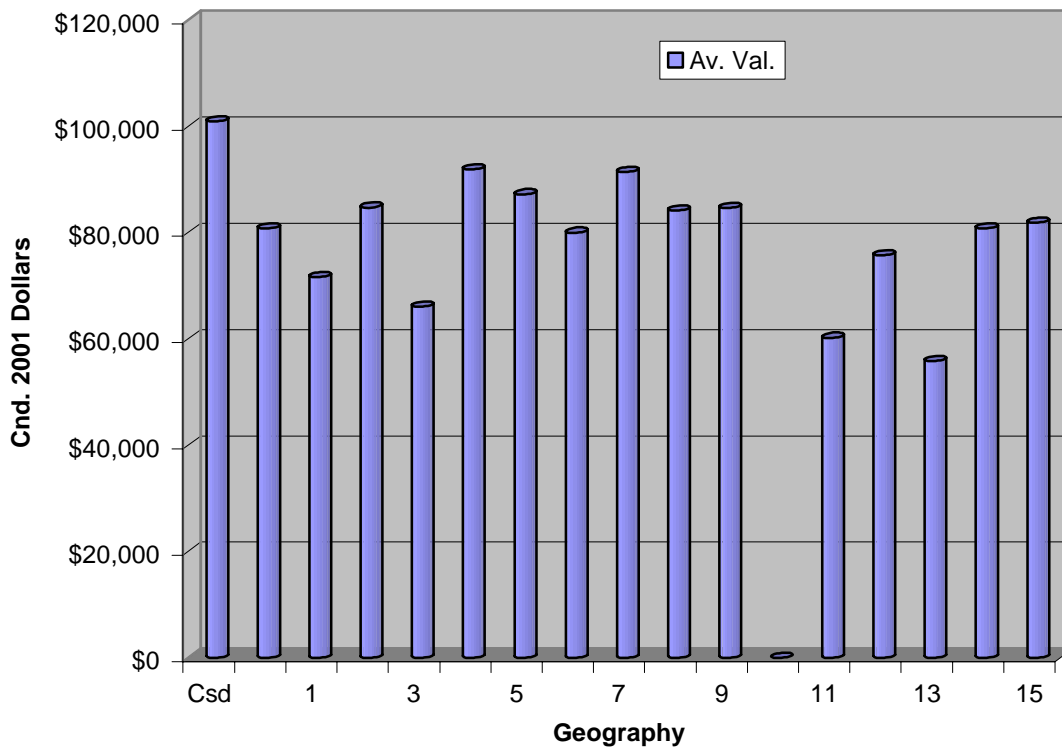
Figure 2.16 shows that there is little difference between the study area and the CSD in terms of the average proportions of homes needing major repair. Just over 11 percent of the housing stock in the study area requires major repair, although in DA number 8 this figure is closer to 30 percent, and the proportion needing minor repair in this DA is close to 40 percent.

Figure 2.16
Dwelling Condition: Brandon



Source: Table #5

Figure 2.17
Average Dwelling Value (Owner Hhlds): Brandon



Source: Table #7

Where a clear distinction can be more easily made is evident in Figure 2.17, which shows a \$20,000.00 average difference between the value of homes in the study area and the CSD.

A review of the data shows that, as of 2001, many significant differences existed between the study area and Brandon as a whole. The study area had more unemployed residents making less money and living in older houses in need of more repair. When DAs are disaggregated these differences (and others) can seem even more distinct, as some parts of the BNRC boundaries are particularly in need of attention. It is recommended that this level of analysis be pursued after the next Census period.

2.3 Baseline Census Data for Thompson

Thompson is very isolated, yet a magnet for numerous outlying communities and nearby Aboriginal reserves. The social, economic and health problems of the north have a huge impact on Thompson and have contributed to its reputation as the gateway to the north. The population fluctuates dramatically between Census periods and many of the individuals who come in and out of town are living “off the grid” (no identification, no address) and/or suffering serious health problems. Thompson has long been dominated by a single industry (the Inco Ltd. nickel mine), but this is changing as the local economy is beginning to diversify—which is a positive development, as Inco Ltd. may or may not remain in the community past 2011, making long-term planning difficult and confidence in long-term investments low. Inco Ltd., which was the force behind the original creation of the City, pays no taxes, but does pay a “grant in lieu” of taxes. The contract for this grant expired in 1999, and since then the company has contributed some ongoing funding.

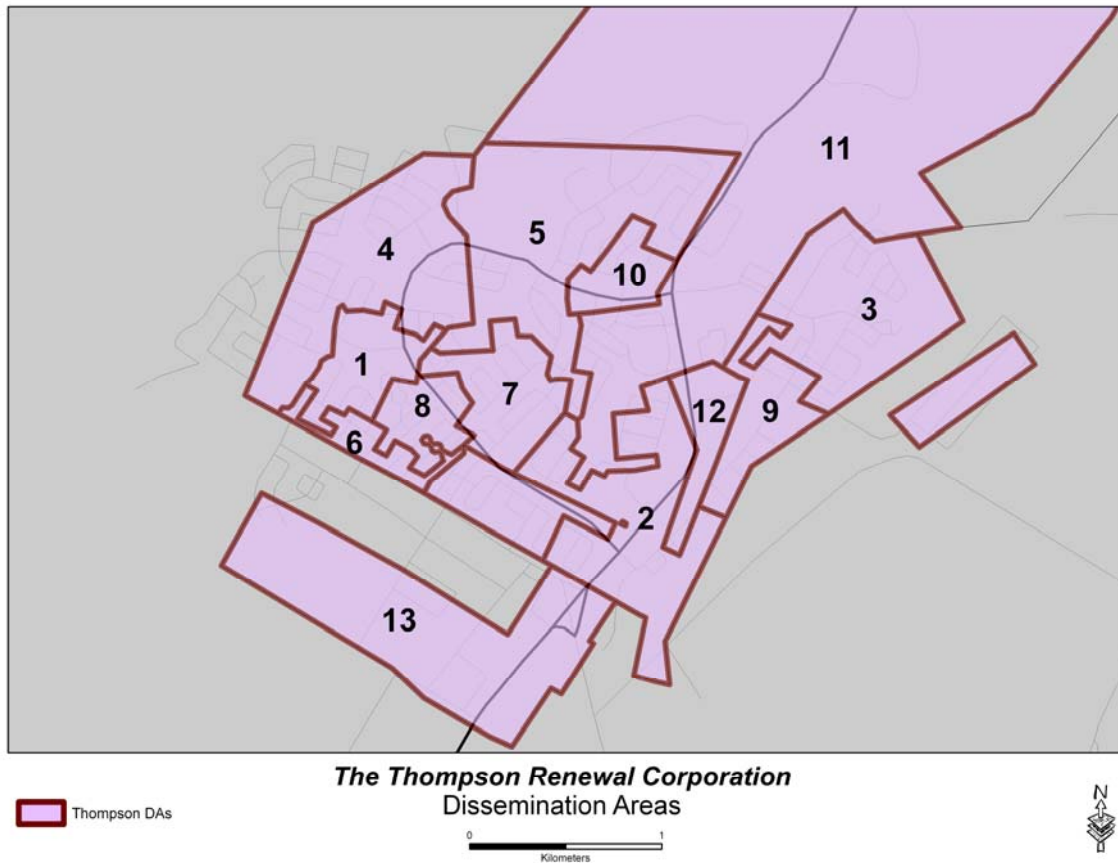
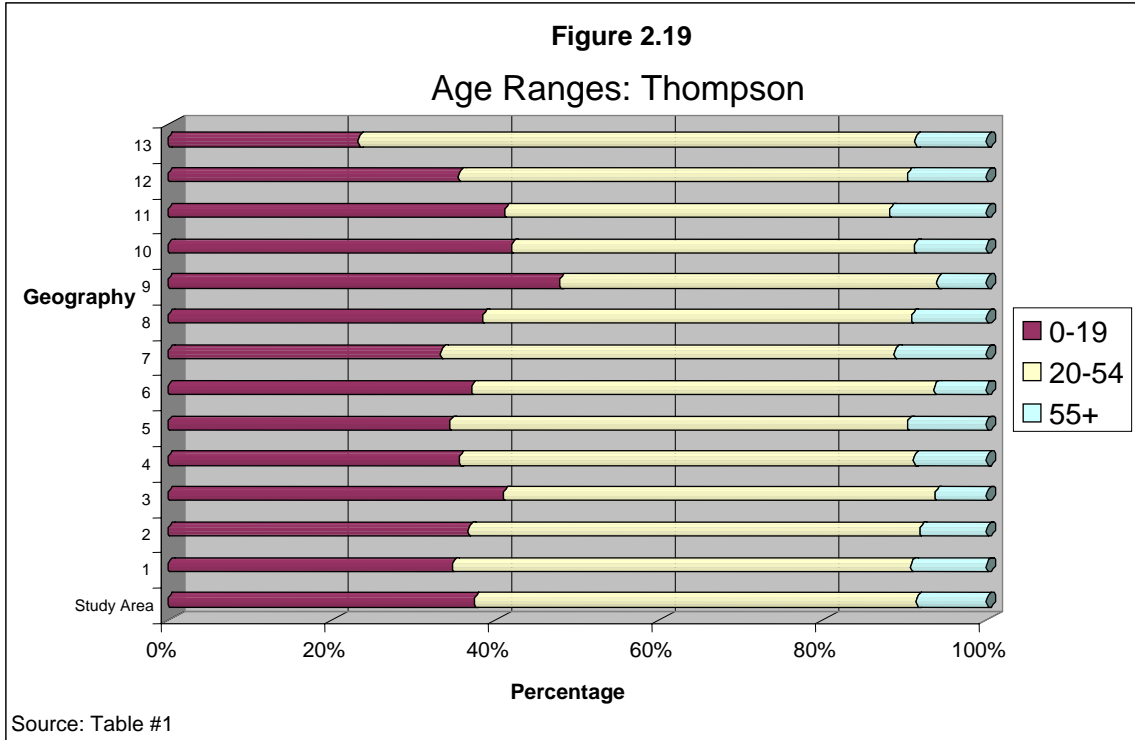


Figure 2.18

2.3.6 Population and Age Ranges

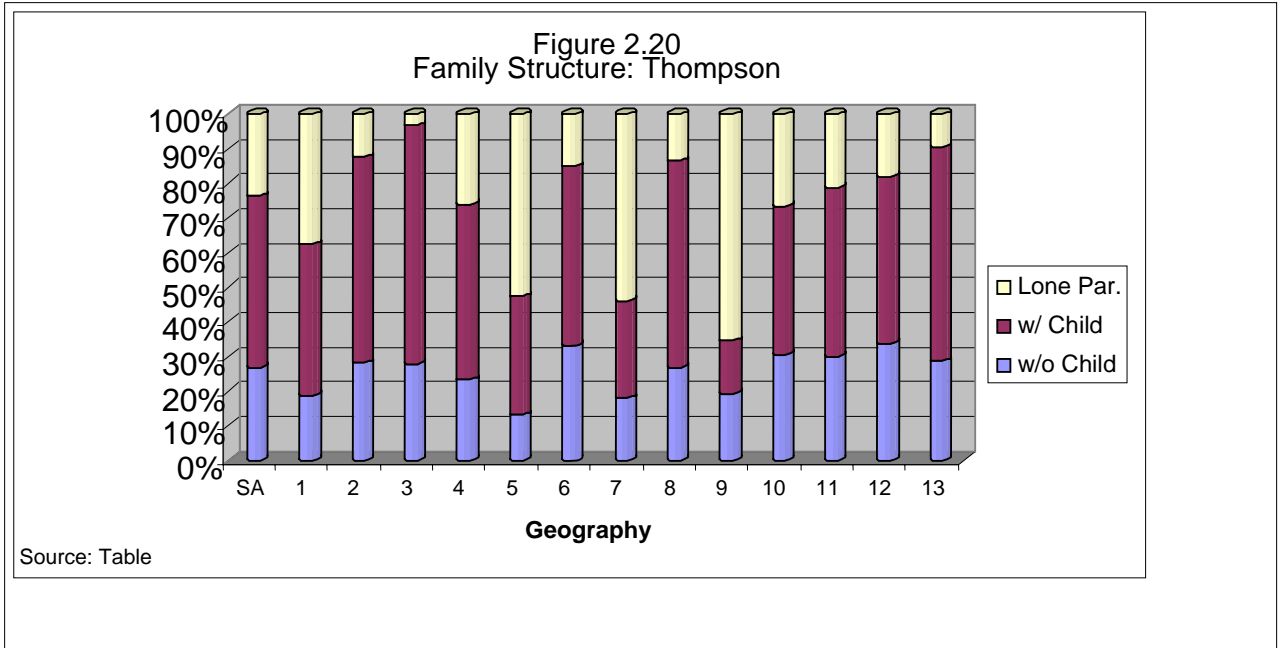
Figure 2.19 shows the population and age ranges of Thompson. Since the CSD of Thompson is the study area, no comparisons are needed. The City of Thompson has a total population of 12,165 and is just slightly larger than the renewal corporation population of Brandon. The population of Thompson is a younger population, with more than half of the population in the 20-54 age range, and slightly under half in the 0-19 age range. The 55+ population ranges from 6-12 percent in the various areas of the city.



2.3.2 Family Structure

With a younger population, Thompson’s family structure is dominated by families with children, both couples and lone parents. Figure 2.20 illustrates this breakdown, and it can be seen that in some areas, lone parent families represent over half of all families. This is a concern, since the literature shows that lone parent families are more likely to live in poverty and substandard and/or unsuitable housing.⁷

⁷ National Council of Welfare Summary Child Poverty Profile 1998
http://www.newcnbes.net/htmldocument/principales/childpovertysummary_e.htm



2.3.3 Ethnicity and Language

Figure 2.21 and Figure 2.22 show ethnicity and home language respectively. A substantial proportion of the population is Aboriginal, representing the majority in almost half of the areas. This correlates to home language spoken, where areas of high Aboriginal proportions speak neither French nor English at home. Study area 9 is again of interest, as it has, so far, the highest proportion of lone parents, Aboriginal persons, and persons whose first language is not English or French.

Figure 2.21
Ethnicity: Thompson

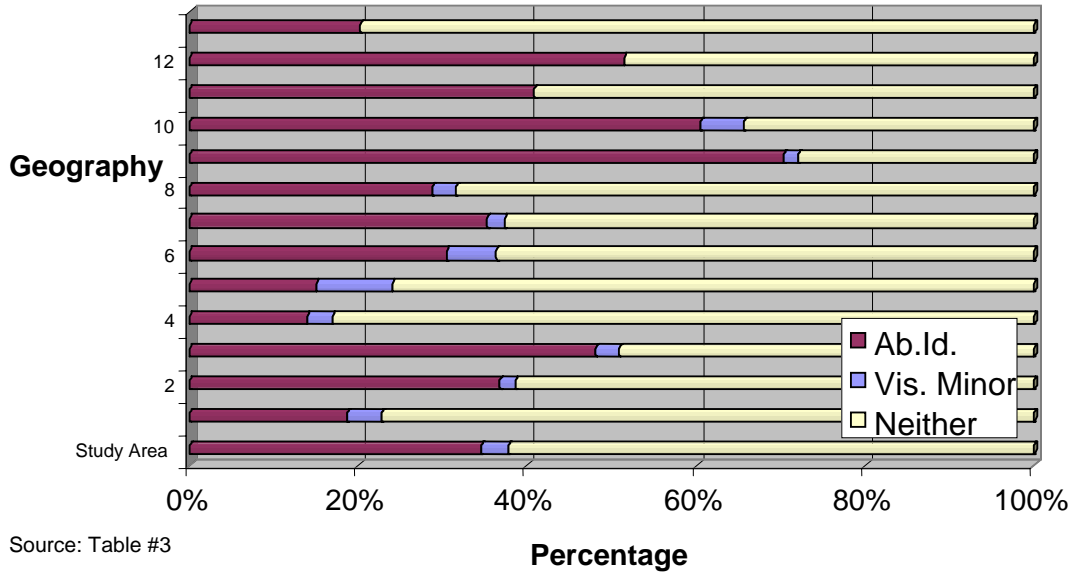
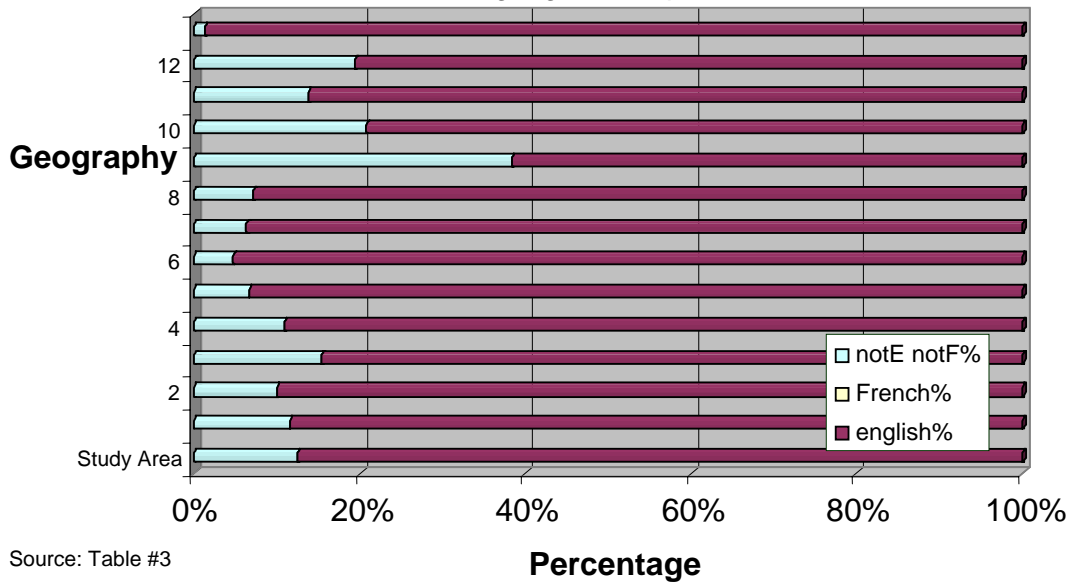


Figure 2.22
Home Language: Thompson



2.3.4 Education, Employment, and Income Indicators

Figure 2.23 and 2.24 show education and employment levels respectively. As expected, there is a negative relationship between unemployment rates and participation rates. As well, there appears to be a correlation between education and employment. For example, both study areas 9 and 10 have high unemployment rates and low participation rates. As well, both areas have the highest percentage of persons without a high school diploma, and the lowest percentage of persons with post-secondary education. Income values, shown in Figure 2.25, are also quite low for these two areas.

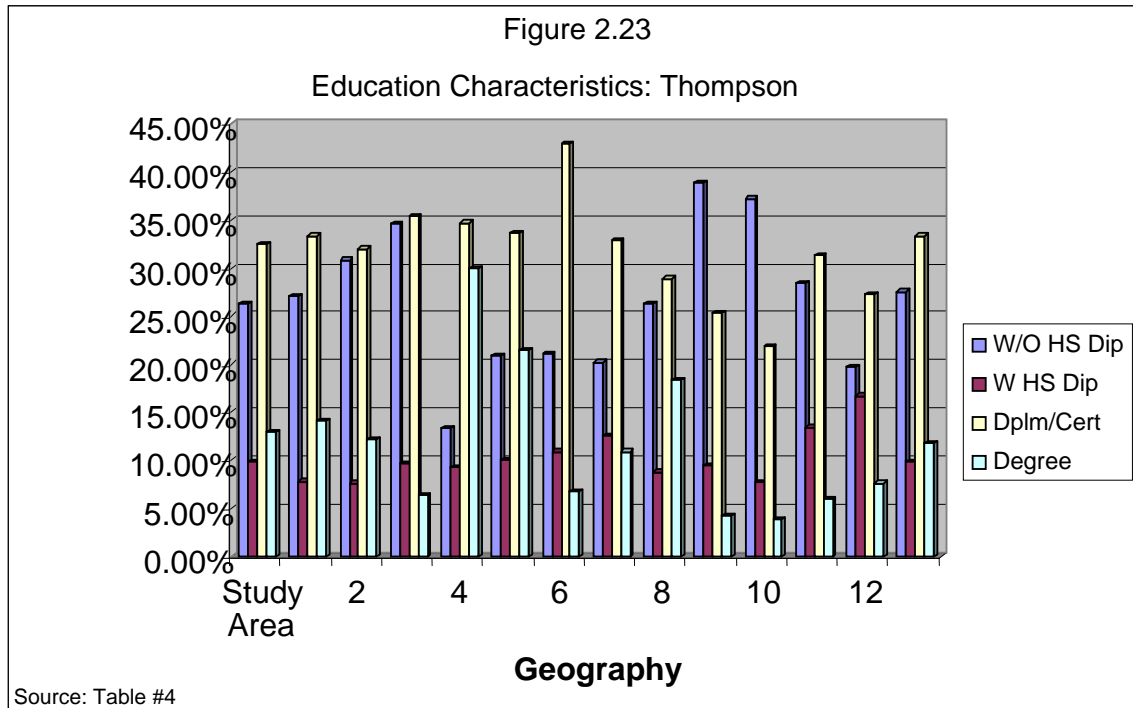
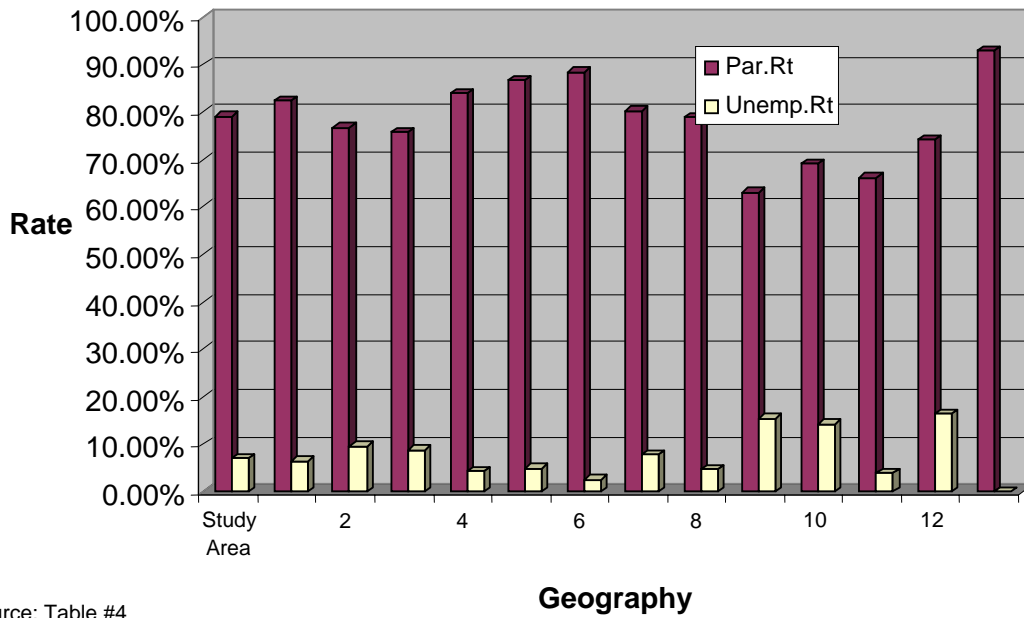


Figure 2.24

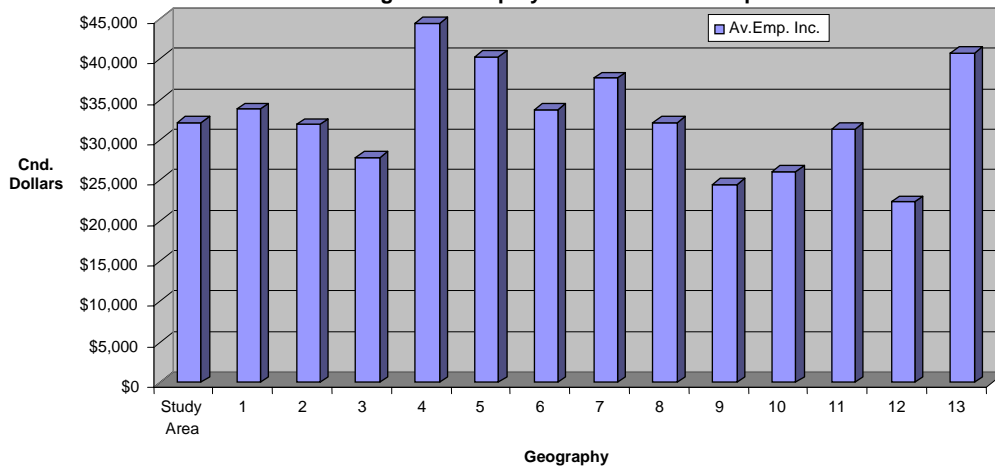
Labour Force Characteristics: Thompson



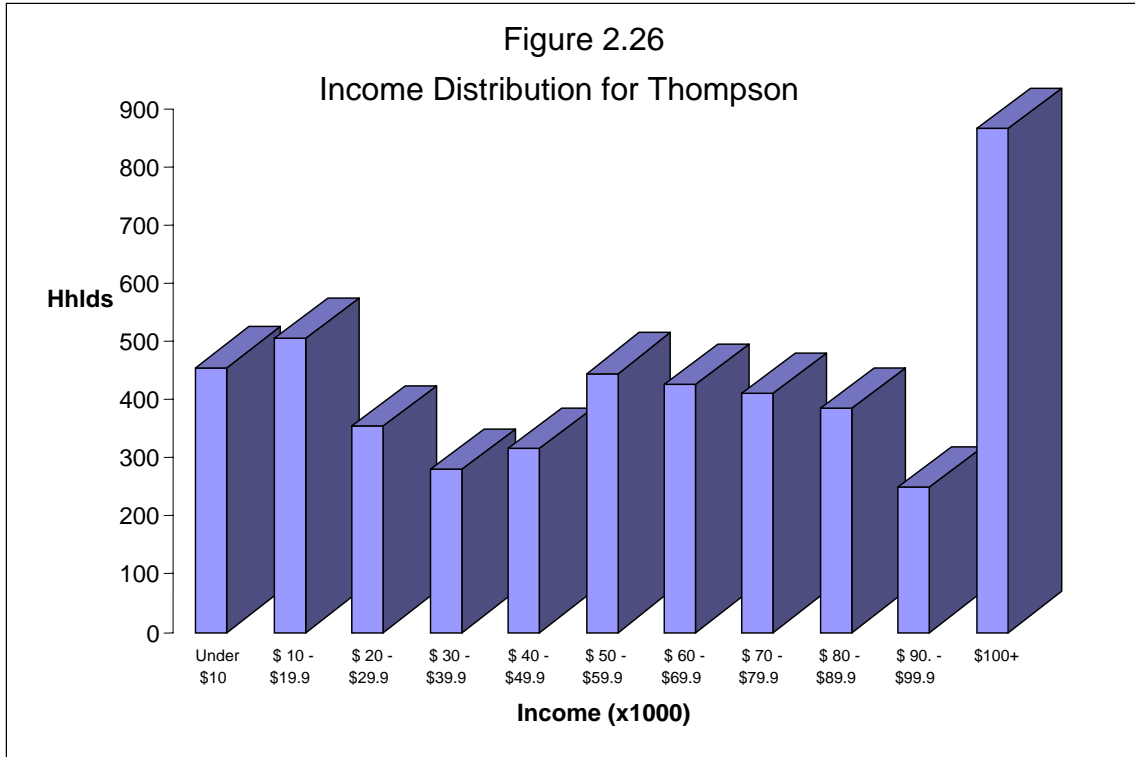
Source: Table #4

Figure 2.25

Average 2000 Employment Income: Thompson



Source: Table #4



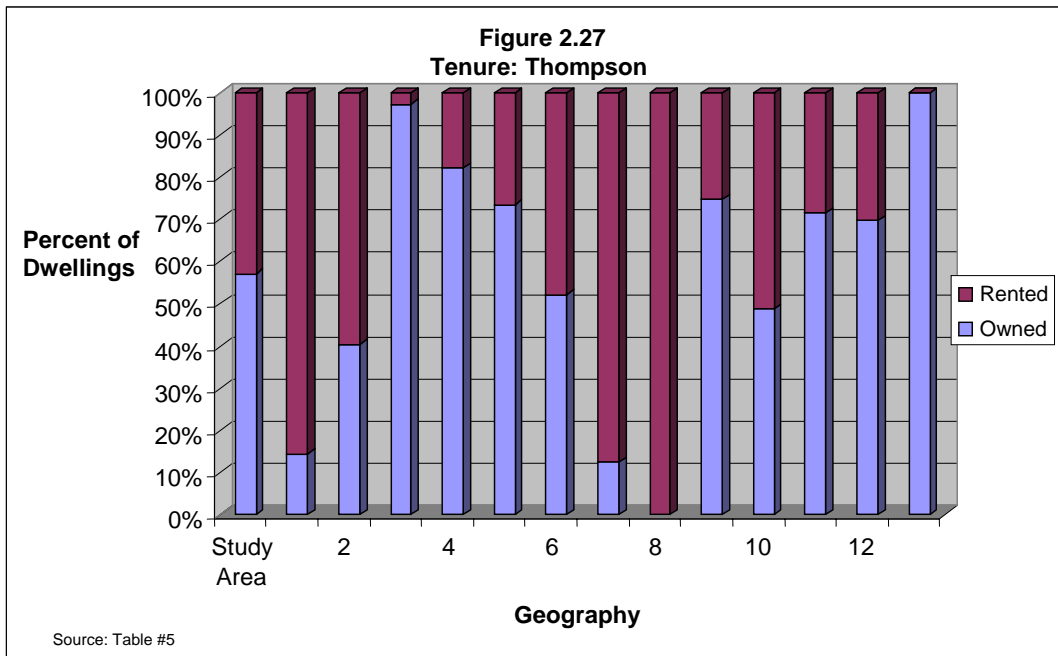
It is important to note that these statistics do not give the full picture, because thousands of individuals living in and passing through Thompson from outlying communities and reserves make use of services in the city but are living “off the grid.” As such, the population of residents who are “in need” is actually much larger than Statistics Canada data shows—or can show. Because so many people come and go between Census periods, they are never counted.

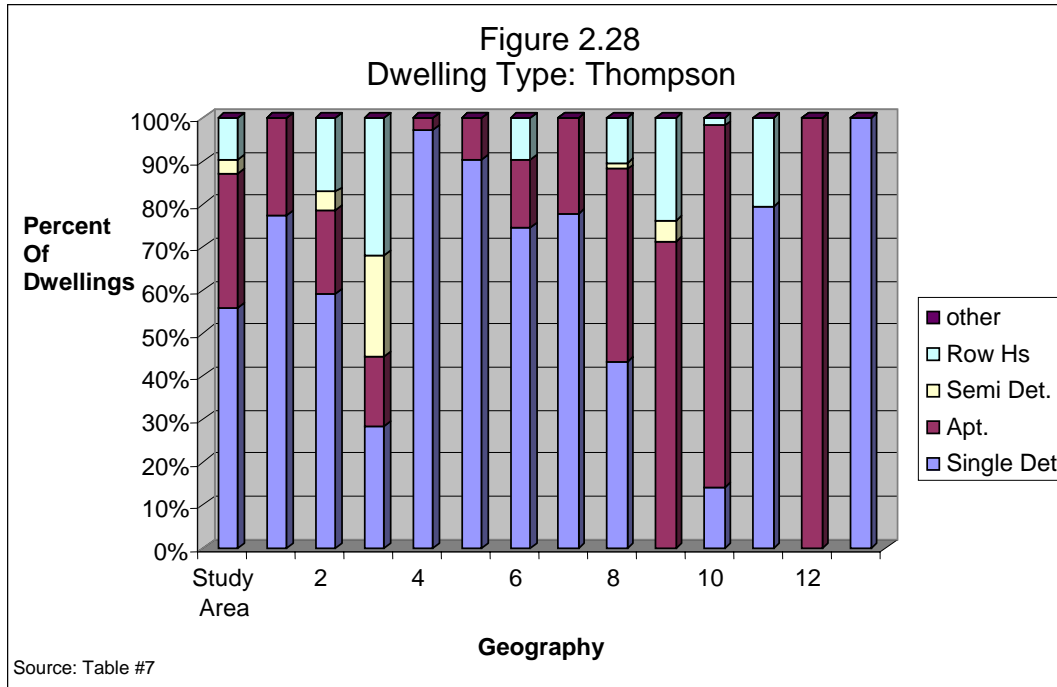
The income distribution table requires some qualification. Thompson is home to a very large proportion of residents who earn more than \$100,000.00 per year, and higher-end salary ranges (over \$50,000.00) are also well-represented, whereas these earning levels are almost entirely absent from other NA! neighbourhoods. True, owing to the presence of the Inco Ltd. nickel mine, as well as related technical employment, a sizable proportion of the residents earn very high salaries. However, this reality does not in any way diminish the great level of need in the city; indeed it only serves to show the extent of the disparities between sectors in Thompson society. Also note that the TNRC focuses

on those pockets of need within the city, and not the city as a whole, so the presence of such conspicuous wealth does not demonstrate that the city is not in need of the type of funding provided by NA!.

2.3.5 Dwelling Tenure and Type

Home ownership and dwelling type are illustrated in Figures 2.27 and 2.28 respectively. While there certainly is a positive relationship between ownership levels and the proportion of single detached dwellings, there is also considerable home ownership in areas that are dominated by apartments and other types of dwellings. For example, study area 12 is dominated by apartment units, but still shows an ownership rate of nearly 70 percent, while area 3 has quite a mix of unit types, and also shows an extremely high level of home ownership. At the other end of the spectrum, area 8 also has a mixture of unit types, but consists of no homeowners at all.





2.3.6 Dwelling Condition and Period of Construction

Figures 2.29 and 2.30 show dwelling period of construction and condition respectively. Given Thompson's history as a town built to support Inco Ltd., it is hardly surprising that the proportion of units built prior to 1946 is negligible.

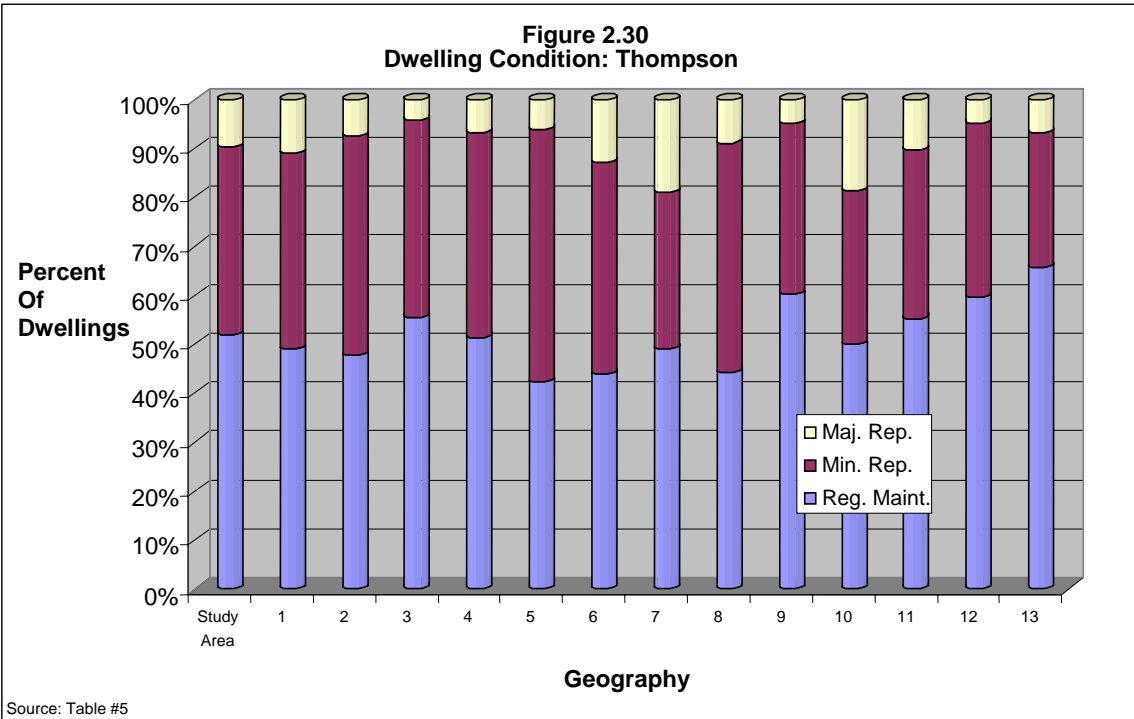
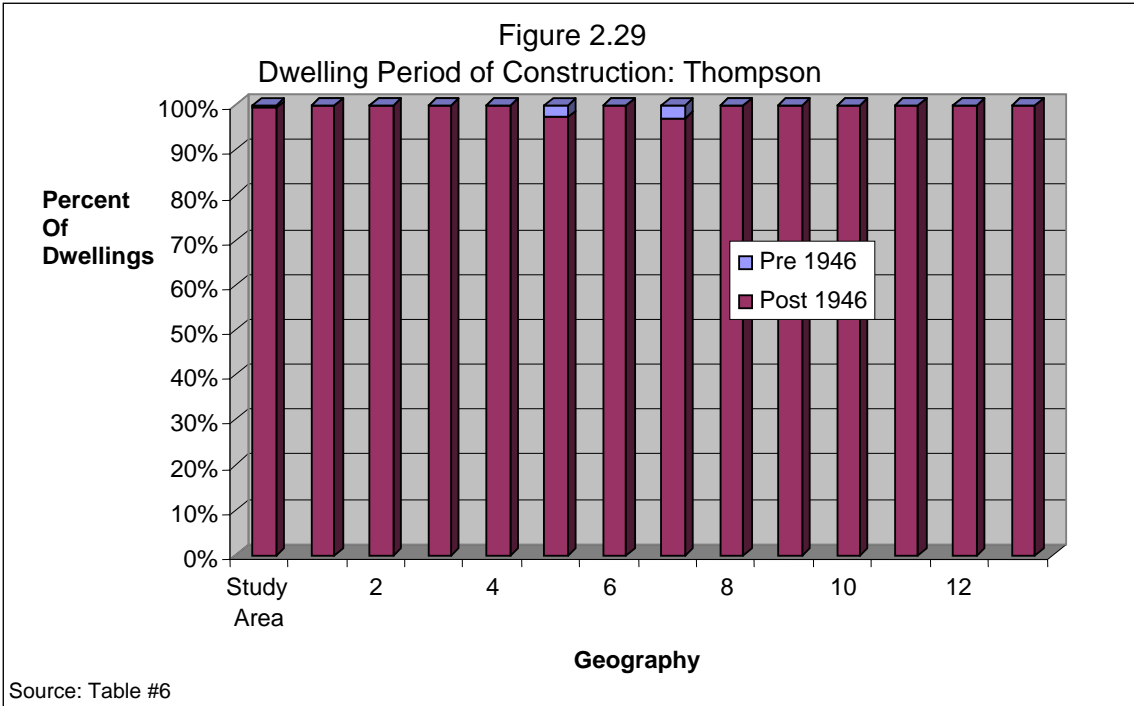
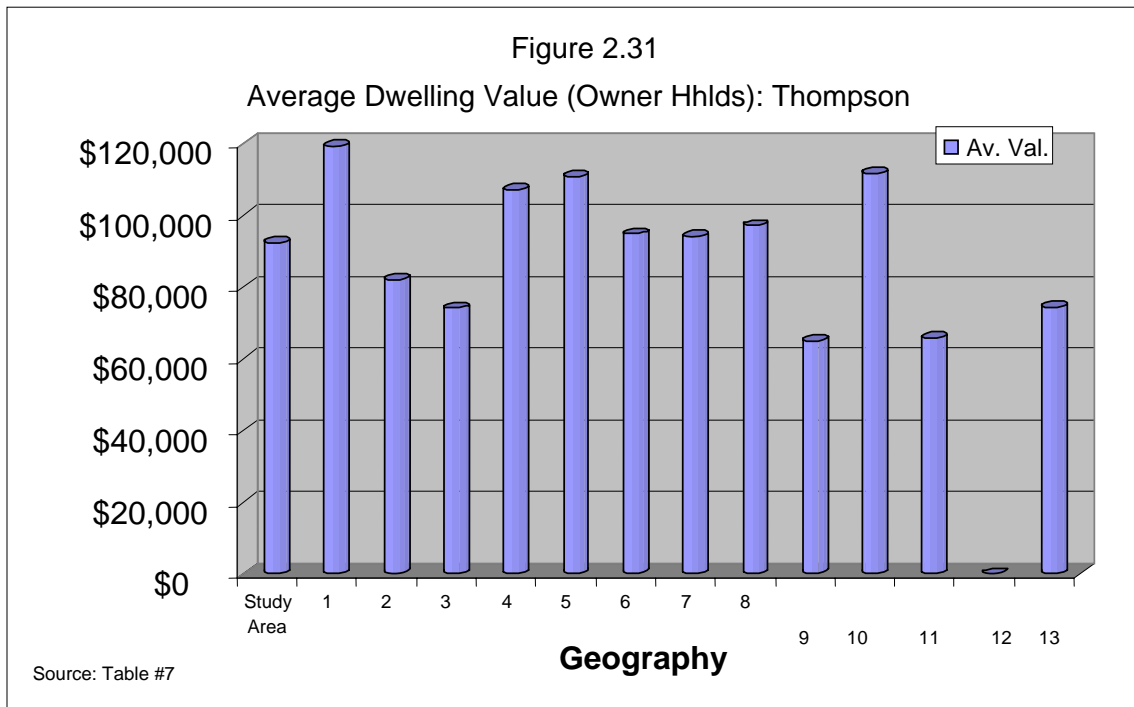


Figure 2.31 shows the variations in the values of owner occupied dwellings. While study areas 9 and 10 again show low values, it is area 12 that has a remarkable divergence from the rest of the data sets. As was noted above, area 12 is completely made up of

apartments; we see now that there is a negligible sale value associated with this area.



Thompson features a number of characteristics that make generalizations difficult to define. Many residents are earning more than \$50,000.00 per year, yet there are great disparities and the city faces serious homelessness and poverty issues. There are great variations in rates for forms of tenure and dwelling types, as well as for levels of education attainment. These fluctuations become apparent when Census data is analyzed at the DA level. As was the case for Brandon, it is recommended that the NRC try to make use of DA-level data in the future in order to more accurately target needed investments.

2.3.7 Summary of Brandon and Thompson

The Census review for Brandon and Thompson presented a general overview of each community. In particular, the program area for the Brandon NRC was shown to be distinct from the entire city, with respect to the variables examined. Brandon also presented a unique case in that the addition of the Maple Leaf plant has added to the shortage of affordable housing options. With respect to the Census data, it was also shown that the program area in Brandon contains a higher percentage of lone parents and Aboriginal persons. Income and employment rates were also higher in the NRC area. The age of housing was generally older with lower levels of home ownership and average values. These findings support the need to continue to invest in the needed resources aimed at improving the circumstance of persons living in these areas.

The examination of Thompson, as was noted, presented a broad overview, as the program area covers the city. However, it was shown that the city of Thompson faces challenges, including its dependency on the Inco Ltd. operation, which cannot be understated. Although efforts continue to diversify the economic base of the community, Thompson faces the challenge of being a northern centre and a gateway to the north. This has contributed to increased movement into and out of the city on the part of northern residents (many of whom come from reserves), which presents problems in terms of service provision.

Overall Brandon and Thompson must continue to reinvest in their respective communities by focusing on those areas most in need. There is no doubt that pockets of need and decline are evident in both communities. Subsequent data collection will also help address whether changes have been observed within these two communities. It is certainly a suggestion that for the purposes of future evaluations the Thompson NRC define specific geographies for analysis which would allow for a clearer determination of neighbourhood change. As in the Winnipeg NRCs, the data relating to the 2001 Census substantiated the selection of both communities for inclusion into the NA! funding strategy.

3.0 Neighbourhood Outcomes

This section analyzes the five NRCs using material gathered from the 2001 Census, NA! program data, community forum discussion points and surveys, and key informant interviews. The intent is to provide baseline information for some variables, while also discussing and interpreting change with respect to multi-year data. The data are broadly set in five key areas of discussion and include: Housing, Safety and Wellness, Community Economic Development, Environment and Image, and Capacity and Empowerment.

Overall, the results point to significant positive changes being observed in housing, economic development and in the general sentiment regarding each neighbourhood. Both residents and key stakeholders have contended that positive changes are taking place within the neighbourhoods, but due diligence is needed to ensure that these efforts are sustained in the long term. The data strongly suggests that positive gains have been made in the housing sector, denoted through price valuation and an overall market improvement. There can be little doubt that with approximately 900 units renovated or built that the NRCs and NA! contribution to the various areas has been significant and very positive. The resale market also showed tremendous gains with respect to the numbers of homes selling in higher ranges and taking less time to sell. Housing was also the most visible and tangible outcome of the work of the NRCs, and their efforts were often recognized by forum attendees as well as key informants as being critical to stabilizing the neighbourhood. However, these successes within the housing market have resulted in increasing concerns regarding affordability in both the rental and ownership markets. Residents and key informants pointed to the need to monitor and balance efforts to ensure that housing accessibility remains a central program objective.

The analysis of data relating to Safety and Wellness provided evidence of a marked improvement, especially with respect to the reduction in arsons in the Winnipeg NRCs. Residents in all NRCs clearly observed improvements to the overall safety of their respective neighbourhoods, with many signaling out the NRCs efforts. Also, there

appeared to be an increased vigor among residents to remain in their neighbourhoods and to invest in the future. This should be viewed as a central observation, as increasing confidence among residents will go a long way toward sustaining ongoing renewal efforts.

Community Economic Development played an important role within the NRCs and was generally thought to have contributed to the strengthening of local economies. From the small-scale “fix up” and youth builder programs, neighbourhood residents have become more empowered to take control of change and build local capacity. This renewed interest was also evident on many of the “main streets” which were thought to have attracted more diverse businesses. However, more work is needed to continue to strengthen the diversity of businesses and to attract more opportunities for local residents. In Brandon, it was noted that the downtown, like Winnipeg’s, faces the pressure from big box stores, pulling people and resources outward.

There are some important aspects of the funding arrangements of the NRCs that are important to acknowledge. First, all of the NRCs have access to in-kind support that assist them in diversifying their revenue (or at least their expense) base. However, these resources are usually not captured in an Annual Financial Statement. For example, three of the NRCs have access to rent-free office space:

- The City of Brandon provides rent-free office space at the Brandon Civic Building, to the Brandon NRC;
- The City of Winnipeg provides rent-free office space at the Magnus Eliason Recreation Centre (MERC), to the SNA; and
- The NECRC owns the building that houses their offices.

Also, the NECRC rents space in its building to other community organizations (i.e., the Community Education Development Association, CEDA) to offset costs such as property taxes and utilities. The City of Thompson covers the production and distribution costs for the local community newsletter, the Ravin’ Raven, with the collaboration of the Thompson NRC. The WBDC has significant community partners (e.g. Housing Concerns Group) who provide services (e.g. Tenant-Landlord Cooperation) that NRCs in

other communities provide. While these in-kind supports do not necessarily enhance the revenue base of the NRCs, they do lower expenses and provide some tangible benefits.

In the softer measure of Environment and Image, residents commented extensively on the improvement to the overall quality of their respective neighbourhoods, and that efforts of local residents are being noticed. From murals to clean-ups to community gardens many commented on the aesthetic quality of the neighbourhood. Other spoke of the simple act of communicating better with their neighbours and being better connected to the neighbourhood as a result of “feeling safer” to walk about the area.

The final area examined is that of Capacity and Empowerment, which again was measured by softer indicators that pointed to a greater awareness of the NRCs and of NA!. People appear to be taking part in events such as Annual General Meetings (AGMs), clean-up and general meetings. There appeared to be a sense of ownership arising among residents who feel that they have a voice in the neighbourhood that will be heard. Perhaps the investments by the TNRC in the Wapanohk School should be viewed as a model for how small grants can contribute to many positive outcomes.

While not all the gains made in each neighbourhood can be directly attributable to NA! funding or the work of the NRCs, the end result has been beneficial nonetheless, as local residents have become more acutely aware of the positive changes within the various program areas.

North End Community Renewal Corporation

3.1 North End Community Renewal Corporation (Lord Selkirk Park, Point Douglas, William Whyte)

The NECRC, formed in 1998, is comprised of eleven neighbourhoods, three of which are funded by NA!. Those neighbourhoods are North Point Douglas, Lord Selkirk Park and William Whyte. Not only is the NECRC's organizational structure unique, but the inter-relationship of the eleven neighbourhoods is important to consider. Some neighbourhoods are purely residential and thus depend on others for services and amenities. The NECRC has assisted their neighbourhoods in developing Housing Plans, but does not undertake building, renovation, or management projects of their own. The North End Housing Project and Winnipeg Housing Rehabilitation do work in this area. However, the NECRC has developed the Fix-up program. It is an exterior renovation grant program available to owners and landlords. A primary concern for the NECRC is making sure that the value of a home is such that if the owner does renovations or wants to sell it that they can recover the value, as a few years ago people were giving away their homes.

North End Community Renewal Corporation

3.1.1 Housing

(Data represents percentage change over previous year)

North End Community Renewal Corporation Housing Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of units renovated/converted	40	26	21	7
Number of infill units developed (WPG only)	0	5	10	0
Percent of dwellings in need of major repair	LSP: 6.9% PD: 14.3% WW: 19.7%			n/a
Rented vs. owned units	2625/1315			n/a
Percentage change the average resale value of homes	LSP: n/a PD: 36.93% WW: 4.9%	LSP: n/a PD: -3.52% WW: 13.71%	LSP: 62.07% (n=2) PD: 23.57% WW: 18.70%	LSP: 36.17% (n=2) PD: 16.99 % WW: 27.64%
Percent difference of sale price over list price	LSP: n/a PD: 11.64% WW: 13.9%	LSP: 30.62% PD: 8.53% WW: 12.5%	LSP: 6.69% PD: 10% WW: 9.6%	LSP: 1.23% PD: 11.52% WW: 7.45%
Average time homes for sale remain on market (WPG only)	LSP: n/a PD: 37 WW: 56	LSP: 34 PD: 42 WW: 61	LSP: 40 PD: 54 WW: 49	LSP: 9 PD: 38 WW: 40
Percent change in resale value, 2001-2004				LSP: 28% ⁸ PD: 28% WW: 41%
Percentage of tenant households paying more than 30% of gross income on shelter.	47.9%			n/a
Percentage of owning households paying more than 30% of gross income on shelter.	17.4%			n/a
Average value of dwelling	LSP: 77,747 PD: 36,629 ⁹ WW: 36,439			n/a

⁸ There were no sales in LSP in 2001; change reflects change from 2000-2004.

⁹ Reflects an average of averages between South and North Point Douglas

North End Community Renewal Corporation

Discussion of Indicator Results (by neighbourhood):

Lord Selkirk Park:

- In the Lord Selkirk community area, the resale market has been limited to only two or three transactions per year over the past five years (in 2001, there were no sales). This is largely due to the fact that the overwhelming majority of housing units are rental.

Point Douglas:

- Sales volumes have remained relatively stable in the 10 to 20 transaction range, peaking in 2002 at 21 transactions;
- Significant average sale price increases in 2001 (37 percent), 2003 (24 percent) and 2004 (17 percent);
- In 2001, 56 percent of the property sales in the community were for less than \$20,000. In 2002, the percentage of sales less than \$20,000 decreased slightly to 48 percent. However, in 2003, this percentage decreased to 32 percent and declined further to 21 percent in 2004; and
- Average marketing periods (DOM) in the Point Douglas community have shown little change.

William Whyte:

- Sales volumes have increased steadily over the five years, with a significant increase in 2004 (42 percent);
- Steady increase in the average sale price of properties, with significant increases in 2002 (14 percent), 2003 (19 percent) and 2004 (28 percent);
- In 2002, there was one sale in the community of \$50,000+; in 2003, there were two sales of \$50,000+. In 2004, twelve sales exceeded the \$50,000 level;
- Average sale price increases in this neighbourhood do not seem to be influenced greatly by “outlier” sales, but rather by appreciating neighbourhood market conditions; and
- Average marketing periods (DOM) have shown a steady decrease over the five years.

General:

- Dramatic increase in housing prices; and
- Almost 50 percent of renters are paying over 30 percent of household income on shelter.

Positive Trends Noted in Consultations *with residents and key informants:*

- William Whyte Resident’s Association (an NRF recipient and represented on NECRC board) is trying to deal with housing and derelict buildings in their area;
- Residents have noticed a positive change in Point Douglas;
- Some empty lots are being used as yards;
- A lot of new housing, prices are up, people are buying houses. More confidence in the community;
- Fix-it program has been phenomenal; and

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- Tenant-landlord co-op has had a huge buy-in and will surely make an impact.

What Still Needs to be Done, as noted by residents and key informants:

- A need for co-operative housing;
- Upgrading and renovations have been done in a patchwork way. The change varies by street;
- Some housing programs are useful, but too limited. Windows and other key features are not affordable and the grants are too small. Major (real) projects need more money;
- Rental is often still accessible, but of poor quality;
- Manitoba Housing facilities are reported to be in poor condition;
- Health Department should be more proactive in the area of housing conditions, and not just wait for complaints;
- Two trends have been noted in the neighbourhoods: low interest rates are leading to more home ownership and private firms buying up homes and reselling them at high rates. This may be making the neighbourhood less affordable; and
- Sometimes “low-cost” is still too much for the community to afford.

3.1.2 Safety and Wellness

North End Community Renewal Corporation Safety and Wellness Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of arsons (WPG only)	(1999) 336		201	n/a
Number of property crimes	2020			n/a
Number of violent crimes	764			n/a
Community perception of safety	n/a			56% >6/10 (n=16)
Community satisfaction with the neighbourhood	n/a			50% >6/10 (n=16)
Residential stability	44.3%			n/a (2006 Census)
Residential mobility	55.7%			n/a (2006 Census)
Rate access to recreation	n/a			33.3%
Rate health	n/a			93.75% >6/10 (n=16)

Discussion of Indicator Results:

- More respondents (61.5 percent) indicated on the survey that they *didn't* feel safer than they did a few years ago;
- As many people indicated they were unsatisfied with the neighbourhood as those that were satisfied;

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- Only 33.3 percent thought there were adequate opportunities for recreation in the neighbourhood;
- Most people felt their health was within the upper half of the scale; and
- By far most of the discussion about safety and wellness concerned children and young people. To put it bluntly: “This community is terrified of its children.” People are afraid to confront aggressive/violent kids. Youth are prevalent because children have limited options. “There is nothing else but the street.” There are too few programs and those that are in place are overused, leading to a degradation of facilities. Also there are no jobs. Home situations are often grim: parents are unstable and have little to live for, so kids hang together to feel safe. How young people are surviving is the issue. Even many girls are carrying weapons because they are afraid. “Kids here have no future.” In order to address the problem we need to be able to replace the brotherhood of gangs with something else. Kids need structure in this area: Mentorship is key.

Positive Trends Noted in Consultations with residents and key informants:

- Some NA! funded programs have improved perception in the neighbourhood;
- There has been a positive response to School Resource Officers (SROs); and
- Kids at the “Boys and Girls Club” are being paid to help clean up the area.

What Still Needs to be Done, as noted by residents and key informants:

- Safety issues and their root causes need to be addressed in an ongoing way;
- Recreation opportunities and options need to be expanded;
- More schools should be open in the evenings and on weekends; and
- Increase the “drop-in age” at community centres to include the older youths.

3.1.3 Community Economic Development

North End Community Renewal Corporation Community Economic Development (CED) Data						
<i>Variables</i>	2001	2002	(if	2003	(if	2004
		avail.)	avail.)			
Neighbourhood unemployment rate vs. city unemployment rate	16.9% (5.9%)					n/a
Household income levels	LSP: \$14,609 PD: \$21,752 WW: \$16,822					n/a
Job market participation	51.3%					66% ¹⁰
Employment preparation	n/a					31.3%
Vacant storefronts						80 (Summer 2005)

¹⁰ Provided by NA! – “Funded Projects With an Employment (Training/Referral) Component” [2005]

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Discussion of Indicator Results:

- Unemployment rate (2001) considerably higher than city average;
- Large number of vacant storefronts; of 443 lots, 125 are residential, leaving 319 potential commercial sites, and 80 of these are vacant. This means that 25 percent of potential commercial lots are vacant; and
- Household incomes are very low.

Positive Trends Noted in Consultations *with residents and key informant:*

- Selkirk Avenue is changing for the better: Urban Circle Training Centre (UCTC), Ndinawemaaganag Endaawaad, and Winnipeg Education Centre are positive additions;
- UCTC offers very beneficial programs to the North End and elsewhere: They bring people back to their strengths, to be productive and more successful in their lives. UCTC offers job training, which is beneficial to the economic situation of the community;
- Under this government, focus on Aboriginal youth has been possible and is growing;
- Ogijitta Pimatiswin Kinamatwin – Aboriginal Youth Housing Renovation Project has been a very positive influence, but has a waiting list;
- People want to change, and they like what positive changes they are seeing, but they need to be supported (by government agencies and others) to make long-term changes; and
- There are 3 new businesses on Selkirk Avenue.

What Could Still be Done, *as noted by residents and key informants:*

- Additional provision of child care facilities and options as it connects to economic development and employment;
- Examining what residents can do to stop businesses from leaving the area;
- Businesses on Euclid Avenue need to be renovated;
- Encourage and involve businesses more;
- Programs must promote the changes (positive) of the past few years to facilitate a better image. This community needs a full time person to make these changes (someone who can use the media, knows the history, is aware of the various programs available) and for long-term success this individual must be paid properly;
- Community Economic Development (CED) principles connect to other objectives: monies spent on renovations need to go back into the community in the form of construction jobs. When local people are trained to work in housing the results are doubly positive. With new housing this is happening, but not with infill. Contracts that go to the lowest bid is not good for CED principles; and
- Meeting basic needs like shopping and banking in the North End is difficult, according to forum attendees. Banks are mostly gone, pushing people to money marts and pawnshops, etc. Local shopping is available but you must pay a little more and are offered a poorer selection. The perception remained that some businesses take advantage of local unavailability of transportation and sell at higher prices. There has been real disappointment around engaging business in

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CED; the NRC feels they need to do more to show businesses how improvements will help them.

3.1.4 Environment & Image

(Perception of physical characteristics of neighbourhood over past 4 years)

Discussion of Indicator Results:

- Some improvements noted but many complaints about a lack of green space.

Positive Trends Noted in Consultations *with residents and key informants:*

- Annual community cleanup;
- Land acquired for increased greenspace;
- Community gardens;
- William Whyte neighbourhood fix-up program;
- Improvements on Selkirk Avenue;
- Several of the worst homes have been torn down;
- Improvements in road conditions; and
- The Residents' Association has made a huge difference to the neighbourhood.

What Could Still be Done, *as noted by residents and key informants:*

- Increase in public space – area has lower percentage of green space per capita than any other area;
- Improved recreational facilities (including parks and tennis courts);
- There is always going to be a need for lower-income communities – they should at least be healthy, equitable vibrant places;
- We need to stop talking about the North End as a dysfunctional community;
- More clean-ups needed; and
- Better street maintenance.

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3.1.5 Capacity and Empowerment

North End Community Renewal Corporation Neighbourhood Capacity and Empowerment Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Increased participation of residents, NRCs and communities in policy and planning	n/a			See discussion this section
Improved community processes	n/a			See discussion this section
Residents' awareness of NRC	n/a			60% (n=15)
Residents' awareness of NA!	n/a			60% (n=15)
Diversity of funding (indicates percentage from Province of Manitoba, including NA!)	96.2%	91%	87.2%	85.1%

Discussion of Indicator results:

- 60 percent of those who responded were familiar with the NECRC;
- There is a high level of cooperation in the neighbourhood. Informants told of collaborative ownership of renewal efforts, of the vision for renewal getting closer. There is also an increased level of trust; business and residents are seeing eye to eye on most issues. Most early effort was just in getting this going, but there were many obstacles, problems with capital flows, system problems. Now there is private, non-profit cooperation, and a good network;
- The Aboriginal community is getting better organized. For example, the NECRC did a visioning project with 300 residents attending. The Aboriginal community is taking charge and there is more involvement and more capacity. In the last election for example the Aboriginal community was well-mobilized; and
- Approximately 100 people attended the last AGM in April 2005, which was at least as good as turnouts in previous years.

Positive Trends Noted in Consultations with residents and key informants:

- NECRC has become a property developer and they have generated income from the rental as a result;
- Working on problems offers a sense of community; and
- "Enjoyed working with NECRC, helped to network, made great connections. Things have improved. They are doing great things."

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What Could Still be Done, as noted by residents and key informants:

- When someone has a good idea about a new initiative, they should be able to take charge of that idea, apply for funding, and be able to be paid to carry this idea out. [Right now NA! dollars cannot be used to create a job for yourself];
- Sometimes money divides the community. Everyone is vying for the same grants as the rest of the neighbourhood;
- One year funding allows for great projects to start, but they must always be “re-created” each year as new projects. Funding ends and programs are cancelled despite their success or the community’s need for them. A community in crisis is put further into despair with cancellation of programs. There is a serious need for proactive and long term programming: a sustainable model for young people;
- Current model relies too much on volunteers who are overworked and under-trained;
- Over the past 15-20 years, the government has moved away from supplying resources. Now the responsibility is being pushed back to the community with insufficient resources/maintenance dollars; and
- People often do not always share resources, money, or information about grants. Communication across agencies/groups is not taking place. People must be willing to share information and resources.

3.1.6 North End Community Renewal Corporation Summary

The NECRC analysis revealed a number of positive trends that have contributed to observable and favorable change in the neighbourhood. There is no doubt that the nearly 110 renovated and infill units have contributed to the physical and social improvement in each of the neighbourhoods comprising this NRC. This increased activity has also been supplemented by gains in the resale housing market that experienced a solid appreciation in prices. Although sales activity was limited in transactions, the overall trend remains upward. Specifically, it was noted that in Point Douglas the number of homes selling in the less than \$20,000 range has dropped dramatically over the last four years (a positive indication of an appreciating market). Similarly, in William Whyte, the number of homes selling in excess of \$50,000 went from just one in 2002 to twelve in 2004, again sending a powerful signal that the market is strengthening.

Residents have taken notice of these trends and have indicated that programs such as the “Fix-Up” have contributed to the successes in the area. It appears that residents have greater confidence regarding the housing market and this will continue to aid in the

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stabilization of prices and the marketability of the homes and the neighbourhoods themselves.

Overall, the housing market has benefited from a combination of seed programs such as renovating and building new homes and a general appreciation of the overall market. These factors have set the tone for continued growth but programs and funding need to be maintained in order to continue to create the conditions necessary for sustained economic impact.

With respect to Safety and Wellness, positive gains have been evident with a marked reduction in the number of reported arsons (down during the two periods). Furthermore, residents did indicate that they have “seen” positive changes taking place in the neighbourhoods through the ongoing efforts of the NRC. Survey respondents raised the ongoing need to deal with issues relating to safety and wellness. Many also noted that perhaps an area to strengthen is in the recreational opportunities for children and youth who were seen as being drawn into gang activities.

CED was also flagged as an area to continue to strengthen, especially in creating employment and educational opportunities for residents. Encouraging comments acknowledged that the neighbourhood main streets such as Selkirk Avenue are showing improvements with new businesses and resources opening.

The final three categories signaled additional gains in the areas such as the importance of community clean-ups and the neighbourhood gardens that have sprouted on vacant lots. Others cited the need for enhanced information transfer among groups vying for scarce funding opportunities.

In summary, positive trends have been observed in the NECRC area. Housing markets have rebounded, arsons are down and residents have noticed much improvement. There is little doubt that the work of the NRC has contributed significantly to these positive findings. However, while residents, stakeholders and the subsequent data analysis point

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to positive gains, ongoing efforts must be sustained and expanded to ensure that those residents who still feel unsafe or unsatisfied, or those who lack recreation or employment opportunities, can also benefit from the overall gains.

It is also important to hear the voices of individuals talk positively on the gains:

“My name is E--- H--- and I was funded by NA! to go to school at Urban Circle to take the Family Support Worker (FSW) course and without the funding it is probable that I would not have taken the course and have found gainful employment within the area that I was trained in. I just wanted to express my deepest appreciation and hope that you will continue to help others and you have helped. Thank you.”

The Spence Neighbourhood Association

3.2 The Spence Neighbourhood Association

Since 1997, the SNA has focused on five priorities: Housing, Safety, Environment and Image, Employment and Health. The neighbourhood is made up of predominantly rental and owned houses. It is situated between the Health Science Centre (HSC) and the University of Winnipeg, and is bisected by several major traffic arteries. The neighbourhood is also well served by public transit. The SNA's mandate corresponds closely with the categories used in this report, with the addition of "community connecting," and funds a wide range of initiatives in the neighbourhoods including block grants, community gardens, and a "green team." The area is often the first home for new international immigrants.

3.2.1 Housing

(Data represents percentage change over previous year)

Spence Neighbourhood Association Housing Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of units renovated/converted	0	106	54	16
Number of infill units developed (WPG only)	0	2	4	0
Percent of dwellings in need of major repair	10.6%			n/a
Rented vs. owned units	1340/305			n/a
Percentage change the average resale value of homes	117.39%	-16.52	10.89%	34.73%
Percent difference of sale price over list price	5.8%	9.3%	7.9%	5.04%
Percent change in resale Value, 2001-2004				24.7%
Average time homes for sale remain on market (WPG only)	47	40	46	39
Percentage of tenant households paying more than 30% of gross income on shelter.	47.6%			n/a
Percentage of owning households paying more than 30% of gross income on shelter.	14.8%			n/a
Average value of dwelling	\$44,654			n/a

The Spence Neighbourhood Association

Discussion of Indicator Results:

- Sales volumes remain relatively stable, with a significant increase in 2004 (45 percent);
- Significant average sale price increases in 2001 (117 percent) and 2004 (35 percent);
- In 2000, there was one sale in the community of \$50,000+; in 2001, there were seven sales of \$50,000+;
- In many cases dwellings renovated or built in 2003 were sold in 2004. The high number of units renovated in 2002 and 2004 mostly represents apartments;
- In 2004, the number of \$50,000+ sales reached a five-year high of eleven;
- Average marketing periods (DOM) have shown little change; and
- Almost 50 percent of renters are paying more than 30 percent of household income on shelter.

Positive Trends Noted in Consultations *with residents and key informants:*

- Infill housing is helping to bring stability;
- There has been an increase in home owners;
- Many housing improvements (renovations, repair) are taking place; Langside Street especially has seen many renovations;
- Most landlords are cooperating with the NRC;
- Housing Opportunities Partnership (HOP) has done positive things for the community; and
- Homes seem to be going up for sale and selling very quickly.

What Could Still be Done, *as noted by residents and key informants:*

- There were many concerns from the community about the rising cost of housing;
- The notion that home ownership is the only way to promote community pride and long-term stability needs to be challenged;
- The neighbourhood needs alternatives to single family homes: a range of prices, sizes, tenure and subsidies;
- Addressing the concern that people are being priced out of the rental market and that the neighbourhood is being gentrified;
- Addressing the concern that private/for profit operations are buying up rental properties as they become available on the market and renting with minimal upkeep/maintenance;
- Developing collective/community owned housing and apartments;
- Continuing to address that there are still many boarded up buildings, and many of the larger houses are too expensive to repair; and
- Addressing the concerns about the quality and availability of Manitoba Housing.

The Spence Neighbourhood Association

3.2.2 Safety and Wellness

Spence Neighbourhood Association Safety and Wellness Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of arsons (WPG only)	(1999) 52		27	n/a
Number of property crimes	1078			n/a
Number of violent crimes	413			n/a
Community perception of safety	n/a			28% >6/10 (n=14)
Community satisfaction with the neighbourhood	n/a			53% >6/10 (n=15)
Residential stability	42.1%			n/a
Residential mobility	57.9%			n/a
Rate access to recreation	n/a			31.3% (n=16)
Rate health	n/a			100% >6/10 52.9% = 8/10 (n=12)

Discussion of Indicator Results:

- 55.6 percent of those surveyed felt safer (n=12);
- There is a strong level of commitment to the neighbourhood: of those who completed surveys, 66.7 percent have lived in the neighbourhood for more than 5 years and 88.2 percent indicated that they plan on staying in the neighbourhood for the next 5 years;
- Most survey respondents ranked their feeling of safety as 4 out of 10. However, 83.3 percent feel that their neighbourhood has become safer over the past few years. Of survey respondents, 52.9 percent rated their health at 8/10. All respondents rated their health between 6 and 10;
- Sixty percent of respondents indicated that they know 10 or more people on their street;
- Only 31.3 percent consider there to be adequate opportunities for recreational activities in their neighbourhood. Residents at the forum indicated that there is a need for better access to the neighbourhood schools. Schools are “a great point of access for the whole community,” but are currently underutilized. The schools could provide access to “computers, recreational facilities and meeting space for other activities;” and
- While some believe that the local media play a role in sensationalizing the crime in the neighbourhood, it was acknowledged that one cannot argue with perceptions. Some residents have trouble convincing friends to visit them at night. Some forum attendees said that living in Spence does make you more vulnerable. One woman said that being a native woman, it is very dangerous; she is thought “to be a hooker all the time.”

The Spence Neighbourhood Association

Positive Trends Noted in Consultations *with residents and key informants:*

- There is great value in having community police officers;
- “Closing a number of the local drug houses has made a huge difference to feelings of safety;”
- Progress has been made in the area of youth programming;
- There are fewer prostitutes on the residential streets; and
- More people are out during the day.

What Could Still be Done, *as noted by residents and key informants:*

Safety:

- Better lighting, and trimming trees to make existing lights more effective;
- More police service and resident foot patrols;
- More resources for community-based addictions resources;
- Deal with prostitution, gangs and drug dealers;
- “Safe walk” program needed (like Downtown BIZ);
- Teach people how to make their homes safer; and
- Implement restorative justice programs.

Recreation:

- More affordable and free recreation needed;
- More access to schools for recreation purposes – they are sitting empty evenings and weekends;
- Better access to MERC;
- More ongoing, developmental programming, not just “drop-in;”
- Multi-generational needs should be taken into account in recreational programming. There should be more activities for the whole family—programming that enables parents to not only know where their kids are, but lets them recreate with their kids. Programs are currently not targeting teens, stay at home parents, and seniors. Young people need adult involvement (role models) to get kids active. There should also be childcare attached to recreational opportunities/facilities;
- The YM/WCA is perceived as too far away and their minimum fees are too high;
- Better relationship between neighbourhood and the University of Winnipeg is needed (particularly to allow public use of the Duckworth Centre, the library and the computers);
- More holistic programming: not only phys-ed, but computers, art and access to libraries should be emphasized;
- More funding and staffing for the already available recreation centres and proper training for staff and all involved in community centres; and
- More green spaces and more effort to ensure they are clean.

The Spence Neighbourhood Association

3.2.3 Community Economic Development

Spence Neighbourhood Association Community Economic Development (CED) Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Neighbourhood unemployment rate vs. city/provincial unemployment rates	13.9% (6.0%)			n/a
Household income levels	\$15,116			n/a
Job market participation	56.7%			n/a
Employment preparation	n/a			74 ¹¹
Vacant store fronts				17 (Summer 2005)

Discussion of Indicator Results:

- Relatively few vacant storefronts.

Positive Trends noted in Consultations *with residents and key informants:*

- There has been some progress regarding CED for example, the Women's Project¹²; and
- Skills Bank is good, but it must be advertised/available more.

What Could Still be Done, *as noted by residents and key informants:*

- The neighbourhood needs a greater variety of small businesses—for instance second hand furniture and clothes. However, local businesses have a difficult time competing with large multi-nationals such as Wal-Mart and Giant Tiger. Prices are too high at local businesses;
- Must encourage/support small businesses; at the same time, business owners need to take part to create a better relationship with their community—treat locals well;
- Continuing to address employment issues and the location of employment opportunities;
- Looking at best practice examples from other cities, for example Vancouver has an auto shop run by run-away kids, and Edmonton has cooking training programs;
- Addressing the need for better financial services, but not a traditional lending institution, money marts or pawnshops. Need for something that will help those not supported by traditional system;
- Addressing food security; and
- More Aboriginal youth need to be hired.

¹¹ Provided by NA! – “Funded Projects With an Employment (Training/Referral) Component” [2005]

¹² “Part of the Women's Project's strategy in developing the Community Cupboard has been to train a group of neighbourhood women in handling cash and dealing with inventory and other tasks associated with retail food operations. As a result, some of these women, currently on social assistance, have gained skills to enter the paid labour force. In addition, many have developed the confidence to become active on the Women's Project advisory committee” (Silver, J. 2003. Neighbourhoods Making Decisions. New Winnipeg Tuesday Feb 11th 2003. Retrieved May 3, 2005 from <http://www.newwinnipeg.com/news/2003/d03-02-11ccpa.htm>).

The Spence Neighbourhood Association

3.2.4 Environment & Image

(Perception of physical characteristics of neighbourhood over past 4 years)

Discussion of Indicator Results:

- Many forum attendees felt that the image of the neighbourhood was improving: Infill housing, repairs and community gardens have contributed to environment and image. However, many issues need to be addressed: for instance, out-of-control garbage is a problem, and no-one is taking responsibility for this issue, even the City, which doesn't pick up as often as they should, and whose garbage men seem to take less care with bins and cans in Spence than they do in other neighbourhoods. Landlords are also a problem in dealing with garbage, as are renovations, which produce large amounts of garbage. Some see the auto-bins as a problem. The City has "done a disservice to the neighbourhood" with auto-bins; with individual cans there is more likelihood of individuals taking responsibility; and
- There were complaints about the chronic shortage of green space. Notre Dame Park is the only real green space, John M. King and Wellington have little grass areas. The rest are mostly tot lots. As per City regulations, there should be 3 acres of open space per 1000 people, but there is only 0.6. Green space is at a premium, which creates a revitalization dilemma: should empty lots be turned into housing or left open?

Positive Trends Noted in Consultations *with residents and key informants:*

- The murals, especially the multi-cultural ones are good;
- Clean up of Ellice Avenue, Sargent Avenue, and other streets;
- Better image with suburban friends;
- Physical beautification of the neighbourhoods is definitely happening;
- Fences look better;
- Less vacant, boarded up houses; and
- Community gardens look nice—but would like to see more.

What Could Still be Done, *as noted by residents and key informants:*

- City should provide water for the community gardens;
- Garbage cleaned up in the back alleys;
- Action needs to be taken to decrease poverty;
- Action needs to be taken to increase rental housing for low income people; and
- More attention to appearance of yards.

The Spence Neighbourhood Association

3.2.4 Capacity and Empowerment

Spence Neighbourhood Association Neighbourhood Capacity and Empowerment Data				
<i>Variables</i>	2001	2002 (if avail.)	2003 (if avail.)	2004
Increased participation of residents, NRCs and communities in policy and planning	n/a			See discussion
Improved community processes	n/a			See discussion
Residents' awareness of NRC	n/a			53.3% (n=15)
Residents' awareness of NA!	n/a			75% (n=16)
Diversity of funding (indicates percentage of provincial funding)	28.6%	51%	74%	48%

Discussion of Indicator Results:

- 87.5 percent of the survey respondents indicated that they have attended 10 or more meetings in their neighbourhood in the last year;
- 53.3 percent of the survey respondents indicated that they were aware of their NRC. However, what forums and key informants indicated was that residents are aware of the SNA. The lack of awareness of the NRC may simply be that residents do not think of SNA as the “NRC.” This may be reflected in the 75 percent who indicated that they were familiar with the Neighbourhoods Alive! strategy; and
- 50 people attended the AGM in November 2004, which was a typical turnout.

Positive Trends Noted in Consultations *with residents and key informants:*

- Over 94 percent of the respondents at the community forum indicated that they have noticed positive changes in their neighbourhood in the past few years;
- The “mentoring group” that guides proposals along has been very helpful;
- Best not to plan to fit into existing funding pools, but rather plan based on local needs;
- The neighbourhood has had positive changes over the past 5-10 years (behavioural);
- There are connections at the community level, but not at the business level;
- More people expressing an interest in the community; and
- “West Central Streets” is a success story. Need continued support for good projects.

What Could Still be Done, *as noted by residents and key informants:*

- “Seems nothing changes” (as a result of these kinds of meetings);
- More participation by the University and politicians in neighbourhood forums;
- Acknowledgement that not everyone has access to email and communication; the neighbourhood needs better and free access to resources (phone, computers, fax);
- Acknowledgment that people in the neighbourhood rarely get involved;

The Spence Neighbourhood Association

- Acknowledgment that community organizations are good if they do not forget who they represent. There is a need to stay connected and be listening;
- We need continued/increased funding to sustain valuable projects; and
- Childcare needs to be considered if you want people to come out and get involved.

Note:

The SNA also provided the Consultant with additional data documenting the extent to which local residents are engaged in the community. Attendance at annual meetings, neighbourhood cleanups and other events are recorded. As this level of data was not available for the other NRCs, this data is not reproduced here but is attached as **Appendix 2**.

3.2.5 Spence Neighbourhood Association Summary

The work of the SNRC has had a positive impact on improving the community. With nearly 200 units renovated or improved and housing prices trending upwards, all signs remain positive for continued improvement. This sentiment was evident also in the fact that many of the residents we spoke with intend to remain in the area: they feel that the area has become safer over the last few years and that the overall image is improving.

The contributions of both NA! and the NRC are evident in the units renovated. This coupled with the fact that housing values on the resale market climbed nearly 20 percent (especially within the \$50,000+ range which saw the number of sales in this category rise from one in 2000 to eleven in 2004), which points to further evidence of positive change taking place. An area of concern raised by forum attendees was that with the appreciation in the housing market, rents have become less affordable. This claim is also substantiated in the fact that as of 2001 nearly 48 percent of renters paid in excess of 30 percent to shelter costs. A recurring issue remained that of affordability among renters.

Perceptions of the market have not been lost on residents who indicated that they have noticed activities taking place, specifically, with respect to renovations and repair and in encouraging landowners to become more involved in the neighbourhood.

The Spence Neighbourhood Association

Overall, housing has remained the most tangible outcome of both the NRC and of NA! funding. This has led directly to an improvement in housing prices and in creating a more positive and confident community. What is needed is to strive for a balance between rising resale and rental prices and that of allowing residents to match those gains through improvement to their personal circumstances. This point should be taken within the context that the Spence neighbourhood still contains a disproportionately high percentage of residents living in poverty, evidenced by low incomes and high unemployment. These two areas must remain a strong focus for future efforts by the NRC.

There has been a dramatic drop in arsons between 2001 and 2003. More than half of respondents indicated that they also felt safer than a few years ago, but that safety remains an issue for improvement. Recreation was also singled out as a priority area, and in fact, was tied to safety in that giving outlets to at risk youth might help alleviate some of the issues raised. That nearly 90 percent of respondents indicated they plan to remain in the area for the next five years, also points to an optimistic outlook among residents.

Improving economic circumstances (jobs and incomes) remains an area of concern. While there were relatively few vacant storefronts recorded in April 2005, there is no data as to the number of potentially occupied storefronts; therefore, it is not possible to determine a ratio for purposes of analysis. However, economic development was also an area in which many successes were noted in terms of skills banks and other opportunities for residents. On the main streets of the neighbourhood, many saw potential in working to attract a variety of stores to add to the mix on the street. This was also seen as a way to address some of the issues around the high unemployment rates in the area.

Within the final two sectors (Environment and Image and Capacity and Empowerment), residents pointed to the improvement of the physical characteristics of the area. Most notable were the addition of gardens, the renovation of housing and community infrastructure and the construction of new homes. Residents acknowledged the work along the main streets such as Ellice and Sargent as contributing to the overall beautification of the neighbourhood.

The Spence Neighbourhood Association

A greater satisfaction regarding the neighbourhood was evident among residents, and this has led to the empowerment of residents to attend meetings and voice their issues and concerns. Of those who attended the forum, just over 85 percent indicated that they have been to more than 10 meetings in the last year.

Again, housing remained the most tangible and easily recognizable outcome of the work that has gone on in this neighbourhood. It is based on this thought that one might speculate that the spin-off benefits from this investment have transcended many sectors and positively contributed to the changes observed among residents and stakeholders.

Overall, NA! and the local NRC have contributed positively to the successes observed within the Spence neighbourhood. While the residents within this NRC were adamant that they have noticed the work going on around them, they also recognized that more needs to be done to address rising rents, safety, lack of recreational space and economic opportunities.

West Broadway Development Corporation

3.3 West Broadway Development Corporation

The WBDC is the legally incorporated arm of the informal West Broadway Alliance. The Corporation is charged with improving rental properties; providing "affordable" ownership options and thus increasing the base of homeowners in the neighbourhood; increasing residential stability; and supporting local CED initiatives to raise income levels in the neighbourhood. The geography of the neighbourhood (especially in terms of the main thoroughfare and its heavy vehicular traffic), and the typology of its housing stock (mostly rental), present challenges to the Corporation. Although there are several high-end businesses in the neighbourhood, the concentration of social and medical services limits the potential for local economic development along Broadway.

3.3.1 Housing

West Broadway Development Corporation Housing Data				
<i>Variables</i>	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of units renovated/converted	54	43	19	42
Number of infill units developed (WPG only)	0	0	4	1
Percent of dwellings in need of major repair	12.2%			n/a
Rented vs. owned units	2875/190			n/a
Percentage change the average resale value of homes	40.51%	-7.05%	23.32%	49.50%
Percent difference of sale price over list price	9.92%	9.40%	9.71%	6.72%
Average time homes for sale remain on market (WPG only)	56	61	49	40
Percent change in resale value, 2001-2004				39.5%
Percentage of tenant households paying more than 30% of gross income on shelter.	52.7%			n/a
Percentage of owning households paying more than 30% of gross income on shelter.	28.9%			n/a
Average value of dwelling	\$67,729			n/a

West Broadway Development Corporation

Discussion of Indicator Results:

- Housing prices have increased dramatically, if erratically. The average 2004 sale price is almost 40 percent higher than that of 2001;
- It should be noted, however, that the sales volume represented by these figures are 11, 7, 9 and 5 sales for the years 2001-2004;
- Low sales volumes in this small community area—sales activity is observed to decrease over the five-year period;
- Significant average sale price increases in 2001 (41 percent), 2003 (23 percent) and 2004 (50 percent);
- Low sales volumes in this area contribute to volatility in average annual sale prices. In 2001, a sale for \$175,000 significantly influenced the average sale price by approximately \$12,000; likewise, in 2004 a sale of \$195,000 influenced the average sale price in the area by \$25,000;
- As is widely recognized, rental units greatly outnumber owned units;
- There is a pronounced trend towards renters paying more than 30 percent of gross income on shelter. This problem also affects a sizable minority of owners as well;
- The typology of its housing stock makes West Broadway an unusual neighbourhood when compared to others included by the NA! strategy. Of the 3060 housing units in West Broadway, 2,770 of them (or more than 90 percent) are either apartments or multi-family units within houses. This compares with ratios of 1,285 apartments of 1,640 housing units in Spence (78 percent) and 680 of 2,350 in William Whyte (only 28 percent); and
- Housing was the most commonly cited visible positive change in West Broadway. People commented on cleaner, better housing, the number of new houses and those that had been fixed up. People at the community forum report that there are more stable, long-term homeowners and renters and people who are taking better care of their homes.

Positive Trends Noted in Consultations *with residents and key informants:*

- More infill, more rehabilitation has been done [though statistics show only a handful of infill developments];
- There are more homeowners now, but West Broadway still has a very low rate of homeownership compared to the rest of the city;
- Targeted streets have seen a lot of improvement; and
- Property Improvement Program (PIP) has resulted in good changes and has initiated a more positive response—people are encouraged to spend more themselves; and

What Could Still be Done, *as noted by residents and key informants:*

- Addressing the fact that rents are increasing and that people, often long term residents are being displaced. More attention is needed to low-rent alternatives. Without lower-income focus there will be a continual shift of residents out of the neighbourhood. There should be long-term housing options here, so people can stay;

West Broadway Development Corporation

- Addressing the fact that private firms are buying up apartments/homes, fixing them up and charging higher rents;
- Addressing the fact that there are still a lot of boarded up homes and that some houses are renovated but vacant;
- There is only one housing co-op (on Maryland), but the neighbourhood needs more co-op housing; they are a great way to facilitate community-building; and
- There is a serious need for affordable, supportive, youth, disabled and transition housing.

3.3.2 Safety and Wellness

West Broadway Development Corporation Safety and Wellness Data				
<i>Variables</i>	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of arsons (WPG only)	52 (1999)		34	n/a
Number of property crimes	963			n/a
Number of violent crimes	327			n/a
Community perception of safety	n/a			65% >6/10 (n=20)
Community satisfaction with the neighbourhood	n/a			68.2% >6/10 (n=20)
Residential stability	24.7%			n/a
Residential mobility	75.3%			n/a
Rate access to recreation	n/a			38.1%
Rate health	n/a			71.4 >7/10 (n=21)

Discussion of Indicator Results:

- Most people ranked the safety of the neighbourhood between 5 and 7 out of 10; and 81 percent said that the neighbourhood had become safer in the past few years. Of those attending the forum, 47.6 percent had been in the neighbourhood for more than 1 year but less than 5, and 38.1 percent had been here more than 5 years. More positively still, 81 percent said they plan on staying in the neighbourhood for the next 5 years. More than 70 percent also rated their health as 7 or higher out of 10; however 61.9 percent believe that their access to recreational activities was inadequate. (The reader is reminded that the survey sample n=22).

Positive Trends Noted in Consultations with residents and key informants:

- Streets are much safer;
- There is less vandalism;
- There are more people out walking; and
- More women consider the neighbourhood safe and are wanting to live here.

West Broadway Development Corporation

What Could Still be Done, as noted by residents and key informants:

- Continuing to address crime and poverty as they are still big problems;
- Addressing issues around child neglect;
- Acknowledging that while the streets may be safer, it does not mean the neighbourhood is (much violence takes place behind closed doors);
- Crime, gangs still a problem. Crime seems to be on the rise again;
- Addressing the concern that Broadway, Maryland and Sherbrook are dangerous thoroughfares to cross as a pedestrian. These streets could use some traffic calming, narrowing, bike lanes, cross walks. Crosswalk needed at Sara and Sherbrook;
- Improve lighting;
- Encouraging people to look out their windows, be engaged and call the police if needed;
- Noting that the “Street Captain” model helps to facilitate local communication;
- Bring back community policing as it made a big difference;
- Tree trimming needs to happen more;
- More and different kinds of recreational opportunities are needed: stage for theatre/concerts; skateboarding; hip-hop/DJ classes; leisure, recreation, arts, sports, library, community programming;
- Gardening should be more formally supported; and
- Winterfest (held several years ago) should be an annual festival.

3.3.3 Community Economic Development

West Broadway Development Corporation Community Economic Development (CED) Data				
<i>Variables</i>	2001	2002 (if avail.)	2003 (if avail.)	2004
Neighbourhood unemployment rate vs. city/provincial unemployment rates	14.4% (6.0%)			n/a
Household income levels	\$16,590			n/a
Job market participation	61.4%			n/a
Employment preparation	n/a			N/a
Vacant storefronts				10 (Summer 2005)

West Broadway Development Corporation

Discussion of Indicator Results:

- Few vacant storefronts; but without total number of available units, it is not possible to construct a ratio; and
- Five individuals indicated on the surveys that they had participated in job training; all of them thought that this had helped them gain skills and experience and had helped them be more competent; 4 said this experience gave them the sense they could contribute to the community.

Positive Trends Noted in Consultations *with residents and key informants:*

- The Downtown BIZ patrol is a positive thing, but needs more promotion;
- Barter system in place;
- There has been a reported 50 percent reduction in the number of people who have come for the luncheon program at Crossways; this may be the result of the shift in demographics;
- There seems to be better retention of businesses;
- There are some shops on Westminster, but more like this is needed; and
- The public access site-computer, and public web access are great. There is also a great web-developing program through the Community Learning Network.¹³

What Could Still be Done, *as noted by residents and key informants:*

- A place to hear music—locally owned bookshop, coffee shop would be appreciated;
- More daycares;
- Pedestrian traffic is needed for businesses to thrive; and
- Should be a focus for young people with business ideas. They need support, training, and education about programs available, and how to start up a business.

3.3.4 Environment & Image

(Perception of physical characteristics of neighbourhood over past 4 years)

Discussion of Indicator Results:

- Approximately 90 percent of those who attended the community forum (18 out of 20) had noticed positive change in the neighbourhood over the past few years. There have been visible improvements in housing, green areas and parks (Spirit Park was named specifically).

Positive Trends Noted in Consultations *with residents and key informants:*

- As noted above, there was general recognition that the neighbourhood is looking a lot better than it used to;
- Streets are spring cleaned yearly; and
- Community parks and gardens are viewed positively.

¹³ See <http://westbroadway.cimnet.ca/cim/20.dhtm>

West Broadway Development Corporation

What Could Still be Done, as noted by residents and key informants:

- Addressing the graffiti problem;
- Addressing the complaints about auto-bins and inadequate garbage pick-up. This was not just an aesthetic issue, but a safety one. The mess gives people “permission” to have disrespect for the area;
- Mediating traffic issues. The City gutted West Broadway with the Broadway thoroughfare (Highway 1); Pedestrians can hardly get across the street without close calls. It is a highway in the middle of a residential neighbourhood;
- Addressing that not much public care is taken of green space;
- Recognizing environmental issues at the local level; and
- The garden at 198 Sherbrook Street should be designated as permanent green space to ensure safe places for the children of this community, which experiences much poverty and violence.

3.3.5 Capacity and Empowerment

West Broadway Development Corporation Neighbourhood Capacity and Empowerment Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Increased participation of residents, NRCs and communities in policy and planning	n/a			See discussion
Improved community processes	n/a			See discussion
Residents’ awareness of NRC	n/a			52.6% aware of NRC (n=19)
Residents’ awareness of NA!	n/a			65% aware of NA! (n=20)
Diversity of funding (indicates percentage of provincial funding)	14%	18%	n/a	n/a

Discussion of Indicator Results:

- Of those who attended the forum, 52.6 percent said they were aware of the NRC in the neighbourhood, while 65 percent of respondents were aware of the NA! program (the former number may be low because people do not identify the WBDC as an “NRC”). Over 47 percent of respondents had attended one or more meetings in the neighbourhood in the last year, and 66.7 percent of respondents had attended 7 or more meetings in the last year. Some 60 percent of survey respondents indicated that they know 10 or more people on their street; and
- Approximately 50 people attended the AGM in June 2004, which is a typical turnout.

West Broadway Development Corporation

Positive Trends Noted in Consultations *with residents and key informants:*

- Residents have even been surprised by participation and work of community; and
- There seems to be a more positive attitude toward Aboriginal peoples and visible minorities.

What Could Still be Done, *as noted by residents and key informants:*

- Greater need for more community communication and collaboration.

3.3.6 West Broadway Neighbourhood Redevelopment Corporation Summary

Since 2001, the WBNRC has been able to renovate and build just over 160 units. This has resulted in substantive improvement to the quality of homes in the neighbourhood. As this NRC is made up of predominately rental housing (in excess of 90 percent), much of the discussion among residents and stakeholders was geared toward improving rental affordability. However, positive changes were evident also in that many indicated that safety had improved, there was less vandalism, more diverse businesses have been locating in the area, and that visibly and the overall image had improved.

The housing market in the West Broadway neighbourhood has showed substantive gains. This was witnessed in the 162 homes renovated or built, and also in the positive perceptions of residents and stakeholders. Specifically, there was an acknowledgement that owners are taking better care of their properties and that residents are seemingly remaining longer and also doing their part to maintain the quality of the area. There is also little doubt that affordability remains an issue that appears to be worsening. This is evident in the fact that nearly 53 percent of renters pay in excess of 30 percent of income to shelter. As in Spence, it was again observed that a better balance needs to be struck between improvements to properties and the ability of existing residents to afford rents.

On the resale market, data is limited due to the high percentage of rental units but nonetheless, those sales that were registered showed a high level of appreciation, rising nearly 40 percent over 2001. It was also recognized that with all the positive activities taking place in both the resale and rental market, much more work is needed to address the remaining pockets of dilapidated housing.

West Broadway Development Corporation

There were many positive comments about how much safer the neighbourhood is than it used to be. People feel safer walking, which helps one to get to know neighbours. There are more people on the streets interacting; people are friendly in general. It is like a small-town environment. This was also said to be noticed by people outside of West Broadway: go to a lot of meetings elsewhere in the city and you hear a lot of great things about West Broadway -- “you’re lucky to live there!” People outside West Broadway are seeing positive change.

Generally, residents and stakeholders commented that crime has dropped, safety has improved and people are more optimistic about the neighbourhood and its future. This is supported by the fact that arsons in West Broadway had declined from 52 in 2001 to 34 in 2003. However, they also noted that this is no time for complacency, and that while safety has improved, more needs to be done; general safety and the diversity of shops needs to be strengthened.

With respect to CED, the 2001 Census data still place West Broadway low in terms of overall family incomes and high with respect to unemployment. This certainly corroborates the comments on affordability in light of rising rents. Unless incomes rise and unemployment rates drop, it is expected that the gap will widen between those being able to afford the escalation in overall housing valuations.

The final two categories (Environment and Image and Capacity and Empowerment) point to a diversity of commentary and results. First, many contend that the overall image of the neighbourhood has improved but it is not a completely safe or “cleaned-up” area and more work needs to be done. Encouraging is that 66 percent of forum attendees indicated that they had been to more than seven meetings in the last year. This corresponds to the finding that residents felt that participation in the neighbourhood was high and that more are interested in the events taking place.

West Broadway Development Corporation

As in the other Winnipeg NRCs, the repair and construction of housing has been the most visible aspect of the changes taking place. This positive action has resulted in leveraging changes in how people view the neighbourhood and its future. The outcome of this is that many intend to stay for the long term. As in Spence, this issue remains the most pressing concern for some, as striving to achieve a balance between revitalization activities and affordability appears to be a distinct challenge.

Overall, the work of the NRC, through NA! funding has positively contributed to the successes observed in this neighbourhood. Prices for housing have risen, perceptions are generally positive, but work needs to continue to address safety, access to recreation and green space, the provision of economic opportunities to increase incomes, and in attracting a diversity of businesses and shops to the three main streets (Broadway, Sherbrook and Maryland). These challenges present both the NRC and NA! with the opportunity to continue to deal with housing and affordability issues while also expanding the economic development focus.

Brandon Neighbourhood Renewal Corporation

3.4 Brandon Neighbourhood Renewal Corporation

Since its inception in 2000, the not-for-profit BNRC has worked under a mandate to improve housing and the quality of life in Brandon’s neighbourhoods, which includes the downtown Rosser ward as well as homes near Brandon University, Rideau Park, the north end and the northern half of the South Centre ward. Brandon is a regional centre and has smaller centre dynamics. When the BNRC was set up, one of its main aims was to respond to the impact of new civic policies and planning. These included the rezoning and “down-zoning” of Brandon’s downtown.

Note about data: Some of the data below comes from a supplementary survey conducted in October 2005. Three researchers from IUS walked through downtown Brandon and interviewed people at random and recorded their responses on the survey sheet.

3.4.1 Housing

Brandon Neighbourhood Renewal Corporation Housing Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of units renovated/converted	0	45	129	9
Number of infill units developed	0	64	64	63
Rented vs. owned units	2740/2275			n/a
Percentage change the average resale value of homes	8.7%	-4.5%	9.8%	14.4%
Percent difference of sale price over list price	-5.79%	-5.65%	-5.29%	-4.81%
Average time homes for sale remain on market	58	50	47	33
Percent change in resale value, 2001-2004				+16.75%
Percentage of tenant households paying more than 30% of gross income on shelter.	48.2%			n/a
Percentage of owning households paying more than 30% of gross income on shelter.	13.3%			n/a
Average value of dwelling	\$80,730 ¹⁴			n/a

¹⁴ Number reflects a median of averages of housing prices in the DA’s within BNRC boundaries.

Brandon Neighbourhood Renewal Corporation

Discussion of Indicator Results:

- Almost half of all renting households are spending more than 30 percent of income on shelter;
- Average prices of homes in NA! neighbourhoods are very similar to those in Brandon overall;
- Rise in housing prices probably owed in large part to larger market forces and to the overall housing shortage in the City; and
- Houses consistently selling, on average, for 5 percent less than their list price.

Positive Trends Noted in Consultations with residents and key informants:

- Pacific Avenue has improved as well, more infill and fourplexes are going up;
- The private market has added 300-400 new housing units;
- 23.8 percent of respondents wanted to see more investments in housing;
- Renovations/“front and paint” were noted as having a positive impact; and
- In order to encourage homeownership, the City has announced a re-payable down-payment assistance plan.

What Could Still be Done, as noted by residents and key informants:

- In spite of these gains, there is still a great need for more housing: at least 375 new rental units are needed. As well, there is need for more short-term shelter—sometimes people are put into core area hotels.

3.4.2 Safety and Wellness

Brandon Neighbourhood Renewal Corporation Safety and Wellness Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of property crimes	n/a	n/a	746*	627*
Number of violent crimes	n/a	n/a	113*	99*
Community perception of safety	n/a			56.7% (6+)
Community satisfaction with the neighbourhood	n/a			70% (6+)
Residential stability	43.4%			n/a
Residential mobility	56.6%			n/a
Rate access to recreation	n/a			74.1% (good access)
Rate health	n/a			78.3% (7+)

*data is for the entire city of Brandon as District level data is not available

Discussion of Indicator Results:

- 70 percent of respondents indicated that their neighbourhood satisfaction rate was 6 out of 10 or higher;
- Just over 61 percent of respondents planned to live in their neighbourhoods for the next 5 years; 43.8 percent had already lived in their neighbourhoods for 5 years or longer;

Brandon Neighbourhood Renewal Corporation

- More than 52 percent of respondents reported positive change in the neighbourhood;
- Just over 56 percent rated the safety of the neighbourhood at 6 out of 10 or higher, and almost 43 percent thought that the neighbourhood had become safer in recent years. There were, however, concerns expressed about nighttime safety, and the increased prevalence of teen gangs. 33.3 percent wanted to see greater investments in safety;
- In the opinion of most respondents, safety could be improved through more of an on-street presence by foot patrols/safewalk/police (65 percent); others wanted more in terms of anti-gang strategies;
- Over 78 percent thought their health rated 7 out of 10 or higher;
- Over 74 percent thought they had good access to recreational opportunities downtown; but almost 48 percent wanted to see more investment in community athletics;
- In terms of residential stability, it is important to consider that, with a University campus within the BNRC boundaries, there will always be a fluctuating population owed to students moving in and out every year. Furthermore, some rental units are in homes that are owned by the resident. These factors affect the statistics for number of renters vs. owners and residential stability, as the information is usually captured in July—before students generally arrive. The City/BNRC will now try to capture this data over the winter; and
- Both data and key informant interviews suggest that crime rates are dropping.

Positive Trends Noted in Consultations *with residents and key informants:*

- Positive changes included better quality housing; more green space; more pedestrian activity; and beautification such as murals and landscaping;
- More children observed as taking part in events; and
- Excellent services for the homeless.

3.4.3 Community Economic Development

Brandon Neighbourhood Renewal Corporation Community Economic Development (CED) Data				
<i>Variables</i>	2001	2002 (if avail.)	2003 (if avail.)	2004
Neighbourhood unemployment rate vs. city/provincial unemployment rates	8.1% (6.1%)			n/a
Household income levels	\$19,669 ¹⁵			n/a
Job market participation	66.6%			n/a
Vacant storefronts				51 (Summer 2005)

¹⁵ Number reflects a median of the averages of employment income for the DA's within BNRC boundaries.

Brandon Neighbourhood Renewal Corporation

Discussion of Indicator Results:

- Insufficient data to make claims concerning bottom four indicators. The supplemental survey undertaken in October 2005 resulted in 32 completed surveys, two of which reported participation in job training. Both persons replied positively to the questions related to the training; and
- The results of the 2006 Census will be required to determine the values for most of these indicators.

Positive Trends Noted in Consultations *with residents and key informants:*

- More businesses are coming downtown, but not enough. The emphasis on boutique retailing downtown was considered a good strategy, but a larger retailer (such as Giant Tiger) is needed to attract people downtown and to meet the basic needs of downtown residents.

What Could Still be Done, *as noted by residents and key informants:*

- Owners of vacant storefronts need to be made to take care of them so that the streetfronts do not look so deserted;
- A lot of complaints about having to pay for parking downtown, but others felt that it was a bargain and that people needed to understand why parking cannot be free;
- Downtown needs to be known for “unique” shopping experiences; and
- Need to build more nightlife downtown..

3.4.5 Capacity and Empowerment

Brandon Neighbourhood Renewal Corporation Neighbourhood Capacity and Empowerment Data				
<i>Variables</i>	2001	2002 (if avail.)	2003 (if avail.)	2004
Increased participation of residents, NRCs and communities in policy and planning	n/a			See discussion
Improved community processes	n/a			See discussion
Residents' awareness of NRC	n/a			50%
Residents' awareness of NA!	n/a			24%
Diversity of funding (indicates percentage of provincial funding)	59%	87%	88.5%	89.5%

Discussion of Indicator Results:

- There are 125 groups involved in the homelessness plan. There are 50 groups or networks of groups receiving funding. There is a recognition that resources are limited and that fighting over them will mean nobody gets any. There is more trust and cooperation than was the case 5 years ago; and

Brandon Neighbourhood Renewal Corporation

- At the AGM in February 2005, attendance was approximately 50, which was double the attendance from the year before.

Positive Trends Noted in Consultations *with residents and key informants:*

- Community is participating, AGMs are getting bigger, becoming “events”: more interest in becoming Board members;
- Good facilitation and coordination of service providers;
- The BNRC has a modest profile; 50 percent of respondents were familiar with it. The NA! program itself has a much lower profile; only 24 percent were aware of it;
- Most respondents to survey (76.9 percent) had not attended any kind of public meetings in the past year;
- There was a more favourable response to questions concerning neighbourliness: 66.7 percent knew 4 or more neighbours; and
- Key informants felt that the BNRC has accomplished a great deal and that there has been an increase in connectedness between organizations.

What Could Still be Done, *as noted by residents and key informants:*

- Focus on economic development; more emphasis on “soft” infrastructure. The process that went into the physical improvements showed the way to do softer goals; and
- Acknowledge that some feel the partnerships are forced.

3.4.6 Brandon Neighbourhood Renewal Corporation Summary

Within the Brandon NRC, significant work has been undertaken with respect to both the construction of new housing, as well as in renovating existing units. This activity has resulted in 364 units built or renovated over a four-year period. However, the overall housing market of Brandon does face some challenges, as a shortage of affordable homes (rental and ownership) was observed. A consistent comment from key informants was that more affordable units are needed to continue to deal with the lack of options for those needing affordable rental units. This has been of particular concern since the opening of the Maple Leaf plant, which has created a great need for affordable housing.

Overall, the housing market has experienced positive gains, with resale prices rising 16.75 percent over four years. Renters paying in excess of 30 percent of income to shelter sat at 48 percent as of the 2001 Census, and were similar to the Winnipeg NRCs. As was noted, the greatest gains in the market have been in the 364 units built or renovated by the

Brandon Neighbourhood Renewal Corporation

NRC. This has had a positive impact on the community. It was also noted that the private market has added some 300-400 new units.

Economically, gains were noted in the attraction of new businesses to the downtown but that the City was also dealing with the effects of a “big box” invasion that hampered efforts to revitalize older sections of the main streets. Storefront data supports this concern: 51 storefronts were recorded vacant in the downtown. Key informants felt that the downtown needed to emerge as a unique place to shop, with more distinctive shops and services, but that in order to get people to shop downtown, a large anchor retailer was needed. Winnipeg has a Giant Tiger downtown, one respondent noted—why not Brandon?

Safety was of concern to many of our respondents, but was offset by encouraging comments as well. Teen gangs and late-night drinkers, leaving the (too-numerous) bars, were cited as reasons to avoid downtown. On the other hand, those we spoke to who were in some way involved in the community felt more positively about Brandon’s central areas and had far fewer concerns about crime and personal safety. Such people reported taking pride in the area and becoming involved in the activities of the NRC, either through attending AGMs or being involved in projects associated with renewal efforts. Certainly public events such as “Street Beat” were also commonly cited as a positive force for the downtown.

In conclusion, the BNRC has been successful in the physical enhancement of the community, with the addition of 364 new and renovated units. The “front and paint” program was spoken of with particular enthusiasm. This has created a positive presence in the central area and appears to have leveraged additional support from interested residents. However, as was noted, more work needs to be done with respect to strengthening the downtown area which has suffered from some level of decline and neglect. The BNRC faces the tough challenge of dealing with the outcome of a changing urban landscape, replete with the emergence of a big box concentration. However, as this

Brandon Neighbourhood Renewal Corporation

NRC faces the challenge of a declining downtown, the local municipality will need to play a lead role in developing policies and programs to support redevelopment efforts.

Thompson Neighbourhood Renewal Corporation

3.5 Thompson Neighbourhood Renewal Corporation

The TNRC coordinates and assists in community efforts to revitalize Thompson, through both its Small grants program, and by working with community groups to develop proposals for NA! funding. It has also undertaken extensive renovation work, with a focus on the rental stock. Among its most successful small grant's recipient is the Wapanohk Eastwood Community School, which has become a hub of community-building activity.

3.5.1 Housing

Thompson Neighbourhood Renewal Corporation Housing Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of units renovated/converted	0	0	0	64
Rented vs. owned units*	1805/2420			n/a
Percentage change the average resale value of homes	0.8%	3.3%	10%	2.9%
Percent difference of sale price over list price	7.35%	6.9%	4.9%	5%
Percent change in resale value, 2001-2004				14.51%
Percentage of tenant households paying more than 30% of gross income on shelter.*	38.9%			n/a
Percentage of owning households paying more than 30% of gross income on shelter.*	7.6%			n/a
Average value of dwelling*	\$92,425			n/a

*these data are for the entire city of Thompson as no district level data are available

Discussion of Indicator Results:

- Homeownership promotion is not a goal for the NRC; rather the TNRC mostly funds renovations to affordable apartments, and many of these are in the Eastwood neighbourhood; and
- Housing prices are high, as are rents. The availability of housing in general has resulted in some families doubling up and tripling up in housing units. To respond to this shortage, Inco Ltd. is constructing a "tent city" to house its contractors for an upcoming construction project, and advertising for Thompson residents to

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open their homes to boarders. Students attending the University College of the North often “couch surf” because they can’t find housing.

Positive Trends Noted in Consultations with residents and key informants:

- 28.6 percent of survey respondents felt that housing improvements made a positive contribution to the city.

3.5.2 Safety and Wellness

Thompson Neighbourhood Renewal Corporation Safety and Wellness Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Number of property crimes*	851	1062	1158	1248
Number of violent crimes*	1035	980	1028	995
Community perception of safety	n/a			55.7%
Community satisfaction with the neighbourhood	n/a			88.9%
Residential stability*	51.6%			See discussion
Residential mobility*	48.7%			See discussion
Rate access to recreation	n/a			47.5%
Rate health	n/a			7.68 (average)

*these data are for the entire city of Thompson as no district level data are available

Discussion of Indicator Results:

- 68.4 percent of survey respondents reside either in Greywolf Bay, Westwood, Eastwood or Burntwood neighbourhoods;
- 88.9 percent of all respondents rated their neighbourhood satisfaction in excess of 6 out of 10;
- Over 68 percent had noticed positive change in their neighbourhoods;
- More than half (52.6 percent) had lived in their neighbourhoods for more than 5 years; 78.9 percent of respondents intend to stay in their neighbourhoods for the next 5 years;
- Property crime rates are going up significantly; no similar trend can be seen in the rates for violent crimes;
- Of survey respondents, 55.7 percent rated community safety as 6 out of 10 or higher; 44.5 percent between 1 out of 10 and 5 out of 10;
- Half thought neighbourhood had become safer;
- 47.4 percent felt there were adequate recreational opportunities in the neighbourhood; 52.6 percent did not; and
- The Mystery Lake School Division does not yet track mobility amongst its student population, but a recent accounting of the grade 3 cohort, revealed that between 40-60 percent of them were not in the system in Kindergarten. They are now moving towards a tracking system that can provide a better sense of this mobility.

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Positive Trends Noted in Consultations with residents and key informants:

- New playground equipment at Deerwood School; and
- Block parties increased neighbourhood interactions.

What Could Still be Done, as noted by residents and key informants:

- More children's play sets;
- More investment in community sports – especially basketball courts;
- Implementation of Neighbourhood Watch program;
- Millennium trail maintained/lighted;
- More block parents needed;
- Improve neighbourhood playgrounds;
- Increased sense of knowing neighbours/interaction;
- Increased sense of safety—lighting;
- Better lighting in public areas and at schools;
- More safety patrols at the treeline; and
- Dealing with vagrancy and public use of substances.

3.5.3 Community Economic Development

Thompson Neighbourhood Renewal Corporation Community Economic Development (CED) Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Unemployment rate vs. city/provincial unemployment rates*	7.1% (6.1%)			n/a
Household income levels*	\$33,583			n/a
Job market participation*	79.1%			n/a

*these data are for the entire city of Thompson as no district level data are available

Discussion of Indicator Results:

- Job market participation rates for the city as a whole are relatively high; although the Census would not be able to capture the large transient population that come through the city, and are not likely “participating” in the job market.
- Only one person surveyed reported participating in job training; therefore, no usable data resulted for the bottom four indicators. (See also discussion concerning replication).

Positive Trends Noted in Consultations with residents and key informants:

- Provincial government is much more engaged. More time and energy being spent on economic development at the provincial, tribal and municipal level;
- Visually a much more attractive city: renovated apartments, fixed up housing, murals, landscaping, litter clean-ups;
- Newer, quality playground equipment, more pride in school grounds, less vandalism. Lots of parents assisted in installing playground equipment;

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- More pride in the community. People are more vocal when they feel something needs addressing. People are less transient, putting down roots, even retiring in Thompson, whereas before it was more common to make a lot of money and then leave;
- The Aboriginal population is becoming more involved in community processes;
- New homelessness centre is great. People used to have to be arrested in winter just to stay in jail and not freeze to death;
- The Wapanohk Eastwood Community School has had a huge effect on Thompson in terms of bringing people together, enhancing Cree culture, getting young people involved, engaging parents in their children's education, improving recreational opportunities; and
- Less graffiti.

What Could Still be Done, as noted by residents and key informants:

- Greater need for housing, especially public housing;
- Acknowledging the real disincentive for private developers making affordable rental housing—they have to commit to long-term, low rents. As a result, many are not interested in working with NA!;
- Acknowledging that the City has a history of divisiveness. Race relations in Thompson are poor. It is a divided city—economically, racially;
- More beautification; and
- More low-cost recreation opportunities.

3.5.4 Environment & Image

(Perception of physical characteristics of neighbourhood over past 4 years)

Positive Trends Noted in Consultations with residents and key informants:

- 40 percent of those surveyed approved of efforts to beautify the city, including murals. Murals are thought to bolster community spirit;
- Revitalization of tennis court area in Eastwood;
- “Deerwood school—playground equipment—new, usage;”
- Playground improvements;
- Increase in number of community gatherings, feasts, BBQs etc.;
- Slight increase in home improvement;
- Less vandalism;
- Cleared bush areas; and
- Residents taking more pride in home and yard.

What Could Still be Done, as noted by residents and key informants:

- Improve condition of sidewalks; and
- Note that the Millennium trail is in disrepair and is extremely dark.

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3.5.5 Capacity and Empowerment

Thompson Neighbourhood Renewal Corporation Neighbourhood Capacity and Empowerment Data				
Variables	2001	2002 (if avail.)	2003 (if avail.)	2004
Increased participation of residents, NRCs and communities in policy and planning	n/a			See discussion
Improved community processes	n/a			See discussion
Residents' awareness of NRC	n/a			73.7%
Residents' awareness of NA!	n/a			47.4%
Diversity of funding (indicates percentage of provincial funding)	98.9%	92.3%	100%	92.7%

Discussion of Indicator Results:

- Approximately 30 people attended the last AGM held in March 2005
- Majority of those surveyed are aware of the TNRC; just less than half are aware of NA!

Positive Trends Noted in Consultations with residents and key informants:

- One of the biggest success stories is the Wapanohk Eastwood Community School, which has been the recipient of a half-dozen Small grants. Using TNRC funding, they renovated and outfitted a community room where programming, meetings and celebrations are held for the whole community. They have been so successful in making the school a part of the community (through feasts, a toy library, programming in partnership with other agencies, parent nights, etc.) that the parents of students will often come to just hang out.

What Could Still be Done, as noted by residents and key informants:

- Many observed that ongoing neighbourhood beautification was important, as was providing youth with additional supports and programs. Many also commented that improving overall safety was an area requiring additional support.

3.5.6 Thompson Neighbourhood Renewal Corporation Summary

While focusing on pockets of need, the mandate of the TNRC includes the entire city, which varies from the more focused geographic boundaries of the Winnipeg and Brandon NRCs. This makes the analysis more complex in Thompson, as external factors are likely to play a much more prominent role. Geography is also a factor in Thompson due to its northern location, making housing prices generally high, as materials need to be

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transported further. It is also speculated that labour costs for construction and renovation will vary as skilled tradespeople may not be as readily accessible, or are otherwise employed by Inco Ltd. The economic sector is also largely reliant on a single resource, which has led to the ongoing challenge of diversifying the economy.

Of the residents who provided information on the community survey, nearly 53 percent had lived in Thompson for more than five years, and a further 79 percent plan to remain in their neighbourhoods for the foreseeable future. Furthermore, approximately 70 percent indicated that they had observed positive change in the community such as housing improvements, more green space, improved safety, neighbourhood beautification and infrastructure expansion. These positive comments were important in recognizing the tremendous work that has gone on in the community.

Resale housing prices in Thompson have climbed by just over 14 percent over 2001. Also, Thompson's overall average value of dwellings was \$92,000 as of the last Census, making it the highest value relative to the other NRCs (however, keep in mind that these figures reflect the entire city, making comparisons more difficult). Nonetheless, positive housing activity has been observed in the Thompson area. Of interest is the fact in 2004, the NRC was able to renovate 64 units. A core challenge that faces the city is the lack of affordable housing, both rental and ownership. This has remained a consistent theme among all the NRCs who are dealing with the challenges of both affordability and availability of shelter.

It was noted by key informants that renovation work has been difficult to accomplish for a number of reasons. First, developers interested in obtaining funding through the TNRC need to commit to charging affordable rents for 15 years. Second, it is also difficult to get contractors to work on repairs and renovations as they are kept busy by Inco Ltd, and the private housing industry is not building new homes because they are not confident in Inco Ltd's long term stability.

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Safety and Wellness in the community was seen to have benefited from the investments made to children's play equipment and into the local school that leveraged additional support and involvement. This was seen as building key relationships for dealing with the challenges associated with an increase in crime. When asked whether the community had become safer, there was a 50/50 split with those indicating yes and no. To make the area safer, residents indicated that additional foot patrols were needed, lighting needed to be improved and traffic issues such as speeding needed to be curbed. However, it is important to note that while property crimes have seen a decline over 2001, property crimes have risen by nearly 400 over the same time period.

With respect to CED, key informants observed changes in the community with the addition of "fixed up housing and buildings," in the betterment of landscaping and colourful murals. Some observed that more interaction was taking place, engaging all residents in taking part and becoming active in issues. In particular, the Wapanohk School was seen as a catalyst for bringing people together and enhancing cultural awareness. The small grants program was also noted as playing a key role in creating opportunities for engagement and improvement in the community. A key challenge that the TNRC will face is seeking means by which to diversify its funding base. As was noted, the TNRC has consistently relied on provincial funding. As is the case in each of the five NRCs, diversifying their funding base is the only means to ensure long-term stability.

There is no doubt that the TNRC has been able to leverage NA! support for positive change in the community. Residents and stakeholders both appear to have noticed positive changes, and highlighted that the ongoing efforts of the NRC have contributed to the growth of the community. As was also noted, Thompson remains unique in that it is a northern community that faces the economic reality of living under the shadow of Inco Ltd. As many have indicated, economic diversity remains central to ensure success in Thompson's long-term future, and with the work of the TNRC, this appears to be well underway.

3.6 An Analysis of Community Forum Surveys

In order to gain an appreciation of both the perceptions and expectations of area residents, five community forums were held. Each event was scheduled in the evening at local community institutions, with food and refreshment provided. On each occasion, attendees were asked to comment on housing, safety and wellness, CED, neighbourhood capacity and empowerment, and environment and image. The intent was to use the comments gathered at the forums as a qualitative lens through which to view the more quantitatively derived data obtained from sources such as the Census of Canada and the Multiple Listing Services. Each forum was facilitated by the consultant who guided the discussions in order to gain a sense of both the current condition of the neighbourhood, as well as whether changes had been observed over the last few years. In excess of 100 local residents gathered at the five community forums, providing contextual information regarding the study area.

In addition to the general discussion among participants, attendees were encouraged to complete a questionnaire containing 23 open and close ended questions that supplemented the theme areas noted above (see Appendix 2 for the survey template). The completed surveys (n=133) were then coded and entered into SPSS (Statistical Package for the Social Sciences) software for detailed analysis. It should be noted that some surveys were completed outside of the scheduled forum dates. In particular, surveys in both Brandon and Thompson were completed on subsequent days, as attendance at the forums was insufficient to gather a meaningful representation of the views of local residents. The following sections, therefore, provide a synthesis of the cumulative findings of the community survey.

Overview of the Survey Findings

The survey commenced by asking respondents to note the length of time in their present neighbourhood, whether they planned to remain in the area, and whether they have noticed positive change over the past few years (Tables 3.1- 3.3). As displayed in the tables, the majority of respondents have lived in their neighbourhoods in excess of five

years, most plan to remain in the area, and over three quarters have noticed positive changes in the neighbourhood. These findings underscore the broad sense of optimism among neighbourhood residents and the long-term commitment of many to stay.

Table 3.1 Length in Neighbourhood		
Response	Frequency	Valid Percent
Less than 1 year	16	12.9
More than 1 year but less than 5	37	29.8
More than 5 years	71	57.3
Total	124	100.0

Table 3.2 Plan to Remain in Neighbourhood		
Response	Frequency	Valid Percent
Yes	94	78.3
No	26	21.7
Total	120	100.0

Table 3.3 Notice of Positive Change in Neighbourhood		
Response	Frequency	Valid Percent
Yes	89	76.7
No	27	23.3
Total	116	100.0

To explore these data in more detail, an initial series of cross-tabulations were conducted to assess the relationship between the variables: length of stay, with both planning to remain in the neighbourhood, and notice of positive change (Survey questions 2, 3 and 4). Overall, the results are positive with more persons planning to remain (in each of the categories) than those planning to leave. In particular, of those 66 residents who have lived in the area in excess of five years, 56 indicated they planned to remain in the neighbourhood. This finding presents a positive indication of the attachment to the various neighbourhoods. Interestingly, for the 16 residents who have been in the area less than one year, 9 plan to stay. One interpretation of this finding is that traditionally, inner city neighbourhoods, especially those experiencing some level of decline, are often used as “stepping stones” to more prosperous areas of the city—meaning that persons (often

new immigrants) initially find the area affordable but as their economic circumstances improve, they tend to move to “better areas.” Perhaps there is also a higher sense of residential instability among more recent movers who are unaware of the neighbourhood and its assets and weaknesses.

With respect to the cross-tabulation between length of stay and the perception of positive change, the findings are revealing in that the longer a person had resided in the neighbourhood, the more likely they were to have noticed positive change. That is, for residents living in the area less than one year, it was a 50/50 split, but for the five-year plus residents nearly 85 percent noticed positive changes. Again, a recurring observation is that the perception of positive change and optimism takes time to solidify among residents. Therefore, the noticing of change among recent residents can be speculated to take time as they become more aware of the area and its positive attributes.

3.6.1 Perception of Change(s)

To explore for specific examples of positive change, an open ended question asked respondents to list “positive changes they have noticed” (Table 3.4). What is vital to note in the diversity of the 150 responses is that many saw improvements in the physical attributes of the neighbourhood, ranging from better housing and green space to beautification and infrastructure projects.

Another solid finding was highlighted by a set of “soft attributes” that included safety and improved perceptions of other negative factors, such as less crime (Table 3.4). This finding is certainly supported by the fact that improved safety was bolstered by a stronger sense of noting a reduction in drugs and prostitution, along with an increased sense of involvement in the community. The factors noted in the table seem to present a composite image that suggests residents are feeling better about their neighbourhoods from a number of perspectives.

Table 3.4 Examples of Positive Change		
Category	Frequency	Valid Percent
Housing (improvements/better quality)	44	29.3
Improved safety	20	13.3
More green space/community gardens/clean	19	12.7
Neighbourhood beautification (murals)	18	12
Infrastructure improvements (roads)	6	4
New business/developments	5	3.3
Increased interest in community	4	2.7
Community programs (ICAN, Ma Mawi Wi Chi Itata Centre)	4	2.7
Youth programs	4	2.7
Free/increased access to resources (computers)	3	2
Women's centre	3	2
Less drugs	3	2
Increased pedestrian activity	3	2
Playground	3	2
More forums/community events	2	1.3
Less prostitution	2	1.3
More younger families	2	1.3
More positive image/perception	2	1.3
Community newspaper	2	1.3
University involvement	1	.7
Total responses	150	100.0

Of the comments noted in Table 3.4, two issues were probed in more detail (neighbourhood satisfaction and perception of safety). To begin, respondents were asked to rate their level of neighbourhood satisfaction and sense of personal safety on a scale of 1 to 10 (one being lowest). The results yielded an average satisfaction rating of 6.5 and a safety rating of 5.9. Both scores—modest as they are—reinforce the need to continue with programs and supports that address these issues from multiple perspectives. Also, please recall that there is no baseline information for this data so we cannot estimate whether there has been a change in these levels over the last few years. However, given the positive changes observed in Table 3.4, one might speculate that both these indicators are on the rise and with continuing efforts to address these concerns underway, further gains will undoubtedly occur.

A positive finding in the survey was that just over 60 percent of respondents indicated that the neighbourhood had become safer over the past few years. Again, this underscores

the point that change is beginning to occur in the neighbourhood, but it requires time for residents to absorb the positive effects of the various initiatives and developments currently underway.

To probe the ratings further, respondents were asked to comment on what could be done to improve neighbourhood satisfaction and safety (Table 3.5 and 3.6). With respect to the former, housing, safety and more youth activities in the neighbourhood were seen as catalysts for raising neighbourhood satisfaction, whereas to make the area safer, respondents noted that additional foot patrols, better lighting and generally providing opportunities for residents (programs or employment) would improve the safety of the neighbourhood. The inclusion of more opportunities for youth was singled out as a way to increase the level of safety in the neighbourhoods, as many seemed to feel that without opportunities for positive engagement in the area, leads some to contribute to the problems.

Table 3.5 Neighbourhood Satisfaction Improvements		
Category	Frequency	Valid Percent
Housing	36	23.8
More safety measures	29	19.2
Neighbourhood beautification (clean garbage)	15	9.9
Youth activities	14	9.3
Green space	11	7.3
Infrastructure improvement	8	5.6
Lighting	7	4.6
More community events/activities (hockey)	7	4.6
More businesses	5	3.3
Employment opportunities	5	3.3
More funding/programs	4	2.6
Daycare/parental support	3	2.0
Aboriginal involvement	1	0.7
Increased community centre access	1	0.7
Improved transit	1	0.7
Less panhandling	1	0.7
Snow clearing	1	0.7
Community involvement	1	0.7
Total responses	151	100

Table 3.6 Suggestions for Improving Safety of the Neighbourhood		
Category	Frequency	Valid Percent
Safety measures (foot patrol/safewalk program)	61	43.0
Lighting	18	12.7
Community programs/involvement	14	9.9
Children/youth activities	9	6.3
Removal/renovation of buildings	7	4.9
Change traffic flow/speed limit	6	4.2
Address prostitution issues	5	3.5
Employment opportunities	5	3.5
Long term tenants	5	3.5
Quicker police response times	4	2.8
More support for parents	3	2.1
Increase foot traffic	2	1.4
Address gang issues	1	1.0
Total responses	142	100

3.6.2 Health and Wellness

A series of questions probed two additional areas, overall health of individuals and recreational opportunities. With respect to overall rating of health, the average score was 7.5 out of 10. This is an encouraging finding in that most appear to consider that they are healthy. However, in a related question, only 42 per cent considered there to be adequate recreational opportunities in the neighbourhoods. To examine this in more detail, respondents were asked to indicate what needed to be done to improve recreational amenities in the area (Table 3.7). What is important in the findings noted in Table 3.7 is that many felt that the funding of programs and additional staff were critical, along with having longer hours of use or opening up underused facilities as opposed to “building new facilities.” This finding may be interpreted to suggest that there are adequate facilities and options, but physical improvements, access and issues of availability need to be better addressed.

Table 3.7 Recreation Activity Improvements		
Category	Frequency	Valid Percent
Increased funding/facilities/staff	17	19.3
Community sports/team programs	14	15.9
Youth programs	12	13.6
More access/improved facilities	10	11.4
More green space	8	9.1
More affordable programs	6	6.8
Art programs	5	5.7
Access to Duckworth centre/school facilities	5	5.7
Adult programs/support	4	4.5
Increased training opportunities	3	3.4
Improved bike paths	2	2.3
Clean parks	2	2.3
Total responses	88	100

3.6.3 Job Training and Access

A key part of the survey was to probe respondent's awareness of and participation in job training programs. Just over 12 percent indicated they had participated in a job training program, with the overwhelming majority of these persons (88 percent) stating that they had gained valuable skills from their experience, while 87 percent gained additional competency and 81 percent felt that this training allowed them to contribute positively to the neighbourhood. While the number of persons having undertaken job training was relatively small, the findings are encouraging nonetheless, as it appears they have benefited from the experience, which has also allowed them to contribute to their own well being and that of the neighbourhood.

3.6.4 Awareness of NRCs and NA!

The final set of questions asked respondents about their familiarity with the local NRCs and NA!. The results were that 62 percent of respondents were aware of the local NRC, and 55 percent had heard of the NA! strategy. In a related question, respondents were asked how many meetings they have attended in the past year. Just over 30 percent indicated that they have not attended any meetings, while 20 percent stated they went to

between 1 and 6. The remaining 50 percent had attended 6+ meetings over the last year. This finding indicates that there is a strong core of residents within the neighbourhood who are actively engaged in the process of community participation.

When asked to list the programs and events of which they were aware in their respective neighbourhoods (Table 3.8), and to offer a description of NA! (Table 3.9), respondents offered over 150 diverse examples. In Table 3.8, the list of community projects is far-reaching and reflects the broad range of activities that have taken place in the various neighbourhoods. Not surprisingly, housing and the various “clean-up” types of programs were the most commonly cited. Also, the fact that crime reduction and prevention was noted also points to the positive improvements in the area. With respect to knowledge of NA!, respondents observed that NA! provides funding for various neighbourhood projects and activities.

Table 3.8 Examples of Community Project		
Category	Frequency	Valid Percent
Housing improvements	16	17.2
Spring clean up	15	16.1
Murals/beautification/green space	10	10.8
Crime prevention/reduction	9	9.7
Community programs	7	7.7
Community newspaper	5	5.4
Improved facilities	5	5.4
Ellice Street festival	3	3.2
The old north YM-YWCA	2	2.2
Multi-cultural concert	2	2.2
Art from the heart/art programs	2	2.2
Winter festival	2	2.2
Women’s Centre	1	1.1
Lighthouse Mission	1	1.1
ICAN feast	1	1.1
CKUW	1	1.1
Picnic in the park	1	1.1
Urban Circle opening	1	1.1
Community learning network	1	1.1
West Broadway Land Trust	1	1.1
PIP grants	1	1.1
Inappropriate responses	6	6.6
Total responses	93	100

Table 3.9		
What do you know about NA!? How are you familiar with NA!?		
Category	Frequency	Valid Percent
Community activities/funding	36	59
Advertisement	12	19.2
Worked with them	9	14.8
Word of mouth	3	4.9
Through employment	1	1.6
Total responses	61	100

3.6.5 Summary of Survey Findings

The results highlighted in this section reinforce a central finding of this research in that positive changes that have taken place in the study areas. In particular, the findings suggest that the majority of respondents have lived in their neighbourhood in excess of five years, plan to remain in the area, and have noticed positive changes—in fact, 150 examples of positive change were noted by residents, many of whom singled out the extensive improvements made to the housing stock and the beautification of the area. A related finding demonstrated that overall neighbourhood safety had improved and that to derive an even greater sense of safety, more foot patrols, better lighting and additional opportunities for residents were needed. This is certainly supported by the 60 percent of respondents who indicated that they felt their neighbourhoods had become safer in the past few years. However, a concern rests with the 40 percent of respondents who have not felt safer. Therefore, a sustained effort must be made to emphasize safety in the community. This must be addressed through programs and supports to build on the successes observed in the NRCs.

It was also shown that most residents consider themselves to be healthy, but that there is a lack of recreational opportunities. To deal with this shortfall, residents suggested that existing facilities—especially schools – be opened for longer hours and be made more accessible. A plausible explanation of this finding is that the majority of residents recognize that there is existing infrastructure in the neighbourhood and it remains more of a question of dealing with how these spaces are administered as opposed to suggesting that new spaces are required. However, it should be noted that the poor condition of

existing facilities was also a common complaint. Addressing these concerns is therefore two pronged—opening up existing and under-utilized facilities while ensuring that maintenance and upgrading of other facilities continues to remain a priority.

Although only a relatively small percentage of the sample indicated they had received job training, the findings indicate that those who have engaged in programs appear to have greatly benefited from the experience, which has also allowed them to contribute positively to the neighbourhood. This must continue to be an area of focus and expansion.

In closing, the survey results provided an important perspective in understanding the changes that have taken place in the study area. More importantly, residents also had many suggestions for continuing the ongoing efforts to deal with such issues as safety, recreation and overall satisfaction. Each of these areas presents opportunities to both the NRCs and also to NA! to review and reflect upon the suggestions of how to incorporate them into ongoing efforts to improve neighbourhood outcomes.

4.0 The Community-Led Model

4.1 Introduction

To gain insights into the efficacy of the community-led model (CLM) the researchers spoke to Provincial officials, NA! staff, NRC staff including Executive Directors and Housing Coordinators, NRC Board members and representatives from organizations who have received NRF monies.

During the course of the consultation with key informants, several key themes emerged: the functionality of the model (*Administration*); the extent to which it engaged the community (*Community Input*); the effectiveness of the *Funding Model*; the *Quality of Outputs* that the model is capable of delivering; the *Role of Boards* in facilitating the work of the NRCs; the extent to which *Partnerships* enhance the effectiveness of the model; the likelihood community residents are aware of the work of NA! and the NRCs, as well as the shared understandings between all parties concerned, including the use of terminology—all of which are included as *Communication*; the extent to which the model can respond to—or is constrained by—*Wider Contexts*; and general observations about the underlying *Philosophy* of the model.

The reader should bear in mind that what follows is a synthesis of what was reported by key informants; it is not a summary of the observations, opinions, beliefs or conclusions of the authors. While there were many, many positive things said about the NA! strategy and staff, it is important to recognize that because some negative observations that were mentioned only once are included alongside those of a more positive nature that were stated repeatedly, the text below may seem to be weighted towards the negative. The consultant stresses that this is not the case: where positives occur, they often represent unanimous or near-unanimous praise.

4.2 Administration

The CLM is lauded for its ability to allow NRCs to accomplish things that nobody else has been doing in their neighbourhoods (such as the coordination of renewal efforts), and as such to become great vehicles for change. As well, the staff at NA! and the NRCs received high marks for their dedication, hard work, flexibility, cooperation and willingness to provide assistance.

There is a concern that the more the program grows, the harder it will be to sustain. There needs to be more discussion around growth vs. development, so that NA! staff and NRC staff can work hand in hand to develop the program as it grows, and ensure that its growth is sustainable.

There were also some concerns expressed that NRC budgets are not enough to retain good people and compensate them adequately for the amount of work they do. The risk of burnout among NRC staff is high, and turnover has resulted in diminished capacity.

4.3 Accountability

There was consensus that paper is the way that all parties are held accountable for expenses and actions, and that there needs to be a paper trail. Reporting on projects is not an onerous process, and is considered reasonable by most. While NA! is a flexible strategy to a point, projects do need to be implemented as proposed.

While the project proposal processes were for the most part praised for being relatively easy, there were complaints that the guidelines are so “non-prescriptive” that proponents must frequently be asked to provide more information. Some NRCs have put together subcommittees to help shape proposals for submission. More clearly-explained and up-front information requirements were called for.

There were complaints about the number and frequency of reports justifying the short-term grants to pay the salaries of NRC staff. This places unnecessary demands on the time of Executive Directors that could be better spent doing the real work of the NRC.

There are some tensions concerning accountability at the local level. The board hires an Executive Director who is accountable to the Board, the government to whom they report, and the larger community. This places considerable strain on the Directors. Furthermore, the NRCs are accountable for the work conducted in their communities, but some feel that it is not reasonable to make them accountable for complex, technical activities (like housing renovations and construction) if they are not trained in the necessary skills.

4.4 Community Input

The CLM enables communities to generate locally-grown ideas and to implement them. Communities can find solutions that they believe will work best, and as a result, people have more “buy-in” than would be the case for a government-generated program. It is the residents that are working to improve the neighbourhood, so the CLM is a good way for passionate, committed people with good ideas to be heard—and those voices would not be as effective without that structure.

There is an important linkage between visible neighbourhood outcomes and engagement in the process. People sometimes need to see a small change before they can appreciate what bigger plans might mean for them; and when people see a change they get more engaged, and see that they can get involved. It is important to remember though that young people also need to be engaged in the process, rather than just be provided with programs/facilities. They need to have ownership as well. It must be stressed however that some people may not want to get involved regardless of the incentive. People in the community have basic needs, and if they cannot be met they will not be volunteering.

4.5 Funding Model

Program proponents agree that it is great to have a flexible funding source with the potential to fund a wide range of functions, purchases and objectives, rather than needing to identify a number of different sources to accomplish all of their goals. The small grants funding received widespread praise for its ability to meet diverse needs quickly and easily. They are “the most effective tool NRCs have.” NRF recipients were unanimous in their appreciation for the funding.

The main problem is that the NRF component of NA! is a project funding mechanism, not a program funding source. This means that NRCs and neighbourhoods always need to look for new projects rather than developing existing projects into full-fledged programs. The result is that all funding is short-term: coordinators on a project oftentimes have managed to determine what works best just in time for the grant to end. Obtaining the needed, sustained, long-term core funding that can allow an organization to really develop the capacity to deliver key programming is not possible through the NRF.

As well, the uncertainty about NDAP funding means that some people feel it is “a tease” to ask NRCs to make long-range plans because they do not know if the money will be there to allow them to achieve their goals. It is hard to arrive at long-term outcomes with short-term funding. NA! was criticized for withdrawing support for projects just as they are achieving successes. Over and over again, respondents called for longer-term funding.

Closely related to this issue is that the NA! strategy encourages organizations to leverage funding from other sources. While this can in theory result in constructive partnerships, it can also be very difficult to do at all in a smaller community like Brandon and Thompson, where there simply are not many other sources of funding to be had. This emphasis on leveraging funding also fails to take into account that other funding sources may have no understanding of, or appreciation for, the CLM. The long-term viability of projects initially undertaken under NA!’s CLM may be in doubt if additional funders are not interested in supporting this mode of community revitalization.

4.6 Quality of Outputs

The model is premised on monies being distributed to community-based projects in order that they can contribute to revitalization goals. The NRCs supervise the work of their own funded projects, but not those of community projects to which monies are distributed. In most cases, this is an appropriate approach. In the case of housing renovations and construction, some felt that this model might have shortcomings.

NRC staff—even housing coordinators—admit to not always possessing specific, technical expertise where construction and capital project supervision are concerned. This may mean uncertainty as to the quality of housing outputs. The present hands-off approach to these sorts of projects may not be appropriate. It was suggested that NRCs need to gain greater expertise, and exercise greater control over capital projects, and may need to become developers themselves. In this regard, NA! staff could provide key support not only in approving of and facilitating this shift in approach, but in providing access to training and other forms of expertise.

4.7 Role of Boards

The presence of volunteer boards is key to the success of the CLM under which the NRCs operate. However, boards can sometimes make the “wrong” decisions and not back priorities that are identified at the local level. Success of the NRC depends in part on the makeup of their boards: a diverse range of backgrounds and professional skills is important. However, board members may need training and development too, just like staff members. Planning may also be a new concept for the Board, so there may be a role for the Executive Director to educate the Board. Boards may also need more accountability; staff are held responsible for Board decisions with which they may not agree.

4.8 Role of Partnerships

NRF recipients are almost entirely enthusiastic about the NA! strategy and feel they have an effective partnership with the NA! office. Community groups see both the NRCs and NA! as their allies.

As well, the CLM encourages successful local partnerships. One sector that needs more attention however is the business community; more work needs to be done to educate local businesses about the economic advantages of strong communities.

Schools appear to be a particularly effective institutional partner for the NRCs. Thompson has seen particular success in their funding of the Wapanohk Eastwood Community School (see Appendix 5), which has become a vibrant focal point for community-building that brings together people from all over Thompson. This highlights the value of NRCs taking advantage of, and helping to build, institutional capacity in existing community institutions, namely schools. Work done with the police, through the School Resource Officer program has also been very positive.

Another partnership that could use more attention is that between NA! staff and the NRCs. The NRCs are cited for doing great coordination work; however, the staff may not necessarily have all the skills sets they need. To address this, the NA! staff could be doing more to provide supports and to facilitate capacity building. Project Officers could be doing more to provide general guidance, to sit in on board meetings, to gain more of a sense of what the local issues are. Project Officers could in general be more spontaneous with support—for example, emailing links to books, articles or conferences that might be useful to the NRC. Ongoing site visits are helpful; on the other hand, some NRC staffers felt that such visits should be for a specific purpose, not just to “check in.” NA! staff could also compile a compendium of examples of the kinds of projects that might be viable—a “Guide to Neighbourhood Projects.” There could also be more collaboration between the NRCs in terms of sharing successes and lessons learned.

4.9 Communication

For the most part, the CLM facilitates easy communication between community members, organizations, the NRCs and the NA!'s office. The staff at both NRC and NA! levels are seen as accessible, professional, honest and flexible advocates for projects and very open to making adjustments to meet local needs. When NA! weans projects off of funding, they are honest about it, which is appreciated.

Where communication appears to be suffering is with the wider community. In terms of awareness on the part of the public of the NA! strategy, there was almost unanimous agreement that the level is low. If the public is aware of the use of funding in their neighbourhood, it is seen to come from “the government.” NRCs are also sometimes perceived as government agencies, particularly in Brandon and Thompson. Alternately (and ironically) NRCs may be seen as separate from and unrelated to the NA! strategy. Even awareness, when it exists, can be mistaken: high profile successes funded by NA! (an education program or Aboriginal program) may result in a perception by the community that these sorts of initiatives are all NA! or the NRCs do. The Provincial Government shouldn't necessarily feel they have done a poor job of promoting NA!—members of the public may not know about it, but their awareness of other government programs may not be that high either. It is possible that communities outside the boundaries of the NRCs may not know about NA! but they are not eligible for it.

However, anyone who is involved in an organization in their neighbourhood, and seeks dollars, knows about NA! In practical terms though, more respondents felt that what was important was that neighbourhood residents knew about the NRCs and what they are doing, than to know about the provincial origins of NA!

To address this low level of awareness, more needs to be done to let organizations know about the availability of NA! funding. Community organizations may not be aware of the local NRC and what the organization could do for them.

Winnipeg NRCs can benefit from informal connections with local experts—meeting for lunch, etc., whereas Brandon and Thompson NRCs are much more isolated. More

opportunities for the NRC staff in these cities to communicate with outside expertise should be encouraged and facilitated.

At all levels of the strategy there is a lack of consensus regarding the use of certain terminology, like “capacity building,” and in particular, the meanings of—and differences between—*community economic development*, *economic development*, *community development*, and *community & economic development*. NA! and NRC staff should collaborate on compiling a “glossary” for the NA! strategy.

Another interesting situation concerning success is that it has in some cases caused confusion. For the most part, the NRCs seem to have been unprepared for the “gentrification” processes that would be an inevitable result of meeting their own objectives concerning gaining a better mix of incomes and changing the balance of the owned/rented ratio. The anecdotal evidence suggests that where housing has appreciated in value people at the very lowest income levels have had to leave the neighbourhood. Unfortunately, it is often pointed out that there has been little done at any level by any sector to provide alternative, affordable housing. What is of interest in terms of communication however is the anxiety and confusion this has caused among the residents we spoke to at the community forums. More should have been done to prepare the neighbourhoods for what revitalization would mean. This is also particularly true in terms of how monies might be spent: one forum member complained that NA! funds had gone to fix up a house that was purchased by a doctor. Yet other key informants pointed out the necessity of not targeting public monies exclusively to lower income people; sometimes public money has to encourage middle-class people to move into the neighbourhood, otherwise the desired mix of incomes will not happen. These principles need to be communicated better.

The observation that community members may feel like they were in the dark about “the goal” of the strategy illustrates that NA! must be clearer in its definition of what constitutes “positive change,” and do a better job of communicating that definition. At the very least, more dialogue is needed among all parties as to what “positive change” actually means, instead of assuming that general agreement exists on this matter.

There is also the more complicated matter of communication over time, or “institutional memory.” There has been a problem with high staff turnover. More attention is needed to be able to communicate practices and other forms of institutional knowledge to subsequent personnel. There is a role here for NA! staff who could collect data, keep records, and develop manuals of project possibilities.

There have been a lot of successes; however, more could be done to celebrate them and share results.

4.10 Wider Contexts

As positive as the results of the CLM have been, there were numerous observations about what it has *not* accomplished—indeed, what it may be simply incapable of accomplishing.

Many of the residents within the NRCs are living in the context of multi-generational poverty. The systemic problems in the political economy—racism, a lack of well-paying jobs and social dysfunction—are problems with which short-term funding for projects is unable to cope. An example of this may be seen in Brandon, where the City’s economic development strategy has depended on attracting low-wage employers like Maple Leaf and Wal-Mart, with the result being that even those with jobs are unable to afford rental housing. The best efforts of the NRC may not be able to make much of an impact in the face of such a large external influence.

There is also the matter that other organizations unrelated to NA! are nonetheless involved in revitalization efforts. In Thompson, for instance, there are several major players involved in economic development—including mining giant Inco Ltd.—with the result that nobody really thinks of the TNRC as a force for economic development. It may make sense for the TNRC to officially de-emphasize this role.

It is also evident from the community consultations that many—if not most—of the concerns expressed by residents related to shortcomings is in the delivery of municipal

services. The cities themselves need to coordinate their efforts more in terms of NA! goals so actions at one level of government do not adversely affect those at another.

4.11 Philosophy

Numerous comments from key informants spoke to a range of issues underlying the intents, assumptions and principles of the strategy.

At a most basic level, some participants questioned the extent to which the CLM matched reality. The model states that NRCs “represent[s] [the neighbourhood’s] interests and implement[s] its will.” This implies there is a *single set of interests* and “will” in a given neighbourhood, and that a community will speak with one voice, which is not the case. There is not one “public good,” but many different “publics” with different aspirations that may or may not be heard. Consensus is not always possible. As a result, the CLM is seen by some as overly simplistic and insufficiently acknowledges the diversity of neighbourhoods and the likelihood of conflict.

There is also a tension at both NA! and NRC staffing levels between valuing a community-led approach, and seeing the need for more supports and technical expertise. NA! and the NRCs need to come to some agreement on how the NA! office/staff could be supportive without being seen as taking unnecessary control. The skill sets of some NRC staff and board members may not yet be fully developed; the NA! office needs to provide more support, even if that means bringing in outside expertise. This will be particularly the case if the strategy is extended to new neighbourhoods.

The fact remains that the concept of planning is brand new to many people; they need to be given an understanding of the *reasons* for planning in the first place: how their work at a local level fits in with the “big picture”—holistic thinking is needed to see the interconnections between social, environmental and economic goals.

In relation to the definition of the CLM as provided by the NA! office, it was disputed by some that the NRCs are the “instrument” that brings people together – that overstates

their role. Other organizations in the community—neighbourhood associations, schools—also undertake this function.

It is clear that the CLM has numerous strengths, not least of which is its ability to encourage the very communication in which we have been engaged. However, with the foregoing in mind, the consultant proposes that a number of key considerations be borne in mind for strengthening the model.

4.12 Recommendations for Improving the CLM

- Funding remained a central issue in this report, and with the NRCs having limited financial diversity in their current structure, they must continue to seek ways to secure long term funding diversity;
- Ensure that NRC staff are trained in the necessary areas of expertise for which they are to be held accountable;
- Longer-term funding for community-based work is needed. Funding should not be solely project-oriented, but should allow projects to evolve into programs;
- More money is needed for administrative support at NRC offices in order to compensate staff properly;
- Reduce the number and frequency of reports justifying the short-term grants to pay the salaries of NRC staff;
- Consider that the expectations for leveraged funding, especially in Brandon and Thompson, may prove more challenging;
- NA! should try to take more advantage of, and help to build, institutional capacity in existing community institutions such as schools;
- More efforts are needed to engage young people in the process. Perhaps the NRCs could have youth advisory groups, or youth representatives on their boards;
- More should be done to prepare neighbourhoods for what revitalization would mean—that some people may be displaced, and that public funds are not always best spent on low-income housing, but sometimes need to be spent to encourage middle-class people to move into the neighbourhood;
- Some sort of “glossary” of key concepts should be prepared to increase shared understanding;

- More and better guidance on the creation and governance of boards would be advised for any future expansion of the program. It may be worthwhile investigating governance structures in which community boards have some level of accountability—or at least a reporting relationship—with NA! staff. As well, board members may need training and development just as do staff;
- Compile a compendium of examples of the kinds of projects that might be viable—a “Guide to Neighbourhood Projects;”
- Allow the NRCs to officially de-emphasize certain aspects of NA!’s revitalization priorities, about which they may not be the most appropriate local agency to address;
- The project application process requires more clearly-explained instructions, as well as firmer, up-front information requirements;
- Community organizations may not be aware of the local NRC and what the organization could do for them. To counter this low level of awareness, more needs to be done to let organizations know about the availability of NA! funding;
- More work needs to be done to educate local businesses about the economic advantages of healthy communities;
- More effort is needed at the provincial level to coordinate as many functions of government as possible so that they support the efforts of NA!;
- Municipal efforts should be similarly coordinated with NA! goals wherever possible;
- NA! and NRC staff members need to come to some agreement on how the NA! office/staff can be supportive without being seen as controlling; and
- There are two very important models that should be considered to work in conjunction with the CLM. One is the *Community School Model*, which is in place in Thompson at the Wapanohm Eastwood Community School; the other is that of the *Community Design Centre*.

5.0 Conclusion

The Impact Analysis of the NA! strategy (implemented through the CLM) asked: How effective has the CLM been in enabling NRCs to meet locally-determined objectives and contribute to positive neighbourhood change? And, how effective has the CLM been in enabling NA! to support the efforts of NRCs and contribute to positive neighbourhood change? The researcher's hypothesis was that *"The community-led model has enabled NA!, NRCs, and the communities with which they work, to contribute to positive neighbourhood change."*

By way of gathering data, undertaking key informant interviews, conducting five community forums and analyzing over 130 surveys, the consultant has determined that the CLM has been a catalyst for positive change in the NA! funded neighbourhoods. With hundreds of homes built and repaired to the 150 examples of positive change offered by residents, there is widespread recognition of the tireless work of the NRCs. But make no mistake: residents and key informants also noted that more work is needed, and that longer term funding and strategies are necessary to continue to build on the moment sustained over the last four years. For the most part, many recognized that there are limits to what the model can accomplish and that external factors in the political economy place serious boundaries around what may be practically done.

Though there is a limited amount of quantitative data available—to the extent that showing definitive change across all indicator categories is not possible—the vital baseline information has been assembled for further analysis of neighbourhood-level change. It should also be noted that making claims based on hard data alone cannot provide a complete picture of neighbourhood change, particularly with regards to sustained community development issues. Furthermore, the CLM lends itself to looking at the softer indicators of change, many of which are related to people participating in the process of creating change, and were gathered through key informant interviews and the community forums. Through these instruments the consultant found considerable evidence for change and for the value of the CLM.

The consultant maintains that assigning causation for specific neighbourhood outcomes documented in the report to the CLM supported by the NA! strategy proved difficult. The correlation between strategy and result, however, may become more apparent over time. The consultant also stresses that the interrelationship of all areas of concern (housing, safety and wellness, CED, capacity and empowerment, and environment and image) must be borne in mind when considering neighbourhood-level change.

There is also some difficulty in making claims of progress on which all participants and observers can agree. Positive neighbourhood change may be defined in many different ways for each resident, representative of an organization, government official or politician. Therefore it is important to recognize that sometimes the most valuable outputs of the strategy are intangible and difficult to measure.

The acknowledgement that each neighbourhood is different, geographically (spatially), socially, and economically is fundamental to this and further evaluations. Additionally, the results of an innovative and community-led strategy, whereby the community has not only achieved positive results of their labour, but has also increased their capacity, will take time to bear fruit. The engagement and process results may never be attributable to a particular project, but may provide a lasting contribution to the neighbourhoods. While governments need to see results, communities have their own learning style, strengths, weaknesses, histories and needs.

Short-term positive changes are most evident in the physical environment. Housing and building construction and repairs and neighbourhood cleaning and greening were often cited as evidence for change. While the small grants initiative was lauded, residents expressed a need to balance housing development and repair with a diversification to the traditional typology. Diversity, whether in funding or housing options, will be the key to sustaining a revitalized neighbourhood.

Neighbourhood capacity and empowerment may be harder to articulate, and are therefore less quantifiable. However, anecdotal evidence in all neighbourhoods suggests that both the NRCs and their communities have undergone a tremendous learning experience and

have taken hold in the neighbourhoods. However, achieving sustained positive change requires sustained nurturing. For example, crime levels in a neighbourhood can rise dramatically if a holistic and long-term approach is not implemented. The revitalization of a neighbourhood will be attained through a combination of short *and* long-term results and therefore must be evaluated with these time frames in mind.

While the CLM is effective in allowing for locally based solutions to be found, and providing long-term skills to sustain those solutions, several important factors need to be taken into consideration. Accountability is a fundamental value but must be adequately supported by the proper governance measures, ongoing learning, structured and informal communication, collaboration, and the provision of the resources necessary to carry out the tasks for which that accountability is required. Accountability will also need to be balanced by pragmatism—a recognition that there are limits to what the model can accomplish. While diversity and openness are admirable and ought to be upheld, over time it will become more and more crucial that all partners are working from a common set of definitions. Ensuring that all who participate understand these concepts and feel equipped with the skills and resources needed to “operationalize” them will enable people to contribute to further “positive neighbourhood change”—but only if there is an acknowledgement of, and comfort with, the inevitability that what constitutes positive change will of necessity be as diverse as the communities in which the NA! strategy is present. By doing more to celebrate the diverse successes of the strategy, NA! and NRC staff—and the residents with whom they work—can strengthen the vitality of the model and, by extension, the larger community.

Appendix 1: Housing Market Analysis

INTRODUCTION

The time frame for the housing analysis is from the inception of the Neighbourhoods Alive! (NA!) program in 2001, through to the end of 2004. The primary source of information upon which our study is based, is the Winnipeg Real Estate Board, Multiple Listing Service (MLS) records.

Market Study Process Outline

In order to provide the client with the necessary insight, the following approach was adopted:

- 1) Definition of the NA! market areas;
- 2) Analysis of single family dwelling (SFD) resale activity in the overall market areas of Winnipeg, Brandon and Thompson for the years 2000 through 2004;
- 3) Analysis of single family dwelling (SFD) resale activity in the sub-market NA! community areas for the years 2000 through 2004;
- 4) Comparison and correlation of market activity in the NA! community areas, to the larger overall markets in which they are located.

In the City of Brandon, we are not aware of community area names, but rather have made reference to geographic boundaries for the designated NA! program. The map included on page six provides an outline of this respective area.

In the City of Thompson, we understand that the NA! designated area includes all community areas within the city.

REAL ESTATE ANALYSIS

Winnipeg Overall

During the period 2000 to 2004, the single-family resale market showed modest increases in sales volumes, reduced marketing times (measured by days on the market or DOM) and year over year price increases of approximately 11 percent in 2003 and 2004. Table A1.1 summarizes market activity during this period.

MLS Single Family Dwelling Market Activity (2000 - 2004)					
<i>Table A1.1</i>					
Winnipeg Overall	2000	2001	2002	2003	2004
Average list price	\$97,642	\$103,153	\$105,853	\$116,689	\$127,343
Average selling price	\$94,046	\$99,650	\$103,258	\$114,851	\$127,251
Year/year SP percentage		5.96%	3.62%	11.23%	10.80%
Average DOM	34	32	25	22	19
Number of sales	6744	7156	6949	7140	7564

Sub-Market Areas

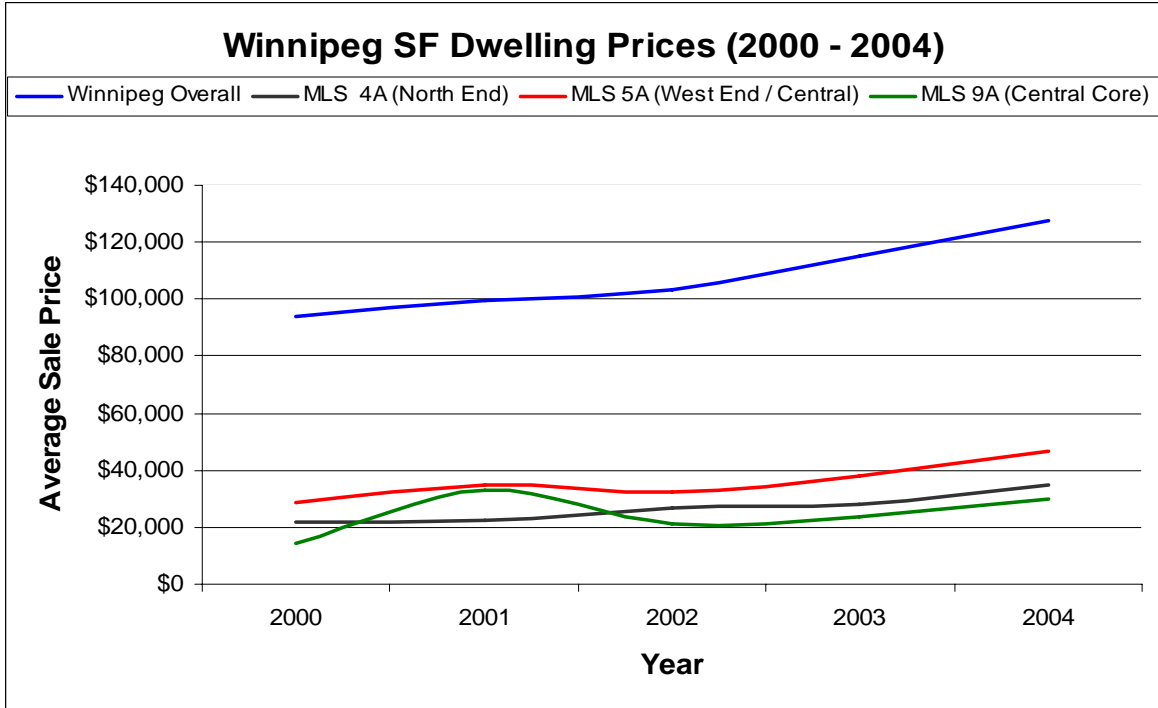
Given the location of the NA! designated community areas in the city of Winnipeg, it follows that the corresponding general sub-market areas in the city be included in our analysis.

In general, the NA! communities fall within the larger sub-market areas defined by the Winnipeg Real Estate Board as the North End (MLS area 4A), West End/Central (MLS area 5A) and the Central/Core (MLS area 9A). Table A1.2 illustrates single-family resale market activity in these respective areas, during the same period. By examining both this table and the accompanying Figure A1.1, we can see that the inner-city house prices are a bit more volatile on a year to year basis, when compared to the city overall. Although the magnitude of the annual average prices does not correlate strongly with the city's statistics, the general trend of increasing prices, increasing sales volumes and shortened marketing periods are maintained.

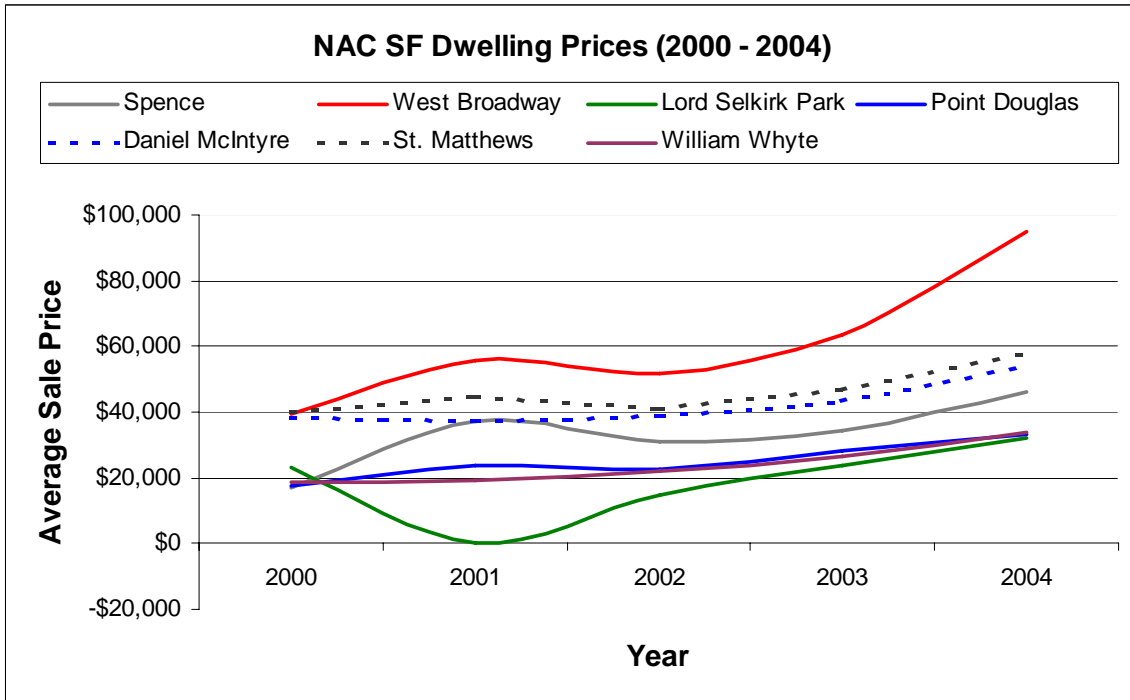
MLS Single Family Dwelling Market Activity (2000 - 2004)

Table A1.2

MLS Sub Markets					
MLS 4A (North End)	2000	2001	2002	2003	2004
Average list price	\$24,657	\$25,779	\$29,984	\$31,075	\$38,240
Average selling price	\$21,742	\$22,690	\$26,658	\$28,098	\$35,091
Year/year SP change percentage		4.36%	17.49%	5.40%	24.89%
Average DOM	49	52	55	47	37
Number of sales	112	100	140	142	182
MLS 5A (West End / Central)					
MLS 5A (West End / Central)	2000	2001	2002	2003	2004
Average list price	\$31,915	\$37,865	\$35,967	\$41,117	\$38,240
Average selling price	\$28,477	\$35,017	\$32,589	\$38,092	\$46,493
Year/year SP change percentage		22.97%	-6.93%	16.88%	22.06%
Average DOM	53	58	51	39	34
Number of sales	101	110	153	178	196
MLS 9A (Central Core)					
MLS 9A (Central Core)	2000	2001	2002	2003	2004
Average list price	\$18,931	\$34,913	\$23,800	\$26,738	\$35,350
Average selling price	\$14,050	\$32,706	\$20,875	\$23,738	\$29,943
Year/year SP change percentage		132.78%	-36.17%	13.71%	26.14%
Average DOM	66	90	67	61	32
Number of sales	8	8	8	8	14



Figures A1 and A2 .



North End (MLS Area 4A)

In MLS area 4A, which is generally defined as the neighbourhood area extending north from Jarvis Avenue, to Mountain Avenue, extending west from the Red River, to Arlington Street. For the period 2000 to 2004, a summary of key market indicators for this area includes the following points:

- Significant increases in sales volumes in 2002 (40 percent) and 2004 (28 percent).
- Average sale price increases trend similar to the city overall for the four year period.
- Significant average sale price increases outpace overall market activity in 2002 (17.5 percent) and 2004 (24.9 percent).
- Average marketing periods (DOM) follow city trend over the four-year period.

West End/Central (MLS Area 5A)

The MLS area 5A is comprised of two distinct neighbourhood areas. Firstly, it includes the neighbourhood area north of the Assiniboine River, south of Portage Avenue, between Maryland Street and Osborne Street North. Secondly, the area north of Portage Avenue to Notre Dame Avenue, and west of Balmoral Street to Arlington Street is included.

For the period 2000 to 2004, a summary of key market indicators for this area includes the following points:

- Significant increases in sales volumes in 2002 (39 percent), 2003 (16 percent) and 2004 (10 percent).
- Average sale price increases trend similar to the city overall for the four year period.
- Significant average sale price increases outpace overall market activity in 2001 (23 percent) and 2004 (22 percent).
- Average marketing periods (DOM) follow city trend over the four-year period.

Central/Core (MLS Area 9A)

The MLS area 9A comprises most of the downtown core area and central business district. The geographic boundaries of this area extend west from the Red River to Osborne/Balmoral/Isabel Streets, and north from the Assiniboine River to Higgins Avenue.

For the period 2000 to 2004, a summary of key market indicators for this area includes the following:

- Low sales volumes reflect the low population density in the area.

- Average sale prices in this area are amongst the lowest in the city.
- Average sale price movements not a reliable indicator of market due to small sample sizes—for example, in 2001, the sale of a large former rooming house for \$89,900 caused an increase of 133 percent in the annual average sale price.
- In relative terms, 2004 market activity suggests significant improvement in demand for housing in the area.
- Average marketing periods (DOM) generally follow the city trend over the four-year period.

Neighbourhoods Alive! Areas – Single Family Resale Market

Resale activity for single-family markets in the NA! and two comparative community areas, during the period 2000 to 2004, is graphically represented in Figure A2.1 below, with supporting data presented in Table A2.1.

In Table A2.1, average resale prices for single family dwellings are plotted for the NA! communities of Spence, West Broadway, William Whyte, Lord Selkirk Park and Point Douglas. In addition, the community areas of Daniel McIntyre and St. Matthews have been included for comparative purposes.

What is immediately noticeable from the graph is the increase or spike in average sale prices in 2001 for the NA! communities of Spence, West Broadway and Point Douglas. Although Lord Selkirk Park appears to stray from the trend, the fact is that no sales occurred in Lord Selkirk in 2001.

MLS Single Family Dwelling Market Activity (2000 - 2004)		<i>Table -A 2.1</i>			
NAC Areas					
Spence	2000	2001	2002	2003	2004
Average list price	\$20,273	\$39,213	\$34,022	\$37,120	\$48,507
Average selling price	\$16,987	\$36,928	\$30,828	\$34,185	\$46,059
Year/year SP change percentage		117.39%	-16.52%	10.89%	34.73%
Average DOM	38	47	40	46	39
Number of sales	15	16	23	20	29
West Broadway	2000	2001	2002	2003	2004
Average list price	\$43,750	\$61,664	\$56,986	\$70,522	\$102,040
Average selling price	\$39,530	\$55,545	\$51,629	\$63,667	\$95,180
Year/year SP change percentage		40.51%	-7.05%	23.32%	49.50%
Average DOM	64	67	59	37	19
Number of sales	10	11	7	9	5
William Whyte	2000	2001	2002	2003	2004
Average list price	\$21,170	\$22,657	\$25,354	\$29,130	\$36,313
Average selling price	\$18,741	\$19,506	\$22,180	\$26,328	\$33,606
Year/year SP change percentage		4.09%	13.71%	18.70%	27.64%
Average DOM	44	56	61	49	40
Number of sales	37	49	55	60	85
Lord Selkirk Park	2000	2001	2002	2003	2004
Average list price	\$24,133	na	\$20,900	\$24,900	\$32,400
Average selling price	\$23,000	na	\$14,500	\$23,500	\$32,000
Year/year SP change percentage		na	na	62.07%	36.17%
Average DOM	45	na	34	40	9
Number of sales	3	0	2	2	2
Point Douglas	2000	2001	2002	2003	2004
Average list price	\$21,738	\$26,831	\$25,005	\$31,411	\$37,371
Average selling price	\$17,312	\$23,706	\$22,871	\$28,263	\$33,064
Year/year SP change percentage		36.93%	-3.52%	23.57%	16.99%
Average DOM	76	37	42	54	38
Number of sales	8	16	21	19	14
Other Comparable Neighbourhoods					
Daniel McIntyre	2000	2001	2002	2003	2004
Average list price	\$41,979	\$40,314	\$42,133	\$46,182	\$56,575
Average selling price	\$38,374	\$37,417	\$38,840	\$43,426	\$54,256
Year/year SP change percentage		-2.50%	3.80%	11.81%	24.94%
Average DOM	49	57	46	39	30
Number of sales	88	99	122	150	181
St. Matthews	2000	2001	2002	2003	2004
Average list price	\$43,161	\$47,192	\$43,980	\$48,795	\$60,002
Average selling price	\$39,992	\$44,726	\$40,865	\$46,569	\$57,675
Year/year SP change percentage		11.84%	-8.63%	13.96%	23.85%
Average DOM	41	45	62	29	25
Number of sales	76	68	89	104	128

Spence

For the period 2000 to 2004, a summary of key market indicators for this community includes the following points:

- Sales volumes remain relatively stable, with a significant increase in 2004 (45 percent).
- Significant average sale price increases in 2001 (117 percent) and 2004 (35 percent).
- In 2000, there was one sale in the community of \$50,000+; in 2001, there were seven sales of \$50,000+.
- In 2004, the number of \$50,000+ sales reached a five-year high of eleven.
- Average marketing periods (DOM) have shown little change.

West Broadway

For the period 2000 to 2004, a summary of key market indicators for this community includes the following points:

- Low sales volumes in this small community area—sales activity is observed to decrease over the five-year period.
- Significant average sale price increases in 2001 (41 percent), 2003 (23 percent) and 2004 (50 percent).
- Low sales volumes in this area contribute to volatility in average annual sale prices. In 2001, a sale for \$175,000 significantly influenced the average sale price by approximately \$12,000; likewise, in 2004 a sale of \$195,000 influenced the average sale price in the area by \$25,000.
- Average marketing periods (DOM) have decreased significantly over the five-year period.

William Whyte

For the period 2000 to 2004, a summary of key market indicators for this community includes the following points:

- Sales volumes have increased steadily over the five years, with a significant increase in 2004 (42 percent).
- Steady increase in the average sale price of properties, with significant increases in 2002 (14 percent), 2003 (19 percent) and 2004 (28 percent).
- In 2002, there was one sale in the community of \$50,000+; in 2003, there were two sales of \$50,000+; in 2004, twelve sales exceeded the \$50,000 level.
- Average sale price increases in this neighbourhood do not seem to be influenced greatly by “outlier” sales, but rather by appreciating neighbourhood market conditions.
- Average marketing periods (DOM) have steadily decreased over the five years.

Lord Selkirk Park

In the Lord Selkirk community area, the resale market has been limited to only two or three transactions per year over the past five years (in 2001, there were no sales).

Therefore, given the limited market data, it would be misleading to suggest that any trends in sales activity have been identified.

Point Douglas

For the period 2000 to 2004, a summary of key market indicators for this community includes the following points:

- Sales volumes have remained relatively stable in the 10 to 20 transaction range, peaking in 2002 at 21 transactions.
- Significant average sale price increases in 2001 (37 percent), 2003 (24 percent) and 2004 (17 percent).
- In 2001, 56 percent of the property sales in the community were for less than \$20,000. In 2002, the percentage of sales less than \$20,000 decreased slightly to 48 percent. However, in 2003, this percentage decreased to 32 percent and declined further to 21 percent in 2004.
- Average marketing periods (DOM) in the Point Douglas community have shown little change.

Summary – Winnipeg Neighbourhoods Alive! Communities

Average single-family price trends in the NA! communities, comparable surrounding neighbourhoods and the city at large, are illustrated in Figure 3.1, on the following page.

Based on our analysis of the North End Community Renewal Corporation (NECRC) NA! communities (William Whyte, Lord Selkirk Park and Point Douglas), we are unable to comment in a conclusive fashion regarding the impact of the NA! program on local real estate prices. The simple fact is that there are too few sales in one of the community areas (Lord Selkirk Park) on which to base the analysis. Whereas graphic representation in Figure A2.2 suggests significant increases in year over year price changes for Point Douglas and Lord Selkirk Park, it must be acknowledged that the annual market activity in both of the neighbourhoods is very limited.

Both the William Whyte and Point Douglas communities compare favourably, in terms of year over year average price growth, to overall city growth and the local MLS 4A market. Although the Point Douglas community has exhibited strong housing demand in certain years (most notably 2001 and 2003), the William Whyte community exhibited far most consistent market conditions. In 2003 and 2004, average price growth in William Whyte outpaced both the city overall and the local MLS area 4A.

The overall market in the NECRC area, as indicated by MLS area 4A, provides a good indication that the general market has certainly strengthened over the past five years. The William Whyte community has participated in the revival, and it appears reasonable to conclude that the program has played its part, along with other various neighbourhood improvement initiatives, to the overall improved market conditions of the area.

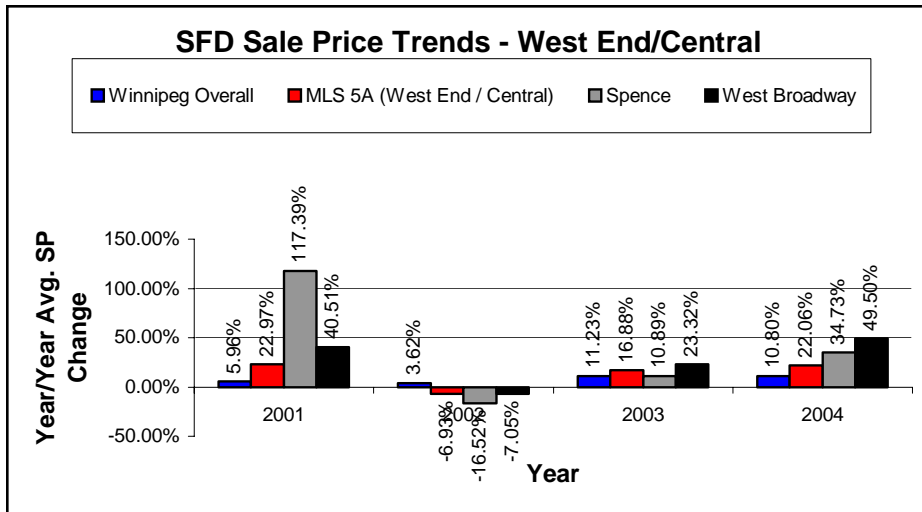
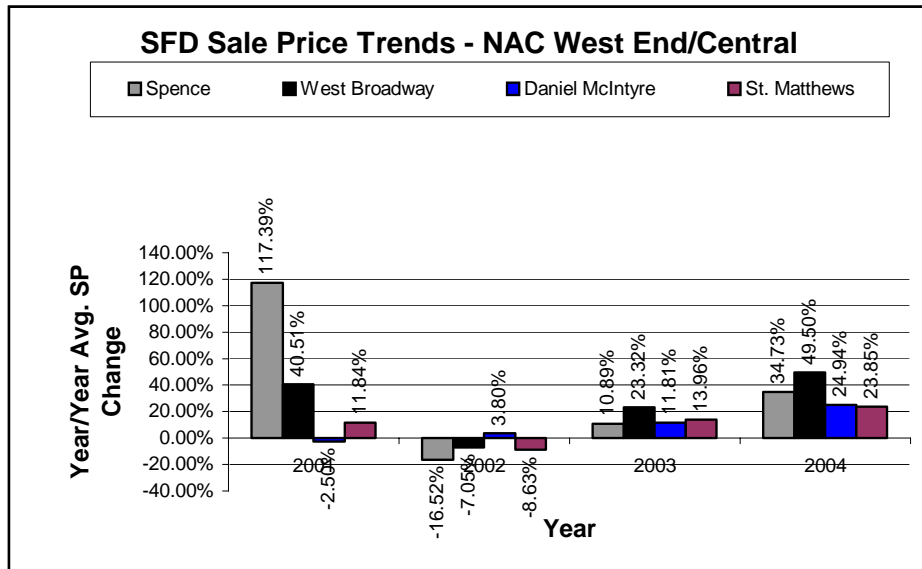
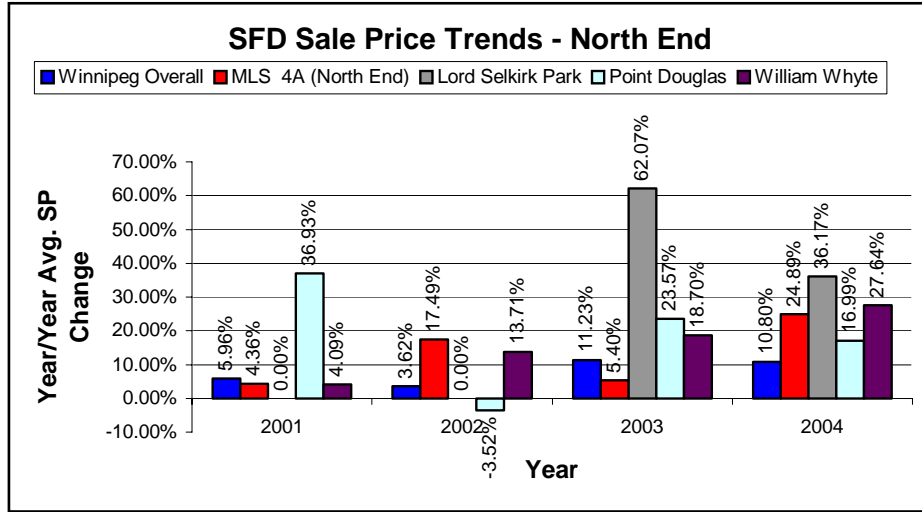


Figure A3.1

In the West End/Central NA! communities of Spence and West Broadway, we again encounter modest volumes of market activity on which to base our analysis. Although West Broadway experiences only a handful of annual sales, the Spence community has a fair bit more activity, which aids in identifying market trends.

In 2001, both the West Broadway and Spence communities exhibited significant increases in the average sale price of single-family dwellings. In West Broadway, the increase is attributable to one particular transaction that caused an extraordinary increase in the calculated average of a small sample. However, in the Spence community, it appears possible that the announcement of the NA! program, and optimism surrounding the revitalization of the neighbourhood in general, may have contributed to the 40 percent year over year increase in average sale price.

The improved market in 2001 in the Spence community outpaced that observed in MLS area 5A, which represents the majority of the West End/Central district. However, in 2002, both Spence and West Broadway communities experienced average price declines in excess of the city or greater MLS 5A area.

Going forward through 2003 and 2004, Spence has exhibited average price growth in line with other surrounding neighbourhoods.

Brandon Market

For the period 2000 to 2004, data has been collected from the Brandon Real Estate Board (BREB), representing sales of single-family detached dwellings. The information is summarized in the following table and graph.

MLS Single Family Dwelling Market Activity (2000 - 2004)					
<i>TableA3.1</i>					
BRANDON OVERALL					
(All BREB Areas in City of Brandon)					
	2000	2001	2002	2003	2004
Average list price	\$98,749	\$104,293	\$105,127	\$114,051	\$123,087
Average Selling Price	\$93,577	\$99,020	\$100,496	\$109,503	\$118,946
Year/Year SP Change Percentage		5.8%	1.5%	9.0%	8.6%
Average DOM	53	62	45	39	28
Number of Sales	547	600	546	527	584
NAC NEIGHBOURHOODS					
(BREB Areas A05, C19, C20, D21, D22, D23)					
	2000	2001	2002	2003	2004
Average list price	\$70,930	\$76,495	\$72,934	\$79,750	\$90,807
Average selling price	\$66,301	\$72,063	\$68,807	\$75,531	\$86,433
Year/year SP change percentage		8.7%	-4.5%	9.8%	14.4%
Average DOM	57	58	50	47	33
Number of sales	192	192	193	204	234

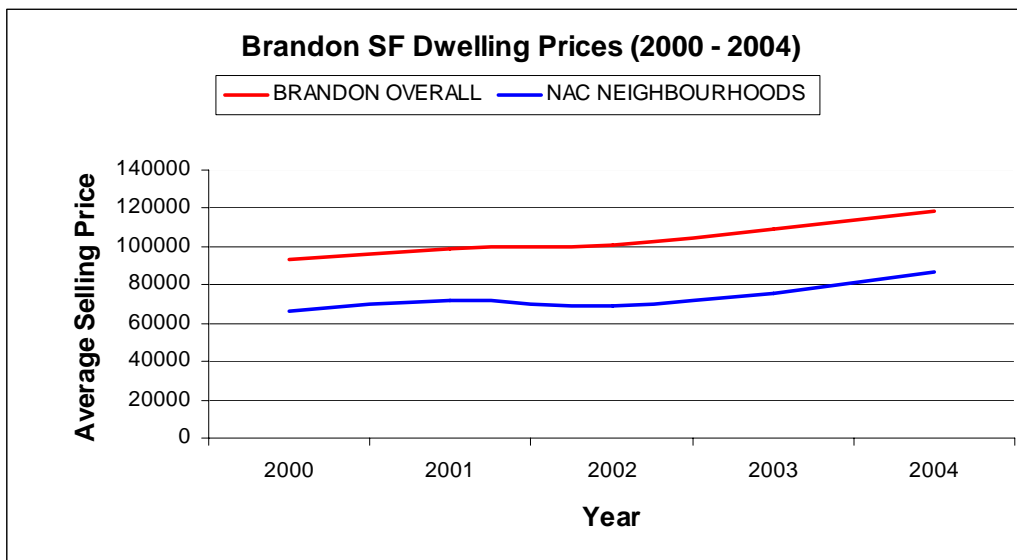


Figure A3.1

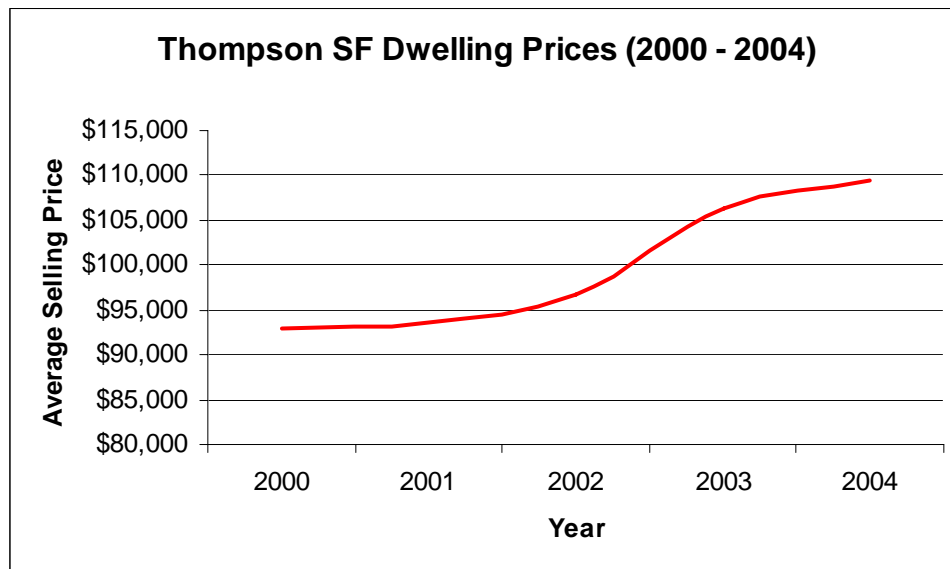
As exhibited in Figure A3.1, the average annual sale price trend in the NA! designated areas in the City of Brandon, are very similar to those of the overall Brandon marketplace.

In Brandon, the NA! communities are generally clustered around the central core district. If Table A3.1 is examined, the indication is that, with the exception of 2002, the year over year increase in average price has been slightly higher in the NA! communities, compared to the city overall. Marketing periods and year over year sales activity do not vary significantly from that observed in the city overall.

Thompson Market

For the period 2000 to 2004, data has been collected from the Thompson Real Estate Board, representing sales of single-family detached dwellings. The information is summarized in the following table and graph.

MLS Single Family Dwelling Market Activity					<i>Table</i>
(2000 - 2004)					<i>A3.2</i>
THOMPSON OVERALL					
(All areas in Thompson designated NAC)					
	2000	2001	2002	2003	2004
Average list price	\$100,552	\$101,002	\$103,864	\$111,905	\$115,322
Average selling price	\$92,843	\$93,573	\$96,693	\$106,407	\$109,456
Year/year SP change percentage		0.8%	3.3%	10.0%	2.9%
Average DOM	72	108	181	121	89
Number of sales	14	105	114	140	81



Appendix 2: Spence Neighbourhood Association: Additional Data

April 25th, 2005

Meeting Attendance:

We have been interested in knowing not only how many attend – but how many that attend are from Spence and if possible –where in Spence – Not all years collected address data so we just have numbers.

Spring Clean-up:

1999 – 103 volunteers – approx 63 residents
 2000 – 100 volunteers – approx 85 residents
 2001 – 59 volunteers – no addresses recorded
 2002 – 68 volunteers – approx 53 residents
 2003 – 54 volunteers – approx: 49 residents
 2004 – 95 volunteers – approx: 90 residents

Notes from resident asked to compile data: the average community input has not varied a great deal through the years. In 2000, a youth group and the Royal Bank were assisting but were not listed as individual members. The numbers may have been much higher depending on the number of people per group.

Annual General Meeting (AGM):

We do not have data for all of the years:

Events	Date	# of people signed in	Non-resident	Balmoral and Spence	Young, Langside and Furby	Sherbrk and Marylnd	McGee and Agnes	St.Matt, Ellice and Sargent
AGM -1999	2003 -2004	83	n/a					
AGM- 2000		48	13	1	18	3	5	8
AGM-2004	19-11	50	15	11	25	8	7	4

Chart of Community Events and Attendance Sept 2003 – Sept 2004

Events	Date 2003 -2004	# of people signed in	Non- resident Work or Vol.	Balmoral and Spence	Young, Langside and Furby	Sherbrk and Marylnd	McGee and Agnes	Portage, Ellice and Sargent
Fall Clean-up	27-10	14						
AGM	19-11	50						
Craft Sale	29-11	12 tables						
I-CAN -feast	16 -12	50- 70						
CED Planning	28-01	5 - storm						
Skills Bank Dinner	15- 04	85						
Spring Clean-up	25-05	95						
RH-TLC Mtg	24-06	24						
SkilBk Furby Pk	16-06	15						
Ab day BBQ	21-06	40						
Housing review	10-07	41	4	6	15	8	2	3
Beach trip	07-08	60						
SkBk-I-Can BBQ	12-08	150- 200						
Big Green Mtg	31-08	14						
TLCC rev Mtg	08-09	5						

Total number of events where some form of attendance was tracked: 15

Appendix 3: Replicating Evaluation Processes

1.0 On Conducting Impact Analyses

Undertaking evaluations of community revitalization efforts is a highly complex process and requires a number of important factors to be taken into consideration. These are discussed below in terms of evaluation design; the use of indicators; pitfalls in consultation processes; and replicability. However, the Consultant wishes to note that this replication guide comes with several caveats.

First, it goes without saying that evaluation is a very time-consuming process, and given all of the other responsibilities Neighbourhood Renewal Corporation (NRC) staff are required to perform on a regular basis, there may not be the organizational capacity to undertake periodic self-evaluations, at least not without hiring extra staff. As such, budgeting for evaluation becomes important. It is also our recommendation that a consultant be retained to support future undertakings

Second, while postmodern critiques of positivist research methods hold that true objectivity is impossible and that the observer cannot help but influence that which is being observed, this effect is undeniably compounded when the observer is self-evaluating. Pressures both extrinsic and intrinsic to the community program under discussion (government funding tied to performance expectations; personalities and relationships within the organization) can be potent influences on the evaluator.

Finally, the process of Community Development Corporation (CDC) evaluation is made even more complex and problematic given the involvement of multiple NRCs. From a practical point of view, having 5 or more NRCs independently gathering data increases the likelihood that data will be gathered inconsistently, yielding varying results that may be of limited use to NA! It is highly recommended that an outside consultant be hired to coordinate with the NRCs to ensure consistency in data sources, methodologies, analysis and presentation.

1.1 Evaluation Design

Trochim (1985) stated that a basic study design in program evaluation is to compare pre- and post-program measurements of variables. This requires the establishment of indicators at the outset of the program that correspond to the overall goals of the organization. (For more on indicators, see Section 2). The other methodological issue raised in Trochim (1985) is the need for *pattern matching* to determine the efficacy of a given program—that is, the comparison of multiple measurements and criteria to ensure that an accurate portrait of the program in question has been developed. These patterns include the correspondence between:

- the program as conceived and the program as operationalized;
- the correspondence between the expected outcomes and the measured outcomes (Trochim 580-581).

The second pattern is also explored in Poulin et al. (2000), in which expected outcomes are expressed in terms of “definitions of success.” While indicators are used to illustrate current conditions deemed relevant for charting the course of a neighbourhood, they may not, however, be the same as actual *successes* determined by community groups. This can be of particular importance for projects that are, like the NRCs, part of a larger strategy. After all, “one [group’s] definitions of success can conflict with those of another” (p. 525).

Another approach to evaluation is the development of a convincing **counterfactual scenario** in which the program was not implemented (Galster et al. 2004). In this case, we would expect that all other things being equal, the indicators we are examining would show little or no improvement in the neighbourhoods in question if the intervention (NA!) had not taken place. One way to do this is to examine the rate of change in indicators over time. They suggest looking at the slope of change in an indicator over time, both before and after the intervention in the target neighbourhood—with the goal of

measuring the differences detectable in the rate of change. For example, housing prices might be going up at 2 percent annually in the target neighbourhood in the 5 years prior to the intervention. After, the intervention prices continue to climb, but do so at a greater rate in the target neighbourhood (Galster et al. 2004).

There are other problems with standard evaluation designs. Consider a community where recent immigrants live in poor housing but have “a rich array of educational programs and minimum wage job opportunities.” All their savings go into educating their children rather than repairing their residences. The families thrive and move on to other neighbourhoods. “Under such circumstances, a cross-sectional study of the community would not look very impressive” (Taub 1990, n.p.). However, if the right measures were taken, the programs enabling these individuals to improve their lives so quickly would be judged to be highly successful—even if the more standard indicators in the neighbourhood remain flat or negative.

So it must be understood that “success” may be difficult to measure, particularly for subjective areas (such as neighbourhood satisfaction). For this reason, it is important to come at chosen indicators of success from multiple data sources: public forums, focus groups, surveys and key informant interviews are all valid ways to supplement quantitative data.

Taub also showed how evaluations need to be aware not just of the stated goals of the CDC, but also the nature of the community in which the CDC is operating. Oftentimes, CDCs will set goals for their work that assume the community is an island to itself and must support residential, commercial and industrial activity, rather than focusing on what the community could do particularly well. Nevertheless, if a CDC has decided to focus on this many areas, then that is how they should be evaluated.

Given the dimensions of community at both the macro and micro levels, the evaluation design should include both data about the neighbourhood (property value changes; tax delinquency rates; mortgage foreclosures; vacancy rates; counts of boarded-up buildings;

“litter counts”; unemployment and welfare rates; crime rates) and the residents themselves (neighbourhood satisfaction; optimism; entrepreneurial readiness; and attitudes).

2.0 On Constructing Indicators

Once your group has decided to achieve X goal, how will that be measured in subsequent years? It is not enough to just pick a number—that number needs to meet some important criteria in order to be useful. The organization Redefining Progress has established an excellent set of criteria (1997) on which to base such a project. It recommends asking of each proposed indicator the following questions:

Does it measure progress towards a goal?

This is an essential consideration: does it relate to one of your group’s goals, and is it in fact measuring progress? While this may seem obvious, it can be surprisingly problematic: different constituencies in the community may disagree on what, in fact, constitutes progress. For instance, is the reduction of the number of panhandlers in a certain part of town a good thing, or does it represent heavy-handed police tactics and the displacement of homeless people to other areas of the city? As well, the indicator may seem like it relates to your goal, but it may actually be an inadequate proxy for that goal. If your goal is to have longer-term residents and a more stable community, measuring the number of homeowners may be misleading, as homeowners can rapidly “flip” properties in a surging housing market and be far less loyal to the neighbourhood than a street full of renters might have been.

Does it compel, interest, and excite the community?

Indicators are not just numbers, they must be thought of as an essential part of your group’s communication strategy. The community in which you work—and the rest of the city—are going to be looking to your indicators to understand what your community is doing. The indicators you choose must therefore be compelling, interesting and exciting to the community. You should have some sense of what the community would like to

see, what they would be interested in, before establishing a set of indicators. Otherwise, your assumptions may be unfounded.

Does it Focus on resources and assets?

If you want your indicator to measure progress towards a goal, *and* you want it to excite people, then it follows that the indicator should be a positive one—it should focus on the assets and resources in a community, rather than its deficits. Again, this may also raise the possibility that all may not agree as to what those assets are, but the sheer act of identifying those assets is a positive thing in which the community can engage.

Does it Focus on causes, not symptoms?

Connecting with indicators that measure progress towards goals, as well as resources and assets, also means that you should not measure things that might be considered symptoms, but should connect with essential causes within the community. For example,

Does it make linkages and relationships?

Your indicators should not be seen as mutually exclusive, but should be seen as relating to the others. They can reveal relationships with other issues, and as such identify multiple approaches to address those issues. For example, level of education, level of income and health are often related.

Does it relate to the whole community?

This concerns the extent to which the indicator can interest the community: it should not represent the interests of a small minority, but rather should be of broad significance.

Is it understandable?

This also relates to the extent to which your group has consulted with the community and has a sense of their interests, concerns and assets. The indicator should not be obscure and so complex that your constituents will fail to understand its significance.

Is it accessible and affordable?

This relates to the data itself: it should be reasonably easy to obtain the data to measure what you are hoping to, and it should not entail expensive data purchases or staff time to compile.

Is it comparable and standardized?

So that relationships and linkages can be made, some effort should be made to identify indicators that are standardized enough so that comparisons can be made between them.

Is it consistent and reliable?

Because the whole project of measuring progress towards a goal requires measurements over time, it is essential that you can ensure that the data you are using one year will be available next year, and for the foreseeable future after that.

Is it credible?

The fundamental characteristic of an indicator that is useful as a means of communication—that it is compelling and understandable—is that it is credible. If the members of the community, who are intimately familiar with what is going on in the community, feel that the indicator fails to accurately represent what is going on, then it has failed.

Is it measurable?

This is a fundamental characteristic: it must be something that is actually measurable. While so-called “soft” indicators (such as confidence or optimism, for instance) are important, they must be undertaken in such a way that they can be measured, and in a credible fashion. This may take the form of identifying agreed-upon “proxies” for the characteristic in question. For instance, investing in repairs to a home can be interpreted as a sign of confidence.

Is it valid?

The gathering, analysis and presentation of data must be accomplished in a careful, methodical and transparent fashion, so that the indicators are accurate and, most importantly, the intended audience can *see* that they are accurate.

Is it relevant?

Fundamental to the indicator's ability to be understood and to compel interest among the intended audience is that it is actually relevant to what is going on in the community. Again, this implies previous consultation with the community to learn the concerns, interests and perspectives of the community.

What are the values underlying this indicator?

All of these considerations relate in some way to the matter of *values*. Remember that no indicator is value-free: each one represents a "world view" made up of a whole set of values, philosophies and assumptions with which all may not agree. All members of the community have their own values, and different segments of the population may subscribe to similar values. Those with greater levels of influence may subscribe to an entirely different worldview than those without such influence. While it is inevitable that conflict and disagreement are going to occur, what is important is that the process of gathering indicators is undertaken with the understanding that they are not neutral. However, disagreement can also be seen as a positive force as long as it results in respectful dialogue.

This gets to another fundamental aspect of the process itself: the process is important on its own terms. The dialogue and engagement required to establish, measure and report on indicators should be seen, itself, as a positive force for change in the community, and part and parcel of the communicative aspect of indicators.

Finally, it is very important to stress the limitations of the use of indicators in evaluation efforts. Taub (1990) points out that the efforts of a CDC can be undermined by events outside the city (macroeconomic forces for instance), and that a CDC might be said to

have achieved a great deal if it can keep the indicators in its neighbourhood stable and prevent them from deteriorating further. In other words, the chosen indicators may hide the significance of events beyond the control of the CDC, or show no measurable change—neither circumstance of which will accurately reflect the good that the organization has actually done.

3.0 Replication

The evaluation of the NA! strategy was undertaken with the expectation that it would be replicated in subsequent years. The data collected by the Consultant was obtained from several sources (see Tables below). What follows are comments relating specifically to the research methods used and what should be borne in mind for future evaluations using these methods.

3.1 On the Use of Indicators in this Report

As referred to above, the research team consulted with NA! and NRC staff members in order that a set of agreed-upon indicators could be established. The process of producing and then utilizing indicators in the present report should be understood as part of establishing a methodology for use in later evaluations. There are additional concerns we should note about some indicators and indicator categories.

3.1.1 Housing

Derelict homes torn down or fixed

It was determined that there were two problems associated with this proposed indicator: its ambiguous nature (no single number could clearly state if a structure had been *either* torn down or fixed), and the fact that the Consultant recovered no data concerning either action. It was thought for a time that “placarded” homes would be used as a substitute, but in the end “dwellings in need of major repair” seemed a better choice—largely

because the number is readily available from the 2001 Census, making future comparisons easier.

Rented vs. Owned Units

This is a classic case of an indicator that can be considered progress by some, and a problem by others.

Percent of Households Paying More Than 30 percent (Rent and Own)

Paying in excess of 30 percent of income is generally seen as an indication of a potential affordability problem. This will require information from the 2006 Census.

Average Value of Dwellings

This will require information from the 2006 Census.

3.1.2 Safety and Wellness

Crime Data

The 2001 data comes from the Statistics Canada Report *Neighbourhood characteristics and distribution of crime in Winnipeg*; equivalent data will need to wait until the 2006 Census results are published. The City of Winnipeg Police Service does publish crime data in their annual reports, but not at the neighbourhood level.

Residential Mobility:

Lack of availability of school mobility data in both Brandon and Thompson, and the incomparability of Census data with school data where it was available, compromised the effectiveness of this indicator. Residential stability from the 2001 Census was then used as the proxy for lack of consistent school-level data. The use of 2006 Census data will make this a more useful measure in subsequent evaluations.

Health Indicator

This is a highly complex issue, and determining a valid measure led to much discussion. However, Statistics Canada relies on the “Self-Rated Health” method, and we have followed this example.¹⁶ Participants at the Community Forums were asked on a survey to rate their health on a scale of 1-10. However, this was not analyzed with reference to another indicator, so it is provided in this report for information purposes only. In future, perhaps this could be analyzed according to accessibility to recreational facilities.

3.1.4 Community Economic Development

Neighbourhood Employment; Household Income Levels; Job Market Participation

These will require information from the 2006 Census.

Job Market Participation and subsequent questions related to personal efficacy

These questions elicited few responses; however, should future surveys be conducted on a larger scale they should provide useful information.

Vacant Storefronts

The “vacant storefront” data gathered by the NRCs was very inconsistent in terms of methodology, the type of data collected and how it was presented. In all cases, the data was presented as raw numbers, rather than percentages; in any case, because these data sets are inconsistent, they are not comparable, and without the additional relevant data the numbers do not have much value.

However, it should be reiterated that this indicator is highly problematic even if the data sets are augmented as described. That an NRC can show that a site is occupied does not really demonstrate measurable progress towards their goals if the site is occupied by an “undesirable” use. This measure is also insensitive to change over shorter periods of time: a lot may be unoccupied when surveyed but had been occupied for 20 years, and will be so again a month after the survey is taken. As well, the data may not show if a given site

¹⁶ See “Self-Rated Health” <http://www.statcan.ca/english/freepub/82-221-XIE/00502/defin1.htm#wb>

is unoccupied because it is being renovated. In brief, this is a problematic indicator on its own terms and should be treated with caution.

Data collection for this indicator in future evaluations should include: number of all units on the street in question; all residential units (to determine how many units are potentially commercial); and how many storefronts are occupied. Ideally, it would also be beneficial to know what types of commercial uses are present. Even better, it would be good to be able to tie this to a strategy concerning what types of commercial and service uses are being sought. With this information in hand, a ratio of vacant to occupied storefronts can be calculated.

3.1.5 Environment & Image

Most of the information concerning this indicator group was gathered at the community forums; the survey instrument should be redesigned to gather this information more consistently. Perhaps a more effective way to do it would be to identify aspects of beautification particular to the neighbourhood, and ask people directly how they feel about them.

3.1.6 Capacity & Empowerment

Increased Participation of Residents, NRCs and Communities in policy and planning

This is a broad and imprecise indicator that lends itself poorly to numerical measurement. Suggest specifying something in particular, such as “Attendance at Annual General Meetings (AGMs).”

Improved Community Processes

Again, this is highly vague and not possible to measure numerically. Suggest that a specific “process” be identified—such as time required for a community-based proposal to go from inception to approval. This indicator required a coordinated data collection effort on the part of all NRCs.

Diversity of Funding

While all agree that this is important, the Consultant questions how appropriate it is to have in a “Neighbourhood Outcome” evaluation. It begs the question if this category concerns the capacity of the neighbourhood or the NRC itself; this seems more appropriate to include in an internal audit.

3.2 Quantitative Data Sources

Census Data

Though Census data will likely be collected in a similar manner in 2006, the Consultant cannot account for future boundary changes, or the variation in information collected. The 2006 Census results will, when compared with the data presented in this report, provide a much clearer picture of change.

Crime Data

These were obtained either from Statistics Canada, or the websites of the respective police services. It is also possible to get this data by contacting these police services directly. However, this diversity of information sources does not support analysis. It is more desirable to have this data from a uniform source, such as Statistics Canada.

Housing Data

This research acquired and analyzed Multiple Listings Service (MLS) data. While this data is not readily available, it can be purchased under agreement with the Real Estate board and is invaluable in this type of analysis.

Original Data

Other elements originating from the NRCs (vacant storefronts, attendance at AGMs and other events) are up to each NRC to gather on their own. Such data needs a high level of coordination amongst and between NRCs when it is being collected, but the importance of working out in advance why an indicator is important, how it can be made meaningful

and valid, and a clear methodology for how to collect and present the data in a valid and consistent fashion.

3.3 Qualitative Data Sources

Key informant interviews

The consultant spoke with 40 key informants over the course of the evaluation. They were chosen from a list of NA! staff and associated government officers, NRC staff, and members of community organizations in NA! neighbourhoods who had received Neighbourhood Renewal Fund (NRF) monies on more than one occasion. The questions asked were in two theme areas: neighbourhood change and the Community-Led Model (CLM) (see Instruments below).

There was tremendous value in the key informant interviews. Not only did they provide additional and supporting comments on the impact analysis (neighbourhood change), but were instrumental in identifying the strengths and weaknesses of the CLM.

However, as the pool of key informants included NRC and NA! staff members, such interviews are not appropriate for NRCs to undertake on their own. The Consultant recommends that any future interviews conducted for evaluative purposes be undertaken by interviewers external to the NRC.

Community Forum

Five community forums were held over the course of the evaluation. They were a very good source of information, but with some limitations. The comments collected provided both a balance to the hard data and much needed observations on neighbourhood level change. Attendees were engaged and participated throughout. Connecting this type of forum to an AGM or other event may be valuable for combining resources, and because the discussion of neighbourhood level change often lent itself to residents suggesting

ways to continue the ongoing efforts to deal with such issues as safety, recreation and overall satisfaction.

However, as mentioned, there were limitations. First, they were only successful in Winnipeg; forums held in Brandon and Thompson were too poorly attended for the results to be considered significant. The other limitation is that they must be carefully facilitated in order to prevent a few voices from dominating. Most importantly, however, is the importance of a pre-existing connection with, and buy-in on the part of, the community: having facilitators from outside the community coming in for a forum may result in confusion and even resentment.

The consultant recommends that forums be conducted in the future, and that they be done in partnership with someone with a “footprint” in the community. If a facilitator unfamiliar with the neighbourhood is engaged, then this person should be introduced by a resident. Our suggestion is that as residents may be critical with both the work of NA! and the NRCs, that they or their staff not be present.

Surveys

The survey instrument was used in conjunction with the community forums. It complemented the community forums by allowing specific thoughts and examples to be noted in a more personal way, and in confidence.

Over the course of the research, shortfalls in completed surveys due to poor community forum turnout, required supplementary surveys to be completed in both Thompson and Brandon. In the case of Thompson, attendees at a one-day community event, at which the Thompson Neighbourhood Renewal Corporation (TNRC) were in attendance, filled out the surveys and handed them in. For Brandon, the method used was one-to-one interviews with persons walking through the downtown.

However, it was interesting to utilize these different survey methods, and perhaps in future evaluations, they should be consistently employed in each neighbourhood: in other words, surveys should be handed out in forums; door-to-door; at other public events; and convenience samples taken from passersby. This strategy would be highly effective in obtaining a cross-section of neighbourhood residents, and offer more opportunities for engagement.

The other thing that was revealed in the analysis stage of the survey was the need for a more flexible instrument, one that was appropriate not only for residents, but also for people who lived outside the area but worked within it or otherwise have a stake in the neighbourhood. A general recommendation is that survey instruments should be pilot-tested, especially if it is going to be administered to multiple constituencies and in a variety of ways (mail/in-person/interview).

In spite of the difficulties encountered, the Consultant highly recommends the replication of the survey (in particular the questions on health, safety, stability and positive neighbourhood change). The replication would be most valuable in Census years (2006, 2011, 2016) to correlate with hard data collected at that time. The Consultant recommends that the survey is undertaken outside the forum venue in a structured way (door to door) and, where possible, on a much larger scale.

For example, although only a relatively small percentage of the survey sample indicated they had received job training, the findings indicate that those who *have* engaged in programs appear to have benefited greatly from the experience, which has also allowed them to contribute to the neighbourhood. A wider survey sample may more accurately illustrate the results of the program, keeping in mind that participants of these programs may not have the time or inclination to attend a community forum. As well, specifically surveying *all* those who complete such training would yield much more persuasive results.

In closing, the strategy used by the Consultant has accomplished two important tasks. First, it established a solid foundation from which future replications are now possible. Second, it has demonstrated the usefulness of employing multiple perspectives to achieve the desired target; namely to evaluate the effectiveness of the CLM. Therefore, with careful planning and implementation, subsequent evaluations will become much more enriching, with an ultimate goal of improving the lives and circumstances of neighbourhood residents by more clearly articulating the goals.

4.0 Glossary

For purposes of clarification, we shall “operationalize” the concepts in the report in the following manner:

Cause/causation/causality:

The researchers are aware that it may be difficult, if not impossible, to determine if X percent of improvements in target neighbourhoods are caused by NA!-led interventions. We will instead be orienting the analysis in terms of the extent to which the NA! model is *enabling* NA! to *contribute* to the revitalization efforts in the target communities.

Community Led Model

The CLM is the independent variable in the analysis. It can be described as an overall, mutually agreed-upon structure, with the NRCs being the instrument for bringing the community together, and NA! providing the tools to support a community-led approach to neighbourhood revitalization in Winnipeg, Brandon and Thompson. It emphasizes community empowerment and regards NA! and NRCs as partners. The efficacy of this model is to be revealed in the extent to which program *outcomes* can contribute to *neighbourhood level change*.

Definitions of Success

On what terms, and according to what standards, do the NRCs wish to be assessed? What did they hope to achieve, and what would success mean to them in the future?

Efficacy-optimism

A surrogate measure for satisfaction: “an individual’s belief in his or her ability to change the course of events as well as to better his or her own life and entails some assessment of how matters will be in the community in the near future” (Taub).

Empowerment

The ability of people to take control of their own lives so as to express and achieve their aspirations, *and/or* participate in community processes.

Evaluation

A valid term for the type of research process in which we are engaged, but one that can potentially be seen as judgmental. In the context of the ongoing relationship between the client and the consultant (Request for Proposal (RFP), proposal as accepted, terms of reference, etc.) this term will still be used; as it

relates to the framework under development and the processes emerging from it, but “impact analysis” will be the preferred term.

Impact Analysis

The primary activity of this research. The process of assessing the effects and effectiveness of an initiative, policy, process, principle or idea. Considered less judgmental in nature than an *evaluation*.

Intervention

Any overall outcome associated with NA! Generally used in the context of temporal analysis (what has occurred before and after in a given neighbourhood).

Level of Inquiry

This analysis is not to be oriented to gauging the effectiveness of particular organizations or their staff, but rather to the effectiveness of the *CLM* under which they work.

Neighbourhood-level change

Neighbourhood-level change is the unit of analysis. The consultant will analyze quantitative and qualitative information regarding the evolution of the neighbourhood over time to determine the extent to which *revitalization priorities* have been achieved.

Pattern Matching

Analytical tool by which useful comparisons can be made between different representations of the NA! program and its constituent parts over time, and the outcomes emerging from them.

Outcomes

An outcome is a result that is directly attributable to some aspect of the NA! program outputs. For example, the renovation of *X* number of homes in a given neighbourhood that were funded by NA! and implemented by the local NRC, is an outcome. This should be understood to be distinct from *neighbourhood-level change*.

Program Outputs

The dependent variable in the analysis. Any activity, initiative or process arising or emerging from the ***CLM*** which can be seen to contribute to the achievement of ***revitalization priorities*** as revealed by ***neighbourhood-level change***.

Revitalization Priorities

Goals and objectives as defined by NA!, NRCs and projects, to which comparisons may be made against measurable ***neighbourhood-level change***.

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6.0 Indicators and Data Sources

Original Indicators From RFP	Methods	Sources of Information
<i>HOUSING</i>		
Number of units renovated/converted	Quantitative	City of Winnipeg, Brandon, Thompson, Province, WHHI
Number of infill units developed (WPG only)	Quantitative	City of Winnipeg, Province, NRC, WHHI
Percent of dwellings in need of major repair	Quantitative	2001 Census
Rented vs. owned units	Quantitative	2001 Census
Percentage change the average resale value of homes	Quantitative	Real Estate Boards, MLS,
Percent difference of sale price over list price	Quantitative	Real Estate Boards, MLS
Average time homes for sale remain on market (WPG only)	Quantitative	Real Estate Boards, MLS
Percent change in resale value, 2001-2004	Quantitative	Real Estate Boards, MLS
Percentage of tenant households paying more than 30% of gross income on shelter.	Quantitative	2001 Census
Percentage of owning households paying more than 30% of gross income on shelter.	Quantitative	2001 Census
Average value of dwelling (2001)	Quantitative	2001 Census

Original Indicators from RFP	Methods	Sources of Information
<i>SAFETY & WELLNESS</i>		
Number of arsons (WPG only)	Quantitative	City of Winnipeg Police & Fire Service
Number of property crimes	Quantitative	Stats Can Report Brandon police RCMP
Number of violent crimes	Quantitative	Stats Can Report Brandon police RCMP
Community perception of safety	Qualitative	Public forum/survey
Community satisfaction with the neighbourhood	Qualitative	Public forum/survey
Residential stability	Quantitative Qualitative	2001 Census; public forum/survey
Residential mobility	Quantitative	2001 Census
Rate access to recreation	Qualitative	Public forum/survey
Rate health	Qualitative	Public forum/survey

Original Indicators From RFP	Methods	Sources of Information
COMMUNITY ECONOMIC DEVELOPMENT (CED)		
Neighbourhood unemployment rate vs. city/provincial unemployment rates	Quantitative	2001 Census
Income levels	Quantitative	2001 Census
Job market participation	Quantitative	2001 Census
Employment preparation	Quantitative	NRCs, NA records
Sense of having gained skills and experience through training	Qualitative	Public forum/survey
Sense of self-efficacy gained through participating in training	Qualitative	Public forum/survey
Sense of being able to contribute to the community	Qualitative	Public forum/survey
Storefront data	Quantitative	NRCs

Original Indicators From RFP	Methods	Sources of Information
NEIGHBOURHOOD CAPACITY/EMPOWERMENT		
Increased participation of residents, NRCs and communities in policy and planning	Qualitative, Quantitative	Public forum/survey Interviews NRC AGM attendance records
Improved community processes	Qualitative	Public forum/survey Interviews
Residents' perception of renewal efforts	Qualitative	Public forum/survey Interviews
Residents' perception of NA!	Qualitative	Public forum/survey Interviews
Diversity of funding (indicates percentage from Province of Manitoba, including NA!)	Quantitative	NRC records

Original Indicators From RFP	Methods	Sources of Information
ENVIRONMENT & IMAGE		
Perception of physical characteristics of neighbourhood over past 4 years	Qualitative	Public forum/survey

Community Survey Distributed at the Public Forums

1. Please indicate the name of neighbourhood in which you currently live:

2. How long have you lived in your current neighbourhood?
 - a. Less than 1 year
 - b. More than 1 year but less than 5
 - c. More than 5 years

3. Do you plan on staying in your current neighbourhood for the next 5 years?
 - a. Yes
 - b. No

4. Have you noticed any positive changes in your neighbourhood in the past few years?
 - a. Yes
 - b. No

5. If yes to question number 4, please provide examples of the positive changes that you have noticed in your neighbourhood in the past few years.

6. How satisfied are you with your neighbourhood? Rate from 1 (lowest) to 10 (highest)

- | | |
|------|-------|
| a. 1 | f. 6 |
| b. 2 | g. 7 |
| c. 3 | h. 8 |
| d. 4 | i. 9 |
| e. 5 | j. 10 |

7. What do you think still needs to be done to make your neighbourhood better? Please provide examples.

8. How would you rate the safety of your neighbourhood? Rate from 1 (lowest) to 10 (highest)

- a. 1
- b. 2
- c. 3
- d. 4
- e. 5
- f. 6
- g. 7
- h. 8
- i. 9
- j. 10

9. Do you feel your neighbourhood has become safer over the past few years?

- a. Yes
- b. No

10. What can be done to make your neighbourhood safer? Please provide examples.

11. Please rate your personal health from 1 (lowest) to 10 (highest)

- a. 1
- b. 2
- c. 3
- d. 4
- e. 5
- f. 6
- g. 7
- h. 8
- i. 9
- j. 10

12. Do you consider there to be adequate opportunities for recreational activities in your neighbourhood?

- a. Yes
- b. No

13. Can anything be done to improve opportunities for recreational activities in your neighbourhood? Please provide examples.

14. Have you participated in a job training program in your neighbourhood? (If answer is no, skip to question number 18)

- a. Yes
- b. No

15. Do you feel that this job training has helped you gain valuable skills and experience?

- a. Yes
- b. No

16. Do you feel that this job training has helped you gain a sense of competence?

- a. Yes
- b. No

17. Do you feel that this job training has helped you gain a sense of being able to contribute to the community?

- a. Yes
- b. No

18. Are you familiar with the *Neighbourhood Renewal Corporation* in your neighbourhood?

- a. Yes
- b. No

19. Are there any community projects or events (positive or negative) that have taken place in the neighbourhood during the past few years that you would like to share with us? Please provide examples.

20. Are you familiar with the *Neighbourhoods Alive!* Program?

- a. Yes
- b. No

21. If answered yes to question 20, please describe how you are familiar with the *Neighbourhoods Alive!* Program.

22. How many community meetings/events have you attended in your neighbourhood in the last year?

- a. None
- b. 1-3
- c. 4-6
- d. 7-10
- e. 10 or more

23. How people on your street do you know?

- a. No-one
- b. 1-3
- c. 4-6
- d. 7-10
- e. 10 or more

**Thank you for taking the time to fill out this survey.
If you have any questions or concerns, please contact
Institute of Urban Studies at 982-1140.**

Key Informant Questions

- 1.) What positive changes, if any have you noticed occurring in the neighbourhood?
- 2.) What could still be done?
- 3.) NRCs only: What are the goals and objectives of the NRC and have they been met?
- 4.) How do you define the community-led model of neighbourhood revitalization?
- 5.) What are the strengths and the weaknesses of the community-led model?
- 6.) Has the community-led model allowed you to achieve your objectives?
(Please provide details/examples)
- 7.) What's working and what isn't about the community-led model?
- 8.) What are examples of successes you have achieved?
- 9.) What could make your work with the NRC/NA! easier?
- 10.) What do you feel is the awareness level of the NRC/NA! ?
- 11.) Have you noticed an increase in the capacity of the members of the community in their ability to participate in planning processes?
- 12.) Do you feel your organization has sufficient opportunity to influence NA! and its processes?
- 13.) Do you believe your organization and NA! have formed an effective partnership?
- 14.) Has the community-led model adapted to changes in the community?