

Winnipeg's Inner City: Current and Future Research Directions Workshop Proceedings (November 1993)

Canadian Prairie Inner-City Series No. 2

**edited by Catherine Charette
1994**

The Institute of Urban Studies





THE UNIVERSITY OF
WINNIPEG

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**WINNIPEG'S INNER CITY: CURRENT AND FUTURE RESEARCH DIRECTIONS WORKSHOP
PROCEEDINGS (NOVEMBER 1993)**

Canadian Prairie Inner-City Series No. 2

Published 1994 by the Institute of Urban Studies, University of Winnipeg

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Note: The cover page and this information page are new replacements, 2015.

The Institute of Urban Studies is an independent research arm of the University of Winnipeg. Since 1969, the IUS has been both an academic and an applied research centre, committed to examining urban development issues in a broad, non-partisan manner. The Institute examines inner city, environmental, Aboriginal and community development issues. In addition to its ongoing involvement in research, IUS brings in visiting scholars, hosts workshops, seminars and conferences, and acts in partnership with other organizations in the community to effect positive change.

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PUBLICATION DATA

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(Canadian Prairie Inner-City Series 2)

ISBN: 1-896023-22-3

I. The University of Winnipeg. Institute of Urban Studies. II. Title. III. Series: Canadian Prairie Inner-City Series (The University of Winnipeg, Institute of Urban Studies); 2.

This publication was funded by the Canada Mortgage and Housing Corporation, but the views expressed are the personal views of the author(s) and the Corporation accepts no responsibility for them.

Published by:

Institute of Urban Studies
The University of Winnipeg
515 Portage Avenue
Winnipeg, Manitoba
R3B 2E9

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ISBN: 1-896023-22-3

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ACKNOWLEDGEMENTS

Various organizations and individuals must be given recognition for their support in this Workshop. I extend my thanks as follows: to The University of Winnipeg for awarding a grant for this Workshop from the Social Sciences and Humanities Research Aid to Small Universities Program; to Canada Mortgage and Housing Corporation (CMHC) for their generous financial support provided to the Institute, which enables it to undertake research and related initiatives; to Erin Booth (Office of the Vice-President Academic, The University of Winnipeg) for her ongoing support for this and related research pursuits; to Mary Ann Beavis, Acting Director Institute of Urban Studies, who encouraged me to undertake this Workshop; to Jeffrey Patterson and Wade Kastes (IUS) and Harry Finnigan (Downtown Winnipeg BIZ) who were most helpful at the initial stages of determining the Workshop format; to Nancy Ito, Donna Laube and Joan Duesterdiek (IUS) who skilfully handled the administrative details of the Workshop with enthusiasm and efficiency; to Dorota Budziszewska (IUS) for her valuable research assistance; to Nancy Klos (IUS) for photographing the proceedings; to Interagency for assisting with advertising for the Workshop; to Debbie Lyon for her excellent work as the transcriptionist for the Workshop; to all Workshop attendees for their participation in the Workshop.

Catherine Charette
Workshop Co-ordinator

1.0 WORKSHOP SUMMARY

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Since the late 1980s, it has been documented that Canadian inner cities have been experiencing a reverse in a thirty-year period of decline, characterized by changes in demographic, family, cultural and other socio-economic characteristics. The trend has created a resurgence of literature on the topic of inner cities. Knowledge pertaining to ongoing change and improvement in the inner city, however, remains far from complete. Despite widely available theoretical discussions of change, there are, for example, fewer "empirical observations accounting for change and improvement in the central city's built environment and its occupants and activities."¹ An accurate and full understanding of the inner city is required in order to determine the need and form of intervention for renewal, and the suitability of existing renewal programs and public policies.

Since its inception (1969) the Institute has undertaken and has been involved in numerous empirical and other initiatives related to inner-city issues in Winnipeg. This Workshop on Current and Future Research Directions in Winnipeg's Inner City was undertaken as a component of IUS's present activities related to inner cities. The Workshop was conducted to gather feedback on current inner-city research initiatives underway in Winnipeg, to discuss how such research might better be conducted and used, to facilitate the co-ordination of inner-city related research, and to provide guidance and direction for those undertaking research on this topic.

Deliberations at the Workshop highlighted the following issues:

- Workshop participants represented a broad mix of inner-city stakeholders, including policy makers, planners, politicians, academics, service providers and inner-city advocacy groups. Participants identified a number of research gaps and methodological concerns which they felt need to be addressed in order to make research more effective, but they indicated that there undoubtedly is a need for continued research.

It is noteworthy to mention that the general public of Winnipeg also supports quality of life research. In the 1994 Winnipeg Area Study, for example, Winnipeggers were asked to rate the priority of ten city projects for a five-year capital plan. Funding for research to improve the quality of life in the City of Winnipeg ranked third behind sewage treatment and city-wide

¹Trudi Bunting and Pierre Filion, eds., *The Changing Canadian Inner City* (Waterloo: Department of Geography, University of Waterloo, 1988).

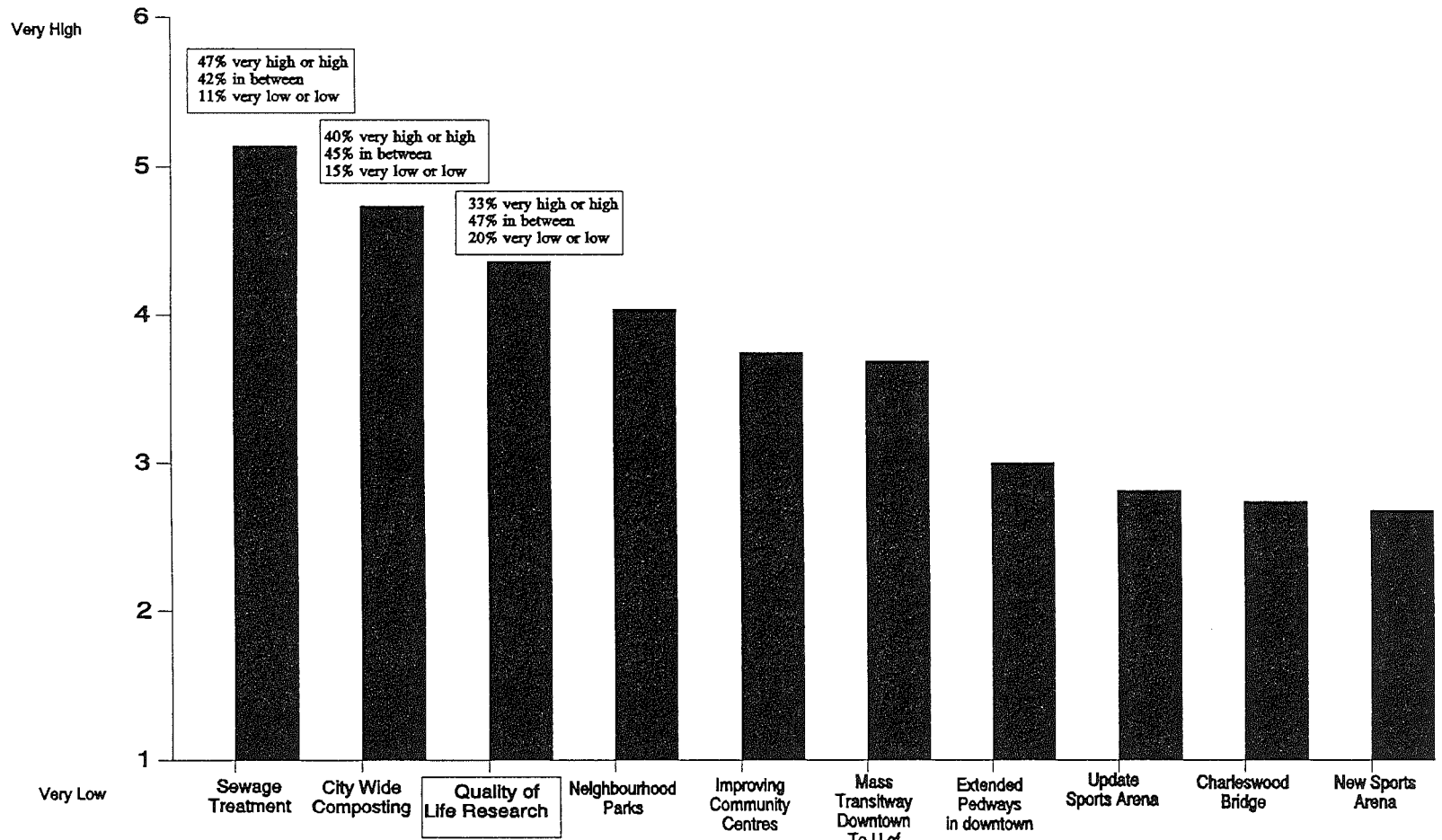
composting and ahead of the remaining projects, which included such things as neighbourhood parks and transportation ways (see Figure 1).

- Workshop attendees held very different definitions of "research user." Research generators considered the "user" to be: a resident or an active member of a community group; an agency which provides/delivers services; or an agency which formulates public policy/programs. Accordingly, generators viewed the needs of the various research users as varying significantly—the research needs of a social service agency, for example, are very different than those of, say, a policy body, such as the Department of Urban Affairs. A large number of other Workshop attendees, however, perceived the "user" to be: a resident living in poverty; an inner-city resident; or a user/client of programs and services. This difference in perception helps explain why a number of Workshop participants strongly objected that few inner-city *residents* were present and, alternatively, why others, although they felt that community consultation plays a valid role in research processes, did *not* feel that the absence of residents reduced the relevance of the Workshop proceedings.
- Research users voiced the concern that researchers do not understand "the realities" of the inner cities for a number of reasons, including their "cultural biases." Researchers, on the other hand, expressed that some of the Workshop participants perceive the role of the researcher to be "all encompassing," or at least much larger than it is. It was suggested, for example, that it is the researcher's responsibility to research the topics of most relevance to the research user, involve the "subjects" of research in the various research processes, disseminate the results to various interested bodies, and be involved in the implementation of the research results.
- Some Workshop participants didn't feel that the positive characteristics of the inner city—the people, sense of community, convenience, and access to housing, services and other amenities—were acknowledged at the Workshop. An underlying assumption held among a number of presenters, however, is that the inner city, despite its weaknesses, is and can become an even more viable residential neighbourhood.
- Research generators identified some factors which vary considerably among researchers: perception of the *present* vibrancy/health of the inner city; means of funding; types of

limitations/restrictions each faces (for example, institutional or private client); level of "closeness"/contact/connection with the research subjects and/or community; purposes/agendas (for example, some emphasize policy orientation while others do not).

- Common concerns among all research users and generators, however, were the inner city's well-being, future and stresses. Common views were that: research has an important role to play in the well-being of the inner city; many inner-city initiatives have not made a "difference" to the residents; there is a lack of integration of service provision; and current and future research should be "used" more.
- The main research gaps and methodological concerns expressed were: the inner-city community has little influence on the research priorities and processes except as an object of study; there is a need to address the weak links between research and implementation; there is a need for more qualitative and community-based research to test, balance, and elaborate upon findings from quantitative data and methods; and currently, research does not adequately result in changes to inner-city conditions.
- Suggested topics for future research investigations were very broad and diverse, although the theme of neighbourhood stability was threaded through most.
- A number of participants felt strongly that research findings should be disseminated to those who may be affected by the findings. Participants agreed on the usefulness of an interactive model to foster ongoing exchanges of information between researchers, research users, research subjects, other interested parties and the community as a whole.

FIGURE 1
WINNIPEGGERS' MEAN SCORES FOR SELECT CITY PROJECTS, 1994



Source: Winnipeg Area Study, 1994. Variable V202-V211. Prepared by IUS.

Note: 1. Respondents were asked to rate the priority of 10 city projects for a 5 year capital plan on a scale of 1 to 7 where "1" was very low and "7" was "very high." For complete wording of question, see the Winnipeg Area Study 1994, Q66-Q74.

2.0 INTRODUCTION

2.0 INTRODUCTION

2.1 RATIONALE FOR WORKSHOP

The Workshop was undertaken as a component of the IUS research activities related to inner cities. The Workshop was conducted to discuss how *research* on inner-city and related issues might better be conducted and used. It was hoped, for example, that the Workshop would provide an opportunity to begin to address the apparent lack of co-ordination among the various inner-city related research initiatives currently underway in Winnipeg, as well as the apparent gap between "generators" of research (e.g., academic researchers, community organizations, private consultants, *etc.*) and "users" of research (e.g., community activists, public policy makers, planners, *etc.*). The Workshop was *not* intended to be a forum to discuss and draw attention to the needs/issues of the inner city *per se*; this has been done on a number of occasions (see, e.g., the *Community Inquiry into Inner City Revitalization* sponsored by InterAgency Group's Urban Futures Circle; or a *Community Based Needs Consultation of the Inner City* prepared for the Winnipeg Core Area Initiative by the Institute of Urban Studies), and continues to be done through a number of mediums (e.g., Inter-Agency, *Inner City Voice*, CentrePlan, *IUS Newsletter*, Social Planning Council, *etc.*). It was also thought that the Workshop was timely, as the 1991 Census of Canada data would soon be released and would be generating a number of research initiatives. As well, a successor to the Winnipeg Core Area Initiatives (i.e., the Winnipeg Development Agreement) might be in the early stages of operation within the year following the Workshop, and would expectedly result in a number of research initiatives and activities.

Specific objectives of the one-day gathering were:

- To provide a forum where a sampling of current research on Winnipeg's inner city could be presented and discussed;
- To enhance networking among research generators;
- To promote the co-ordination of inner-city related research initiatives;
- To engage research generators and users in constructive dialogue regarding current and future research directions;
- To determine present "usability" of research to such groups as planners, service providers, politicians and policy-makers, and how such research could be made more useful to such parties.

2.2 WORKSHOP FORMAT

The Workshop consisted of a full-day session of presentations and discussions (See Appendix A for Workshop Agenda). Panel sessions in the morning were followed by a luncheon speaker. The

afternoon consisted of small group discussions which offered participants the opportunity to reflect on the morning sessions, discuss research gaps, discuss useful means of information dissemination, and to identify and rank, if possible, inner-city issues in general. The day concluded with a plenary session.

In order to facilitate small group discussions, the registration was initially limited to 70 registrants including presenters. Interest in the Workshop far exceeded the limit and over 100 registered. The actual number of attendees, however, was substantially fewer than the number registered—possibly due to the weather conditions that resulted from a storm that occurred the night prior to the Workshop.

Two weeks after the Workshop, the research generators who had made presentations at the Workshop reconvened in order to: more clearly acquaint themselves with the research that each currently had underway; review the ideas arising from the Workshop; and determine how they might network on a continuing basis.

2.3 PARTICIPANTS

It was thought that the Workshop would be of interest to policy makers, planners, service providers, politicians and inner-city advocacy groups. Registrants did in fact represent a diverse cross-section of inner-city stakeholders (see Appendix B). Registrants were asked to identify themselves as primarily a research user or generator for purposes of pre-arranging the small group discussion sessions. Facilitators for the afternoon small group discussions were also pre-arranged.

Numerous individuals and organizations that generated research were approached to be presenters in the panel sessions. The resulting panels reflected the availability and willingness of those contacted to be a Workshop presenter. Certainly the panel presentations were not intended to provide a comprehensive outline of all research activities related to Winnipeg's inner city, but rather were intended to provide a *sampling* of some of the current research and also to provide some background for the afternoon discussions.

2.4 WORKSHOP FUNDING

The Workshop was funded by a grant obtained by the Workshop co-ordinator (from the Social Sciences and Humanities Research Council of Canada's Aid to Small Universities Program) and by the Institute of Urban Studies, which is partially funded by the Canada Mortgage and Housing Corporation and The University of Winnipeg. As well, a small registration fee was charged (a fee reduction or waiver was offered).

2.5 WORKSHOP PROCEEDINGS

This volume contains a description of the Workshop, the summaries of the panel presentations and the keynote address, and a discussion of issues and directions. The volume attempts to implement some of the thoughts on information dissemination which were raised during the Workshop—as examples: the text has been kept "short, concise and free of disciplinary jargon;" this volume contains only a brief summary of each of the presentations, as prepared by the transcriptionist, rather than a paper (6,000 - 12,000 words) by each of the presenters as had originally been intended; the discussion of "Future Research Directions," Section 5.0, has been presented in a chart format for easier readability.

3.0 SUMMARIES OF PANEL PRESENTATIONS

(Prepared by Deborah Lyon and edited by presenters)

WINNIPEG'S INNER CITY: AN OVERVIEW OF DEMOGRAPHIC/SOCIO-ECONOMIC CHARACTERISTICS AND PUBLIC PERCEPTION²

Catherine Charette, Senior Research Officer,
Institute of Urban Studies, The University of Winnipeg

Ms. Charette drew from Statistics Canada's census information and a 1991 cross-Canada urban survey by the Angus Reid Group to:

- provide a sample of the kinds of data now available to researchers; and
- illustrate the value of combining input from both "objective" and "subjective" sources to assess inner-city conditions and establish relevant public policy.

Census Data: Available results from the 1991 census show that the inner city, as defined by an area approximating the former Winnipeg Core Area Initiative, lost about 2,700 people (two percent of area population) since 1986. In contrast, the inner-city population increased between 1981 and 1986 after a long period of decline.

Potential reasons for the most recent reversal require further research, but could include factors such as loss of low-cost rental housing, more demolitions than new construction, fewer public housing initiatives, natural neighbourhood cycles and people realizing their aspirations to move to the suburbs.

Regarding *some* other demographic and social characteristics, the inner-city population appears to have remained consistent since 1986. Age distributions, for example, are about the same. There also continue to be proportionately fewer young people (19 and under) and more elderly persons (65-plus) compared to non-inner-city residents. Household data show a further decline in the proportion of family units both within and outside the inner city. But, in the latter case, families still form the vast majority of households (72%), whereas in the inner city they make up only 47% (down from 49% in 1986) of households.

Researchers are awaiting specialized tabulations of the 1991 census to probe core area changes in more detail. Previous work of this type has revealed:

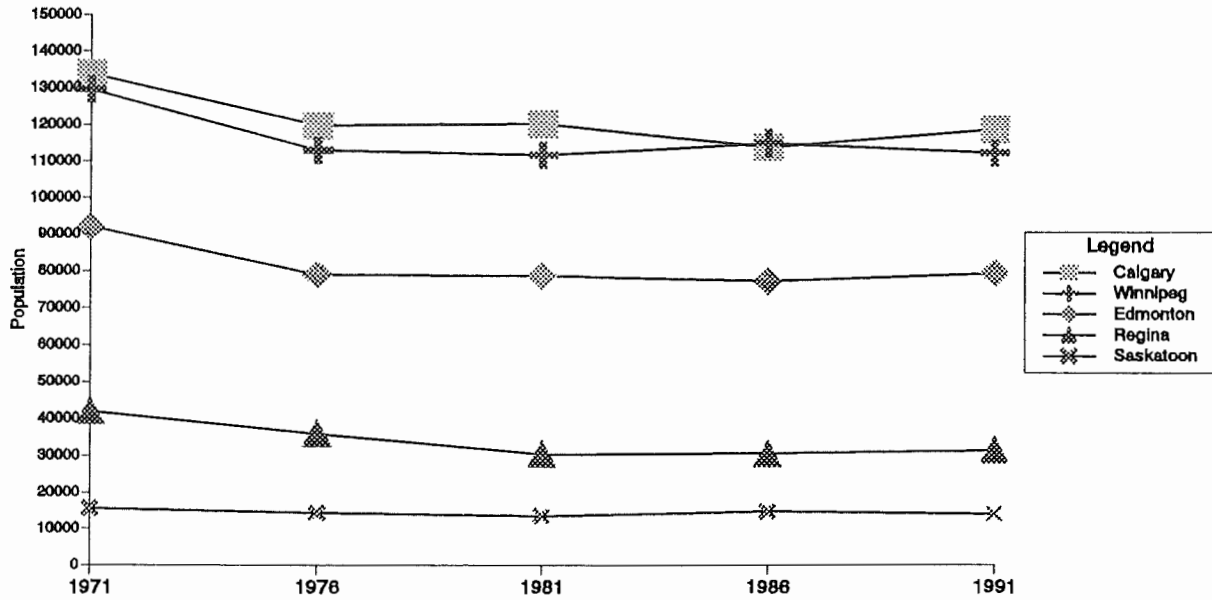
- sharp contrasts, and growing inequities, between inner-city and non-inner-city populations on measures such as employment, education, income and affordability of housing; and
- even sharper contrasts and inequities for subgroups within the inner city, such as youths, single parents, Aboriginal people, visible minorities and recent immigrants.

Ms. Charette also discussed the importance of clearly understanding the area delineated as the inner-city when reviewing various reports and studies as definitions vary. Often, the inner city is equated only with the downtown of cities but not older neighbourhoods adjacent to the downtown. By way of example, Ms. Charette compared inner-city populations according to a Statistics Canada study (*Ram et al.*, 1989) with a study she is undertaking (Figure 1). In the Statistics Canada study, the inner city incorporates the CBD and some adjacent areas north, and was defined as having a population

²For further information, refer to the report *Public Opinion in Canadian Prairie Inner Cities* by Catherine Charette (Winnipeg: Institute of Urban Studies, 1994). To contact the Institute of Urban Studies, telephone (204) 786-9409.

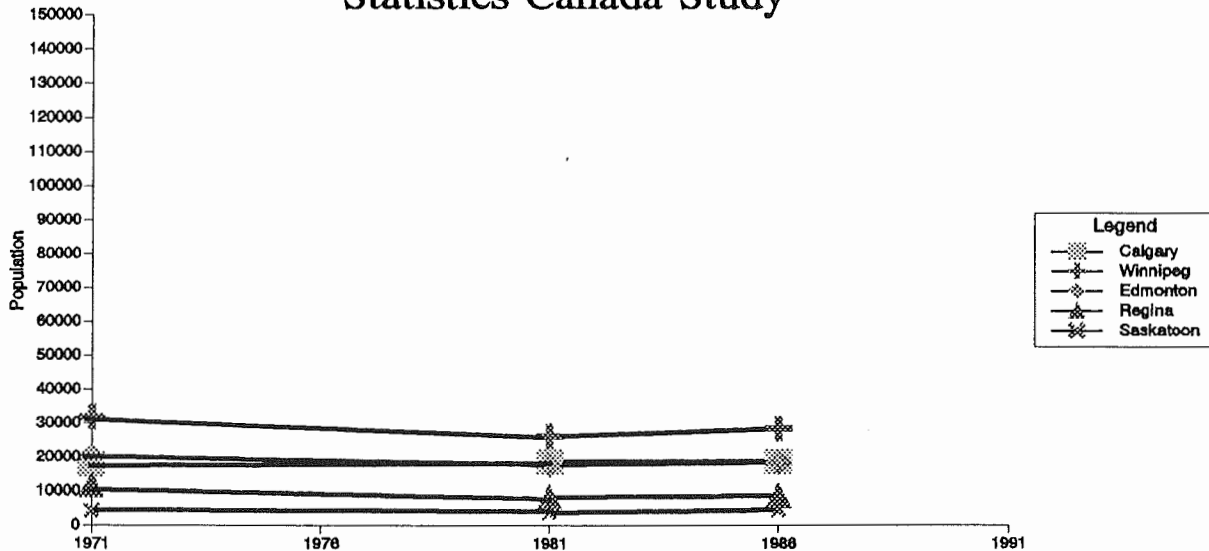
FIGURE 1: INNER CITY POPULATIONS

IUS Study



Source: C. Charette, Institute of Urban Studies, 1993, from numerous Statistics Canada publications, 1971 to 1991.

Statistics Canada Study



Source: Ram, Bali, Mary Jane Norris, and Karl Skof. *The Inner City in Transition* (Ottawa: Statistics Canada, Catalogue 98-123, 1989).

of 28,325 in 1986. In Ms. Charette's study, Winnipeg's inner city is defined according the Winnipeg Core Area Initiative delineations, and was determined to have a population of 115,142 in 1986. What is more important, however, is the direction of change of population over the census periods. Whereas these two studies, as well as most others, generally agree that inner cities have faced a long period of decline since the early '70s and even '50s, the two studies disagree that the period of decline has reversed. Based on small inner-city delineations, the Statistics Canada study concludes that all five Prairie inner cities experienced a reversal in decline between 1981 and 1986 as evidenced by population increases. Ms. Charette's study, however, based on larger inner-city delineations, and consistent with those currently used for planning purposes in the various cities, indicates that between 1981 and 1986, the inner cities of Winnipeg, Calgary and Edmonton *continued to decline*. Furthermore, Winnipeg's inner-city population also continued to decline between 1986 and 1991.

Survey Data: The Angus Reid *Urban Canada Study*, including a special supplement by the Institute of Urban Studies (IUS), encompassed five Prairie cities (Winnipeg, Regina, Saskatoon, Calgary and Edmonton), plus Vancouver, Toronto, Ottawa, Montreal and Halifax. Ms. Charette highlighted some of the findings from these and other public opinion surveys.

Where Downtown and Inner-City Residents Prefer to Live (See Table 1)

- The proportion of suburban residents who prefer a central location is, in all ten cities, very small. If preferences were realized, the number of residents moving to the suburbs from a downtown or inner-city area as compared to those moving in the reverse direction would be nine times greater in the Prairie cities and three times greater in the non-Prairie cities. Though not all residential location preferences are likely to be realized, the potential negative impact upon Prairie downtowns and inner cities is obvious.
- The preference for the suburbs was particularly strong in the Prairies, where the lowest percentages of downtown and inner-city residents prefer their current place of residence, and where the highest percentages of suburban residents prefer the suburbs over any other location. The newer suburbs were generally preferred over the older suburbs.
- In Winnipeg, however, less than half (48%) of downtown and inner-city respondents preferred their current location to others. In contrast, 91% of Winnipeggers in newer suburbs and 78% in older suburbs were happy with their location.
- Despite the large proportions of downtown and inner-city residents who prefer the suburbs in Prairie cities, residents currently residing in these central areas have expressed that they feel a definite sense of community in their neighbourhoods. Residents enjoy "the people" and the convenience of being near facilities, programs and services. Winnipeg residents felt that the core area offered them proximity to friends, multiculturalism, "friendly" neighbours, and a place where they felt comfortable.
- Despite the survey finding that indicates an overwhelming preference for the suburbs, the central areas of many Canadian cities have increased in population recently, despite a thirty-year period of decline. Requiring further clarification is the role that public opinion, in relation to other forces such as public policy and capital investment, has on inner-city repopulation.

| TABLE 1: PERCENTAGE DISTRIBUTION OF RESPONDENTS' CURRENT AND PREFERRED PLACE OF RESIDENCE | | | | | |
|---|-----------------------------------|--------------------------------|------------|---------------|-------------|
| Area Currently Live | Prefer Current Location to Others | Where Remainder Prefer to Live | | | |
| | | Downtown | Inner City | Older Suburbs | New Suburbs |
| Regina's newer suburbs | 95 | 0 | 1 | 4 | |
| Winnipeg's newer suburbs | 91 | 1 | 2 | 6 | |
| Edmonton's downtown | 90 | | 0 | 4 | 6 |
| Saskatoon's newer suburbs | 89 | 2 | 1 | 8 | |
| Edmonton's newer suburbs | 88 | 1 | 2 | 8 | |
| Montreal's newer suburbs | 82 | 3 | 2 | 10 | |
| Toronto's newer suburbs | 80 | 8 | 3 | 7 | |
| Ottawa's newer suburbs | 79 | 4 | 4 | 9 | |
| Calgary's newer suburbs | 78 | 0 | 8 | 11 | |
| Halifax's newer suburbs | 78 | 5 | 8 | 7 | |
| Saskatoon's older suburbs | 78 | 0 | 4 | | 17 |
| Winnipeg's older suburbs | 78 | 1 | 0 | | 16 |
| Halifax's inner city | 78 | 4 | | 7 | 9 |
| Calgary's inner city | 77 | 3 | | 8 | 12 |
| Calgary's older suburbs | 76 | 0 | 4 | | 15 |
| Vancouver's older suburbs | 76 | 2 | 10 | | 11 |
| Vancouver's newer suburbs | 75 | 3 | 5 | 14 | 0 |
| Vancouver's inner city | 75 | 5 | | 11 | 7 |
| Toronto's older suburbs | 74 | 6 | 4 | | 13 |
| Ottawa's older suburbs | 73 | 5 | 6 | | 11 |
| Edmonton's older suburbs | 73 | 2 | 1 | | 23 |
| Montreal's older suburbs | 72 | 2 | 7 | | 17 |
| Toronto's inner city | 70 | 6 | | 9 | 16 |
| Ottawa's inner city | 70 | 4 | | 15 | 9 |
| Halifax's older suburbs | 70 | 3 | 7 | | 17 |
| Regina's older suburbs | 67 | 1 | 1 | | 31 |
| Montreal's inner city | 66 | 4 | | 17 | 14 |
| Ottawa's downtown | 66 | | 12 | 10 | 8 |
| Saskatoon's inner city | 65 | 0 | | 10 | 24 |
| Edmonton's inner city | 60 | 2 | | 14 | 20 |
| Saskatoon's downtown | 60 | | 5 | 15 | 20 |
| Vancouver's downtown | 59 | | 14 | 21 | 6 |
| Regina's inner city | 49 | 0 | | 21 | 27 |
| Winnipeg's inner city | 48 | 6 | | 15 | 26 |
| Winnipeg's downtown | 48 | | 4 | 28 | 12 |
| Halifax's downtown | 46 | | 8 | 11 | 25 |
| Regina's downtown | 43 | | 17 | 9 | 30 |
| Toronto's downtown | 42 | | 20 | 4 | 22 |
| Calgary's downtown | 28 | | 20 | 44 | 8 |
| Montreal's downtown | 21 | | 42 | 11 | 27 |

Note: Prairie City data are highlighted.

Source: C. Charette. *Public Opinion in Canadian Prairie Inner Cities* (Winnipeg: Institute of Urban Studies, 1994). Material gathered from: Angus Reid Group, "Urban Canada Study," 1991. Computations by IUS; and Institute of Urban Studies, "Urban Canada Study Supplement," 1992. Computations by IUS.

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Housing

- There was a strong divide between owners and renters as well as between downtown/inner-city residents and suburban residents—owners and suburbanites were more satisfied with their housing.
- Prairie residents who enjoy conspicuously low levels of home happiness compared to "national," non-Prairie and Prairie levels were: owners in Regina's downtown; renters in Winnipeg's downtown and inner city; and renters in Edmonton's inner city and suburbs.
- The finding that home happiness was strongly correlated with tenure among Prairie inner-city residents (but surprisingly was not for the remaining Prairie and non-Prairie residents), combined with the previously mentioned finding that preference for living in the suburbs is particularly high among Prairie residents, suggests that home ownership programs targeted towards residents of central areas would go a long way to stabilize Prairie downtowns and inner cities.
- Most of the housing factors examined were of more concern to renters than to owners, although downtown or inner-city *owners* often registered the greatest concern. In the cities of Winnipeg, Regina and Edmonton, for example, perceptions that "subsidies for special needs groups is poor" were highest among downtown or inner-city owners.
- Housing concerns among downtown and inner-city residents include: affordability; lack of housing for special user groups; lack of housing offered in conjunction with services and supports; poor landlord/tenant relations; discrimination; poor maintenance of housing units by owners and landlords; parking and traffic intrusion; and lack of knowledge of housing programs.
- Public support for housing programs is likely to be high. Canadians, regardless of where they reside, were sensitive to the growing problems of poverty and homelessness, and, as mentioned, owners registered more concern than renters regarding some social housing issues.

Social Services

- Urban Canadians are highly attuned to the growing concerns of poverty and homelessness. When given a list of 21 issues affecting quality of life, the growing problem of poverty and homelessness was the second highest concern among Prairie dwellers (second to "avoid areas because of personal safety"), and the top-most concern among non-Prairie dwellers; these results did not vary according to residents' area of residence.
- Dissatisfaction with welfare and social services for the needy, however, was highest, and over the "national average," among downtown or inner-city residents of each Prairie city.
- Alongside housing, services aimed at improving employment opportunities and recreational opportunities have been identified by inner-city residents to be among their top needs. Suburban residents also attach high value to these initiatives.
- The majority of residents do not support increased tax dollars to provide more and better social services to those who need them, but neither do they support finding ways to reduce municipal

spending and property taxes, even if it means cutting some services. They also do not support user fees to maintain services at the non-reduced levels.

MACRO URBAN DEVELOPMENT TRENDS AND INDICATORS: IMPLICATIONS FOR THE DOWNTOWN AND INNER CITY³

Jeffrey Patterson, Senior Research Fellow,
Institute of Urban Studies, The University of Winnipeg

Mr. Patterson highlighted several factors affecting the outlook for Winnipeg's inner city, including continued suburban growth, extension of the city into the rural fringe, changing use of the downtown, and growing physical and social distance between suburban and core area residents. Prospects may not be particularly favourable for marshalling the public will or resources that may be needed in the future to address inner-city conditions and problems.

Rapid low-density suburban growth has been one of the major urban development trends in Canada and the United States since World War II. Recent studies indicate the proportion of employment and commerce based in the downtowns of U.S. cities will continue to decline in the face of unabated movement to the fringe. Older suburbs are no longer immune from the negative impacts. But core areas continue to be a key concern, with some researchers suggesting that many American inner cities are a burden on overall urban growth, and that employment opportunities and quality of life are often significantly improved when inner-city residents move to more suburban locations.

The Canadian experience is somewhat different. Many of the larger cities have become major business service centres, although Winnipeg is apparently one of a small number of large Canadian urban centres not fully participating in this trend. Some have also managed to retain relatively high use of their inner cities as places both to work and live. However, there are significant counter-trends:

- The pace of low-density suburban/exurban (fringe) development expanded markedly at very low densities over the past 25 years. As of 1991, 19% of Canadians lived on the fringes of this country's 25 census metropolitan areas (CMAs), compared to two percent in 1966. While CMA populations rose 62 percent during the period, their land base expanded four-fold.
- The most striking fringe growth occurred in Montreal, Toronto, Vancouver, Quebec, Ottawa and Hamilton. Fringe populations also expanded on the edges of the largest Prairie centres (Winnipeg, Calgary, Edmonton). Of greater note, however, were the relatively low densities at which Prairie urban growth was accommodated, both in the suburbs and at the fringe. The Prairie cities thus remain much less dense than Vancouver and major Eastern CMAs. These urban growth trends may have profound implications for the future fate of the inner city.
- Winnipeg was even more distinctive, since the density of its new development from 1966 to 1986 was below that of comparable cities. Average density fell locally as a result (down to 14.3 persons per hectare from 15.6). This reflected the extent to which the city fostered low-density suburban development, plus residents' desires to live in the suburbs and the absence of strong population growth pressures to encourage denser development. There are currently strong fiscal incentives for people to move beyond Winnipeg to the exurban municipal ring where the tax burden *per capita* for municipal purposes is as much as two-thirds less than in the City of Winnipeg.

³For further information see *Green City Views: Public Opinion and Urban Environments in Ten Canadian Cities* by Jeffrey Patterson (Winnipeg: Institute of Urban Studies, 1994 forthcoming). To contact the Institute of Urban Studies, telephone (204) 786-9409.

- Transit ridership is one indicator of the effects of suburbanization. A 1991 survey by the Angus Reid Group showed that dependence on the car for work trips among suburban Winnipeggers was over 80%.

Indeed, the level of local transit patronage decreased from third to fifth place among 12 Canadian cities between 1965 and 1986. Gross rides *per capita* declined a further 22% from 1986-1991, one of the largest decreases in the country, even though Winnipeg was maintaining its level of transit service relative to the considerable cutbacks experienced in other cities. Regression analysis of data from the 10 largest transit systems indicates that the greater the density of an urban area, the greater transit use will be.

- Other impact measures are provided by residents' use of the downtown. The 1991 Angus Reid study found that frequency of downtown shopping in Winnipeg was higher than in Calgary and Edmonton, but lower than in Toronto, Ottawa and Halifax. Winnipeggers who lived in the downtown/inner city had the highest frequency of patronage, while those in new suburbs had the lowest. Survey data indicate that suburban Winnipeg residents use downtown services less than do residents in the other nine cities included in the Angus Reid Group/IUS 1991 surveys. Moreover, 57% of respondents from old and new suburbs reported that they were using the downtown less for entertainment and shopping. In contrast, 46% of those living downtown said they were using the area's amenities more (Figures 1 and 2).

Data such as these suggest suburbanites likely will continue to make less use of the downtown. Factors such as travel distance and time will influence where future jobs, shopping, and business opportunities will be located. Downtown services, in turn, may have to be re-oriented to those who live in the inner city.

Social, not just physical, distance between suburban and core area residents will also affect inner-city prospects, particularly the priority and resources people are willing to devote to inner-city problems, which have deep historical roots and have not disappeared despite various intensive efforts (Figure 3).

In 1981, for example, the incidence of poverty in large parts of the core area was three times that for the city as a whole, and among the highest in Canada (Figure 4). Between 1970 and 1985, Winnipeg and Saint John were the only two of 12 CMAs studied that experienced an increase in the proportion of inner-city families with incomes under \$20,000 (1985 dollars) (Figure 5).

Ethnicity may also be important. Winnipeg has several ethnically differentiated neighbourhoods. It also has one of the most concentrated English ethnic populations in English Canada and the largest Aboriginal population in numerical terms. Mr. Patterson noted that more ethnographic studies are needed. One topic could be the influence of English isolation and Aboriginal poverty on the will to implement required inner-city services on the part of local governments.

Municipal finances are another key issue. Compared to other major cities, Winnipeg's fiscal capacity (i.e., *per capita* assessment and income levels) is relatively low. Moreover, the structure of municipal financing, especially the high level of dependence by Winnipeg on support of tax revenues relative to other cities, requires attention.



Catherine Charette (left) and Jeffrey Patterson of the Institute of Urban Studies, and Dana Stewart of the Housing Studies, Research and Development Program at the University of Manitoba, respond to questions from workshop participants in one of three panel sessions.

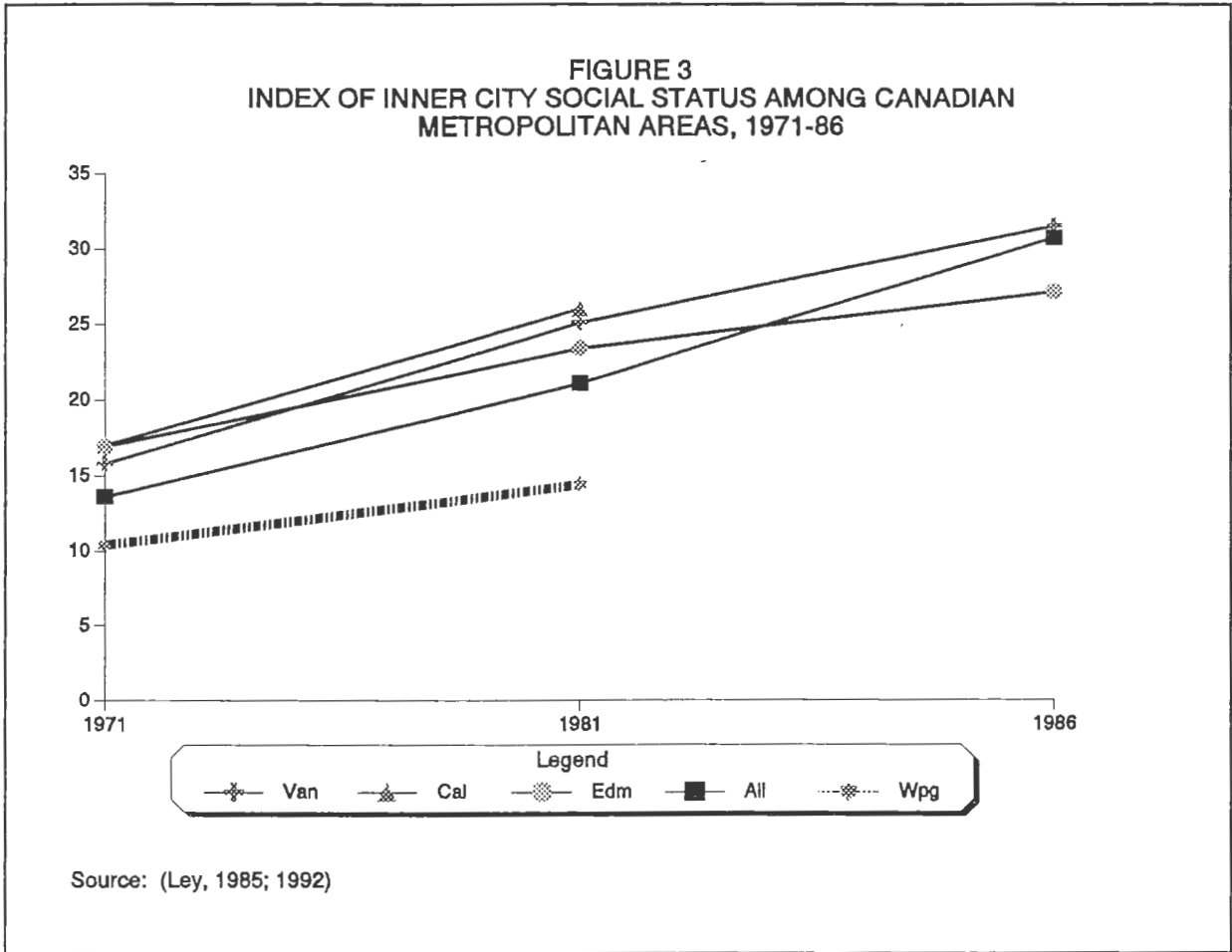
| FIGURE 1 RATIO OF MORE TO LESS USE OF DOWNTOWN IN LAST TWO YEARS BY PLACE OF RESIDENCE, 1991/92 | | | | |
|--|----------|------------|--------------|------------|
| | Downtown | Inner City | Older Suburb | New Suburb |
| Vancouver | 0.4 | 0.2 | 0.3 | 0.3 |
| Calgary | n.a. | 0.3 | 0.4 | 0.4 |
| Edmonton | 4.3 | 0.0 | 0.2 | 0.3 |
| Regina | 1.8 | 0.3 | 0.4 | 0.2 |
| Saskatchewan | 4.5 | 0.6 | 0.3 | 0.2 |
| Winnipeg | 2.2 | 0.4 | 0.1 | 0.3 |
| Toronto | 1.8 | 0.2 | 0.3 | 0.4 |
| Ottawa | 1.1 | 0.4 | 0.3 | 0.3 |
| Montreal | 0.7 | 0.8 | 0.4 | 0.4 |
| Halifax | 1.1 | 1.5 | 0.2 | 0.4 |

Sources: Angus Reid Group, *Urban Canada Study*, 1991, IUS Tabulations.
Institute of Urban Studies, 1992.

| FIGURE 2 DOWNTOWN SHOPPING & PLACE OF WORK AND OF RESIDENCE | | | | | | |
|--|-----------|-------|-------|------------------------|-----------------|---------------|
| Shop Downtown Once a Week or More | WORKPLACE | | | RESIDENCE | | |
| | Downtown | Other | Total | Inner City/Downtown | Older Suburb | New Suburb |
| All % | 39 | 15 | 22 | 42 | 19 | 14 |
| Vancouver % | 34 | 14 | 19 | 47 | 16 | 9 |
| Calgary % | 26 | 11 | 16 | 33 | 14 | 12 |
| Edmonton % | 33 | 8 | 15 | 35 | 12 | 12 |
| Winnipeg % | 38 | 12 | 23 | 49 | 18 | 16 |
| Toronto % | 47 | 19 | 27 | 47 | 21 | 17 |
| Ottawa % | 50 | 28 | 35 | 57 | 29 | 17 |
| Montreal % | 28 | 13 | 18 | 23 | 19 | 14 |
| Halifax % | 45 | 19 | 31 | 49 | 29 | 24 |

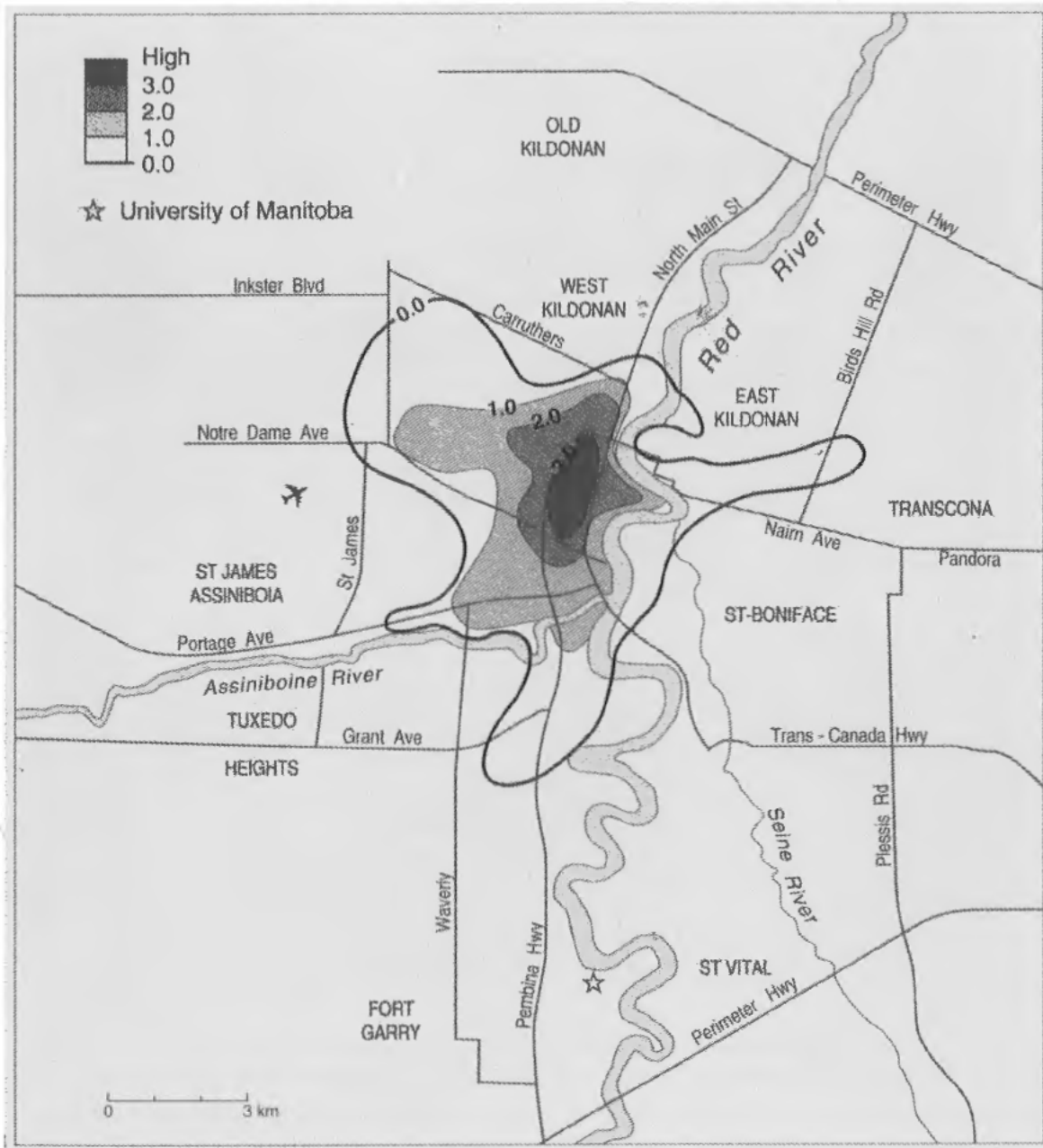
Source: Angus Reid Group, *Urban Canada Study*, 1991.

FIGURE 3
INDEX OF INNER CITY SOCIAL STATUS AMONG CANADIAN
METROPOLITAN AREAS, 1971-86



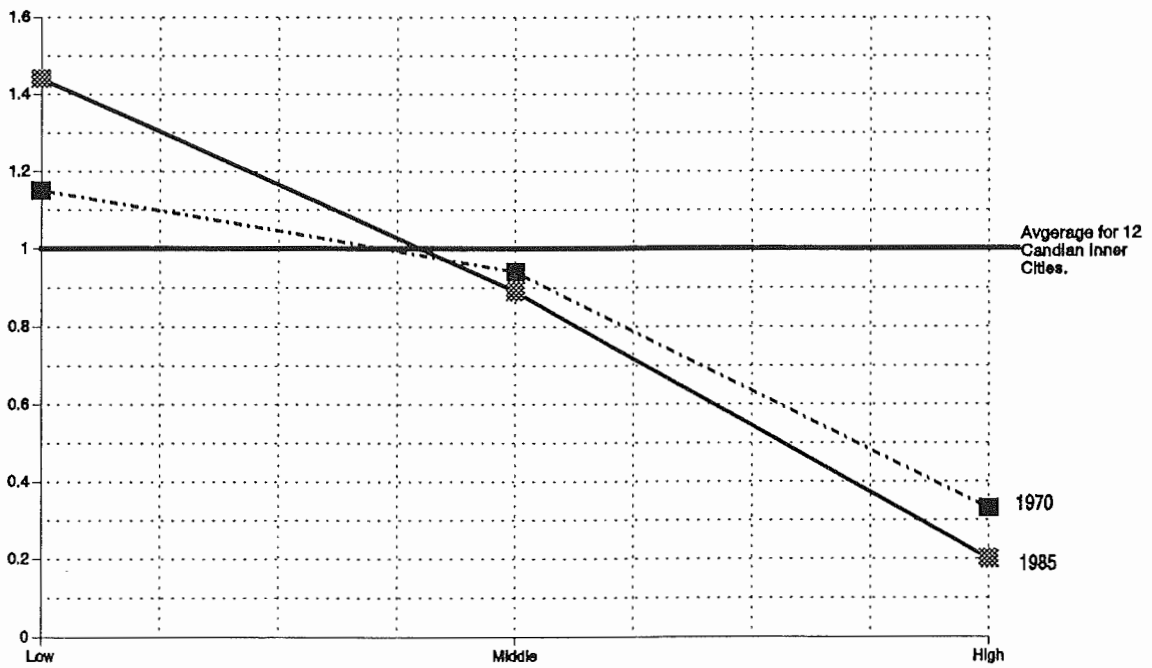
Source: (Ley, 1985; 1992)

FIGURE 4
INCIDENCE OF POVERTY RELATIVE TO CITY, 1981



Reprinted from *The Changing Social Geography of Canadian Inner Cities* by Larry S. Bourne and David F. Ley (Montreal: McGill-Queen's University Press, 1993). Permission granted by McGill-Queens University Press.

FIGURE 5
CONCENTRATION OF INNER-CITY FAMILIES BY INCOME
GROUP, WINNIPEG AND 12 INNER CITIES, 1970 AND 1985



Source: (Ley, 1985; 1992)

A CRITIQUE OF THE WINNIPEG CORE AREA INITIATIVE⁴

Dana Stewart, Director, Housing Studies, Research & Development Program, Faculty of Architecture, University of Manitoba

Dr. Stewart summarized her analysis of the strengths and weaknesses of the Winnipeg Core Area Initiative (CAI) as a model for public policy intervention to revitalize declining inner cities.

Among her conclusions: The CAI achieved some success and offers valuable lessons for future urban regeneration efforts. However, if a successor agreement is to be implemented locally, it should not be designed to replicate in full the model applied under CAI I and II.

The Initiative was a co-ordinated, 10-year, \$196 million effort by the municipal, provincial, and federal governments to attack long-standing problems in a 10-square-mile area of the inner city. Investments were made in physical regeneration, education, training, business development, housing and community services. The main goals were to stimulate economic growth and employment, and strengthen inner-city neighbourhoods.

Dr. Stewart used two methods for her assessment—content analysis of relevant published materials on the CAI and interviews with 25 key informants. Among her findings:

- As one of Canada's larger urban regeneration initiatives in the last two decades, the CAI had a broad mandate, comprehensive objectives and strong strategy. Its range of interventions, coupled with the interweaving of physical, social and economic objectives through all programs, gave it a synergy not found in other Canadian examples. In retrospect, however, the objectives were too broad and the efforts were too widespread relative to the degree of decay and the extent of financial and organizational resources available to the CAI. As a result, unrealistic expectations were raised, while the potential to focus on core needs was diluted.
- The Initiative emerged from a unique constellation of events and personalities which provided a supportive base for urban regeneration and initially infused the CAI with vision, enthusiasm, strong leadership and political commitment. These attributes were reflected in an experimental and flexible approach to early implementation. But, this sense of innovation dissipated over the 10 years, as did the intensity of political commitment. By CAI II, public accountability and bureaucratic priorities had prevailed over experimentation and community-based needs. This was reinforced by a change in the federal role from that of facilitator and banker to more direct involvement in the CAI. More generally, Dr. Stewart noted, it appears there may be a time-line to large projects of this type, i.e., a limit on the extent to which focus, momentum and involvement can be maintained.
- Conceptually, the CAI attempted to balance economic development with disparity relief. In implementation, however, the Initiative never resolved a continuing tension around the relative priority to be given to investment in "bricks and mortar" versus social development.

⁴For further information, refer to Dr. Stewart's full paper in the December 1993 edition of the *Canadian Journal of Urban Research*, "A Critique of the Winnipeg Core Area Initiatives: A Case Study in Urban Revitalization." To contact the Housing Studies, Research and Development Program, Faculty of Architecture, University of Manitoba, telephone (204) 474-6797.

- The tri-level policy and administrative structure, including equality in decision-making and cost-sharing, gave the Initiative legitimacy and a resistance to transient political and budget priorities. It forced the partners to listen to each other and provided a framework in which they could dovetail actions and share resources. Private-sector investors also found some security in the model. However, the need for unanimity in decision-making, a complicated chain of command, and a complex division of implementation responsibilities meant that working within the model could be frustrating and cumbersome. Indeed, there appear to have been times when the model was in danger of breaking down and when compromise between the partners led to less than optimal outcomes.
- More effective and responsive policy implementation occurred where administration and delivery structures were vested closest to program users. However, it appears the CAI could have done much more to tap programming and administrative capacities within the local community.
- CAI advisory committees were helpful in identifying needs and innovative programs. The storefront character of the Initiative's main office also allowed an interchange with the community that otherwise would not have occurred. But, in general, citizen participation was low and often community input was sought only after key decisions had been made.
- The model lacked an advocacy/legislative component that could translate program success into policy and legislative reforms.
- Effectiveness was weakened by the absence of firm municipal planning objectives and a comprehensive strategy for the inner city within Plan Winnipeg.
- Debate continues over how much "new money" went into the core area as a result of the Initiative, including how much private-sector investment actually was levered. Nonetheless, the CAI boosted investor confidence and re-focused private spending on physical capital in the inner city.
- The CAI was able to achieve many of its physical regeneration objectives, especially in terms of housing, community facilities, and neighbourhood improvement—programs that built on a well-established base of public-sector intervention. There was less success in meeting economic and social objectives, however. The CAI suffered from gaps in business support and from the absence of a downtown business strategy. The private sector generally did not buy into the job training, placement and employment objectives. At best, financial success has been modest for the two, CAI-initiated downtown development corporations. In terms of social development, the Initiative did not stimulate the structural changes needed to address systemic poverty.

NEIGHBOURHOOD REVITALIZATION IN WINNIPEG: A CASE STUDY OF INCUMBENT UPGRADING⁵

Christine McKee, Head, and Christian Douchant, Researcher,
Department of City Planning, Faculty of Architecture, University of Manitoba

Mr. Douchant outlined the early phase of a project to examine incumbent upgrading—its role in residential revitalization and its potential implications for future neighbourhood planning.

The term "incumbent upgrading" refers to situations in which home owners invest at a substantial rate in physical improvements to their houses even though no significant changes have taken place in their incomes or other socio-economic characteristics. Often these home owners are low-income residents who have simply initiated reinvestment in their housing stock.

This form of revitalization contrasts with "gentrification." In that process, high- and middle-income households acquire, occupy and renovate deteriorated inner-city dwellings, usually in large metropolitan centres affected by economic restructuring and often in districts which are architecturally distinctive. In turn, property values rise, the profile of the neighbourhood changes (i.e., to higher levels of "social status" in terms of education, income and occupation relative to previous residents), and lower income households are displaced as affordable housing is lost.

Considerable research has been done on gentrification, but incumbent upgrading is less well understood. Of particular interest to researchers is why longer term residents from low-income and working class areas, not just recent home buyers, make significant investments in upgrading.

Studies from urban centres in the central and northeastern United States have suggested two key influences:

- Residents are encouraged through strong social mechanisms and/or neighbourhood organizations to maintain certain property standards.
- Public policies may have a similar effect. In the U.S., incumbent upgrading appears to have been supported by a shift away from urban renewal to neighbourhood preservation, local planning initiatives, and availability of loan capital or other forms of assistance for housing improvements.

The current Winnipeg study occurs in a context where there is a large stock of affordable housing and a policy environment that has supported neighbourhood renewal. To date, the research has included analysis of national census (including mobility) data and City of Winnipeg building permit statistics, used as a proxy for investment activity. The latter source separately identifies private investment from work done under the Residential Rehabilitation Assistance Program (RRAP).

Preliminary results have revealed specific areas of Winnipeg's inner city that in recent years have experienced higher intensities of construction indicative of incumbent upgrading. In particular,

⁵For further information, refer to: (forthcoming) Masters in City Planning thesis by Christian Douchant entitled "Neighbourhood Revitalization in Winnipeg: A Case Study of Incumbent Upgrading." Also see forthcoming CMHC Report by McKee and Douchant. To contact Christian Douchant, telephone (204) 233-1019.

two districts appear to warrant further investigation to confirm the presence of incumbent upgrading, the nature of the activity, and why it has occurred. These districts are:

- the St. Matthews area in West Winnipeg (Census Tract #21); and
- the Burrows area in North Winnipeg.

Mr. Douchant's presentation included photographic slides from one of the areas listed above. He noted that there are pockets of physical deterioration in Census Tract #21. As well, the district lost population between 1986 and 1991, including approximately 200 renters. However, the level of owner-occupancy has remained relatively stable.

In terms of research methods, Mr. Douchant noted that the study illustrates the value of micro-level analysis in elaborating on, or qualifying, macro trends—in this case, in identifying pockets of physical revitalization within a general context of an aging and deteriorating inner-city housing stock.



Christian Douchant, presenter.

RESIDENTIAL MOBILITY AMONG LOW-INCOME FAMILIES⁶

Nancy Higgitt, Assistant Professor, Department of Family Studies,
Faculty of Human Ecology, University of Manitoba

Dr. Higgitt presented preliminary results of research into residential mobility among rental families in the West Broadway area (bound by Maryland, Portage, Colony and Cornish) (see Figure 1). The purpose of this study is to examine how families in a low-income, inner-city neighbourhood perceive their environment—specifically, what may push them out of their current housing, pull them toward alternatives, or reduce their propensity to move.

Findings to date suggest that mobility is a response to a range of perceived economic, social and environmental problems in a neighbourhood, and that dissatisfaction with a specific housing unit may not be the only or the most important factor.

Dr. Higgitt noted that high rates of residential mobility often are found among residents of low-income, inner-city neighbourhoods (for example, see Figure 2, *Winnipeg Free Press* article "Families move, kids suffer"). Explanations of the phenomenon commonly point to problems with housing availability, suitability, affordability or condition. However, public-sector attempts to upgrade housing stock have not led to reduced mobility, nor do the moves necessarily result in improved housing conditions for individual tenants.

West Broadway has been the locus of considerable public investment in new and renovated housing units. Almost all area dwellings (94%) are rented compared to a city-wide average of 40 percent. Moreover, as of the 1986 census, some 77 percent of the population were identified as movers compared to a city average of 47 percent (Table 1). Winnipeg School Division data also point to high student mobility in the district.

Among other socioeconomic characteristics, census data indicate that local residents have low average incomes (Table 2). There is a relatively high proportion of young adults, many of whom live alone or in other, non-family situations. In contrast, the proportion of families is relatively low. Within that group, however, there are high representations of single parents and childless couples (Table 3).

Dr. Higgitt's study entailed in-depth interviews with 75 families in public and private rental units. A follow-up contact will be made after six months to determine actual mobility outcomes.

Initial analysis suggests the respondents:

- belong to a wide range of ethnic groups;
- have low levels of formal education (many have not completed Grade 12);
- depend almost entirely on social assistance; and
- are frequent movers (several have moved 15 to 20 times as adults).

⁶For further information, contact Dr. Nancy Higgitt, Department of Family Studies, University of Manitoba, Winnipeg, Manitoba R3T 2N2, Tel. (204) 474-8053 or Fax (204) 275-5299.

Respondents indicated relative satisfaction with the physical aspects of their housing units. Many also like the central location of their neighbourhood or have an attachment to the area.

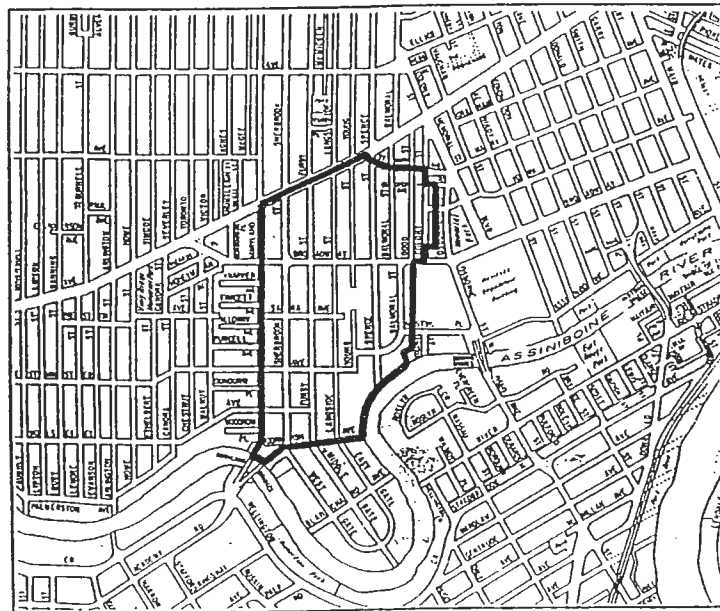
Their concerns pertain to violence, rowdiness, slum landlords, substance abusers, and other types of people who are perceived to live in or frequent their neighbourhood. Almost all view the area as dangerous, although few have personally experienced dangerous situations. Many cope by keeping to themselves and not going out at night. Most do not know or associate with their neighbours. As well, they generally are unfamiliar with community activities and seldom participate.

When asked if they would like to move right now, the majority of respondents said yes. But, there also was a preference to remain in the general area, e.g., to move a few blocks west to the Wolseley district. For many of those surveyed, the best things about moving were the novelty, change of scenery, and opportunity for a fresh start. The cost of moving and that fact that "welfare won't pay" were seen as the main disadvantages.

The most frequent suggestions made for improvements in the environment were better screening of tenants and enhanced security measures.

Dr. Higgitt supplemented her presentation with photographic slides of the area, including identification of specific housing units, businesses, or other gathering points perceived by residents to be key loci of neighbourhood problems.

FIGURE 1
MAP OF THE WEST BROADWAY NEIGHBOURHOOD



Source: Department of City Planning, City of Winnipeg, 1991, Neighbourhood Characterization Area Study for West Broadway.

FIGURE 2

Children appear in classrooms, then vanish

Families move, kids suffer

By David Kuxhaus
Free Press Correspondent

AS BOBBY SETTLES down to his studies at Norquay School, one can only wonder how long it will be before he is on the move again.

Only in Grade 2, Bobby — not his real name — has already attended no less than 12 schools.

And the constant shuffling is taking its toll in the classroom, says Al Nickel, principal of Norquay School.

"He's really going nowhere," Nickel said bluntly. "He only recognizes a couple of letters of the alphabet and a few of the colors. This child is of average intellectual ability but is functioning at a kindergarten level and it's

completely because of all the moving around."

Academics aren't the only thing the eight-year-old is struggling with, Nickel said.

"He's experiencing great social difficulties in relating to his peers and trying to fit into a new system."

Unfortunately, Bobby's case is not unique.

Revolving door

For every classroom of 24 students at his school, Nickel estimates as many as five children are in Bobby's category.

"They're here on Friday, and then on Monday morning they're gone and nobody knows anything about it. The kids probably don't even know they're moving," Nickel said.

This year, almost 30 per cent of the 275 students attending the

inner-city school will be doing so for the first time, he said.

"We've had to assign a teacher half-time just to manage all the records coming in and out and to orient the new families and hook them into some of the supports we have," he said.

Nickel's school isn't the only one with a revolving door. There are seven schools throughout the Winnipeg School Division that employ special "migrancy" teachers.

To investigate the problem, the division has also set up a migrancy committee composed of principals and agencies such as Child and Family Services and Manitoba Housing.

Irv Sera, chairman of the committee and assistant

superintendent for inner-city schools, attributed part of the high migrancy rate to a lack of adequate housing.

"With winter coming, a family may find that their house is cold and wet and look for another one they perceive is better," said Sera.

"There also may be safety problems. People may perceive they're not as safe in one area."

Sera said several schools have set up a housing registry to help families who may have to move find places in the same neighborhood.

Irene Haigh, a candidate for city council in the Point Douglas ward and a Winnipeg School Division trustee for the past six years, said inadequate housing is causing up to 60 per cent of inner-city children to change schools.

Source: *Winnipeg Free Press*, September 28, 1992, p. A1. Reprinted with permission.

| MOBILITY | NUMBER (TOTAL 5850) | PERCENT | PERCENT CITY |
|------------|---------------------|---------|--------------|
| Movers | 4525 | 77 | 47 |
| Non-Movers | 1355 | 23 | 53 |

Source: Statistics Canada, 1986 Census Custom Tabs, Social Planning Council of Winnipeg.

| TABLE 2 HOUSEHOLD TYPE, TENURE AND AVERAGE HOUSEHOLD INCOME FOR WEST BROADWAY | | | |
|--|------------|-------------------|-----------------------------|
| HH TYPE | TOTAL HH'S | H-W WITH CHILDREN | SINGLE-PARENT WITH CHILDREN |
| Number | 3,760 | 240 | 335 |
| Average Income | 16,030 | 23,753 | 13,721 |
| <u>TENURE</u> | | | |
| Own | 215 | 55 | 10 |
| Average Income | 31,433 | 45,375 | 26,319 |
| Rent | 3,545 | 185 | 325 |
| Average Income | 15,095 | 17,208 | 13,255 |

Source: Statistics Canada, 1986 Census Custom Tabs, Social Planning Council of Winnipeg.

| TABLE 3 POPULATION IN PRIVATE HOUSEHOLDS IN WEST BROADWAY INDICATING HOUSEHOLD TYPE AND PRESENCE OF CHILDREN | | |
|--|--------|---------|
| TYPE | NUMBER | PERCENT |
| People not in families | 3350 | 54 |
| People in families | 2860 | 46 |
| Total | 6210 | |
| <u>FAMILY TYPES</u> | | |
| Husband-Wife families | 765 | 69 |
| Single parent families | 335 | 30 |
| Total | 1100 | |
| <u>CHILDREN PRESENT</u> | | |
| Families/children present | 600 | 55 |
| Families/no children present | 500 | 45 |
| Total | 1100 | |

Source: Statistics Canada, 1986 Census Custom Tabs, Social Planning Council of Winnipeg.



Nancy Higgitt (left), presenter, in small group discussion session.

THE WINNIPEG HOUSING COALITION'S PROJECT ON INNER CITY HOUSING AND COMMUNITY-BASED HOUSING INITIATIVES⁷

Linda Williams, Chairperson, Winnipeg Housing Coalition

Four main topics were addressed by Ms. Williams:

- the mandate and activities of the Winnipeg Housing Coalition (WHC);
- reasons for, and financial costs associated with, high tenant turnover in public housing units;
- other potential costs and problems that arise when neighbourhood instability is not addressed in inner cities; and
- WHC's proposed community-based housing project to establish a resource centre in the West Broadway area, and over the longer term, to develop a neighbourhood stabilization model.

WHC is composed of representatives who work in the non-profit, public, and private housing sectors. Its mandate is to promote and assist communities to provide decent, affordable housing; maintain public awareness of housing issues; influence government policies; and monitor existing legislation.

The coalition has met with public housing tenants and officials, documented their concerns, quantified some of the costs associated with tenant turnover, and reviewed available research on neighbourhood stabilization.

Tenant contacts revealed concerns about:

- problems with specific housing situations (e.g., noise, violence, neglected children, and physical damage);
- high tenant turnover;
- rent increases due to high costs of housing repairs;
- alcohol and substance abuse;
- neighbourhood safety; and
- isolation from the larger community.

A survey by the Neighbourhood Parenting Resource Centre Project produced similar results. Its respondents reported being attracted to their present home by factors such as reasonable housing costs, good location and services, friendly people, and friends or relatives in the area. In contrast, problems with "wild teenagers," lack of recreation for children, poor schools, the way people treat their children, and unfriendly neighbours were among factors respondents said would make them want to move away.

Data on Winnipeg Regional Housing Authority (WRHA) units in central (downtown) Winnipeg show that tenant tenure is 15 months shorter compared to the WRHA's city-wide average. In 1989, turnovers in central Winnipeg were estimated to cost \$147,000 to \$200,000, including lost rental revenues, repairs, painting and maintenance, and administrative overhead. The Winnipeg Housing Rehabilitation Corporation indicates that transiency among its tenants results in annual repair costs of \$60,000 to \$70,000, plus \$95 to \$100 per unit in administrative overhead and an average revenue

⁷For further information, refer to the Community Based Housing Resource Project Proposal or contact Linda Williams at (204) 489-8145 or (204) 783-1995.

loss of \$300 per unit for every month of vacancy. Similar experiences are found in co-operative and disabled persons' housing units.

WHC also has learned that a substantial portion of complaints handled by Manitoba's residential tenancies branch comes from the inner city. Between September 1, 1992 and November 5, 1993, tenant complaints from 12 streets in the West Broadway area for example, accounted for 1,182 new files alone (Table 1).

High tenant mobility contributes to negative public perceptions about an area's desirability and discourages responsible landlords from investing in the housing stock. Moreover, mobile residents are less likely to be involved with their neighbourhoods. That, in turn, has implications for safety, security, individual alienation and other issues.

Ms. Williams used photographic slides from South Chicago to illustrate what can happen physically to inner-city neighbourhoods abandoned by residents and investors. A contrasting example of a community-based response to decline was drawn from the Cedar Riverside People's Co-op in Minneapolis.

WHC advocates that efforts to strengthen inner-city neighbourhoods in Winnipeg encompass both specific problem-solving and processes that encourage community participation, empowerment, and co-operative action at the neighbourhood level.

Through its Community-Based Housing Project, the coalition is proposing to establish a resource centre in West Broadway to develop a neighbourhood resident stabilization model for use in highly transient inner-city neighbourhoods. This model will promote community involvement of tenants, landlords, neighbourhood businesses and social service organizations working together to address improving the care and management of neighbourhood housing stock; strengthening personal and property safety; and integration of both tenants and landlords in the community life of the neighbourhood.

In addition, the development of a neighbourhood council would be pursued with a view to establishing community economic development projects at the neighbourhood level.

The workshop was told that the coalition selected West Broadway after determining that the area has undergone physical upgrading, but there is a need to look at other ways of making it a more liveable place. As well, the district has pockets of stabilization and other strengths from which new initiatives can move forward.

See Tables 2 through 5 and excerpt taken from the Winnipeg Housing Coalitions' *Key Informant Survey of 20 Key Informants in the West Broadway Area, 1993*.

| TABLE 1 NUMBER OF COMPLAINTS HANDLED BY MANITOBA'S RESIDENTIAL TENANCIES BRANCH PERIOD: SEPTEMBER 1, 1992 - NOVEMBER 5, 1993 | | | |
|---|----------------------------|----------------------------|--------------------------------|
| STREET | TOTAL # OF FILES OPENED | TOTAL # OF FILES CLOSED | TOTAL # OF FILES STILL OPEN |
| Spence | 76 | 59 | 17 |
| Young | 154 | 128 | 26 |
| Furby | 245 | 189 | 56 |
| Langside | 177 | 147 | 30 |
| Balmoral | 127 | 88 | 39 |
| Colony | 99 | 71 | 28 |
| Sara | 9 | 7 | 2 |
| Sherbrook | 125 | 99 | 26 |
| Cornish | 4 | 4 | -- |
| Westminister | 16 | 13 | 3 |
| Maryland | 108 | 81 | 27 |
| Wolseley | 42 | 36 | 6 |
| Total | 1182 | 922 | 260 |

Source: Residential Tenancies Branch Central Winnipeg; Pts. 1-8 of Act Rentalsman Issues.

| TABLE 2 AGE OF DWELLINGS IN WEST BROADWAY | | | |
|--|----------------------|--------------------|-------------|
| | West Broadway | | % City Wide |
| | Total Number 5880 | % West Broadway | |
| 1920 or Earlier | 670 | 17.8 | 8.5 |
| 1921 - 1945 | 980 | 26.1 | 14.3 |
| 1946 - 1960 | 615 | 16.4 | 23.2 |
| 1961 - 1970 | 330 | 8.8 | 19.5 |
| 1971 - 1980 | 645 | 17.2 | 26.5 |
| 1981 - 1986 | 520 | 13.8 | 8.1 |

Source: City of Winnipeg (1991)

Note: Reprinted from *Winnipeg Housing Coalition's Key Informant Survey of 20 Key Informants in the West Broadway Area, 1993; Table 1, p. 27.*

| TABLE 3 AVERAGE INCOME IN WEST BROADWAY | | |
|--|----------|------------|
| | Profile | Total City |
| Individual | \$11,781 | \$15,235 |
| Household | 16,030 | 33,294 |
| Family | 18,212 | 38,647 |
| Husband-Wife (n = 745) | 21,527 | |
| • without children (n = 505) | 20,498 | |
| • with children (n = 245) | 23,654 | |
| Male Lone Parent (n = 50) | 17,702 | |
| Female Lone Parent (n = 295) | 9,951 | |

Source: City of Winnipeg (1991) and Social Planning Council (1986)

Note: Reprinted from *Winnipeg Housing Coalition's Key Informant Survey of 20 Key Informants in the West Broadway Area, 1993; Table 2, p. 27.*

| TABLE 4 EMPLOYMENT (+ 15 POPULATION) | | | | | |
|---|-----------------------------|------------|---------------------|----------------|-------------|
| | West Broadway Neighbourhood | | | | % City Wide |
| | Total Number (5535) | % of Total | Lone Parents (345)* | % Lone Parents | |
| In Labour Force | 3425 | 61.9 | 180* | 52.2 | 68.3 |
| Not in Labour Force | 2110 | 38.1 | 170* | 49.3 | 31.7 |
| Employed | 2840 | 82.9 | 130 | 72 | 92.1 |
| Unemployed | 585 | | 50 | | |
| Participation Rate | | 69.1 | | 52.2 | 68.3 |
| Unemployment Rate | | 17.1 | | 14.5 | 7.9 |

* Numbers do not correspond exactly due to rounding.

Source: City of Winnipeg (1991) and Social Planning Council (1986)

Note: Reprinted from *Winnipeg Housing Coalition's Key Informant Survey of 20 Key Informants in the West Broadway Area, 1993*; Table 3, p. 28.

| TABLE 5 EDUCATION (+ 15 Population) | | | |
|--|---------------------|-----------------|-------------|
| | Total Number (5770) | % West Broadway | % City Wide |
| High School Certificate | 585 | 10.1 | 10.0 |
| No High School Certificate | 2500 | 43.3 | 44.5 |
| Trade/Diploma | 1145 | 19.8 | 22.0 |
| Some University | 1540 | 26.7 | 23.5 |

Source: City of Winnipeg (1991)

Note: Reprinted from *Winnipeg Housing Coalition's Key Informant Survey of 20 Key Informants in the West Broadway Area, 1993*; Table 4, p. 28.

Excerpt from *Winnipeg Housing Coalition's Key Informant Survey of 20 Key Informants in the West Broadway Area, 1993, p. 28.*

"Our informants recognized that the Core Area Initiative had stimulated some revitalization in the area, particularly in the form of new social housing, community facilities, and street scaping. Opinion as to whether the CAI had lasting effects was mixed. A typical comment was:

I don't think it made much of a difference—improvements to Gordon Bell and North Portage certainly did not address building problems downtown. Committing so many dollars to these developments limited the Core from doing other, more practical neighbourhood-level projects for people. Downtown appeals to the suburbs.

However, informants did believe that improvements had been made in housing conditions through the Core Area Residential Upgrading and Maintenance Program (CARUMP), which enforced standards in neighbourhood housing. They noted, however, that neighbourhood-based programs ended with the Core. *All informants concluded that those improvements may be needlessly jeopardized if there is not a sustained effort within the community.*"



Linda Williams, presenter.

SERVICES TO ABORIGINAL CHILDREN AND FAMILIES⁸

Wayne Helgason, Executive Director,
Ma Mawi Wi Chi Itata Centre Inc.

Mr. Helgason outlined various organizational initiatives by Winnipeg's Aboriginal community, including the work of his agency. He also identified several issues which are having, or will have, important effects on inner-city conditions.

Established a decade ago, the Ma Mawi Centre has become a model child and family resource agency for Aboriginal communities in other Canadian cities. It provides a wide range of services, including short-term intake, longer-term family support, a family violence program, and after-hours (to 2 a.m.) outreach and crisis intervention. However, it does not have mandated authority in the areas of apprehension and direct placement of children.

Drawing on the agency's experiences, Mr. Helgason highlighted the following issues:

- There is a need for fundamental change in policies and programs aimed at family preservation. On a *per capita* basis, Manitoba has more children in care and in institutions than other Canadian jurisdictions. There simply are too many children in care and too many who are permanent wards. If these trends are not reversed, tax dollars will continue to be consumed by services that philosophically and empirically do not work. The alternative is to keep children in their families and to provide community-level support for family stability and functioning. Very little research is available, however, to guide people toward this end — "to say how you do it." In the absence of such research, there is potential for "knee-jerk reactions" and for more children to be left in risky situations.
- Poverty and income issues also require fresh examination. In particular, there is a need to challenge what appears to be a growing view that a certain level of poverty in society is inevitable and perhaps acceptable. That perspective contradicts what is known about human development and how permanent damage or dysfunction (and attendant long-term personal and social costs) can occur if a child's needs are not met at critical stages of growth.

The Ma Mawi Centre is part of an evolving network of local Aboriginal organizations, including the Native Women's Transition Centre, Neechi Foods Community Store, Kekinan Centre, the Payuk Inter-Tribal Co-op and other housing initiatives, the Indian-Métis Friendship Centre, and the new Aboriginal Centre of Winnipeg in which 19 groups have pooled operational resources.

This network reflects the Aboriginal community's energy and ability to work together. It also represents new organizational partners on the local scene—partners who are making equity investments in the city as part of a thrust to become more self-reliant.

Winnipeg has more Aboriginal people *per capita* than any other Canadian centre. Over the next five years, Aboriginal self-determination will be applied in the urban context. Mr. Helgason told the workshop that there is a need to begin serious examination and discussion of unresolved jurisdictional and implementation issues posed by this development.

⁸For further information, contact Wayne Helgason, who is now the Executive Director of the Social Planning Council of Winnipeg, at (204) 943-2561.

Two other topics were noted briefly:

- The need to look at program/service interactions and the use of resources for interagency connections.
- While the Winnipeg Core Area Initiative did not benefit the Aboriginal community very much until its latter years of implementation, there are signs that public policy, both within and outside the anticipated successor agreement, will be more responsive to the community.



Wayne Helgason, Linda Campbell and Don Fuchs, presenters.

NEIGHBOURHOOD PARENT SUPPORT: AN EFFECTIVE RESOURCE FOR THE PREVENTION OF CHILD ABUSE⁹

Don Fuchs, Dean, Faculty of Social Work, University of Manitoba

Dr. Fuchs presented findings from a four-year project which:

- Studied the relationship between stress, support for parenting, and risk of child maltreatment within the social networks of parents in two inner-city neighbourhoods.¹⁰
- Tested the use of an outreach worker as a method of intervening in personal and neighbourhood networks to strengthen the parental support they provide.
- Explored ways to blend formal agencies/services with informal helping resources.

Over the past decade, there has been growing awareness of the role social networks can play in lessening or exacerbating the negative effects of excessive stress. In the case of child maltreatment, researchers have posited that social networks which are not supportive of parenting and pro-child values can reinforce abusive behaviour.

For formal interventions to be effective in such cases, there is a need to go beyond individual rehabilitation to encourage network change. That might mean helping parents integrate into a new neighbourhood, disconnect from negative or high-stress relationships, develop new networks, and/or strengthen positive existing ties. It also might entail neighbourhood-building initiatives to ensure adequate sources of formal and informal help are in place and working in tandem.

The Winnipeg project began in 1988 in the West Broadway and Spence neighbourhoods where the incidence of child protection cases was three to four times the city average. As well, parents were in a minority and thus potentially more vulnerable to social isolation, stress and lack of informal support.

Initial research, including various surveys, an ethnographic study, and analysis of data from Winnipeg Child and Family Services, revealed that stress among neighbourhood parents indeed was high—on some measures, two to three times greater than that found in comparable studies. Moreover, a parental-vulnerability-to-child-maltreatment measure indicated that risk levels were at least twice that of other communities where the scale had been used in survey work. At the same time, the amount of social support parents reported receiving often was minimal, and fewer than half expressed satisfaction with whatever assistance they had obtained.

Based on a profile of factors significantly associated with child maltreatment risk, the researchers developed an hypothesis, part of which proposed that an important way to strengthen

⁹For further information, refer to the report on the Neighbourhood Parent Support Project by Don Fuchs and Don Lutig, 1993. Contact the Child & Family Service Research Group, Faculty of Social Work, University of Manitoba at (204) 474-6663.

¹⁰Social networks are connections people have with each other, e.g., the ties between parents and their relatives, friends, neighbours, local groups and formal human service agencies/workers, among others.

social support in the study area would be to increase the size and diversity of personal and parenting support networks. To test this, an outreach worker was placed in one of the neighbourhoods for a two-year period.

The worker provided direct support to 100 parents. In particular, among a cohort of 26 parents involved in a network identification, mapping and linking intervention system, it was found that personal and parenting support networks were enlarged and diversified, and that the level of help obtained from such networks increased.

Among other activities, various forms of assistance were extended to natural helpers found to be regularly and informally active in the area. A neighbourhood assembly of some 30 parents and service providers was convened to discuss ways of improving relationships. A parent group subsequently formed to pressure one agency to retain its services in the neighbourhood. The assembly also served as a model for another agency to get parent feedback on its operations. The project worker also participated in local efforts to organize a peer counselling training program, babysitting co-op, and baby-sitter training/matching service.

Overall, the study demonstrated that:

- It is possible to identify personal and parenting support networks within a neighbourhood.
- Neighbourhoods with similar levels of high risk for child maltreatment vary in support/stress ratios, the size and composition of parenting support networks, and levels of support given.
- These networks are adaptable. It is possible to reduce the risk of child maltreatment by using methods of social network intervention to:
 - assist both low- and high-risk parents to alter the size, composition, and supportive content of their social relationships; and
 - mesh informal with formal helping systems to increase and sustain the available level of parenting support in a neighbourhood.

The results have several implications for policy, social work practice, programming and service delivery. They indicate that formal agencies need to be cognizant of existing social networks and how to design and deliver human services in ways consistent with the functioning of such networks. This, in turn, points to programs and delivery structures which are need- rather than discipline-oriented and focused on the neighbourhood as the unit of intervention.

The researchers have proposed that their model be tested in other contexts, and that follow-up resources be provided in the study neighbourhood to build on the work initiated by the project and local residents.

Dr. Fuchs noted, however, that events have been moving in an opposite direction. Throughout Manitoba, there has been a dismantling of social capital, including services essential to the capacity of parents to nurture children. The rates and numbers of children in care and in poverty are unacceptably high. Incidents of violence are growing while income support, day care subsidies, and other aid is being eroded.

Without attention to the social fabric and to issues such as adequate income and food security, the existing infrastructure of human services will continue to unravel, Dr. Fuchs argued. There is a need for consciousness raising about the devastating costs of allowing people to be marginalized because our society fails to recognize and invest in social capital.

EVALUATING NEW INITIATIVES FOR PROSTITUTES AND INJECTION DRUG USERS¹¹

Linda Campbell, Partner, Campbell & Heinrich Research Associates

Ms. Campbell referred to two evaluations of local services for prostitutes, injection drug users and street youth to illustrate:

- the limited knowledge base which now exists about such high-risk groups, juxtaposed with assumptions made in providing services to them;
- the limited understanding of the long-term impact of such services; and
- the advantages of blending qualitative with quantitative methods in social research.

The evaluations involved the former Street Links project administered by the City of Winnipeg, and the Prostitutes and Other Women for Equal Rights (POWER) program now operated by Mount Carmel Clinic.

Street Links was a two-year outreach project to extend health prevention and risk reduction services to male and female prostitutes and other street-involved individuals. Working out of a mobile van, nurses and community health workers provided needle exchange, condoms, health education and service referrals.

POWER, currently funded as a demonstration project, entails direct services to women and girls engaged in, or at risk of engaging in, prostitution (e.g., counselling, health education, primary health care, and street outreach to distribute condoms and bad date sheets to prostitutes in the downtown area). POWER also has service contracts with nine agencies and co-ordinates linkages between itself, other agencies, and government departments.

The following quantitative and qualitative research methods were used in both evaluations:

| QUANTITATIVE METHODS | QUALITATIVE METHODS |
|--|-----------------------------|
| Ongoing review of client contact forms | Participant observation |
| Analysis of file and encounter data | Staff interviews |
| Cross-sectional surveys | Service provider interviews |

¹¹For further information, refer to the following report available from Campbell & Heinrich Research Associates entitled "Evaluation of the Street Links Project: Final Report (October, 1993)." Evaluation data from the POWER study are still being collected. To contact Campbell & Heinrich Research Associates, telephone (204) 942-0332.

In addition, sero-prevalence (saliva) testing for the human immuno-deficiency virus (HIV) was conducted on an ongoing basis during the Street Links study.

The combination of quantitative and qualitative techniques enabled the evaluators to:

- corroborate and supplement the results of individual methods;
- develop more balanced descriptions of prostitutes, drug users, street youth and the services they receive;
- better understand and interpret study findings; and
- ask better research questions.

Ms. Campbell used the following descriptive data on street prostitutes to address a number of assumptions about this population:

- Prostitutes differ from one another in many ways—e.g., on the basis of gender, age, education and income. Place of work also is a distinguishing characteristic. In the case of girls/women, for example, those working in the Jarvis and Sutherland area have a lower average age than female prostitutes working in the Higgins area. As well, they have less formal education than those working in the vicinity of Higgins, Bannatyne, or than the young men and women working in an area adjacent to the Legislative Buildings. Street observations further revealed that girls/women from the Jarvis and Sutherland area tend to be under-age and under the influence of sniff while working, further indicating they may be among the most vulnerable of the street prostitutes.
- Reported incomes from prostitution vary widely, as does the proportion of earnings the prostitutes get to keep for their own use.
- About 90% of female prostitutes in both studies reported they always used condoms with their customers or "dates," but seldom took this precaution when having sex with their husband or regular boyfriend. At the same time, 24% of female prostitutes surveyed for the POWER study and 54% in the Street Links evaluation identified their partners as injection drug users. This suggests their risks of contracting HIV/AIDS may be greater when they are with their partners.
- Saliva testing done during the Street Links project indicated 2% of the study population was HIV-positive. This was consistent with national averages at the time of study.
- Of the women in POWER's catchment area, 86% have been victims of violence, broadly defined to include all forms of physical and sexual abuse.
- Use of health and social services varies. Of the female respondents in the POWER survey, 75% indicated they had a regular doctor and about 69% were receiving social assistance. However, educational resources were underutilized. In the case of Street Links, project interventions resulted in a statistically significant increase in the use of health and social services among the target population.

4.0 KEYNOTE ADDRESS

4.1 KEYNOTE ADDRESS: SUMMARY¹

THE MEDIA AND WINNIPEG'S INNER CITY RUTH TEICHROEB, SOCIAL AFFAIRS REPORTER, *WINNIPEG FREE PRESS*

Ms. Teichroeb highlighted three issues:

- negative stereotypes about the inner city;
- why and how such images may be perpetuated by the mass news media; and
- how researchers and community groups can influence news-gathering and reporting to broaden public understanding.

Key stereotypes portray the inner city as:

- "crime central";
- a welfare ghetto;
- a "hand-out haven";
- a place for intervention by "do-gooders"; and
- a place from which non-residents flee at the end of the workday (the "nine-to-five syndrome").

Each of these images can be countered by research findings, examples of positive community and government initiatives, and daily experience. Not all inner-city residents or neighbourhoods are casualties of exceptional socio-economic distress, crime or physical deterioration. Why, then, are the stereotypes repeated and reinforced? Why aren't the strengths, diversity and complexity of inner-city life better reflected in the popular media?

Ms. Teichroeb identified the following constraints:

- Journalists and their audiences gravitate to "hard" news, e.g., stories that contain conflict, injustice, or some unusual or negative aspect of the human condition. When space, time, or other resources are limited, these types of items get priority. Readers, in turn, may perceive that the media have blown an issue out of proportion or failed to balance coverage with information about what is being done to address a problem.
- Stock "soft" news stories, especially during the Christmas season, can maintain stereotypes by focusing on charitable activities and examples of individual hardship in the inner city.
- Reporters' tight deadlines may leave little time for background research or contacting key informants, including those at the grassroots or who hold alternative viewpoints. Even when preparing detailed feature articles, reporters may be pressured at deadline to go with what they have, however incomplete the information might be.
- Finding alternative voices among less formal or less well-organized community groups can be difficult, even for reporters who have an assigned "beat" and base of local contacts.

¹Note: Summary prepared by Deborah Lyon.

- Potential news sources may refuse or be reluctant to speak to reporters. Some may be uncertain about dealing with the media or whether publicity will help or hurt their cause. Others may deliberately try to censor information or hide it from public scrutiny.
- Media interest in issues often is transient. If potential news sources are not flexible enough to provide early responses to reporters' queries, then the opportunity to convey a message may be lost.
- Copy editors, not reporters, control the headlines and final content of daily newspaper stories. Headlines written in haste may not capture the appropriate message, while the balance originally put into a story may be lost if some contents subsequently are cut.

It currently is popular to attack the news media as though they were the cause of assorted social ills, not simply messengers. Ms. Teichroeb noted that various avenues exist for public complaints about media reports and that journalists are responsive to criticism. In particular, coverage is beginning to reflect a persistent theme that the media are not presenting enough positive information from which people can learn and be encouraged to move forward.

Ms. Teichroeb also suggested, however, that researchers and community groups should employ more proactive approaches to media relations:

- Build relationships with reporters and editors through informal discussions, meetings, and other means. Cultivate the "beat" or other reporters who share interest in specific subjects. Work with them to identify newsworthy angles and be more sensitive to important nuances.
- Ask for more from the media. Press reporters and managers to provide more in-depth, contextual coverage.
- Supply the kinds of data which challenge stereotypes. Also anticipate the currency of specific issues in the media and be prepared to react with information and commentary.
- Recognize how human interest stories can help illustrate or explain issues. Try to accommodate media needs in this regard by compiling lists of people who are willing to speak publicly about their experiences.
- Persist if at first the media do not respond to news releases and other overtures.
- Be aware that known community contacts can be inundated by media requests for reaction to breaking news stories. There also is the potential to become overexposed since reporters tend to seek out the most accessible spokespeople.

With respect to specific inner-city issues, Ms. Teichroeb suggested any new Winnipeg Core Area Initiative should include long-term planning to ensure effective programs or projects do not die because agreement funding has ended. On the workshop theme, she urged that gaps in connections between researchers/academics and "front-line people" in the inner city be addressed.

4.2 KEYNOTE ADDRESS—QUESTIONS, DISCUSSION AND COMMENTS

During the discussion period following the keynote address, the following comments and questions

were raised by Workshop participants:

- Researchers should question whether the kinds of work they do contribute to media and public stereotypes about the inner city. Is there an over-concentration of research conducted on the inner city or on particular neighbourhoods within the area? How much research is being done in the suburbs or on suburban issues? When there is a focus on troubled youth, for example, why are the case studies always drawn from the inner city when it is known that kids also are on the run from the suburbs?
- Researchers should question their ethical responsibility to provide the results of their work to the communities they have studied so that local groups and individuals have a basis for self-directed analysis and action. It was asserted that too many inner-city neighbourhoods are overstudied by researchers responding to government or agency needs, not necessarily the needs of residents. Frustration grows when people perceive they are not benefiting from the research.
- There currently is a trend to seek the opinions of residents and front-line workers because professionals seem out-of-touch with what is happening in inner-city neighbourhoods. It was suggested that the communications media have a role in supporting this development.
- While some community groups may be hesitant about approaching reporters with their concerns, there are examples of successful media connections which have helped groups achieve their objectives.



Ruth Teichroeb, Keynote Speaker.

5.0 DISCUSSION OF FUTURE RESEARCH DIRECTIONS

5.0 DISCUSSION OF FUTURE RESEARCH DIRECTIONS

Participants were asked to consider three main topics:

- What are the gaps in existing research on Winnipeg's inner city?
- On what specific issues could future investigations focus?
- How should information about current and future research be disseminated?

The perceptions, thoughts and questions raised by participants relating to these three topics tend to be more representative of research users than generators as there were far more of the former than the latter at the Workshop.

5.1 RESEARCH GAPS/METHODOLOGICAL CONCERNS

During their consideration of research gaps and methods, participants focused on the relevance and veracity of inner-city research. These issues were approached in three principal ways which are briefly described as follows:

- Fundamental concerns were voiced about what has been or is being done to investigate inner-city conditions, including research rationale, control and effectiveness, and implementation. Lack of clarity surrounded the issue of who is driving research. The main concerns were that the inner-city community has little influence on the research priorities and processes except as an object of study. Participants expressed the need to address the weak links between research and implementation.
- The strengths and weaknesses of existing data bases and research methods were reviewed. Particular emphasis was placed on the need for more qualitative and community-based research to test, balance, and elaborate upon findings from quantitative data and methods.
- Participants identified the general direction of future research efforts. The suggestions are rooted in the notion that research should and could make greater impacts on inner-city conditions.

Chart 1 outlines in more detail the perceptions, thoughts, questions and suggestions for further consideration related to each of the three above-noted items.

CHART 1: RESEARCH GAPS/METHODOLOGICAL CONCERNS IDENTIFIED BY WORKSHOP PARTICIPANTS

| ISSUE WHICH EMERGED | PERCEPTIONS/THOUGHTS/QUESTIONS RELATED TO ISSUE | SUGGESTIONS FOR FURTHER CONSIDERATION |
|---|---|--|
| <p>1 FUNDAMENTAL CONCERNS</p> <p>Research Rationale</p> | <ul style="list-style-type: none"> ■ Why, what, how and for whom is research done? Who is driving research priorities? Why are researchers and their clients or funding sources selecting some topics and not others? How useful is the research? What are the assumptions/class or cultural biases behind research? Are we adding to the knowledge base or just reinforcing stereotypes about the inner city? Is there an over-concentration on the inner city? Are the same topics repeatedly being studied? What work is being done on neighbourhoods or issues elsewhere in Winnipeg? How is "impact" defined; do researchers fully recognize when a given impact is positive for some, but negative for others? ■ There needs to be a greater responsiveness to the issues and priorities of people in the inner city. ■ The community needs to be included in all phases of the research process. Currently there exist, for example, weak or non-existent links between research and local needs, capacities, and practices. As well, those who are affected by the research have little input in determining the research to be undertaken, nor do they have ready access to findings and recommendations. | <ul style="list-style-type: none"> ■ More attention should be given to the social context and social responsibility associated with what researchers are doing in the inner city. ■ Studies and demonstration projects should incorporate a community development thrust in their design and implementation. ■ Funds should be made available to people in the inner city so they can have the kinds of research that will respond to their issues and help them pursue changes in their lives and communities. ■ Utility to a neighbourhood should be one criterion for determining whether research proceeds or is funded. However, this is not always possible as the "paying client" may not care if the research is of interest to the neighbourhood. ■ Interactive models of communication should be employed to tap existing sources of "urban intelligence"—in particular, to maximize use of local knowledge/key informants, and to establish stronger, ongoing links among researchers and between them and the broader community. ■ There needs to be better ways to link existing and new research with needs and resource assessments. ■ More effort should be made to assess the research that is done, i.e., in terms of its usefulness and the lessons it offers for improving methods, community involvement, etc. |
| | | <p style="text-align: right;">continued on next page . . .</p> |

| Chart 1 continued ... ISSUE WHICH EMERGED | PERCEPTIONS/THOUGHTS/QUESTIONS RELATED TO ISSUE | SUGGESTIONS FOR FURTHER CONSIDERATION |
|--|--|---|
| Control & Effectiveness | <ul style="list-style-type: none"> ■ Inner-city residents generally have little or no input into research priorities and processes, except as subjects to be studied. This lack of community involvement is alienating and disempowering. It also means that researchers may be out-of-touch with what is happening in the area and with the issues of most concern to local people. ■ Despite all the research that has occurred in recent years, residents rarely perceive the effort has led to positive, tangible changes in their lives or neighbourhoods. ■ Study results are not necessarily shared with the community or communicated in ways that readily enable people to undertake their own analysis and action. ■ Researchers have yet to capture the full diversity and dynamism of inner-city life as residents know it, including the strengths of various communities. Instead, the area and its population tend to be portrayed as relatively homogeneous casualties of urban decline. | |
| Relationship Between Research and Implementation | <ul style="list-style-type: none"> ■ The research-implementation link is weak and needs to be addressed. The weakness might be explained by "implementors" who: do not "like" the research results; do not find the research useful; or are dealing with fiscal problems so that responding to research becomes secondary. ■ What can be done to relate research more directly to program development, implementation, community action and evaluation? ■ Are too many studies being shelved? In contrast, are too many policy, budget, and program decisions being made in the absence of adequate data and impact assessments? ■ What, if any, responsibilities do researchers have in terms of advocating, and following up on, recommendations arising from their work? | |
| 2 DATA AND METHODS | | |
| Use and Co-ordination of Existing Data Qualitative Research | <ul style="list-style-type: none"> ■ Certain types of data tend to be lacking (e.g., neighbourhood or other defined geographic areas; info that would help assess proposed cities in neighbourhood programs or facilities). ■ Existing sources of data are overly quantitative in nature, not current, and/or inadequate as bases for analyzing what is happening in the inner city and why. ■ Researchers' reliance on readily measurable data about discrete, tangible phenomena can result in findings which are incomplete, too general, too skewed to physical aspects of urban decline and the inner city. | <ul style="list-style-type: none"> ■ More communication, integration and collaborational effort are needed to increase awareness of data bases which currently exist within a wide range of organizations and to ensure these resources have potential utility for research purposes. ■ More effort should be made to assess the research that is done, i.e., in terms of its usefulness and the lessons it offers for improving methods, community involvement, etc. ■ More attention should be given to the development and application of qualitative research methods/data. There is a need to understand more fully the social aspects of urban decline and to integrate human considerations with "hard" data on physical and social conditions in the inner city. |
| | | continued on next page . . . |

| Chart 1 continued ... ISSUE WHICH EMERGED | PERCEPTIONS/THOUGHTS/QUESTIONS RELATED TO ISSUE | SUGGESTIONS FOR FURTHER CONSIDERATION |
|--|--|---|
| | <ul style="list-style-type: none"> ■ What people need to know is more about the things that are hard to measure and understand, e.g., human behaviour; social linkages and interactions; community values and strengths; what services do/do not work; and how the inner city is affected by the complex interplay of social, economic, political, and other factors. | <ul style="list-style-type: none"> ■ Consideration should be given to the most appropriate unit of analysis. More community-based and micro-level studies were favoured as a means of capturing the diversity and nuances of inner-city neighbourhoods. ■ There is a need to ensure both researchers and their methods are attuned to the socio-cultural diversity of the inner city. ■ Research that explores the complexity and dynamism of the inner city needs to be undertaken, such as: more longitudinal research (accompanied by long-term commitments to provide resources for this purpose); more comparative research; more comprehensive research, i.e., studies which integrate social, economic, and environmental models, are intersectoral in scope, and are conducted by interdisciplinary teams. |
| New Partnerships/Resource Sharing/Funding | <ul style="list-style-type: none"> ■ Current fiscal crunch demands more creative ways of conducting and funding research | <ul style="list-style-type: none"> ■ Academic and community-based researchers should pursue closer relationships with the private sector which offers potential access to untapped data, funding, and other forms of co-operation. As well, governments should value academic research involvement with the private sector. ■ Universities should reconsider their research priorities and give more emphasis to "utilitarian" projects. ■ There should be more co-ordination and collaboration between the various institutes and disciplines at the Universities of Winnipeg and Manitoba. This pooling of resources and effort should extend to other researchers as well (e.g., the Social Planning Council and private consultants). ■ Innovative ways should be found to make greater use of student researchers (e.g., through more internships and practicums). ■ Many things are happening in the community, but informal groups and smaller agencies usually do not have the time or other resources to document what they are doing. Funding should be made available for this purpose. |
| | | continued on next page ... |

| Chart 1 continued ... ISSUE WHICH EMERGED | PERCEPTIONS/THOUGHTS/QUESTIONS RELATED TO ISSUE | SUGGESTIONS FOR FURTHER CONSIDERATION |
|--|--|--|
| 3. GENERAL DIRECTION OF RESEARCH EFFORT | | |
| (See Chart 2.0 for specific Themes and Topics) | <ul style="list-style-type: none"> ■ There is a need at the community level for practical tools to help people make changes. In particular, there is a hunger for more evaluative and "how to" information, e.g., case studies which are applicable to the Canadian/Winnipeg experience and offer information on how people can replicate successful program/service models. ■ There is a crucial need to include an evaluation component in all programs and services. Few agencies incorporate funds in their budget to do this. Continued funding cannot be based on a handful of personal testimonies. Agencies need to say how many clients they've served to offer some hard facts on this. ■ Given the current fiscal, social, and political climate, there is a need for more information on: <ul style="list-style-type: none"> - the presence and magnitude of inequality in the inner city and how this affects education, health, housing, employment, income and poverty; - the human, financial, and other costs of not addressing known problems—of, for example, overlooking the long-term effects of child poverty on health and physical, cognitive and academic development; and - the potential short- and long-term effects of the kinds of program and service cuts now being imposed by governments. | <ul style="list-style-type: none"> ■ Small-area studies should be undertaken to improve understanding of the complexity, diversity, and strengths/weaknesses of various inner-city neighbourhoods. ■ More ethnographic research should be undertaken. ■ More models are required of what is needed to encourage family, neighbourhood and social stabilization. ■ Existing social, economic and environmental models need to be integrated. ■ Alternative decision-making and administrative models should be developed to overcome the problems now faced as a result of compartmentalized policy-making, funding and program/agency mandates. |

Note: No priority is intended by the order in which the points are presented.

5.2 ISSUES FOR FUTURE RESEARCH INVESTIGATIONS

In addition to summarizing the *general* directions for future research effort which participants suggested (Chart 1), an attempt to arrange participants' *specific* research questions/issues into thematic areas is presented in Chart 2. The broad range of identified topics reflects Workshop participants' diverse and varied research needs as well as their suggestion that there is a need for more research which explores the dynamism/complexity of the inner city—for example, studies which integrate social, economic and environmental models, are intersectoral in scope, and are conducted by interdisciplinary teams.

| CHART 2: POTENTIAL RESEARCH TOPICS IDENTIFIED BY WORKSHOP PARTICIPANTS | |
|---|--|
| THEMES | TOPICS |
| Vision/ Purpose | <p>What will be the "realities" of the inner city 20 years from now? Where are Winnipeg and its inner city expected to be in 20 years? What "realities" and problems are likely to exist?</p> <p>Why are we so preoccupied with the inner city? What is its purpose and role? Do we understand why we want to preserve its individual components?</p> |
| Contextual Influences | <p>What are the impacts of broader societal changes (e.g., employment) on inner-city decline?</p> <p>What are the forces behind, and dynamics and patterns of, Aboriginal migration to the inner city? What are the relationships between this migration and "seasonal homelessness"?</p> <p>Thorough examination of the municipal budget and how we can use resources most effectively.</p> <p>Outstanding jurisdictional and implementation issues related to Aboriginal self-determination/self-government within the City of Winnipeg.</p> |
| Urban Planning/ Development Patterns | <p>Implications of the way Winnipeg is designed (e.g., suburban sprawl, low density of development, aging infrastructure, need for a new aqueduct).</p> <p>New urban living models that build on existing infrastructure and are less car-dependent.</p> <p>Implications of suburban/exurban sprawl, e.g., financial impacts, effects on service accessibility and demands for services.</p> <p>Is inner-city decay really linked to suburban development? Can we quantify to what extent they are linked?</p> <p>What are the dynamics of suburban inner-city migrancy, especially repeated intermigrancy by the same households?</p> |
| Core Area Initiative | <p>Need to build on, but also go beyond, the lessons of CAI I and II to begin re-framing problems, defining future directions, and developing policy for an anticipated successor agreement.</p> |
| Neighbourhood/ Inner-City Stabilization | <p>What is stability and is it really "measurable"?</p> |
| | continued on next page ... |

| | |
|--|--|
| Chart 2 continued . . . | |
| Family Preservation/ Stability | <p>Research on how to provide community-level supports for family stability and effective functioning. Current policies and programs in Manitoba are failing—too many children are in care; too many are permanent wards.</p> <p>High levels of family migrancy in the inner city, e.g., the factors that cause it; impacts on children's academic and social development; how to reduce migrancy.</p> |
| Housing | <p>Background information on slum landlords that will help residents improve housing conditions and close down problem properties in their neighbourhoods (e.g., "booze cans").</p> <p>Shelter issues in general.</p> |
| Inner-City Economy | <p>Track the flow of money in/out of the inner city. How can the flow be altered so that more dollars are retained to support employment, shops, services, housing improvements, business loans and other economic activities in the inner city?</p> <p>Unemployment issues in general were identified as an area for continued research.</p> |
| Poverty | <p>A number of work groups identified "poverty" as a key issue without identifying specific directions or questions for future research.</p> <p>One group, however, suggested that more information is needed on the nature and extent of poverty within the local context. How does poverty manifest itself in Winnipeg relative to our general understanding of the phenomenon? How is poverty manifested in the inner city compared to Winnipeg as a whole?</p> <p>There also is a need to challenge what appears to be a growing view that a certain level of poverty in society is inevitable and perhaps acceptable.</p> |
| Health/ Safety Issues and Service Implications | <p>Impacts and costs of "sniff", e.g., Child and Family Services' costs for youths under care; Manitoba Youth Centre costs.</p> <p>Health status studies of the inner-city population (health broadly defined to include physical, mental, social dimensions).</p> <p>Preventive strategies related to the health and wellness of children.</p> <p>Perceptions of safety.</p> <p>Personal safety: how to address it in programming.</p> |
| Program/ Service Mandates | <p>Problems that arise when arbitrary geographic boundaries are used to limit eligibility for programs/services, denying assistance to people/neighbourhoods that otherwise meet program/service criteria.</p> |

Note: No priority is intended by the order in which topics are listed.

5.3 RESEARCH DISSEMINATION

Consistent with some of the thoughts regarding Research Gaps/Methodological Concerns and Potential Research Topics, a number of participants stressed that researchers have an ethical responsibility to share their findings openly and broadly—and to be more accountable for the work they do, not only to their subjects but to the community in general, since much research is funded by taxpayers.

More specifically, it was argued that information collected on or about the inner city should be returned to residents/communities in ways that will empower them to act. The flow of information should not be one-way, however. Interactive models are needed to foster ongoing exchanges between researchers, users, research subjects, other interested parties and the community as a whole. To help achieve these ends, it was suggested that a dissemination protocol should be developed to ensure feedback is given to communities/research subjects and that research contracts should include a provision that a specified number of copies of the study will be provided to the community at the client's expense. Participants also offered a variety of ideas on how to structure, co-ordinate and exchange information, as outlined in Chart 3.

| CHART 3: RESEARCH DISSEMINATION IDEAS IDENTIFIED BY WORKSHOP PARTICIPANTS | |
|--|---|
| THEMES | IDEAS ON HOW TO STRUCTURE, CO-ORDINATE AND EXCHANGE INFORMATION |
| Effectiveness of Communications | <p>Research can and should be communicated in everyday language so that community people can obtain and use the information.</p> <ul style="list-style-type: none"> ■ Eliminate or clearly explain jargon. ■ Clarify assumptions and study limitations. ■ Present information clearly and concisely. ■ For oral presentations, provide handouts to audience, e.g., easily understood summaries, tables, graphs. ■ Where appropriate, use visual forms to present statistics and other information. |
| Central Information Source | <p>A clearinghouse is needed to make available information on past, current and future research initiatives. Lots of work has been done or is underway. Part of the problem is lack of broad awareness of what information is or soon will be available.</p> |
| Future Forums | <p>Workshops to follow up on Winnipeg's Inner City: Current and Future Research Directions should include more community people and research users.</p> <p>Events like this Workshop should be taken into community settings, with presentations geared to local interests and levels of understanding.</p> <p>Focus groups formats should be considered.</p> |
| Outreach | <p>Universities need to be more directly involved in the inner city.</p> <p>Informal networking—talk to users and key community informants; connect with people on the street.</p> |
| Co-ordination/ Partnerships | <p>Various associations have a responsibility to interlink practitioners and academics.</p> <p>Organizations such as the Institute of Urban Studies and Social Planning Council can be valuable links between academics and the community, as well as direct sources of research information and expertise.</p> <p>Interactive models are needed to foster ongoing exchanges between researchers, users, research subjects, other interested parties and the community as a whole.</p> |
| | continued on next page . . . |

| | |
|-----------------------------------|---|
| Chart 3 continued . . . | |
| Mass Media | <p>A dissemination protocol should be developed to ensure feedback is given to communities/research subjects.</p> <p>Research contracts should include a provision that a specified number of copies of the study be provided to the community at the client's expense.</p> <p>Established news media should be more responsive to, and follow through on, the research information now provided by the universities.</p> <p>People who are communicating through the news media need to know how to present a salient message and how to respond if they are misquoted.</p> |
| Alternative Media | <p>Use community networks and contacts to convey research results and solicit new questions/issues, e.g., field workers; Inter-Agency Group.</p> <p>Use established community media, e.g., school newsletters, library and other public bulletin boards, the <i>Inner City Voice</i>, <i>City Magazine</i>.</p> <p>Researchers should circulate regular updates of their work through vehicles such as the <i>IUS Newsletter</i>. Use new technologies, e.g., electronic mail, computer-based bulletin boards.</p> <p>New community/neighbourhood profiles are needed. They should include information about who lives in a district and what services are available. They also should be easier to understand than existing profiles prepared by the City of Winnipeg.</p> |
| Integrating Research and Practice | <p>Community/service workers have a responsibility to be familiar with available research and incorporate it into the information they convey to their clients and other local contacts.</p> |

Note: No priority is intended by the order in which items are listed.

5.4 NEXT STEPS

It was expected that the Workshop would assist in the definition of an agenda of specific research processes and how such processes might be implemented, e.g., which organizations might take responsibility for areas of research, how the research might be funded and potential opportunities for co-ordination and collaboration among stakeholders. The Workshop did in fact provide a great deal of background material on future research directions which will be considered and implemented by research users and generators. Certainly, however, it was not possible to establish at the Workshop a mechanism to *ensure* that the thoughts suggested in the Workshop are implemented. Currently under consideration, however, is the structuring of an ongoing research network that would involve the various parties involved in and/or affected by research processes or, at very least, would provide a means for ongoing dialogue among the various stakeholders. The Winnipeg Development Agreement, viewed by some to be a successor to the Core Area Initiatives, would be one possible source to seek funding for such a network.



Workgroup 3 in small group discussion.



Workgroup 2 in small group discussion.



Workgroup facilitators reporting back to full Workshop.

APPENDIX A

WORKSHOP AGENDA AND REGISTRATION FORM



**WINNIPEG'S INNER CITY:
CURRENT AND FUTURE
RESEARCH DIRECTIONS
WORKSHOP**

SATURDAY, NOVEMBER 27TH, 1993

The Institute of Urban Studies



WINNIPEG'S INNER CITY: CURRENT AND FUTURE RESEARCH DIRECTIONS

WORKSHOP AGENDA



8:00 - 8:30 A.M.

Registration

Main Floor - Lockhart Hall, Room 1L11
The University of Winnipeg



8:30 - 8:45 A.M.

Introduction and Welcome

Workshop Coordinator: **Catherine Charette**
Senior Research Officer, Institute of Urban Studies



8:45 - 9:45 A.M.

Panel One: Presentations and Discussion

Catherine Charette, Senior Research Officer, Institute of Urban Studies - *"Winnipeg's Inner City: An Overview of Demographic/Socio-Economic Characteristics and Public Perception"*

Jeffrey Patterson, Senior Research Fellow, Institute of Urban Studies - *"Macro Urban Development Trends and Indicators: Implications for Downtown and the Inner City"*

Dana Stewart, Director, Housing Studies, Research & Development Program, Faculty of Architecture, University of Manitoba - *"A Critique of the Winnipeg Core Area Initiative"*



9:45 - 10:00 A.M.

Refreshment Break



10:00 - 11:00 A.M.

Panel Two: Presentations and Discussion


Christine McKee, Head, and **Christian Douchant**, Researcher, Department of City Planning, Faculty of Architecture, - *"Neighbourhood Revitalization in Winnipeg: A Case Study of Incumbent Upgrading"*

Nancy Higgitt, Assistant Professor, Department of Family Studies, Faculty of Human Ecology, University of Manitoba - *"Residential Mobility Among Low-Income Families"*


Linda Williams, Chair, Winnipeg Housing Coalition - *"Winnipeg Housing Coalition's Project on Inner City Housing (Community Based Housing Project) and Community Based Housing Initiatives"*



This Workshop is partially funded by a grant obtained from The Social Sciences and Humanities Research Council of Canada's Aid to Small Universities Program administered through The University of Winnipeg. The Institute of Urban Studies is partially funded by The Canada Mortgage and Housing Corporation and The University of Winnipeg.

 Social Sciences and Humanities
Research Council of Canada

 The University of Winnipeg

 Canada Mortgage
and Housing
Corporation

WINNIPEG'S INNER CITY: CURRENT AND FUTURE RESEARCH DIRECTIONS

WORKSHOP AGENDA



11:00 - 12:00 Noon

Panel Three: Presentations and Discussion

Wayne Helgason, Executive Director, Ma Mawi Wi Chi Itata Centre Inc. - *"Services to Aboriginal Children and Families Which Incorporate A Cultural Dimension"*

Don Fuchs, Dean, Faculty of Social Work, University of Manitoba - *"Neighbourhood Parent Support: An Effective Resource for the Prevention of Child Abuse"*

Linda Campbell, Partner, Campbell & Heinrich Research Associates - *"Evaluating New Initiatives for Prostitutes and Injection Drug Users"*



12:15 - 1:30 P.M.

Lunch and Keynote Address

Riddell Hall Cafeteria at The University of Winnipeg

Keynote Address: Ruth Teichroeb, Social Affairs Reporter, *The Winnipeg Free Press*

"The Media and Winnipeg's Inner City"



1:45 - 2:45 P.M.

Small Group Discussions

Groups of 10 registrants will respond to the morning presentations and will discuss ideas for future research directions as well as "user friendly" means of research information dissemination



2:45 - 3:00 P.M.

Refreshment Break



3:00 - 4:30 P.M.

Group Reports

Facilitators of small group discussions will report back to the full session



4:30 - 4:45 P.M.

Closing Remarks

Workshop Coordinator: Catherine Charette, Senior Research Officer, Institute of Urban Studies



The University of Winnipeg
is a non-smoking facility.
Smoking is allowed in
designated areas only.



Workshop logo designed by Kai Wilbee



WINNIPEG'S INNER CITY: CURRENT AND FUTURE RESEARCH DIRECTIONS

WORKSHOP

SATURDAY, NOVEMBER 27TH, 1993

This Workshop falls under the umbrella of the IUS research program on Inner Cities which is designed to contribute to the accurate and comprehensive description of inner-city change in Canadian Prairie inner cities. Understanding inner-city change is crucial in determining the need and form of intervention for renewal and the suitability of existing renewal programs and public policies. While the current research program has as its mandate the Canadian Prairie, the Institute has a long tradition of undertaking research on Winnipeg's inner city.

WORKSHOP OBJECTIVES

- To provide a forum where a sampling of current research on Winnipeg's inner city can be presented and discussed;
- To enhance networking among research generators;
- To promote the co-ordination of inner-city related research initiatives;
- To determine present "usability" of research to such groups as planners, service providers, politicians and policy-makers, and how such research could be made more useful to such parties; and
- To engage research generators and users in constructive dialogue regarding future research directions.

WORKSHOP FORMAT

The Workshop consists of a full-day session of presentations and discussions; a number of research pieces will be highlighted in the morning and small group discussions will take place in the afternoon.

At a date to follow, Workshop presenters will reconvene in a day of round table discussions. Based upon the Workshop findings, future research directions will be proposed, as will meaningful forms of information dissemination.



THE INSTITUTE OF URBAN STUDIES



**WINNIPEG'S INNER CITY:
CURRENT AND FUTURE RESEARCH DIRECTIONS**

WORKSHOP REGISTRATION FORM

SATURDAY, NOVEMBER 27TH, 1993

ROOM 1L11 - LOCKHART HALL

AT THE UNIVERSITY OF WINNIPEG, 515 PORTAGE AVENUE

REGISTRATION BEGINS AT 8:00 A.M.

THE WORKSHOP ENDS AT 4:30 P.M.



**SPACE IS LIMITED TO 60 PARTICIPANTS -
REGISTER EARLY !!**

NAME: _____
ORGANIZATION: _____
TITLE: _____
ADDRESS: _____
CITY: _____ PROVINCE: _____
POSTAL CODE: _____
PHONE: _____ FAX: _____

If you have any special meal or access requirements, please indicate: _____

In order to facilitate pre-arrangement of the group discussions during the afternoon session, please indicate how you wish to be identified - as a "generator" of research or a "user" of research

**WORKSHOP REGISTRATION FEE IS \$30.00 PER PERSON
A FEE REDUCTION OR WAIVER MAY BE REQUESTED**

**PLEASE SEND YOUR COMPLETED REGISTRATION FORM AND FEE TO:
NANCY ITO, ADMINISTRATIVE OFFICER
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This Workshop is partially funded by the Social Sciences and Humanities Council of Canada's Aid to Small Universities Program through The University of Winnipeg. The Institute of Urban Studies is partially funded by The Canada Mortgage and Housing Corporation and The University of Winnipeg.

APPENDIX B

LIST OF REGISTRANTS

REGISTERED ATTENDEES

- Notes: 1 P - Presenter; F - Facilitator for small group discussions.
2 In order to facilitate pre-arrangement of the small group discussions in the afternoon session, registrants were asked to indicate how they wished to be identified—as a "generator" of research or a "user" of research.

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APPENDIX C

**LIST OF WORKGROUPS,
WORKGROUP DISCUSSION QUESTIONS, AND
SUMMARIES OF WORKGROUP DISCUSSIONS**



**WINNIPEG'S INNER CITY:
CURRENT AND FUTURE RESEARCH DIRECTIONS
WORKSHOP - NOVEMBER 27, 1993**

WORKGROUPS

WORKGROUP #1

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**WINNIPEG'S INNER CITY:
CURRENT AND FUTURE RESEARCH DIRECTIONS
WORKSHOP - NOVEMBER 27, 1993**

WORKGROUPS

WORKGROUP #5

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QUESTIONS TO GUIDE WORKGROUP DISCUSSIONS

1. RESPONSES/FEEDBACK TO MORNING SESSION

What is your general response to the material presented in the morning—was it useful, interesting, difficult to understand, *etc.*? (*Ask for general comments and then probe for responses according to the various topics covered*):

demographic/socio-economic studies
public perception
macro urban development trends
Core Area Initiative analysis
neighbourhood upgrading
residential mobility among low-income families
community based housing project
Aboriginal services
neighbourhood parent support services

Which material (or aspects of material) presented is something that is useful in your work?

Should there be continued investigations on these topics? Do you have suggestions for particular aspects which should be investigated?

2. RESEARCH GAPS

- In which areas do you think there are research gaps (e.g., are there gaps in the area of housing, recreation, by target group, *etc.*)?
- Are there specific pieces of information/data that would make your work/program/*etc.* more effective? What kinds of data?
- What kinds of questions do you have that if you had the answers would make your job more effective?
- Do you/does your organization have material/information that could be used to address some of the research gaps which you have identified?

3. RESEARCH DISSEMINATION

- What do you feel are useful/appropriate forms of research dissemination? (*Ask for general comments and then probe for responses to: reports, journal articles, media outlets, newsletters, workshops/conferences/seminars, etc.*)
- Can you identify a very useful document/report/piece of literature/conference/*etc.* which you found extremely useful in addressing the needs of the inner city? What were the characteristics of this document/report, *etc.*

4. INNER-CITY ISSUES TO BE ADDRESSED/PRIORITIES

- Although you may have alluded to issues and priorities already, research needs and priorities may not necessarily be parallel. Please identify the pressing problems/issues facing the inner city; rank if possible.

SUMMARY OF WORKGROUP DISCUSSIONS

Note: Prepared by D. Lyon from notes and discussions resulting in Workgroup sessions.

WORK GROUP #1

Responses to Panel Presentations

- Researchers should remain in touch with the grassroots population to understand local issues and perspectives. There also needs to be better sharing of results, especially with the people who are studied.
- Community workers can assist in this process by telling researchers what residents want to know and by conveying research findings back to the community.
- There is a need to take a forum like this research workshop into community settings, but the information must be geared to local needs and levels of understanding.
- Organizations such as the Institute of Urban Studies and Social Planning Council (SPC) can be valuable links between academics and the community, as well as direct sources of research information and expertise. (E.g., an SPC needs assessment helped obtain support for setting up the Community Unemployed Help Centre).
- Researchers must be sensitive to the inner city's multicultural diversity. Not everyone can go into a neighbourhood and work effectively. Inappropriate approaches, assumptions or methods may lead to negative local reactions, inadequate data, or misinterpretation of findings.
- Community workers recognize that access to hard or quantitative data is important to back up what they say when they are advocating political action.
- Government departments need to know more about whom they serve and what the effects will be if they cut a facility or program. (E.g., the city's current proposal to close Sherbrook Pool is based on financial data only. A fuller impact analysis has not been done, nor is the city collecting the data which could be used for this purpose).
- More should be done to ensure research studies are implemented, not shelved.

Research Gaps

- The social side of neighbourhood/urban research is weak. There seems to be a focus on readily measurable concerns such as housing conditions. But, there also is a need for "social data" information that helps to explain social conditions, human behaviour, social linkages, *etc.* within whole communities, not just among narrowly defined subgroups. To the extent that such

information now exists, it should be better integrated and co-ordinated with quantitative research.

- Communities can't wait for governments to answer their information needs. Local residents should be generating the research, i.e., identifying needs and setting community standards.
- Strong linkages with grassroots people will help ensure that university researchers understand community issues and provide relevant research.
- Government and agency employers should give community workers time to participate in research-related activities.
- New neighbourhood/community profiles are needed. They should be easier to read than the profiles prepared by the City of Winnipeg and they should include information on the district, its population, and available services.

Research Dissemination

- Use established contacts and communications media in the community, e.g., front-line workers, school newsletters, the *Inner City Voice*.
- Hold research information sessions and conferences in community settings.
- Community workers should ensure they have as much research information as possible at their fingertips so it can be used when they are talking to clients.

Inner-City Issues

- neighbourhood stability
- poverty
- unemployment
- housing conditions
- background information on slum landlords that will help residents close down problem properties
- inner-city economy—in particular, how the flow of money can be altered so that more dollars are retained in the inner city to support shops, services, employment, housing improvements, business loans and other economic activities
- long-term effects, including human and financial costs, of service cuts
- human costs of inner-city problems (in terms taxpayers can relate to)

WORK GROUP #2

Responses to Panel Presentations

- Much information is now gathered by governments, agencies, and others, but with little or no input from the people who are directly affected by what is collected and how it is used. There seems to be little connection between research, needs and practice.
- Morning presentations required more time and discussion.
- There was a good variety of presentations; topics and themes were related, yet different.
- More handouts would have been helpful.

Research Gaps

- Research should be seen in its social context and should be more attentive to social responsibility concerns. Research should be "owned" by its subjects and used for community empowerment. It should be more attuned to the dynamics of inner-city neighbourhoods and linked more effectively with advocacy, action and practice. To work toward these ends:
 - There needs to be a community development approach to research design and implementation. Time should be built into the process to enable inner-city people to be involved in identifying and helping to investigate issues.
 - Dollars should be provided to people in the inner city so they can determine the research needs and priorities that will make a difference in their lives and neighbourhoods.
 - Local planning authorities are required at the neighbourhood or community level.
 - Researchers must be able to employ various approaches in their work since certain methods may be less effective in some neighbourhoods compared to others.
 - Closer co-ordination is needed between existing/new research and needs/resource assessments, program development, implementation and evaluation.
 - While much information is now collected, there are gaps in data oriented to neighbourhoods and other geographic areas. This, in turn, influences how resources and services are allocated at the local level.

Research Dissemination

- A clearinghouse of past, current, and potential future research should be organized.
- Outreach also is needed to ensure greater awareness of what is happening.
- More collaborative efforts should be undertaken to collect, communicate, integrate and otherwise share data for the benefit of all. There are many sources of data which could provide a basis for

empowering people to make changes, e.g., city social services, other government departments, health centres such as Klinik, the Manitoba Health Services Commission, Social Planning Council, Winnipeg Child and Family Services, Ma Mawi Wi Chi Itata Centre, schools, churches and community agencies. These sources tend, however, to be isolated from one another and from researchers. Some also lack time, staff, or other resources to pursue research/data collection linkages. Greater use of student researchers might help overcome the latter problem.

Inner City Issues/Research Priorities

- build on CAI experiences to re-frame problems and define future directions
- long-term social, economic and other impacts of down-sizing, budget/service cuts, *etc.* (i.e., What are the real long-term costs to the inner city?)
- comparative research on problems such as child abuse and youth violence in the inner city and suburbs (i.e., What are the similarities and differences?)
- evaluation of implemented programs/services (i.e., What has/has not worked?)
- development of models of social stabilization which identify the things needed to stabilize neighbourhoods/families (e.g., economic and other security issues) and to build on existing strengths
- integration of social, environmental and economic models
- intersectoral collaboration in design and research
- methods of empowering inner-city residents to identify and act on research needs and solutions relevant to their community

WORK GROUP #3

Responses to Panel Presentations

- Some material was difficult to understand. Terms (jargon) such as "gentrification" and "regression" should have been defined and better explained since workshop participants represented various backgrounds and specialties.
- Some of the information presented didn't seem to reflect the realities of the inner city. This is not a homogeneous area, yet some information was presented in such a way to suggest that all inner-city communities are alike. For example, the Point Douglas area would see itself as quite different from West Broadway.
- A bias of White middle-class values was evident in some presentations. Comments relating to some of the photos were somewhat offensive and suggestive of a narrow view. It was felt researchers need to be very careful of this, particularly when they are studying people who are very different from themselves, e.g., different values, lifestyles, activities, attitudes, *etc.*
- An incredible amount of information was presented and it was somewhat disjointed, i.e., no common thread seemed to run through the presentations. Perhaps there was too little time for each paper or too many presentations.
- More time for discussion/questions might have given the audience a chance to clear up misunderstandings and perhaps find the link between each presentation.
- Some of the research (e.g., the work on incumbent upgrading) seemed to lack the human element.
- Presentations also lacked information on the current political context.
- Relevancy issues: Researchers should use current data (unless looking at trends over time). A weakness of quantitative information sources is that they often are outdated; door-knocking might be more effective.
- Qualitative data are needed, as are community-based approaches to ensure research is relevant, that communities are involved in the activity, and that they have the opportunity to use the results.
- Researchers seem out of touch with what communities want to do. They want to learn how to respond to local issues, e.g., violence in schools.
- The presentations prompted many questions about research assumptions, methods, and implementation. For example:
 - Why doesn't government use and act on available research in policy formation and program evaluation?
 - When there is a response, why are there such gaps between what the research says and how it is used?
 - How do we measure "sense of community"? Do we put too much value on home ownership as a key variable? Are we making false assumptions about home ownership as a panacea and

renting as a reason for neighbourhood decline? How do local people define what community is?

- What is impact? Do researchers always capture its full meaning, i.e., that a given impact may be positive for some, but negative for others?
- Are we studying the same areas and issues over and over?
- The presentations were stimulating and offered potential for good discussion. The opportunity to hear from so many researchers was positive. The workshop has been a means to bring research generators and users together for a "reality check" and to network. This undoubtedly will be valuable for the future.

Research Gaps/Inner-City Issues

- health status studies of the inner-city population (health broadly defined to include physical, mental, social dimensions)
- leading edge research, e.g., preventive strategies related to the health/wellness of children
- personal safety—how to address it in programming
- implications of suburban/exurban sprawl, e.g., financial impacts; effects on service accessibility and demand for services
- service models research. (We seem to have to look to the U.S. for models on which to base program/service delivery. We don't seem to be modelling the successes in Canada. We should do this, then share the information with other communities).
- community-based, area-specific research to account for uniqueness within what we now define as the inner city
- the social aspects of inner-city decline. (It seems to be easier to measure the physical aspects of decline than to study people. However, discussants emphasized the need to "connect" human considerations with physical or non-human factors in all inner-city research).
- evaluation-focused research which not only assesses programs/services, but also evaluates research itself (i.e., is it relevant and helpful?)
- longitudinal research. (There seems to be a problem getting funding for long-term research, yet we need to know what is happening over time. Government funded research generally only occurs if the outcomes are expected to meet political needs. Government will not fund research that has the potential for embarrassment, soliciting unwanted public pressure for action, or data that will be too expensive to collect relative to its utility to the government body).
- cross-disciplinary work; looking at inner-city issues with a multi-perspective approach; recognizing the need for more holistic and comprehensive approaches
- Research should be part of a cyclical process, i.e., research—planning—intervention—evaluation—research.

- Much work is driven by the quantitative approach (more scientific, therefore more credible in the eyes of some) and by ease of sampling. But this can mean important subtleties are missed and that researchers fail to really "get at" an issue. Qualitative and community-based approaches should be fostered to address these weaknesses.
- Public perception studies have the potential to tap the local pulse and pinpoint issues. But, too often the process seems to stop there. Where is the imperative to respond to the results? How do we effect change when research uncovers negative perceptions?

Research Dissemination

- Community people often find it hard to obtain information. Emphasize getting results out to residents, not just to the "people at the top."
- Community outreach and networking are important.
- Researchers should involve the community up-front in identifying issues and questions.
- Researchers should provide brief, easily understood summaries of their work to potential users through an outreach approach.
- The *IUS Newsletter* is a good source of information on the Institute's work. Other researchers should be encouraged to outline their projects in similar publications.
- Media alternatives include the *Inner City Voice* and *City Magazine*.
- Community meetings might be a good place to present research of interest and relevance to the community at large or to service providers.
- Write into contracts that a certain number of copies of the research are to be provided to the community at the client's expense.
- Give communities opportunities to use research.

Priorities

- preventive strategies re: health and wellness of children
- personal safety
- community-based, area studies

WORK GROUP #4

Responses to Panel Presentations

- Overheads were unreadable; handouts were needed.
- There was a lot to hear. Time for presentations and discussion was too short.
- "Jargon" needed to be explained. Research can and should be conveyed in everyday language so that community people can understand and use the information.
- Researchers must be careful not to be condescending to community members. They should explain premises, present information clearly, and not assume a common vocabulary.
- Workshops such as this are helpful for field workers who find it hard to gain access to and use research.
- Quantitative and qualitative data offer different pictures. Numbers don't capture the strength of the community, but qualitative information does show possible areas of hope and action.
- New research is needed, not to identify needs, but to develop and evaluate programs. It is important for community projects to build in a third-party evaluation component so we can learn what does/does not work.
- It's the concentration of problems in the inner city—not the problems as such—that are unique to Winnipeg.

Research Gaps

- The Aboriginal community seems to be missed.
- More documentation and analysis are needed on what works and how it can be duplicated. This entails stronger linkages between the community, people working in the community, and researchers. It also requires that resources be available to help people document what they are doing. Community groups and small agencies often lack time, staff or other resources for this task.
- Third-party (independent) evaluations are important because groups cannot objectively assess what works.
- Attention needs to be given to the question of who is doing the research. For example, more research needs to be done "with" the Community rather than "to" the Community.
- Communication should be ongoing, regular, two-way and clear so that terminology is not a barrier to understanding.
- Co-ordination is a problem. For example, agencies do not co-ordinate or network to share information and data. There is not enough communication among those who generate research and those who use it.

- There are barriers that prevent community groups from getting the information they need, community groups just do not know where to go to get certain sorts of information.
- Community groups may do research, but then lack the resources to implement the results/solutions.

Research Dissemination

- Effective presentation methods will depend on the purpose and intended audience for the communication. Written reports and verbal presentations are essential, but they should be complemented by other forms, including the use of summary handouts and translation of data into visual representations where appropriate.
- Media coverage is an important information source for community groups, but the media can reflect powerful interests who have the funds to buy space/time. As well, news reports can be skewed and can lack comprehensiveness. People who are communicating through the media need to know how to present a salient message. They also need to follow up with reporters and editors if they have been misquoted.
- Academic journals are probably of limited utility in reaching community residents and field workers. However, alternatives such as community bulletin boards, electronic mail and the *Inner City Voice* may be effective.

Inner-City Issues

- the presence and magnitude (level) of inequality, and the impact this has on education, health, housing, employment, income and poverty
- problems that arise when arbitrary boundaries are used to determine eligibility for programs/services (e.g., the CAI experience where neighbourhoods outside the Initiative's geographic mandate were ineligible for assistance even though they otherwise met program criteria)
- perceptions of safety

WORK GROUP #5

Responses to Panel Presentations

- IUS is to be commended for its leadership in initiating and organizing the workshop.
- Presentations pointed to some key trends (e.g., urban fringe development); initiatives that should be considered for practical implementation (e.g., the neighbourhood parent support project); and interesting issues and developments in research methods.
- More time was needed to clarify apparent contradictions and give fuller consideration to the multiplicity of contextual factors at play in the inner city. For example, the current fiscal reality, North American Free Trade Agreement, and health care system were not mentioned.
- It would have been helpful if the data outlined in the first two presentations had been circulated in advance, enabling workshop discussion to move into analysis and solutions. Other presentations also had facts/observations, but lacked conclusions/convictions.
- Several overheads couldn't be seen by the audience.
- Slides featured buildings, but not people.
- "Jargon" needed to be defined more clearly, as did the researchers' underlying assumptions and study limitations.
- There was too little time for presentations, questions and discussion.
- Research activities are most often very separate from the daily activities, functions of, say, a front-line worker or policy decision maker. It is difficult to knit the two activities together.

Research Gaps

- implications of the way Winnipeg is designed (e.g., suburban sprawl, aging infrastructure, need for a new aqueduct)
- development of new urban living models that build on existing infrastructure and are less car-dependent
- impacts of the current fiscal crunch
- involvement in the research of the people most affected by it/community directed research
- harnessing researchers/resources on real problems
- a real look at the municipal budget and how we can use resources most effectively

Research Dissemination

- Use computer bulletin boards.
- If there is a follow-up day to the workshop, could it include participants who are subjects of research?
- Why and how research is funded does influence what gets done.
- Researchers have an ethical responsibility to share their work/findings.
- There should be ongoing discussions with research users and subjects.
- Accountability to taxpayers also is important since they pay for much of the research. They should have access to results, cost information, *etc.*
- Politicians need to know facts.
- Universities need to be more directly involved in the inner city.

Inner-City Issues

- costs of overlooking health, child poverty, education (academic development) issues (e.g., 90% of people involved with the Main Street Project have tuberculosis; 4,000 students/month leave schools in the Winnipeg School Division)
- longitudinal research on early intervention in child care
- impacts and costs of "sniff," e.g., Child and Family Services' costs for youths under care; Manitoba Youth Centre costs
- the effects of deficit infrastructure costs on the delivery of services
- compartmentalized policy-setting, funding, and mandates—difficulties of getting action because of the interdisciplinary nature of required responses; need for holistic systems approach
- equitable sharing of resources/opportunities.

WORK GROUP #6

Responses to Panel Presentations

- The papers represented a range of research foci and were comprehensive without mirroring the workshop in detail.
- Some terms were obscure due to the lack of shared vocabulary.
- Photographic slides offered a superficial picture that may have reflected middle-class assumptions about neighbourhoods/housing conditions.
- 1991 census data are needed.
- Presentations sparked basic questions about why the research is being done and for whom.
 - Who is driving research priorities—the subjects, agencies, funding sources, researchers, others?
 - What is the relevance and utility of the research *vis-à-vis* the demands of academic institutions?
 - Is research being used to empower, and improve the conditions of, inner-city residents? (E.g., neighbourhood safety walk surveys; neighbourhood-based services).
 - Who owns the research? Information is powerful and should be given back to the community in some form.
- Researchers need to tap into "urban intelligence," e.g., key informants in the community—for a more balanced picture and different quality of research.
- There seems to be an artificial barrier between research and implementation.

Research Gaps

- going beyond the lessons of the first two Winnipeg Core Area Initiative (CAI) agreements to develop policy for CAI III
- accountability issues. (Are the people affected by the research involved in structuring that research? Is information being returned to the community to enable change?)
- Are there strong alliances between academic researchers and policy-makers? What accounts for apparent barriers between research and implementation and for gaps between identification of problems and solutions? Researchers provide tools to policy-makers, but it is the role of politicians to follow through. Academics should value that part of the process.
- there is a need for research to examine creative funding options for services, projects, *etc.*, which address inner-city issues.

Research Dissemination

- This is a critical part of the process because information can be used by the community for prediction, action, and prevention.
- In future forums, have greater participation by community people and user groups, not just service providers. Also, have fewer presentations and more time for interaction.
- Other options:
 - Talk to users and key community informants. (The Institute of Urban Studies could be a vehicle for this activity).
 - Connect with people on the street.
 - Informal networking.
 - New partnerships; more collaboration and resource-sharing.
 - More responsiveness and follow-through by the mass media on the information now provided to them by universities.
- We need to value and recognize our own knowledge base. There are informed people within our community. We do not necessarily need to seek outside ideas and data.
- An information clearinghouse should be organized.
- Develop a dissemination protocol to ensure feedback is given to communities/research subjects.
- Although the concern was raised that it sometimes seems that the research results are not adequately disseminated, it was noted that this is sometimes due to protecting the privacy of the subjects studied. For example, some university policies on divulgence of subjects' information makes it hard to get research results back to the community.
- Utility to a neighbourhood should be one criterion for research since the work needs to be relevant.
- There is a level of ignorance/lack of understanding among researchers and policy makers regarding the realities of the inner city
- The difficulties of working with various levels of government is appreciated. For example, it may be difficult to ascertain which level would best use research findings or would be most likely to take responsibility for research recommendations.
- There is a need for increased collaboration among the various interest holders of research activities.

Inner-City Issues

- How to gain access to private-sector and other untapped resources
- Governments should value academic research involvement with the private sector.

- Local knowledge
- Partnerships
- There is a need for grassroots/community based research initiatives
- Recognize the needs of those being studied and give information back to the community in usable form.
- Give people the tools to make change.
- Accountability—for follow through
- Research has to be funded. Look at how dollars are now spent and possibilities for reallocation. Universities should free up dollars for utilitarian research.
- Students can be used for community research, but funds are needed to support this (e.g., internship programs).

COMBINED WORK GROUPS #7/8

Responses to Panel Presentations

This group did not comment on panel presentations.

Research Gaps

- While there have been many studies on poverty, there is a lack of information on the nature and extent of poverty within the Winnipeg/inner-city context. How does poverty manifest itself in Winnipeg relative to our general knowledge of the phenomenon? How does it manifest itself in the inner city compared to Winnipeg as a whole?
- Is inner-city decay really linked to suburban development? Can we quantify to what extent they are linked?
- What are the dynamics of suburban-inner city migrancy, especially repeated intermigrancy by the same households?
- What are the impacts of broader societal changes (e.g., employment) on inner-city decline?
- Why are we so preoccupied with the inner city? What is its purpose and role? Do we understand why we want to preserve its individual components?
- What is stability and is it really "measurable"?
- The inner city suffers from negative perceptions; there needs to be an examination undertaken to measure the extent that negative perceptions are based on reality.
- linking and understanding the dynamics of relationships between social, economic, and environmental considerations or realities

Research Dissemination

- Increased exposure through community papers (e.g., *Inner City Voice*).
- Research user focus groups could be useful; for example, some tracking of various research initiatives and longitudinal research is needed. Evaluations soon become out dated. It would be useful to determine if the program agency, *etc.*, has responded to points/issues raised in the evaluation.
- Various associations have a responsibility to interlink practitioners and academics. For example, the Inter-Agency model is very effective; it draws various groups together and numerous offshots develop.

Research Priorities

- Aboriginal migration to the inner city—forces behind; dynamics and patterns of; relationships to "seasonal homelessness"
- "Realities" of the inner city 20 years from now (i.e., Where are Winnipeg and its inner city expected to be in 20 years? What "realities" and problems are likely to exist?)

APPENDIX D

WORKSHOP EVALUATION FORM
AND
ATTENDEE'S RESPONSE TO WORKSHOP

**WORKSHOP: WINNIPEG'S INNER CITY: CURRENT AND
FUTURE RESEARCH DIRECTIONS EVALUATION FORM**

SATURDAY, NOVEMBER 27, 1993

YOUR EVALUATION OF THE WORKSHOP WILL BE HELPFUL IN IMPROVING
THE QUALITY OF FUTURE WORKSHOPS. PLEASE TAKE A FEW MINUTES TO
COMPLETE THE FOLLOWING.

1. How much do you agree or disagree with the following statements?

| | | Strongly Disagree | | | | Strongly Agree |
|----|---|----------------------|---|---|---|-------------------|
| a) | I enjoyed the Workshop. | 1 | 2 | 3 | 4 | 5 |
| b) | The information presented at this Workshop will be useful in my work. | 1 | 2 | 3 | 4 | 5 |

2. How much do you agree or disagree that the Workshop Objectives were met?

| | | | | | | |
|----------------|--|---|---|---|---|---|
| Objective i) | to provide a forum to present and discuss a sampling of current research on Winnipeg's inner city. | 1 | 2 | 3 | 4 | 5 |
| Objective ii) | to engage research "generators" and research "users" in constructive dialogue regarding future research directions. | 1 | 2 | 3 | 4 | 5 |
| Objective iii) | to facilitate the co-ordination of inner-city related research endeavours. | 1 | 2 | 3 | 4 | 5 |
| Objective iv) | to determine present "usability" of research (to such groups as planners, service providers, politicians and policy makers) and how such research could be made more useful to such parties. | 1 | 2 | 3 | 4 | 5 |

3a) The format of the morning session of this Workshop (3 panels, 3 presentations) was an effective way to provide an overview of current inner-city research initiatives:

| | Strongly Disagree | | | | Strongly Agree |
|--|----------------------|---|---|---|-------------------|
| | 1 | 2 | 3 | 4 | 5 |

b) This format should be repeated in follow-up Workshops on this topic:

| | | | | | |
|--|---|---|---|---|---|
| | 1 | 2 | 3 | 4 | 5 |
|--|---|---|---|---|---|

c) Suggestions for a more appropriate format: _____

4a) The small group discussions were an effective way to engage research "users" and research "generators" in constructive dialogue:

| | Strongly Disagree | | | | Strongly Agree |
|--|----------------------|---|---|---|-------------------|
| | 1 | 2 | 3 | 4 | 5 |

b) This format should be repeated in follow-up Workshops on this topic:

| | | | | | |
|--|---|---|---|---|---|
| | 1 | 2 | 3 | 4 | 5 |
|--|---|---|---|---|---|

c) Suggestions for improving the effectiveness of small group discussions:

5a) The luncheon speaker contributed significantly to the Workshop theme:

| Strongly Disagree | | | | Strongly Agree | |
|-------------------|---|---|---|----------------|--|
| 1 | 2 | 3 | 4 | 5 | |

b) Suggestions for a luncheon speaker at a follow-up Workshop on this topic: _____

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6a) The physical surroundings (location, facility, room set-up) were suitable?

| Strongly Disagree | | | | Strongly Agree | |
|-------------------|---|---|---|----------------|--|
| 1 | 2 | 3 | 4 | 5 | |

b) Comments: _____

7a) What were the major strengths of the Workshop? _____

b) What were the major weaknesses of the Workshop? _____

c) Other suggestions/comments regarding future Workshops on this topic: _____

8. What type of organization do you represent (check one)?

- 1. academic institution _____
- 2. civic government _____
- 3. provincial government _____
- 4. federal government _____
- 5. private sector _____
- 6. non-profit sector _____
- 7. other, (please specify) _____

9. Which category best describes you in terms of the organization which you represent (check one)?

- 1. front line worker _____
- 2. service provider _____
- 3. politician _____
- 4. policy-maker _____
- 5. community activist _____
- 6. major funder _____
- 7. academic _____
- 8. other, (please specify) _____

10. Which category best describes you (check one)?

- 1. research "user" _____
- 2. research "generator" _____

**PLEASE DROP OFF THIS FORM AT THE REGISTRATION DESK
AS YOU LEAVE THE WORKSHOP.**

ATTENDEES' RESPONSE TO WORKSHOP

Based on the evaluation forms, the large majority of attendees enjoyed the Workshop. Three quarters agreed that the information presented in the Workshop will be useful in their work, and the remainder were unsure.

Objectives

Participants' views of whether or not the Workshop objectives were met varied depending upon the objective. Attendees overwhelmingly felt that the Workshop met the objectives of "providing a forum to present and discuss a sampling of current research on Winnipeg's inner city" and of "determining the present 'usability' of research to such groups as planners, service providers, politicians and policy-makers, and how such research could be made more useful to such parties."

As a whole, however, attendees did not feel as strongly that the Workshop had met its objective of "engaging research generators and research users in constructive dialogue regarding current and future research directions." This response is not surprising, as some participants felt that the proceedings strongly reinforced that "gaps" exist between research users and generators and that bridging the gaps is no easy task. As well, a number of participants viewed the morning session as too ambitious, with too little time for questions and discussion periods. Perceptions of how well this objective was met varied considerably, however, depending upon how attendees defined themselves. Almost all of those who considered themselves to be *both* generator and user agreed that generators and users had been engaged in constructive dialogue. Those who identified themselves primarily as research users were the most likely to feel unsure as to whether the Workshop had met this objective.

Finally, it was hoped that the Workshop could facilitate some ongoing efforts to co-ordinate inner-city related research endeavours. Again, those most likely to agree that this objective had been met were those who identified themselves as both generator and user, followed by the generators and then the users.

Workshop Format

Attendees made a number of suggestions regarding the format of follow-up Workshops on the topic of the inner city. The most common suggestion was that there needed to be more time for both the presentations and discussion/question periods following the presentations—a two-day Workshop or fewer panelists was suggested. Hand-outs and clearer overheads were also mentioned a number of times as means for making the material presented more readily understood. Attendees strongly supported the small group discussions as an effective way to engage research users and generators

in constructive dialogue.

Strengths and Weaknesses of the Workshop

The strength most commonly mentioned was that the Workshop had brought together a diversity of participants with a breadth of perspectives but with a common concern for the inner city. A broad overview of the issues was provided and attendees actively participated. As described by one participant, the Workshop served as a "reality check." It was an opportunity for people to pause, take stock, and identify some of the trends, issues and methodological concerns that warrant attention over the next few years.

The lack of time for discussion and questions following the presentations was thought to be the major weakness of the Workshop.

Suggestions/Comments regarding Future Workshops on this Topic

A few attendees made suggestions regarding future Workshops on this topic. There appeared to be support for a follow-up Workshop/s—planned either by IUS (one attendee noted that "the Institute of Urban Studies has the capacity to draw people together in a 'neutral-workable' environment; this capacity should be used more often") or "a group of participants attending the Workshop."

Regarding the structure of the Workshop, it was suggested that there needed to be more time for dialogue following presentations, and that it might be effective to "connect users and generators more specifically" in the small group discussions. Regarding the content or topics of future Workshops, it was suggested that it would be useful to "hear more on how the research that is being conducted is in reality being put to use; how, for example, are policies changing and how, as a result, is the inner city changing/improving?" Particularly relevant to the user would be to learn from the researchers about projects/approaches/initiatives that "work" and what makes them work. It was also suggested that "subjects," "affected communities" and "those impacted by the results of the research" be invited to be participants.

A few participants offered suggestions for a luncheon speaker at a follow-up Workshop on the topic of inner-city research. The most common suggestion was for someone who could offer a "first person" perspective, e.g., an inner-city resident and/or activist, a social assistance recipient, or a "front-line" worker. Also suggested was a decision maker (e.g., a politician or policy maker) who has taken action and/or implemented a change affecting the inner city as based on a particular research initiative.