Infrastructure in York Region: A GIS Analysis of Human Services

June 16, 2006 Workshop Summary

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INTRODUCTION

The workshop was organized for the purpose of 'knowledge mobilization', bringing together researchers and practitioners to share their knowledge, experience and insights about the delivery of human services (education, housing, employment and business development, and settlement services) in York Region.

In the morning plenary session the lead researchers introduced the project, the objectives of the study, methodological approaches to be used, and data that is required. The afternoon breakout groups were intended to discuss and resolve on issues key to the design of a questionnaire survey. Participants of the workshop were engaged and contributed their substantial and procedural knowledge, further providing insights and raising questions about aspects of the study. The two way flow of knowledge provided an enriched conceptualization of human services that will help shape the research study. Participants identified areas where further research needs to be conducted, concepts that need refining and/or replacement, policy that is required, planning that can be improved, and action that can be taken.

This report summarizes the objectives from the initial proposal, and provides a summary of the issues discussed and questions raised by the participants at the workshop.

PROJECT OBJECTIVES

At the broadest level, the objective of this project is to enhance decision-making with respect to human services development in order to promote social inclusion. There are other secondary objectives that relate to expanding knowledge of and access to services among the targeted groups and ongoing improvement in the provision of services by social service agencies. It is also hoped that this research will generate similar research projects towards the overall objective of a more inclusive society.

A blending of geomatics and social science methodologies is employed in order to achieve the primary and secondary objectives outlined above. The objectives of this project can be divided further into immediate and long term. The immediate consists of the specific objectives of the research as outlined in the initial proposal and summarized below for reference. The long term objectives are to facilitate participation, reduce social inequalities and ultimately lead to greater social inclusion. It is important to ensure that successful completion of the immediate objectives actually contributes to these broader long term objectives.

The specific objectives include:

- 1. To identify residential/settlement patterns of the designated groups.
- 2. To assess awareness, use and satisfaction of human services in York region among the designated groups
- 3. To build a database of human services in the York region
- 4. To examine the match between demand and supply of human services in order to identify gaps
- 5. To identify and analyze variables that encourage or discourage the use of human services

The improvement of human service infrastructure in suburban areas within a framework of greater social inclusion responds directly to two research priorities of Infrastructure Canada, the funding agency of this project: the economic, social, cultural and environmental impacts of infrastructure on communities; and the relationship between cities, communities and public infrastructure. The overall impact of public and private infrastructure on communities is highly relevant with respect to the long term objective of increasing social inclusion among diverse populations in suburban areas.

THE GEOGRAPHICAL INFORMATION SYSTEMS (GIS) APPROACH

- > The GIS approach will be used in this study to compare the match/mismatch between the demand and supply of human services in York Region. This approach brings together all types of information that have a geography attached. It can be used (1) to map where the people and the services are located, (2) for spatial analysis and statistics. The GIS approach typically informs planning and policy development.
- Data required to carry out the GIS analysis for this study include:
 - > Socio-economic data of the population. Detailed data is needed to identify differences among the groups and where the vulnerable groups are.
 - > Database on service locations and the characteristics of the agencies such as location, contact information, staff size, hours of service, and funding.
 - > Transportation routes including: highway networks, street maps, street networks, transit networks, (ideally including speed limit, road capacity, where the stop signs are, where the traffic lights are, the schedule etc.). These are used to identify the path and time it takes a person to travel via the shortest route to a service agency.

<u>IDENTIFYING THE VULNERABLE GROUPS AND HUMAN SERVICE NEED IN YORK REGION</u>

Vulnerable groups

- There is a growing number of immigrants and low-income population as well as an increasing aging population. For low income, the study considers the struggle to find affordable housing with access to public transportation; for seniors, income and mobility constraints may be the most critical; while for many immigrants, barriers in the labour and housing market may be compounded by racialization, language and social capital.
- The groups (low-income, immigrants, and seniors) are not mutually exclusive. Two possible approaches are: 1) take slices and look at each group individually e.g. look at them as immigrants, then seniors etc.; and 2) focus on the smaller overlapping groups that are the 'most vulnerable'.
- > There is the issue of what constitutes vulnerability. Do we use the same criteria to define vulnerability for each group or not?
- > There is the issue of defining the populations. Will the immigrant category include refugees, migrant workers and undocumented immigrants? What will be the upper and lower age cutoffs for seniors? What will be the income cutoff for low-income and will it be based on individual or household income to capture the disadvantage of single-parent families?

Human Services

- Human services, as defined in York Region's Human Services Strategy, are "those services and programs that support a safe, healthy community and maintain and promote its quality of life". York Region has 16 sectors of human services with sub-sectors. We narrow our scope for the research to four service categories: housing; education for all age groups; employment and business development services; and immigrant/settlement services (see next section on conceptualization of four service categories).
- > Sub-categories of services will be determined starting with York Region's definition of human services and the long term objectives of the project and refined based on the workshops and results of the survey.

Services that target specific groups will be distinguished from general services that are offered to the entire population.

- ➤ The following issues deserve consideration:
 - o The units of service will need to be worked out for each of the four categories of service.
 - The classification of services into the four categories will need to account for overlapping services in a way that does not inflate the number of services provided in particular areas.
 - o A settlement tenure time period of 10 years is suggested to reflect actual settlement needs of the immigrant population.
 - o Ethno-cultural services will be included in the study. We define ethno-cultural services broadly to include ethnicity as well as linguistic and religious identity.
 - o Footloose services (services not grounded in a specific location) pose a particular challenge for the GIS approach.
 - Accessibility to services, a key variable in the research, will be defined by location, cost (if any), and eligibility for each of the three vulnerable groups.
 - Migration poses a challenge for the GIS approach, because people may only be in a particular region for a short period of time, or they may only be in the country for a portion of each year due to transnational migration circuits.
 - Social mobility poses a challenge for the vulnerable groups approach because people may move in and out of these groups over time.

CONCEPTUALIZATION OF THE FOUR SERVICE CATEGORIES

Housing Services

Housing services can be broken down into those that concern different types of housing as well as different types of services. The study could be restricted to independent living or examine other housing arrangements as well. Restricting to services for independent living would make the units easier to define and the results easier to interpret but it would exclude services for other living arrangements, particularly those in which seniors are more represented. A more comprehensive breakdown could include: 1.Independent 2.Assisted 3.Congregate 4.Other Services. In this case the units will need to be defined in a way that is meaningful with respect to looking at the relationship between demand and supply of services. Whatever breakdown is adopted, simple provision of information will also need to be distinguished from assistance. Longitudinal data shows that a high portion of newcomers (80%), within six months of arriving in Canada, are living in some form of regular rental housing. Most regular housing in Canada involves a one year commitment. Within five years they may be mobile. How often they move after that is not known.

Employment Services

Employment services can be broken down into formal and informal services. People use both formal and informal services to varying degrees with respect to their employment needs. Identifying and evaluating formal services is relatively easy, but informal services by nature are more difficult to identify and evaluate. Informal services may be provided by community organizations including faith-based organizations. Informal services operate largely through social networks. Employment services could be broken down into non-profit, community and formal services. A broad framework for types of employment with respect to services could include: Unemployed; Underemployed; Employed Part Time or Full Time; Volunteer or Unpaid Work; Self-employed Contract or Own a Business. Income measures for the purposes of identifying vulnerability could be based on individuals or households.

Education Services

A distinction can be made in services that provide access to education versus education services. The latter can be broken down into: 1.Early 2.Primary 3.Secondary 4.Post-secondary 5.Other. Education is increasingly understood as a life long process in which public institutions intersect with non-institutional community organizations. This broader definition of education includes continuing education, as well as life skills and apprenticeship programs and services. A further distinction can be made between public and private education. Private education refers broadly to informal education that does not take place in the public sphere as opposed to simply private education institutions.

Settlement Services

Settlement services are distinct from immigration services. Settlement services are difficult to define because they encompass many services for immigrants that for non-immigrants may fall under categories of housing, employment and education services. For instance, some services that target seniors and low-income households, also target immigrants. The inclusion of housing, employment and education services in the definition of settlement services may therefore be a result of how services are delivered. For instance, early learning centres located in schools also provide settlement services because they are often the first place that young families go to for education about early childhood and parenting skills. It is however critical to distinguish services that act as a bridge to more substantive participation from services that substitute for lack of substantive participation. Another issue is that at different points in time different services have more importance for individuals. For immigrants, language services will be important when they first arrive, as well as finding employment and housing. If they are ineligible for certain programs offered to the general population, separate services must be provided if they are expected to thrive in Canada.

Overlapping Services

In addition to the difficulty of defining settlement versus non-settlement services for immigrants and the related problem of deciding when immigrants are no longer in need of settlement services, there is the issue of overlapping services. Some services that are considered essential for the three vulnerable groups may not fit neatly into one of the categories chosen for this study or they may overlap. For instance, recreation services may be considered essential for social networking and thus accessing other services related to housing, employment and education. For immigrants these might be considered settlement services, while for seniors and the poor they are simply recreation. Child care is another essential service providing access to other services and opportunities that escapes easy categorization. Finally, there is overlap between settlement services and ethnocultural services given that immigrants in Canada originate from a wide variety of cultural backgrounds coupled with the potentially long settlement process. For instance, faith congregations provide important services as well as important opportunities for social networking to both recent immigrants and to minoritized populations. In conclusion, some difficult decisions will need to be made regarding the conceptualization of the four areas of service, and these decisions will have a bearing on the scope of the research.

Table 1: Settlement Issues		Comments and Suggestions for Survey		
Immigration and Settlement	Reception	• Inquire into what information immigrants received from CIC and elsewhere on arrival and how useful it was.		
Pull factors Length of settlement process and match or mismatch with services		 What are the pull factors for settling in York Region? Inquire into how long various aspects of settlement take and compare against how long services are available for 		
				• Are there longer waiting lists for programs by immigrant status, for instance to access affordable housing?
	Access to information	• Is there adequate information on services that immigrants are eligible for, including programs that don't target immigrants specifically?		
		Is information accessible in different languages?		
	Stigmatization and	Are services available for high-income immigrants?		
	marginalization	Are services available for immigrants whose first language is English?		
		• Do ethnic communities with large numbers of immigrants have adequate ethnic-specific agencies? What are the barriers to establishing these?		
Socio-Economic	Compounding effect of	• What is the interaction effect of poverty and being an immigrant in Canada?		
Status	poverty	• Does providing separate services for immigrants (e.g. education, housing, employment) and among immigrant groups, and separate services for professionals and non-professionals, maintain or reduce disadvantage?		
		Are recent immigrants ineligible for social programs that they need?		
The Aging Population Emphasis on economic integration		• Are there adequate settlement and information services for those who fall outside the preferred 21-49 age category for economic immigrants? What about elder abuse?		
	Mainstream bias	Are services for seniors inclusive of immigrants?		
		• Is information on senior services available in different languages?		
Overlapping Issues	Transportation	Disadvantage due to poverty and/or old age with respect to transportation, both in terms of long travel times and lack of knowledge of transportation routes?		
	Barriers and opportunities	• Racialization: What is the role of community centres, schools, faith groups in bridging		
		differences among the most disadvantaged members of society?		
		• What causes some immigrants to fall through the cracks and not others?		
		What is the compounding effect of poverty and old age on immigrants?		

Table 2: Education Issues		Comments and Suggestions for Survey		
Socio-economic status	Lack of funding	Are there barriers to participation such as transportation issues?		
(the poor)	Childcare	Knowledge of and experience with after hours/after school programs.		
		 Are they able to get subsidized childcare? Is it adequate? 		
	Social class	 Need to acquire basic skills (communication) in order to access 		
		knowledge resources and acquire further education		
		Are children able to access collective knowledge, cultural capital?		
The aging population	Life long learning	Life skills (computer classes) and general interest (art classes)		
(the elderly)	Access to informal learning	 Do seniors have difficulty getting out to network with others? 		
		• Is transportation an issue? What transportation is available?		
		What opportunities are they aware of for informal networking?		
Immigration and settlement	Credentials	 Upgrading through continuing education or other? 		
(immigrants and refugees)	Pull factors	 Was the quality of educational institutions a pull factor? 		
	Language training	 Secondary language programs in schools, churches and private. 		
	Representation/Language	• Inquire into experience with professionals – do they find service professionals who understand them, speak their language?		
		 Are they aware of translation and interpretation services? 		
	Information for recent arrivals	Awareness of IRIS, reception centres? Social supports on arrival?		
	Childcare	Knowledge of childcare application process? Eligible for subsidy?		
Overlapping (Affecting	Lack of funding	Upgrading, Performance Plus, life skills, general interest		
more than one designated Barriers group)		Access to childcare, after school programs, transportation, minimal communication skills to allow access to opportunities		
	Broader impact	Issues of quality of life, vulnerability and isolation		
	Specific needs	What is the right combination of specific services (for example, culturally specific bonding) and bridging services for best results?		
		 Are services available during a time/day that is accessible? 		
	Formal/Informal Learning	What combination of formal/informal leads to best results for each group?		
	1 Office / finorman Learning	Institutions as well as social networks, clubs, sports, etc.		
	Accessing Information	Distinguish information, referral services from education services.		
		 Awareness of central info points? Help with bureaucracy? 		
		 Information from social networks, community organizations? 		

Table 3: Housing Issues		Comments and Suggestions for Survey		
Socio-economic status	Homelessness	Inquire into homelessness prevention programs		
(the poor)	Co-ops and non-profit	Inquire into subsidized or not and process for subsidy		
	Shortage of affordable housing	Inquire into low income integration		
The aging population	Independence and support	Determine level of independence of and support for senior		
(seniors)	Ancillary issue and long term care	 Inquire into cases where needs cannot be met and seniors are 		
		moved to live in congregate housing		
		 Inquire into cases where ancillary services are provided 		
Immigration and settlement	Social integration	 Inquire into comfort level in neighborhood, and if this is not 		
(immigrants and refugees)		first residence in Canada, inquire into previous		
	Pull factors for York Region	• Lower cost? Newer housing? Social networks?		
		 Desire to escape ghettoization in downtown core? 		
	Appropriate services	 Inquire into whether they found services offered in different 		
		languages, and if services were culturally sensitive		
	Settlement housing process	Lack of credit, higher cost of housing, longer waiting list		
		relative to non -immigrants?		
		• Inquire into mobility pattern (assumption is multigenerational		
		>basement>homeowner), time frame for making transitions.		
		 What about practice of doubling/tripling and hotbedding? 		
Overlapping (affecting more than	Location	Proximity of housing to services?		
one designated group)		 Proximity to work, school, community organizations, 		
		shopping?		
	Shortage of affordable housing	 Inquire into pitfalls of low income integration 		
		 Inquire into strategies and use of services. 		
		 Inquire into quality of housing. 		
		 What percentage of income is spent on housing? 		
	Multiple risk	 Inquire into multiple risk factors by vulnerable group, e.g. 		
		barriers faced by low-income elderly immigrants.		
		 Inquire into multiple risk by type of service, e.g. cannot 		
		access good schools because of distance		

Table 4: Employment Issues		Comments and Suggestions for Survey	
Socio-economic status (the poor)	Underemployment	 Statcan typically underreports underemployment. How do we get an accurate measure? Ask number of hours worked. 	
	Transportation	Forced to use public transit seriously disadvantages people in York region without a car	
The aging population (seniors)	Unique situation with respect to other age groups	 Changing careers, still in the work force, question about motivation to keep working 	
	Lack of opportunity	 Referral services for seniors? Increase in seniors in McJobs – level of satisfaction with jobs? 	
Immigration and settlement (immigrants and refugees)	Focus on ITP's	Increasing attention to services for Internationally Trained Professionals (ITP's), but larger number of non-professionals that may be more comfortable going through faith-based organizations - often first connection to community	
	Pull factors to York Region	Is upward social mobility a pull factor?	
	Appropriate work	 Ask if people have work relevant to their skills and education Is there a pattern? First job → retraining/volunteer → better job? 	
	Barriers	 Language barriers and discrimination, accreditation. Potential for exploitation from mainstream and own community Problems with banking and securing credit? 	
Overlapping (affecting more than one designated group)	Volunteer/unpaid work	Does volunteer work lead to paid work? Is unpaid work better viewed as a barrier and form of exploitation?	
	Barriers	What are barriers experienced in finding employment and in upward social mobility, finding better work?	
	Maintaining diversity in results	Start with common employment problems and then break it down by gender, skilled/unskilled, seniors versus youth	
	Assessing private/public training	Was the training that respondent received paid for or not?If paid for, what was the cost?	
	Quality and effectiveness of services	• Were they treated properly? Appropriate referrals? Offered retraining options? Job searching skills? How to write a resume?	
	Lack of services in York Region	 Do they use services outside of the region? Do they use social networks, community organizations 	

SURVEY DESIGN

Table 5: Design Issues	Suggestions & Comments	Information to Collect
Socio-Economic Status	❖ Categorize questions around the respondents socio- economic attributes	 ethnicity immigrant status for immigrants, number of years in Canada for new citizens, number of years taken to become a Canadian citizen residential and work location employment income spent on housing number of children in the school system
Transportation		 barriers faced in traveling to services and agencies modes of transportation used to get to agencies length of time spent on traveling to utilize services 'needs' concerning transportation (roadways etchard infrastructure)
Knowledge of Community and Social Services	❖ Focus on human services	 awareness of anything with respect to community and social services knowledge of services and service providers for immigrants, knowledge of reception centres referrals
Sources of Information	 For issues pertaining to social networks, use two-pronged questions, because very often the option of family and friends on the survey leads the respondents' answers. First, a question that does not give the option of family and friends but rather other options such as places of worship, school boards or other agencies individuals tap into. Second, a separate question about family and friends distinguish sources of information from services 	 sources of information used social networks and supports for immigrants, social supports on arrival resources that individuals use to find information faith groups community centres word of mouth through various activities

Survey Design (Cont'd)	Suggestions and Comments	Information to Collect
Opportunities For Networking and Social Support	❖ For respondents that do not rely on social networks it is important to find out what social supports they have	 for immigrants, language training and conversational circles volunteering socialization opportunities use of community centres, clubs, day programs, places of recreation for seniors, use of social interaction programs and senior centres places in the community that facilitate social interaction sports activities for children
Bureaucratic Processes	 Open ended questions around the challenges that individuals/households face around bureaucratic processes List bureaucratic processes and have respondents identify ones that are most important to them 	 for immigrants, bureaucratic processes that individuals want to do in their first days challenges experienced dealing with bureaucracy and how they were overcome
Challenges and Barriers	 Design multiple choice questions. Ask respondents to identify what the biggest barriers they have faced in the areas of housing, employment, education and settlement services, followed by the second biggest barrier etc. Provide options and let them rank 	 barriers faced in the areas of housing, employment, education and settlement securing credit and other banking issues finding work and social mobility finding schools and upgrading skills retraining and accreditation factors limiting access and utilization of language training or other services examples of Options: providing family childcare services lack of childcare
Settlement in York Region	 Questions can be constructed so that respondents identify the first, second and third biggest influence 	factors influencing the decision to move to or settling in YR (new houses, school board, ethnic community)

Discussion of Survey Design

- > Survey will be designed and administered through the Institute of Social Research
- > Telephone interviews lasting no longer than 20 minutes will be used as the method for collecting the data
- > Participants will not be selected directly from agencies but rather the vulnerable populations will be targeted and identified using census data
- > Total number of interviews : 1200
- Survey will include structured questions totaling 80 items focusing on employment, housing, education and settlement services. Approximately 10 items will be included to collect social-demographic information and about 70 questions on services
- Respondents will be identified by mapping the distribution of the groups at a certain geographical level (Census Tract- CT; or Dissemination Areas- DA), and further layering this with socio-economic characteristics (i.e., average family income). If a particular CT is identified to have a low average family income, the problem is discerning which households are low-income and high-income. Mapping the FSA (first three letters of the postal code) and linking it to the phone book is a way of identifying who lives in the postal code area and also having access to the households phone numbers.

<u>Issues</u>

- > Concern regarding the use of telephone interviews -> seniors and newcomers may not be conducive to telephone type surveys
- Who will respond to the telephone surveys? The person who has the most knowledge in the household can answer questions for other members of the household? Changing respondents within households while conducting interviews is another option?
- > 80 questions in 20 min can be demanding for seniors
- ➤ The three vulnerable groups need to be defined.
- ➤ 2001 Statistics Canada data does not capture changes in the past 5 years
- People most in need will likely be those experiencing multiple risk factors. How would an immigrant who is also a senior and poor be counted in the actual results of the survey?

Suggestions

- Link ISR with the agencies that have a captive audience in order to ensure an increased response rate
- ➤ Identify a cut-off age for seniors
- > School board collects information on secondary migration and multiple dwellings
- > Services and priorities will be different by group and during points of time
- > Transportation include questions such as: How long did it take you to travel to the agency? What routing did you take to get to the agency? What were the modes of transportation used? How many transit systems were used?
- > Different questions for the vulnerable groups need to be included
- ➤ Need to identify the PK Person Most Knowledgeable in the household to respond to the telephone survey.

Analyze variables that encourage and discourage use of appropriate services

Framework for Survey

In order to make the best use of resources and to make the methodology consistent with the long-term objective of the research, that is to promote social inclusion, the following is suggested:

- Construct the survey so that it **first establishes whether respondents are immigrants or not, then establishes their level of income, and then their age**. If they are immigrants a series of questions regarding settlement services would follow, then if they fall below a certain level of income a second series of questions on services related to socio-economic status would follow, and finally, if they are above a certain age a third series of questions would follow. This would allow the survey instrument to obtain data from anyone considered an immigrant, poor and senior and, to also consider the issue of services for those experiencing multiple barriers. Specific definitions of "immigrant", "senior" and "poor" would need to be worked out. If these are subjectively defined the data will be difficult to interpret. If the project employs any qualitative methods then subjectively defined identity could be employed for this.
- In all cases broader **more inclusive social categories** for research of this kind are preferable to more exclusive ones. The reasons for this are many. We will elaborate on a few specific examples to illustrate this point.
 - First, it was highlighted in the workshop that the settlement process can be longer than expected. For **racialized immigrants**, some would argue that the process of settlement never ends because they continue to be viewed by society as "outsiders" and treated accordingly.
 - Second, since the purpose of improving human service infrastructure in suburban areas is to build more inclusive communities, then
 migrant workers, both documented and undocumented should not be excluded from the study because they are integral members of
 communities even though they may not be legal citizens.
 - Thirdly, for **single parents**, household income may be a more appropriate measure with respect to the general population because such a family relies on only one wage earner.
 - Finally, given that the study is not looking at health services, it may be more appropriate to **set the age cutoff for seniors relatively low**, because we have no way of determining that a given person at age 61 has less need for human services than some one at age 66, for example.
- To assess the three groups' awareness, access, use and satisfaction with respect to services, they may be asked: Are you aware of the following services? Were you able to or did you try to gain access to these services? What did you use the services for specifically? How satisfied are you with the services?

Data Needed

- To build a geo-referenced database of human services, we need to look at location, and contact information for each agency. Ideally, staff size, service hours, funding, types of services they offer inform capacity of service agencies.
- Reliance on YorkLink (online) for information on human services and agencies that provide services is not comprehensive enough. York Link provides the name, address, contact person, description of services and languages that services are provided in. However, the various locations that the services are provided at are usually not identified except for the head office. This can discourage newcomers who may want to access an agency in the York Region but only find information about agencies and services in the Toronto Region
- Information and services about agencies may be difficult to search for because some social service organizations are abetted by family organizations thereby publishing their organization and services with mainstream agencies
- Online information about organizations and services need to be more accessible and complete
- Suggestions include (1) use of CIVC and 211 for information pertaining to service organizations, (2) YRM regional database of all agencies and businesses, (3) GENIS, (4) Inclusivity Action Plan intends on developing a database for the services.

Table 6: Available Data Sources			
Housing	Employment	Education	Settlement
Housing York Inc and Live Life Housing Inc	www.civic	Community vitality services, surveys in Maple communities, Contact: Scott	York Region School Board
Salvation Army, contact Jane Neilson	York Link	Old tech system, community services agencies	Ministry of Education
Senior Support Services, contact Mindy Blum or Helen Watt	Famida Handy (York University) re faith-based organizations	Directory of childhood services, for example school readiness services	Service Agencies
York Region study "Housing the Economy"	Wikipedia	Database for registered childhood services, includes subsidized and non-subsidized	United Way in York Region
Sponsor groups such as Jaffri	School Boards for locating hard to reach people	Places of worship, Performance Plus Schools, YRDSB	CUBE data (purchase)
Jane Whetlock, program director for homelessness alliance	45+ now called "transitions" in York Region	CCAC has some career services	Cultural Liaisons Officers for School Boards
See number 1 above on "conceptualization of housing" for further leads	Senior Centres for leads on employment for seniors	Landing Data, CIC in Ottawa, OTIS and OTAP, contact: Marshall Wallace	*See settlement section above for more details