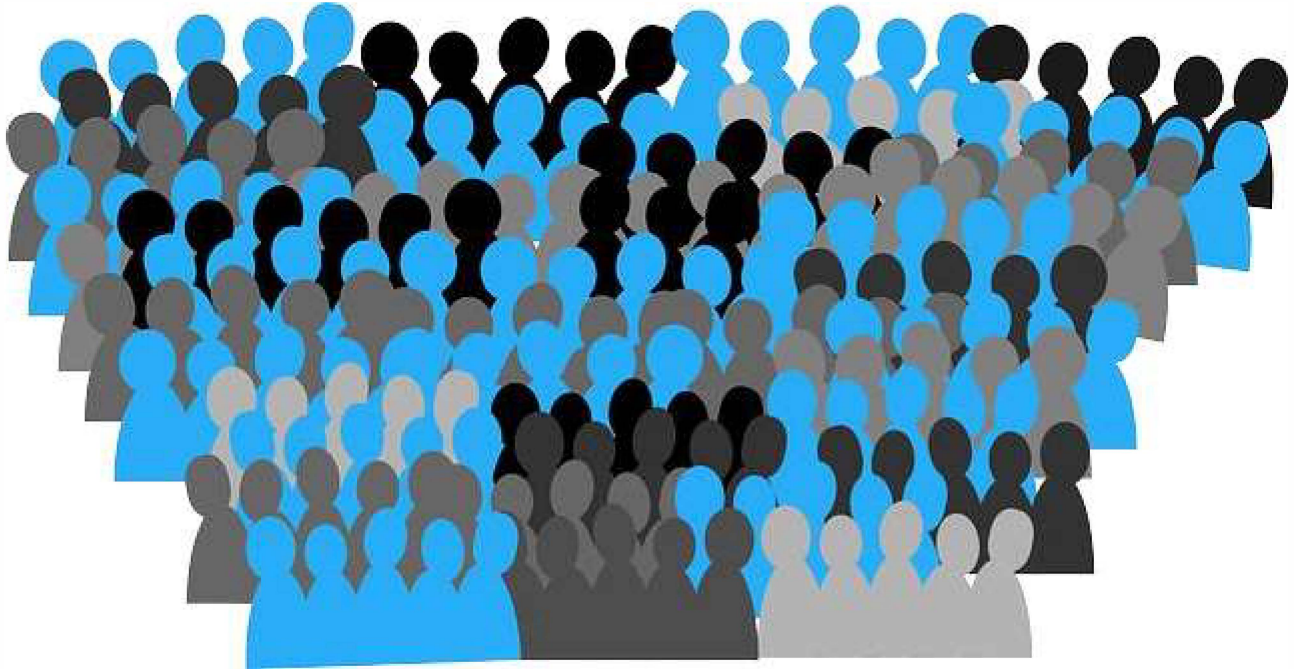


EVALUATING & MEASURING RESIDENT LEADERSHIP & CIVIC ACTION

A Report for East Scarborough Storefront in Partnership with Planning 1503

of the University of Toronto Program in Planning



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EXECUTIVE SUMMARY

This report is a review of the existing literature on methodological tools to evaluate resident leadership and civic action in the Kingston/Galloway/Orton Park (KGO) neighbourhood of Scarborough. This report was commissioned by East Scarborough Storefront (hereafter known as Storefront) as part of an ongoing partnership with the University of Toronto Planning department.

Our aim is to provide Storefront with a comprehensive account of available tools for measuring the presence of two qualitative indices (civic action and leadership) in the KGO community. As our study was divided between two indices whose evaluative challenges greatly differ, the report's suggestions and literature reviews are clearly divided below. While the review of civic engagement research found few tools of specific interest to the needs of Storefront, a number of these tools (including interviews, focus groups, and surveys) are still included below to provide a sense of the breadth of existing research. Furthermore, a useful theoretical guide, Stern and Seifert's "Civic Engagement and the Arts: Issues of Conceptualization and Measurement" (2009) was identified as potentially useful to Storefront's aims.

Similarly the tools that exist to measure leadership have a tendency not to align with Storefront's approach to community development and its emphasis on building relationships. In order to address this we extracted understandings of leadership from Pigg (1999) and Rost (1991) to steer us towards the relational underpinnings of leadership which informed our understanding of how various tools found might align with Storefront's philosophy. Furthermore, we highlight two innovative tools that approach the relational aspect of

leadership, “Social Network Mapping - Spider Diagrams” and “Visual Leadership Pathways”, as well as including a review of more conventional tools for evaluating community leadership that might have some merit.

CONTEXT - THE KINGSTON-GALLOWAY/ORTON PARK NEIGHBOURHOOD

This report has been prepared for Storefront, a community based agency in the Kingston-Galloway/Orton Park neighbourhood (KGO). KGO is a neighbourhood in the inner suburbs of Toronto identified by the City of Toronto as a Neighbourhood Improvement Area (City of Toronto, 2014). It is an underserved community that is comprised of a highly diverse population with 44% of KGO residents living in subsidized housing, a disproportionate ratio of residents and families that are low income (Abbas, 2011), poor transit access and unemployment (Mann, n.d.). Despite the myriad of challenges faced by the community, neighbourhood residents are engaged in community building drawing on the support of community based agencies like Storefront. Storefront takes a “Connected Community Approach” to its work in the neighbourhood, drawing on the strengths of residents and the neighbourhood to address complex community based and social issues (East Scarborough Storefront, n.d.).

THE MURKY WORLD OF DEFINING RESIDENT LEADERSHIP & CIVIC ACTION

Defining Civic Action

In order to effectively sift through relevant literature, we decided it was important to define **civic action** so we might situate the term within the constellation of other terms overlapping it. We found terms like **civic engagement**, **civic participation**, **civic behaviours**, and

civic attitudes to be recurring, overlapping concepts. Each specific tool outlined below defines civic action in similar but nuanced ways. Attention to these nuances is important in understanding both the goals and findings of their research methods. Common threads among definitions included:

- A. “Civic Engagement” connotes or suggests “Civic Action.” For the purposes of this paper these two concepts are used interchangeably.
- B. Civic Action/Engagement includes both individual and collective actions meant to address public rather than private issues
- C. “Public issues” encompass many things, from volunteering, to community organizing, to voting. Therefore the type of civic action being studied will depend on what kind of public issues are of interest to stakeholders. For example, Storefront may be more interested in community organizing activities than with community voting patterns.
- D. Terms like civic action and civic engagement are widely used, however, their definitions are broad and contestable

Defining Leadership

A similar approach was taken to resident leadership in which we decided it was important to define **leadership** so that we might acknowledge other terms which overlap with the concept. We found overlapping concepts in terms such as **resident leadership, neighbourhood leadership, community leadership, community mobilization, community activism and community capacity building**. These terms were combined with the terms **impact, assessment, measurement, scale, appraisal, analysis, index and model (for measuring outcome)**. The tools outlined below define leadership in a similar manner; they all agree on the importance of taking a relational approach

to leadership development and not simply focusing on the characteristics of an individual to define leadership.

For the purposes of this report, the term community leadership is used in lieu of resident leadership. Searches for resident leadership found few resources, the majority of which were related to medical training leadership literature with some capture of government housing projects. The latter reported on initiatives where outcomes were most often predetermined by the community agencies involved (Allen, 2013; Wolff et al., 2004; Council et al., 2013), an approach which differs substantially from that of Storefront (Elliot-Ngugi & Gloger, 2014).

EVALUATING CIVIC ACTION: DEMOCRACY IN CHOICE

The following section provides an overview of existing tools used to evaluate civic action in scholarly and grey literature. Unfortunately few *specific* methodologies stand out as useful to the needs or aims of Storefront. That said, some more theoretical toolkits may be of use. While the majority of literature uses surveys to assess civic action/engagement in various contexts and for various reasons, we acknowledge that large scale survey projects may not be an attractive method for Storefront. These were nonetheless included as they reflect the existing research and because they may raise some interesting questions around how to define indices and assess possible factors that encourage civic engagement. Other studies of interest employed interviews and focus groups in their methodologies. Interviews and focus groups are helpful tools to utilize when evaluating civic action as they allow the interviewer to directly communicate concepts with participants and ensure their understanding of terms, thus increasing the reliability and validity of the research. Nevertheless they require more resources and time than surveys to conduct.

METHODS INFORMING A THEORY OF CHANGE

While many of the methods in the following sections describe specific tools - surveys, interviews, focus groups, etc. - implemented in specific studies, one article stands out from the rest as a useful and comprehensive guide to assessing civic engagement. Stern and Seifert's "Civic Engagement and the Arts: Issues of Conceptualization and Measurement" (2009) provides an exhaustive account of how an organization can set itself up to assess the impacts that "the arts" can have on civic engagement within communities. While their piece specifically focuses on the arts, their literature review of theoretical tools for evaluating civic engagement is comprehensive of many methods, implementable at different scales and for various aims. As each method described is meant to be situated within an underlying "theory of change" their approaches may be of particular use to Storefront.

INTERVIEWS

In-depth interviews are a common tool used to gain detailed information and insight on a particular subject. McBride et al (2006) looked at levels of civic engagement among the poor and explored reasons for lack of engagement. The authors made use of semi-structured, in-depth, individual interviews with 84 low-income families in a Midwestern city. The respondents were chosen through a series of programs coordinated by the George Warren Brown School of Social Work and Washington University in St.Louis, Missouri, and were given \$50 compensation for their participation in the 1.5-2 hour interview. In their descriptive definition of civic engagement, the authors included contributing and engaging in community and children's activities as well as volunteering through religious institutions. During the interviews, respondents were asked about

their socioeconomic background, savings history, ownership, involvement in community/civic engagement and challenges to their involvement. The authors noted that due to some interviewees lack of understanding of what is meant by civic engagement, they instead resorted to the use of words like “social engagement” or “community volunteering and involvement” to gather detailed responses from their subjects. Authors found that although active civic engagement is present among low-income individuals, they face many challenges to participation due to lack of resources. The interview approach used in this paper is helpful for clarifying terms for interviewees thus ensuring validity and reliability of the collected data, but can take up a lot of time and resources.

FOCUS GROUPS

Similar to McBride et al, a paper by Martinez et al (2011) examined civic engagement among socioeconomically impoverished individuals. This paper however focused on older adults with low socioeconomic status in Baltimore, Maryland. This article also placed more emphasis on investigating barriers to the participants, and instead of individual interviews, made use of focus groups to interview its subjects. The authors conceptualized volunteering as a major aspect of civic engagement and thus focused their questions through that lens. The researchers recruited their subjects through seniors’ centers and public housing throughout Baltimore City. The 35 respondents were divided into focus groups based on their gender, ethnic background, and years of education. And prior to their engagement in the focus group discussion each was given a questionnaire to attain basic background information including social characteristics, and volunteering experience. The focus groups consisted of 6 to 8 people each and two members of

the research team moderated the conversations. The focus group discussions were one hour in length and were guided by questions asking about volunteer experience, types of volunteer activities that respondents engaged in, and types of issues that limited respondents from volunteering. Based on their analysis of the presence of certain themes within their focus group discussions, the authors then concluded that civic engagement includes many structural barriers particularly towards minority groups and women in facilitating participation among seniors in both formal and informal volunteer activities (Martinez et al., 2011). Like interviews, focus groups allow a rich discussion to emerge with the evaluators and between participants, ensuring participants fully understand the meaning of a complex term like civic engagement. Compared to individual interviews they are advantageous for they take up less resources and time.

SURVEYS

Doolittle and Faul's "Civic Engagement Scale: A Validation Study" (2013) developed a survey to measure the impact of "service learning" education on university students. "Service learning" is a teaching method developed by John Dewey which emphasizes the integration of community service and civic engagement into classroom learning contexts. This survey acknowledges two dimensions of civic engagement – behaviour and attitudes – to assess outcomes from service learning education. Each of these dimensions is assessed with 11 questions written as statements to form a scale. These scaled statements were chosen based on a literature review. The scale is meant to allow for longitudinal studies which can assess changes in attitudes and behaviours. Attitudes are assessed on a 7 point Likert scale (1 = disagree and 7 = agree) while participation (behaviours) are also assessed on a 7 point scale (1 = never and 7 = always). As this study is very quantitative in nature, and designed specifically for assessing

educational outcomes, it may not be appropriate for a more general community assessment. However, it may be something to keep in mind for assessing the outcomes of specific Storefront initiatives or programs. The questions asked in the survey are a useful means of conceptualizing civic engagement as they split the concept into attitudes and behaviour, equating the “behaviour” sides with “action”.

The two studies described below used surveys and residential mobility data to assess the correlation between both civic engagement and residential mobility. These studies are both concerned with assessing the problems that suburbanization and suburban spaces might pose for maintaining a civically engaged community.

Magre, Vallbe & Tomas’s “Moving to Suburbia? Effects of Residential Mobility on Community Engagement” (2014) uses a combination of telephone assisted surveys and census data to assess the relationship between residential mobility and civic engagement. This study was done on a regional level in Catalonia, Spain to compare levels of civic engagement in regions demonstrating different levels of growth and mobility. Regions were divided into the following strata depending on their rate of growth: municipalities with a growth rate of over 30%; those with 20-30%; 10-20%; 5-10%; 0-5%; down to those with negative growth. Each strata was then assigned a minimum of 200 interviews over the phone. Like the “Civic Engagement Scale” above, which was divided between behaviors and attitudes, this survey was split between questions assessing “civic participation” and questions assessing “civic identity”. Questions were a mixture of scaled, and yes or no questions. While a study of this scope might be beyond the interests or capacity of Scarborough Storefront, it may be something which could be coordinated on a city level with the City of Toronto. Furthermore, aspects of the survey may be useful in

conceptualizing a smaller more localized survey. This methodology may also be applicable to assessing differences in civic engagement at the neighborhood level, assuming accurate census data will be available from the long form census in 2016. A longitudinal study at the neighborhood level may reveal areas of the neighborhood with greater growth or turnover as areas in which to direct focus.

Michela Lenzi and her colleagues (2011) examined civic engagement among 8077, 15 year olds within five different western countries using cross-national survey data collected in the “2005/2006 Health Behaviour in School-aged Children (HBSC)” study, in collaboration with the Regional Office for Europe of the World Health Organization” (Lenzi et al., 2012, p. 201). The survey data included self-reported questionnaires devised by the HBSC international group focusing on the teenager’s reports on civic engagement, family status, gender, neighbourhood social capital, among other concepts. The survey assessed civic engagement by asking whether students participated in any organizations and what types of organization they participated in. Organization types include: sports clubs, voluntary services, cultural association, and political and religious organizations. The students were also asked to report their gender and family socioeconomic status (based on home and car ownership, sharing of rooms, and times spent on holiday). And lastly level of neighbourhood social capital were measured in the survey through a 5-item scale with students being asked to rank statements with 1 = strongly disagree and 5 = strongly agree. These statements included: “‘people say ‘hello’ and often stop to talk to each other in the street,’ ‘it is safe for younger children to play outside during the day,’ ‘you can trust people around here,’ ‘there are good places to spend your free time,’ and ‘I could ask for help or a favor from neighbors’” (Lenzi et. al., 2012, p. 204). The study found that family affluence,

democratic school climate and higher neighbourhood social capital positively related to civic engagement among teens (Lenzi et al., 2012). The criteria and questions used in the study to measure the concepts through a 5 item scale, can be a helpful guideline in developing survey questions should Storefront adopt this method.

Because surveys are a common method of evaluation, there are various articles that provide some guidelines on this approach. One useful article for measuring civic action in particular is “Civic Measurement Models: Tapping Adolescents’ Civic Engagement” by Constance Flanagan and colleagues (2007). In the article, the authors devise a set of civic measures made particularly for adolescents, which taps into aspects of adolescent civic behavior, understandings, knowledge and outlooks (Flanagan et al., 2007). The data they used to produce these measures are based on two sets of surveys with almost 2000 adolescents aged 12-18 in social studies classes in the US. The surveys are designed in such a way as to allow adolescents to self-assess their knowledge and engagement in different civic activities. The article includes several samples of questions appropriate for measuring civic engagement and knowledge and can be quite helpful when devising a set of useful and valid questions.

Similar to the previous article discussed, another article called “The Civic Pulse: Measuring Active Citizenship In A Cold Climate” by Sam McLean and Benedict Dellot (2011), provides a helpful model for understanding civic action in local areas for policymakers. Although their model, which they call “The Civic Pulse Model”, is aimed at policymakers, it nevertheless consists of useful recommendations particularly when devising the surveys. The article includes a guideline on different stages of devising a survey and a recommendation on how to use this model in a way

that would lower the costs of this method while increasing the benefits and information derived (McLean & Dellot, 2011, p.79).

And lastly, an article written by the “Organizational Research Services” called “The Challenges of Assessing Civic Engagement Efforts” is a helpful source to look at when developing measurements. In this article a series of guidelines are given when producing the measurement approaches so that challenges, such as time limitations, and replicability issues, that arise when creating such measurements are avoided. The article includes recommendations that the evaluation of civic engagement includes community members and foundation partners working alongside each other in developing the evaluation tool. (“Challenges of Assessing”, n.d.).

LEADERSHIP: SHIFTING UNDERSTANDING, STATIC EVALUATION

There are multiple ways to understand and define leadership; it varies across the world, between people and across situations (MindTools, 2015). There is a great deal of research on leadership within large, complex organizations such as business, government and the military, with very little investigation of leadership in the community setting (Apaliyah, G.T, Martin, K., Gasteyer, S., Keating, K. & Pigg, K., 2012). Leadership within large, complex organizations however has limited application to the examination of community leadership. Community leaders do not operate within formal organizations and do not rely on formal authority and power derived from titular positions to get things done (Pigg, 1999). As the purpose and mode of community leadership and that of leadership in formal organizations differ so substantially, despite the breadth of literature on the latter, it has been largely excluded from this review.

Community organizations and leadership may spring up around specific issues in urban environments, ranging from upgrading or gentrification, to landlord or tenant associations (Ward & Chant, 1987). Historically and in present times it is commonly accepted that different leaders emerge within different phases of the same issue or project in a community - initiation, organization and implementation (Ward & Chant, 1987). Different types of leaders have been described including 'social-emotional', who are likely to derive their support on the basis of more traditional values such as religious leaders, and 'task-related' leaders who emerge through skills acquired through education or experience and through network membership (Ward & Chant, 1987).

Understanding what constitutes leadership is an ongoing investigation in the literature. In 1987 a scoping review of urban leaders in low income communities (Ward & Chant) proposed a set of principal characteristics of contemporary leaders drawing from development work across the globe and low income communities of the West. From their research they concluded that leaders were likely to middle-aged, predominantly male, relatively well-educated and hold a comparatively 'high-status' job with better than average remuneration. They would likely have good access to resources and contacts; possess certain skills and experience relevant to the community or issue in question; be long-term residents and have a kind of personal magnetism or charisma (Ward & Chant, 1987). More recent scholars have highlighted, however, that this approach likely overlooked specific types of leadership, for example leadership realized by female volunteers, as women have ways of working specific to their gender that can be largely ignored by community practitioners (Connolly, 2002/3).

The focus on individual traits as definitive of leadership has waned in recent years. Leadership is increasingly understood as non-linear, an understanding that reflects the importance of social capital. Social capital can be defined as “residing in relationship between individuals in families or communities” and/or as “networks of mutual obligations for outstanding favours, flows of information and enforceable-shared norms” (Morrison, 2003; Purdue, 2001). For instance communities in Sub-Saharan Africa define leadership as being the intersection of relationships, interactions, practical judgements and unique contexts (Haruna, 2009). Community leaders must draw on their networks, organizing skills and influence to foster and maintain relationships representing many different points of view or interests (Pigg, 1999). In fact the rise of community leadership development programs through the 1990s can be attributed to an acceptance that leadership is not an innate characteristic, but rather that it can be developed and enhanced through formal and informal training (Porr, 2011).

Despite this, most of the evaluative literature for community based leadership has continued to focus on individual level attributes such as personal and inter-personal skills and knowledge (Apaliyah et al., 2012). Furthermore this literature tends to be orchestrated around specific leadership development programs implemented by community or government institutions. As a result, there are a variety of tools that measure leadership but the ones that currently exist do not align well with the Storefront and its Theory of Change. Evaluative tools from the business literature similarly reflect a traditional understanding of leadership where leaders are at the pinnacle of a hierarchical pyramid and the followers are beneath (Western, 2008).

The Storefront places importance on the community, valuing relationships and putting people and processes over product (East Scarborough Storefront, n.d.). Thus, for the purpose of this report, we utilized a definition of leadership that sees it as a shared act of meaning in the context of a group's work to accomplish a common purpose; it is continually evolving with the community and its networks (Pigg, 1999). We sought tools that reflected the notion of leadership "as an influence relationship among leaders and collaborators who intend real changes that reflect their mutual purposes" (Rost, 1991). Doing so allowed us to align with the Storefront's Theory of Change model which emphasizes the value of relationships.

THINKING OUTSIDE THE BOX: INNOVATIVE APPROACHES TO LEADERSHIP EVALUATION

In our review, two tools stood out for their creative and divergent approach to leadership assessment.

1. VISUAL LEADERSHIP PATHWAY TOOL

What is it?

This tool enables resident leaders to reflect upon and visually represent their leadership journey. Resident leaders are identified by the organization and invited to participate. The documentation process begins with simple, narrative one-on-one interviews that help participants draw out their experiences.

Possible questions include (Ahsan, 2007):

- a) How would you describe the community change work that you are involved in?
- b) How did you get involved with community change work?
- c) What keeps you motivated? What sometimes discourages you?

- d) How would you get others involved?
- e) How do you want to grow and develop as a leader?

Participants are encouraged to represent their answers to the second question visually by drawing the significant events that occurred and determining the relationship between distinct events, linking them with lines (see Case Study with Figures 1 & 2). Participants can represent their journey in a more linear fashion (as in the example) or may chose a more circular or other shaped visual representation. This approach allows participants to tell their stories in their own words through narrative, showing up possibly unexpected links for both themselves and Storefront.

Leadership Pathway Case Study Example (adapted from Ahsan, 2007)

My name is Lena Perez. I grew up in East Rogers Park, Chicago. My mother was an activist and used to take me to community meetings in our Chicago neighborhood. At sixteen, I was selected to be a youth ambassador for human rights and civil liberties. The work involved traveling to other school districts to meet young people interested in social justice issues. This planted the seed for my present community work.

It wasn't until I was thirty-five that I started thinking about social justice issues again. By this time, I had a family of four and was working two jobs. I moved to the Pilsen neighborhood to be closer to my husband's family. In Pilsen, I had lots of family and friends to support me and my family when times got tough. It was also close to the church I attended regularly. I had been living in Pilsen only three years when I noticed my third child, Olivia, began having major breathing troubles. Olivia at the time was a straight A student and a really good kid. More and more she was getting sick at school and falling behind. Doctor visits proved she had a rare form of bronchitis due to pollutants in the air. Our medical bills began to mount as her condition worsened.

By myself I didn't know quite what to do. I was frustrated and scared and felt powerless. One day I went and talking with my pastor about Olivia and what was going one. He was really sympathetic and listened to me and suggested I get in touch with a young woman who worked with a local organizing group that had been doing some work in the neighbourhood. I called Rosa right away and she came to my house to meet with me and family that week. She told us that Olivia wasn't the only having this problem, but that many of the children in the

neighborhood were getting sick from pollutants that were being dumped from one of the local factories. Talking with Rosa made me realize that I really needed to do something about this.

The next Sunday I talked with the pastor again and told him about what I had learned. I asked him if next week at the end of service I could have a little time to talk to the congregation about these issues. That week I worked with Rosa to put together my speech for the congregation. I had about fifteen minutes to speak and at the end of it passed around a sheet of paper to see who would be interested and willing to come to a meeting to explore the issues more – I was thrilled when seventeen people signed up.

It took us a while to get started and first I felt that we really weren't getting a lot done other than meeting and complaining. We came up with a strategy of trying to meet with our alderman to see if we could get him to take action against the companies that were the biggest polluters. I and a man from the group were picked to be the spokespeople. I was really nervous going into the meeting – but at first it seemed like it was going very well. The alderman was very courteous and polite toward us, but every time we asked him to take action he seemed to have some reason why it couldn't happen. We left the office with nothing more than an assurance that he'd "look into the issue".

I think we were all pretty frustrated around then; our meetings started becoming less regular. I was busy trying to support Olivia and working more hours to try and meet our medical bills. I frankly had pretty much given up. After about six months we basically stopped meeting. About that time Rosa called up to see if I was interested in being part of a leadership program that her community organizing group was putting on. I was flattered that she had asked but said No. Frankly I didn't feel like much of a leader at the time and making time with everything else going on. Rosa called back a couple of days later to follow up and try to convince me to participate. She told me that they could provide child care for my youngest and that another one of the participants lived down the street and could drive me. Eventually I told her that I would try to make it, but might have to drop out if things got too difficult.

I'm so glad I made the decision to join. Another woman in the program, Maria, also had a child suffering from asthma. We bonded immediately and it was great to have her to talk to. The program included both a research portion where they helped us to research an issue that we cared about and a small grants program to do a small project at the end. With the information from the research portion we created these very powerful flyers on the impact of pollution on the kids in our community. I also contacted an old friend who had been a youth ambassador with me. Clive Johnson had gone on to become an environmental lobbyist in D.C. I felt awkward calling him after all these years, but I'm really glad that I did. He had a lot of ideas about next steps and agreed to come to Pilsen to meet with Maria and me when he was coming to Chicago three weeks later.

It's not over yet – there's still a lot left to do to make sure these plants clean up and keep things clean. Having that victory really helped to reinvigorate me though. Rosa has connected our group to a lawyer who is preparing a class action lawsuit on our behalf regarding the damage our children have faced. All the legalese was a little beyond me, so I enrolled myself in a community legal clinic that is helping me understand all this more.



Figure 2. Leadership Pathway Legend

	Getting the Ball Rolling
	Family History
	Key Connections
	Roadblocks and Barriers
	Crisis Can serve as a lever for action
	Building Relationships
	Overcoming Obstacles
	Balancing Acts Situation where the individual was forced to make difficult choices along the way due to many competing responsibilities
	Skills Builder
	Breakthroughs
	Spiritual Insight
	Future Outlook
	Hitting the Wall
	Financial Concerns

Adapted from Ahsan, 2007

Strengths of this Tool

This tool reflects Storefront's emphasis on the relational in the Storefront theory of change, putting process and people before product. It recognizes the importance of capturing how leadership development is affected by the way individuals come into contact with an organization or other individuals and what activities or relationships within and beyond the

organization help shape a leadership journey. Leadership development is not conceived of as a linear process in this tool, but rather one that might wax and wane depending on the life circumstances of the individual. The ability of the tool to capture this might be particularly salient for community based leadership as competing life interests and ongoing daily struggles might modulate a community leadership journey. The tool's ability to capture a long timeline allows it to take into account external factors and provides a way to see how a given set of skills or experiences can impact later work. Its visual representation makes it accessible to a wide audience and shows up how different leadership opportunities may reinforce one another; it represents visually how skills and commitment can be developed over time. Furthermore this documentation tool has the potential to enhance leadership for the participants by asking them to connect with their motivations, reflect on their trajectory as a leader, and think strategically about future directions.

Potential Weaknesses of this Tool

As this tool requires resident leaders to be identified in advance, Storefront, its members or partner agencies must identify them. While this might work well in application to their Tower Neighbourhood Renewal work (Elliot-Ngugi & Gloger, 2014), it is not a means by which to broadly identify leaders in the KGO community. Consequently: 1) it risks missing leaders in the community that are unknown to Storefront 2) it fails to capture those for whom interaction with Storefront did not lead to leadership development in order to understand why and 3) it cannot provide a snapshot picture of the state of resident leadership in the KGO area. To overcome the challenge of identifying leaders perhaps not known to the organization, Storefront may choose to employ a strategic snowballing approach to sampling as has been used elsewhere (Kissane &

Gingerich, 2001). Strategic snowballing can build on recruitment from known leaders by asking them to refer other leaders, as well as seeking referrals from other community-based organizations (Kissane & Gingerich, 2001).

This tool is neither quantitative nor numerical, therefore it does not allow easy comparison of Storefront's effect over time or comparison between participants. Furthermore this tool requires significant investment of staff resources to carry out. It is not an explicitly evaluative tool but rather a documentation tool with evaluative properties as we will highlight in the next section.

Where did it come from?

This tool was embedded into an evaluation of the "Making Connections" community development initiative of the Annie E. Casey Foundation (AECF) in the US. In the AECF context the tool was emphasized for its documentation practice, one that is distinct from, but contributes to, an evaluation process. As 'Making Connections' runs a specific leadership development program this tool was used within that context as part of a broader evaluation process aimed at the individual level impact which included pre and post-test surveys and social network mapping to assess the impact of the training program on resident leadership development at the individual level.

2. SOCIAL NETWORK MAPPING – SPIDER DIAGRAMS

What is it?

The Spider Diagram is a mapping tool that can be employed throughout a community member's interaction with Storefront at set time points (for example upon first contact and

subsequently thereafter at regular time periods). In this interaction the participant is asked to do the following:

1. Think about all your roles – student, worker, neighbour, parent, church members. Write each major aspect of your life in a circle as shown in the diagram.
2. Think about all the individuals and organizations you come into contact with in these roles (e.g. as a parent your child's school, etc.). List those individuals and organizations in surrounding circles.
3. For every organization think of subgroups of that institution (i.e. at a school there are teachers, parent groups, clubs, etc.) Write these in circles around the institution.
4. For every individual, think about links they may have to other communities and groups (e.g. Monica, a parent at the school on council with you, is also involved in her church). Draw additional circles and write these names in them, connecting the circles to reflect the relationships. (See Figure 3)

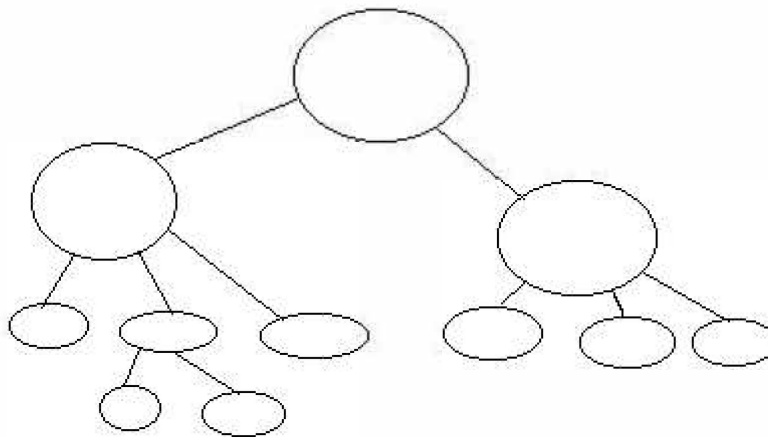
This tool enables to the participant to become aware of their own networks for change. From an evaluative standpoint it enables an organization to track changes in the size and nature of the network following interaction with Storefront.

Strengths of this Tool

This tool is deeply aligned with Storefront's theory of change whereby Storefront is striving to connect people with one another. Storefront's efforts to broker relationships between local change makers and residents, between and among residents, speak to the focus on relationships and networks captured in this tool. The participatory nature of this tool also enables individuals to reflect on connections they might have forgotten about, strengthening their capacity to become community leaders when issues arise that compel them into action. This tool too is very accessible and minimally complex.

Furthermore, this tool has the potential to be applied in innovative ways. It can be used internally with Storefront staff to draw out the breadth of connections Storefront has made with

Figure 3. Spider Diagram



Take from: http://education.jhu.edu/PD/newhorizons/strategies/topics/Graphic%20Tools%20for%20Learning/dickinson_graphic.htm

the community. This mapping can in turn be used to identify community leaders by drawing out

potentially missed connections, identify overlapping contacts, and take note of gatekeepers to certain sectors of the community.

Potential Weaknesses of this Tool

This tool provides only a snapshot in time of the participants' network. It requires engagement and trust from the participant which might be more challenging depending on the nature of the encounter (i.e. first encounter with Storefront). While it could capture an expanding network when measured repeatedly over time, it cannot attribute causality in the expansion and thus external factors to Storefront in the individual's life may influence the network expansion or contraction. Lastly, while this tool has been used by a program site, there are no details available on the outcomes of employing it.

Where Did It Come From?

This tool has its roots in social network analysis (SNA). SNA is a set of theories, tools and processes for understanding the relationships and structures of a network of people (Hoppe & Reinelt, 2010). This approach has increasingly been applied to questions about leadership development as relationships have come to prominence in the literature about leadership. The language used in SNA reflects the concepts of social capital including bonding (called 'closure' connections in SNA, which denote connections in a tightly knit group) and bridging (called 'brokerage' connections in SNA, which refers to connections with diverse others) (Hoppe & Reinelt, 2010). SNA involves inputs from predefined parameters that are manipulated according to mathematical equations to create complex statistical and visual maps that are meant to reflect networks (Hoppe & Reinelt, 2010). The weakness of this approach is that the maps represent

networks, but not relationships wherein meaning is central (i.e. why was Person A connected to Person B?) (Hoppe & Reinelt, 2010). They can be quite effective for small scale projects, however, when the number of actors increase they can be quite labour intensive and the resultant maps become burdensome and complex as they grow in scale (Ahsan, 2008). Additionally the evaluators generate the terms of the inputs and this in particular was found to be restrictive when the W.K. Kellogg Foundation attempted to apply it in its evaluation of the Kellogg Leadership for Community Change series (Behrens & Benham, 2007). Instead the evaluators chose to appropriate the Spider Diagram that was in use at one of their community sites to reach the same goal of articulating networks but allowing a freer and more contextualized expression of relationships by program participants.

More information about Social Network Analysis can be found here:

In Flow Social Network Mapping Software: <http://www.orgnet.com/about.html>

Network Weaver software, survey development and training:
<http://www.networkweaver.com/services/>

UCINET 6 for Windows is a software package for the analysis of social network data:
<https://sites.google.com/site/ucinetsoftware/home>

INSIDE THE BOX: CONVENTIONAL APPROACHES TO EVALUATING LEADERSHIP

Tool: Family & Individual Outcome Measures for Housing-Based Resident Services	Level of Analysis: Housing Groups	Data: To be collected
Tool Description	The National Resident Services Collaborative, led by NeighborWorks America and Enterprise Community Partners, compiled a core set of outcome measures for housing-based resident services delivered through a partnership between community housing, non-profits and in some cases for profit enterprises. Outcomes of interest are children and youth's education performance; helping adults with training, education and employment; helping adults improve financial management and increase assets; helping people access benefits; and increasing resident involvement in the community. The latter outcome is of most relevance to this review. This collaborative proposes to assess resident involvement in the following way: Families participating in residentially-based services are more likely to be involved or volunteering in their community which contributes to residents taking better care of their housing and looking out for their neighbours. \$ amount and % decrease in maintenance costs per unit per year \$ amount and % decrease in security costs per unit per year # and % of units turning over per year	
Strengths & Weaknesses	The strength of this approach is that they have attempted to link resident participation to concrete, measurable outcomes at the level of housing units. <i>Weaknesses</i> The objective of the programs described to support resident are clear in their outcome measures. This collaborative is most interested in the effect that resident participation has on cost reduction, as opposed to broader community development or engagement, thus it has limited value for the Storefront.	

Additional Reading	National Resident Services Collaborative: http://www.residentservices.org/outcome-measurement.asp Outcome Measures report: http://www.residentservices.org/documents/outcome_measures.pdf
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Tool: Mapping resident representation at the community and systems level	Level of Analysis: Neighbourhood	Data: To be collected
Tool Description	Create a snapshot of existing levels of community representation in decision making at the neighbourhood level. Create a spreadsheet resource that catalogues: • 1) Key tables at the community, city and provincial level where decisions are made that affect neighbourhood residents are made. • 2) Name of the community rep at each table • 3) Functions of the tables, particularly the outcomes they seek to influence • 4) How constituencies are defined by the table (by geography, population or subpopulation groups) This can be compared over time or linked back to ESS affiliation/contact. Used by local affiliates of the Making Connections initiative of the Annie E. Casey Foundation in the US.	
Strengths & Weaknesses	Enables a community level overview grounded in local knowledge. Can be completed in house. <i>Weaknesses</i> Difficult to ascertain its evaluative value, for example causation is problem. Attributing changes to levels of representation to the work of Storefront could prove challenging. Relies on Storefront and partners to identify 'key tables' so potential to miss unknown areas of influence in the neighbourhood.	
Additional Reading	Sustaining Neighbourhood Change: The power of resident leadership, social networks and community mobilization. http://www.aecf.org/resources/sustaining-neighborhood-change/	

Tool: Linking Social Capital as Political Engagement	Level of Analysis: Neighbourhood	Data: To be collected
Tool Description	Drawn from a study examining the relationship between self-reported health and social capital, the researchers used data from the national UK Citizenship Surveys and grouped them into clusters which they defined along the lines of Bonding Social Capital (‘ingroup’ social cohesion and civic participation), Bridging Social Capital (‘outgroup’ social cohesion and heterogeneous relationships) and Linking Social Capital (political participation, efficacy and trust). Linking Social Capital was assessed in the survey as follows: <i>Political Participation:</i> Have you contacted any local political representatives (such as Local Councillors, MPP, MP or public official working for local council) in the past 12 months? <i>Political activism:</i> In the last 12 months have you attended a public meeting or rally, public demonstration or protest, or signed a petition? <i>Political efficacy:</i> Can you influence decision affecting your local area? <i>Political trust:</i> How much do you trust the local council? How much do you trust the police? How much do you trust parliament?	
Strengths & Weaknesses	Measures include an analysis of the internal consistency, or reliability, or the survey questions used. <i>Weaknesses</i> Data does not already exist. Survey necessarily dictates responses to what are complex constructs, potential for respondent confusion.	
Additional Reading	Poortinga, W. (2012) Community resilience and health: The role of bonding, bridging and linking aspects of social capital. <i>Health & Place</i> , 18, 286-295	
Tool: Identifying Community Leaders	Level of Analysis: Neighbourhood	Data: To be collected
Tool Description	A comprehensive text that charts emerging and historical thought about community leadership from 1987 includes a potentially useful section on identifying community leaders. This publication was geared towards the work of community development and thus drew case studies and methods from around the globe. In the section of interest they draw on a case study from Mexico where development workers were attempting to assess the local power structure of rural communities in Mexico by asking a selection of residents:	

	Who do you believe are the five most important people in the [KGO] area in order of importance? Of the people whom you know, who is the most capable and respected so that at any given moment could represent [KGO] to the general public?	
Strengths & Weaknesses	Simple and easy to conduct with Storefront service users, staff and even those making only casual contact with Storefront. <i>Weaknesses</i> Questions are vague; is not an evaluative tool per se.	
Additional Reading	Ward & Chant (1987) Community Leadership and Self-Help Housing. Progress in Planning, 27, 69-136.	
Tool: Assessing empowerment and leadership development	Level of Analysis: Individual	Data: To be collected
Tool Description	Qualitative evaluation methods including in-depth, structured and open-ended interviews were conducted with leaders from a recycling cooperative in Sao Paulo Brazil to assess the impact of a Canadian International Development Agency funded capacity building initiative. Specifically their qualitative approach was grounded in feminist theories that challenge what is considered valid knowledge and who is considered the knower. Findings are thus understood to be context bound and partial, rather than detached and universal. Their approach views community member's participation in the research evaluation as having the potential to be transformative within the concept of citizenship, empowerment and collective action. The participatory approach in this research recognizes the knowledge and experience of local communities and reveals community assets and hindrances. Methods are detailed in the study description along with graphic representation of empowerment development timelines.	
Strengths & Weaknesses	Reflects the Storefront approach to the community and their work. Explicitly values the knowledge of the community in the process. In depth, comprehensive work that is collaborative with participants. <i>Weaknesses</i> Requires research leadership from someone with experience conducting ethnography. The program to which it was applied had a set membership, not unlike other tools that are designed for a cohort of leadership development program graduates. Time investment is significant due to its participatory nature. Cannot be compared over time or across groups.	

Additional Reading	Tremblay, C. & Gutberlet, J. (2010) Empowerment through participation: assessing the voices of leaders from recycling cooperatives in Sao Paulo, Brazil. <i>Community Development Journal</i> , 47(2), p. 282-302.
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Tool: Individual & Community Effects of a Community Leadership Development Education (CLDE) Program	Level of Analysis: Individual & Neighbourhood	Data: To be collected
Tool Description	Researchers identify 24 sites in 6 states which have existing CDLE programs run through chambers of commerce, Cooperative Extension Programs or University/Community Partnerships. They further recruit 12 sites to act as comparison sites. Surveys were used to address impact of the leadership program at the individual level. Graduates from program sites and community leader from comparison sites were recruited and their demographic data was compiled. Respondents were asked the same questions twice with discrepancy analysis asking them to compare themselves from “five years ago” to “today” to capture their measures before and after the intervention of the CDLE program. Outcomes indices included: personal growth & efficacy, community commitment, shared future and purpose, community knowledge, civic engagement and social cohesion. Results were analyzed across demographic measures collected. In Phase II the researchers attempted to tie effects to the community level. Focus groups of key informants in the research neighbourhoods were recruited by with assistance of CDLE program sponsors. Through these groups they sought to identify community activities and projects implemented across a specific time frame as well as the names of project leaders. Where the activities matched the existing list of CDLE participant from Phase I, follow up was conducted directly with the project leader. Objectives and goals of the various projects were collected they were mapped to an existing Community Capitals Framework (CCF) Checklist. CCF includes seven diverse community resources represented as capitals: natural, cultural, social, human, political, financial and built. For example, if a project was designed to raise funds a community park, the primary community capital benefit was financial in nature, with the secondary capital social. Through this analysis researchers claim they are able to identify both human capital improvements for CDLE program participants as well as increases resulting from the leaders in one or more of the seven community capitals, thus illustrating the impact of leadership on the broader community.	

Strengths & Weaknesses	Given that few researchers have even attempted to link individual community leadership effects to broader community level impacts their approach has some appeal. Surveys used are well established, having been used extensively in other research. The CCF framework attempts to address and account for the complex interactions within any given community life. <i>Weaknesses</i> This study runs the risk of being very abstract in its approach as it is unclear how the results can inform ongoing Storefront work. The CCF framework is adapted from economics and risks being overly simplistic in its reduction of complex interactions at the community level into seven domains. Furthermore there are methodological problems in the survey approach that could compromise the reliability and validity of results.
Additional Reading	Godwin, A., Martin, K., Gasteyer, S., Keating, K. & Pigg, K. (2012) Community leadership development education: promoting civic engagement through human and social capital. <i>Community Development</i>, 43(1), 31-48.

Tool: Pretest/Post-test & Qualitative data follow up for a Community Development Leadership Education program	Level of Analysis: Individual & Neighbourhood	Data: To be collected
Tool Description	Researchers used a pretest-posttest control group design to assess the leadership and problem-solving skills of participants in a statewide community leadership development program. Furthermore they followed up with participants 6 months following graduation through open ended interviews to identify community leadership activities participants were involved with. They also reached out to program coordinators with an open-ended questionnaire to assess their knowledge of participant activities. Lastly they supplemented this by reviewing local papers and program reports that indicate program accomplishments, visibility and activities.	
Strengths & Weaknesses	This study attempts to assess changes among participants in the leadership program at the individual level as well as at the community level. Their method for assessing community level impact is straightforward and easily to conduct. <i>Weaknesses</i> The evaluation assumes that community impact only occurs with the completion or participation in large, identifiable projects or activities that	

	are likely to be captured in reports or media. In this way, they might miss the impact of the training on the participant's ability to problem solve at a local, small scale level within organizations or community groups. It skips assessing the impact of leadership training on social capital.	
Additional Reading	Rohs, F. & Langone, C. (1993) Assessing Leadership and Problem-Solving skills and their impacts in the community. Evaluation Review, 17(1), 109-115	
Tool: EvaluLead Framework	Level of Analysis: Leadership Development Program	Data: To be collected
Tool Description	The EvaluLead framework is intended to be used to explore leadership development in a way that recognizes participant's experience and performative factors are connected. It is a guide for existing leadership development programs or ones that do not exist to help them understand and assess the worth of the programs. For those programs that have yet to be created it works as a method to guide the development of the program so that it is reflecting the organization's needs. It is a versatile tool that aligns with ESS beliefs as it does not see leadership as static and linear.	
Strengths & Weaknesses	This tool is flexible and can be used to develop leadership programs that align with ESS's approach of community. It has the potential to be of importance for ESS in the event they want to create leadership development programs. <i>Weaknesses</i> This tool is not applicable for the aims of the ESS (measuring leadership), it does not reflect the ESS approach to the community and their work. It focuses on the programs that develop leadership.	
Additional Reading	Grove, J.T., Kibel, B.M., & Haas, T. (2005). A guide for shaping and evaluating leadership development programs. Retrieved from http://leadershiplearning.org/system/files/evalulead_0.pdf	

OUR APPROACH TO THE LITERATURE

Civic Action Search Terms

Searched both Google and the University of Toronto's OneSearch library search with the terms: "measuring civic action"; "measuring civic engagement"; "evaluating civic action"; and "evaluating civic engagement". These terms produced the best quality and most numerous results. Results were scanned 10 search pages deep in each platform.

Searches were also made by:

- A. replacing “measuring” and “evaluating” with: “assessing”; and “understanding”;
- B. replacing “civic” with: “public”; and “community”
- C. replacing “action” and “engagement” with: “participation”; “behaviours”; and “attitudes”.

While some of these replacement terms show up within various sources, their value as search terms is questionable. “Civic action” and “civic engagement” produced significantly more and greater quality results.

Selected Civic Action Definitions

In order to define and understand the terms “civic action” and “civic engagement”, we pulled definitions from articles found in addition to searching for encyclopedia entries on civic action and civic engagement in relevant encyclopedias, including *The Encyclopedia of Social Work* (2008) and *The International Encyclopedia of Political Science* (2011).

Civic Engagement – Encyclopedia of Social Work (2008)

“Civic engagement is a contemporary term used by a number of scholars, both within and outside of social work, to refer to a broad range of social and political actions.”

“‘Civic’ pertains to the public arena, connoting public benefit. It harks us back to the Greek polis, where city-states were organized around the vote and contribution of independent citizens.”

“‘Engagement’ connotes action, which in this case aims to affect the care or development of others and influence public decision making and resource distribution (Brint & Levy, 1999)” (par. 3).

Civic Participation - International Encyclopedia of Political Science (2011)

- A) “Citizens' access to and participation in information, decision making, and implementation of public policies broadly construed;

- B) “Taking part in democracy—individually or as a part of organized groups —through communication and public actions (including electoral campaigns and elections) where public interests prevail over private ones;
- C) “The act of becoming involved in the political process and working to better the community; a means to guarantee the credibility of institutions, through articulation of citizens' demands and holding public officials accountable” (par. 1).

We found two further definitions useful as they identify the expansiveness and flexibility of civic action.

Civic Engagement and the Arts (2009)

“Civic engagement is a term that is both expansive and contested. As a point of departure, for a working concept that is both credible and useful, we shall use Michael Delli Carpini’s definition: individual and collective actions designed to identify and address issues of public concern (American Psychological Association 2008). This definition says more than appears. First, it suggests that civic engagement is about behavior. Although one’s attitudes and beliefs are potential motivations and consequences of civic engagement, **engagement itself has to do with action**. Second, civic engagement is purposive and conscious. One’s actions are designed to do something; civic engagement does not occur by accident. Finally, civic engagement is public. It can occur in either individual or collective settings but is directed at issues of public—not private—concern” (Stern and Seifert, 2009, p. 8).

Social Capital and Civic Action: A Network-Based Approach Definition

“What is civic engagement, then? Surprisingly, there is a scarcity of formal definitions offered in the research literature. Some scholars emphasize involvement and participation in

the community (Putnam, 2000); while others focus on actions initiated, by either individuals or groups, for collective benefits...One conventional definition seems to capture its diverse content well:

“[Civic engagement consists of] individual and collective actions designed to identify and address issues of public concern. Civic engagement can take many forms, from individual volunteerism to organizational involvement to electoral participation. It can include efforts to directly address an issue, work with others in a community to solve a problem or interact with the institutions of representative democracy. Civic engagement encompasses a range of activities such as working in a soup kitchen, serving on a neighborhood association, writing a letter to an elected official or voting” (Son and Lin, p. 331).

Leadership Search Terms

Searched Google, Google Scholar, University of Toronto’s OneSearch library, Scopus, and Web of Science. Searched the terms: “community leadership”, “resident leadership”, “neighbourhood leadership”, “community leadership” promising articles from these early searches sent us back to search also with “community mobilization”, “community activism” and “community capacity building”.

These orienting terms were coupled and switched out variously with the following: “evaluation”, “impact”, “assessment”, “measurement”, “scale”, “appraisal”, “analysis”, “index” and “model” in order to focus the search on evaluative tools.

To capture articles and grey literature and thereby tools relevant to KGO and Storefront, articles that focused on inner-city suburbs were prioritized. Searches were not limited to Canada and the United states, but purposively sought out a global perspective.

Selected Leadership Definitions

In order to define and understand leadership within the Storefront context we pulled definitions from articles found. We found two definitions of most use as they identify the relational aspect and flexibility of leadership.

Leadership

(Pigg, 1999). _____

For the purposes of this attempt at synthesis, I have rejected ideas about leadership that come from the perspective of formal organizations, even community organizations. I want to explore the hypothesis that there is a theory of leadership that is consistent with community theory rather than organizational (development or management) theory.

Rost, J. D. 1991. *Leadership for the Twenty-first Century*. Westport, CT: Praeger

"Leadership is an influence relationship among leaders and collaborators who intend real changes that reflect their mutual purposes."

LEFT OUT, BUT NOT FORGOTTEN

This section provides a brief review of articles that were found, assessed and not included in this review. These articles were left out because they either did not align with Storefront's philosophical approach to development, focused on communities that bore little resemblance to KGO and were without transferrable properties, or research that did not address an evaluative aspect of the constructs discussed.

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