#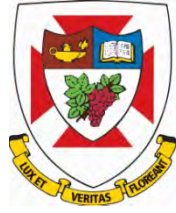 A Community Based Needs Consultation of the Inner City: Summary Report, Prepared for The Community Services and Facilities Program Winnipeg Core Area Initiative

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1990

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The Institute of Urban Studies

INSTITUTE OF
URBAN STUDIES
UNIVERSITY OF WINNIPEG

A COMMUNITY BASED NEEDS CONSULTATION OF THE INNER CITY: SUMMARY REPORT, PREPARED FOR THE COMMUNITY SERVICES AND FACILITIES PROGRAM WINNIPEG CORE AREA INITIATIVE
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A COMMUNITY BASED NEEDS
CONSULTATION OF THE INNER CITY:

SUMMARY REPORT

Prepared for:

The Community Services and Facilities Program
Winnipeg Core Area Initiative

Prepared by:

Institute of Urban Studies
University of Winnipeg

May, 1990

ACKNOWLEDGEMENTS

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1.0 INTRODUCTION

This study was commissioned by the Community Advisory Council of the Community Services and Facilities Program of the Winnipeg Core Area Initiative to identify the needs of certain community groups. Prior to commissioning this study, the Council had met with various community groups in 1988 to identify target groups within the inner city which were in particular need for services. On the basis of its understanding of these needs, the Council reviewed 95 applications submitted to it for funding by core area nonprofit organizations and approved in excess of $1.9 million to 70 such groups.

With approximately two-thirds of the program funds left to allocate in the remaining years of the program (1989 - 1991), the Council commissioned this Needs Consultation to re-evaluate and more clearly define the needs of the target groups identified earlier, and to assist in the process of refining its priorities for allocating the remaining funds.

The Institute of Urban Studies undertook the Needs Consultation with assistance from the Social Planning Council of Winnipeg.

This report is a summary of the findings of the study. A more detailed draft report was submitted to the Council in 1989.

1.1 THE TARGET GROUPS DEFINED

Through its earlier planning exercise, the Council had identified the following target groups within the inner city which were experiencing significant needs:

- children and youth;
- single parent families;
- Natives;
- developmentally and/or psychiatrically disabled;
- families;
- women;
- visible minorities; and
- seniors.

These target groups, as will be explained in more detail in Section 2.1, led to the identification of the focus groups for this study.

1.2 THE INNER CITY DEFINED

The inner city referred to in this Needs Consultation is based upon the definition used by the Winnipeg Core Area Initiative. The participants for focus group sessions were drawn from within this area. The definition of the inner city as delineated by the census data used in this study, however, consists of 28 City of Winnipeg Characterization Areas. As Map 1 shows, the census data definition closely corresponds to the Core Area Initiative definition.

In this report, the inner city is also referred to as the "core," while the remaining areas of Winnipeg are referred to as the "non-inner city" or the "non-core."

MAP 1 : THE INNER CITY
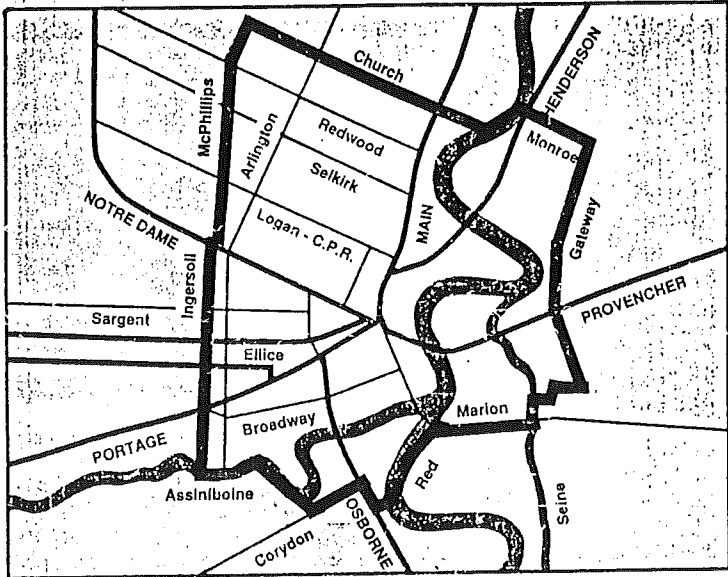
AS DEFINED BY THE CORE AREA INITIATIVE
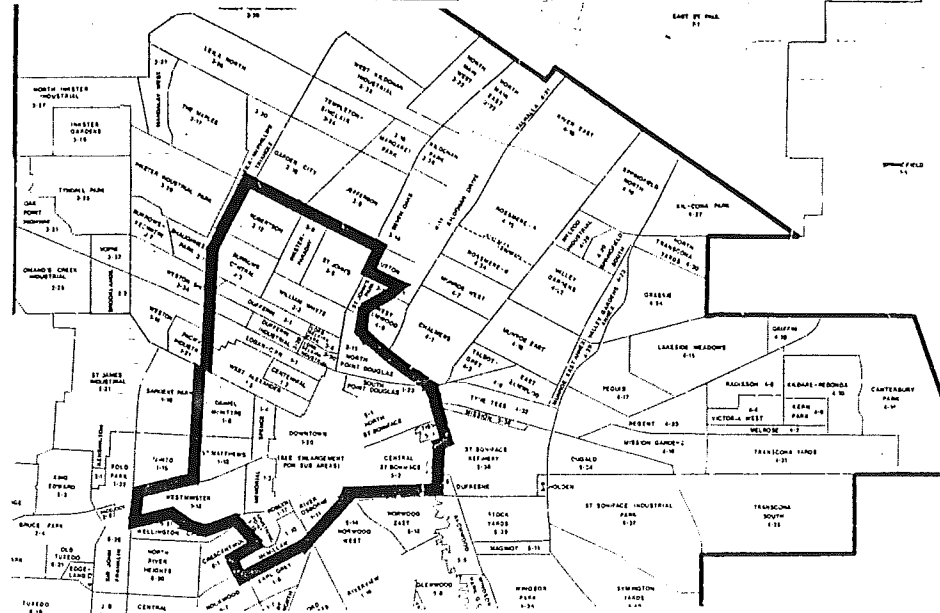
AS DEFINED BY THE CENSUS DATA

Includes the following characterization areas:

Logan - CPR	Roslyn	North Point Douglas
Centennial	Armstrong Point	Robertson
Memorial	South Point Douglas	St. John's Park
Spence	Downtown	Dufferin Industrial
West Alexander	Dufferin	Lord Selkirk Industrial
Daniel McIntyre	William Whyte	North St. Boniface
McMillan	Burrows Central	South St. Boniface
River Osborne	Lord Selkirk Park	Tissot
St. Matthews	St. John's	
Westminster	Inkster - Faraday	
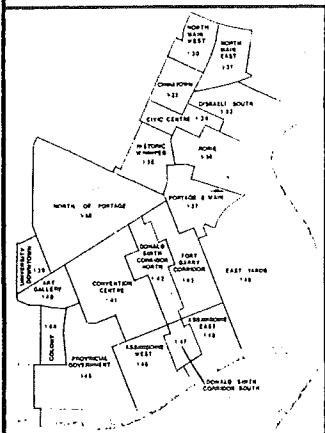
2.0   STUDY METHOD AND PROCESS

This study was conducted in accordance with the study proposal submitted by the Institute of Urban Studies to the Council. The study methodology is outlined in the detailed report submitted to the Council. The major steps in the study process and the research tasks undertaken by the Institute are illustrated in Figure 1.

The approach used by the Institute to identify the needs of inner city target groups has the following main dimensions:

- A socio-economic profile of the target groups was constructed using available data from the census. This profile provided the statistical information in identifying the scope and volume of need.

- Focus group sessions were conducted with representatives of target groups and with service providers to gain insights into the nature of needs for community services. In addition, a public meeting was held to priorize needs and issues raised in focus group sessions.

- Interviews with representatives from key funders - The Winnipeg Foundation, the United Way, and the Provincial Departments of Community Services, Health and Education - were undertaken to gain insights into how Program 6.3 funding could complement existing funding in the community and thereby assist the Council to develop its strategy for addressing needs.

- The information from the socio-economic profiles, focus group sessions, and community funder interviews was used to draw conclusions about the needs of various target groups.

2.1   THE IDENTIFICATION OF FOCUS GROUPS

A number of considerations led to the identification of 16 focus group sessions with the Council-defined target groups. In recognition that the groups were not mutually exclusive, separate focus group sessions for women and families were not conducted, as it was felt issues pertaining to these groups would surface in other sessions. Taking into account that Natives are a particularly high need group, separate Native and non-Native sessions were conducted with single parents and with youth. Considering the sufficient differences among various visible minorities and the adjustment problems that face recent immigrants (i.e., those having lived in Canada less than 10 years), minority groups with high proportions of such immigrants were developed into focus groups. In addition, a separate session with recent immigrant youth (15-24) was prompted by census data which revealed that this group was disadvantaged in educational terms. Finally, in some cases more than one session was conducted to ensure a wider geographic representaticn of groups within the inner city, and/or to allow the participation of additional service users who desired involvement in the process, but who were unable to attend the arranged focus group session.

FIGURE 1

STUDY PROCESS

TARGET GROUPS DETERMINED BY CAI PROGRAM 6.3
- children & youth
- single parent families
- natives
- developmentally and/or psychiatrically disabled
- families
- women
- visible minorities
- seniors

EXAMINE
- population change 1981 - 1986
- socio-economic characteristics 1981 - 1986
  - income
  - labour force
  - education
  - housing

DETERMINE THE STUDY TARGET GROUPS

CONDUCT FOCUS SESSIONS WITH TARGET GROUPS
- children
- youth
- native youth
- recent immigrant youth
- single parents - non-native
- single parents - native
- natives
- mental health disadvantaged
- african
- south asian
- southeast asian / indo-chinese
- latin, central and south american
- seniors

CONDUCT FOCUS SESSIONS WITH SERVICE PROVIDERS
- children & youth
- single parent
- native
- mental health
- immigrant
- seniors
- general

CONDUCT PUBLIC MEETING

DETERMINE PERCEIVED NEEDS

PREPARE TARGET GROUP PROFILES

CONDUCT INTERVIEWS WITH MAJOR FUNDERS

RECONCILE

PREPARE REPORT

5

The 7 focus group sessions with service providers reflected the target groups identified by the Council. A "general" session, however, was held to include participation by service providers which offer multiple services and/or serve a wide cross-section of target groups (e.g., Mount Carmel Clinic, North End Community Ministry, Manitoba Anti-Poverty Organization, etc.).

In total, 23 focus group sessions were held with over 100 representatives from target groups and with service providers representing over 70 agencies and services operating in the core area.

Focus Groups

Target Groups	Service Providers
Children	Children and Youth
Youth	Single Parent
Native Youth	Native
Recent Immigrant Youth	Mental Health
Single Parents - Non-Native	Immigrant
Single Parents - Native	Senior
Natives	General
Mental Health Disadvantaged	
African	
South Asian	
Southeast Asian/Indo-Chinese	
Latin, Central and South American	
Seniors	

In this report, where it was deemed useful, the focus groups which supported statements are indicated in parentheses.

2.2   LIMITATIONS OF THE STUDY

The Needs Consultation is limited due to deficiencies in both the Study Method and available data.

Deficiencies in Study Method

The main advantage in using focus groups as a means to identify perceived needs is that it provides certain insights that might not be obtained by using less personal means such as surveys and large meetings. On the other hand, the main drawback of this approach is that it does not ensure a completely representative perspective. Moreover, the focus group method is more suitable for some groups than for others. In this study, for example, one session only with Native youth did not provide an adequate means for the exploration of issues. Rather, a series of focus groups would have been appropriate.

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Second, an inventory and assessment of actual services and service gaps was beyond the scope of this Needs Consultation. Rather, the study collected perceptions of "needs" and "gaps" by focus group participants. (Participants saw themselves as having a "need" because there were "gaps' in services). The Council and the consultant recognize, however, that these perceptions do not provide an accurate assessment of the actual gaps either in initiatives funded through Program 6.3 or in services/programs available in the community at large, as target group members may have identified concerns without a full awareness of the range of services available through either.

Third, while sessions with service providers were useful in gathering their perceptions of target group needs, they provided limited opportunity for the service providers to respond to the issues that were raised by the target group participants.

Despite these methodological deficiencies, the Needs Consultation does provide a useful indication of need.

Deficiencies in Available Data

Demographic and/or socio-economic data at the inner city level were not available for all of the Council-defined target groups. A complete profile, for example, could not be built for children or the developmentally/psychiatrically disabled. While some data are available for women and families, they have not been presented here for reasons mentioned earlier. Complete demographic and/or socio-economic data were not available for all of the resulting focus groups. For example, data were available for the total immigrant population, but not for each of the four related focus groups. Nevertheless, the census data have been used in this report to approximate the focus groups as closely as possible.

3.0   THE TARGET GROUPS: CHARACTERISTICS AND PERCEIVED NEEDS

This section provides a profile of the target groups in the inner city based upon characteristics such as population change, income, employment, education, housing, health and recreation. Comparisons are made between the inner city and non-inner city areas. The discussion of population change attempts to describe the size of and changes in the target groups which Program 6.3 is attempting to serve. The needs and priorities identified by the target groups in the areas of income, employment, education and housing are discussed in light of corresponding data collected from census. Needs identified in the area of health and recreation are presented as identified by the target groups because corresponding census data are not available.

3.1   POPULATION CHANGE IN THE INNER CITY

Population Change: Characteristics

The inner city population increased by 3% (112,760 to 116,525) between 1981 and 1986 (Table 1), while the non-inner city population increased by 6% (451,705 to 478,030). The recent growth in the inner city, which reverses a decline which began in 1966, may be due to the increase of 2,020 occupied dwellings in the inner city between 1981 and 1986 (Table 2).

The inner city contains significant numbers of all of the study target groups (Table 1), and in particular children, youth, visible minorities, recent immigrants and seniors. Moreover, with the exception of children, all target groups are more heavily concentrated in the inner city than the non-inner city. This is particularly evident among Natives, visible minorities, recent immigrants and seniors.

An examination of population change among these inner city target groups (Figure 2) reveals that between 1981 and 1986, the number of youth (as a whole), recent immigrants, and seniors decreased, while the number of Native youth, single parents (total and Native), and Natives (as a whole) increased. The growth of these groups is significant, considering that they are (as will become apparent in this report) the most disadvantaged among target groups.

In the non-inner city, the largest growth also occurred among Native youth, single parents (total and Native) and Natives (as a whole). Their impact is not as evident in the non-inner city, however, because they comprise small percentages of the total non-inner city population.

TABLE 1. TARGET GROUPS - TOTAL NUMBER AND PERCENTAGES OF POPULATION: CITY OF WINNIPEG, 1981 AND 1986

TARGET GROUPS	INNER CITY 1981 No.	% of pop.	INNER CITY 1986 No.	% of pop.	NON-INNER CITY 1981 No.	% of pop.	NON-INNER CITY 1986 No.	% of pop.	TOTAL CITY 1981 No.	% of pop.	TOTAL CITY 1986 No.	% of pop.
Children	17,995	16	19,755	17	98,865	22	98,025	21	116,860	21	117,780	20
Youth - Total	21,875	19	20,585	18	85,980	19	80,405	17	107,855	19	100,990	17
Native only	1,670	1	2,530	2	1,385	0.3	3,500	1	3,055	0.5	6,030	1
Recent Immigrant only			3,410	3			4,725	1			8,135	1
Single Parents - Total	5,020	4	5,785	5	14,130	3	16,715	3	19,150	3	22,500	4
Native only	1,005	0.9	1,395	1	565	0.1	1,090	0.2	1,570	0.3	2,485	0.4
Natives	8,165	7	11,640	10	7,930	2	13,580	3	16,095	3	25,220	4
Visible Minorities (5+)			16,165	14			27,035	6			43,200	7
Recent Immigrants	13,890	12	13,015	11	18,105	4	13,830	3	31,995	6	26,845	5
Seniors	20,510	18	20,185	17	45,210	10	52,980	11	65,720	12	73,165	12
Mental Health Disadvantaged												
Total Population	112,760		116,525		451,705		478,030		564,500		594,550	

Source: Statistics Canada, 1981. Custom Service Products. PO3155 - Tables 1, 5, 19, 36 and 41. Social Planning Council.
Statistics Canada, 1986. Custom Service Products. PO3019 - Tables 4, 5, 7, 10, 11, 13 and 18. Social Planning Council.

Notes:

For this Table only:

- Target group populations do not add up to the Total Population as target groups are not mutally exclusive of one another. Percentages, therefore, also do not total 100%.

- There are no hard data indicating numbers of developmental or psychiatrically disabled, although Manitoba Mental Health Directorate estimates that 1% of any population will be severely mentally ill while 27% of such population will suffer from some form of mental or emotional problems which affects their functioning. Translating this to the inner city population, roughly 1,200 and 21,000 respectively would be suffering from severe or mild cases of mental illness.

For This and All Subsequent Tables:

- Children refers to those 0-14.

- Youth refers to those 15-24.

- Visible Minorities refers to ethnic groups including Blacks, Indo-Pakistanis, Chinese, Koreans, Japanese, South East Asians, Filipinos, Other Pacific Islanders, West Africans, Arabs, and Latin Americans.

- Recent Immigrants refers to those who have arrived in Canada between 1977 and 1986.

- Seniors refers to those 65+.

- Blanks indicate where data were not available.

TABLE 2. TOTAL OCCUPIED DWELLINGS: CITY OF WINNIPEG, 1981 AND 1986

	INNER CITY			NON-INNER CITY			TOTAL CITY		
	1981	1986	Change 81-86 No	1981	1986	Change 81-86 No	1981	1986	Change 81-86 No
Owned	17,080	17,740	660	105,200	117,520	12,320	122,285	135,265	12,980
Rented	32,575	33,945	1,370	56,380	57,935	1,555	88,955	91,880	2,925
Total	49,665	51,685	2,020	161,580	175,460	13,880	211,245	227,145	15,900

Source: Statistics Canada, 1981. Custom Service Products. PO3155 - Table 8. Social Planning Council.
Statistics Canada, 1986. Custom Service Products. PO3019 - Table 35. Social Planning Council.

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It is also significant to note that, in the inner city, there is a much higher concentration of single parent families and households than in the non-core (Table 3). Moreover, single parent families are increasing at a faster rate than any other family type. The core also has a much higher percentage of single persons living alone than in the non-core areas.

FIGURE 2

Percentage Change In Population Groups
City of Winnipeg
1981 – 1986

Source: IUS Table 1
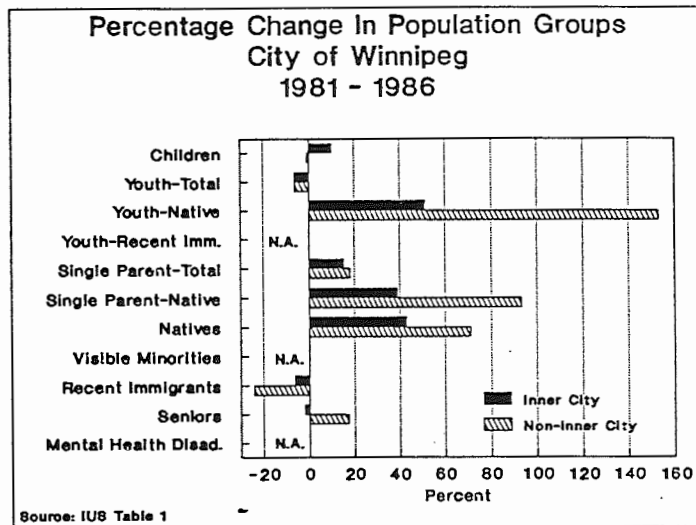
3.2   INCOME

Income: Characteristics

Incomes within the inner city fall below those of non-inner city areas (Table 4). The differences in incomes between the inner and non-inner city are reflected in the percentage of households in each area falling below the low income cut offs. Between 1981 and 1986, for example, the percentage of low income households in the non-inner city remained steady at 17%, but in the inner city the percentage increased from 36% to 40% (Figure 3).

Among the target groups within the inner city (Figure 4), staggering percentages of Natives, Native youth and single parents fall below the poverty line.

In terms of trends, the gap between inner city and non-inner city incomes is widening. While there was a 55% difference between household incomes in 1981, there was a difference of 63% by 1986. This

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TABLE 3. HOUSEHOLD TYPES - NUMBER AND PERCENTAGE OF TOTAL HOUSEHOLDS: CITY OF WINNIPEG, 1981 AND 1986

HOUSEHOLD TYPE	INNER CITY					NON-INNER CITY					TOTAL CITY				
	1981		1986		Change 81-86 %	1981		1986		Change 81-86 %	1981		1986		Change 81-86 %
	No.	%	No.	%		No.	%	No.	%		No.	%	No.	%	
Total Family	24,280	49	25,185	49	4	120,830	75	129,520	74	7	145,110	69	154,705	68	7
H & W, no children	9,635	19	9,355	18	- 3	40,155	25	43,985	25	10	49,790	24	53,340	23	7
H & W, with children	9,475	19	9,730	19	3	66,215	41	68,720	39	4	75,690	36	78,450	35	4
Single parent	4,665	9	5,535	19	19	13,305	8	15,550	9	17	17,970	9	21,085	9	17
Multiple family	505	1	560	1	11	1,160	0.7	1,265	0.7	9	1,665	1	1,825	1	10
Total Non-Family	25,380	51	26,505	51	4	40,750	25	45,935	26	13	66,130	31	72,440	32	10
1 person	21,555	43	22,370	43	4	33,845	21	37,875	22	12	55,400	26	60,245	27	9
2 persons	3,825	8	4,135	8	8	6,900	4	8,065	5	- 17	10,725	5	12,200	5	14
Total Households	49,660		51,685		4	161,580		175,460		9	211,240		227,145		8

Source: Statistics Canada, 1981. Custom Service Products. PO3155 - Table 9. Social Planning Council.
Statistics Canada, 1986. Custom Service Products. PO3019 - Table 2. Social Planning Council.

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TABLE 4. TARGET GROUPS - AVERAGE HOUSEHOLD INCOMES (A.H.I.) AND PERCENTAGE FALLING AT OR BELOW THE LOW INCOME CUTOFFS (L.I.C.O.): CITY OF WINNIPEG, 1981 AND 1986

TARGET GROUPS	INNER CITY				NON-INNER CITY				TOTAL CITY			
	1981		1986		1981		1986		1981		1986	
	A.H.I. $	L.I.C.O. %	A.H.I. $	L.I.C.O %	A.H.I. $	L.I.C.O. %	A.H.I. $	L.I.C.O. %	A.H.I. $	L.I.C.O. %	A.H.I. $	L.I.C.O. %
Children												
Youth - Total	11,174	45	14,038	56	15,880	25	21,212	32	14,339	31	18,747	40
Native only		73	10,071	79		54	18,390	50		65	14,186	64
Recent Immigrant only												
Single Parents - Total	13,679	54	16,909	63	17,368	38	25,798	35	16,410	42	23,463	42
Native only												
Natives		71	15,511	72		45	30,117	31		60	24,143	46
Visible Minorities			23,861	39			39,300	17			32,726	26
Recent Immigrants												
Seniors	12,543	50	18,969	45	16,216	34	23,776	29	15,042	39	22,424	33
Mental Health Disadvantaged												
Total Households (in 1985 Dollars)	22,616	36	22,315	40	35,054	17	36,529	17	32,130	21	33,295	22

Source: Statistics Canada, 1981. Custom Service Products. PO3155 - Tables 6, 7 and 9. Social Planning Council.
Statistics Canada, 1986. Custom Service Products. PO3019 - Tables 20, 21, 33 and 34. Social Planning Council.

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increase is attributed to the fact that while the average real household income rose 4% in the non-inner city area between these two years, it actually declined by 1% in the inner city.

FIGURE 3

Percentage of Households
With Low Income
City of Winnipeg 1981 & 1986

Source: IUS Table 4
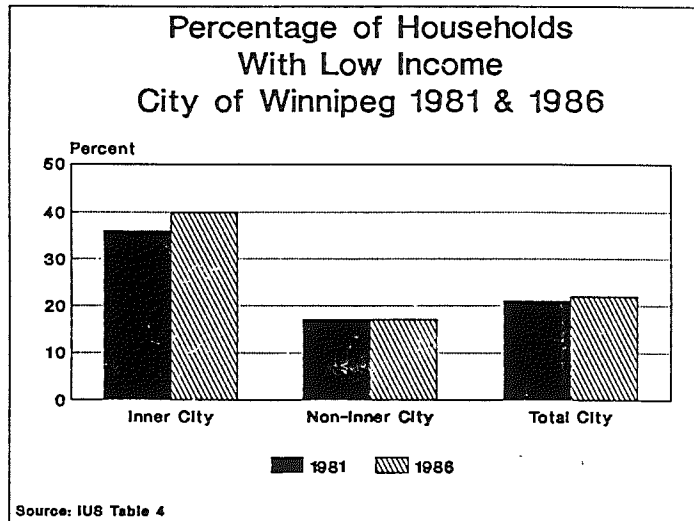
Within the inner city, most target groups have increased in percentage of low income. This is particularly evident among youth and single parents. While seniors have shown some economic gains, they continue to be disadvantaged.

FIGURE 4

Percentage of Target Group Households
With Low Income
Winnipeg Inner City 1981 & 1986

Source: IUS Table 4

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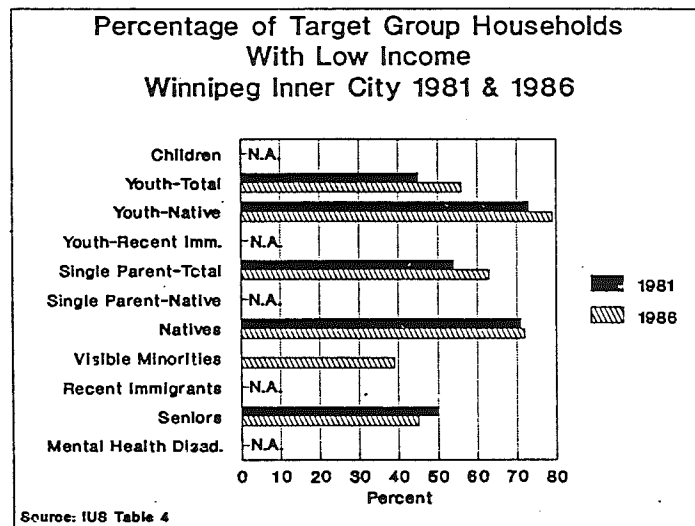
In summary, income inequities between the inner city and non-inner city are increasing. Those most disadvantaged in terms of income - Native youth and single parents - are experiencing the greatest levels of worsening conditions. The impact of this trend is increased as the most rapid growth occurs among those most disadvantaged.

Income: Perceived Issues

The focus group participants did not speak about their characteristically low incomes *per se*, but rather spoke about income related issues such as employment, housing, etc. A sampling of these comments are as follows:

- Housing
  - *the shelter component of provincial and city social assistance is grossly inadequate* (Native; mental health disadvantaged; mental health service providers; general service providers).

  - *housing is not affordable* (recent immigrant youth; single parents non-Native; single parents Native; Southeast Asian/Indo-Chinese; Native service providers; immigrant service providers).

- Employment
  - *there is a lack of job opportunities paying more than minimum wage* (recent immigrant youth; single parents Native; South Asian; Southeast Asian/Indo-Chinese; immigrant service providers; general service providers).

- Education/Training
  - *training programs often lead to dead end/low paying jobs* (single parent Native; Native; South Asian).

  - *training programs are often unaffordable for the groups they are aiming to serve due to the groups' need for day care and transportation and the insufficient training wages offered by programs* (single parents non-Native; single parents Native; Native; mental health disadvantaged; children and youth service providers; Native service providers; general service providers).

- Recreation
  - *core area residents lack financial resources to use existing services* (children; Native youth; recent immigrant youth; single parents Native; South Asian; Latin, Central and South American; single parent service providers; immigrant service providers).

  - *many core area residents do not have time for recreation because they are working two jobs* (Southeast Asian/Indo-Chinese).

- Health
  - *discrimination towards the low income and social assistance recipients is evident in the health care system* (Southeast Asian/Indo-Chinese; immigrant service providers).

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- Day Care   - *there is a lack of affordable day care which makes it difficult for women to work, look for work or participate in training programs* (Latin, Central and South American; Native service providers).

- Social Assistance   - *the present system does not provide incentives to pursue self-sufficiency* (single parents non-Native; children and youth service providers; general service providers).

Income: Discussion

1) The two most significant implications to be drawn from the socio-economic data and focus group comments are:

   - The impact that low income has on all aspects of one's present and desired status is illustrated in the comments made by participants on matters such as housing, employment, education, recreation and health.

   - The focus group comments illustrate the relationship between low income and unemployment/underemployment. Moreover, the comments suggest that there are income related barriers to accessing the very programs that are designed to improve skill levels and thus employment opportunities among inner city residents.

2) The following are also noteworthy:

   - While the census data indicated that Natives and particularly young Natives are the most likely to experience low income, the limitations of such income was not noted by these two focus groups more than any other group. However, it was raised by many of the other groups that the Native disadvantaged are often provided with more opportunities than they were.

3.3   LABOUR FORCE ACTIVITY/EDUCATION AND TRAINING

Labour force activity and education attainment are two distinct yet strongly related socio-economic characteristics. Following the results of the focus group sessions, however, since it was impossible to separate discussions of the two, this section will cover both of these issues. Furthermore, participants equated training with education, and so training will also be covered in this section.

Labour Force Activity/Education and Training: Characteristics

In the inner city, the labour force participation rate and the employment rate are at least 8% lower than in the non-inner city (Table 5). Alternately, the unemployment rate in the inner city (12%) is nearly twice

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that of the non-inner city (7%). The actual number of unemployed in the inner city is roughly 7,200.

Among the target groups within the inner city, unemployment rates vary considerably (Table 6). The largest rates (over 30%) are found among the total Native population, and in particular Native youth and Native single parents. Visible minorities and recent immigrants have the lowest unemployment rates (10%) in the inner city, and roughly the same proportions are unemployed in the non-inner city.

Between 1981 and 1986, in the non-core: the participation rate increased slightly; the employment rate decreased slightly; and the unemployment rate increased by a substantial proportion. Meanwhile, in the core: the participation rate decreased; the employment rate decreased by a larger proportion than in the

FIGURE 5

Unemployment Rates
City of Winnipeg
1981 & 1986

Source: IUS Table 5
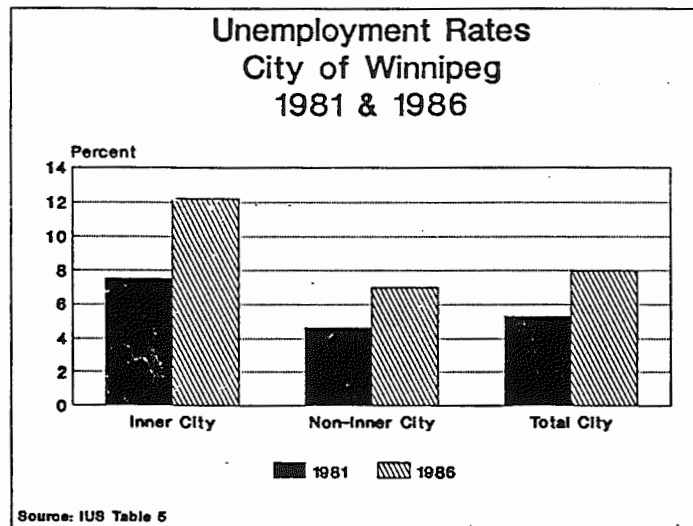
non-core; and the unemployment rate also increased by a larger proportion than in the non-core (Figure 5). Among inner city groups (Figure 6), the greatest increase in unemployment was experienced by those groups - Natives (as a whole), youth (as a whole), Native youth and single parents - which already had the highest unemployment rates. In contrast, the unemployment rates among Natives (as a whole) and Native youth decreased in the non-inner city during this time period.

Education attainment, a significant factor of an individual's ability to participate in the work force, reflects the employment inequities that exist between the inner and non-inner city. For example, nearly a quarter

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TABLE 5.   LABOUR FORCE STATUS: CITY OF WINNIPEG, 1981 AND 1986

	INNER CITY			NON-INNER CITY			TOTAL CITY		
	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %
Participation Rate	62.1	61.9	- 0.3	69.3	69.9	0.9	67.7	68.3	0.9
Unemployment Rate	7.4	12.3	66.2	4.6	7.0	52.2	5.2	8.0	53.8
Employment Rate	57.5	54.5	- 5.2	66.1	65.1	- 1.5	64.2	62.8	- 2.2

TABLE 6. UNEMPLOYMENT RATE AMONG TARGET GROUPS: CITY OF WINNIPEG, 1981 AND 1986

TARGET GROUPS	INNER CITY			NON-INNER CITY			TOTAL CITY		
	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %
Children									
Youth - Total	11	17	55	15	12	- 20	14	13	- 7
Native only	26	38	46	27	26	- 4	26	31	19
Recent Immigrant only		12			17			14	
Single Parents - Total	12	17	42	6	9	50	7	11	57
Native only	27	35	30	4	20	400	16	27	69
Natives	19	32	68	19	16	- 16	19	22	16
Visible Minorities		10			8			9	
Recent Immigrants		10			10			10	
Seniors	3			3			3		
Mental Health Disadvantaged									
Total Population	7.4	12.3	66.2	4.6	7.0	52.2	5	8	60

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(22%) of the inner city population as compared to a tenth (11%) of the non-inner city has less than a grade 9 education; over half (53%) of the inner city has not obtained a secondary diploma as compared to only 42% of the non-inner city population.

FIGURE 6

Unemployment Rates Among Target Groups
Winnipeg Inner City
1981 & 1986
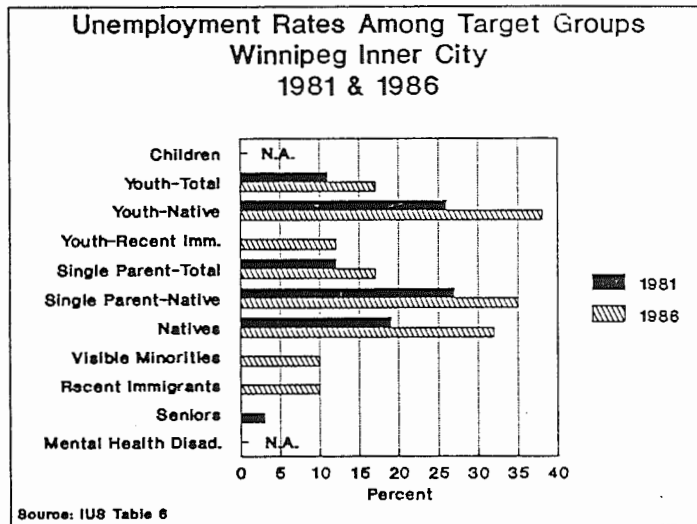
It is interesting to note, however, that while 24% of the non-inner city has acquired at least some university education, a large proportion (20%) of the inner city also has acquired such education. This is a reflection of the fairly substantial proportion (26%) of visible minorities who have attended or completed university.

While the available data for educational attainment among the inner city target groups are fairly incomplete (Table 7), they do provide some useful comparisons. Natives are the most likely to have received less than a grade 9 education, and are the least likely to have attended or completed university. While it is not known what proportion of single parents have less than a grade 9 education, it is known that nearly three-quarters (71%) have not received a secondary diploma. Visible minorities appear to be the best educated among the inner city target groups, but their educational attainment falls behind that of visible minorities in the non-inner city.

Between 1981 and 1986, education attainment improved within the total populations of both the inner and non-inner city areas (Figure 7). Nevertheless, the proportion of the inner city population which has attained less than a grade 9 education is still twice that of the non-inner city, and the proportion which has attended or completed university falls behind that of the non-inner city. In the inner city, education

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gains have been made among all of the target groups. This is particularly evident among Natives. In 1986, for example, ten times as many Natives had attended or completed university as compared to 1981. The increases in education attainment among target groups in the inner city, however, are not as high as in the non-inner city. For example, while a 17% increase in inner city youth attending university occurred, a 33% increase occurred among non-core youth.

FIGURE 7

Percentage Distribution
of Education Levels
City of Winnipeg 1981 & 1986
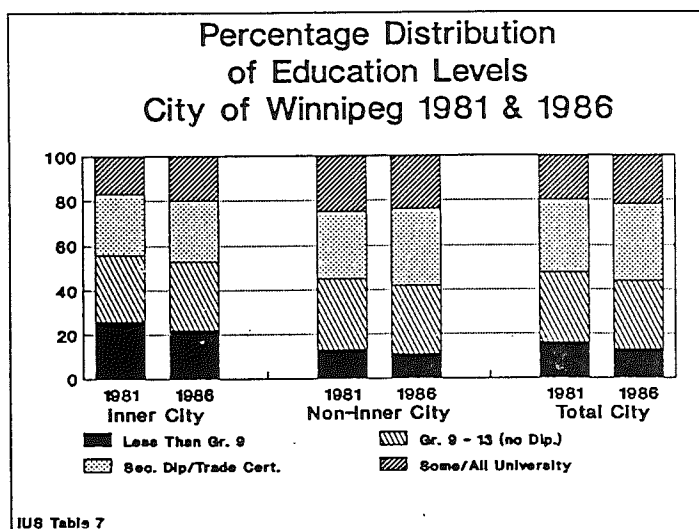
Anomalies between education and employment, however, exist among visible minorities and Natives. Among inner city Natives, for example, the proportion that has attended or completed university is about half that of the total inner city population, but the unemployment rate is about three times that of the inner city population. Among inner city visible minorities, the proportion which has attended university is higher than the proportion of the total city population, and yet the unemployment rate, though the lowest in the inner city, is still higher than that of the total city population.

In summary, unemployment rates in the inner city continue to be alarmingly high. Rates are highest among Native youth and Native single parents - the two groups which also have the lowest levels of education. That the employment conditions are not solely based upon educational attainment, however, is evidenced by the anomalies between unemployment and education among visible minorities and Natives.

TABLE 7. EDUCATION LEVELS AMONG TARGET GROUPS - 15+ POPULATION: CITY OF WINNIPEG, 1981 AND 1986

TARGET GROUPS	INNER CITY						NON-INNER CITY						TOTAL CITY					
	< Gr. 9		Gr. 9-Gr. 13 No Diploma		Some/All Univ.		< Gr. 9		Gr. 9-Gr. 13 No Diploma		Some/All Univ.		< Gr. 9		Gr. 9-Gr. 13 No Diploma		Some/All Univ.	
	81	86	81	86	81	86	81	86	81	86	81	86	81	86	81	86	81	86
Children																		
Youth - Total	9	6	44	44	18	21	3	2	48	45	18	24	4	3	47	45	18	24
Native only	28	10	71	62	2	7	8	6	49	58	6	11	19	9	61	60	4	9
Recent Immigrant only																		
Single Parents - Total				71						62						65		
Native only																		
Natives	38	28	39	40	0.6	10	22	14	44	41	17	16	33	20	41	41	8	13
Visible Minorities		19		27		26		10		24		38		14		39		33
Recent Immigrants																		
Seniors																		
Mental Health Disadvantaged																		
Total Population	26	22	30	31	17	20	13	11	32	31	25	24	16	13	32	31	20	24

Source: Statistics Canada, 1981. Custom Service Products. PO1595 - Table 19. Social Planning Council.
Statistics Canada, 1986. Custom Service Products. PO3019 - Tables 9 and 17. Social Planning Council.

Note: Numbers within target groups do not total 100% as only three education levels are illustrated in the Table. Figures for two other categories - "secondary diploma" and "non-university trades certificate" - are not shown.

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Labour Force Activity/Education and Training: Perceived Issues

Focus group participants identified obstacles in obtaining employment as well as deficiencies in existing education/training programs:

1) Inadequacies in Day Care

- *there is a lack of inexpensive, flexible day care which makes working, looking for work or participating in training programs difficult. Flexible day care is defined as that which operates evenings and through the night and which is available for short periods of time on short notice* (single parent non-Native; single parent Native; South Asian; Latin, Central and South American; children and youth service providers; single parent service providers; Native service providers).

2) Weaknesses in Existing Employment Programs

- *there are not enough training programs offered - particularly for women, the very unskilled youth, the illiterate, and those presently under-employed* (recent immigrant youth; Native service providers).

- *there are deficiencies in existing employment services/programs* (recent immigrant youth; single parents non-Native; single parents Native; Native; mental health disadvantaged; Latin, Central and South American; children and youth service providers; Native service providers; mental health service providers; immigrant service providers; general service providers).

    - *there is a lack of training programs designed in conjunction with job experience and/or which ease the transition period from unemployment to employment;*

    - *there is a lack of information provided regarding education and training programs;*

    - short term *(i.e., four months or less) training/language programs do not provide adequate skills to make one competent to find work;*

    - *there is a lack of staff which is culturally appropriate and adequately trained to deal with the needs of the varying target groups. For example, for Native programs there is a need for staff that have previously lived on reserves.*

    - *programs emphasize vocational skills and neglect self-development (e.g., communication skills, life skills, self-esteem) which is necessary in securing and maintaining work;*

    - *programs offer limited career options; and*

    - *training programs are often unaffordable to the groups they are aiming to serve due to insufficient training wages and the groups' needs for day care and transportation.*

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3) Accreditation

- *degrees, training and experience earned in other countries are not recognized in Canada* (African; Latin, Central and South American; immigrant service providers). *Programs favour those with no education/skills although those with non-Canadian degrees also have few job opportunities* (African; immigrant service providers).

4) Language/Illiteracy

- *language barriers and illiteracy prevent access to the educational system* (single parents non-Native; Native; Latin, Central and South American; single parent service providers).

- *there are numerous problems with the existing English as a Second Language (ESL) program* (all immigrant groups; immigrant service providers; senior service providers):

  - *the program is too general: a variety of programs should be offered depending upon one's knowledge of English; programs should focus upon a particular need (for example, filling out a medical form);* and

  - *the programs need to be offered during more varied time slots (for example, on Saturdays to accommodate immigrant seniors who take care of their grandchildren throughout the week).*

5) Discrimination

- *discrimination is prevalent among employers* (South Asian; Latin, Central and South American; immigrant service providers).

6) Social Assistance System

- *the current social assistance system provides no incentives for recipients to move into self-sufficiency. For example, dental/medical benefits are cut off once recipients become employed even though their income may not be sufficient to cover these expenses* (single parent non-Native; South Asian; children and youth service providers; general service providers).

Labour Force Activity/Education and Training: Discussion

1) The comparison of census data to the perceptions gathered at the focus group sessions provides insight into the ways in which the target groups perceive their employment/educational needs:

- Youth

  - Over a third (38%) of Native youth are unemployed. The youth, however, ranked three needs ahead of unemployment: overcoming drug/alcohol abuse; dealing with prejudice/discrimination towards Natives; obtaining access to counselling/social services; and developing life skills.

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- Single Parents

  - Single parent Natives who are among the highest unemployed groups did perceive employment to be among their foremost needs.

  - Single parents (Native and non-Native) were the most direct in relating the social assistance program as an obstacle in overcoming unemployment.

- Natives

  - Natives who are among the highest unemployed groups ranked employment as one of their foremost needs.

- Visible Minorities/Recent Immigrants

  - The census defined anomalies between education and employment among visible minorities were supported by focus group participants. Participants related difficulties they had in receiving recognition for non-Canadian earned degrees and experience.

  - While the unemployment rate of visible minorities (as a whole) is the lowest among inner city target groups, the need for employment opportunities was ranked as a top priority among the African and the Latin, Central and South American groups.

  - The other two visible minority groups (S.E. Asian/Indo-Chinese and South Asian) did not stress the importance of employment as strongly as the two above mentioned groups. It is useful to point out, however, that one must be cautious in interpreting perceptions forwarded by focus group participants. One S.E. Asian/Indo-Chinese participant, for example, who stated that he felt employment was "easily obtainable," was holding two jobs as both a pizza deliverer and a gas jockey. He also mentioned that recreation was not an issue to him because with two jobs, he just didn't have time to participate in such activities.

2) The focus group sessions also provided insight into program initiatives that would address employment/education needs.

- address deficiencies in existing programs by ensuring that programs:

  - include a work experience component;
  - provide skill intensive training over a longer period of time;
  - undertake a "holistic approach" which includes related supports (such as counselling, day care, etc.) and which takes into account the problems with the current social assistance system.

- increase access to existing services and programs;

- increase marketing of existing programs and disseminate (culturally) appropriate information; and

- introduce an equivalency program for immigrants with degrees and/or skill training from other countries.
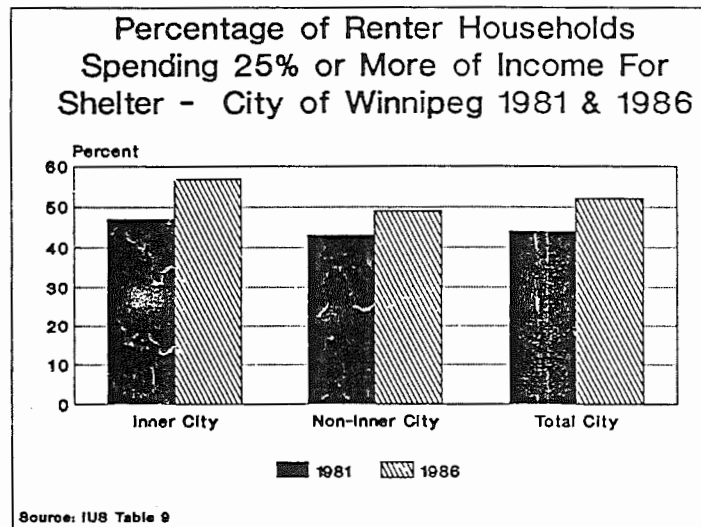
3.4 HOUSING

Considering that 66% of all households in the inner city are renter occupied (Table 2) and that the overwhelming majority of target group participants are renters, this discussion on housing will be restricted to rented shelter.

Housing: Characteristics

Large proportions of renters throughout the entire city are overpaying, i.e., spending 25% or more of their gross income, for shelter (Table 8). This is most evident in the core, where it is true of 56% of all renters (Figure 8).

FIGURE 8

Percentage of Renter Households Spending 25% or More of Income For Shelter - City of Winnipeg 1981 & 1986

Source: IUS Table 9

Among inner city target groups, an astounding 75% of all single parents are overpaying for shelter (Table 9). Around two-thirds of youth, Natives and seniors are also overpaying. Visible minorities are the least likely to be overspending, and yet 42% are also paying 25% or more of their income to secure shelter.

Between 1981 and 1986, the cost of shelter rose 11% in the inner city and 4% in the non-inner city (Table 10). Moreover, renters in both areas were forced into higher priced units as the number of lower cost housing units decreased. In the inner city, for example, the number of units renting for less than $200

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TABLE 8.   RENTER SHELTER COST RATIOS - OCCUPIED DWELLINGS:
CITY OF WINNIPEG, 1981 AND 1986

SHELTER COST RATIO %	INNER CITY			NON-INNER CITY			TOTAL CITY		
	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %
< 15	22	18	- 18	21	18	- 14	21	18	- 17
15 - 24	30	26	- 13	36	33	- 8	33	30	- 9
25 - 29	13	14	8	13	13	0	13	13	0
30+	35	42	20	30	36	20	33	38	15

Source: Statistics Canada, 1981. Custom Service Products. PO1595 - Table 33. Social Planning Council.
Statistics Canada, 1986. Custom Service Products. PO3019 - Table 23. Social Planning Council.

TABLE 9. PERCENTAGE OF TARGET GROUPS (RENTER HOUSEHOLDS) SPENDING 25% OR MORE OF INCOME FOR SHELTER: CITY OF WINNIPEG, 1981 AND 1986

TARGET GROUPS	INNER CITY			NON-INNER CITY			TOTAL CITY		
	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %
Children									
Youth - Total		65			58			60	
Native only									
Recent Immigrant Only									
Single Parents - Total	64	75	17	62	65	5	63	69	10
Natives only	73			69			72		
Natives	58	68	17	52	53	2	55	61	11
Visible Minorities		42			39			41	
Recent Immigrants									
Seniors		67			64			65	
Mental Health Disadvantaged									
Total Renter Population	47	57	21	43	49	14	44	52	18

Source: _ Statistics Canada, 1981. Custom Service Products. PO1764 - Table 6. Social Planning Council.
Statistics Canada, 1986. Custom Service Products. PO3019 - Tables 25, 27 and 29. Social Planning Council.

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TABLE 10. AVERAGE MONTHLY RENT IN 1986 DOLLARS: CITY OF WINNIPEG, 1981 AND 1986

	INNER CITY			NON-INNER CITY			TOTAL CITY		
	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %
Average Monthly Rent	331	366	11	421	437	4	388	411	6

Source: Statistics Canada, 1981. Custom Service Products. PO3155 - Table 10. Social Planning Council. (Converted to 1986 Dollars using Consumer Price Index of 1.375).
Statistics Canada, 1986. Custom Service Products. PO3019 - Table 38. Social Planning Council.

TABLE 11.   PERCENTAGE DISTRIBUTION OF RENTAL UNITS BY
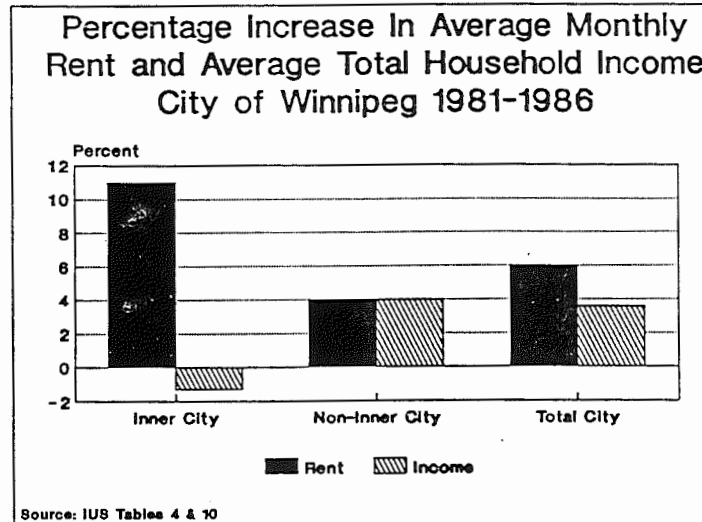1980 RENT RANGES: CITY OF WINNIPEG, 1981 AND 1986

RENT PER MONTH $	INNER CITY			NON-INNER CITY			TOTAL CITY		
	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %	1981 %	1986 %	Change 81-86 %
< 200	42	33	- 21	17	14	- 18	26	21	- 19
200-299	38	42	11	44	38	- 14	42	40	- 5
300-399	13	16	23	29	31	7	23	25	9
400-499	4	6	50	8	12	50	6	10	67
500-599	1	2	100	2	3	50	1	3	200
600-699	0.3	0.5	67	0.4	1	150	0.3	1	233
700-799	0.1	0.2	0	0.2	0.2	0	0.2	0.2	0
800+	1	1	0	1	1	0	1	1	0
TOTAL	99.7	100.8		101.7	99.8		99.5	100.3	

Source: Statistics Canada, 1981. Custom Service Products. PO3155 - Table 10. Social Planning Council.
Statistics Canada, 1986. Custom Service Products. PO3019 - Table 38. Social Planning Council.

Note: Rounding to the nearest whole number for numbers below 5 greatly increases margin of error.

per month declined 21%, while units renting for $400 to $600 per month increased by 50% (Table 11). Furthermore, in the inner city, incomes, as noted earlier, declined by 1% (Figure 9).

FIGURE 9

Percentage Increase In Average Monthly Rent and Average Total Household Income City of Winnipeg 1981-1986

Source: IUS Tables 4 & 10

While it has been shown that significant proportions of target groups in all parts of the city are overpaying for shelter, the conditions in the inner city are worsening at a much greater rate than in the non-inner city. Between 1981 and 1986, the percentage of the population overpaying for shelter increased 21% in the inner city as compared with 14% in the non-inner city. Those with shelter cost ratios of less than 24% decreased 31% in the inner city, but by only 22% in the non-inner city. Among single parents and Natives in the core, the percentage overpaying for shelter increased 17% each as compared with less than 5% each in the non-core.

In summary, large proportions of all target groups in the inner city are overpaying to secure shelter. Conditions are worsening as real household incomes have decreased, real cost of rent has increased and the proportion of lower cost units has declined. While single parents and Natives are the most disadvantaged in terms of being able to afford housing, the difficulties faced by other groups are also significant.

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Housing: Perceived Issues

Focus group participants identified the following issues pertaining to housing needs:

1) Affordability

- *housing is unaffordable* (single parents non-Native; single parents Native; Southeast Asian/Indo-Chinese; Native service providers) *particularly for social assistance recipients whose housing allocations are grossly inadequate* (Native; mental health disadvantaged; mental health service providers; general service providers).

2) Shortage of Housing Types

- *there is a lack of the following housing types:*

  - *subsidized family units* (single parent Native; Native; single parent service providers);
  - *bachelor suites* (mental health disadvantaged);
  - *one bedroom apartments as well as units in seniors complexes* (seniors);
  - *units with three or four bedrooms for immigrant families which tend to be large* (recent immigrant youth; immigrant service providers; children and youth service providers);
  - *housing for single women and single parent women* (South Asian; immigrant service providers; general service providers).

3) Shortage of Supportive Housing

- *there is a lack of services offered in conjunction with shelter, for example: housing counselling for abused women; health counselling supports in seniors complexes; independent living programs for youth and the mentally ill* (mental health disadvantaged; seniors; children and youth service providers; Native services providers).

4) Lack of Supports to Secure Housing

- *there is a lack of service provider support in locating suitable housing and a lack of follow-up by existing services once housing is located* (recent immigrant youth; Native; Latin, Central and South American; single parent service providers; Native service providers; mental health service providers).

5) Poor Landlord/Tenant Relations

- *landlords discriminate against certain population groups particularly Natives, social assistance recipients, individuals with mental health difficulties and immigrants* (single parent service providers; mental health service providers; immigrant service providers).

- *landlords do not adequately maintain their properties nor respond to tenant requests* (single parents; Native; Southeast Asian/Indo-Chinese; immigrant service providers; general service providers).

3.5 HEALTH

As mentioned previously, there are few relevant health data available and, therefore, needs are identified on the basis of focus group perceptions only.

Health: Perceived Issues

The health issues, needs and concerns that were raised can be categorized as follows:

1) Vulnerability of Mental Health

   • *the mental health of the non-ill core residents is at risk due to high levels of unemployment, poverty and over-crowding* (recent immigrant youth; Southeast Asian/Indo-Chinese; children and youth service providers; general service providers).

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- *the ill are not being adequately treated due to restricted access to existing programs and a shortage of available patient beds, appropriate staff, effective discharge planning and walk in crisis services* (mental health disadvantaged; mental health service providers).

2) Difficulties with Health Care Givers

- *health care givers discriminate against social assistance recipients and certain immigrant groups* (single parent Native; Native; Southeast Asian/Indo-Chinese).

- *there is a lack of health care professionals who are trained to deal with the special needs of seniors, immigrants and Natives* (Natives; Southeast Asian/Indo-Chinese; Latin, Central and South American; single parent service providers; senior service providers; immigrant service providers).

3) Access to the Health Care System

- *services operating only during the day are not suitable for most minimum wage earners as attendance at appointments reduces hours worked and therefore hours paid* (South Asian).

- *there is a lack of supports and services to introduce immigrants into the system* (Latin, Central and South American; immigrant service providers; senior service providers).

- *lack of privacy and anonymity among existing services hinders access by those who may be embarrassed to acknowledge they are in need of assistance* (immigrant service providers).

4) Lack of Preventative Health Counselling Services

- *there is a need for health promotion in conjunction with health treatment programs* (single parent Native; seniors; senior service providers).

3.6   RECREATION

There also are little relevant recreation data available and as such, needs are identified on the basis of focus group perceptions only.

Recreation: Perceived Issues

The recreation issues, needs and concerns that were raised are categorized as follows:

1) Lack of Programs/Facilities
- *there is a lack of recreational programs, services, facilities and open spaces in the inner city* (mental health disadvantaged; African; Southeast Asian/Indo-Chinese; Native service providers; mental health service providers; immigrant service providers; general services providers).

- *programs and facilities are particularly lacking for young children* (recent immigrant youth; non-Native youth; single parents Native; Southeast Asian/Indo-Chinese).

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2) Restricted Access

- *most core area residents lack financial resources to gain access to existing services* (children; Native youth; recent immigrant youth; single parents Native; South Asian; Latin, Central and South American; single parent service providers; immigrant service providers).

- *programs tend to be based upon "Canadian" definitions of recreation* (South Asian; immigrant service providers).

- *facilities do not tend to be open during evenings, which may be the only time that working families may participate in recreational activities* (Latin, Central and South American).

- *there is a lack of information dissemination, particularly culturally appropriate information regarding existing services* (recent immigrant youth; mental health disadvantaged; Latin, Central and South American).

3) Inadequacies in existing programs

- *existing open spaces are poorly maintained* (children; non-Native youth; recent immigrant youth).

- *existing programs/facilities are underused because of restricted access (all groups) and lack of co-ordination among the various programs/facilities* (non-Native youth; mental health service providers).

- *there is a lack of culturally appropriate programs, i.e., programs/activities which go beyond the "Canadian" definition of recreation* (South Asian; immigrant service providers).

3.7 RECURRING THEMES

While the preceding sections have outlined and reconciled socio-economic data and focus group perceptions as they pertain to employment, education/training, housing, health and recreation, this section will highlight five themes that were common among focus groups.

3.7.1 General Deficiencies in Existing Services/Programs

Services, regardless of the type of needs they address, are deficient due to five main reasons. These deficiencies restrict access to and effectiveness of existing programs.

- there is a lack of effective information dissemination regarding existing services. Many core residents are unaware of community services that are available to them;

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- there is a lack of holistic programs which attempt to meet a number of needs as opposed to treating needs in isolation from one another. For the mental health disadvantaged, for example, there is a lack of supportive housing programs. For Natives, there is a lack of programs which take into account the spiritual development of program participants. For the single parent, there is a lack of programs which take into account the entire network of supports - housing, transportation, day care, etc. - necessary to ensure continued participation in programs;

- programs and agencies do not tend to co-ordinate their activities but rather compete. Service users, therefore, are not exposed to the full range of services available and some programs/facilities tend to be underused;

- there is a lack of culturally and linguistically appropriate service providers, counsellors and community workers; and

- typical "9 to 5" hours of operation of services are entirely inappropriate among minimum wage employees who only get paid for hours worked.

3.7.2 Impact of the Social Assistance System

The Provincial and City Social Assistance Program is central to many of the problems facing core area residents:

- the present system offers no incentives for social assistance recipients to move into self sufficiency although most would like to do so. For example, dental and health benefits are cut off once a recipient obtains employment in a minimum wage paying job. Individuals would choose therefore to remain on social assistance;

- current employment programs do not incorporate the special needs that current social assistance recipients have including transportation and day care supports, and the development of life skills, self esteem and/or work ethic attitudes; and

- the current system is problematic due to administrative difficulties, inflexible rules/guidelines and low allocations. These difficulties cause recipients to concentrate upon "survival" and leave little time and/or interest for personal or skill development.

3.7.3 Inadequate Day Care

There is a shortage in the following types of day care programs: evening; before and after school; part-time; and culturally varied. Existing programs tend to be unaffordable for the low income. Shortages in and costs of day care programs place restrictions on parents attempting to access various services and programs.

3.7.4 Prejudice/Discrimination

Focus group participants cited the discrimination that landlords, employers, health care professionals and social service workers have towards visible minorities, social assistance recipients and the disadvantaged in general. As well, focus group participants were adamant that the inner city population in general lacks an understanding of the various cultural groups within the core but desires to learn about different cultures.

Discrimination and prejudice were thought to result from a lack of:
- opportunities for various cultural groups to mix with one another;
- advocacy undertaken on behalf of ethnic communities; and
- funder insistence that various ethnic communities collaborate.

3.7.5 Lack of Personal and Neighbourhood Safety

Vandalism and theft and/or perceptions of such occurrences are rampant in the core area. For some, perceptions of lack of personal and neighbourhood safety tended to restrict their access to evening programs and services operating in the core. Lack of safety was thought to be a result of:
- poverty;
- drug abuse;
- the inappropriate mix of housing and services such as liquor stores;
- lack of police protection and discrimination by police towards the disadvantaged; and
- tensions among various ethnic groups.

3.8 PRIORIZATION OF PERCEIVED NEEDS

The preceding sections of this report have outlined needs and issues raised by focus group participants. Participants were asked to priorize these issues, and in this section a brief discussion of the results of this exercise is presented.

Target Groups

Target groups were reluctant to rate the relative importance of the issues that they raised. They felt that their needs were highly interdependent and to undertake a priorization process would present an oversimplified view of these needs. Nevertheless, the results of this priorization process (see Appendix - Table 12) is somewhat helpful in establishing the relative importance of needs among target groups. Roughly a third of the groups, for example, gave top priority to general needs including housing,

employment, education/training and recreation. The majority of the groups, however, tended to mix general needs with specific issues. For example, single parent Natives indicated that their top priority was housing while their second priority was day care.

Service Providers

Service providers also had difficulty in priorizing issues because they too felt that the needs of target groups are highly interdependent. Nevertheless when service providers were asked to undertake this process (see Appendix - Table 13) they tended to focus upon: types of programs that they felt were needed; broad issues that were applicable to all of the target groups; and general considerations for funders.

Public Meeting Results

The public meeting functioned to bring together target groups and service providers to further priorize issues raised at the individual focus group sessions. While it has been mentioned above that the target groups tended to identify either general or specific issues while the service providers priorized in terms of programs or broad issues affecting a number of target groups, the results of the public meeting priorization exercise (see Appendix - Table 14) reflect these two approaches. For example, the group consisting of Native target group representatives and Native service providers priorized Native needs to be: housing, education, and culturally appropriate programs.

Major Funders

The major funders that were interviewed identified many of the same issues as the target group representatives and service providers (Appendix - Table 15). When asked to priorize, however, the major funders tended to place emphasis on broader issues which they saw as prevalent among the target groups. This emphasis results from their approach, which they perceive to address problems faced by the population at large as opposed to problems faced by a particular target group.

4.0 FUTURE DIRECTIONS

Based upon the information gathered in the Needs Consultation, it is difficult to conclude which programs should receive top priority. While the census data suggest that housing and employment are the most important sectors for intervention, the study participants strongly recommended the need for specific program components (such as improved accessibility to existing services and increased numbers of linguistically and culturally appropriate service providers) within these sectors. Moreover, this report has placed more emphasis upon sectors such as unemployment, education, and housing than upon target groups, although there clearly are some groups which are more disadvantaged than others.

The Consultant, therefore, has identified a number of future directions in the following areas of program design:

1) General Approach to Identifying and Establishing Programs;
2) Necessary Components/Characteristics of Program Initiatives;
3) Program Initiatives: Specific Themes; and
4) Priority Target Groups.

These directions are based upon issues and priorities raised by the target groups, service providers and community funders as they relate to important sectors for intervention as well to specific program components. It is not suggested that these directions are the sole responsibility of a specific funding body including Program 6.3 (or other Winnipeg Core Area Initiative Programs) or any other government or non-government body. Rather, they are guidelines to be considered by community funders and policy makers in general.

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1) General Approach to Identifying and Establishing Programs

- Undertake a "global" approach which addresses issues as they pertain to the population as a whole rather than a "micro" approach which provides a series of inner city projects and programs on a target group by target group basis.

- Ensure that funders and community organizations are working closely together to monitor success of programs and to ensure that their agendas are in line with the needs of the users.

- Increase the participation of inner city residents in program design and delivery.

- Initiate effective dialogue among principal community funders to reduce duplication of services and to facilitate information exchanges.

- Implement carefully designed pilot projects for the purpose of improving upon existing programs or identifying new programs.

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2) Necessary Components/Characteristics of Program Initiatives

- greater coordination and networking among programs and services
- effective information dissemination targeted towards the various target groups regarding community programs, facilities, and services
- holistic programs (i.e., those which provide a series of supports and meet a number of related needs rather than addressing needs in isolation from one another)
- culturally and linguistically appropriate personnel and community outreach workers
- effective record management among program and service agencies to assist in determining "actual" needs
- provision of development opportunities for program staff and organizations/services as a whole
- program operations beyond "9 to 5" hours

3) Program Initiatives: Specific Themes

- Employment

  - longer-term job training programs which incorporate a work experience component (possibly volunteer) and necessary support services such as day care, transportation, counselling, etc.
  - increase access to existing employment programs and counselling services
  - better implementation of affirmative action programs
  - promote community economic development to create job opportunities

- Education/Training

  - longer term education programs which incorporate necessary support services such as day care, transportation, counselling, etc.
  - more life skills and self-improvement programs
  - an equivalency program for immigrants with non-Canadian degrees, certificates and experience
  - a restructured ESL program which accommodates varying levels of English and which offers more "English for specific purposes" programs

- Housing
    - housing for special user groups (e.g., abused women, single parents, runaway teens, the mental health disadvantaged)
    - housing with built in supports (such as care for seniors, counselling for abused women, support for the mentally disadvantaged)
    - advocacy group to deal with problems related to discrimination, slum landlords and residential upgrading
    - central housing registry

- Health
    - more emphasis upon health promotion/disease prevention as opposed to treatment programs
    - additional programs addressing mental health (for those with recognized disadvantages as well as for the population at large which faces poverty related stresses)
    - a community based health support system which deals with a wide cross section of health concerns (e.g., health promotion/disease prevention; drug abuse; birth control)
    - increased support for child health programs

- Recreation
    - low cost affordable programs
    - loosely structured programs which operate on a drop-in basis and at flexible hours
    - culturally varied and appropriate programs
    - cross-cultural programs to promote interaction among various target groups
    - additional green spaces and increased maintenance of existing spaces

- Social Services
    - community outreach programs to increase access to existing social services
    - program networking and co-ordination to avoid duplication and under-use of services
    - holistic programming which takes into account the entire network of supports that users need as opposed to treating needs in isolation from one another
    - neighbourhood based programs which provide a number of different services
    - life skills/self esteem programs
    - preventative as opposed to treatment programs
    - central knowledge bank which co-ordinates information on services and programs

- Social Assistance
    - advocacy group to lobby for relevant changes to existing programs

- Day Care
    - additional affordable day care spaces
    - additional parent/child centres to provide occasional respite for parents
    - greater program flexibility (e.g., before and after school, evenings, short notice, part time, intermittent)
    - incorporation of a day care as a support service for other programs such as employment, education, training
    - encourage work operated day cares

- Prejudice/Discrimination
    - programs requiring collaboration among ethnic groups
    - advocacy on behalf of target groups
    - a cross-cultural meeting place

- Neighbourhood Safety
    - improved policing services to inner city neighbourhoods possibly community policing
    - activities which involve the mixing of cultural groups
    - appropriately located housing and open spaces (i.e., locations should be easily accessed yet separated from incompatible uses)

4) Priority Target Groups
- Natives (particularly single parents and youth) and single parents are the most disadvantaged in terms of income, education, employment and housing. They are struggling with a low and declining standard of living and they are the most rapidly growing groups within the inner city.
    - Native needs are highly related to inability to access the existing employment, education and counselling system. Needs could begin to be addressed by: literacy and language programs; culturally appropriate programs; increased Native program staff; and affirmative action programs.
    - Single Parent needs could begin to be addressed by: increased affordable day care; increased employment and education opportunities; and support in dealing with social assistance related problems.

APPENDIX

TABLES 12, 13, 14 AND 15

ISSUE	Children	Youth (non-Nat.)	Youth (Nat.)	Recent Immigrant Youth	S. Parent (non-Nat.)	S. Parent (Nat.)	Native	Mental Health Disadvantaged	South Asian	S.E. Asian In-Chinese	L, C & S American	African	Seniors
GENERAL:													
Employment		4		1		1	1	3		3	2	1	
Education/Training					4	2		3				1	6
Housing						1	1	2	1	1			1
Health						5	2	1					4
Recreation	1	2	5			4	2	4		2		2	
SPECIFIC ISSUES:													
Counselling/Social Services/Life Skills		1	3		3	3							2
Access to information		4		2					2				
Co-ordination of services									2				
Social assistance					2								
Day Care					1	2							
Prejudice/Discrimination		3	2										
Safety	2									4			3
Drugs/Alcohol			1										
Transportation													5
Open space	3												7
Widespread community development											1		!

Note: Some issues were considered to be equal in importance and therefore received the same rank order number.

	TABLE 13. PRIORITIES AMONG INNER CITY TARGET GROUPS: AS SUGGESTED BY SERVICE PROVIDERS						
PRIORITY	**CHILDREN/YOUTH**	**SINGLE PARENTS**	**NATIVE**	**MENTAL HEALTH**	**IMMIGRANT**	**SENIOR**	**GENERAL**
1. Target Group Specific: Programs	- life skills - counselling - abuse treatment - preventative - parenting for single parents - employment for the chronic unemployed	- child health - day care - family life situation	- increase spaces in education/training programs - self improvement programs	- programs for the chronically ill - more day programs - more loosely structured programs based on a model which incorporates residential, employment and social programs and provides continuous support throughout. - short term - as mental health programs face difficulty in securing ongoing funding	- more courses such as CAI English for Special Purposes	- pilot project which provides for a live-in nurse in an elderly persons housing project - a system for co-ordinating facilities and programs	Day Care
Human Resources	- increase: family support workers; community outreach workers			- more front line workers to provide individualized care	- increases are needed but particularly among culturally and linguistically appropriate staff		
Other	- financial resources to increase access to existing services		- housing		- accreditation problems		- housing - problems with social assistance program
2. Broad Issues: Programs/Services	- holistic, i.e., those which comprehensively consider the overlap with other programs and the complete life situation of the target group the program is attempting to serve - preventative as opposed to treatment - community outreach/orientation - to inform people of existing resources and to "bring groups into the system" - increase participation of inner city populations in terms of program design and delivery - establish a central knowledge bank where information on services and programs is co-ordinated - support advocacy on behalf of various target groups						
Agency Improvements	- ensure co-ordination among agencies - centralize some services; eliminate others						
Human Resources	- increase the number of culturally and linguistically appropriate service providers						
3. Considerations for Funders:	- long term grants as opposed to short term should be provided - resources should assist existing short term programs to access long term funding - less research and more projects/programs should be supported - users should be more involved in the development of proposals and projects - service providers should be provided with a sense of what the funders' "action plans" are - funders and service providers should adjust their agendas to be more in line with the needs of users						

Note: Italics indicate priorities also raised by target groups

	Children and Youth	Single Parents	Native	Mental Health Disadvantaged	South Asian/ S.E Asian/ Indo-Chinese	African	Seniors
GENERAL:							
Employment	2			2	1		
Education/Training		4	2			2	
Housing		3	1	1			1
Health				3			5
Recreation	1			4			6
SPECIFIC:							
Culturally appropriate programs			3		4		
Programs with built in supports		4		1			2
Preventative as opposed to treatment programs		5					
Outreach programs					5		
Information dissemination					3	3	
Social assistance		2					
Day Care		1					
Prejudice/Discrimination	3						
Safety							3
Transportation							4
Language			1		2	1	
Mandate of public school system	4						

TABLE 14. PRIORITIES AMONG INNER CITY TARGET GROUPS: AS RECONCILED BY TARGET GROUPS AND SERVICE PROVIDERS AT PUBLIC MEETING

Note: Some issues were considered to be equal in importance and therefore received the same rank order number.

			TABLE 15. PRIORITIES AMONG INNER CITY TARGET GROUPS: AS SUGGESTED BY MAJOR FUNDERS			
PRIORITY ISSUES	CHILDREN AND YOUTH	SINGLE PARENTS	NATIVE	IMMIGRANTS	MENTAL HEALTH DISADVANTAGED	SENIORS
1. Target Group Specific:	- poverty - teenage pregnancies - abuse - education and employment - family breakdown - Native youth	- teenage pregnancies - access to services by adolescent mothers	- education - poverty - drugs and alcohol - domestic violence - health	- language - health care - cultural differences regarding parenting - family conflict - employment - access to services	- housing - health services including in-patient care, crisis centres - community programs and drop in centres - lack of leadership, political will	- supports for community living including transportation, healthcare, respite programs - recreation
2. Broad Issues:	- poverty - the need for solutions which emphasize a preventative model as opposed to a reactive model - the inability to determine "actual" need due to the difficulty in documenting the overlap among agencies and the magnitude of needs that are not being met - the need to address fragmentation in the service community - the need for more global approaches as opposed to one year solutions					

3. Considerations for Funders:

Programs
- support more programs that are aimed at more global issues as opposed to a particular target group. (For example, regarding youth there is too much emphasis on projects most of which are drop-in services. Components of a more suitable approach are: planning for all youth in the core; co-ordination of activities among the various drop-ins and services; and addressing the issue of why there is a problem)
- place more emphasis on causes of problems which may mean looking beyond the core
- create models that can be used in all areas of the city
- increase access to existing programs
- support record management among the service provider community
- address the fragmentation of service groups in the core area; groups should be assisted to pull together under one umbrella in order to eliminate duplication and in order to establish one united voice speaking for the core

Funding
- provide more balance between time-limited projects and operating funds
- provide more funds for "development opportunities" for the staff of programs operating in the core
- require an evaluation component in the last phase of projects which have been funded on a short term basis
- more intergovernmental discussions should be undertaken to determine areas where various government deparmtents might complement one another