

DATE RECEIVED

APR 2 1991

AREA MGR. DEPT. OF
CHILDREN'S SERVICES

A PROPOSED DESIGN FOR THE
EVALUATION
OF THE NATIVE CHILD WELFARE
PROGRAM

A PROPOSED DESIGN FOR THE EVALUATION
OF THE NATIVE CHILD WELFARE PROGRAM

A cabinet submission approved in June, 1980, permitted the Children's Services Division to allocate \$500,000. to the child welfare base in order to support a Native Child Welfare Program. Funding of several projects with budgets of \$20,000. to \$50,000. will begin April 1, 1981.

The Native Child Welfare Program - The Conceptual Model

a) Problems with the "Existing" Native Child Welfare System

The major problem identified by both Native people and governments is the absence of a distinct Native Child Welfare System; models of service delivery are the same for Native and non-Native client groups. Services for Native children are neither culturally unique nor responsive to the special needs of those children. The Ministry and the Band Councils believe that the Child Welfare System has thus far been unable to meet the needs of Native children, because the Native community has not participated in planning children's services.

The Native community has noted an absence of special services for Native children, including group homes, foster care services, mental health and family counselling programs and crisis intervention and counselling services.

The services which are provided to Native children tend to be of an authoritative nature in both the correctional and child protection areas, and are more costly than other kinds of services, believed to be more appropriate.

The effect has apparently been a disproportionately high rate of removal of Native children from their communities. This is also believed to have a negative impact on the preservation of native culture and family life, in addition to being a costly form of intervention.

b) The proposed remedy

The Ministry of Community and Social Services has developed both a long term and an interim strategy to address the problems identified above.

The long term strategy includes participation in the Tripartite Negotiation with the Native Band Councils and the federal Department of Indian Affairs and Northern Development to review the Native Welfare Agreement, to facilitate planning for a range of alternatives with respect to the delivery of services on reserves and to promote full utilization of the existing cost sharing agreement between federal and provincial levels of government.

The interim strategy, implemented in 1978, included an evaluation of Northern priorities development with the consequent decision to fund Native prevention projects in three districts on a "pilot" project basis in 1979. In 1980, the Native Child Welfare Program was developed to support similar projects in other districts, where (1) on-reserve child welfare activity involves high levels of authoritative intervention, off-reserve placement or institutional care, (2) where a significant proportion of the child population comprises the corrections (probation/after care) case load and/or (3) where there has been a lack of significant input from the Native community regarding the planning of children's services.

The Program Model

The Native Child Welfare Program will be implemented through signed contracts between Agencies and Bands outlining models of child welfare which will reflect the priorities of the Native community, the Agencies and the Ministry.

In this program model:

- o responsibility for planning the particular project model is shared between the Agency and Band Council;
- o responsibility for the administration of Native child welfare services is shared between the Agency and Band Council;
- o implementation and operation of the project model, including the supervision of funding is the shared responsibility of the Agency and Band Council;
- o Native people are employed to provide on-reserve prevention services at the primary, secondary and/or tertiary levels of prevention*;
- o responsibility for the protection of children under the Child Welfare Act remains with the Agency and Ministry.

* Primary prevention aims to reduce the incidence of new cases in a population by preventing conditions which result in crises.

Secondary prevention aims to prevent or reduce the need for traditional interventions by providing service which responds quickly to crises and prevents their recurrence.

Tertiary prevention aims to prevent the recurring use of traditional intervention by providing more effective alternatives.

The funding for the projects is considered to be "incentive" funding and may be renewed annually.

Although the operational models (i.e. those models funded to "translate" the conceptual model into a functioning model), will differ from one project to another, they will each possess the characteristics listed above. The operational models will also share some outcome goals, although the priorities placed on each of the outcome goals may vary.

Program Outcome Goals

- 1) Develop Native child welfare policies, procedures and services which the Native community believes are responsive to the special needs of Native children.
- 2) Reduce the number of native children apprehended by the Agency and placed off the reserve, and in particular, reduce the number placed in institutional care.
- 3) Reduce the average duration of off-reserve placements, particularly institutional placements.

- 4) Reduce the frequency of use of authoritative interventions in the corrections system e.g. training school, probation.
- 5) Increase the number of incidents in which families make plans for the care of their children to avert crises.
- 6) Repatriate* children, when appropriate, to the reserve.
- 7) Reduce the number of Native children adopted by non-native families.

These are the major outcome goals i.e. the desired program results. It is proposed that the projects funded by this program will achieve these outcomes if certain "means" goals are achieved.

Program Means Goals

- 1) Equal participation of the Band and the Agency in the development and administration of Native child welfare services.
- 2) Responsibility assumed by both the Band Council and the Agency for the implementation of the prevention project.

* Return to a Native home in the district, native children placed in non-native homes outside the district by another Agency.

- 3) Increase in the number and use of on-reserve, native planned/provided resources which, in addition to native workers, may include group homes, foster homes, "emergency" homes, day care or baby sitting services.
- 4) Increase in the number of programs for native families to improve parenting, child management and child care skills.
- 5) Increase and improve communication between Band Councils and Agencies with respect to native children's services.

The various methods which may be employed by the funded projects to achieve these goals include: Child Welfare Committees, on-reserve training programs, native foster home programs, community support or self-help groups, information services, co-ordination of existing services, etc.

The identified problems, the proposed Native Child Welfare Program with its goals and methods, make up the conceptual model. Each project will design a service model to operationalize the conceptual model and to meet the special needs of its particular community.

The Evaluation Component

The Ministry requires that each project funded under this program, be evaluated. The evaluation should be of use to the Band, the Agency and the Ministry and for this reason, each of these interest groups should assume responsibility in the design and implementation of the evaluation.

The Bands and Agencies may use the evaluation information on an on-going basis to ensure continuing appropriateness of the service model and to assist in program development.

The Ministry intends to use the results of the evaluations to make decisions regarding the renewal of funding of individual projects; regarding expansion of the program (assuming the availability of funds) and for long range planning of services for native families.

Co-ordination of the individual project evaluations is necessary to ensure that the Ministry's evaluation needs are met. To facilitate this co-ordination, an evaluation design is proposed that will assess the extent to which each of the projects has "satisfied" the conceptual model. The design is of necessity, general in nature. It is put forward as a guideline, to be used by each project in developing a specific evaluation design once the project goals, objectives and methods have been articulated. Each evaluation design should have the approval of the Ministry, the Agency and the Band Council.

The proposed evaluation methodology consists of two components:

- 1) a process evaluation to describe and appraise the way in which each project has translated the conceptual model into an operational model focussing on the extent to which the "means" goals have been achieved. This component of the evaluation asks the question: To what extent did the project implement the model as proposed?
- 2) an outcome evaluation to assess the extent to which each project has achieved the "outcome" goals. This component of the evaluation asks the question: How effective was the project model?

Evaluation Methodology

A "pre-test/post-test" design is recommended as the most feasible way of evaluating the impact of these projects. In this type of design, measurements are made before and after commencement of the project on certain variables which we hypothesize will be affected by the project (e.g. the number of native children placed off the reserve).

Comparing pre and post measures will provide some information on the effects of the project. Whenever possible, it is desirable to have a comparable group not receiving the special intervention, to allow us to draw conclusions on the program's effects with greater confidence. Therefore, in those districts in which native prevention workers have been placed on some reserves but not on others,

comparisons could be made between the "prevention reserves" and the "non-prevention reserves" on certain pre and post measures (e.g. number and duration of off-reserve placements).

Each project should attempt to provide information describing the Native children's services "model" with its concomitant problems, prior to the project, as well as accurate documentation of the prevention project service model as implemented.

It is proposed that some measures be recorded on an on-going basis, whereas others be made at one point in the project period. It is recommended that the former type of measures be reported for the one year period prior to the project's commencement and for each project year. These data should be summarized at least quarterly (monthly if deemed desirable by the project managers). A quarterly summary will help the project to stay "on-track" and make modifications to the program as required. Quarterly summaries will also facilitate the compilation of annual statistics at the end of a fiscal year (on which the projects are funded) or at the end of a calendar year (for the Agency's service plans).

Data Sources

Several data sources are proposed:

- o Agency files to determine the number and duration of placements etc.

- o Agency documents to provide a description of the planning and implementation of the service model and to provide the Agency's policies and procedures with respect to serving native families
- o Prevention workers' notes for a description of the various functions performed by workers
- o Interviews with representatives of the Native reserve to obtain their assessment of the project process and its impact
- o Interviews with Agency personnel to obtain the Agency's assessment of the project process and its impact at the agency level
- o Interviews with other service providers to obtain their assessment of the impact of the project on the social services provided on the reserve
- o Ministry information systems, including the Juvenile Information System, the Juvenile Probation System and the Child Advocacy Information System* to provide some information on placements and probation caseloads.

* The Child Advocacy Information System, being a new system, may not be able to provide historical information.

Evaluation Responsibilities

As noted earlier, each of the three interest groups should assume certain responsibilities in ensuring a useful evaluation of the Program.

The Ministry should:

- o provide consultation to each project at the design stage and throughout the project period
- o monitor the evaluations
- o co-ordinate the evaluations to permit comparisons and facilitate the identification of key elements of the models
- o direct certain components of the evaluation, in order to ensure objectivity
- o access appropriate information available on the Ministry's information systems

The Agency should:

- o participate in the planning of the evaluation methodology
- o record and summarize certain data on an on-going basis

The Band should:

- o participate in the planning of the evaluation methodology
- o record and summarize data pertaining to the program activities of the prevention workers and the Band council.

1) The Agency

The Agency should summarize various data recorded in agency records and documents including the following:

- o number of status Indian children from "prevention" reserves and comparison reserves placed in care (outcome goal 2)
 - number in care at beginning of quarter/year
 - number of admissions each quarter/year by location (indicate number of new admissions and re-admissions)
 - number of discharges each quarter/year
 - number of children in care at quarter/year end by location
- o duration of placements (outcome goal 3)
 - average length of stay of all children in care each quarter/year, from date of admission

- average length of stay in care of children admitted each quarter/year
- proportion of days in care in each location to total days care each quarter/year
- o adoptions (outcome goal 7)
 - number of native children adopted quarterly/annually by native and non-native families
 - number of native and non-native adoptive families each quarter/year
- o cost measures (outcome goal 2)
 - quarter/annual average cost of "in care" services to prevention reserve children compared to comparison reserve children
 - annual cost of Agency services (all types) to native families on prevention reserves (including project costs) compared to comparison reserve service costs (before and after project commencement).

- o involvement of native families in planning for their children in care (outcome goal 1)
 - average number of times parents visited child monthly (where available)
 - average number of times parents met with case worker each month

- o non-residential services to native families (process goal 3)
 - number of cases open at beginning of quarter/year
 - opened during quarter/year (new, re-opened, transfer from placement)
 - closed during quarter/year
 - open at quarter/year end

- o description of the relation of the project to the Agency's organizational framework (process goal 1 and 5)
 - administrative responsibilities
 - reporting relationships
 - clinical supervision of prevention workers
 - functions of advisory committees etc.

- o documentation of policy and procedural developments respecting native children and families after commencement of project (outcome goal 1, process goal 5)
 - adoption policy
 - native foster care recruitment standards
 - criteria for removal of native children from their homes
 - hiring of native staff
 - nature of involvement on reserves without prevention workers
 - other

- o interaction with native workers e.g. case conferences, supervision (process goal 5)

- o staff training re: native issues (outcome goal 1)

2) The Band Council and/or native workers

The band council and native prevention workers should record and summarize the following information:

- o number of native children repatriated to the community from outside the district (outcome goal 6)

- o number of instances in which families, with the assistance of the native worker, make plans or arrangements for the care of their children (outcome goal 5)

Description of the services provided to families by the native worker* (outcome goal 5, process goal 3)

- o Total number of families served (monthly) both on-reserve and off-reserve
- o Proportion of time spent in providing direct service to families
- o Reason for service
 - family seeking information, "support".
 - child: ill
 - neglected by parent/guardian
 - alcohol/drug abuse
 - abused by parent
 - truant
 - delinquent
 - other
 - parent: ill
 - abused by spouse
 - alcohol/drug abuse
 - criminal
 - other

* Data would be presented in aggregate form, protecting client confidentiality.

- employment/unemployment
 - financial
 - housing
 - problem dealing with agency or institution
 - other
- o Service offered
- "support" information through informal visit
 - referral to other resource
 - attend at other resource with or on behalf of family
 - attend at court with child/family
 - ad hoc arrangements re: child care
 - admit to care in reserve foster home
 - notify Agency
 - visit child in foster home or other placement
 - other

Description of worker characteristics (to assist in identifying key elements)

- o age, sex, place of birth and residence (i.e. on or off reserve)
- o education, training
- o official position (if any) on reserve e.g. Band Council member
- o other employment, if any

Description of community development and educational activities
(process goals 1, 2, 3, 4 and 5)

- o Description of process by which Band identified special needs of Native children and gaps in service delivery system
 - e.g.: committees formed
 - Band meetings
 - and indicate the outcome of these activities
 - e.g.: development of resolutions, policies
 - presentations to child welfare authorities

- o Description of process of foster care recruitment
 - time spent in this activity
 - number and description of homes e.g. emergency vs foster
 - capacity of home
 - utilization rates
 - nature of Band Council participation (if any) in this process

- o process by which other community based services were developed and/or co-ordinated e.g.: committees, meetings and the results of these activities

- o on-reserve training programs organized by the worker and/or Band Council e.g. to develop parenting skills, child management skills. Describe these programs i.e. who did the training, where, when; how many families attended; will they be repeated?

- o Development of policies and standards by the native community regarding native child welfare services. Describe these policies and standards and the process by which they were developed e.g. committees.

3) The Ministry

The survey component, described below, should be conducted by evaluators independent of the program. Although inclusion of this component in the evaluation design should be the decision of all the interest groups, it is recommended that the Ministry assume responsibility for the implementation of this component.

o **Survey of Representatives of Native Reserve Community**
(Outcome goals, process goals 1, 2 and 5)

The purpose of such a survey is to determine the extent to which the community participated in planning children's services on the project reserves and to determine the effectiveness of the projects in meeting their objectives, from the perspective of the Native community.

Interviews should be conducted with at least 2 or 3 representatives of each project reserve (and should include the Chief and/or a Band Council member). The Band Council should be consulted on the selection of the interview respondents. The interviews should be conducted by a Native person, independent of the project. It would be desirable to have one person conduct all the native interviews for all of the projects. An open-ended interview format would be most appropriate, with the interviewer identifying several key areas or issues, allowing the respondent to provide the information in his own way (a tape recorder might be employed).

It is suggested that the interviews be conducted 10 to 11 months after commencement of the project.

The major issues to be addressed in the interviews are:

1) the extent of native participation in planning for native children's services on the project reserves

- Did the Native community participate equally in the planning process?
- How were planning responsibilities shared between Band and agency?

2) Changes in children's services delivery on the reserve since the beginning of the project

- what were the changes, if any?
- what effect have these changes had?

3) Changes in the way the native community views and interacts with the child welfare system and vice versa

- Is the Child Welfare System more aware of the needs of Native children?
- Has there been a change in the amount of contact between the Band and the Agency? e.g. Band representation or participation on Agency Board of Directors; Board or staff member attendance at Band Council meetings.

- Does the Band feel it holds equal status with the Agency in the Native Child Welfare System?
- Has the Band's attitudes toward the child welfare system changed? How?

4) Project objectives which have not been met. Why not?

o **Survey of Agency Personnel**

(process goals 1 and 5)

To determine the impact of the project from an agency perspective, interviews should be conducted with personnel from various levels within the Agency, including at least one Board member, manager, supervisor and case worker.

The major issues to be explored in the interviews include:

- 1) The Agency perspective of the objectives of the project
- 2) Equal participation of Band and Agency in the planning and administration

- Did this model work?

- Has there been a change in the amount/quality of contact between the Band and the Agency? In what way?

3) The effect of the project on the agency

- changes in agency philosophy, policy, procedures

4) The effect of the project on agency caseworkers

- attitude changes
- frequency and quality of contact with native families
- treatment plans

o **Survey of other service providers**

(outcome goal 4, process goals 3 and 4)

The purpose of this survey is to determine the effect of the project on the social and health service delivery network on the reserve. Interviews should be conducted with representatives from Probation Services, Public Health etc.

The major issues to be explored are the following:

- 1) Changes in the on-reserve service delivery network since the project began

- Has there been a change in the amount/quality of contact between the Band and the Agency? In what way?

3) The effect of the project on the agency

- changes in agency philosophy, policy, procedures

4) The effect of the project on agency caseworkers

- attitude changes
- frequency and quality of contact with native families
- treatment plans

o **Survey of other service providers**

(outcome goal 4, process goals 3 and 4)

The purpose of this survey is to determine the effect of the project on the social and health service delivery network on the reserve. Interviews should be conducted with representatives from Probation Services, Public Health etc.

The major issues to be explored are the following:

- 1) Changes in the on-reserve service delivery network since the project began

SUMMARY

The Children's Services Division will allocate \$500,000 to the 1981 child welfare base in order to support a Native Child Welfare Program. The purpose of the Program is to develop child welfare service models, planned and administered equally by Bands and Agencies, on selected reserves in Ontario.

Each project funded under this Program must design an evaluation to assess the extent to which the project has achieved its goals and objectives. The evaluation results should be of use to both the project operators (Band and Agency) and the Ministry.

An evaluation methodology is proposed which can be adapted by each project. The methodology was designed to:

- 1) describe and appraise the way in which each project has translated the conceptual model (as put forward by the Ministry) into an operational model.

and

- 2) assess the extent to which each project has achieved certain outcome goals.

The Ministry, Band and Agency share responsibility in ensuring a useful evaluation of the program. The Band must provide information on the operation of the project, including the activities of the prevention workers. The Agency must provide information on the effect of the project on caseloads, policies and procedures with respect to native children and families. The Ministry is responsible for monitoring the evaluation, providing consultation and securing an objective assessment of the program by representatives of the Band, the Agency and other on-reserve service providers.

- Has there been an overall change in the quantity and/or quality of on-reserve services?

In what way? How were these changes accomplished?

- Has the co-ordination of services changed in any way?

In what way?

How were these changes accomplished?

The effect, if any, the project has had on the services provided by the respondent

- How often did the respondent meet with the native worker over the past month?
- How often did the respondent meet with Band Council members over the past month?
- Has the nature of contact between the respondent and the Band changed in any way? How?
- How much time does the respondent spend on each reserve in his catchment area? Has this changed in any way over the project period?
- Has the respondent observed any difference in the types of problems on the reserve and the way in which they are handled?
- Has this respondent's caseload changed in anyway?