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# **PATHWAYS TO CHANGE:**

Facilitating the full civic engagement of  
diversity groups in Canadian society

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April 2007

PATHWAYS TO CHANGE:  
FACILITATING THE FULL CIVIC ENGAGEMENT  
OF DIVERSITY GROUPS IN CANADIAN SOCIETY

Developed for the Government of Alberta, Culture and Community Spirit, Human Rights and Citizenship, and the Government of Canada, Citizenship and Canadian Heritage, Alberta Division

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## INTRODUCTION

Pathways to Change is a research-based model and tool to help equality-seeking organizations and communities in their work to reduce discrimination and racism, and to facilitate the full civic engagement of individuals in all aspects of society.<sup>i</sup> In this document, “full civic engagement” means that groups and individuals, regardless of their membership in a diversity group, fully participate in, benefit from, and exercise influence in all aspects of society without encountering discrimination, racism, or other barriers, either discrete or systemic. The term “diversity group” refers to a group of people defined by race, national or ethnic origin, colour, religion, age, gender, sexual orientation, marital status, family status, or mental or physical disability. Evidence of full civic engagement would include, for example, labour market integration of members of diversity groups, the absence of income disparities between members of diversity groups and members of the broader community, and representation of society’s diversity among elected officials. Full civic engagement is a lofty ideal, but it is a cornerstone of democracy, and it is the goal to which we aspire.

The Pathways to Change Model summarizes and integrates in a brief, visual diagram both the academic literature and the practical wisdom of equality-seeking organizations on the ways of effecting

**Full civic engagement** means that groups and individuals, regardless of their membership in a diversity group, fully participate in, benefit from, and exercise influence in all aspects of society without encountering discrimination, racism, or other barriers, either discrete or systemic.

**Diversity group** refers to a group of people defined by race, national or ethnic origin, colour, religion, age, sex, sexual orientation, marital status, family status, or mental or physical disability.

<sup>i</sup> The Pathways to Change Model was initially developed in 2006 for the Government of Alberta, Alberta Community Development, Human Rights and Citizenship, and the Government of Canada, Citizenship and Canadian Heritage, Alberta Division to support organizations and communities doing diversity and multicultural work in the province of Alberta, Canada.

positive changes that lead to full civic engagement. The Model presents several routes to change, with multiple steps, or strategies, along the way, but *all* pathways lead to full civic engagement, especially for those who have traditionally been denied access to power and opportunity. The Model is linear; each strategy builds on the one that precedes it. Of course, in real life, equality work does not always proceed in a logical, step-by-step way, and many organizations struggle, individually and collectively, to complete even one strategy along a pathway. Often, for every two steps forward, there is one step back. However, as represented in the Pathways to Change Model, progress is measured in terms of movement toward the end goal of full civic engagement. Some projects may be situated toward the bottom of the Model, others toward the top, depending on the organization's pre-existing capacity and the scope and nature of the work that preceded the project.

Many equality-seeking organizations and communities experience challenges in clarifying the connections between their projects and the immediate and longer-term outcomes they seek to achieve. Organizations that consciously develop projects that fit with the strategies along one of the pathways to change are more likely to be able to identify and track change and progress. The Pathways to Change Model can help organizations to articulate the desired outcomes of their projects, situate their projects along the pathways to change, and identify ways to demonstrate the changes which result from these projects.

This document is presented in two parts. Part 1 describes the background to and rationale for each of the five strategies in the Pathways to Change Model, including detailed logic models for each strategy. Part 2 provides tips for demonstrating the results of projects, along with a user-friendly tool that features short versions of detailed logic models.

# PART 1: THE PATHWAYS TO CHANGE MODEL AND STRATEGIES

## Background

Canada is a democratic country and, to function properly, democracy requires extensive public involvement. Prior to the adoption of comprehensive federal and provincial human rights and multiculturalism laws and policies in Canada in the 1970s and 1980s, Canadians thought about civic engagement primarily in terms of formal participation by citizens in the electoral process, from voting to running for elected office. Since then, we have come to see civic engagement quite differently. It is now recognized that a narrow approach discounts valuable forms of participation in society and excludes many people from fully contributing to and influencing the institutions and structures that affect their lives, to the detriment of all Canadians and residents of Canada. In short, we cannot build the equality-based, inclusive, and flourishing society to which we aspire unless and until barriers to all forms of participation have been redressed, and we cannot do this without the guidance of groups that have traditionally been excluded from the decision-making power structure, whether they are Canadian citizens or not.

Civic engagement is a two-way street: Individuals and groups need to participate in decision-making, and public institutions<sup>1</sup> need to invite, listen to, and make changes in accordance with the input and expertise of these individuals and groups. Clearly, many things have to happen before this can occur. A seemingly endless list of policies and practices relating, for example, to governance models, the labour market, education, health care, housing, and social services need to be revised or replaced to ensure that everyone has access to opportunities and services.

*“Citizens are not the enemies of the state; they are the rationale for it. In the new consensus, democracy is not a spectator sport. The new democracy is about the participation of citizens. It is a journey where diversity is celebrated, the public good is negotiated, and intense deliberation and dialogue are conducted. It is about being involved.”<sup>2</sup>*

Moreover, considerable work is still required to combat individual discrimination and racism, and to generate support for systemic change.

Increasing civic engagement, changing systems and institutions, and improving public attitudes are all inter-connected. Civic engagement requires changes to both public institutions and public attitudes to allow for greater participation, and increased ability of diversity groups to participate via increased knowledge, skills and resources and reduced barriers to participation. Institutional change requires public support and influence, input from diversity groups, and willingness on the part of the institutions to change the ways in which they do business. Finally, public understanding about and support for all forms of diversity are unlikely to change in the absence of a wide range and variety of public education efforts.

This work cannot be accomplished by individuals acting alone. Concerted and strategic efforts on the part of organizations and communities are central to initiating and accomplishing change. And this depends on the capacity of organizations and communities to do the work: capacity to provide education, capacity to foster civic engagement, capacity to influence institutional change, and basic operational capacity.

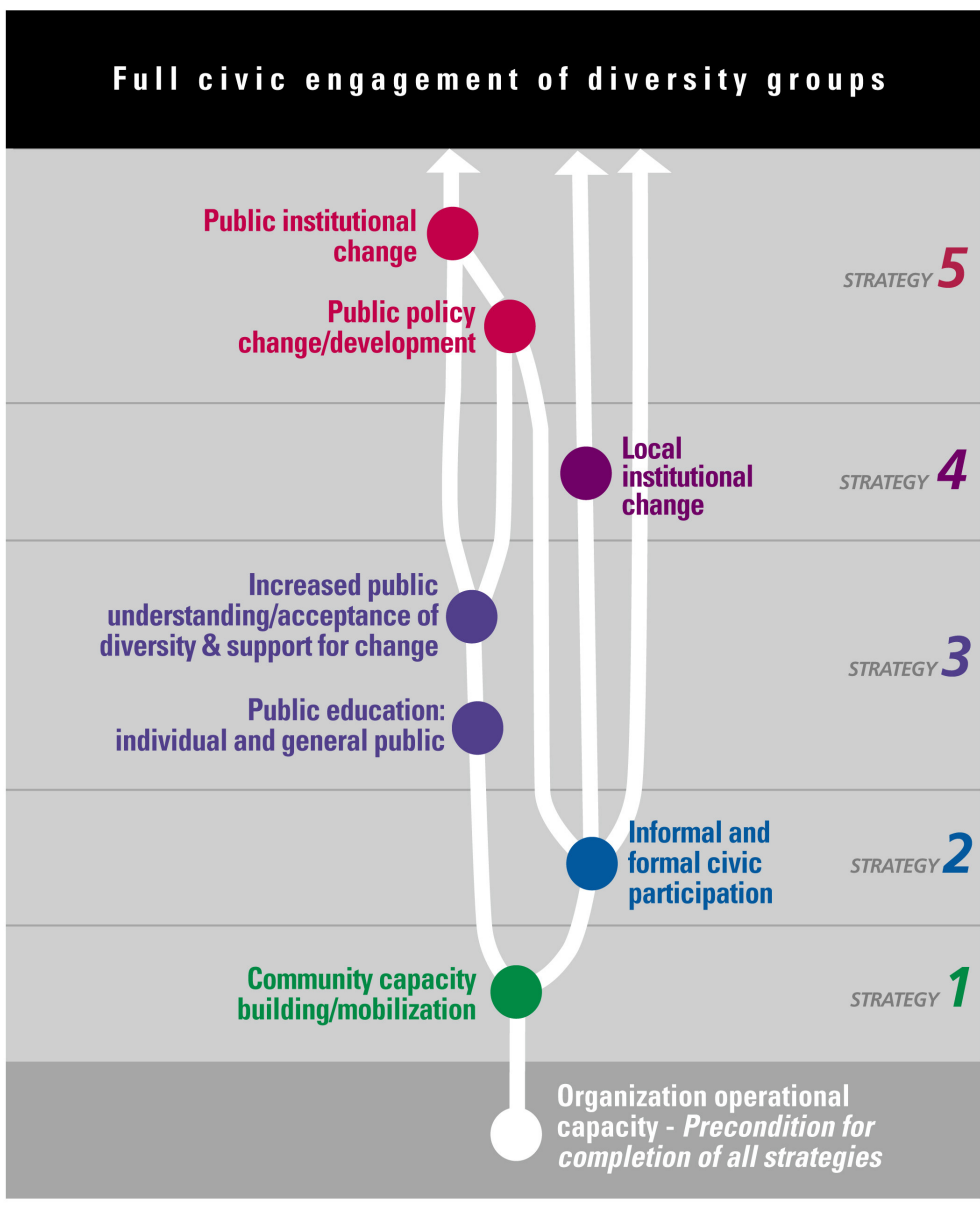
The relationships among community and organizational capacity, public understanding, institutional change, and civic engagement are set out in the following Pathways to Change Model.

It must be stressed from the outset that the unique situation of Aboriginal peoples is not fully reflected by the Pathways to Change Model or this document as a whole. Aboriginal peoples' current and historical experiences of social inclusion and exclusion and civic engagement are complex and multifaceted "as they recognize themselves as distinct from other Canadians and as belonging to



'nations within' and as nations that are not represented within."<sup>3</sup> A distinct model and background paper would be required to do justice to these intricate and sometimes thorny issues.

## PATHWAYS TO CHANGE MODEL



## Strategy 1. Community Capacity Building

Communities and not-for-profit organizations play key roles in the integration, inclusion, participation, and full civic engagement of diverse demographic groups.

Communities may be broadly defined as “group[s] of people who are socially interdependent, who participate together in discussion and decision making, and who share certain practices that both define the community and are

nurtured by it.”<sup>4</sup> As such, communities offer “informal links of companionship and mutual aid that provide sense of belonging and emotional and other support... [and] the outward linkages of networks that provide people with ladders to change their situations (i.e., jobs, houses) and levers (politics, lobbying instruments) to change their social locations.”<sup>5</sup> Participation in community groups “promotes interpersonal trust and social bonds among community members and provides a solid foundation for community action on many fronts.”<sup>6</sup>

Likewise, not-for-profit organizations are vital to the engagement and inclusion process of members of diversity groups, who are often formally and informally denied access to services and opportunities and excluded from the decision-making process on the basis of their membership in one or more of these particular groups. In addition to providing direct services and individual advocacy, these organizations work to facilitate collective responses to combat exclusion by training, empowering, and mobilizing individuals and groups; engaging in public education and awareness strategies and policy initiatives to effect systemic and institutional change; and providing alternative routes of access for both groups and individuals to formal and informal power structures.<sup>7</sup>

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All of this requires skills, power, and resources, collectively referred to as “capacity.” Capacity within *not-for-profit organizations* usually refers to basic operational capacity; that is, administrative operations, program functioning, and external relationships. In light of government downsizing and “downloading” in recent years, building and maintaining the capacity of not-for-profit groups to function effectively and meet burgeoning client and stakeholder demand is consistently identified as an urgent priority by foundations, policy think tanks, academics, and advocates.<sup>8</sup>

Clearly, having basic operational capacity is a *precondition* for organizations if they are to take on the additional challenge of fostering systemic change. Many recent Canadian studies have reported that organizational capacity is under-resourced and under-developed in the not-for-profit sector, such that organizations are unable to adequately address growing needs within their respective communities or to strengthen alliances and collaborations to maximize their collective impact on national policies and development agendas.<sup>9</sup> Capacity building is “the means by which we are aiming to bring about stronger communities, active civic engagement, and inclusive democracy that attends to the needs and opportunities of all people.”<sup>10</sup>

The components of basic operational capacity for not-for-profit organizations are provided below.

<b>Components of Basic Organizational (Operational) Capacity</b>	
<ul style="list-style-type: none"> <li>◆ board governance</li> <li>◆ vision and planning</li> <li>◆ financial management</li> <li>◆ fundraising</li> <li>◆ human resources</li> </ul>	<ul style="list-style-type: none"> <li>◆ public relations</li> <li>◆ community outreach</li> <li>◆ partnerships</li> <li>◆ service delivery</li> <li>◆ evaluation</li> </ul>
<p><b>Recommended websites:</b>            Community Tool Box - <a href="http://ctb.ku.edu">http://ctb.ku.edu</a>            Capacity website - <a href="http://www.managementhelp.org">http://www.managementhelp.org</a>            Capacity website - <a href="http://www.uwex.edu/ces/cced/nonprofits/management/assessment.cfm">http://www.uwex.edu/ces/cced/nonprofits/management/assessment.cfm</a></p>	

*Capacity is the power or ability to use one's own resources to achieve goals.*

*Capacity building is the strengthening of the ability of people, communities and systems to plan, develop, implement and maintain effective approaches.<sup>11</sup>*

Discussions about the capacity of *communities* usually centre on social capital and cohesion, resource development, and collective skills to bring about desired changes within the community. “Community capacity building” refers to increasing the capacity and skills of the members of the community in question to work with other community members to meet their own needs in some way. Although there is no single model for community development or capacity building, this generally involves equipping people with skills and competencies which they would not otherwise have, realizing existing skills and developing potential, promoting increased self-confidence, promoting people’s ability to take responsibility for identifying and meeting their own and other people’s needs, and encouraging people to become more involved in their community and the broader society.

In general, the vehicles for social change initiated by communities include formal political processes (discussed later in this report) and organizations, either existing not-for-profits or new entities established to formalize community action.

The components of basic community capacity are provided below.

#### Components of Basic Community Capacity

- ◆ Ability to foster and sustain leaders from within the community
- ◆ Ability to build connections and partner with non-community members
- ◆ Ability to negotiate and facilitate support
- ◆ Ability to work collaboratively (e.g., facilitate a group discussion; negotiate conflict; build consensus)

**Recommended website:** Community Tool Box - <http://ctb.ku.edu>

## *Strategy 2. Formal and Informal Civic Participation*

It is generally agreed that an active citizenry is vital to democracy. “For some, the emphasis is placed on the importance of individuals fulfilling their obligation to be politically responsive to their social settings, while for others, it is put on the self-actualization that accompanies the practice of politics by individuals, and for others still, the focus is an instrumental one, stressing the necessity of wide-spread participation in order to ensure fairer and more equitable treatment for all.”<sup>12</sup>

The term “civic participation” has traditionally been synonymous with formal citizen participation in the political process. “Formal participation” refers to activities undertaken in an electoral arena, including voting, running for office, and involvement in a political party. Because this approach excludes vital forms of community involvement and individuals who are not citizens, the meaning of civic engagement has since expanded to include “informal participation,” or involvement in all kinds of activities intended to improve society. This includes direct and indirect efforts to influence the formulation and implementation of public policy.<sup>13</sup>

The broader definition of civic participation is vital to the social inclusion of groups who have traditionally been excluded from formal participation. As noted in a recent workshop on immigration and settlement, when we think in terms of civic participation, “we broaden the focus and the indicators of immigrant ‘participation’ in Canadian society away from electoral politics to other spheres where citizenship is practiced - schools, churches, local residents’ associations, women’s organizations, political solidarity groups, unions, environmental organizations, ethno-cultural associations, and so forth.”<sup>16</sup>

*Civic participation is defined here as involvement in extra-familial activities, usually conducted in the context of a more or less formally organized collectivity, for the purpose of improving the quality of life for the actor(s), their families, communities, or society more generally.<sup>14</sup>*

*Civic participation may also refer to situations “where governments have taken the initiative to involve citizens in policy development, including the clarification of values, principles and desired outcomes; ‘mutual engagement’ provides for ongoing deliberation and communication between citizens and policy makers, with each group having input into defining the issues and choosing the action to be taken.<sup>15</sup>*

*“Formal participation” refers to activities undertaken in an electoral arena, including voting, running for office, and involvement in a political party.*

*“Informal participation” refers to involvement in all kinds of non-electoral activities intended to improve society.*

The term can also be used in a more critical fashion by those interested in raising questions about factors that encourage or limit civic participation, and how gender, race, class, ethnicity, and other social divides and processes structure opportunities for civic participation and its outcomes.<sup>17</sup>

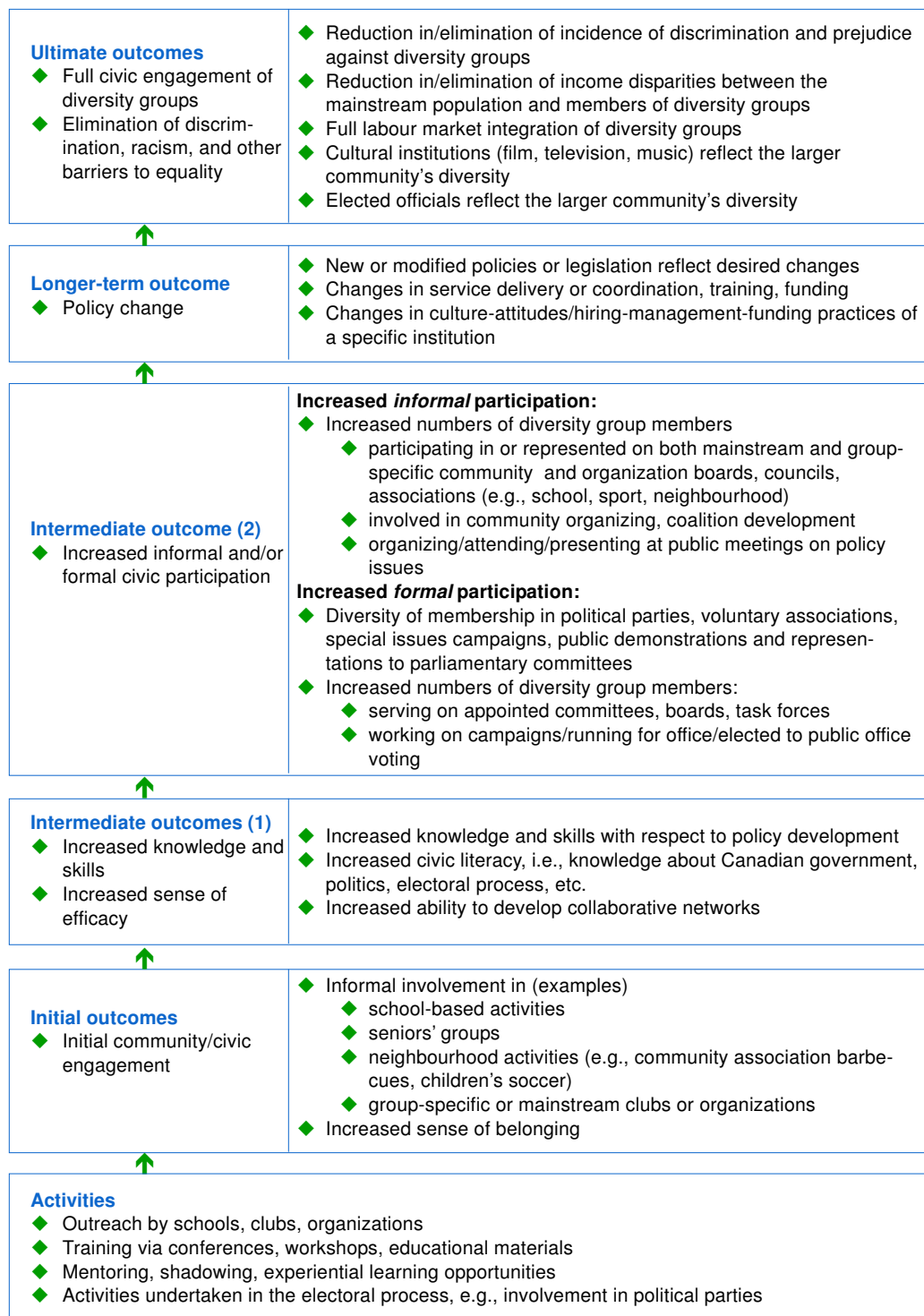
Research suggests that civic participation among traditionally excluded groups is fostered by multiple forms of involvement in both group-specific and mainstream organizations,<sup>18</sup> removing barriers to participation and promoting access to political processes, increasing civic literacy and political knowledge,<sup>19</sup> and building analytical and critical thinking skills.<sup>20</sup> Informal participation may be a supplement to, substitute for, or stepping stone on the path to formal participation.<sup>21</sup>

The following logic model delineates the pathways and outcomes associated with increased civic participation, along with some sample indicators of change on the outcomes.

# LOGIC MODEL: CIVIC PARTICIPATION<sup>22</sup>

## Outcomes

## Sample Indicators



### *Strategy 3. Public Education and Awareness*

Changing public attitudes toward diversity groups is vital to reducing individual, institutional, and systemic discrimination and racism both directly, by modifying individual and group behaviour, and indirectly, by mobilizing public support to influence public officials to take action. It should be stressed from the outset, however, that research shows that knowing more about an issue does not necessarily have a direct effect on behaviour. Raising awareness is an important precursor to other changes, but “awareness and knowledge without action will go only so far.”<sup>23</sup> Additional methods are often required to motivate and support people to make the transition from understanding to behaving differently.

Public education and awareness initiatives take a wide range of forms, including

- ◆ public awareness events (such as Gay Pride Week),
- ◆ education and training sessions (such as conferences and workshops), and
- ◆ public communication campaigns (such as Canadian Heritage’s annual March 21 campaign).

#### **Targeting local individuals: Awareness initiatives and education and training**

Public awareness initiatives and events generally seek to raise individual awareness “and, at their best, challenge the ‘culture’ of what is acceptable.”<sup>24</sup>

Likewise, short-term diversity education and training sessions tend to focus on increasing awareness and basic knowledge, rather than directly changing behaviours,<sup>25</sup> although some forms of anti-racist training initiatives do include a practical skills development component.

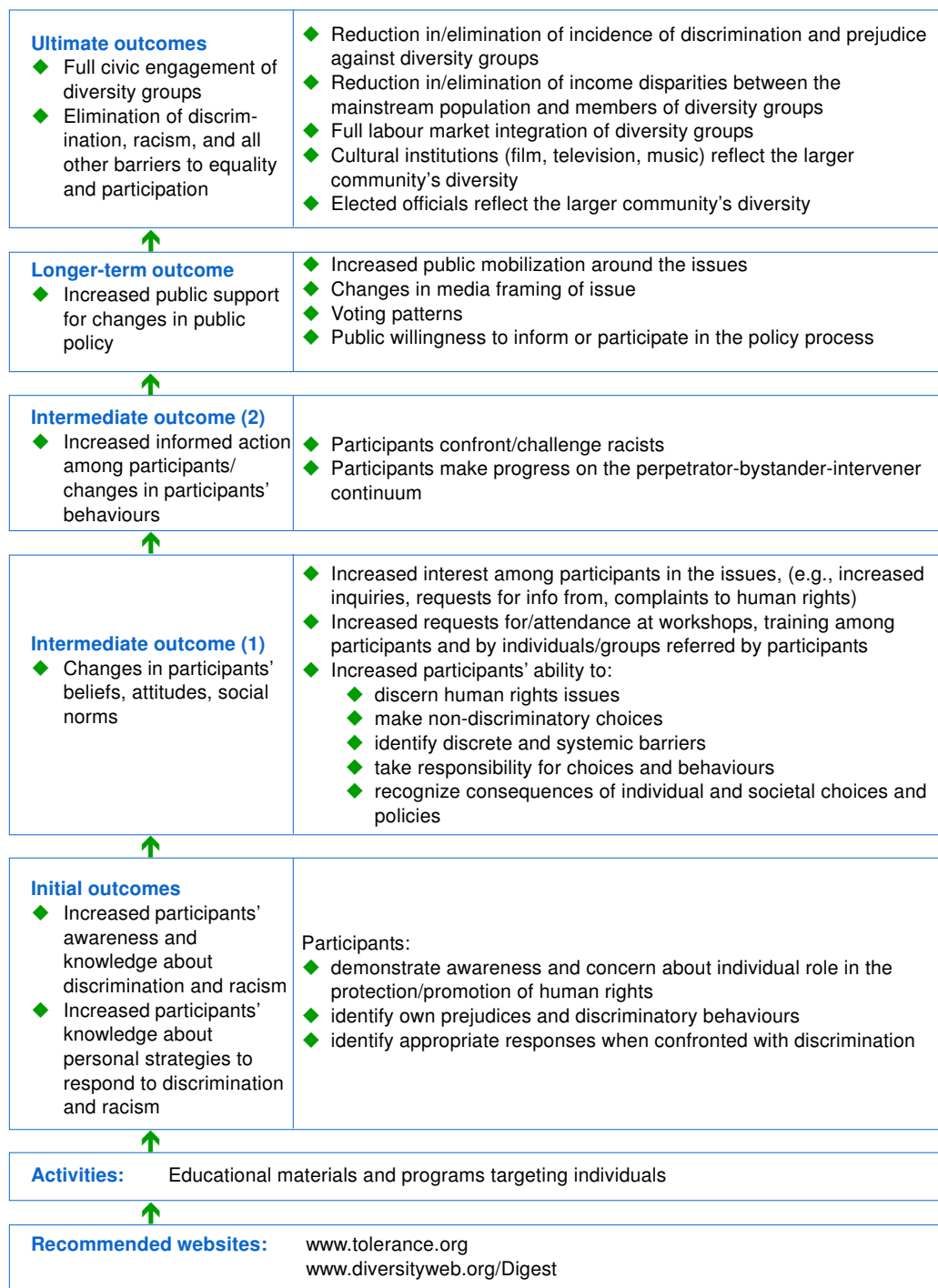
The following logic model delineates the outcomes associated with targeted education/training programs for individuals, along with some sample indicators of change.



# LOGIC MODEL: DIVERSITY EDUCATION TRAINING PROGRAMS<sup>26</sup>

## Outcomes

## Sample Indicators



## Targeting public institutions and the general public: Public communication campaigns

*“Social marketing is the application of commercial marketing technologies to the analysis, planning, execution, and evaluation of programs designed to influence the voluntary behaviour of target audiences in order to improve their personal welfare and that of their society.”<sup>28</sup>*

For the most part, the object of public communication campaigns is to raise awareness with a view to shaping the behaviour of a large number of individuals toward desirable social outcomes in a specified period of time via the media in conjunction with organized communication materials. The two main forms of campaigns are:

- ◆ individual behaviour change campaigns, which target particular segments of the population and seek to reduce negative or increase positive specific individual behaviours, and
- ◆ public will campaigns, which seek to raise the importance of a social problem in the public eye as the motivation for policy action or change.<sup>27</sup>

Most campaigns to reduce prejudice and discrimination fall into the second category, although some are difficult to classify because they have multiple objectives.

*Individual behaviour change campaigns* work to increase knowledge about a behaviour and its consequences, change attitudes and social norms about the acceptability of a behaviour and, in conjunction with other programming, change the behaviour. An example of this type of campaign is Health Canada’s anti-smoking initiative.

*Public will campaigns* are premised on the assumption that the policy agenda is influenced by public opinion, and public opinion is, at least in part, influenced by the media. Public will campaigns have several objectives: to increase visibility of an issue and its importance, affect perceptions of social issues and who is seen as responsible, increase knowledge about solutions based on who is seen as responsible, affect criteria used to judge policies and policymakers, help determine what is possible for service introduction and public funding, and engage and mobilize constituencies to action.<sup>29</sup>

Effective public communication campaigns include five features: They capture the attention of the right audience, deliver an understandable and credible message, deliver a message that influences the beliefs or understanding of the audience by directing attention and triggering norms, deliver the same message repeatedly, and create social contexts that lead toward desired outcomes by understanding the pressures that govern the behaviour of interest.<sup>30</sup>

Public communication campaigns tend to be very expensive and generally require professional guidance to design and administer. In addition, it should be stressed that, to be effective, they should be linked with a comprehensive strategy to influence public policy.

The following logic model delineates the outcomes associated with public communication campaigns, along with some sample indicators of change on the outcomes.

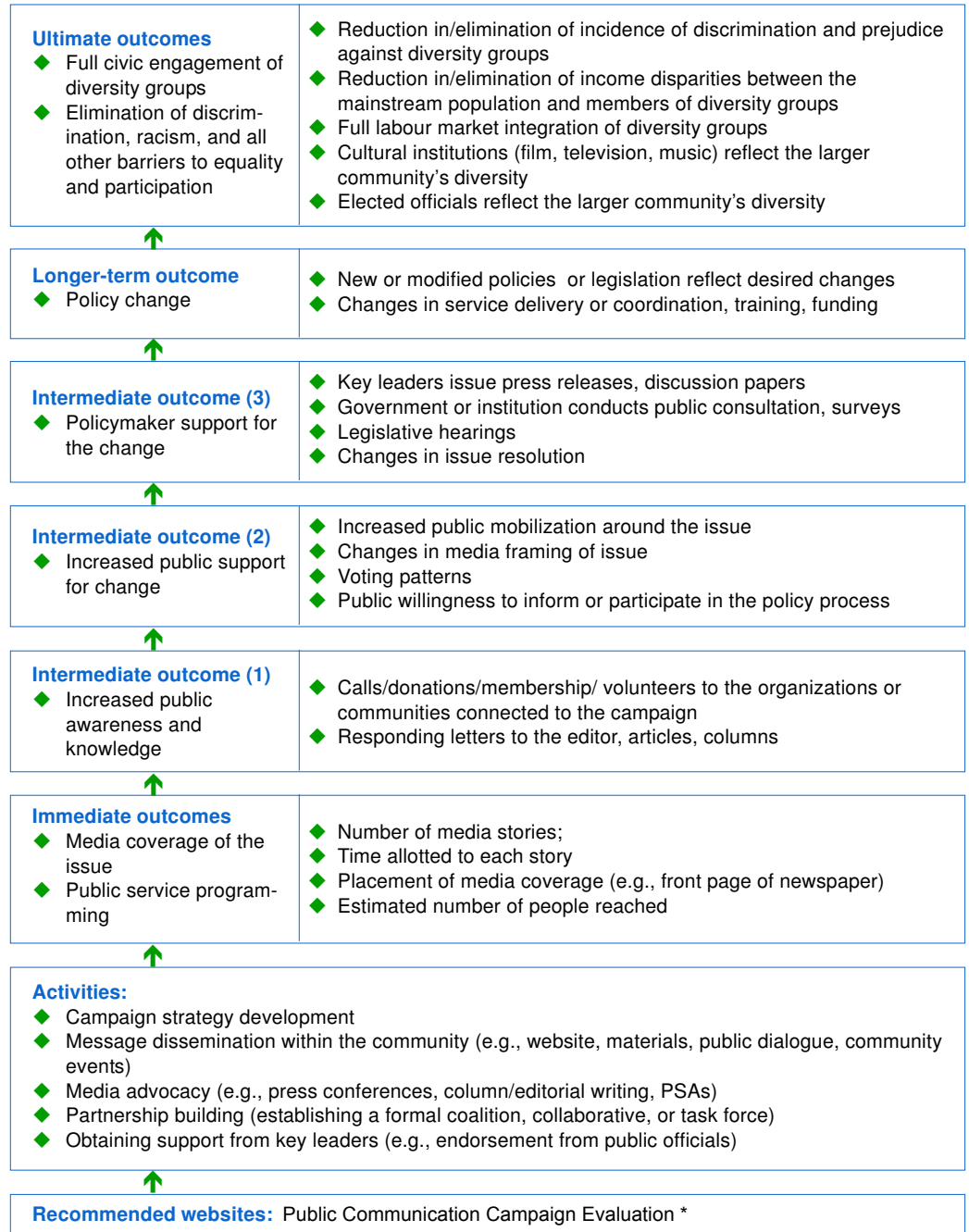
*“Public communication campaigns are growing more sophisticated and strategic. While there is still much progress to be made, campaign designers have begun to diversify their strategies and abandon the notion that information alone is the cure-all for society’s behavioural ills.”<sup>31</sup>*

*As a result, campaigns are decreasingly based only on the flawed notion that people will improve if they just know better. More campaigns are paying attention to context and linking their traditional media and behaviour change strategies with on-the-ground community action to make the social and policy environment more supportive of the desired campaign results.”<sup>31</sup>*

# LOGIC MODEL: PUBLIC COMMUNICATION CAMPAIGNS

## Outcomes

## Sample Indicators



\* [www.hfrp.org/publications-resources/browse-our-publications/public-communication-campaign-evaluation-an-environmental-scan-of-challenges-criticisms-practice-and-opportunities](http://www.hfrp.org/publications-resources/browse-our-publications/public-communication-campaign-evaluation-an-environmental-scan-of-challenges-criticisms-practice-and-opportunities)

## Strategies 4 and 5. Institutional Change

“Democracy requires that political decisions take into account, to the extent possible, the interests of those who must abide by the decisions once made.”<sup>32</sup> At present, the social, political and cultural participation of members of diversity groups is often blocked by a range of factors, many of which are shaped by discrimination and racism. These factors are built into the structures, cultures, and power relations of Canada’s political, legal, economic, educational, and social organizations and systems.<sup>33</sup>

Public institutions are defined as “organizations in the public or private sector that exert an important and prevalent influence on the general functioning of society.”<sup>34</sup> Changing the structures, functions, and cultures of these institutions is viewed as vital to dismantling systemic discrimination and racism and facilitating the full civic engagement of traditionally marginalized groups. “This means creating an organizational culture within which diversity becomes the norm and not the exception, and shifting diversity from the periphery to the centre so that it can stand as an unavoidable, priority parameter in the process of making political, economic, legal and educational decisions.”<sup>35</sup>

***Institutional change** refers to the need to work simultaneously on changing how organizations function and the cultural, political, and other underlying power relations that undermine paths to equality.*

***Public policy** is a set of interrelated decisions, taken by public authorities, concerning the selection of goals and the means of achieving them.*

***Public policy dialogue** is the interaction between governments and non-governmental organizations at the various stages of the policy development process to encourage the exchange of knowledge and experience in order to have the best possible public policies.<sup>36</sup>*

## *Strategy 4. Local institutions/organizations*

*Public policy development is the complex and comprehensive process by which policy issues are identified, the public policy agenda is shaped, issues are researched, analyzed and assessed, policies are drafted and approved and, once implemented, their impact is assessed.*

*Advocacy is the act of speaking or disseminating information intended to influence individual behaviour or opinion, corporate conduct, or public policy and law.<sup>37</sup>*

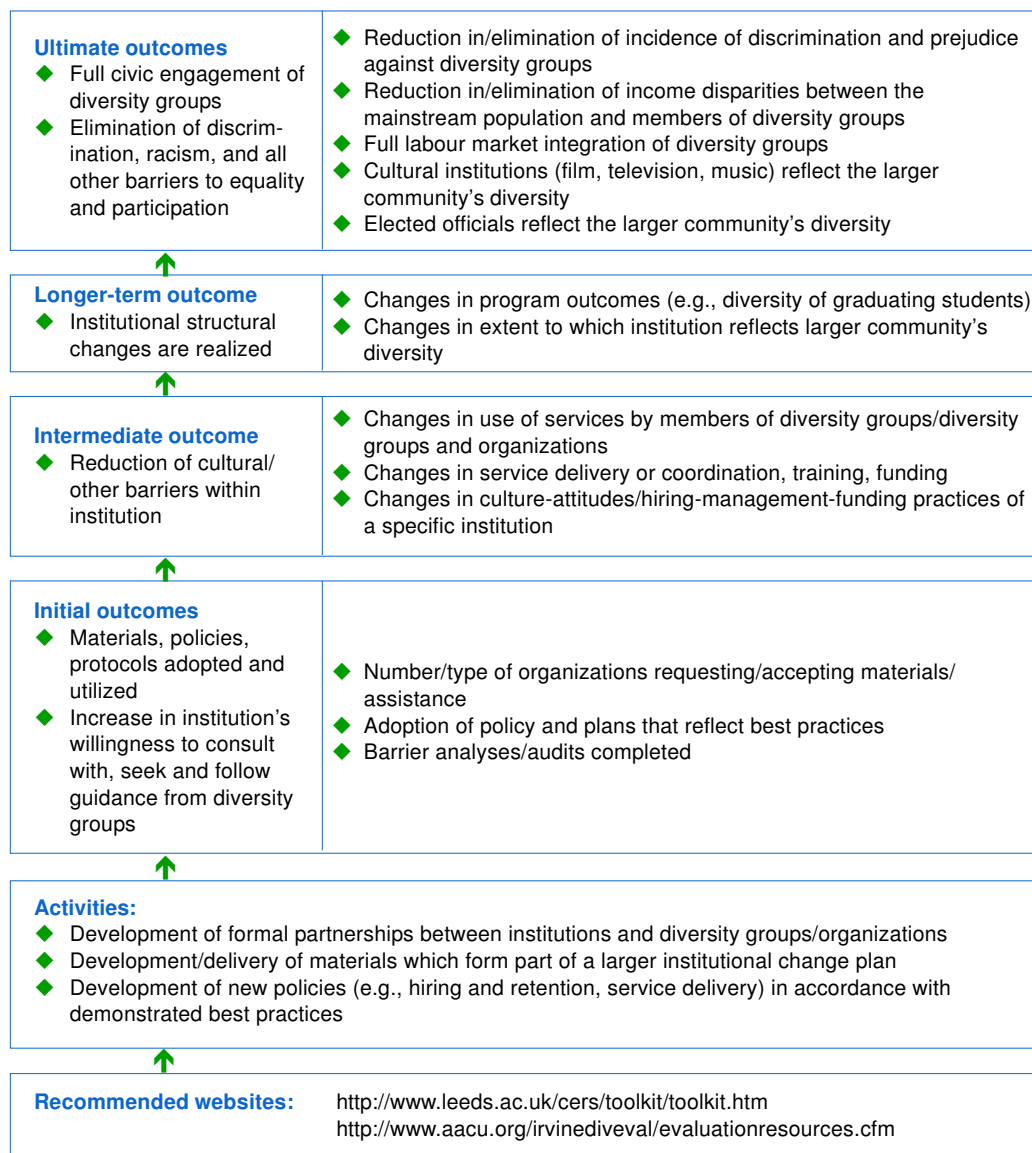
Comprehensive, coordinated and coherent strategies are usually required to change cultures and practices within local public institutions, such as police forces, educational institutions, and other organizations serving the public.

Change must be initiated by the institution itself, although the will to change may be motivated by raised awareness about diversity, external pressures, or both. Effective strategies are often developed via formal partnerships between the institution and diversity groups, which provide guidance and expertise via training, protocol development, barrier analyses, and so on. A brief logic model delineating the pathways and outcomes associated with local institutional change, along with some sample indicators of change, is provided below.

# LOGIC MODEL: LOCAL INSTITUTIONAL CHANGE (STRATEGY 4)

## Outcomes

## Sample Indicators



## *Strategy 5. Changing public institutions via policy*

The two primary, inter-related means of changing large public institutions are public education and public policy development. As discussed earlier, public policy is shaped by public will, which, in turn, can be influenced by public education. “A policy is a guiding principle or a plan of action agreed to by a group of people with the power to carry it out and enforce it. Public policies are aimed at the whole population or at specific, targeted groups, and can be created by all levels of government as well as by institutions such as school boards, hospitals, workplaces or community organizations.”<sup>38</sup>

Government-initiated policy development always involves some degree of public participation, which ranges from informing the public to engaging in policy dialogue with stakeholders. Sometimes, at the municipal level, government even assigns policy decision-making for a specific initiative or program to a local community committee.<sup>39</sup> Many community advocates argue that policy development often occurs with little regard for the knowledge or perspectives of the community, and mainstream organizations at policy-making tables are seen as not adequately representing the perspectives of diversity groups. Budhu notes, for example, that “[d]espite the fact that visible minority leaders are knowledgeable, experienced and insightful on the multiple issues facing their communities, there is a persistent exclusion of their presence at the tables of policy-making, or if included, they are peripheral to decision-making structures. It is critical that policy-making bodies examine the inherent systemic and structural barriers that work to exclude the experiences and knowledge of these communities and ensure that visible minority leaders are included.”<sup>40</sup>

A logic model delineating the pathways and outcomes associated with institutional change via policy development, along with some sample indicators of change, is provided below.



# LOGIC MODEL: PUBLIC INSTITUTIONAL CHANGE VIA POLICY<sup>41</sup> (STRATEGY 5)

## Outcomes

## Sample Indicators



## PART 2. DEMONSTRATING RESULTS

### Evaluation Basics

*The term “best practices” usually refers to models of service delivery that have shown effectiveness in achieving desired outcomes.*

*“Best practices” may also refer to processes and tools for service delivery and, sometimes, to the reasons for the effectiveness or ineffectiveness of a model, process, or tool. For some programs, best practices have not been identified; rather, the literature provides “best practice guidelines,” “key or essential components or elements” and, occasionally, standards for services.*

The term “evaluation” describes different models and strategies to assess the worth of a project. There are two main reasons for project evaluation: First, evaluation provides information about the success of a project. This information is essential in determining whether to repeat a project and in identifying ways in which it could be improved in the future. Second, evaluation provides information for communicating with and demonstrating accountability to donors, funders, and other stakeholders for project funding and other supports.

With respect to projects completed by not-for-profit organizations,<sup>ii</sup> there are three main types of evaluation: formative and summative (process and outcome).

**Formative evaluation** is conducted *before* the project begins or soon after it has begun to ensure that it is worth doing and that it is designed in accordance with “best” or “promising” practices as identified by research. The research is used to guide project design and implementation. Formative evaluation helps to ensure that a project will, in fact, be successful. Small projects rarely include a comprehensive formative evaluation component, however, it is prudent to complete at least a brief review of best practices when planning a project to ensure that the rationale for and proposed content of the project are sound.

<sup>ii</sup> It is generally agreed that not-for-profit agencies do not have the capacity to conduct evaluation using an experimental design (which uses a control group and random assignment) or quasi-experimental design (which compares participants with a comparison group, but there is no random assignment). Outcome measurement uses a non-experimental design, which simply measures changes from before to after some form of intervention.

**Summative evaluation**, which includes both *process evaluation* and *outcome measurement*, is used to assess the quality and impact of a project.


- ◆ **Process evaluation** is used to assess whether the project has been conducted according to the proposed plan or description (e.g., model, costs, number of people served) and the quality of the project (i.e., whether it was conducted in accordance with best practices). The types of approaches used in process evaluation can include participant feedback questionnaires or focus groups, assessing project components against best practices checklists, and “output” data (e.g., number of participants, number of sessions delivered, number of people reached, and so on). It is good practice for small projects to include a process evaluation component, even if it is limited to participant feedback.
- ◆ **Outcome measurement** is a way of finding out whether a project, program, or service made a difference to participants or recipients. Outcomes are measurable and observable changes in participants’ knowledge, attitudes, values, skills, behaviour, condition or status during or after their involvement in a project. While it is often impossible to establish a direct and exclusive causal relationship between the service provided and a change in a specific domain, particularly over the longer term, the intent is to show that the change is at least partially attributable to the project. Here the idea is to identify:
  - ◆ changes in participant/target audience awareness, knowledge, skills (ideally measured three times: at the start of the project, at the conclusion of the project and, if possible, after a suitable follow-up period);
  - ◆ if possible, changes in participant/target audience behaviour (measured twice: at the start of the project and after a suitable follow-up period).

It is recognized that these changes may be modest, but there has to be some movement on at least one or two short-term outcomes if the project is to be considered successful. In smaller projects, the short-term outcomes usually relate to awareness, knowledge, values, or skills. If the project has been conceptualized well, it will be possible to infer from other, existing research that achieving these outcomes is a step on the pathway toward behavioural change, and even broader social change—public understanding, institutional change, civic engagement—over the longer term. In larger projects, it should be possible to demonstrate movement on at least one or two broader social change outcomes. It should be stressed, however, that research shows that public education does not necessarily have a direct effect on behaviour; workshops or promotional materials alone are unlikely to generate social change.

Regardless of the size of a project and the depth or scope of the evaluation, it is vital to clearly delineate at the outset:

- ◆ what the project seeks to achieve in both the short and longer terms; what will be different at the conclusion of the project and, hopefully, over time;
- ◆ the pathway by which the longer-term outcomes will be achieved; how the project has been conceptualized in an “if-then” format; and
- ◆ which indicators could be used to identify progress toward the outcomes.

## PATHWAYS TO CHANGE OUTCOMES TOOL

Strategy		Examples of activities	Sample outcomes	Examples of indicators of change on the sample outcomes
<i>Precondition for completion of all strategies</i>	<b>Organizational Capacity (Operational)</b>	<ul style="list-style-type: none"> <li>◆ Board development</li> <li>◆ Organizational visioning and strategic planning</li> <li>◆ Development of financial systems and management of funds</li> <li>◆ Fundraising plans and execution</li> <li>◆ Human resource development</li> <li>◆ Public relations training, planning</li> <li>◆ Community outreach training and plans</li> <li>◆ Partnership planning, training and development</li> <li>◆ Program and service delivery planning and development</li> <li>◆ Program and organizational evaluation planning, training and execution</li> </ul>	<ul style="list-style-type: none"> <li>◆ Increased knowledge and skills of board members in governing the organization</li> <li>◆ Increase in number and types of funding contribution streams</li> <li>◆ Increase in annual revenues</li> <li>◆ Increased staff competency in service design and delivery</li> <li>◆ Improved client outcomes</li> </ul>	<ul style="list-style-type: none"> <li>◆ Pre-post changes in board members knowledge and skills</li> <li>◆ Pre-post changes in number, types of funding</li> <li>◆ Pre-post changes in annual revenue</li> <li>◆ Pre-post changes in staff competency</li> <li>◆ Pre-post changes in client outcomes, client feedback</li> </ul>
<b>Strategy 1</b>	<p style="text-align: center;"><b>Community Capacity Building</b></p> <p><b>Community capacity</b> refers to the community's social capital and cohesion, ability to make connections and build relationships beyond the community, and collective skills to bring about desired changes.</p>	<ul style="list-style-type: none"> <li>◆ Instruction/training/activities relating to, for example, messaging and communication, civics, public policy, etc.</li> <li>◆ Participation and/or leadership development initiatives</li> <li>◆ Development of formalized inter-organizational partnerships and collaboratives</li> </ul>	<p style="text-align: center;"><b>Initial outcomes</b></p> <div style="text-align: center;">  </div> <ul style="list-style-type: none"> <li>◆ Increased knowledge/skills among participants</li> <li>◆ Increased number of individuals participating in diversity/internal community/organizational initiatives</li> <li>◆ Increased number of leaders from within the community</li> <li>◆ Increased ability to foster and sustain support</li> <li>◆ Increased community capacity to respond to discrimination and/or racism</li> <li>◆ Increased organizational/community credibility/influence with mainstream organizations</li> </ul> <p style="text-align: center;"><b>Longer-term outcomes</b></p>	<ul style="list-style-type: none"> <li>◆ Pre-post changes in knowledge/skills re: media/government workings/civic process/policy development among participants</li> <li>◆ Emergence of new participants/leaders as demonstrated by roles &amp; responsibilities assumed in and beyond diversity community</li> <li>◆ Number and type of inter-agency initiatives, e.g., shared staff, co-location, common protocols, policy change initiatives</li> <li>◆ Number of community members participating/extent of formal and informal civic participation among members</li> <li>◆ Volume/timing/placement of media coverage/interviews with community representatives</li> <li>◆ Number and type of public education, public policy, and institutional change initiatives (see other strategies)</li> </ul>

Strategy		Examples of activities	Sample outcomes	Examples of indicators of change on the sample outcomes
Strategy 2	<p><b>Civic Participation:</b></p> <p><b>Informal Participation</b></p> <p>Involvement in a broad range of activities outside the formal political arena which are intended to improve society, e.g., schools, faiths, environmental organizations, community associations, unions, ethno-cultural organizations, etc.</p>	<p>Activities to promote/build:</p> <ul style="list-style-type: none"> <li>◆ participation in Canadian society through direct and indirect efforts to influence the formation and implementation of policy</li> <li>◆ involvement in diversity and mainstream organizations</li> <li>◆ knowledge about government and politics</li> <li>◆ analytical and critical thinking skills</li> <li>◆ access to participation in decision-making processes</li> </ul>	<p><b>Initial outcomes</b></p> <ul style="list-style-type: none"> <li>◆ Increased sense of belonging and engagement among members of diversity groups</li> <li>◆ Increased knowledge and skills with respect to community development/policy development</li> <li>◆ Increased civic literacy</li> <li>◆ Increased ability to develop collaborative networks</li> <li>◆ Increased community participation</li> <li>◆ Improvements in service delivery or coordination by; culture/attitudes of organizations</li> <li>◆ Full civic engagement of diversity groups</li> <li>◆ Elimination of discrimination, racism, and other barriers to equality</li> </ul> <p><b>Longer-term outcomes</b></p>	<ul style="list-style-type: none"> <li>◆ Pre-post change in sense of belonging/engagement</li> <li>◆ Pre-post change in knowledge and skills with respect to community development, policy development, government and politics</li> <li>◆ Number of diversity group members participating in mainstream and group specific organizations; involved in community organizing, coalition development</li> <li>◆ Number of diversity group members organizing/attending/presenting at public meetings on policy issues</li> <li>◆ Pre-post changes in service delivery (see Strategy 4)</li> <li>◆ Extent to which diversity groups are integrated in the labour market, reflected among elected officials and cultural institutions</li> <li>◆ Incidence of discrimination and prejudice against members of diversity groups</li> </ul>
Strategy 2	<p><b>Civic Participation:</b></p> <p><b>Formal Participation</b></p> <p><b>Involvement in electoral politics</b></p>	<ul style="list-style-type: none"> <li>◆ Activities undertaken in the electoral process – voting, running for office, involvement in political parties</li> </ul>	<p><b>Initial outcomes</b></p> <ul style="list-style-type: none"> <li>◆ Increased sense of belonging and engagement among members of diversity groups</li> <li>◆ Increased political participation among members of diversity groups</li> <li>◆ Full civic engagement of diversity groups</li> <li>◆ Elimination of discrimination, racism, and other barriers to equality</li> </ul> <p><b>Longer-term outcomes</b></p>	<ul style="list-style-type: none"> <li>◆ Numbers of diversity group members serving on appointed committees, boards, task forces; working on campaigns/running for office/elected to public office; voting</li> <li>◆ Changes in diversity of membership in political parties, voluntary associations, special issues campaigns, public demonstrations and representations to civic/legislative/parliamentary committees</li> <li>◆ Extent to which diversity groups are integrated in the labour market, reflected among elected officials and cultural institutions</li> <li>◆ Incidence of discrimination and prejudice against members of diversity groups</li> </ul>

Strategy		Examples of activities	Sample outcomes	Examples of indicators of change on the sample outcomes
Strategy 3	<b>Public Education &amp; Awareness:</b> <i>Individuals</i>	Educational programs and materials: <ul style="list-style-type: none"> <li>◆ targeting individuals;</li> <li>◆ delivered in conjunction with or as a component of a second strategy for change; and</li> <li>◆ designed and delivered in accordance with practices demonstrated by research to be effective</li> </ul>	<p><b>Initial outcomes</b></p> <ul style="list-style-type: none"> <li>◆ Increased participant awareness and knowledge</li> <li>◆ Increased knowledge about personal strategies to respond to discrimination &amp; racism</li> <li>◆ Changes in participant beliefs, attitudes, social norms</li> <li>◆ Increased informed action among participants, changes in participants' behaviours</li> </ul> <p><b>Longer-term outcomes</b></p>	<ul style="list-style-type: none"> <li>◆ Pre-post changes in participants' ability to identify discriminatory attitudes, behaviours, barriers</li> <li>◆ Pre-post changes in participants' ability to recognize consequences of individual/societal choices/policies</li> <li>◆ Pre &amp; follow-up – Changes in participant behaviour along perpetrator – bystander – intervener continuum</li> <li>◆ Changes in number and type of actions taken by participants to influence systemic change, e.g., letters to editor, joining/initiating group action</li> </ul>
Strategy 3	<b>Public Education &amp; Awareness:</b> <i>General Public</i>	Broad public communications campaigns: <ul style="list-style-type: none"> <li>◆ to raise the importance of a social problem in the public eye to motivate policy action</li> <li>◆ to reduce negative or increase positive specific individual behaviours</li> </ul>	<ul style="list-style-type: none"> <li>◆ Increased public understanding/ acceptance of diversity</li> <li>◆ Increased public support for institutional change</li> </ul>	<ul style="list-style-type: none"> <li>◆ Calls/donations/membership/volunteers to organizations involved in/related to campaign</li> <li>◆ Responding letters to the editor, articles, columns</li> <li>◆ Increased public mobilization around the issue</li> <li>◆ Voting patterns</li> <li>◆ Changes in media framing of issue</li> </ul>



Strategy		Examples of activities	Sample outcomes	Examples of indicators of change on the sample outcomes
<b>Strategy 4</b>	<p><b>Institutional change:</b></p> <p><b>Local institutions/ organizations</b></p> <p>Changing how local organizations/institutions function. This may include activities initiated and/or completed by a diversity organization or by the institution.</p>	<ul style="list-style-type: none"> <li>◆ Development of formal partnerships between institutions and diversity organization,</li> <li>◆ Development/delivery of materials (e.g., cultural competency, workplace accommodation workshops, training materials, protocols)               <ul style="list-style-type: none"> <li>◆ which form part of a larger plan toward institutional change; and</li> <li>◆ which are designed and delivered in accordance with practices demonstrated by research to be effective</li> </ul> </li> </ul>	<p><b>Initial outcomes</b></p> <ul style="list-style-type: none"> <li>◆ Materials developed and utilized</li> <li>◆ Increase in institution's willingness to consult with, seek and follow guidance from diversity organization</li> <li>◆ Reduction of cultural/other barriers within organization/institution</li> <li>◆ Institutional structural change to reduce discrimination, racism, other barriers to equality</li> </ul> <p><b>Longer-term outcomes</b></p>	<ul style="list-style-type: none"> <li>◆ Number and type of organizations requesting/accepting materials</li> <li>◆ Barrier analysis/audit completed by/with organization</li> <li>◆ Pre-post use of services by diversity groups and organizations</li> <li>◆ Adoption of policy and plans that reflect best practices</li> <li>◆ Pre-post changes in service delivery or coordination/training/funding practices</li> <li>◆ Pre-post changes in organizational culture-attitudes/hiring-management practices</li> <li>◆ Pre-post changes in service/other outcomes (e.g., staff diversity, diversity of graduating students)</li> <li>◆ Pre-post changes in extent to which institution reflects larger community's diversity</li> </ul>
<b>Strategy 5</b>	<p><b>Institutional change:</b></p> <p><b>Public institutions via policy</b></p> <p>Changing public institutions, policies and systems in terms of functions and/or cultural, political, and other underlying power relations that undermine paths to equality.</p>	<ul style="list-style-type: none"> <li>◆ Research &amp; issues identification</li> <li>◆ Community consultation and group, coalition and external network development specific to the issue(s); identification of high profile champions</li> <li>◆ Development of policy briefs and background research and documentation</li> <li>◆ Development of policy change action plan</li> <li>◆ Policy briefings, mailings, forums</li> <li>◆ Organization of community response, e.g., letter writing campaigns, forums</li> <li>◆ Participation in/presentation at public hearings</li> </ul>	<p><b>Initial outcomes</b></p> <ul style="list-style-type: none"> <li>◆ Production of formal policy brief and background documentation</li> <li>◆ Production of formal action plan (news releases, awareness and influence strategy, timeline, scenario options, formal endorsement by public officials/ community leaders, formal evaluation plan)</li> <li>◆ Increased community participation in issue identification/policy development/policy change process</li> <li>◆ Policy change</li> <li>◆ Institutional change to reduce discrimination, racism, other barriers to equality</li> </ul> <p><b>Longer-term outcomes</b></p>	<ul style="list-style-type: none"> <li>◆ Number of individuals from within and outside diversity community who have participated at each stage of process; number for whom this represents first participation of this type or higher stage on participation or engagement scale</li> <li>◆ Key leaders support the proposed change(s)</li> <li>◆ Response from public institution(s), e.g., conducts survey, public consultation, legislative hearing, discussion paper</li> <li>◆ Institution adopts new or modified policy or legislation that reflects desired changes</li> </ul>



## DEFINITIONS

**Advocacy** is the act of speaking or disseminating information intended to influence individual behaviour or opinion, corporate conduct, or public policy and law.<sup>42</sup>

**Capacity** is the power or ability to use one's own resources to achieve goals.

**Capacity building** is the strengthening of the ability of people, communities and systems to plan, develop, implement and maintain effective approaches.<sup>43</sup>

**Community capacity** refers to the community's social capital and cohesion, ability to develop or secure resources, and collective skills to bring about desired changes.

**Capacity within not-for-profit organizations** refers to basic operational capacity; that is, administrative operations, program functioning, and external relationships.

**Civic participation** is involvement in extra-familial activities, usually conducted in the context of a more or less formally organized collectivity, for the purpose of improving the quality of life for the actor(s), their families, communities, or society more generally.<sup>44</sup>

**Informal civic participation** refers to involvement in all kinds of activities outside of the electoral arena intended to improve society. Informal participation may be a supplement to, substitute for, or stepping stone on the path to formal participation.

**Formal civic participation** refers to activities undertaken in an electoral arena, including voting, running for office, and involvement in a political party.

**Full civic engagement** means that a group or individual fully participates in, benefits from, and exercises influence in all aspects of society without encountering discrimination, racism, or other barriers, either discrete or systemic.

**Communities** are "group[s] of people who are socially interdependent, who participate together in discussion and decision making, and who share certain practices that both define the community and are nurtured by it."<sup>45</sup>

**Diversity group** refers to a group defined by race, religious beliefs, colour, gender, physical disability, mental disability, age, ancestry, place of origin, or sexual orientation.

**Public institutions** are organizations in the public or private sector that exert an important and prevalent influence on the general functioning of society.

**Institutional change** refers to the need to work simultaneously on changing how organizations function and the cultural, political, and other underlying power relations that undermine paths to equality.

**Public policy** is a set of interrelated decisions, taken by public authorities, concerning the selection of goals and the means of achieving them.

**Public policy dialogue** is the interaction between governments and non-governmental organizations at the various stages of the policy development process to encourage the exchange of knowledge and experience in order to have the best possible public policies.

**Public policy development** is the complex and comprehensive process by which policy issues are identified, the public policy agenda is shaped, issues are researched, analyzed and assessed, policies are drafted and approved and, once implemented, their impact is assessed.

**Public communication campaigns** (such as Canadian Heritage's March 21 campaign) apply commercial marketing technologies to the analysis, planning, execution, and evaluation of programs designed to influence the voluntary behaviour of target audiences in order to improve their personal welfare and that of their society. These campaigns are premised on the assumption that the policy agenda is influenced by public opinion, and public opinion is, at least in part, influenced by the media.

**Individual public education and awareness initiatives** refer to discrete awareness-raising initiatives (such as poster projects), public awareness events (such as Gay Pride Week), education and training sessions (such as workshops).

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- <sup>36</sup> Capacity Joint Table, Voluntary Sector Initiative. 2003. *Participating in federal public policy. A guide for the voluntary sector*. Available at <http://www.vsi-isbc.ca>.
- <sup>37</sup> Capacity Joint Table, Voluntary Sector Initiative. 2003. *Participating in federal public policy. A guide for the voluntary sector*. Available at <http://www.vsi-isbc.ca>

- <sup>38</sup> Dodd. J.D.; Boyd. M.H. 2000. *Capacity building: Linking community experience to public policy*. (Halifax, NS: Health Canada, Population and Public Health Branch, Atlantic Regional Office). Available at [http://www.phac-aspc.gc.ca/canada/regions/atlantic/pdf/capacity\\_building\\_.pdf](http://www.phac-aspc.gc.ca/canada/regions/atlantic/pdf/capacity_building_.pdf).
- <sup>39</sup> Capacity Joint Table, Voluntary Sector Initiative. 2003. *Participating in federal public policy. A guide for the voluntary sector*. Available at <http://www.vsi-isbc.ca>
- <sup>40</sup> Budhu, C. 2001. *Research project on visible minority communities in Canada. Voluntary Sector Initiative Report*. (Ottawa: Voluntary Sector Initiative), p. 2.
- <sup>41</sup> Developed from several sources including: Centre for Research and Education in Human Services; Skills for Change. 2001. *Making a change together: A resource handbook for promoting access to professions and trades for foreign-trained people in Ontario*. Available at <http://www.crehs.on.ca>; Capacity Joint Table, Voluntary Sector Initiative. 2003. *Participating in federal public policy. A guide for the voluntary sector*, p. 5. Available at <http://www.vsi-isbc.ca>; Capacity Joint Table, Voluntary Sector Initiative. 2003. *A Code of Good Practice on Policy Dialogue*. Available at [http://www.vsi-isbc.ca/eng/policy/policy\\_code.cfm](http://www.vsi-isbc.ca/eng/policy/policy_code.cfm); YMCA of Canada. 2002. *Be H.I.P.P.: Have influence on public policy. Manual and tool kit on how voluntary organizations can influence public policy*. Available at [http://www.ymca.ca/downloads/Be\\_Hipp\\_manual.pdf](http://www.ymca.ca/downloads/Be_Hipp_manual.pdf).
- <sup>42</sup> Capacity Joint Table, Voluntary Sector Initiative. 2003. *Participating in federal public policy. A guide for the voluntary sector*. Available at <http://www.vsi-isbc.ca>.
- <sup>43</sup> Dodd. J.D.; Boyd. M.H. 2000. *Capacity building: Linking community experience to public policy*. (Halifax, NS: Health Canada, Population and Public Health Branch, Atlantic Regional Office). Available at [http://www.phac-aspc.gc.ca/canada/regions/atlantic/pdf/capacity\\_building\\_.pdf](http://www.phac-aspc.gc.ca/canada/regions/atlantic/pdf/capacity_building_.pdf)
- <sup>44</sup> Strategic Workshop on Immigrant Women Making Place in Canadian Cities. 2002. *Policy-relevant research on immigration and settlement - relevant for whom? A working document*. Montréal: Urbanisation, Culture et Société, Institut national de la recherche scientifique and Immigration et Métropoles. Available at <http://genderImmigration.inrs-ucs.uquebec.ca>.
- <sup>45</sup> Bellah, R. N., et al. 1985. *Habits of the heart: Individualism and commitment in American life*. (New York: Harper & Row).



