

First Nations Child and Family Caring Society of Canada

Program Evaluation Research

Final Report

Prepared by Robb MacDonald, Consultant
The Health Communication Unit at the University of Toronto

March 2006



FIRST NATIONS
CHILD & FAMILY
CARING SOCIETY
OF CANADA



Copyright: First Nations Child and Family Caring Society of Canada, 2006. All rights reserved.

Acknowledgements

The First Nations Child and Family Caring Society gratefully acknowledges Robb MacDonald and Kathryn Irvine for their work in the preparing of this report.

First Nations Child and Family Caring Society of Canada
Suite 1001 75 Albert Street,
Ottawa ON K1N 5G2
www.fncfcs.com

Table of Contents

Introduction.....	4
Statement of the Problem.....	4
Purpose of the Research.....	5
Methodology.....	6
Stage 1: Rapid Location and Collection of Materials.....	6
Stage 2: Review and Analysis.....	7
Outline of the Report.....	9
Key Definitions and Overview of Program Evaluation Methodologies.....	9
Evaluation Environment.....	11
Evaluation and First Nations Child & Family Services.....	15
Summary of Findings.....	18
Conclusions and Recommendations.....	28
Responses to Study Questions.....	29
A Proposed Framework.....	31
Selected Bibliography.....	33

Table of Figures

Figure 1 Search methodology.....	7
Figure 2 Program Evaluation.....	12
Figure 3 Balancing objectives of child welfare (Trocmé, 2003).....	16

Introduction

The purpose of this research has been to investigate various program evaluation models to identify if one or more models, frameworks or toolkits exist that could be adapted to meet the needs of First Nations Child & Family Service agencies.

Statement of the Problem

The need for a review of program evaluation resources and the development of a framework for First Nations Child and Family Service (FNCFS) agencies stems from the recent research completed by First Nations Child and Family Caring Society of Canada (FNCFCS). In *Wen: de The Journey Continues*, FNCFCS's third research report examining the funding structure to First Nations Child and Family Service Agencies (FNCFSA), the authors note: "Survey results from phases 2 and 3 affirm that First Nations Child and Family Service Agencies see the importance of evaluation."¹

However, the researchers also found that a framework for culturally appropriate and meaningful program evaluations appears to be lacking. In preparation for this review of program evaluation materials, Blackstock reported a number of issues with the current funding model vis-à-vis evaluation, including:

- a lack of funding before year 3 of agency operation or after year 6
- it is widely known by consultants that \$30,000 exists for the evaluations, and independent evaluators are de facto charging that much in many cases.
- evaluations are mainly descriptive, with little value to the organization or the programs once completed
- lack of capacity building within organizations to design and implement their own evaluations.²

Research from Phase 2 also suggests that a technological infrastructure to accommodate program evaluations is currently lacking. In Chapter 5: Management Information Systems of *Wen: de We are Coming to the Light of Day*, Stanley Loo argues, "For First Nations child protection authorities, ability to measure the complete spectrum of outcomes of child protection services and to report on outcomes periodically should be of particular importance."³

Loo argues an improved information management system that will enable FNCF agencies "to operate efficiently, manage and monitor delivery of child protection services, report

¹ First Nations Child & Family Caring Society of Canada: *Wen: de The Journey Continues*, 1st Ed. Ottawa: First Nations Child & Family Caring Society of Canada, 2005, p.32.

² FNCFCS and THCU meeting notes, January 17, 2006.

³ First Nations Child & Family Caring Society of Canada: *Wen: de We are Coming to the Light of the Day*, Ottawa: First Nations Child & Family Caring Society of Canada, 2005, 160.

on service or program outcomes, facilitate service planning, and meet various accountability expectations and standards.”⁴ He continues by arguing that agencies must “strive to use technology to achieve the following core functions of child welfare agencies:

...

3. Meeting performance expectations and legislated requirements for accountability management, i.e., ability to quickly generate accurate and current financial reports, caseload reports, and other types of status or ad hoc statistical reports for government departments or regional authorities.

4. Producing performance feedback information for management, and contributing child protection outcomes data to the national project currently underway.

*5. Exchanging electronic datasets with external organizations, such as university research centers, government agencies, and the proposed First Nations Statistical Institute.*⁵

Amidst this environment, FNCFCS has identified the need to develop a program evaluation resource for FNCF agencies in Canada that will strengthen their organizational capacity to conduct on-going evaluations to improve their programs, services and organizations. It is envisioned that, ultimately, this resource or toolkit will include information and resources that address three main areas:

1. An overview of evaluation, including different types of evaluation and measurements that can be used;
2. When and how to use certain evaluation methods;
3. How to conduct internal ongoing evaluations.
4. When to conduct an independent evaluation and how to assess the skills of contractors, including how to assess independent evaluator skills, what to look for when choosing an evaluator, and how to develop a contract that benefits the agency.

Purpose of the Research

First Nations Child & Family Caring Society of Canada (FNCFCS) contracted The Health Communication Unit at the University of Toronto to conduct a review of program evaluation resources that might meet the needs of FNCF agencies. As the first phase of a

⁴ Ibid., p.146.

⁵ Ibid.

proposed multi-phase strategy to design, pilot, develop and roll out the toolkits, THCU was requested to complete the following deliverables:

1. a summary of existing evaluation methodologies as they relate to the cultural needs and diversities of the First Nations communities, including recommendations (for different methodologies);
2. a proposed workplan for the development of the materials to be included in the evaluation toolkit;
3. a series of questions to guide the testing of assumptions about the needs and expectations of the programs that will be using the materials.

Methodology

Our overall research approach to the review of literature has been comprised of two stages. In the first, we have leveraged our combined resources to conduct a sweep of relevant materials. Essentially, we have been casting a logically defined “net” to see what we can capture. The second stage has involved a rapid review of as many of those resources as possible, with a particular focus on the most culturally relevant materials.

Although the majority of the research has been devoted to a scan of currently available practical and applied resources, the process was guided by several key research questions:

- *What is a program evaluation?*
- *What does program evaluation mean to FNCFCS stakeholders (including funders, agency staff, and First Nations communities)?*
- *What is the difference between program evaluation and funding reporting?*
- *Is it possible to establish realistic, measurable outcomes for First Nations child and family service programs?*
- *Is it possible to establish and implement one single model for program evaluation that will meet the needs of all stakeholders?*
- *Is it possible to establish and implement one single model for program evaluation that will meet the needs of FNCF agencies and the communities they serve?*

Stage 1: Rapid Location and Collection of Materials

For the first stage, we targeted the following three topic areas:

1. Aboriginal Resources,
2. Children & Family Resources, and
3. Evaluation Resources.

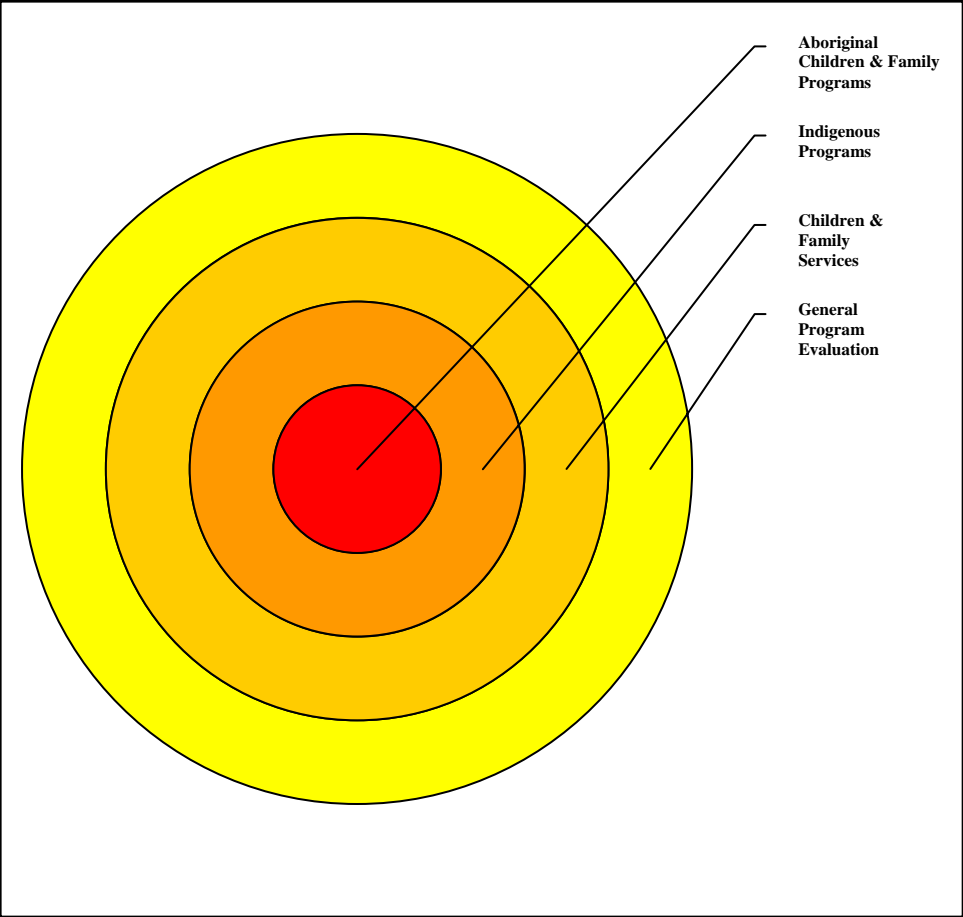
To help us complete the rapid review, we employed a 3X3 research matrix, which is highlighted below. We have been using various databases and the Internet, as well as our own library resources to examine relevant books, articles and toolkits currently in existence. We also relied on experts and contacts, as well as associations and organizations in all three topic areas to help us efficiently locate relevant materials.

	1. Aboriginal	2. Children & Family	3. Evaluation
1. Books/ Articles/ Toolkits			
2. Experts/ Contacts			
3. Associations/ Organizations			

Stage 2: Review and Analysis

The diagram below depicts the basic approach used to review and analyze relevant evaluation resources and tools. We focused our attention first on information and resources related to Aboriginal children and family programs. Next, we expanded our analysis outward, considering Aboriginal Evaluation resources and then Children & Family Services resources. Because of the overwhelming number of general program evaluation resources, we limited our review of general program evaluation to the most recent as well as the most practical (i.e., toolkits and frameworks).

Figure 1 Search methodology



Outline of the Report

In addition to this introduction, we have organized the remainder of the report into the following five sections:

1. Key Definitions and Overview of Evaluation Methodologies
2. The Evaluation Environment, including a brief discussion of recent trends in evaluation and accountability
3. Evaluation and First Nation Child and Family Services
4. Summary of Findings
5. Conclusions and Recommendations

Key Definitions and Overview of Program Evaluation Methodologies

Although our intention with this report is not to examine the history and theoretical constructs underlying evaluation, we think it is important to define several key terms associated with the research we have conducted. Additionally, in this section, we provide a brief overview of some of the similarities we found among current program evaluation methodologies.

Three key terms to define are *program evaluation*, *performance measurement* and *accountability*. There is seemingly no end to the variations on the term program evaluation. The Treasury Board Secretariat defines evaluation as “The systematic collection and analysis of information on the performance of a policy, program or initiative to make judgements about relevance, progress or success and cost-effectiveness and/or to inform future programming decisions about design and implementation.”

Wholey et al. define program evaluation as “the systematic assessment of the program results and, to the extent feasible, systematic assessment of the extent to which the program caused those results.” The authors suggest that evaluation includes “ongoing monitoring of programs as well as snapshot studies of program process or program impact.”⁶

In *The Manager’s Guide to Program Evaluation: Planning, Contracting, and Managing for Useful Results*, Mattessich defines program evaluation as “a systematic process for an organization to obtain information on its activities, its impacts and the effectiveness of its work, so that it can improve its activities and describe its accomplishments.”⁷

⁶ Joseph S. Wholey et al. *Handbook of Practical Program Evaluation*. 2nd edition. San Francisco: 2004

⁷ Paul W. Mattessich, Wilder Research Center, Fieldstone Alliance, 2003

The Ontario Ministry of Health defines program evaluation as “the systematic gathering, analysis and reporting of data about a program to assist in decision making.”

The Centers for Disease Control and Prevention presents program evaluation as “a systematic way to improve and account for public health actions by involving procedures that are useful, feasible, ethical and accurate.”⁸

Among these and other definitions, it is clear that program evaluation employs and depends on a systematic process. Additionally, many of the definitions address the goal of program evaluation, which is to obtain information that will assist with decision-making to improve a program.

A related term is performance measurement. One of the key resources we examined, First Nation Self-Evaluation of Community Programs, defines performance measurement as “the ongoing process of measuring how well a particular program is achieving the goals that were set for it.” The authors elaborate that “goals are often expressed in terms of real results” and “More and more, First Nations are developing their own definitions of what results they are looking for and what makes a program a success.”⁹ From this definition and description, it appears to be quite similar to program evaluation; however, Lewis and Lockhart caution that performance measures are different from results and indicators (which are integral to program evaluation) because performance measures are concerned with “service response to social problems, not the conditions that we are trying to improve. It is possible, even common, for individual programs to be successful, while overall conditions get worse.”¹⁰

Accountability is another term that is frequently referred to within the literature as it relates to programs, particularly those receiving government funding. The Treasury Board Secretariat describes accountability as “the obligation to demonstrate and take responsibility for performance in light of agreed expectations.”¹¹ Unfortunately, the term accountability has recently taken on a negative connotation in Canada, and the very recent introduction of the Accountability Act as the new Government’s first order of business is symptomatic of the public’s growing insistence for increased accountability of government and government-funded programs. Moreover, accountability is often erroneously equated with evaluation. When applied in this context, there is a risk that a program evaluation will be designed to meet funders’ expectations (i.e., that resources are used appropriately) instead of providing staff with organizational learning that can be

⁸ Quoted in The Health Communication Unit, Evaluating Health Promotion Programs, Version 3.4, January 21, 2006, p. 6.

⁹ First Nations Working Group on Performance Measurement and Departmental Audit and Evaluation Branch, Department of Indian Affairs and Northern Development, First Nation Self-Evaluation of Community Programs: A Guidebook on Performance Measurement, October 1998.

¹⁰ Mike Lewis and Dr. R.A. Lockhart, “Performance Measurement, Development Indicators & Aboriginal Economic Development” for The Centre for Community Enterprise, April 2002. p.5 (http://www.cedworks.com/files/pdf/free/Perform_00.pdf)

¹¹ Treasury Board Secretariat, Guide for the Development of Results-based Management and Accountability Frameworks, August 2001, p.33. (http://www.tbs-sct.gc.ca/eval/pubs/RMAF-CGRR/RMAF_Guide_e.pdf)

used to improve program efficiency and effectiveness. As Trocmé identifies, one of the reasons meaningful outcome-based evaluations for Canadian child welfare programs have been hitherto lacking can be attributed to staff's pre-occupation with funding needs and being accountable:

*The development of an outcome-based approach has been further complicated by the fact that service providers are keenly aware that funding will be determined by the types of outcomes that are measured. Service providers, from front-line staff to senior managers, worry that the measures that are selected will not document the impact of the services they provide. The principle of "what gets measured gets done" can be interpreted to mean "what gets measured gets funded" (Grasso, 1988; Traglia et al., 1996)."*¹²

Evaluation Environment

Although we found many different program evaluation resources with different intended audiences, our review of over 100 evaluation models found a number of similarities:

First, most evaluations are concerned with one or more of the following three types of evaluation:

1. Formative, which is often conducted in the early stages of a program. The results from this type of evaluation are often used to help structure the rest of the programming and/or develop a baseline of information for comparative purposes.
2. Process, which is often conducted during the life of the program to determine whether the program is delivering what was intended.
3. Summative, which is often conducted at the end of a program and addresses the question, "Did our program make a difference?" Often summative evaluations are categorized according to whether they are trying to measure short-term or long-term outcomes.

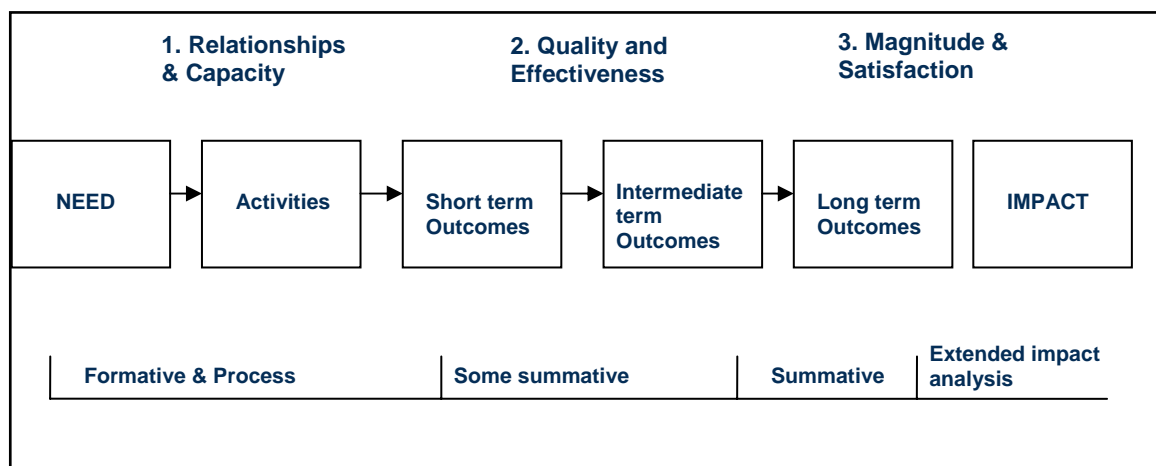
Increasingly, evaluation models have migrated toward an outcomes-based approach. These models identify the importance of moving beyond the measurement of what the organization does (outputs) to what is accomplished. The Treasury Board Secretariat's Results-based Management and Accountability Frameworks uses the term *results* in the same context, defining a result as "the consequence attributed to the activities of an

¹² Nico Trocmé, The importance of process in developing outcomes measures. *Keynote Address, National Outcomes Symposium*. Ottawa: February 20-21, 2003. (<http://www.cecw-cepb.ca/DocsEng/OutcomesSymposiumTrocmé.pdf>), p. 2.

organization, policy, program or initiative...In the government's agenda for results-based management, the term result refers exclusively to outcomes."¹³

A second similarity among many of the models is the call for incorporating program evaluation into the overall program design process. Part of the rationale for this plea stems from the movement away from strictly measuring outputs and outcomes to recognizing the importance and opportunities of evaluation at all stages of a program. The diagram below from The Health Communication Unit's Evaluating Health Promotion Programs workshop materials demonstrates the different possible stages that an evaluation can be introduced into a program's lifecycle.

Figure 2 Program Evaluation



A third similarity among the various resources relates to the stages associated with conducting an evaluation. Although the exact number of “steps” varies from one model to another, (e.g., the First Nation Self-Evaluation of Community Programs employs a 13-step framework, The Health Communication Unit uses a 10-step model, the Center for Disease Control uses 6 steps), the majority of the resources we reviewed employ a logical hierarchy that incorporates the following five phases:

1. Planning and Organization
2. Research Design
3. Data Collection and Analysis
4. Reporting
5. Implementation

A fourth similarity we found is the increased call for participatory evaluation.¹⁴ The Innovation Network notes:

¹³ Treasury Board Secretariat, Guide for the Development of Results-based Management and Accountability Frameworks, 2001. p.35 (http://www.tbs-sct.gc.ca/eval/pubs/RMAF-CGRR/RMAF_Guide_e.pdf)

*Participatory evaluation empowers an organization to define its own success, to pose its own evaluation questions, and to involve stakeholders and constituents in the process. Rather than being imposed from the outside, evaluation can help program stakeholders identify what a program is expected to accomplish (and when), thereby making sure everyone's expectations for the program are aligned.*¹⁵

Wholey et al. argue evaluation is “a valuable learning strategy to enhance knowledge about the logic of the underlying programs as well as the practical results of programs.”¹⁶

A fifth similarity among various evaluation models for the not-for-profit and public sectors is the inherent difficulty that programs face in separating out program evaluation for the purposes of program improvement versus accountability. In Performance Measurement Frameworks For Self-Evaluating Community Programs A Summary Report On Four First Nations Experiences Project, the results of pilot testing the framework from the Guidebook with four First Nations are presented. The authors (Members of the First Nations Working Group) reported:

*At this particular time, we feel there are several issues that need to be addressed. First of all, we feel the current external accountability relationships with funding agencies often do not serve our internal management and accountability needs. We also believe the current internal and external reporting practices tend to focus on how our resources are allocated, rather than on what we have achieved. However, the overriding rationale behind our communities' desire to take on this challenge is based on our need to define success on our own terms, based on our priorities.*¹⁷

Wholey et al suggest that “while accountability, or demonstration of the value provided by programs, continues to be an important use of program evaluation, the major goal should be to improve program performance, thereby giving the public and funders better value for money. When program evaluation is used only for external accountability purposes and does not help managers improve their programs, the results are often not worth the cost of the evaluation.”¹⁸

¹⁴ See for example, “Elizabeth Whitmore, Editor. Understanding and Practicing Participatory Evaluation. In New Directions for Evaluation. Number 80, Winter 1998. San Francisco: Jossey-Bass Publishers; Population Health Directorate. Guide to Project Evaluation: A Participatory Approach. Health Canada, August 1996. (http://www.phac-aspc.gc.ca/nfcv-cnivf/familyviolence/html/fvprojevaluation_e.html) ; Participatory Action Research Network (<http://www.parnet.org/>)

¹⁵ Innovation Network, Evaluation Plan Workbook, 2005, p. 3 (http://www.innonet.org/client_docs/File/evaluation_plan_workbook.pdf)

¹⁶ Joseph S. Wholey et al. Handbook of Practical Program Evaluation. 2nd edition. San Francisco: 2004, p. .xxxiv

¹⁷ Jane Evans, Performance Measurement Frameworks For Self-Evaluating Community Programs A Summary Report On Four First Nations Experiences Project 97/13February 2002 (http://www.ainc-inac.gc.ca/pr/pub/ae/ev/97-13/97-13_e.pdf)

¹⁸ Wholey et al., p. Xxxiv.

Anne C. Petersen, Senior Vice President for Programs at the W.K. Kellogg Foundation, argues, “Although evaluation is useful to document impact and demonstrate accountability, it should also lead to more effective programs, greater learning opportunities, and better knowledge of what works.”¹⁹

Similarly, Paul Niven writes in the *Balanced Scorecard: Step-by-Step for Government and Nonprofit Agencies* financial performance measurements “provide an excellent review of what has happened in the past, but they are inadequate in addressing the real value-creating mechanisms in today’s organization – the intangible assets such as knowledge and networks of relationships.”²⁰

¹⁹ W.K. Kellogg Foundation. *Evaluation Handbook*. Battle Creek, MI: W.K. Kellogg Foundation, 1998, p. 1. (<http://www.wkkf.org/pubs/Tools/Evaluation/Pub770.pdf>)

²⁰ Paul R. Niven, *Balanced Scorecard: Step-by-Step for Government and Nonprofit Agencies*. Hoboken: John Wiley & Sons, Inc., 2003, p. 15.

Evaluation and First Nations Child & Family Services

Our review of the literature suggests that program evaluation within the not-for-profit and public sectors has been troubled by the inherent difficulty of establishing causal relationships between program implementation and desired outcomes. Many programs also struggle with the very practical difficulty of determining what they need to evaluate and how to do so while preserving an ethical standards around privacy and respect for the people involved with the programs. First Nations Child & Family Service programs seem particularly vulnerable to this conundrum for several reasons.

First, program evaluations need to be sensitive to First Nations cultural values and norms. Building on Michael Quinn Patton's utilization-focused evaluation concept, program evaluations within First Nation communities must "answer the question of whose values will frame the evaluation by working with clearly identified, primary intended users who have responsibility to apply evaluation findings and implement recommendations."²¹ In her article "Culturally Competent Evaluation in Indian Country," Joan LaFrance argues "historically, most research has focused on investigators' interests, not on what's best for the tribal community."²² LaFrance continues by saying that First Nations people should "take charge of their own agenda; name their own evaluation processes that fit within their framing of place, community, values and culture."²³

A second and related challenge facing First Nations evaluation efforts is the size of the population. Again, LaFrance notes, "Tribal populations in the programs being evaluated are often not large enough to put faith in statistical models: as a result, statistical analysis is usually limited to descriptive summaries." (p. 46). Moreover, argues LaFrance, "Experimental design is generally discouraged, for ethical and practical reasons. It is difficult to assign adults or children into different 'treatment groups' in small communities. Even if this could be done, the social and political reaction to a perception of unequal treatment could be quite disruptive in a small and fragile community."²⁴

Embedded in these challenges is the third and perhaps even more sensitive issue of evaluating child and family service programs. In his keynote address at the National Outcomes Symposium in 2003, Nico Trocmé identifies the difficulty programs have faced in developing outcomes-based evaluations. Speaking about the dearth of clearly identified outcomes, objectives and measurable indicators in child welfare programs, Trocmé argues, "The tension between providing protection and supporting children within their family and community is the fundamental challenge of child welfare."²⁵ Using a triad diagram, Trocmé presents three competing objectives that child welfare programs struggle with: (1) protecting children from maltreatment; (2) enhancing child

²¹ Michael Quinn Patton, *Utilization-Focused Evaluation: The New Century Text*. 3rd ed. Thousand Oaks: SAGE Publications, 1997, p.21.

²² Joan LaFrance, *Culturally Competent Evaluation in Indian Country*, *New Directions for Evaluation*, No. 102, Summer 2004, p.40.

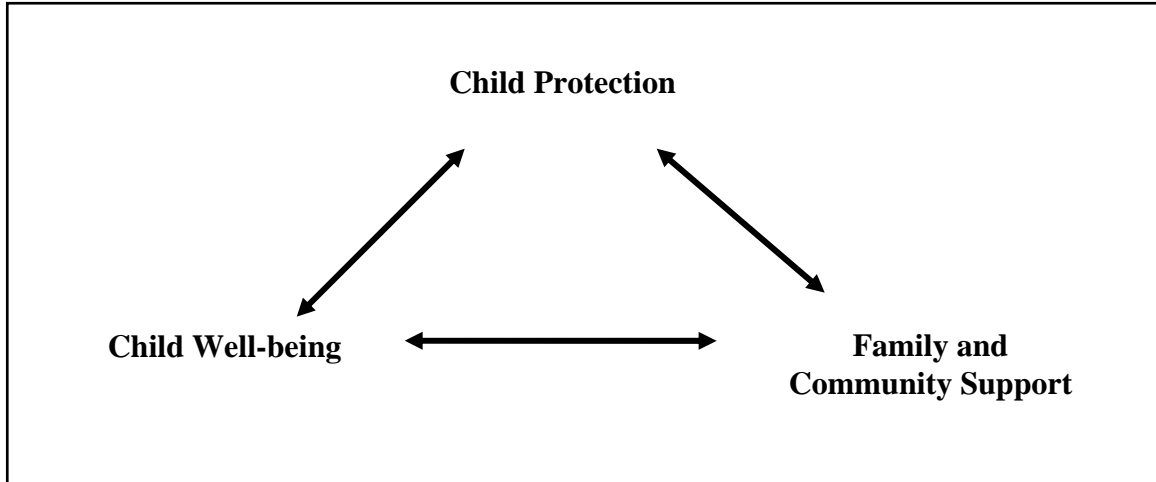
²³ *Ibid.*, p. 43.

²⁴ *Ibid.*, p. 46.

²⁵ Trocmé, p.3.

well-being; and providing services, when possible, within the context of the child's family and community."²⁶

Figure 3 Balancing objectives of child welfare (Trocmé, 2003)



Trocmé's research found that this tension has contributed to the lack of consensus around clearly defined objectives, one which he suspects is even more pronounced "across child and family service delivery systems."²⁷

The tension between protecting the child and preserving the integrity of the family and community are perhaps even more pronounced within First Nations programs, where tradition places a very high value on family preservation and community cohesion. Moreover, as Nadjiwan and Blackstock report, First Nations child and family service agencies have fewer corollary resources for family and community support to draw from than off reserve agencies. The authors found that there is very limited evidence of voluntary sector services for children on reserve, particularly when compared with municipal or provincial services.²⁸

Adding to this is the problem that First Nations child and family service agencies have limited ability to influence contextual factors in their communities, such as poverty and poor housing. Similarly, their ability to influence the levels of program service determined by federal government priorities is limited. This added layer of complexity increases the difficulty of assessing child welfare outcome measures in First Nations communities because what may first appear to be an agency shortfall may actually be symptomatic of the inadequacies in resources to address the larger contextual factors. According to Cindy Blackstock (2006)²⁹ unless the under funding and lack of influence

²⁶ Ibid.

²⁷ Ibid.

²⁸ Samantha Nadjiwan and Cindy Blackstock, "Caring Across the Boundaries: Promoting Access to Voluntary Sector Resources for First Nations Children and Families." Ottawa: First Nations Child and Family Caring Society of Canada Inc., 2003.

²⁹ Cindy Blackstock, personal conversation, 2006.

over community and family services is addressed, evaluation could be rendered almost useless as agencies be unable to positively influence defined outcomes or respond to evaluation recommendations.

For FNCFS agencies, creating appropriate program objectives, indicators and outcomes can come only after understanding the root causes of the problem. The *Wen: de We are Coming to the Light of Day* report highlights that First Nations children are removed from their homes due to *neglect* at disproportionate rates relative to the rest of Canada. However, defining and addressing neglect are problematic. The authors identify the key determinants of neglect to be poverty, poor housing and substance misuse.³⁰ Unfortunately, each of these determinants is multifaceted, and, as the authors of *Wen: de The Journey Continues* identify, “addressing neglect involves providing a continuum of multidisciplinary services that consider risks at the level of the child, the family as well as structural risks such as poverty and poor housing.”³¹

³⁰ First Nations Child & Family Caring Society of Canada: *Wen: de We are Coming to the Light of the Day*, Ottawa: First Nations Child & Family Caring Society of Canada, 2005.

³¹ First Nations Child & Family Caring Society of Canada: *Wen: de The Journey Continues*, 1st Ed. Ottawa: First Nations Child & Family Caring Society of Canada, 2005, p.7.

Summary of Findings

In this section of the report, we review the results of our research into various practical program evaluation resources. Consistent with our methodology, we report on the results beginning with the very focused search for resources on First Nations children and family services, followed by First Nations program evaluation resources, then general children and family services and finally general program evaluation resources. Where appropriate, we present an overview of the resource and then discuss its features and limitations vis-à-vis FNCFS agency needs.

First Nations Children & Family Services Evaluation Toolkits

Our database and Internet searches yielded no practical resources designed for Aboriginal children and family service programs. This search was validated through correspondence with a number of experts in the field. However, Terry Cross, the Executive Director of the National Indian Child Welfare Association (NICWA), replied to an e-mail request for information that NICWA “has developed a culturally based evaluation model and we are working on a culturally based, evidence based practice model,” which they would be willing to share once it is completed.

First Nations Program Evaluation Toolkits

Radiating outward in our search, we uncovered a limited number of tools and resources that are specifically designed for First Nations programs, including the **First Nation Self-evaluation of Community Programs: A Guidebook on Performance Measurement** by First Nations Working Group on Performance Measurement and the Departmental Audit and Evaluation Branch, Department of Indian Affairs and Northern Development – http://www.ainc-inac.gc.ca/pr/pub/ae/sp/9713_e.pdf.

The Guidebook was created in 1998 by the Department of Indian Affairs and Northern Development (DIAND) with representation from five First Nations and one Indian Regional Council. The Guidebook reflects and incorporates the federal government’s Results-based Management and Accountability Framework.

The authors note in the Introduction that an evaluation and accountability framework for First Nations was developed for three reasons:

1. *First Nations want to define success in their own terms, based on their own priorities;*
2. *First Nations’ external accountability relationships with funding agencies often do not serve their internal management and accountability needs; and*
3. *Current internal and external reporting practices tend to focus on how resources are allocated, rather than on what is being achieved. (p.1)*

The framework is based around four key components:

1. **Community Goals** (applying the Community Development Wheel or Community Programs Wheel)
2. **Program Plans** (application of logic models)

3. **Performance Measures and Data Collection** (characterized by information being credible, useful, easily understandable, attributable, accurate, balanced)
4. **Performance Report.** (p. 15)

Features

Key features of the Guidebook are its exclusive focus on First Nations community needs and the fact that it was designed with significant input from the First Nations Working Group. The authors identify a number of the theoretical elements as reflecting First Nations cultural and management priorities. Additionally, the Guidebook provides background information on why a performance framework is important, the features of a good framework, a process for developing a performance framework and a number of evaluation tools.

In Performance Measurement Frameworks For Self-Evaluating Community Programs A Summary Report On Four First Nations Experiences Project 97/13 February 2002 (http://www.ainc-inac.gc.ca/pr/pub/ae/ev/97-13/97-13_e.pdf), Jane Evans presents the results of pilot testing the framework from the Guidebook with four First Nations. The authors (Members of the First Nations Working Group) reported:

At this particular time, we feel there are several issues that need to be addressed. First of all, we feel the current external accountability relationships with funding agencies often do not serve our internal management and accountability needs. We also believe the current internal and external reporting practices tend to focus on how our resources are allocated, rather than on what we have achieved. However, the overriding rationale behind our communities' desire to take on this challenge is based on our need to define success on our own terms, based on our priorities. (p. i)

Of the lessons learned from the projects, a follow-up workshop and key informant interviews, the following were offered:

- *It is important to have a strategic plan in place prior to the development of a performance measurement framework.*
- *There needs to be community support for the development of accountability tools such as a performance measurement framework.*
- *Capacity needs to be built within the community to continue the performance measurement activities.*
- *Communication within each community and between First Nations about the types of performance measurement activities developed and implemented is important.* (pp.2-3)

Limitations

Perhaps the greatest limitation is that the Guidebook does not appear to be widely used, at least among community programs contacted by Cindy Blackstock. However, according to Evans (2002), the four communities involved with the study did find both the Framework and its application valuable. Without further exploration, it is not possible to comment on why it is not being used more. However, limitations we have observed with this resource related to First Nations child and family services include:

- The focus on performance evaluation versus outcomes evaluation.
- The packaging of both program evaluation and accountability measurements in one resource.
- A lack of focus on participatory research and the perception that the evaluation will be done on people rather than by the people the programs affect the most.
- It does not account for the complexity of child welfare outcomes development and measurement identified by Dr. Trocmé
- It assumes an ability of organizations to collect the needed information whereas Stanley Loo identifies significant shortfalls in current FNCFS management information capacity
- It implies an ability to implement the arising recommendations which may not be the case for FNCFS due to inadequate funding levels for child and family services.

The **Community Action Resources for Inuit, Métis and First Nations** by Health Canada, 1998 (http://www.hc-sc.gc.ca/ahc-asc/alt_formats/hecs-sesc/pdf/pubs/drugs-drogués/evaluating-evaluation/evaluating-evaluation_e.pdf) is the fifth of five resources in the *Community Action Resources for Inuit, Métis and First Nations toolbox* created by Health Canada. The other four modules are:

1. Assessing Needs
2. Planning
3. Finding Resources
4. Making it Happen

The toolkit was developed following two years of training workshops with Aboriginal people between 1993 and 1995, and the authors advertise that the kit “is a self-help tool for Aboriginal people who want to get a community development project off the ground.”

The Evaluation component of the toolkit is based on a five-step development model:

1. Setting the context of the evaluation
2. Preparing an evaluation plan
3. Gathering the information
4. Making sense of the information
5. Using the results

Features

The resource is clearly laid out, simple to follow and is designed to be used independently or to train others. The language is clear, mostly jargon-free and complemented with examples from or representing Aboriginal communities.

Limitations

Although the resource was designed for the Aboriginal Community, we have not determined who was involved in the development of the framework and whether it has been successfully piloted with First Nations communities of different contexts (ie: urban, rural or remote). Moreover, this was not developed for use in a child welfare context.

Additionally, the authors describe both process and outcome evaluations but do not include formative evaluations.

The Government of the Northwest Territories Evaluation Toolkit, February 2006 (<http://www.gov.nt.ca/FMBS/documents/documents.html#PEManual>) is a new resource which includes the following five modules, all available online:

1. Program Manager's Survival Guide to Program Evaluation
2. Program Manager's Survival Guide to Performance Measurement
3. Program Planning Guidelines
4. How to Work with an Evaluation Consultant
5. Terms of Reference

The Program Manager's Survival Guide to Program Evaluation appears to be written for government managers working with First Nations programs; however, it is not clear. The Program Manager's Survival Guide to Performance Measurement is clearly intended for department managers with the Government of the Northwest Territories.

The Program Manager's Survival Guide to Program Evaluation is divided into the following sections:

1. **Introduction;**
2. **Program Basics**, including subsections on program cycle and planning, program design, and traditional knowledge;
3. **Planning**, including subsections on defining the purpose of the evaluation, developing terms of reference, assembling a team, pre-budget planning and choosing the right questions;
4. **Design**, with subsections on participant selection and sampling, data collection tools, data storage, testing of tools, timelines, budget and communication tools;
5. **Implementation**, including completing an evaluation framework, reviewing the plan with stakeholders, collecting and storing data and monitoring operations;
6. **Data Analysis**, with subsections on coding, describing, interpreting and judging the data;
7. **Communicate Findings.**

Features

It appears that much of the information is ultimately intended for community programs in the Northwest Territories. As a result, the authors have used examples and a style (e.g., clip art imagery) that reflect Aboriginal programming in the Northwest Territories. The authors also use an informal style with humorous anecdotes and examples to convey their message. Additionally, the information is presented in a fairly jargon-free way. Finally, the authors have included a number of exercises to help users develop evaluation plans.

Limitations

There are a number of limitations with this resource, including the following:

1. It is not clear who it is written for. Although there are numerous references to community programs, and it appears that this resource is ultimately for them, there are also references to program managers, suggesting it may be partly facilitator's guide as well.
2. There is a lot of information packed into the 74 pages (arguably too much), and the organization of the material is not consistent, which makes it difficult for the user to follow.
3. The language used may appear somewhat juvenile to some readers, and in at least one instance potentially offensive. In describing why evaluation is important, the authors suggest:

There is a real demand to show that programs are effective. Many people depend on services, and there has to be accountability to the public for the tax dollars spent. Which program would you fund? One who [sic] exists year after year soaking up money and resources or one that can actually demonstrate success with their resources? If your child was in need, which agency would you want to go to for help? (p.8)

Child & Family Services Resources

Our search for practical program evaluation resources addressing child and family service programs yielded few results as well. Correspondence with Dr. Nico Trocmé from McGill University and Dr. Brad McKenzie from the University of Manitoba suggested there is little in the field that is of practical use. We did, however, identify several resources which we have reviewed.

The first is **The Evaluation Toolkit for Community Youth Programmers** by the Hands Across Canada Project and the Offord Centre for Child Studies (November 2004) (http://www.offordcentre.com/rsd/hac/pdf/HAC%20Report%20FINAL_web.pdf).³² It is a comprehensive, 200 page resource designed to help a variety of programs involved with youth programming. The toolkit employs a 7-step framework:

³² A hard copy of the toolkit can also be ordered by contacting the Administrator, Offord Centre for Child Studies at Patterson Building, Chedoke Site, McMaster University, 1200 Main St. West, Hamilton, Ontario, Canada, L8N 3Z5. (Supplies are apparently limited)

1. Preparing the Groundwork for Evaluation
2. Planning a Meaningful Evaluation
3. Designing the Data Collection Process
4. Developing the Data Collection Tools
5. Collecting the Data
6. Working through the Data
7. Making Use of the Evaluation Data

Features

The toolkit is clearly laid out and provides a general framework for conducting evaluations. Given that it is intended for a diverse audience, the framework and some of the tools may be valuable to FNCFS agencies. The authors suggest “The ideas offered here would be relevant for groups offering programs intended to improve some aspect of community life.” (p.ii). The toolkit is also unique in that it includes a 100 page Appendix comprised of various tools and data collection forms already in use by various organizations. The purpose of including these is to offer field-tested tools that offer “compromises between theory and practicality and may be modified to better suit individual situations.” (p.ii)

Limitations

Although designed for community-based youth programs, FNCFS agencies may find the toolkit too general as it addresses neither First Nations nor children and family service needs specifically.

We also reviewed the United States Department of Health & Human Services’ Administration for Children & Families **Program Manager’s Guide to Evaluation** (http://www.acf.hhs.gov/programs/opre/other_resrch/pm_guide_eval/reports/pmguide/pmguide_toc.html). This online resource is organized into the following 9 chapters (hot links are preserved):

Chapter 1: Why evaluate your program?

[Chapter 2: What is program evaluation?](#)

[Chapter 3: Who should conduct your evaluation?](#)

[Chapter 4: How do you hire and manage an outside evaluator?](#)

[Chapter 5: How do you prepare for an evaluation?](#)

[Chapter 6: What should you include in an Evaluation Plan?](#)

[Chapter 7: How do you get the information you need?](#)

[Chapter 8: How do you make sense of evaluation information?](#)

[Chapter 9: How can you report what you have learned?](#)

Features

The Guide addresses evaluation from the perspective of a Program Manager working within a children and family services program, which is designed to answer “questions about evaluation and explains how to use evaluation to improve programs and benefit staff and families.”

Limitations

The majority of the Guide is generic, with minimal references to specific child and family program evaluation needs. Additionally, as a guide, there are few specific tools and resources.

General Evaluation Resources

Expanding the search to more general program evaluation resources and toolkits opened the door to a vast number of citations. In fact, the list is too numerous to consider for a practical review. Instead, we have selected four which we feel may have the most relevance for FNCFS agencies. In selecting these particular four, we have tried to identify within each at least one exemplary feature that other resources may not have.

As part of our discussion of the four, we acknowledge the limitation that none is concerned with either children and family services or First Nations issues and programs. Moreover, the potential adaptation of some of these program resources will depend on the particular emphases required by FNCFS agencies. For example, a need for participatory action research would then demand a more focused search of this topic.

The first resource is The Health Communication Unit's **Evaluating Health Promotion Programs Workbook**, 2006 (<ftp://ftp.cdc.gov/pub/Publications/mmwr/rr/rr4811.pdf>). Arguably the inclusion of our own resource in this list carries with it an inherent bias; however, we believe this workbook and the accompanying workshop materials provide a good overview of program evaluation. The model is based on the following 10-step process:

1. Clarify your Program
2. Engage Stakeholders
3. Assess Resources for the Evaluation
4. Design the Evaluation
5. Determine Appropriate Methods of Measurement and Procedures
6. Develop Work Plan, Budget and Timeline for Evaluation
7. Collect the Data Using Agreed-upon Methods and Procedures
8. Process and Analyze the Data
9. Interpret and Disseminate the Results
10. Take Action

Features

Perhaps the most important feature of the THCU Evaluation resource is that it is the workbook for an evaluation workshop (one or two-day) that has been conducted with numerous health promotion organizations throughout the province of Ontario. Accompanying the workbook is a PowerPoint slide presentation.

The second resource we have included is the Western Michigan University's Evaluation Center website (<http://www.wmich.edu/evalctr/about.html>). The Evaluation Center's mission is to "advance the theory, practice and utilization of evaluation."

Features

Several key features of the Evaluation Center are the vast array of online tools and resources, including the Evaluation Checklists page (<http://www.wmich.edu/evalctr/checklists/>), the purpose of which “is to improve the quality and consistency of evaluations and enhance evaluation capacity through the promotion and use of high-quality checklists targeted to specific evaluation tasks and approaches.” The authors further describe the site as providing “evaluation specialists and users with refereed checklists for designing, budgeting, contracting, staffing, managing, and assessing evaluations of programs, personnel, students, and other evaluands; collecting, analyzing, and reporting evaluation information; and determining merit, worth, and significance. Each checklist is a distillation of valuable lessons learned from practice.” The checklists we reviewed ranged in size from one page to 15, and new checklists are added after being reviewed by peer evaluation experts.

The third resource we reviewed is Paul W. Mattessich’s **The Manager’s Guide to Program Evaluation: Planning, Contracting and Managing for Useful Results**, 2003. This book is one of the many resources for not-for-profit organizations produced by Fieldstone Alliance, the publishing arm of the Amherst H. Wilder Foundation in Saint Paul, Minnesota. The book is fairly concise, containing fewer than 100 pages, and the majority of the content is organized into the following five chapters:

1. What is Program Evaluation?
2. Evaluation Information, including types of evaluation and program theories
3. Phases of an Evaluation Study, of which they identify four: design; data collection; analysis; and reporting
4. Staffing the Evaluation and Estimating Costs
5. How Can We Show We are Making a Difference?

Features

As the author indicates, “Many evaluation books and manuals focus on issues important for professional evaluation researchers but not of relevance for you – the organization manager or decision maker.” This book, however, is clearly written with two main objectives in mind: to teach the program manager “enough to manage an evaluation process” and “to manage the relationship between [the] organization and an evaluator.” The key feature of this resource is the fourth chapter, which discusses in detail the process for selecting and working with a consultant. Included in the chapter are ideas for when to consider contracting an evaluation consultant, generating an RFP and how much a ‘typical’ program evaluation might cost.

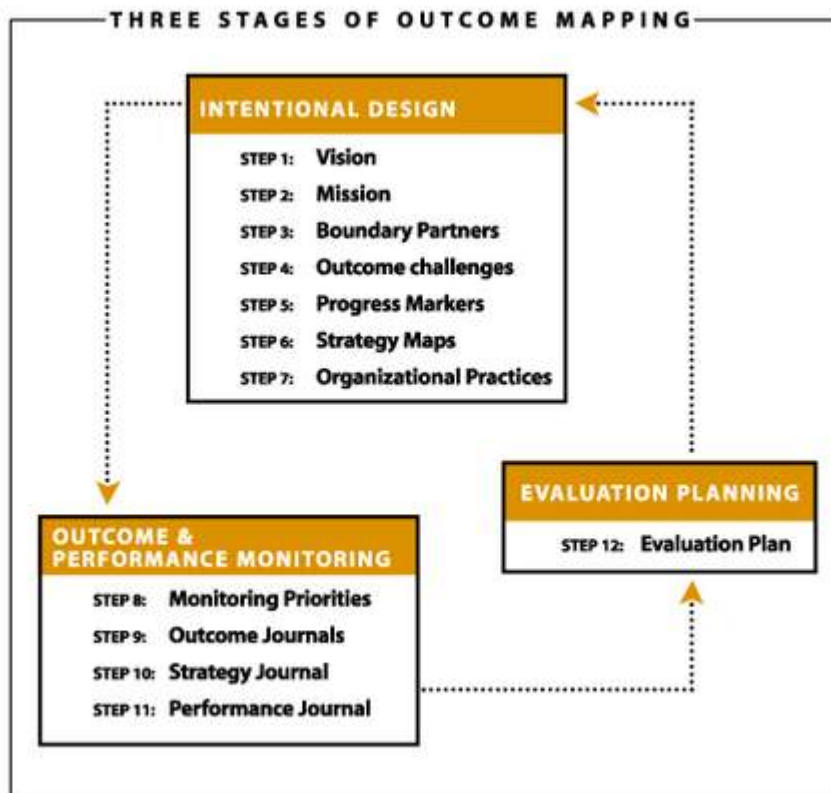
The fourth resource we reviewed is actually two variations of one model. The first is the International Development Research Centre’s (IDRC) Outcome Mapping: Building Learning and Reflection into Development Programs, 2001 (http://www.idrc.ca/en/ev-26586-201-1-DO_TOPIC.html). This resource – a series of resources, including a toolkit

and workshop materials – was developed by IDRC in partnership with Dr. Barry Kibel from the Pacific Institute for Research and Evaluation. The Outcome Mapping model is a variation on Kibel’s Outcome Engineering Toolbox (<http://www.pire.org/outcome-engineering/OEToolbox.PDF>).

IDRC describes Outcome Mapping this way:

As development is essentially about people relating to each other and their environment, the focus of Outcome Mapping is on people and organizations. The originality of the methodology is its shift away from assessing the products of a program (e.g., policy relevance, poverty alleviation, reduced conflict) to focus on changes in behaviours, relationships, actions, and/or activities of the people and organizations with whom a development program works directly.

The figure below highlights the three stages and 12 steps of Outcome Mapping that IDRC uses.



Kibel describes Outcome Engineering in a similar way:

Outcome Engineering is a combination planning, self-management, and self-evaluation system. It was developed for use by initiatives that aim to promote

fundamental and sustained change in the lives of individuals, families, groups, organizations, or communities. Its use enables these initiatives to present their often-complex work in rich, narrative forms; to track, gauge, and report progress and growth of all key participants; to engage in productive self-reflection; and to pinpoint areas ripe for improvement as well as the types of creative actions most likely to foster these improvements.(p.1)

Features

Both Outcome Mapping and Outcome Engineering rely on measuring changes in people's behaviour and the relationships with "boundary partners" (individuals, groups and organizations with whom the program interacts directly). For this model, not only is qualitative research employed, but it is central to the successful evaluation because it relies on descriptive journal keeping which is then used in a normalized way to develop behaviour and growth benchmarks.

Additionally, we found the philosophy and methods described to be consistent with what researchers have argued are important for First Nations communities. The following quote from Kibel's Toolbox is reflective of the overall philosophy:

Initiatives need to demonstrate to both the populations they serve and to their supporters that they are rooted to the earth and not frivolous. However, they too often go overboard, substituting cleverness for genius. Spirit, the genesis for genius, is as earthbound as is intellect, the seat of cleverness. It is just more elusive, less obvious, but more potent—and hence, more valuable when tapped by the initiative as a resource. (p. 6)

Limitations

Two key limitations associated with this model are (1) its reliance on monitoring software to show quantitative growth measures and (2) its seeming revolutionary design. However, in a personal e-mail, Kibel indicated, "There are dozens of examples of use of this approach with family and children service programs in the US." (April 14, 2006). The utilization in family and children service programs is helpful, but the structure of First Nations child and family service agencies in Canada varies significantly even from tribally-based agencies in the United States in terms of funding, context and range of services.

Conclusions and Recommendations

We outlined in the beginning of the report that the purpose of our research was to review various evaluation toolkits and resources that might be adopted or adapted by First Nations Children and Family Services agencies. Following the recommendations from the Wen: de reports, there has been an identified need for program evaluation framework(s) that are relevant and valuable, meaningful to all stakeholders, and sensitive to the unique cultural and program demands of FNCFS agencies. With this as our beacon and guide, we have conducted a thorough search, relying on combined networks of experts' knowledge as well as computer-driven searches.

From our research, it is apparent that there is not currently an appropriate program evaluation framework or practical resource that could be easily adopted or adapted by FNCFS agencies. The most promising opportunity was offered by Terry Cross, Executive Director of National Indian Child Welfare Association (NICWA), reported that NICWA is currently working on a model and resources and that they would be willing to share the information they have but as the work is incomplete it is not clear what it might clarify in terms of the difficult task of identifying and measuring child welfare outcomes that are reflective of First Nations communities in Canada.

Beyond this opportunity, there is a limited number of resources that are designed for either (a) First Nations programs or (b) children and family services programs. The most promising of these resources appear to be the **First Nation Self-Evaluation of Community Programs: A Guidebook on Performance Measurement**, produced by INAC in 1998, and the **Evaluation Toolkit for Community Youth Programmers** by the Hands Across Canada Project and the Offord Centre for Child Studies (November 2004). However, as discussed, each has its own set of limitations which prevent it from being easily adopted.

As our search radiated further out to the more generic program evaluation resources for the not-for-profit and public sectors, we found a vast array of models, toolkits, frameworks and guides. There are literally thousands available, and we acknowledge that, in our rapid search, we may have missed some that would be relevant to this review. Of those we did review, we found many to be similar in nature and logical arrangement. From these, we focused on four because of the different and relevant features that each offered vis-à-vis FNCFS agency needs. Of the resources we reviewed from this list, we believe the Outcome Mapping and Outcome Engineering Toolbox models may offer the most promising opportunities to meet these needs.

Responses to Study Questions

Moving forward from this review, we had initially proposed developing a series of questions that could be used as part of the pre-testing of one or more toolkits with FNCFS agencies and stakeholders. However, because we have not identified at this time one or more resources that could be easily adapted, developing this list of questions seems premature. Instead, we have tried to answer the questions that directed our overall research. Additionally, and to provide direction for the development of a program evaluation resource, we have created a series of guiding principles which we believe could form the framework for a program evaluation.

Q - What is a program evaluation and what does it mean to FNCFS stakeholders (including funders, agency staff, First Nations families)?

We identified a number of different definitions earlier, all of which speak to program evaluation being logical and systematic. To be valuable, program evaluations must yield information that helps managers and other key stakeholders ascertain whether the design and implementation of the program activities are resulting in what was intended.

As numerous authors argue, program evaluations must be connected to the overall strategic and operational goals of the organization. A program evaluation should not be an add-on but a carefully considered and integral component of the overall planning that, when needed, produces the right information at the right time to further empower managers to achieve their program goals.

In our discussion earlier in this report, we identified the three main types of evaluation: formative, process and summative. Different stakeholders will have different needs and expectations of a program evaluation. While some funders will want to see that their investments are contributing to the betterment of First Nations children and families (often associated with a summative evaluation), program managers and staff will have need for more ongoing or process evaluations, and First Nations families will need to be involved at the formative, process and summative stages.

Given the unique and complex cultural environment in which FNCFS agencies are operating, the importance of a participatory research model cannot be overstated, both for agency staff and First Nations communities. As many Indigenous representatives have identified, it is important to disband with evaluations *of* Indigenous programs and focus on evaluations *by* and *for* Indigenous programs.

Q – What is the difference between program evaluation and accountability or performance measurement?

We also considered how program evaluations can – and should – incorporate accountability and performance measurements. However, it is important to stress that they are only a part of an evaluation and should realistically focus on those areas for which agencies are adequately resourced in relation to the identified responsibility. The

focus of the program evaluation should remain on helping program managers and other stakeholders identify whether the program goals are being met. As researchers in the not-for-profit and public sectors have shown, accountability and performance measurements are easier to do because they deal with tangible data that is more easily measured than behaviour changes. However, this convenience should not obfuscate the true purpose of a program evaluation nor derail a program.

Q – Is it possible to establish realistic, measurable outcomes for First Nations Children and Family Service programs?

Two quotations begin Chapter 2 of Paul Mattessich’s book, *The Manager’s Guide to Program Evaluation*: “Not everything that counts can be counted, and not everything that can be counted counts” (often attributed to Albert Einstein) and “If you can define it, we can measure it!” (Wilder Research Center).³³ These two quotations demonstrate both a fundamental challenge and an opportunity that not-for-profit organizations face. First, there has been an overwhelming preoccupation with quantitative research to try to determine whether programs are working. Several researchers, including Niven, Kibel and Patton, have considered the limitations with this focus and have suggested that organizations need to concentrate on more of a mission-based evaluation.

For FNCFS agencies, this means creating or reaffirming their own strategic priorities and developing operational plans with clearly identified goals, objectives, outcomes and indicators and having the resources needed to act on evaluation recommendations. However, as Trocmé highlights, even within mainstream child welfare programs, outcome-based evaluations are still at the developmental stage, and there is currently no standard of evaluation outcomes for child welfare. When we consider the added environmental complexities, the unique culture and socio-demographics of each First Nations community, and the limited funding realities facing First Nations child and family services, the challenge of developing and implementing meaningful program outcomes is that much more daunting.

Q – Is it possible to establish and implement one single model for program evaluation that will meet the needs of all stakeholders?

In his keynote address at the National Outcomes Symposium in 2003, Trocmé has argued “The greatest challenge in developing an outcomes framework in child welfare is finding a framework that integrates and balances the principles of child protection, child well-being, and child family support.”³⁴ Further, he argues “Practitioners, administrators and researchers turn to outcome measurement for different purposes and require measures that may be more or less well adapted to these purposes. In the haste to develop much needed measures, the one size fits all approach may undermine the development of valid and relevant measures.”³⁵

³³ Mattessich, p. 14.

³⁴ Trocmé, p. 5.

³⁵ Ibid., p. 6.

There is a real possibility that one program evaluation model will not meet the needs of all stakeholders. The test will lie in whether all stakeholders can agree on the strategic priorities, program outcomes and indicators. If agreement occurs at this level, then, theoretically, there is agreement about what is important and what needs to be measured. If agreement cannot occur about what is important – either at the planning or evaluation level – then a single model is likely not going to work.

Q – Is it possible to establish and implement one single model for program evaluation that will meet the needs of FNCFS agencies and the communities they serve?

In conjunction with an appropriate program evaluation framework, the recent **Reconciliation: Touchstones of Hope for Indigenous Children, Youth, and Families** document, which reports on the outcomes of the Reconciliation: Looking Back, Reaching Forward – Indigenous Peoples and Child Welfare symposium in October of 2005, may provide a very solid foundation for a FNCFS model that meets the needs of most agencies and their communities. The fact that approximately 200 leaders of Indigenous child welfare programs were able to agree upon the five Touchstones of Hope suggests there is considerable agreement upon the key values that could guide future community program planning and the evaluations that accompany that planning. To be truly effective, the Touchstones would need to be adopted, and implemented, by the jurisdictional authority for child welfare and funding bodies if they are outside of the First Nation as is currently the case.

A Proposed Framework

Based on both our understanding of the unique program evaluation needs of FNCFS agencies, we have identified several elements that we believe should form the basis of

Capacity building – develop an evaluation toolkit that empowers FNCFS agency managers and staff to develop the skills necessary to design, manage and (where appropriate) conduct their own program evaluations. As part of this development, we believe a training model similar to the THCU or Outcome Engineering approach will be important. Simply developing a program toolkit and distributing it will not likely achieve the desired results.

Involve stakeholders in a participatory model – in addition to the agency staff, key community and program stakeholders need to be involved in the program evaluation design, implementation and reporting. Determining who those key stakeholders are should be done as one of the first steps in the evaluation design process.

Program evaluation as an integral part of the planning process – the evaluation component must serve the agency needs first. In other words, it must be, as Patton notes, “utilization-focused”. To do this, it must be incorporated into the overall program planning model, and the program planning needs to reflect and complement the overall planning.

Program evaluation research versus national research – the opportunity to further explore the development of a model that builds upon the Touchstones of Hope is both exciting and promising; however, we are also mindful of the limitations of trying to create – and then evaluate – a pan-Indigenous model. In his article about research with American Natives, Justin McDonald points out “More than 600 federally and state-recognized tribes exist in America, each with its own distinct oral history, tradition and culture. Avoidance of unnecessary Pan-Indianism is therefore encouraged.”³⁶

Program evaluation versus financial accountability and/or performance measurements – measuring the cost-effectiveness of a program should be an integral component of the program evaluation; however, program evaluation should not be synonymous with financial accountability or performance measurements. If the financial reporting requirements do not support the program evaluation measurements, then they should be considered separately.

³⁶ Justin D. MacDonald. “A Model for Conducting Research with American Indian Participants Appendix D.” Society of Indian Psychologists Newsletter (Spring 2000, 1-3; 2001, 2), p. 176.

Selected Bibliography

Relevant Background Information

Blackstock, Cindy; Cross, Terry; George, John; Brown, Ivan; Formsma, Jocelyn. Reconciliation in Child Welfare: Touchstones of Hope for Indigenous Children, Youth, and Families. 2006

Dooley, Jeff. A Whole-Person/Systemic Approach to Organization Change Management, 1998. (<http://www.well.com/user/dooley/change.pdf>)

Dooley, Jeff. Cultural Aspects of Systemic Change Management (<http://www.well.com/user/dooley/culture.pdf>)

First Nations Child & Family Caring Society of Canada: Wen: de The Journey Continues, 1st Ed. Ottawa: First Nations Child & Family Caring Society of Canada, 2005.

First Nations Child & Family Caring Society of Canada: Wen: de We are Coming to the Light of the Day, Ottawa: First Nations Child & Family Caring Society of Canada, 2005.

Hall, Michael; Phillips, Susan D.; Meillat, Claudia; Pickering, Donna. Assessing Performance: Evaluation Practices & Perspectives in Canada's Voluntary Sector. Toronto: Canadian Centre for Philanthropy, 2003.

Loo, Stanley. First Nations MIS in Wen:de: We are Coming to the Light of Day, 2005.

Nadjiwan, Samantha and Blackstock, Cindy. Caring Across the Boundaries: Promoting Access to Voluntary Sector Resources for First Nations Children and Families. Ottawa: First Nations Child and Family Caring Society of Canada Inc., 2003.

Indigenous Evaluation Information

American Indians/Alaska Natives with Disabilities April 26-27, 2002 Washington, DC (<http://www.nau.edu/ihd/airrtc/pdfs/monograph.pdf>)

Author unknown. First Nations: Performance Measurement (slide presentation) February 2005 (http://www.tbs-sct.gc.ca/eval/ppt/feb05-002_e.asp)

Canadian Aboriginal AIDS Network. How to Conduct Research and What to do with it. Selected Readings. 2003. (http://www.caan.ca/english/grfx/resources/publications/Research_Resources.pdf)

Canadian Aboriginal AIDS Network. Strengthening Ties – Strengthening Communities: An Aboriginal Strategy on HIV/AIDS in Canada, July 2003
(http://www.caan.ca/english/grfx/resources/publications/strengthening_ties.pdf)

Evaluation Tools for Racial Equity. Guiding Questions – Doing Your Evaluation
(www.evaluationtoolsforracialequity.org/)

Evans, Jane. Performance Measurement Frameworks For Self-Evaluating Community Programs A Summary Report On Four First Nations Experiences Project 97/13 February 2002 (http://www.ainc-inac.gc.ca/pr/pub/ae/ev/97-13/97-13_e.pdf)

Financial Management Board Secretariat, The Program Manager’s Survival Guide to Performance Measurement. Yellowknife: Government of the Northwest Territories, 2006.
(<http://www.gov.nt.ca/FMBS/documents/dox/SurvivalGuidePerformMeasurementFeb06.pdf>)

Financial Management Board Secretariat, The Program Manager’s Survival Guide to Program Evaluation. Yellowknife: Government of the Northwest Territories, 2006.
(<http://www.gov.nt.ca/FMBS/documents/dox/programevalguideJan06.pdf>)

First Nations Self-Evaluation of Community Programs: A Guidebook on Performance Measurement Working Group on Performance Measurement and DAEB and DIAND, October 1998 <http://dsp-psd.communication.gc.ca/Collection/R3-45-1998E.pdf>

Health Canada. A Guide for First Nations on Evaluating Health Programs.
(http://www.hc-sc.gc.ca/fnih-spni/alt_formats/fnihb-dgspni/pdf/pubs/agree-accord/guide_eval_prog_e.pdf)

Health Canada. Community Action Resources for Inuit, Métis and First Nations: Evaluating. Health Canada 1998 (http://www.hc-sc.gc.ca/ahc-asc/pubs/drugs-drogués/evaluating-evaluation/index_e.html)

Health Canada. Contribution Agreements Resource Centre Planning, Evaluation and Reporting. (http://www.hc-sc.gc.ca/fnih-spni/finance/agree-accord/res-centre/eval-plan/index_e.html#general)

LaFrance, Joan. Culturally Competent Evaluation in Indian Country in New Directions for Evaluation, No. 102, Summer 2004.

Libesman, Terri. Child welfare approaches for Indigenous communities: International perspectives in Australian Institute of Family Studies. No 20, Autumn 2004.
(<http://www.aifs.gov.au/nch/issues/issues20.pdf>)

McDonald, Justin D. A Model for Conducting Research with American Indian Participants Appendix D. Society of Indian Psychologists Newsletter (Spring 2000, 1-3; 2001, 2)

Work Group on American Indian Research and Program Evaluation Methodology.
Symposium on Research and Evaluation Methodology: Lifespan Issues Related to

Children and Family Services Evaluation Information

Trocme, N. (2003) The importance of process in developing outcomes measures. *Keynote Address, National Outcomes Symposium*. Ottawa: February 20-21, 2003.
(<http://www.cecw-cepb.ca/DocsEng/OutcomesSymposiumTrocme.pdf>)

Wulczyn, Fred and Orlebeke, Britany. Getting What We Pay For: Do Expenditures Align with Outcomes in the Child Welfare System? Chapin Hill, Center for Children at the University of Chicago Issue Brief, March 2006.

Wisconsin Department of Health and Family Services. DHFS Evaluation Resource Guide. Madison WI: DHFS Office of Strategic Finance, November 2003.
(<http://dhfs.wisconsin.gov/aboutdhfs/OSF/Evaluation/EvaluationResourceGuide11-03.pdf>)

United States Department of Health & Human Services' Administration for Children & Families **Program Manager's Guide to Evaluation**
(http://www.acf.hhs.gov/programs/opre/other_resrch/pm_guide_eval/reports/pmguide/pmguide_toc.html)

Program Evaluation Information

Anderson, John. A practical approach to Literacy Program Evaluation. London, ON: Literacy Link South Central, 1997.

Centers for Disease Control and Prevention Evaluation Working Group, Framework for Program Evaluation in Public Health (<http://www.cdc.gov/eval/index.htm>)

Ellis, Diana; Reid, Gayla; Barnsley, Jan. Keeping on Track. An evaluation guide for Community groups The Women's research centre Vancouver, B.C. 1990.

Farell, K, Kratzmann, M. McWilliam, S., Robinson, N., Saunders, S., Ticknor J. and White, K. Evaluation Made very easy accessible, and logical. Halifax: Atlantic Centre of Excellence for Women's Health, July 2002.
(<http://www.acewh.dal.ca/eng/reports/EVAL.pdf>)

Financial Management Board Secretariat. Working Well with Evaluation Consultants: A Guide. Yellowknife: Government of Northwest Territories, 1999.

Fitz-Gibbon, Carol Taylor and Morris, Lynn Lyons. How to Design a Program Evaluation. Center for the Study of Evaluation, University of California.

Gray, Sandra Trice and Associates. Evaluation with Power. A New approach to Organizational Effectiveness, Empowerment and Excellence. Independent Sector, Jossey-Bass Inc. San Francisco, California, 1998.

Harrell, Adele; Burth, Martha; Hatry, Harry; Rossman, Shelli; Roth, Jeffrey; Sabol, William. Evaluation Strategies for Human Services Programs: A Guide for Policy Makers and Providers. Washington: The Urban Institute.
(http://www.ojp.usdoj.gov/BJA/evaluation/guide/documents/evaluation_strategies.html)

Health Canada and Centers for Disease Control and Prevention. Health Promotion Evaluation: Recommendations to Policy Makers. Report of the WHO European Working Group on Health Promotion Evaluation.

Madison, Anna-Marie. Primary Inclusion of Culturally Diverse Minority Program Participants in the Evaluation Process. New Directions for Program Evaluation, Session 10, No. 53, Spring 1992. Jossey-Bass Publishers

Mattessich, Paul W. The Manager's Guide to Program Evaluation. Planning, Contracting, and Managing for Useful Results. Saint Paul: Wilder Research Center, Fieldstone Alliance, 2003.

McNamara, Carter. Basic Guide to Program Evaluation
(http://www.managementhelp.org/evaluatn/fnl_eval.htm)

Morris, Lynn Lyons, Fitz-Gibbon, Carol Taylor and Freeman, Marie E. How to Communicate Evaluation Findings. Center for the Study of Evaluation, University of California Thousand Oaks, CA: Sage Publications., 1987.

Patton, Michael Quinn. Utilization-Focused Evaluation, The New Century Text, 3rd Edition Thousand Oaks, CA: Sage Publications, 1997.

Population Health Directorate. Guide to Project Evaluation: A Participatory Approach` Posavac, Emil J. and Carey, Raymond G. Program Evaluation Methods and Case Studies, Fifth Edition. Prentice-Hall Inc., Upper Saddle River, N.J., 1997.

Treasury Board of Canada Secretariat. Preparing and Using Results-based Management and Accountability Frameworks. (www.tbs-sct.gc.ca/eval/pubs/rmaf-cgrr/guide/guide_e.asp?printable=True)

Treasury Board of Canada Secretariat. Case Studies on the Uses and Drivers of Effective Evaluations in the Government of Canada. (www.tbs-sct.gc.ca/eval/tools_outils/impact/impact_e.asp?printable=true)

United Way of America. Measuring Program Outcomes: A Practical Approach University of Wisconsin. Program Development and Evaluation
(<http://www.uwex.edu/ces/pdande/evaluation/evaldocs.html>)

Whitmore, Elizabeth. Understanding and Practicing Participatory Evaluation. New Directions for Evaluation. A publication of the American Evaluation Association Newbury Park, CA: Sage Publications, 1987.

No 80, Winter 1998. San Francisco: Jossey-Bass Inc.

Zukoski, Ann and Luluquisen, Mia. Participatory Evaluation. What is it? Why do It? What are the challenges? Policy and Practice, Community-based Public Health. Partnership for the Public's Health Issue # 5, April 2002.