



CES Conference '99 – Evaluation: An Essential Contribution
SCÉ Conférence '99 – L'évaluation : une contribution essentielle

PRELIMINARY PROGRAM • PROGRAMME PRÉLIMINAIRE

Updated March 16, 1999 • Mis à jour le 16 mars 1999
(Subject to Change • Sujet à changement)

Papers • Panels • Posters • Symposia
Documents de travail • Panels • Séances d'affichage • Symposiums

Sessions will be delivered in the language in which the abstract was submitted.
Les séances auront lieu dans la langue dans laquelle le précis a été soumis.

Monday, May 17, 1999 – 10:30 am - 12:00 pm • Lundi le 17 mai 1999 – 10h30 à 12h00

1. Panel Presentation – Building Evaluation Capacity within a Volunteer Organization: The Canadian Cancer Society

- *H.S. Campbell, C. Nykiforuk, R. Cameron, Centre for Behavioural Research and Program Evaluation*
- *K.S. Brown, Faculty of Actuarial Sciences and Statistics, University of Waterloo*
- *M. Asselbergs, A. Davis, A. Vezina, Canadian Cancer Society (National Office)*

In 1993 the Canadian Cancer Society (CCS) and the National Cancer Institute of Canada created the Centre for Behavioural Research and Program Evaluation (CBRPE). Its mandate was to increase the quality and quantity of sociobehavioural research applied to cancer in Canada, and to assist the CCS in program development and evaluation. Over the first five years of operation, CBRPE has conducted a number of program evaluations for the CCS that have shaped the development of informational programs and emotional support programs. Over the next five years, CBRPE and CCS's will be to increase the evaluation capacity of the CCS, at both the national and divisional level, to develop and utilize performance monitoring and planning that will allow the organization to become consistently focused on effectiveness and quality. This presentation will address the challenges faced in building evaluation capacity in a volunteer organization and explore strategies for meeting these challenges: 1) Securing buy-in and cooperation from program planners as well as those at the grass roots level who deliver programs; 2) Setting priorities, identifying program goals and linking them to performance monitoring and quality improvement; 3) Developing protocols and tools that can be used at both the local level as well as the organizational level for measuring program implementation, reach, impact and costs; and 4) Developing systems by which evaluation data becomes part of ongoing monitoring and quality improvement. Examples from current CCS programs (Cancer Information Service, Emotional Support Programs) will be used to illustrate the above. This session is designed to be interactive and to focus discussion on the challenges facing volunteer organizations as they seek to improve organizational effectiveness.

2. Paper Presentations - Health Care Performance

A. Report Cards and Quality Improvement for Stroke Care

- *Adalstein D. Brown, University of Western Ontario*
- *Geoffrey M. Anderson, Department of Health Administration, University of Toronto*

Background: Health care report cards frequently report the outcomes of care provided for stroke. We explore the value of currently available quality improvement tools specific to stroke care. Methods: We identified the most commonly reported health care outcomes for stroke and quality improvement tools such as guidelines and protocols for stroke care. Results: Currently, the continuum of stroke care is not well supported by comprehensive, consistent, and integrated clinical guidelines. Guidelines do not include explicit criteria for the evaluation of patient care following implementation. Guidelines vary in their relevance to specific outcome measures and may provide conflicting advice on appropriate patient management. Discussion: Guidelines and other quality improvement tools are inadequate to support quality improvement as measured in report card

style initiatives. Focused evaluation may provide better opportunities to improve the quality of care, but a more appropriate approach to improvement considers both the process and outcomes of care.

B. Understanding the Association between Satisfaction and Health Outcome

- *Carole Leacock*, Corporate Performance Coordinator, Clinical Evaluation and Research Unit, West Park Hospital
- *Jan Walker*, Director, Clinical Evaluation and Research Unit, West Park Hospital m, Lecturer, Division of Physiatry, University of Toronto,
- *Mark Tonack*, Research Coordinator, Clinical Evaluation and Research Unit, West Park Hospital
- *Anne Marie Malek*, Vice President Programs and Operations, West Park Hospital

Client satisfaction is an important indicator of program process and is increasingly included in evaluations of clinical programs. In addition to providing customer feedback, satisfaction data may be especially relevant as a predictor of future service demand. There are concerns however regarding use of these data as a proxy indicator for quality of care. Issues of validity and reliability, and the potential for bias, have not been well addressed. To more fully understand results from client satisfaction data, we undertook a study comparing satisfaction data collected by two different processes with functional outcome and health status data. Outcome data were collected on an inpatient rehabilitation population prior to and post program delivery. Client satisfaction was collected using an in-house structured questionnaire and an out-sourced standardized questionnaire post program. This presentation will discuss the correlation between the in-house and out-sourced data, as well as the association between client satisfaction and health outcome data.

C. What Does the Public Want to Know about Hospital Performance

- *Michael Murray, Donna Kline*, Members of the Toronto Academic Health Science Council, Department of Health Administration, University of Toronto

A few Canadian healthcare organizations are using data collected “in-house” to produce performance reports for release to the public. In November 1998, the University of Toronto’s eight fully-affiliated teaching hospitals, through the Toronto Academic Health Science Council (TAHSC), released hospital-specific performance data in a widely distributed report to the public. Prior to its release, however, TAHSC commissioned a qualitative study to collect some preliminary information about what the Toronto public would like to know about teaching hospital performance. Eight mini-focus groups were conducted with between 4 and 6 persons in each with members of the general public. Groups were led through a semi-structured session to identify what they would like to know about hospitals. This session will discuss the relationship between the qualitative data collected (including a very brief discussion of findings), the report, and the subsequent quantitative evaluation of the report.

3. Panel Presentation – Evaluation Methods: Best Practice for Evaluation of Special Education Programs

- *Nand Kishor*, Department of Educational Psychology, University of British Columbia
- *Barbara Turnbull*, Department of Educational Psychology, Rutgers University
- *Paul Gale*, Department of Educational Psychology, Rutgers University

The purpose of the proposed panel is to (a) describe current best practice in evaluation of special education programs and (b) to introduce and discuss an innovative method that will contribute to current best practice in this area. The first presenter will use an exhaustive review of the literature as a basis on which to critique current best practice in evaluation of special education programs. Using the best practice methods outlined in the first presentation, the second presenter will introduce an evaluation model for program improvement intended for use in special education settings. The third presenter will conclude the panel with a discussion of a statistical procedure to control for confounding effects when using intact groups for comparison, such as groups in special education programs within schools. The statistical procedure addresses comparisons based on the analysis of response structures. Implications of the group comparison procedures for evaluation of special education programs will be discussed.

4. Paper Presentations - Evaluation in a School Board Setting

A. Keeping Everyone Happy - The Challenge of Stakeholder Accommodation in a Large-scale Evaluation

- *Sandra Allan*, Provincial Curriculum Evaluation Consultant, Saskatchewan Education

The Saskatchewan Education Curriculum Evaluation Program (CEP) conducts province-wide evaluations of the department’s curricula for all subject areas, new versions of which have been introduced over the last several years to the K-12 school system. The large-scale evaluation proposed for discussion in this paper is that of the Arts Education Curriculum, Grades 1-9. Three of the CEP’s main features are these: (1) consultants external to the department are contracted for data collection and analysis; (2) a phased approach is used, allowing information gleaned from one component to inform the drafting of questions for the next; and (3) the province’s major education partners (stakeholders) are integral to each evaluation project—they are consulted during design, data collection and drafting of recommendations for follow-up action. The presence of so many players in the department’s evaluation projects creates a climate in which many pressures, and certainly some surprises, can occur. These require careful conceptualization of each project and flexibility of response along the way. The Arts Education evaluation was a repository of problems and solutions worth sharing with professional evaluators in all areas of this discipline.

B. The School as the Unit of Change...and the Unit of Analysis: The Framework for Evaluating the Manitoba School Improvement Program

- *Lorna Earl*, OISE/University of Toronto
- *Linda Lee*, Proactive Information Services, Inc., Winnipeg

The presenters recently completed a major evaluation which involved 22 secondary schools in the Manitoba School Improvement Program Inc. (MSIP). Each school defines its own improvement approach with its own unique focus and goals. While the evaluators needed to honour the individuality of schools' efforts, they also needed to make judgements about the success of the schools and of MSIP as a whole. Each school was considered a modified case study, with the methodology incorporating common primary data collection, as well as the assembly of existing (and diverse) data from the school's annual reports. This mixed methodology included both qualitative and quantitative data. To guide the analysis, the evaluators created a "school improvement index" composed of measures of: student learning; student engagement; school improvement processes; and project success (based on the goals for the individual school). Each school was rated (using a simple rubric) on each of these measures. This paper will describe the methodology, as well as explain how the evaluators were able to create cross-case comparability through innovative analytical techniques.

C. Spatial Analysis in Educational Administration: Exploring the Role of GIS (Geographical Information Systems) as an Evaluative Tool in the Public School Board Setting

- *Robert S. Brown, William Baird, Lisa Rosolen*, Academic Accountability, Toronto District School Board

The use of GIS has grown enormously in recent years. In education, its application has spread from traditional planning functions into areas of evaluation and communication. In 1997, researchers in several Metro Toronto boards of education implemented GIS systems. For example, Toronto Board researchers used ArcView 3.0 software to compile a dataset of school neighborhood profiles to provide contextual information for the release of testing results, and assist in interpretation and analysis of results. Such datasets are rarely constructed 'from scratch', but consist of merging, modifying and supplementing a wide range of data sources. The recent amalgamation of Metro Toronto boards to form the Toronto District School Board has resulted in the increased need for information in the most complex educational amalgamation in Canadian educational history, and has also provided the challenge of merging seven different information systems. The role of GIS in this and other board applications is explored.

5. Paper Presentations - Evaluating Provincial Government Programs

A. A Methodology for Identifying Key Performance Measures

- *Les McAdams*, Principal, Office of the Auditor General of British Columbia

This presentation reviews an experimental methodology used by the presenter in the Workers Compensation Board of British Columbia. The Board wanted an independent assessment of the completeness and relevance of the key performance measures it was using to report to the Board of Governors, and in its annual report to the public. It requested the Office of the Auditor General to carry out this assessment.

The method chosen involved three tracks: (1) Building logic models for the corporation and each of its major activities, and deriving measures from the logic models; (2) Using the "Twelve Attributes of Effectiveness Framework" {CCAF} to identify corporate capacity measures and supplement outcome measures identified by the logic models; (3) Validating the measures identified with representative stakeholders and users of the information.

The analysis resulted in nearly forty recommendations for enhancing the key performance measures of the WCB. The report was endorsed by the Board of Governors, Senior Management, and the Stakeholders involved in the process, and is now being implemented. "What gets measured is what gets done". Too often, performance measures do not fully reflect the mission of the organization, causing dysfunctional behaviours. The methodology presented is an attempt to ensure that performance measures are firmly anchored in the mission of the organization, and that they will not cause goal displacement. This methodology could be a useful toolkit for evaluators or auditors wanting to provide assurance services in regard to accountability and performance management practices.

B. Program Evaluation: First Prerequisite for the 'New Public Management'

- *Peter Venton*, Ontario Ministry of Finance

The New Public Management is a collection of 'strategies' for higher performance that include a number of shifts in focus: from lower level organizational unit objectives to higher level public interest goals, from an orientation of serving senior management interests to serving customer and citizen goals and from accountability for activities to accountability for results.

The New Public Management also requires a number of changes in management practices: from micro management to delegation and empowerment, from individual problem solving to team problem solving, from compartmentalized thinking to systems thinking, from directing to coaching and facilitation, from heavy reliance on vertical communication to equal emphasis on lateral communications and networking, from a concentration on attaching blame for mistakes to constructive criticism for improved performance.

Last, but not least, the New Public Management features 'results-based management'. The elements of results-based management include business planning, using performance measure components to assist decisions about allocating budgetary resources, about making outsourcing decisions, enterprise management and individual performance management. Prerequisite skills for these elements are advanced program evaluation and quality management principles and practices. The

paper outlines how the core program evaluation activities of measuring costs and outcomes and attribution analysis are integrated with the core quality management activities of measuring customer goals and analyzing service production/delivery processes to improve organizational performance. It also shows how these prerequisite skills are instruments for shifting focus and changing management practices.

C. Evaluating Policy Outcomes: Regional Economic Development in Atlantic Canada

- *Beatrice Landry*, Manager, Evaluation, Atlantic Canada Opportunities Agency
- *Terry Thomas*, Executive Director, Review Services Division, Atlantic Canada Opportunities Agency

This paper draws upon the findings of the Atlantic Canada Opportunities Agency's Five-Year Report to Parliament 1993-1998 tabled in Parliament on October 7, 1998. The Agency, the federal government's agent for economic development in Atlantic Canada, is somewhat unique among federal departments in that its legislation requires that every five years the ACOA Minister present to Parliament a report, "providing an evaluation of all activities in which the Agency was involved and the impact those activities have had on regional disparity".

Accordingly, the Agency's evaluation activities have put an emphasis on a "corporate" approach to provide credible quantitative estimates of the long-term policy outcomes of the totality of Agency activity. More specifically what has been the contribution of ACOA as a whole to its legislated mandate to enhance the growth of earned incomes and employment opportunities in Atlantic Canada.

This emphasis on measuring ultimate policy outcomes is in contrast to the bulk of evaluation activity in the federal government which focuses on measuring operational results and short term impacts usually at the program or project level.

The Agency has used multiple lines of evidence, both qualitative (client user surveys and independent verifications) and quantitative, such as economic statistics from multiple sources, econometric modelling and time trend analysis versus a comparison group, (ACOA clients versus all Atlantic small and medium enterprises) to measure policy outcomes. This methodological approach will be detailed and the findings with respect to broad macro economic indicators such as employment creation, earned income, tax revenues and net new business creation will be presented.

6. Paper Presentations - Evaluation Training

A. Program Evaluation as Service Learning

- *Cheryl Meyer*, School of Professional Psychology, Wright State University, Dayton, Ohio

In service learning courses students provide direct community service to enhance their academic objectives. In this presentation, a method for instructing program evaluation courses using a service learning model will be discussed. The course is designed for graduate students and spans a nine month period. Prior to the course the instructor secures a community partner. When the course begins the instructor provides students with basic readings and instruction on program evaluation. Then students and instructor begin to meet with the community partner to design and implement a program evaluation. The course becomes more of a directed study after this point. In this course everyone wins. Students are provided with realistic program evaluation experience and often produce results which they can present or publish. The community partner receives a thorough program evaluation which they generally could not have funded through a private consultant. Personal experience using this model will be discussed.

B. Teaching Evaluation Skills on the Internet to Doctor of Ministry Candidates

- *Leslie Gardner, Lee Melnychuk, Charles Bidwell*, St. Stephen's Theology College, University of Alberta

This presentation will describe the introduction and application of evaluation principles and methods in a new professional area: ordained ministry and pastoral work, through the relatively new medium of the internet. Evaluation methods via the internet became one of the core courses required by professional people engaged in the Doctor of Ministry program at St. Stephen's Theology College as of 1998-99. This presentation will focus on the course experiential learning processes, with particular emphasis on the role of the internet and how this technology is being used to create and sustain an interactive learning community for participants in the course across Canada. The presentation will include, as an example, the process and the results of the participatory, formative evaluation of the course itself, that is part of the course experiential design.

C. Evaluating Training and Education in Organizations

- *Miguel A. Pérez*, Quality Management Coordinator, Hamilton Psychiatric Hospital

This paper introduces a *performance systems approach* for the appraisal of training as a solution to performance problems and for the evaluation of its effectiveness and impact upon organizational performance. The presentation addresses the identification of performance problems that call for training solutions, the identification of key levels for the evaluation of training, and the examination of the important evaluation questions for each level. This topic is of particular importance for managers and professionals -including evaluators- whose roles require skills in designing and evaluating training activities that address the only thing that matters: actual performance!

7. Paper Presentations - Cultural Diversity: Aboriginal People

A. Designing Evaluation Frameworks for Groups Experiencing Significant Barriers to Primary Health Care

- *Peggy Ann Howard, Barbara Colvin, Howard Research*

The Primary Health Care Project in Alberta is an evaluation project consisting of many multi-dimensional projects. Among these projects are projects which address the primary health care needs of audiences often experiencing barriers due to language, culture, economic status and other forms of diversity. This paper outlines issues of evaluation design in general, participant involvement in evaluation design, and data collection and analysis issues associated with evaluations designed to meet the needs of the organizations and their clients providing primary health care services to these audiences. An example of the audiences included in this discussion are aboriginal peoples living in northern Alberta, recent immigrants from various ethnic backgrounds working in a large meat packing plant, inner city residents with low social economic status accessing a community health centre, and refugee victims of torture and trauma. Each framework discussed is unique to the organizations and participant population for which the evaluation is designed to serve.

B. The Role of Public Institutions for Personal Learning: Utilizing Visitor Memories and New Protocols to Measure Essential Knowledge of First Nations Cultures in the Community

- *Patricia Harvey, Project Coordinator, Visitor Memories and Learning Research Project, Glenbow Museum, Calgary*
- *Karen Graham, Collaborative Site Project Partner, Manager, Audit and Evaluation, Ottawa*

This presentation will report on a new methodology, Personal Meaning Mapping (Falk, Harvey, Graham, in prep), and the measurement criteria, results and issues raised by a collaborative study of visitor memories and learning in two Canadian Museums.

Carried out in First Nations cultural exhibitions, the methodology was derived to provide useful front-end information. Longer-term accountability requirements deemed that the methodology provide evidence of the role that the museum plays in the learning infrastructure of a community and the larger society. The approach considers:

Positivist-Behaviorist Vs. Relativist-Constructivist Evaluation

Significant research on prior experience and individual learning

Learning indicators of extent of knowledge, breadth of understanding of a subject, depth of understanding, and the change in mastery of content knowledge

Multi-dimensionality of the approach: its blend of qualitative and quantitative processes; its utility in generating direction for strategic planning policies and insight on ecologically-valid, purposeful performance indicators.

C. Self-Evaluation Method with Aboriginal Community Justice Workers in a Multi-Jurisdictional Environment

- *Phyllis Doherty, Paul Wheatley, Justice Canada*

The Aboriginal Justice Strategy (AJS) was initiated in 1996 as an interdepartmental initiative led by the Department of Justice, with the participation of the Department of Indian Affairs and Northern Development, the Royal Canadian Mounted Police, Solicitor General Canada and the Privy Council Office. Its objective is to build, over the five-year mandate, the foundation for justice projects administered by Aboriginal people and in the long term to reduce rates of crime and incarceration. The Strategy involves cost sharing partnerships between provincial, territorial and federal governments. A mid-term evaluation was completed by the Department of Justice in October 1998. The purpose of the mid-term evaluation was to assess the process of implementing the AJS and to ensure that outcomes can be evaluated for the final evaluation in two years. It relied on two primary sources of information including a series of interviews with key stakeholders and a review of program files.

The paper will concentrate on the challenges of working with multiple stakeholders and diverse Aboriginal communities to determine realistic self-evaluation approaches and appropriate data collection methods. The Aboriginal Justice projects address different concerns (youth, domestic violence, etc.), and are of varying sizes in terms of clients and resources. Creative solutions have been required to arrive at data that would be comparable across groups, without being overly burdensome for small groups with limited resources and little or no previous training in evaluation.

8. Panel Presentation - Empowerment Evaluation for a Rural NWT Suicide Prevention Team

- *Sandy Little, Department of Health and Social Services, Government of the Northwest Territories*
- *Karyn Hicks, Financial Management Board Secretariat, Government of the Northwest Territories*

In the NWT there are people in the communities who have decided to step forward to play a role in the prevention of, and postvention in, suicide situations. They are unpaid lay personnel. "Empowerment" can be described as people making their own decisions and taking action on behalf of themselves. In this case, we have community residents taking the initiative to make a change in their communities. With the Department of Health and Social Services acting as coach, and the volunteers as the evaluators, this is a debriefing on the result of a two-day empowerment evaluation session.

9. Paper Presentations -

A. Performance Accountability and Reporting Frameworks

- *Michel Laurendeau, Treasury Board Secretariat*

B. Federal Perspectives on the Program Evaluation Function

- *Karl Boudreault*, Director of Program Evaluation and Review, Treasury Board Secretariat

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10. Paper Presentations - Encouraging Use of Evaluation

A. The Case When Too Much Information is Not Enough: Alternatives for Synthesizing and Presenting Diverse Data

- *Larry Bremner, Mary Ann Finlayson*, Proactive Information Services Inc., Winnipeg

The presenters will use the case of a multi-year evaluation of a inter-governmental initiative comprised of many diverse programs and sub-projects which ranged from infrastructure revitalization to training programs for disadvantaged groups. The challenge for the evaluators was to collect data that could be meaningfully aggregated and analyzed in order to answer evaluation questions regarding the effectiveness of the initiative in relation to its *overall* objectives and principles. The evaluators used a pilot process to fine-tune the methodology. Through the pilot they explored ways not only of synthesizing the data, but also of presenting it in alternative (and innovative) forms. This paper will not only explain the struggles inherent in this evaluation, but also will show examples of the different ways the evaluators synthesized and presented the resulting data.

B. Empowering Practitioners to Adopt Program Evaluation in their Everyday Practice

- *Brenda Ross*, Program Evaluation Consultant, Clinical and Preventive Services, Toronto Public Health, East York Office
- *Linda Shortt*, Manager of Clinical and Preventive Services, Toronto Public Health, East York Office

The interaction of organizational change, significant events and learning experiences provided the opportunity to focus on the adoption of evaluation as a natural component of program planning and delivery in one public health unit. Empowerment, a requirement of behavioural change, was enacted through progressively greater “self governance” and management support of innovation and risk taking. Gradually front-line staff demonstrated more autonomy and initiative in the planning and delivery of their programs and an inquiring approach to practice was adopted. This set the stage to focus on building the health unit’s internal capacity to conduct program evaluation. Program Evaluators were placed at the level of programs where they served primarily as educators and facilitators working collaboratively with program staff. This presentation will walk you through the developmental process that depended on the interaction of knowledge and a supportive environment. Joint speakers representing management and consultant staff will highlight the significant steps along the way.

C. (Meta) Evaluation as Brokerage - An Actor-Based Approach to Public Policy Evaluation

- *Petri Uusikylä and Petri Virtanen*, Ministry of Finance, Finland

Evaluators carry multiple roles in attempting to serve simultaneously the interest of several parties. These Parties are often commissioners of the evaluation study, target groups of evaluation and various other stakeholders having linkages with the evaluation project or programme to be evaluated. It is also most often the case that different interests collide with each other. How to solve this “one agent multiple principals”-problem?

This paper introduces an actor-based model for public policy evaluation. The most pivotal part of this model is the emphasis on metaevaluation. We argue that in order to satisfy the information need of multiple constituency evaluators ought to apply more secondary evaluation information produced either by evaluatees themselves or sub-level evaluators. By categorizing and reassessing this information the contextual factors of evaluation process could be taken more into account and thus, the utilization of evaluation is more likely to occur. Our paper also discusses some preconditions or external factors that either constrain or enhance the reflexivity – in a Bourdieuan sense – of the evaluation process. We conclude by describing various evaluator roles.

11. Panel Presentation – Integrating Information for Evaluation – Making the Balanced Scorecard Work

- *Lara de Waal, Alison Blair, Zenita Hirji*, Consultants, Geyer Szadkowski Consulting Inc.
- *Helen Whittome*, Director, Health Records and Utilization Management, Toronto East General Hospital
- *Sarah Kramer*, Director, Decision Support, Centre for Addiction and Mental Health

Historically, health care organizations have been managed based on numerous paper reports, produced by individual departments (e.g. financial variance reports, patient incidents reports) or relied on ad hoc reports in response to specific requests. There was no integrated evaluation of overall organizational performance.

This symposium will address an approach for developing and implementing an integrated performance evaluation framework for use in health care organizations. Speakers will address the value of integrated information for corporate evaluation and provide actual examples from two organizations’ experiences. Both Toronto East General Hospital (TEGH) and the Centre for Addiction and Mental Health (CAMH), in collaboration with Geyer Szadkowski Consulting (GSC) were able to integrate data from multiple sources, and in one case sited, to produce a comprehensive balanced scorecard that evaluated the performance of the organization as a whole. The Balanced Scorecard is a framework for monitoring organizational performance and assists the organization in translating its strategic objectives into a coherent set of performance measures. In each case, a major hurdle was accessing data from multiple systems and departments and then creating an integrated report. Dissemination of the information to all decision makers is another hurdle faced by the two organizations.

CAMH and TEGH are in different stages of developing their balanced scorecard. Both are utilizing and investing in information technology to support the development and dissemination of the balanced scorecard. They have developed virtual databases to store the vast array of data, while TEGH has developed an electronic scorecard that can be accessed on the desktops of managers and executives. Both organizations are exploring new technology (e.g. intranets) that will enable decision makers to access the scorecard electronically and have the ability to drill-down to more detailed information. This will enable the organizations to evaluate their performance strategically and operationally with information that captures many perspectives yet is maintained in one system.

12. Panel Presentation - The Learning Opportunities Program: Helping Students with Learning Disabilities Succeed in University

- *Karen Korabik, Jason Newberry, Shannon Fenton, Kelly McManus*, Department of Psychology, University of Guelph

The Learning Opportunities Program (LOP) is a five year initiative funded by the Ministry of Education and Training. It is designed to help University students with learning disabilities develop the skills and resources necessary for social, academic, and workplace success by providing supports and services to students and faculty. The presentation will begin with a description of the program and its logic model. The goals from the logic model are being assessed via a longitudinal recurrent institutional cycle design. The design involves periodically assessing the outcomes attained by cohorts of learning disabled students who are receiving existing services (bargain alternative) and those who will be receiving the complete LOP program. In addition, each learning disabled student will be matched with a student from the general University population. Preliminary results from the first year of the program will also be presented. This will be followed by a presentation of the results of a survey that was sent to faculty members and teaching assistants. The survey had a dual purpose: 1) to gather baseline data on attitudes toward learning disabled students, knowledge of disability-related issues, and barriers to academic success and 2) as a needs assessment that would identify services that could be provided to the respondents so that they could better meet the needs of learning disabled students. The last presentation will be on the Support Learning Group component of the LOP project. This component is designed to help students succeed in high risk courses by enhancing cognitive skills through the provision of modeling, guidance, and social support. The design and results of the pilot will be discussed. Finally, Bruno Mancini, Director of the Centre for Students with Disabilities at the University of Guelph, will act as a discussant.

13. Panel Presentation - Meet Me Halfway: Reconciling Treasury Board Reporting Requirements with Aboriginal Community Needs

- *Kim Scott*, Kishk Anaquot Health Research
- *Karyn Hicks*, Financial Management Board Secretariat, Government of the Northwest Territories
- *Dr. Marlene Brant Castellano*, Professor Emeritus of Trent University (Native Studies), former Co-Director of Research and Royal Commission on Aboriginal Peoples
- *Don McCaskill*

All cultures have methods by which they try to learn the truth. In many ways, Indigenous and western epistemologies are similar. The Inuit know confidently that the dark season is cold because they have watched that pattern for a millennia: scientists call this systematic observation. The Algonquins know that certain plant life facilitates and precipitates birth because we had to use it as a dietary form of sustenance in times of famine and observed that women clearly delivered more quickly and painlessly as a result: scientists call this identification and manipulation of independent variables. The Ojibway have a theory of relativity comparable, albeit more comprehensive, than our friend Albert Einstein. For the Ojibway, all creations animate and inanimate are related in space and time. Despite the vast similarities, there are differences which must be accommodated for evaluation to "work" in the Indigenous context. The most striking difference between western and Indigenous sciences is that western science strives to divide the world into its smallest understandable parts whereas Indigenous science looks to understanding how all the parts fit into the whole.

All truth seekers however are bound by the same human condition, which makes them more similar than different. Often, they see the same things but *how* they see it and what qualities become important are strongly influenced by culture. Evaluation in the Indigenous context should be influenced by both cultural world views and epistemologies. Starting from a platform of similarity, strategies for meeting halfway between the differences will be discussed and practical examples offered. Creative approaches to increasing community participation and funder flexibility will be entertained. For example, the panel will suggest how to promote evaluation as a community tool and discuss the merits of audiovisual data collection strategies in the language of choice. At last, and perhaps most importantly, they will address the necessary conditions for relationship between funder and community that facilitate the use of evaluation in obtaining shared goals.

14. Paper Presentations - Federal Government Evaluations

A. A Multi-Method Approach to Large Scale Program Evaluations

- *Deborah Lawson Edwards*, US General Accounting Office
- *Nancy Toolan*, US General Accounting Office

The U.S. General Accounting Office (GAO) was asked by the Congress to report on access to health care provided by the Department of Defense (DOD) in the military health system. This task was challenging, not only because the time-frame for the report was short but also because the scope of the question was broad, including not only access to care provided in

military health care facilities but also contracted civilian-provided care. In addition, Congress was interested in an answer that gave insight into the status of access in the military health care system, not just to specific locations; and while a variety of relevant data sources were available, these data were not standard from one location to another. This paper will discuss the variety of quantitative and qualitative strategies employed by the GAO to accomplish this study.

B. Making Frameworks User Friendly? A Profile of the Development of a Review Framework

- *Maria Barnes*, Review Branch, Agriculture and Agri-Food Canada

The use of evaluation frameworks offers an *a priori* process that improves upon *post hoc* practices of the past which saw evaluations being conducted without first preparing a framework to “set the stage” for subsequent program review. Yet evaluation frameworks have their limitations: For example, they could be improved by expanding their scope in defining what constitutes program review. Further, by identifying a wide array of strategies for monitoring and understanding a program and including an implementation plan, a *review framework* serves as a more comprehensive alternative to an evaluation framework and one that is more user-friendly to program managers who are left with the task of initiating recommended review strategies. It is anticipated that the process outlined here – the development of a review framework for a federal government program in the agriculture and agri-food sector -- will be applicable to other programs within government, as well as to non-governmental initiatives.

C. Self-Evaluation as a Tool for Management in a Federal Government Departments

- *Phyllis Doherty*, Program Evaluation Manager, Evaluation Division, Justice Canada

With dwindling resources, federal government departments must consider every possibility to reduce expenditures and raise productivity, while continuing to report on public expenditures.

In my capacity as Program Evaluation Manager, Evaluation Division, Department of Justice, I have worked with three departmental policy areas to help them define performance measures and implement ongoing performance monitoring. In two instances I have also worked with an evaluation advisory committee, directing them in self-evaluation techniques in order to evaluate their policies/programs (Gender Equality and Conflict Management).

This process has benefits to Management, helping to focus their program, ensure that data will be available for later in-depth analyses, while providing immediate progress on the evaluation report to the Senior Management of the Department, ensuring that there is proof of success and on-going improvement to programs. It ensures that employees become more knowledgeable about good program management practices, work collaboratively to focus and improve a program, and share information on an on-going basis to strengthen the organization. I propose to report on these experiences, other federal government employees and institutional evaluators might benefit from these examples.

15. Paper Presentations - Contrasting Methodologies

A. A Duel: Interview versus Questionnaire

- *Rochelle Zorzi, Tracy Fiander, Melissa Outhouse, Sharon Watton*, CES 1998 Conference Evaluation Team

En Garde! The interview and the questionnaire face off. Both methods were used in the evaluation of the 1998 CES Conference in St. John's. This paper compares the costs and benefits of our interviews and questionnaires in terms of time, money, and usefulness. The winner is announced, and implications for evaluations of other conferences and programs are discussed.

B. Revealing Concepts in Action: Using Concept Mapping in Program Evaluation

- *Peter Shermer*, Evaluation Consultant

Concept Mapping, as developed by William Trochim at Cornell University, is a sophisticated combination qualitative and quantitative methods. Employment of a complex methodology in an evaluation context presents an evaluator with new challenges and opportunities. This paper will discuss some of them through the author's experience in using Concept Mapping in a school dropout prevention program, run in four Toronto high schools. Specifically, the paper will discuss: (a) Some of the difficulties in implementing the concept mapping process, especially in the interpretation of the concept map. (b) The utilization of the Concept Map by the evaluator in program's evaluability assessment, especially in identifying the major components of the program and as a preliminary step in constructing the components' logic models. (c) The employment of the Concept Map in the program's organizational development, in particular by representing different stakeholders' perspectives on the program, and as a tool in strategic planning.

C. Measuring the Strength of Individualized Interventions

- *Souraya Sidani*, Faculty of Nursing, University of Toronto

There are situations where the presenting problem that is potentially treatable by the intervention under study is manifested in slightly different ways across clients. These differences require the selection of interventions that address the specific needs of individual clients. The interventions may have to be tailored to the individual client's condition if they are to resolve the presenting problem successfully. Tailoring the interventions enhances its specificity; it, however, results in variability in the components, intensity, frequency, and duration of the interventions received by the clients. A strategy is proposed to measure the strength of tailored interventions. It is based on the principle of goal-attainment. Goal-attainment permits examination of intra-individual progress toward achieving individual goals. The intra-individual progress can be expressed in a common

metric that reflects the strength of the interventions received by clients. Having a common metric allows for examination of inter-individual differences in intervention strength and subsequently in outcomes achievement. The use of this strategy will be illustrated with examples of a psychoeducational intervention aimed at reducing illness-related uncertainty in women with breast cancer.

16. Paper Presentations - Information Technology

A. Transforming Higher Education for the New Economy: Generative Evaluation and Technology Integration in Teaching and Learning Environments

- *Patricia M. Harvey*, Research Lead, Office of Institutional Analysis and Planning, Mount Royal College
- *Peter Seto*, Coordinator, Strategic Research and Assessment Services, Office of Institutional Analysis and Planning, Mount Royal College

Mount Royal College has embarked on the implementation of its model for transformation as a basis for converting an entire post-secondary institution into an effective user of learning technologies. This presentation will report on innovative methodologies, results, issues and resources generated by a comprehensive case study of this organizational transformation. Blended with a major study of external environmental influences on the local higher education market undertaken in 1997/98, these studies examined: (a) Strategic planning and administrative policy; (b) Pedagogic and epistemic issues amplified by technology interventions; (c) Faculty integration planning and support ; (d) College-wide communications and on-line evaluation strategies. The session will describe implications and lessons learned as well as how these methodologies will be made available on-line to the College community and beyond. Instructional technologies, new pedagogy, and the learning environment are situated as strategies for the development of critical skills for the 21st century student.

B. Connecting to Supports for Evaluation in Health Promotion and Injury Prevention

- *Susan MacMillan*, Project Manager, Health in Action
- *Gwen Farnsworth*, Research Assistant, Health in Action, Edmonton, Alberta

The increased emphasis on program evaluation and evidence-based decision-making in population health has created a demand among practitioners for strategies and support in the evaluation process. Such resources, however, are not readily available to practitioners who then feel inadequate in undertaking program evaluation. Health In Action offers an Evaluation Theme Page intended to connect practitioners to tools, reports, and guidance to support them in their evaluation efforts. In this presentation, the evaluation theme page will be described from an operational perspective. It includes how it coordinates resources and facilitates discussion that practitioners feel they need in order to evaluate and assess programs. The rates of access and issues raised through the online discussion technology will be shared. This resource can only develop through partnerships and practitioner participation. Strategies for generating this participation will be shared with the aim of broadening the connections among evaluators and practitioners beyond Alberta borders.

C. Evaluating Collaboration

- *Mardi Amirault*, Yarmouth Regional Hospital
- *Michelle Brennan*, Queen Elizabeth II HSC
- *Mary-Lou Ellerton*, Dalhousie University
- *Heather Perkins*, Chaytor Educational Services

Many organizations are participating in collaborative or partnership arrangements. The challenge is to clearly define the roles of the respective partners and to determine the expected outcome of the collaboration. Evaluating a collaborative arrangement can help the partners better understand their roles and contribution. However, it is important to evaluate both the collaborative process and the outcome of the collaboration; that is, did program participants benefit from the collaboration? With the introduction in 1995 of its revised curriculum in the undergraduate BScN Program, the School of Nursing at Dalhousie University entered into collaborative arrangements with several hospitals for the delivery of the Program. All partners provide faculty for the Program. The School is evaluating these collaborative arrangements and is examining both the process and outcomes such as student learning and impact on partners. Evaluation allows assessment of the increasing trend to collaboration. This discussion will focus on the critical questions to assess the effectiveness of collaboration.

17. Présentations de documents de travail – Leçons de méthodologie issues du Gouvernement québécois

A. Les déterminants d'une évaluation de programme offert par un organisme communautaire

- *Julie Lavoie*, Étudiante en santé communautaire à l'Université Laval
- *Marie Gervais*, Professeure, Université Laval, Chercheure Associée, I.R.D.P.Q.

L'objectif de cette communication est de jeter un regard exploratoire sur les principaux éléments qui sont venus influencer le déroulement de l'évaluation du programme provincial « Le plaisir de lire » qui s'adresse aux parents vivant avec un enfant ayant une surdité. Les étapes préalables à l'évaluation des effets produits par ce programme seront successivement présentées. Ces étapes seront présentées en terme d'éléments facilitants et d'éléments contraignants et en terme d'apport spécifique à la démarche évaluative globale. Ces étapes sont : 1) la réécriture du programme en terme d'objectifs, de moyens et de ressources; 2) la démarche d'appropriation du processus évaluatif par les différents acteurs concernés (gestionnaires, intervenants et parents); 3) l'évaluation des possibilités d'action; 4) l'évaluation de la faisabilité du processus évaluatif; 5) l'étude du processus d'implantation du programme; 6) la planification de la démarche d'évaluation des résultats du programme. Les particularités liées à la mise en place d'un processus évaluatif en milieu communautaire seront finalement présentées.

B. Consultation d'experts Québécois en neurotraumatologie à l'aide de la technique Delphi

- *Marie Gervais*, Professeure, Université Laval
- *Sylvie Dubé*, Spécialiste en évaluation de programme, Institut de réadaptation en déficience physique de Québec
- *Alain Dubois*, Professionnel de recherche, Institut de réadaptation en déficience physique de Québec

Dans un contexte de mise en place prochaine d'un continuum québécois de services favorisant une réponse optimale aux besoins de la clientèle traumatisée crânio-cérébrale (TCC), cette étude avait pour mandat de consulter les experts québécois en neurotraumatologie et de dégager un consensus quant à la définition du traumatisme crânio-cérébral, à ses mécanismes de production et à ses éléments de pronostic. Trente-quatre experts, recrutés pour leur compétence diagnostique et leurs années d'expérience clinique auprès de cette clientèle, ont ainsi été consultés par l'intermédiaire de la technique Delphi (Helmer, 1966). Ils sont principalement des neurochirurgiens, des physiatres, des neuropsychologues et des infirmières. Trois questionnaires ont été nécessaires pour l'obtention du consensus recherché. Les particularités de la démarche méthodologique (recrutement, construction des questionnaires, validation, expérimentation) ainsi que ses contraintes et son apport spécifique à l'étude seront exposées. Les éléments consensuels dégagés de la consultation seront discutés et les éléments de divergence seront finalement présentés.

C. Analyse comparative des besoins en services de neurotraumatologie chez cinq groupes d'acteurs

- *Marie Gervais*, Professeure, Université Laval
- *Sylvie Dubé*, Spécialiste en évaluation de programme, Institut de réadaptation en déficience physique de Québec
- *Alain Dubois*, Professionnel de recherche, Institut de réadaptation en déficience physique de Québec
- *Julie Lavoie*, Professionnel de recherche, Institut de réadaptation en déficience physique de Québec

Cette étude se situe dans le contexte de développement d'un continuum québécois de services en neurotraumatologie pour la clientèle traumatisée crânio-cérébrale (TCC) sous la supervision du Ministère de la Santé et des services sociaux du Québec. Elle a pour objectifs : 1) d'identifier les besoins québécois en services médicaux et de réadaptation; 2) de dégager les paramètres devant circonscrire un modèle opérationnel efficace et efficient de services pour cette clientèle. Une méthodologie mixte a été utilisée. Un premier groupe de participants (N=76) composé principalement de gestionnaires et d'intervenants du réseau québécois de neurotraumatologie ainsi que des représentants des Associations d'usagers ont été rencontrés selon la technique du Focus group (Krueger, 1994; Morgan, 1993). L'entrevue téléphonique (Fink, 1995; Frey & Mertens Oishi, 1995) a été utilisée pour rejoindre le deuxième groupe de participants (N=175) composé cette fois d'usagers et de leurs proches. Les informations obtenues ont été analysées selon les critères propres à la recherche qualitative (Denzin & Lincoln, 1994; Huberman & Miles, 1991). Les résultats seront présentés et comparés avec ce qui se fait actuellement dans le réseau québécois de la santé. Les forces et les limites de la méthodologie utilisée seront finalement présentées.

18. Paper Presentations – Evaluating the Ontario Academic Course Teacher In-Service Program (OAC-TIP)

- Chair and discussant, *Clay LaFleur*, Manager, Standards and Assessment Policy Unit, Ministry of Education and Training

A. Evaluating the OAC-TIP

- *Richard Jones*, Co-ordinator of National and International Assessments, Education Quality and Accountability Office
Rick Jones describes a program evaluation of the OAC-TIP program. This general purpose of the evaluation was to provide formative information to Ontario's independent assessment agency, the Education Quality and Accountability Office (EQAO), (and through the office to the Ministry of Education and Training) for improving the OAC-TIP. The evaluation was designed and conducted in collaboration with EQAO's Assessment Advisory Committee, representing the key partner organizations, and a steering committee of individuals experienced with the program. Data for the study were collected by means of questionnaires, focus-group consultations, and a review of Ministry of Education and Training documents and records. The study generated 25 recommendations for consideration in the development/redesign of an OAC-TIP-like program.

B. A View from the Field

- *David Ireland*, Chief Consultant, Transeval Services

David Ireland describes some of his experiences as the liaison/co-ordinator in the former Carleton Board of Education for the Ministry of Education's TIPS program. He provides anecdotal evidence of the impact of the program on various groups of subject teachers. This impact ranged from changes in evaluation techniques, through curriculum to teaching strategies. The program also brought about collaboration amongst departments across schools. Ireland argues that this program provided a great deal of leverage for change at relatively little cost.

19. Panel Presentation – International Evaluation

- *Jean-René Bibeau*, Representative from the CES Working Committee on the Internationalization of Evaluation

A discussion was started in 1997 about the international nature of the evaluation and the possible creation of a partnership at the international level. Since then, the pros and cons of a partnership have been debated, and the presidents of national evaluation organisations have presented position papers for their association (see the respective web site of organisations or the I&CCE web page (www.wmich.edu/evalctr/ICCE)). Like for many other professional fields, the emergence of an international movement concerning evaluation seems ineluctable, and is a trend to be taken into account. The CES members have to position themselves about this and decide what they can gain from an international venture. They have to help in defining orientations for future actions and propose what effort should be invested.

This panel will discuss some key questions:

- a. What should be the mission of an international common venture in evaluation?
 - b. What stakes does CES have in contributing to such a venture?
 - c. What should be the priority for a CES contribution to an international venture?
 - d. How should an international venture be organised (federation of existing national organisations; joint committee; an international society independent of existing national organisations, etc.); how should it function?
 - e. What long term objectives should an international partnership pursue?
 - f. What particular and exclusive contribution could CES bring?
 - g. What resources could we afford to invest in such a venture?
-

Une discussion a eu cours, en 1997, concernant la réalité internationale de l'évaluation et concernant la création d'un partenariat au niveau international. Depuis ce temps, l'on a débattu des pour et des contre d'un partenariat, et les présidents des organisations nationales d'évaluation ont présenté les énoncés de principes de leur association respective (voir les sites Internet de chaque organisation ou bien le site de l'I&CCE (www.wmich.edu/evalctr/ICCE)).

Comme pour plusieurs domaines professionnels, l'émergence d'un mouvement international concernant l'évaluation semble inéluctable et être une force dont il faut tenir compte. Les membres de la SCÉ doivent prendre position et décider de ce qu'ils ont à gagner en participant à une telle entreprise internationale. Ils doivent aider à définir des orientations pour les actions futures et proposer jusqu'où il faut investir à cette fin.

Cette table de discussion tournera autour de questions clés comme :

- a. Quelle devrait être la mission d'une entreprise de collaboration internationale en évaluation?
- b. Quels sont les enjeux de la SCÉ dans cette entreprise?
- c. Quels devraient être les priorités de la SCÉ à cet égard?
- d. Comment cette entreprise de collaboration internationale doit-elle s'organiser (une fédération des organisations nationales existantes; un comité conjoint; une société internationale indépendante des organisations nationales, etc.)? Comment devrait-elle fonctionner?
- e. Quels devraient être les objectifs à long terme d'un tel partenariat?
- f. Quel pourrait être l'apport spécifique et exclusif de la SCÉ?
- g. Quelles ressources serions-nous prêts à investir dans cette entreprise?

Monday, May 17, 1999 – 3:30 pm - 5:00 pm • Lundi le 17 mai 1999 – 15h30 à 17h00

20. Interactive Sessions – An opportunity to discuss issues/new developments • Séances interactives - une occasion pour discuter de questions de l'heure et de nouveaux développements

A. Professional Certification

- Chair, *Arnold Love*, York University, Evaluation Consultant, Past President of the CES
- *Bud Long*, Consultant in Planning, Evaluation and Research, President, BC Chapter of the CES
- *Natalie Kishchuk*, Program Evaluation and Social Research Consultant, member of the executive of the Quebec Evaluation Society
- *Karen Stierhoff*, Evaluation and Research Consultant, Past President, BC Chapter of the CES

This symposium is a further initiative by the Society to explore ways and means of strengthening the evaluation profession in Canada. It will bring together past CES president Arnold Love, author in 1994 of the first systematic Canadian examination of the implications of certification; Bud Long and Natalie Kishchuk, co-authors of the 1997 report for the Society on the experience that other relevant Canadian organizations have had with certification; and Karen Stierhoff, the leader of the 1999 CES survey to obtain the views of clients and employers about certification (conducted in three provinces and the National Capital).

The symposium is not intended to provide a forum for a debate about the pros and cons of certification. Rather it is intended to share information about the broad issues that certification raises, to communicate the specific findings of the two studies and to learn of the experience that the American Evaluation Association has had with the steps it has taken towards certification. The symposium will also provide an opportunity for participants to identify the additional issues they think need investigation before informed discussions and decisions will be possible about this most important topic.

B. Advantages and Disadvantages of “Do It Yourself Evaluations”

- *Donna Smith*
- *John Church*, Department of Public Health Sciences
- *Pammla Petrucaka*, doctoral student
- *Leslie Gardner*

C. “Tips for Authors”

- *Bob Segsworth*, Editor, *Canadian Journal of Program Evaluation*

The Editor will explain the process for publishing in the *Canadian Journal of Program Evaluation*. This session will provide an opportunity to discuss and raise questions on content and to take a look at the mandate of the *Journal*.

D. Essential Skills Series

- *Paul Favaro*, Peel Board of Education

E. Doing Evaluation with Aboriginal Groups

- *Kim Scott*, Kishk Anaquot Health Research

F. Portfolios/Self-assessment

- *Sandy Henderson*

G. Action Research

- *Stanley Capela*, HeartShare Human Services

H. Good Lessons from Bad Evaluations

21. Poster Presentations (3:30 through to end of Opening Reception) • Séances d’affichage (à partir de 15h30 jusqu’à la réception d’ouverture)

A. Balancing Public Safety with Individual Rights: A Needs Assessment of Older Drivers

- *Deb Raney, Trisha Gavin, Anita Myers and Olga Malott*, Department of Health Studies and Gerontology, University of Waterloo

Seniors constitute the fastest growing segment of the driving population. Studies indicate that older drivers are involved in more collisions per distance travelled, are more likely to sustain injuries, and are more likely to be held accountable. Provinces vary in license renewal regulations for older drivers, and a number of educational programs have been developed specifically for older drivers. Policy makers are faced with the challenge of balancing public safety with the personal consequences of voluntary and involuntary driving cessation. This is one of the first attempts to systematically explore the perceptions of older drivers themselves. Six focus groups were conducted with drivers between the ages of 65 and 79 to explore awareness of driving education programs, perceived educational needs, the importance of driving, available transportation options, and factors influencing driving confidence. Gender and region (urban versus rural) differences emerged. Findings are discussed concerning programming implications.

B. Formative Evaluation of a Theory-Based Program to Increase Habitual Daily Activity in Sedentary Individuals

- *Catrine Tudor-Locke, Anita Myers*, The Centre for Activity and Ageing affiliated with the Faculties of Health Sciences and Medicine and Dentistry, The University of Western Ontario and the Department of Health Studies and Gerontology, University of Waterloo

The Surgeon General recommends that “all individuals accumulate 30 minutes or more of moderate intensity exercise on most, if not all days of the week.” To date, no model programs based on this public health recommendation have been developed or evaluated. A theory-based program was developed using aspects of social cognitive theory (self-efficacy and social support), decision-balance, goal-setting, relapse planning, and individual feedback using a pedometer. This model was piloted with a sample of 12 sedentary, obese, and low-fit individuals with Type 2 diabetes. Participants met in small groups with an educator for four weekly sessions and were followed over several months. Formative evaluation strategies included: participant calendars, video-taping of program sessions, facilitator journals, and focus groups with participants. Focus groups were also held with diabetes educators to determine the feasibility of incorporating this model into existing education programs.

C. Monitoring and Improving Evaluation as an Organizational Process

- *Miguel A. Pérez*, Hamilton Psychiatric Hospital

Consistent with prevailing management thinking, *Evaluation* (or Program Evaluation) has commonly been the responsibility of distinct organizational units (e.g., *Program Evaluation Departments* or *Units*). As such it has not been immune from the common silo-mentality afflictions of similarly organized entities (e.g. *Risk Management* or *Quality Assurance Programs*, or any other *Departments*). Based on *process management and improvement methodology* and the standards of the *Canadian Council on Health Services Accreditation*, this poster presents Evaluation as both a) an *organization-wide process* that is in itself amenable to monitoring and continuous improvement, and b) an *essential component* of any other organizational process (that can also be monitored and improved). The poster also addresses the *purpose, outcomes, management, continuous improvement, and performance indicators* of evaluation as a process.

D. Evaluation of Information Technology (IT) Systems in Family Practice: First Steps

- *Jennifer Dingle*, Health Information and Evaluation, Nova Scotia Department of Health

Evaluations of information technology (IT) in primary health care tend to approach evaluation from a strictly technical point of view. This approach is too narrow to be used in a planned Nova Scotia pilot project. Issues include provider quality of life, quick and effective access to information, standards, system integration and coordination province-wide, privacy, security and confidentiality, and the impact of computer use on patient –physician interactions. Evidence on existing information systems (IS) is

reviewed and the results are generally positive. However, a maturation in our evaluation approach to IT is necessary. A broad range of evaluation criteria will be considered for the pilot, including: costs, workload measurement and stress/quality of life, process/activity monitoring of IT options; provider and patient satisfaction; clinical outcomes associated with decision support systems; progress on system objectives (standards, integration, principles of primary care, privacy/security); and IS flexibility.

E. A Process Evaluation of a Parenting Group for Parents with Intellectual Disabilities

- *Laura C. Heinz, Peter R. Grant, University of Saskatchewan*

The research literature shows that parents with intellectual disabilities often exhibit deficits in basic child-care, nourishment, and positive interactions with their children, which puts their children at risk for neglectful care, environmentally related developmental delay, and behaviour problems (Feldman, Case & Sparks, 1992). The purpose of the present research was to conduct an evaluability assessment and process evaluation of a group parenting program offered to parents with intellectual disabilities. This program was unique in that it was participant driven and focused on group learning. The process evaluation was conducted using a qualitative, participant observation methodology. The evaluation took place over a six-month period and data was collected from facilitator debriefing forms, the evaluator's observation notes and a small group interview. The results showed that the program components had been successfully implemented and that the participants found the services and support it offered to be of great value.

F. Strengthening Ontario's Addiction Treatment System: A Participatory Approach to Program Evaluation

- *Heather Chalmers, Program Consultant, Centre for Addiction and Mental Health*
- *Karen Ferruccio, Regional Director, Centre for Addiction and Mental Health*
- *Mike O'Shea, Program Director, Centre for Addiction and Mental Health*
- *Lynn Prentice, Senior Program Consultant, Centre for Addiction and Mental Health*
- *Susan Smither, Program Consultant, Centre for Addiction and Mental Health*
- *Cindy Smythe Research Associate, Centre for Addiction and Mental Health*
- *Chris Sullivan, Program Consultant Centre for Addiction and Mental Health*

Using a combination of its provincial network of program consultants and its research staff, the Centre for Addiction and Mental Health provides on site support to the Ministry of Health's Substance Abuse Bureau and local communities as they implement strategies for improving Ontario's addiction treatment system. As part of this effort, community program staff at the Centre launched the Planning and Evaluation Response Team (PERT). Through PERT, Ontario's addiction treatment providers now have access to consultation, training, and specialized tools to monitor and evaluate their programs, improve services and track costs. Since its formation in 1996, PERT has responded to more than one hundred requests and has consulted with over fifty addiction treatment agencies and systems in Ontario. To date, the team has developed thirty-five program and system logic models for addiction treatment agencies. Several agencies have enlisted PERT to develop evaluation plans and evaluation frameworks. This poster presentation will highlight the participatory approach of our evaluation work within the addiction treatment system of Ontario.

G. Toronto Health System Monitoring and Evaluation Project

- *Cynthia Damba, Epidemiologist, Mandana Vahabi, Epidemiologist, Toronto District Health Council*

In response to the various health care reform initiatives such as hospital restructuring and long-term care currently underway in Toronto, the Toronto District Health Council embarked on a project to monitor and evaluate the impact of these reforms in December of 1997. A template with three sections: Indicators, Descriptors, and Context Data, was designed to provide an overview of changes in the delivery of health care services, capture the intended improvements in the system and highlight any unintended consequences that may occur. An Interim Health System Report Card comprised of selected indicators and data from the Template has just been released in November 1998. The poster presentation will show the Health System Reform Monitoring Template as well as some of the highlights of the Interim Health System Report Card (e.g. selected socio-demographic characteristics; trends in health human resources and utilization; and access and health outcomes indicators).

H. Using Theory in Measuring the Effectiveness of Nursing Practice

- *Jeanne F. Besner, Calgary Regional Health Authority, Community Health Resources Division*

This qualitative study was conducted to clarify what goes on during delivery of public health nursing services in a Postpartum Program. The participants were a volunteer sample of six nurses, and clients (25) from a range of socio-economic groups. Through a series of interviews with participants, the relationships among program structure, process, and outcomes were explored. The theoretical framework which underpinned the research is grounded in primary health care, within which is embodied the concept of health promotion. Although this research did not represent an evaluation of the program, the design of the study was informed by Chen's (1990) theory driven approach to evaluation. In this research, it was demonstrated that program structure and lack of a conceptual model to guide nursing practice may act as barriers to nurses adopting a style of practice that is congruent with the health promoting role advocated by their professional organisations.

I. An Evaluation of a Residence Life Staff Training Program

- *Shannon Howes and Karen Korabik, University of Guelph*

In order to evaluate a training program for Residence Assistants (Ras), a program logic model was developed. Questionnaires were subsequently completed by 62 new and 36 returning Ras before and after an eight day training program and at a 6 week follow-up. Five weeks after the training, the Ras were also evaluated by their Residence Managers. In addition, they were rated by the students in residence eight weeks after training. The Ras' knowledge and feelings of being supported increased after training. Sensitivity to social issues also increased, but only for the new Ras. There were no increases in confidence. However, returning Ras reported higher confidence both before and after training and they were rated by their Residence Managers as being more

competent in nearly all aspects of their jobs than the new Ras were. Results will be discussed in terms their implications for improving training programs for Ras.

J. Family Mediation: Evaluating Client Mediation Experiences and Outcomes

- *Kelly McManus*, Department of Psychology, University of Guelph

Family mediation programs can serve as a valuable way to promote successful adjustment for families dealing with divorce and separation. Evaluation is a necessary step in allowing mediation service providers to understand the mechanisms surrounding the mediation process, to examine their impact on family outcomes over time, and to identify ways to enhance existing practice in the clients' best interests. Telephone interviews were conducted with past mediation clients at a family service agency, and used both open-ended and structured questions to explore client perceptions of their mediation experience and its outcomes. Accessibility, closure, neutrality, emotional readiness, and children's input emerged as themes surrounding the mediation process. Follow-ups of financial and parenting agreements demonstrated less stability of and satisfaction with outcomes of parenting issues over time. The implications of the evaluation's pragmatic constraints and future directions in dealing with family diversity are explored.

K. Measuring CME Outcome Utilizing Prochaska's Transtheoretical Model of Change

- *Kathryn Parker*, Master of Arts Candidate – Measurement and Evaluation, Ontario Institute of Studies in Education, Centre for Addiction and Mental Health, University of Toronto,

- *Sagar V. Parikh*, Head, Bipolar Clinic, Centre for Addiction and Mental Health, University of Toronto

Continuing Medical Education can be evaluated by targeting a learner's "readiness to change" utilizing a transtheoretical model of change, as suggested by Prochaska. The purpose: To examine the validity of instruments designed to measure "stage of change" and evaluate the progress of the learner along the stages as an outcome of CME. The methods: Two formats of the instrument were distributed to participants in 2 courses on psychopharmacology – advanced and intermediate. Format 1 involved scenarios. Format 2 was true-false. The conclusions: The "stages of change" do discriminate between these 2 groups. Thus, "readiness to change" is a measurable construct, allowing interventions specific to the learner's stage.

L. Using Qualitative Methods to Understand the Process of Delivering Services to Adolescents At-Risk: Presentation of Evaluation Findings

- *Cameron D. Norman*, Department of Public Health Sciences, University of Toronto

A psychoeducational treatment program for adolescents at-risk was evaluated using qualitative methods in order to understand the process of service delivery. The program, an interagency partnership between adolescent service providers in a southwestern Ontario region, addressed the education and treatment needs of adolescents at-risk between the age of 12 and 16 years. Using naturalistic observation (Lincoln & Guba, 1985), the evaluator served as a participant observer over the course of eight months collecting data on the daily operations of the program. In addition, in-depth open-ended interviews were conducted with staff members to gain alternative perspectives on the program. A participatory approach involving staff and administrative stakeholders helped create a favourable climate for using these qualitative methods. The implications for using qualitative methods and a participatory approach to evaluation research with similar programs is also discussed.

M. A Balanced Perspective on Outcomes Measurement: The Clinical Value Compass

- *Heather Reuber and Alison Blair*, Toronto East General Hospital

Much attention has been paid to measuring and monitoring outcomes and performance at a hospital-wide or program level (through balanced scorecards). Less attention has been focused on the patient population level, where changes in caregiver practice can be closely measured and evaluated. The Clinical Value Compass tool has been used at the Toronto East General Hospital to measure and monitor outcome indicators for specific patient populations to facilitate quality improvement and increase the value of care provided to patients.

The Gastrointestinal/Urology/Nephrology Health Service is one such area that is using the Clinical Value Compass to measure clinical and administrative outcome for patients who have Trans-urethral Prostatectomy procedures. Results from the Clinical Value Compass have been used to evaluate TEGH clinical outcomes compared to external benchmarks and to monitor changes in clinical practice that have arisen through quality improvement initiatives and adaptation of new technology.

N. Employment Dimensions Evaluation 1997: The Canadian Mental Health Associations Supported Employment Program for Individuals with Employment Difficulties due to Mental Health Barriers

- *Linda M.T. Murray, Sid. I. Frankel*

The Employment Dimensions Program (ED) is a supported employment program for people with psychiatric disabilities and is based upon Anthony, Howell, and Danley (1984) Choose-Get-Keep approach to providing vocational opportunities for these clients. The Canadian Mental Health Association's (CMHA) Program Director solicited this evaluation in an attempt to evaluate program functioning (processes) and outcomes. The primary evaluation questions focused on whether the program was functioning as intended, serving its target population, and describing the program document model and its implementation (process). The primarily qualitative evaluation examined the program's history, value basis, stakeholders, financing difficulties, barriers faced by clients and program functioning from the perspective of clients and CMHA staff. The ED Program model was clearly articulated, ED is serving its target population, and is performing in agreement with its value basis, mission statement, and documents model operating processes. Outcomes for clients include, but are not limited to, employment outcomes, and social functioning changes. Employment outcomes, including 15,759.5 hours of paid employment by clients. Focus group results and Client Satisfaction Surveys indicated that there were few concerns about the program's functioning; however, clients showed a great deal of concern about the funding difficulties facing the program. According to participants, program strengths included: ongoing support, individualized approaches, and employment skills building. Evaluation limitations include: a small sample size for the file audit and the need to use existing information sources. Suggestion are made for future evaluations, the

most important evaluation recommendation pertains to the program implementing a longitudinal computerized data tracking system. In conclusion, the ED Program is functioning in accordance with the Canadian Mental Health Association's service principles and the program's value basis.

O. Evaluating the Impact of an Automated Pharmacy System

- *Miranda Kutnjak*, Research Assistant, Clinical Evaluation and Research Unit, West Park Hospital
- *Jan Walker*, Director, Clinical Evaluation and Research Unit, West Park Hospital
- *Desa Marin*, Research Assistant, Clinical Evaluation and Research Unit, West Park Hospital
- *Marcia Frank*, Pharmacy Project Leader, West Park Hospital

An automated pharmacy system is designed to provide electronic ordering, dispensing, and documentation of medications. These systems are used increasingly in health care organizations to reduce operating costs, improve efficiency in dispensing and documentation of medication, and promote a safer care environment for clients. The primary goal of this evaluation was to determine the level of change in ordering and dispensing of medications as a result of implementing an automated system at a regional rehabilitation and complex continuing care facility. This poster will present the plan and baseline results for the evaluation. The study used a design that compared outcomes measured prior to implementation with those measured 6 months post implementation. Primary outcomes that will be reported include medication errors, clinician time, and customer satisfaction. The results will be discussed with reference to limitations inherent in the evaluation, and the efforts to overcome them.

P. A Model for the Collection of Follow-up Data in Evaluation of a Clinical Program

- *Desa Marin*, Research Assistant, Clinical Evaluation and Research Unit, West Park Hospital
- *Jan Walker*, Director, Clinical Evaluation and Research Unit, West Park Hospital, Lecturer, Division of Psychiatry, University of Toronto,
- *Mark Tonack*, Research Coordinator, Clinical Evaluation and Research Unit, West Park Hospital

Outcomes research was once restricted to controlled research environments. Today, however, evaluation is part of day to day clinical practice and plays a major role in health care delivery and decision making. As part of program evaluation, the collection of follow-up information is essential to understanding long-term outcome. In a clinical setting the collection of follow-up data is particularly problematic due to the nature of service delivery and constraints on clinician time. This presentation will describe a model for collecting follow-up information within a variety of inpatient rehabilitation programs. Specific barriers to implementing this model, as well as strategies to overcoming them will be highlighted. Program outcome results will be presented and the issues of validity and reliability as they are influenced by the model will be explored.

Q. Framework for Participatory Evaluation of an Alzheimer Day Program

- *Gary F. Teare Ph.D.*, Research Department, Providence Centre, Scarborough
- *Amanda Falotico*, ADP, Providence Centre
- *Inika Anderson*, TLC, Providence Centre.

Providence Centre's Alzheimer Day Program (ADP) offers multi-component services to community-dwelling moderately to severely demented adults and their families/caregivers. The mission of the ADP is to help clients and their caregivers to "have a good day". Clients can access up to three 8 hour shifts of care per week, on a 24 hour basis, 354 days per year. The services include caregiver support, counseling and education and a social/recreational program, transportation and care management services for clients. A unique aspect of the ADP is that, while the staff have a variety of educational and professional backgrounds, they work as multi-functional individuals within care teams. Due to the central importance of the staff to the success of the ADP, a participatory approach was selected for the process and outcome evaluation of the program. This poster discusses the ADP evaluation logic model developed by the staff to link the program components listed above with the ADP mission.

R. The Greening of Evaluation

- *Julie D. Johnston*, St. Francis Xavier University graduate student in adult education

According to David Orr (Ecological Literacy, 1992), "all education is environmental education" (p. 90). Since evaluation can be a potent source of information and learning – hence education – perhaps it is time to look for ways to address environmental concerns and sustainable development principles through evaluation. This poster will suggest some whys and hows, as well as valuable print and internet resources, for weaving this important motif into our evaluation processes. Feedback and reactions will be invited.

S. The Evaluation of the 1998 CES Conference: Evaluation Works for Us

- *Rochelle Zorzi, Sharon Watton, Melissa Outhouse, Tracy Fiander*, CES 1998 Conference Evaluation Team

In 1998, the CES conference organizers commissioned the first full-scale evaluation of a CES conference. The evaluation team used a variety of methods, strengthening confidence in the results through triangulation. A careful blending of qualitative and quantitative approaches yielded rich information that will be valuable to future conference planners. According to the delegates, the conference was a good professional development event. They were satisfied with the social events, the pre-session workshops, and the format of the plenary sessions, but were dissatisfied with the conference marketing, the variable quality in the presentations, and the post-session workshops.

T. An Evaluation of a Cardiac Community Pathway on Costs and Outcomes

- *Linda Cash*, PFH
- *Dr. Peter C. Coyte, Wendy Young*, Home Care Evaluation and Research Centre
- *Dr. Susan Jaglal*, Institute for Clinical Evaluative Sciences
- *Tim Young*, East York Access Centre
- *Dr. Shaun Goodman*, St. Michael's Hospital

- *Dr. Geoff Anderson*, University of Toronto
- *Dr. George Rewa*, Toronto East General Hospital
- *Dr. Dave MacPherson*, TEGH

Objectives: To evaluate the effectiveness of a evidence-based cardiac community pathway.

Design: A before/after study design with follow-up during a fiscal year.

Participants: Residents who are discharged alive from the Toronto East General Hospital between April 1, 1997 and June 30, 1997 (before the change in access to community care) or between April 1, 1999 and June 30, 1999 (after the change in access to community care) with a most responsible diagnosis of myocardial infarction, congestive heart failure or angina.

Methods: Reabstracted demographic and clinical data will be linked with population- based administrative data.

Main outcome measures: Changes in preventable hospitalization days and changes in estimated costs.

Statistical analyses: The null hypothesis that there has been no reduction in preventable readmission days will be tested using the Incidence Density Ratio. Using Cox's proportional hazard model, we will examine the association between demographic/clinical variables and preventable readmissions.

Potential users of the results: Our evidence based community pathway is being designed to be pragmatic, effective, efficient and to contribute to both service and health improvements. As such, our evaluation will yield important evidence that will be of use to health managers, health providers and to policy makers involved in restructuring the health system.

Tuesday, May 18, 1999 – 10:30 am - 12:00 pm • Mardi le 18 mai 1999 – 10h30 à 12h00

22. Symposium Presentation - Evaluation Coordination and Management of Alberta's Primary Health Care Project

- *Keith McLaughlin*, Project Leader, Alberta Health
- *Peggy Ann Howard*, Evaluation Manager, Howard Research
- *Harold Wynne*, Evaluation Management Team, Wynne Resources
- *Dale Howard*, Discussant, Howard Research

The province of Alberta has received funding from Health Canada's Health Transition Fund to implement an 11 million dollar Primary Health Care Project. The Project consists of a large number of multi-dimensional projects, each addressing various elements of improving primary health care. Projects range greatly in type and scope. Some are research projects (including causal comparative studies); some are evaluation projects where existing approaches to primary health care are being examined; and some are demonstration projects where new approaches to primary health care are being tested.

To evaluate the individual projects and to address the agenda of the Project as a whole, Alberta Health has chosen to guide and coordinate all the evaluations through the formation of an Evaluation Management team (EMT) whose primary responsibility is to draft and implement a province-wide evaluation framework capable of informing National, Provincial, and Regional evaluation agendas. The overall provincial evaluation is guided by principles of collaboration, Regional autonomy, extensive communication, and availability of expert resources. Each of these principles serve to assist the EMT in "rolling up" the learnings of several diverse and multi-level evaluations in to a coherent whole that will ultimately inform policy and improve primary health care in the Province.

This symposium will address the issues surrounding managing extremely complex evaluations and share several of the techniques the Team has devised to create a provincial evaluation framework, form an evaluation management team, manage diversity and autonomy, communicate (especially electronically) between sites, communicate at the department and regional levels, provide evaluation expertise and consultation to all individual projects, provide the necessary rigour to conduct several external evaluations, and maintain a spirit of collaboration to maximize the contributions from the people engaged in these projects.

23. Paper Presentations – Evaluating in an Interconnected World

A. Gathering Multiple Perspectives for Program Assessment

- *Kaireen Chaytor*, *Heather Perkins*, Chaytor Educational Services
- *Colleen Kiberd*, *Carol Smillie*, Dalhousie University

Triangulation (Denzin, 1978) is based on the assumption that any "way of knowing" has its own inherent biases. It can strengthen evaluation by collecting information from multiple sources, using different methods and blending quantitative and qualitative designs. The evaluation of the BScN Program at the School of Nursing, Dalhousie University has gathered information from multiple sources employing both quantitative and qualitative data collection methods. Information was gathered from students using focus groups and questionnaires; from faculty using interviews and questionnaires; and from stakeholders using interviews. This use of multiple sources and multiple methods strengthened the validity of the evaluation by demonstrating the similarity of perspectives of all those from whom data was collected. The findings revealed more congruence among the different perspectives than was expected. The benefits and challenges of using multiple perspectives in program evaluation will be discussed.

B. Development of Information Systems: Collaborative Approaches between Computer Programmers and Evaluators

- *Susan Scot, Consultant*

This paper will examine working relationships between computer programmers developing new information systems and evaluators. Traditional and innovative approaches to developing systems will be examined. Innovative approaches will be examined with reference to development of an information system which relied on collaboration between computer programmers and evaluators. The strengths and limitations of this approach and traditional approaches will be discussed.

C. Evaluation as a Guiding and Coordinating Vehicle

- *Norman Greenberg, Ph.D., Psychologist, The Nova Scotia Hospital*
- *John David Matheson, Consumer of Mental Health Services*
- *Cathy Stevens, Social Worker*

The Program Evaluation Committee of the Psychiatric Rehabilitation Service of the Nova Scotia Hospital is an in-house Evaluation Committee with members representing five separate rehabilitation services. The Committee over two years has focussed its work on assisting front line staff, mental health consumers and related professionals in developing Program Logic Models as a means of beginning to do Outcome Evaluation. The Committee specifically educates and facilitates the process whereby these five distinct services develop logic models which outline what they hope to achieve during a specific time frame. Throughout the process each service is then supported in identifying whether their objectives and outcomes have been reached. Our next target is to begin the process of developing and using outcome evaluation tools which can be used across all of the services. The work of the Committee provides these programs with the coordination, planning, support and most important, contact over their evaluation outcomes and process. The focus of our presentation will be on the process we have followed in bringing together five diverse programs under one management system to consider how Program Evaluation can be a useful tool for their work.

24. Panel Presentation - A Holographic View of Teachers' Experiences through Five Years of Change: An Evaluation of Hologram as Method

- *Lorna Earl, OISE/University of Toronto*
- *Clay LaFleur, Steven Katz, Michele Schmidt, Rouleen Wignall*

In this session, the panel intends to illustrate how qualitative methods provide insight into the current context of educational change in Ontario insights about both what is happening and why it may be occurring. But more than that, this session will also provide an opportunity for both the presenters and the audience to evaluate the methods adopted in a study of educational change. The session is based on a longitudinal study of educational change, a project that has been underway since 1994, in districts in and around Metropolitan Toronto. Members of a multi-disciplinary research team (faculty and students) have been working closely together to share views, formulate questions, determine methodologies, gather data, establish strategies for analysis, and debate findings in a forum that resembles a research seminar. The team is unique, in that it is made up of researchers with very different interests, training and epistemological backgrounds. Data in the first year were collected through semi-structured interviews; in the second year, a highly structured protocol was employed; and in the third year, rich detail was gained from an open narrative perspective. Each of the researchers brings a particular epistemological perspective to this data set and, as our collaboration continues, we are finding that our diversity is a strength that allows us to see connections and patterns that extend beyond any one of our individual frames of reference. In this session, we will share results from our attempts to use a range of lenses and theories to investigate actual conditions for and experiences of teachers in schools where many changes are occurring. Our focus, however, will be on the research processes we have adopted in our collaborative work. Over time, the team has come to see the project and the process as holographic. The whole is complex, multi-faceted, changeable and sometimes unpredictable.

25. Paper Presentations - Evaluation Criteria

A. Best Practices in Managing Outcome Evaluations

- *Kenneth Watson, Member of the Editorial Board, Canadian Journal of Program Evaluation, Rideau Strategy Consultants*

Without careful management the integrity of outcome evaluations is easily compromised. This is exemplified by the publication in the past year of several critiques of the most rigorous of outcome evaluations - controlled experiments in medical settings. Less rigorous evaluation designs typically have even more problems. However, many of the social-structural problems identified in the recent literature are amenable to solutions through best practices in evaluation research management. This paper would consider the main threats to integrity at each stage of the evaluation research process, and how they can be managed.

Some of the threats to integrity for which the paper would discuss solutions include: pressures to over-propose, inadequate theory, measurement problems, inadequate commitment to a research design, diversion, erosion of data integrity, inadequate resources for analysis, and sanitization. The paper would draw examples from evaluations conducted by the federal government of Canada over the past twenty years with which the author is familiar. The tie with the theme of the conference is that outcome evaluation will be an "essential contribution" only if its credibility is improved by more attention to managing common threats to the integrity of the research.

B. Should Health Evaluation Proposals Receive Ethical Review by Ethics Review Boards?

- Wilfreda Thurston, Department of Community Health Science, University of Calgary
- Ardene Vollman, Faculty of Nursing, University of Calgary

We accept that program evaluation is the systematic use of research methods to gather information to be used in conceptualization, design and/or implementation of a health program. Program evaluations are usually classified as administrative procedures and not reviewed as research. The types of decisions that can result from an evaluation concern resource allocation (size, scope, staffing etc.), fine-tuning, and management practices. We will discuss how the principles of ethical research that inform ethical assessment of other health research (non-maleficence, confidentiality, fidelity to the relationship, informed consent, public good, and least harm) continue to be useful in examining health program evaluations. The program evaluation standards of the American National Standards Institute and the guidelines of the Canadian Evaluation Society are also helpful, but adherence remains self-regulating. This leaves us with the question: Should health program evaluation proposals receive ethical review by an ethics review board?

C. Logic, Fairness and Flexibility in a System for Evaluating Applications for a Doctoral Research Award

- Michael Obrecht, Coordinator of Program Evaluation, Medical Research Council of Canada
- Stephanie Robertson, Program Coordinator, Awards Program, Medical Research Council of Canada, Carleton University
- Jane Hood, Deputy Director, Awards Unit, Programs Branch, Medical Research Council of Canada

The outcome of support programs for graduate students is strongly related to the quality of inputs. That is, if great care is given to selecting from a pool of award applicants those students who are most likely to achieve program goals, the program is likely to be successful. It thus makes sense to devote at least as much effort to improving selection processes as to evaluating program performance. This paper examines three desirable characteristics of a selection process: a strong underpinning of logic; freedom from bias; and, a capacity for ongoing improvement. Using data from a competition for doctoral research awards, the paper also demonstrates the practical benefits which result when logic, fairness and flexibility are taken into account in the design of an assessment system.

26. Panel Presentation - Program Performance Measurement and Reporting - Federal Experiences

- Chair - Steven Montague, Performance Management Network

Mr. Montague has extensive experience in improving performance measurement and reporting in government. He has helped departments learn how to better measure and report on their performance, and has also reviewed performance reports on behalf of the Auditor General and Treasury Board. The other panel participants will be drawn from government departments covering a wide range of mandates and services, who will share the experiences of their organizations in changing the corporate culture to meeting this departments. The panel will identify the challenge and describe the present state of practice in terms of progress towards the goals. Evaluators and managers from Canadian Heritage, Environment Canada and Industry Canada will participate in the session.

27. Panel Presentation – State of the Art Organisational Assessment: Developing Theory that Works in Practice

- Fred Carden, International Development Research Centre
- Marie-Hélène Adrien, Charles Lusthaus, Gary Anderson, Universalialia

In today's highly competitive environment, organizations of all types are concerned with measuring and monitoring performance. Assessing organizational performance has greatly evolved both conceptually and in practice. This panel presents the evolution of more than 20 years of reflection on, and application of an *Institutional and Organizational Assessment* (IOA) framework developed by the presenters as described at previous CES conferences.

The first paper, presented by C. Lusthaus and M.H. Adrien, will cover the theoretical dimensions of the IOA framework. It will describe how thinking and analyzing performance has evolved over the past decades, and will explain the important conceptual changes that have occurred both in the understanding of organizational performance as well as the factors which affect performance.

The IOA framework has proved to be a useful model in evaluating organizations for external donors. Building upon the conceptual and theoretical approach presented in paper 1, the panel will illustrate how the IOA model was used in evaluations using two different approaches: external compliance and self evaluation. With respect to external, compliance, the second paper, presented by G. Anderson, will review the utility of the IOA model in Universalialia's recent Five-Year Parliamentary Review of The International Center for Human Rights and Democratic Development. Particular emphasis will be placed on how the model aided the evaluators in developing insights and findings with respect to the four performance variables of the model: effectiveness, efficiency, financial viability and relevance.

The third paper, presented by F. Carden, will illustrate the use of the framework through a set of five self evaluations sponsored by IDRC. In response to the growing desire of organizations to more fully participate and control organizational assessments, IDRC supported five organizations in their attempt to utilize the IOA model in their organizational self evaluation. The experiences of these organizations and the insight IDRC gained from supporting this work will be analyzed to show the strengths and weaknesses of the model and the self assessment approach. The lessons and tools utilized in these self assessments have been recently published by IDRC (Lusthaus et. al., 1999).

28. Paper Session - Evaluation Methods

A. Performance Measures for Occupational Safety and Health Agencies

- *Barry Warrack*, Chief, Strategy Co-ordination, Workplace Safety and Health Division, Manitoba Labour

Governments are continuously monitoring financial performance and are also looking at the effectiveness of their legislation. There has for many years been the use of output measures in safety and health (OSH) as a surrogate performance measure, i.e. the counting and reporting of numbers of activities such as inspections, investigations and the like. More recently jurisdictions have looked at program efficiency/effectiveness measures and reporting.

The concept of assessing performance in OSH agencies has many dimensions, both when measuring the client service dimensions within government, as well as it is closely tied to the measurement of safety performance across industry sectors. OSH performance is now measured in many differing ways across jurisdictions. While there is some similarity across jurisdictions in the types of measures used, at the present time there does not exist a national system of comparative safety and health indicators. A national system of performance measures enables OSH regulators to identify areas of common shortcoming, allowing them to direct co-operative safety activities at the national level to areas of common concern. Standardised measures could assess and report on national safety and health system performance. These measures would also allow for the bench marking of performance among jurisdictions. This presentation will look at work that has been taking place to develop a national system for the measurement of safety and health performance for Canada and lay out some of the problems common data collection, coding systems etc. that affect the development of national performance measurement systems.

B. Data Envelopment Analysis

- *Claire Schaffnit*, Partner, The Janus Centre

This presentation will discuss a new tool for performance evaluation known as Data Envelopment Analysis (DEA). Sophisticated and mathematical in nature, it provides results of direct relevance to management, and has been applied in a variety of areas: health care, financial sector, non-profit sector, etc. In a nutshell, DEA is a new concept for efficiency measurement with multiple inputs and outputs (process-based, financial figures, measures of customer or employee satisfaction, etc.), and a powerful technique for identifying best practices. Overcoming the usual drawbacks of ratios and regressions, it yields an efficiency measure for each unit. It also provides for each inefficient unit a peer group of efficient units with similar attributes, as well as a fact-based efficient target. Some tricks to cut down on the minimum number of units required for a meaningful analysis will be presented. The use and benefits of DEA will be illustrated through case studies.

C. Real Perceptions in a Moody Evaluation Universe: Correcting for Inflationary Optimism with Syndicated Data

- *R. Scott Evans*, Senior Statistical Consultant, Goldfarb Consultants Ltd.
- *Allison Scolteri*, Senior Vice President, Goldfarb Consultants Ltd.
- *Claudia Chin*, Statistical Consultant, Goldfarb Consultants Ltd.

The paper discusses the general utility of syndicated studies for building baselines in program evaluation. This is followed by a closer examination of how syndicated indices can be used to adjust perception-based data from panel and non-panel longitudinal surveys. The paper examines the Goldfarb *Consumer Confidence Index* and tests the extent to which this measure provides a method of controlling exogenous influences on levels of satisfaction and effectiveness. Using a measure of consumer confidence provides evaluators with an analytical tool similar to the economist's consumer price index. For economists, measures of inflation play a key role in calculating *real* dollar effects. Absolute dollar calculations or absolute price measures distort longitudinal comparisons because neither takes into account inflationary or deflationary trends.

While economists have made it a regular practice to control for inflation when comparing across time, such is not the case with program evaluation. Few program evaluators control for exogenous effects when they examine satisfaction trends across time. One of the prohibitive reasons why this does not occur is the cost of generating an effective index to control for the inflationary impact of high levels of societal optimism, or conversely, the deflationary impact of rampant pessimism. It is the syndicated study, and its longitudinal base, that provides program evaluators with a cost effective instrument from which they can generate estimates of inflated or deflated levels of satisfaction.

29. Paper Presentations - Youth (Social) Services

A. The Impact of a Therapeutic Summer Camp Program on Adolescents and Children: Combining Quantitative and Qualitative Methods to Assess Outcomes

- *Joseph Michalski*, Canadian Policy Research Networks, University of Toronto

This study evaluates the impact of a therapeutic summer camp program intended to enhance campers' social competence, increase self-confidence and self-esteem, and decrease their sense of isolation. The 96 males and females ranged in age from 10-18 and had accessed clinical services for behavioral problems or other difficulties during the school year prior to their admission to the three-week camp. The study combines quantitative and qualitative measures designed to evaluate outcomes from a clinical standpoint, from the perspective of camp participants, and from their parents' reactions. Campers and their parents completed several standardized psychometric tests as part of a pre-test, post-test, follow-up design. In addition, campers completed camp satisfaction questionnaires and their parents participated in follow-up interviews. The results summarize the immediate impacts and impressions of the camp experience, as well as the longer-term effects sustained 6-8 months following camp. The study highlights the importance of utilizing qualitative measures to supplement standardized quantitative measures in evaluating broad-based programmatic interventions.

B. Dual Access to Children: Evaluating an Access and Visitation Demonstration for Noncustodial Parents

- *Robert Fischer*, Director of Program Evaluation, Families First, Atlanta, GA

Children born from unwed unions often suffer due to infrequent and limited interaction with the noncustodial parent. This presentation will describe a parental access and visitation program, and identify the principle barriers to establishing visitation based on the experience of a six-month demonstration involving over one hundred cases. This presentation will describe the access and visitation program and present findings from a six-month demonstration in two counties in the metropolitan Atlanta, Georgia area. The program assists noncustodial parents in establishing an access agreement with the other parent and in pursuing the establishment of their parental rights through working with Legal Aid. In total, the demonstration involved over one hundred noncustodial parents involved with Child Support Enforcement, and the presentation will document the process of establishing and maintaining visitation agreements.

30. Panel Presentation – Reactions to a Community Wellness Workshop Using Participatory Action Methodology

- *Marilyn Plummer*, Department of Health and Social Services, Government of the Northwest Territories

Across the NWT there are Community Wellness Co-ordinators whose task it is to recommend funding to Community and Band Councils for health and wellness initiatives. As a part of their mandate they are also expected to report on and account for the funds that these programs receive. Few of these Co-ordinators have been schooled in measurement or evaluation. The task was to “sell” program evaluation to a group of community people who see themselves as being autonomous from departmental central agency, have little background in Social Science research and feel overburdened in their community liaison roles. During a three-day workshop, a participatory facilitation methodology was used to try to engage these workers and increase their interest and knowledge of evaluation. This is a description of what happened.

Tuesday, May 18, 1999 – 1:30 pm - 3:00 pm • Mardi le 18 mai 1999 – 13h30 à 15h00

31. Présentations de documents de travail – Gouvernement

A. Méthodologie et résultat des retombées économiques d'investissement - Québec

- *Michel Deschamps*, Economiste en chef, Investissement-Québec

Depuis la mise sur pied du Comité des retombées économiques en juillet 1994, la S.D.I. procède à l'évaluation des retombées économiques reliées à ses interventions financières. Nous sommes ainsi en mesure de déterminer la portion des retombées économiques qui ne se serait pas réalisée sans notre intervention. Cette évaluation repose sur une méthodologie à caractère évolutif. La méthodologie décrite est celle en vigueur au 31 mars 1998.

La première étape consiste à évaluer les retombées économiques globales de nos activités sur des paramètres économiques tels que l'emploi, la valeur ajoutée, la fiscalité (impôt et taxes) et la parafiscalité (CSST, FSS, RRQ). Ces résultats sont obtenus à l'aide du modèle intersectoriel pour le Québec du Bureau de la statistique du Québec pour les retombées économiques reliées à la réalisation des projets (coûts) au cours d'un exercice financier et celles reliées à la production (ventes) de nos entreprises clientes en portefeuille.

La deuxième étape consiste à identifier les entreprises qui ont soumis un projet dépassant le seuil de risque normalement toléré par le secteur financier privé. Cette identification est effectuée à partir d'une analyse comparative d'un ensemble de sept ratios financiers mesurant les limites de la capacité d'emprunt d'une entreprise et d'un ratio économique mesurant la possibilité de substitution des activités.

La troisième étape consiste à calculer l'accroissement net des activités (ventes) des entreprises sélectionnées précédemment. Nous pouvons ainsi mesurer la croissance de l'assiette fiscale du gouvernement reliée à nos activités. Cette évaluation représente les avantages retirés par le gouvernement.

La quatrième étape consiste à mesurer notre rentabilité économique. Pour ce faire, un lien est établi entre les avantages discutés ci-haut et les coûts associés à nos activités. De cette façon est obtenu le ratio avantages/coûts qui mesure la rentabilité économique des interventions financières de la S.D.I.

B. L'évaluation: Un outil de concertation et d'amélioration continue

- *Renée St-Cyr*, Chef du service de la planification et de l'évaluation, Commission de la santé et de la sécurité du travail
- *Gilles Dube*, Conseiller en évaluation, Service de la planification et de l'évaluation, Commission de la santé et de la sécurité du travail

Au milieu des années 90, la Commission de la santé et de la sécurité du travail du Québec (CSST) est confrontée à une problématique émergente, soit les lésions attribuables au travail répétitif (LATR). Ce phénomène menace de prendre une ampleur considérable avec des impacts financiers et sociaux majeurs pour les clients de la CSST (les employeurs et les travailleurs). Un objectif s'impose : la réduction des LATR par la prévention. Le défi à relever consiste à définir un programme de prévention et une stratégie d'intervention en misant sur l'apport des différents organismes concernés par ce phénomène (Régies régionales de la santé, Associations sectorielles paritaires, Institut de recherche).

L'évaluation joue un rôle-clé dans le développement, l'implantation et l'amélioration continue du programme de prévention et de la stratégie d'intervention en entreprise. À différentes étapes de cette démarche, des activités d'évaluation qualitatives et quantitatives (analyse de données existantes, évaluation de projets-pilotes, suivi de projets en entreprise, groupes d'échanges avec des intervenants, groupes de discussion avec des clients, groupes d'échanges d'expertise avec des intervenants, etc.) en favorisent la réussite.

Les principales caractéristiques de ces activités d'évaluation sont : une approche étroitement intégrée à l'ensemble de la démarche, une approche suscitant la participation constante des responsables de la démarche, une approche de concertation entre les partenaires (CSST et ses partenaires, unités centrales et régionales, chercheurs et intervenants auprès des clients), une approche d'amélioration continue centrée sur les besoins des clients et l'expertise des intervenants, une approche misant sur la diffusion et l'exploitation des résultats d'évaluation (colloque, document électronique, etc.).

Par ailleurs, mis en place à la suite d'une évaluation, un outil électronique (forum d'échanges et base de connaissances) porte spécifiquement sur les LATR. Il est accessible aux intervenants de la CSST et favorise la concertation et l'amélioration continue. Un module de cet outil électronique est accessible par internet.

Jusqu'à maintenant, les activités d'évaluation ont permis d'améliorer le programme en vigueur, d'adapter les interventions en entreprise, d'identifier certaines retombées du programme, etc.

32. Panel Presentation - The Meadow Lake Tribal Council Experience: Blending Evaluation and Strategic Planning

- *Bert McNair*, Superintendent of Education, Meadow Lake Tribal Council
- *Tom Heidt*, President and Chief Researcher, Heidt Evaluation Services Inc.

Indian and Northern Affairs Canada requires a review of the education program in band operated schools every five years. We wanted to take over this process as part of a self government initiative. The Meadow Lake Tribal Council Board of Education approved a participatory evaluation model be coordinated by the Office of Education. The process was to include representatives of every stakeholder group in the community. The main goal was to obtain data. The secondary goal was to develop evaluation skills in the Administrator Group. The overall purpose was to develop a school improvement or strategic plan. They wanted to see real positive change in their schools.

33. Panel Presentation - Implementation and Testing of a Community Evaluation Manual

- *Karyn Hicks, Bev Stevens*, Financial Management Board Secretariat, Government of the Northwest Territories

Last year at the CES conference in St John's Nfld, the Financial Management Board Secretariat (Government of the Northwest Territories) introduced the work that was underway in the development of an evaluation resource manual for groups in small rural NWT communities. We would like to introduce you to the manual, and discuss the testing and implementation issues that have been documented in the past year.

34. Panel Presentation - It's Our Business: Perspectives of Female Evaluation Consultants as Entrepreneurs

- Chair – *Anita Myers*, Associate Professor, University of Waterloo
- *Sue Weinstein*, Principal, Sue Weinstein Research and Evaluation Consultants
- *Myrna Talbot*, President, The Talcon Corporation, Toronto
- *Elana Gray*, Independent Research and Evaluation Consultant
- *Gail Barrington*, President, Barrington Research Group, Inc.

This panel is comprised of women who are working as independent/private evaluation consultants, with a range of three to twenty years as evaluation entrepreneurs. They will be presenting their perspectives on working as females in the "evaluation" business. Sue Weinstein, an evaluation consultant for the past 20 years, will discuss developmental changes in the structure/nature of her consulting practice that have paralleled life's developmental stages. Myrna Talbot, a "seasoned" evaluator, will question whether women evaluation entrepreneurs often "settle for less" in the consulting world. Elana Gray, a relatively new graduate, working as an independent consultant, will discuss the different, yet key roles female and male mentors have played in her early consulting career. Gail Barrington, owner and manager of a consulting firm for the past 14 years (with a current staff of 20), will question whether being a female has been a factor in her success. She will explore what has helped and hindered the growth of her business and offer suggestions for women just starting their careers.

35. Panel Presentation – Implementing Results-Based Accountability in an NGO: The ARC 4 Step Process and the Newfoundland and Labrador Federation of Co-Operatives

- Moderator – *Larry Bremner*, Proactive Research Services Inc., Winnipeg
- *Andy Rowe*, Research Professor, College of Social Work, University of South Carolina and Sr. Associate, Goss Gilroy Inc.
- *Glen Fitzpatrick*, Executive Director, Newfoundland and Labrador Federation of Co-Operatives

The Newfoundland and Labrador Federation of Co-Operatives provides direct services to member retail, housing and producer co-operatives and engages in co-operative development activities. Co-operative services are supported through member contributions: funding from federal and provincial agencies supports co-operative development. During the 1980's the Federation's efforts at co-operative development bore little success and continued funding was doubtful. However the Federation

possessed a \$1 Million co-operative development fund. In 1996 the Federation decided to apply the fund to a peer-lending program for micro-enterprise development.

ARC Consultants Inc. had developed a results-based accountability and empowerment evaluation process called the ARC 4 Step Process. The Federation used this process to restructure the organization in its entirety. The NLFC is now a results-focused endeavor and has demonstrated the ability to respond to myriad accountability requirements from both levels of government. This panel tells the story of the design and implementation of the results-based accountability process at the Newfoundland and Labrador Federation of Co-Operatives. The panel will also describe how government agencies who proudly voice “results focus, accountability and information based decision making” are still deeply tied to their old cultures and in practice eschew these pillars of modern governance.

36. Paper Presentations - Government

A. Evaluation and Performance Practices in Other Countries

- *Steven Montague*, Performance Management Network

Steve Montague is well known in Canada as a performance management specialist, with considerable experience in helping organizations develop useful performance measurement methods. He has also worked in the U.S. Steve spent much of last November in Australia, where he delivered performance measurement workshops to a wide variety of government agencies. Government in Australia has embraced performance monitoring and reporting as a means of both monitoring and managing organizational performance. Mr. Montague will draw from his recent experience in Australia, the US and Canada to compare approaches to performance measurement and the use of evaluation methods in the three countries.

B. An American Perspective on the Logic Model Process for Telling Your Program's Performance Story

- *Gretchen Jordan*, Sandia National Laboratories
- *John McLaughlin*

The Logic Model, used by evaluators in the US and Canada for many years, can also provide managers of public programs with a tool to meet new accountability and communication requirements. This paper describes the Logic Model process in enough detail to facilitate managers' use of it to develop and tell the performance story for their program. The process described differs somewhat from the approach others have taken in three ways. It includes consideration of the larger problem and context for the program, describes the shared responsibility with customers for meeting program goals, and requires developing one or more “wiring” diagrams that make explicit the logical flow among program activities and outcomes. Examples of Logic Models for science and technology programs, education programs, and web sites will be used to demonstrate the process and its effectiveness.

C. Performance Reporting - Theory versus Practice

- *George Teather*, Performance Management Network
- *Robert McDonald*, Industry Canada

All Departments and Agencies in the federal government are now required to prepare a Fall Performance Report for the fiscal year ending the previous March 30. The performance report is expected to provide an understandable, credible picture of the organizations' performance for that year, in terms of the stated objectives. The author was responsible for the preparation of the annual Performance Report for the Plant Biotechnology Institute of the National Research Council of Canada. The report was rated as one of the best by the NRC corporate planning group and also was well received by the Institute Advisory Board. This paper will describe the reporting strategy, data collection and analysis which went into the report.

37. Panel Presentation – Evaluating Labour Market Development Agreements: Lessons Learned

- Moderator – *Shelley Borys*, Vice-President Methods, Ekos Research Associates
- *Jay Alam*, Evaluation and Data Development Branch, Human Resources Development Canada
- *William Wong*, Director, Evaluation, Alberta Advanced Education and Career Development

The government of Canada and the provincial and the territorial governments have entered into the Labour Market Development Agreements (LMDAs) with regard to design and delivery of labour market programs and services. Agreements signed to date are primarily two types, the co-managed agreements and the devolved agreements. As part of these LMDAs, Canada and the provinces and the territories have agreed to co-operate in the development and implementation of a two-phased evaluation framework. Under a joint federal/provincial/territorial evaluation committee, a formative evaluation will be conducted in the first year of the LMDA implementation, and a summative evaluation to be done in the third year. To date, evaluation works in three provinces, BC, Alberta and New Brunswick are well underway so that results will be available for presentation at the CES meeting in Toronto. Hence, a panel session on the LMDA will include a presentation of main findings from each of these evaluations. This will be done by government officials, followed by presentations by two consultants who will focus on best practices, challenges encountered and lessons learned from these evaluations.

38. Paper Presentations - Health and Social Services

A. Using the Community Tool Box to Strengthen Community Action on Health Adolescent Sexuality

- *Janet Rigby, Deborah Langille, Don Langille*, Community Health and Epidemiology, Dalhousie University

The Amherst Initiative for Healthy Adolescent Sexuality is a study of youth in Amherst, Nova Scotia. Community members in

Amherst have formed a non-profit organization called the Amherst Association for Healthy Adolescent Sexuality (AAHAS). The research team working in partnership with AAHAS, has assisted in evaluating the different components of the project through the use of various methodologies, including surveys, interviews and the Community Tool Box. The Community Tool Box is a tool that has been developed by the University of Kansas Work Group on Health Promotion and Community Development and AHEC/Community Partners in Massachusetts to provide 'how-to tools' for community development via the world-wide-web. This presentation will describe how our project adapted the Community Tool Box for use in Amherst and how this has helped strengthen the community's action on the issue of healthy adolescent sexuality.

39. Paper Presentations - Government

A. Proactive Approach to Performance Measurement and Program Evaluation

- *Raj Gill*, Manager, Performance Measurement and Program Evaluation, Alberta Economic Development

The Government Accountability Act of 1995 required the Department of Economic Development to develop three years business plan and to publish performance measures in its annual report. Early 1998, Alberta Economic Development decided to implement a department wide approach to systematically and consistently monitor the progress towards the achievement of business plan goals and strategies. The approach has three components: (a) Development and review of the business plan goals, strategies and performance measures. (b) Ongoing monitoring and reporting. (c) Program Evaluation which encompasses both process and outcome evaluation.

The business plan is reviewed annually to determine whether the mission, core businesses, goals, strategies and performance measures of the ministry are appropriately *aligned* and are relevant. Quarterly monitoring reports are prepared to provide assurance to the Minister and Executive Committee that key department activities are progressing as intended. A department-wide reporting process has been implemented. This required a strong commitment from senior management and buy-in from department managers. Currently program evaluations are largely used for partnership initiatives and programs, which are contracted out. Performance measures are developed for the key areas at the design stage and performances are monitored for the full duration of the contract period. The process evaluations are planned for the mid-term of the contracts. At the end, final outcome evaluations are completed for determining the success of the initiatives.

For some areas that are difficult to measure and require in depth studies, evaluation appears to be a very useful tool. Evaluation and/or in-depth studies can be conducted for developing new performance measures. The quarterly monitoring reports of key performance areas with the combination of process and outcome evaluations, is an effective approach to providing the management with useful information for decision making, accountability assurance and organizational learning.

B. Partnering Program Evaluation and Performance Monitoring... A Practical Approach for Success

- *Robert Lahey*, Director, Evaluation and Performance Studies, Public Service Commission of Canada

The federal government in Canada over the last few years has pursued a course for better performance reporting as part of a broad initiative towards better accountability and improved reporting to Parliament. This has resulted in increased investment across federal departments in developing results-based performance measurement and monitoring systems. The expectations for performance monitoring have been high, but to date the success has been both modest and mixed. Additionally, as the interest in performance monitoring has heightened, the role of and expectations for program evaluation have been dampened and become somewhat confused in the federal sphere. This paper will deal with an approach intended to make the best use of scarce resources and skills, that also respects the political realities and needs of senior management within the organization. The paper will outline the 'partnering' approach (program evaluation and performance monitoring) adopted within the organization as a model that might be replicated in other organizations (within or outside of the federal sphere).

C. ISO 9000 and Program Evaluation

- *I.S. Jaswal*, Evaluation Manager, Audit and Evaluation Branch, Natural Resources Canada

The ISO 9000 quality management system (QMS) was introduced in 1987, primarily for the manufacturing companies. Since then it has been rapidly adopted by all types of organizations and the QMS has spread to various service type organizations including government. ISO 9000 requires a documentation of all activities with the purpose of developing a system that will meet the explicitly stated quality objectives of the organization. Involvement of senior management in articulating the quality policy and quality objectives and in providing the necessary resources is essential. Several organizational units within the federal government have been certified to ISO 9000. This paper seeks to answer some questions related to the approach to evaluation of organizations that are certified to ISO 9000.

40. Paper Presentations - Best Practices, Health

A. Real Time Evaluation Improves the Efficiency of Health Care

- *David Zitner*, Director Medical Informatics, Dalhousie Medical School, Medical Quality Consultant, QEII Health Sciences Centre
- *Donald Fay*, Shared Care Informatics, Dalhousie Medical School
- *Neil Ritchie*, Dalhousie University, Nova Health International
- *Grace Paterson*, Dalhousie Medical School

This paper reports on a computerized utilization review method which provides concurrent information about the appropriateness of setting and efficiency of care in certain urban and rural Nova Scotia hospitals. Our method uses real time data collection and

reporting to evaluate and improve the efficiency of care while it is being delivered. Commonly used Canadian methods to evaluate efficiency of institutional care rely on Canadian Institute for Health Information (CIHI) data. Use of CIHI data is problematic because (a) information is not timely, (b) the coding process is not necessarily reliable, (c) there is no adjustment for disease severity, and (d) no consideration of the community context for care. Our method reports the appropriateness of setting for each day of care, provides prompts encouraging appropriate placement for each day of care, and collects information which can be aggregated for health services administration, evaluation and long term planning.

B. Evaluating Organizational Transformation in the Health Care Sector

- *Jan Walker*, Director, Clinical Evaluation and Research Unit, West Park Hospital
- *Carole Leacock*, Corporate Performance Coordinator, Clinical Evaluation and Research Unit, West Park Hospital

The purpose of this study was to monitor the impact of organizational transformation in a regional rehabilitation and continuing care facility. The literature is sparse with detailed accounts of results from formally evaluated reengineering projects. An evaluation is rarely built into the reengineering process, which speaks to the difficult methodological considerations that must be considered. Those methodological considerations include difficulty identifying, defining and measuring outcomes, the availability of baseline data with which to make comparisons, and the confounding effects which cannot be controlled. This presentation will discuss the framework used to evaluate transformation activities relative to these considerations. Results will be presented for broad domains that include specific components such as team effectiveness, client and employee satisfaction, and quality of care indicators. This presentation will benefit individuals in both the private and public sectors by highlighting some of the barriers and important components of an evaluation of this kind.

C. Linking Program Evaluation with “Basic” Research: An Example from an Evaluation of Rapid Change in the Hospital Sector

- *C. Woodward*, McMaster University
- *H. Shannon*, McMaster University, Institute for Work and Health
- *B. Lendrum*, Hamilton Health Sciences Corporation
- *C. Cunningham*, McMaster University, Hamilton Health Sciences Corporation
- *J. McIntosh*, McMaster University, Hamilton Health Sciences Corporation
- *J. Brown*, McMaster University
- *D. Rosenbloom*, McMaster University, Hamilton Health Science Corporation

This paper describes how information gained through program evaluation activities can be related back to the literature in an area of inquiry and fed back to the program to assist program managers. The impacts of two years of rapid changes in the hospital on the staff of a large teaching hospital were evaluated. Job satisfaction decreased during this longitudinal study while stress, emotional distress, and neck pain increased. The types of change in job and organizational variables that were predictive of these outcomes relate to the broader literature regarding employment practices and policies and their effect on workers' well being and health. Feedback of evaluation results to the organization can involve more than familiarizing managers with outcome data. It may help managers understand how these data fit with the “basic” literature in an area and point to possible avenues for improvement. The paper will describe how evaluation, initially conceived as summative, can take on a formative or programme improvement role. The importance of placing evaluation findings in their broader literature is described.

Tuesday, May 18, 1999 – 3:30 pm - 5:00 pm • Mardi le 18 mai 1999 – 15h30 à 17h00

41. Paper Presentations - Community Support: Mental Health Services

A. The Development of Draft Standards for Selected Community Support Services and Suggested Indicators to Monitor Them

- *Mary Davies*, Consultant
- *Jenny Barretto*, Manager of Policy Development, Ontario Community Support Association

The Ontario Community Support Association (OCSA), a provincial association for over 300 community based not-for profit health and social service organizations which assist individuals to live at home in their own community, developed draft standards and indicators for selected community support services. OCSA developed the standards and indicators to assist its member agencies to enhance the quality of their services and to address client, community and funder expectations. The framework for the standards and indicators is based on the key values of being client-focused and having continuous quality improvement. The paper will discuss: the need for the standards and indicators; methods used by the Ontario Community Support Association in their development; examples of standards; examples of indicators which can be used to monitor how well agencies are meeting the standards; and the necessity of enhanced government funding and support to address the standards.

B. Developing a Methodology for Formative Evaluations of Specialized Support Programs

- *Susan Farrell*, School of Psychology, University of Ottawa

Innovative and individualized community-based mental health services were developed in Ottawa-Carleton for four hard-to-serve clients who had exhausted all other possible resources. The delivery of services in these pilot programs required the collaboration of general & psychiatric hospitals, community agencies, and necessitated implementation evaluations at different times in their development. The multi-informant, multi-method evaluation design developed for these evaluations, including the development of a program logic model, qualitative analyses and a comprehensive costing analysis will be presented. In addition, the challenges and lessons learned in collaborating in a multi-agency evaluation will be reviewed. Finally, attempts to have the agencies develop their own management information system will be discussed.

42. Paper Presentations - Prenatal and Post Natal Care

A. Contracting In for Shortened Length of Postpartum Hospital Stay: Evaluation of Best Practices Surrounding Early Discharge

- *Pamela Cormillot*, Clinical Nurse Consultant, Toronto Public Health
- *Mary Lou Walker, Dianne Chopping*, PHNES Manager, Toronto Public Health

The early homecoming of new families following the birth of a child has become a recent trend in obstetrical care. The most timely reason for early homecoming in Canada is the issue of health care restructuring. The rise of involuntary participation in shortened length of postpartum hospital stay has emphasized the need to link shortened postpartum hospital stay with structured, collaborative community support programs. The Toronto Public Health "Contracting In for Shortened Length of Postpartum Hospital Stay" program was developed in response to this increasing trend. The intent of the program is to provide an exemplary model of family centered maternity care that provides quality postpartum follow up in partnership with several community partners. The development of evidence based practice guidelines and postpartum protocols was an integral component of the program design. This presentation will focus on the evaluation framework and findings to exemplify how best practice was incorporated into community postpartum support and demonstrate the relationship of standards and guidelines to program evaluation.

B. 1-2-3-4 Creating a Learning Evaluation Strategy

- *Janet Curran-Smith*, Professional Development Consultant, IWK Grace Health Centre
- *Meg McCallum*, Director, Learning and Organizational Development, IWK Grace Health Centre
- *Danuta Wojnar*, Professional Development Consultant, IWK Grace Health Centre

Like most organizations evaluating learning opportunities, the Learning & Organizational Development Team at the IWK GRACE traditionally focussed on the learners' reaction (level 1) and learning (level 2). Organization and team changes created opportune conditions to improve our evaluation efforts, placing heavier emphasis on higher order (level 3/4) evaluations. After considerable consultation, reflection and dialogue, Learning and Organizational Development established three key components of the evaluation strategy: Defining the Principles that Guide Evaluation Practices, Establishing a Guide to Determine Which Level (1,2,3,4) is appropriate for a learning opportunity and Identifying Effective/Efficient Evaluation Strategies. While many demands were drivers for this work, striking a judicious balance between effectiveness and efficiency was a consistent theme. This paper will describe the process used to create this strategy, application examples and the major outcomes. Note: The IWK Grace is a Paediatric, Maternity and Women's Health Centre in Halifax, Nova Scotia. The Learning & Organizational Development Team provides consultative support and learning related services to IWK Grace staff and partner agencies.

C. Developing a Service Index: Measuring Program Effectiveness Across Sites

- *Lindsay Guyn, Gail Barrington*, Barrington Research Group

When different sites can offer a variety of services in the same program, how do you measure effectiveness? A preliminary attempt has been made to develop a service index which looks at service mix, duration of service and intensity of service. This method will be discussed and feedback sought from colleagues interested in the possible uses of a service index in large-scale program evaluations.

43. Symposium Presentation - Constructing the Foundation for a Culture of Inquiry: Partnering to Use Information to Build Capacity in School Districts

- *Susan Manning*, Research Manager, Toronto District School Board
- *Steve Killip*, Chief of Research, Thames Valley District School Board
- *Doug Hamilton*, Research Director, York Region School Board
- Discussants: *Lorna Earl, Clay LaFleur*, OISE/University of Toronto

This symposium represents a combination of efforts of individuals engaged in establishing a variety of evaluation partnerships in school districts. These partnerships involve evaluators, students, teachers, administrators and community members in projects leading to the development of a culture of inquiry. Defining a culture of inquiry defies a singular definition. However, a number of characteristics are associated with a culture of inquiry, question clarification, information gathering, assessment/data literacy, shared ownership, results that lead to purposeful action and self-efficacy. The papers capture some of the dynamics which occur in learning organizations that are committed to using research and evaluation for the purposes of informing organizational decision-making.

44. Panel Presentation – Community Collaboration in Program Evaluation: Lessons Learned

- *Francis Hare, Grahame Meredith, Lesley Young-Lewis*, Ryerson Polytechnic University
- *Bruce Leslie*, Children's Aid Society of Toronto

The Centre for Evaluation Research in Human Services was recently established at Ryerson Polytechnic University to foster collaboration between academic researchers and community agency partners, with the goal of enhancing the delivery of social services in our communities. With several projects underway or nearing completion we feel it is appropriate to pause and reflect on what we have learned about the process and practice of collaborative evaluation. Projects to date have included homeless youth and the child welfare system, dropout prevention / student support for at-risk high school students, telephone counselling and distress centres, and caregiver support networks. Projects under development include children's rights training, mentoring of at-risk youth, and community integration of developmentally-handicapped adults.

Conference themes reflected in the presentation are evaluation in a pluralistic society and best practices in facing the various challenges of collaborative and participatory evaluation.

45. Paper Presentations - Cultural Diversity: Women as Marginalized Groups

A. Challenges in Outcome Evaluation: A Report on a Community Based Counselling and Education Initiative for Six Diverse Groups of Women Survivors of Violence

- *Smita Vir Tyagi, Barbra Schlifer Commemorative Clinic*

Outcomes of a community based violence against women counselling and educational initiative at a Toronto women's counselling centre are reported. Service initiatives were developed in conjunction with partner agencies for six groups targeted by the project including Francophone women, older women, women with mental health needs, women with developmental delays and cognitive disabilities, women of colour and older Spanish speaking women. In all four counselling groups and two education workshops were developed and implemented. Various indices were used to establish outcomes including direct client feedback (both oral and written), facilitator feedback, partnering agency's experience with the project and project responsiveness to needs of client populations. Approaches used and similarities and differences that emerged across the diverse groups in the evaluation process are presented. The importance of using a multidimensional evaluation process is highlighted and challenges in using outcome measurement for counselling and education services in community settings are discussed.

B. Program Evaluation Work with Culturally Diverse Communities: Unique Challenges and Issues

- *June Ying Yee, Dave Este, Faculty of Social Work, University of Calgary*

Program evaluation work with culturally diverse communities requires a conceptual and analytical understanding of the cultural needs of marginalized populations; otherwise the imposition of irrelevant evaluation tools can provide information that does not make sense to the evaluator. Some of the challenges in working with culturally diverse communities is the need for language that is culturally-appropriate, and relevant questions that acknowledge the cultural specificity of the targeted group in all research instruments and evaluation tools. A Youth and Family Support Program for Adolescent Women with Culturally Diverse Backgrounds in Calgary was evaluated; the evaluators were involved in the planning, development, and implementation of the project, apart from the process and outcome measures.

C. Evaluability Assessment of a Service to Abused Women: A Model that Increases Stakeholder Participation

- *Wilfreda E. Thurston, Cathie M. Scott, Department of Community Health Science, University of Calgary*

Women's emergency shelters are an important part of the service delivery system and play an important role in the prevention of wife abuse. Few shelters have undertaken a systematic program evaluation. In 1997, we were approached to work with a new second-stage shelter to develop an evaluation plan. We undertook a process with the advisory committee that included helping them to clarify and to articulate the mission and goals of the shelter, outcomes measures, and a data collection process to assess those measures. In evaluation terms, this can be referred to as an evaluability assessment. This paper will describe the model of evaluability assessment using this case study and addressing issues of particular importance to shelters for abused women. Goals of evaluability assessment which have been met include producing an evaluation that responds to the needs of key stakeholders and smoothing the evaluation process.

46. Paper Presentations - Evaluation in the Federal Government

A. Risk Taking, Innovation and Performance Measurement in the Next Millennium: "Process Assurance" versus "Results Insurance"

- *Werner J. Müller-Clemm, Martha Lywak, Office of the Auditor General of Canada*

A considerable literature, both in the private and public sectors, has developed in recent years advocating the need for increased, but sensible, risk-taking and innovation in the federal public service. The rapid changes in the public services' internal and external environments underline the need for flexibility and a strong focus on results. They provide the possibility for, and put the spotlight on, innovation, sensible risk-taking and accountability as central elements of best practice. We discuss how managers might engage in appropriate risk-taking behaviour now and in the future. We propose that performance measurement and reporting, as required by recent changes to the federal government's expenditure management system, may be a vehicle to facilitate increased risk-taking in the federal government. Performance measurement is expected to focus on results, as well as processes, thereby enhancing governmental transparency and accountability to Parliament and the Canadian public. We submit that an increased emphasis should be placed on *results insurance* versus the more traditional reliance on *process assurance*.

B. Defining Useful Cultural and Financial Indicators for the Evaluation of the Book Publishing Industry Development Program

- *Nancy Arsenault, Consultant, Gary Anderson, President, Universalis*
- *Heather Hopwood, Head of Corporate Review, Canadian Heritage*

The Department of Canadian Heritage has diverse programs to support cultural industries in Canada, including the Book Publishing Industry Development Program. An evaluation of the program was undertaken to consider the effectiveness of past support for the industry and to advise the government on the merits of increased funding. This national study combined qualitative and quantitative indicators to understand both the cultural and financial benefits to Canadians. The evaluation used qualitative data from focus groups, interviews, and media sources. Quantitative data included book publication print runs, Canadian and export sales revenues, and select financial ratios for Canadian-owned publishing houses. One of the challenges of

the evaluation was to maintain integrity among various units of analysis including the “book”, the publishing house and the whole industry as well as to balance judgements based on hard and soft data.

C. Health Canada’s Bureau of Food Safety Assessment: At the Heart of Complex Accountability and Regulatory Relationships in the Management of the Federal Food Safety System

- *Sylvie Cantin*, Operational Manager, *Yves Genest*, Team Leader, Health Canada, Bureau of Food Safety Assessment

When the Canadian Food Inspection Agency (CFIA) was created in 1997, it consolidated the inspection activities that were previously dispersed in Agriculture and Agri-Food Canada, Health Canada and the Department of Fisheries and Oceans. This change, consistent with the trend toward alternative service delivery approaches, has resulted in a massive re-organization of the management of the federal food safety system. The new Agency now has more flexibility to implement its mandate in a more creative and efficient manner. The accountability regime that was set up when the Agency was created, ensures that this flexibility is properly complemented by an appropriate and effective set of accountability relationships. For instance Health Canada has retained its responsibilities to set food safety policies and standards in the area of human health, and is now formally responsible for assessing the effectiveness of the Agency’s related activities. The Office of the Auditor General (OAG) also assesses the performance information presented by the Agency in its annual report and has recently published a study on the creation of the Agency.

Health Canada’s Bureau of Food Safety Assessment (BFSA) is responsible for assessing the effectiveness of the Agency’s activities related to food safety, and in that respect, is a provider of objective and independent information on food safety. This information will contribute to maintain the checks and balances required by the existing accountability regime put in place for the CFIA. Furthermore this information could be used by the Agency in its own performance reports and will be reviewed by the OAG. As a result, BFSA is at the centre of one of the most complex and elaborate accountability regime set up recently in the Canadian federal government. The paper will examine the challenges involved in the establishment and consolidation of a completely new evaluation function in a complex regulatory environment typical of the new alternative arrangements that are likely to become more prevalent in the 21st century. It will highlight the need to build bridges among several partners, to innovate through a mix of auditing and evaluation techniques and the difficulties of protecting public safety while retaining a capacity to influence the various players.

47. Paper Presentations - Using the Internet

A. Using the Internet to Support Evaluation in Alberta

- *Harold Wynne*, Wynne Resources
- *Dale Howard*, Howard Research

The Health Canada *Health Transition Fund* was utilized by Alberta Health to facilitate the implementation and evaluation of a large number of primary health care projects throughout Alberta. These projects are intended to advance the goals of the HTF (quality, access, integration, health status, cost-effectiveness, and transferability) and, concurrently, to address a variety of provincial and local primary health care needs. A majority component of the primary health care initiative in Alberta involves project performance evaluation and, to this end, a unique evaluation strategy has been developed and this includes utilizing the Internet. This paper will focus on the use of the Internet in supporting the evaluation of primary health care projects in Alberta. It will discuss the development of the PHC web site and the way it is structured and used to support the evaluation process, including elements such as information sharing, resource room, open discussion chat room, FTP/email protocols, and data sharing.

B. Using the Internet in Addressing Health Data and Information Needs of Central East Ontario Health Units, District Health Councils and Universities

- *G. Shortt, G.L. Woodward*, Central East Health Information Partnership, Newmarket
- *J. McGurran*, Central East Health Information Partnership, University of Toronto

This presentation will describe how the health intelligence unit for central east Ontario has made use of the Internet to address the health information needs of its partners the District Health Councils, Public Health Units and four universities in Central East Ontario. **The process of development included close communication with the intended users: the analysts, epidemiologists and planners in the partner agencies. The key components of the system include a health information website, electronic access to data files, a health data email discussion group and administrative information for members of the partnership.** Issues of accessibility, confidentiality, and partner participation in the development of our electronic communication strategy will be included.

C. The Evaluation Knowledge System and its Internet Application

- *Ashwani K. Muthoo*, Evaluation Officer, International Fund for Agricultural Development, Rome, Italy

To capture and share the International Fund for Agricultural Development’s (IFAD) experiences and lessons more efficiently and systematically, as well as feed them into the project/programme design process, a tailored database system has been developed in the last two years or so by the Office of Evaluation and Studies of IFAD. This system is called the Evaluation Knowledge System (EKSYST). It was originally PC-based, but now an Internet version has also been developed. It is a powerful tool as it provides a repository containing in a single location IFAD’s evaluation summaries and lessons which are easily accessible to people within the institution and outside.

48. Paper Presentations - Community Development

A. Getting to Outcomes in Community Development

- *Brenda Simpson*, Brenda J. Simpson and Associates
- *Allison MacDonald*, Community and Social Development Department, City of Calgary

Getting at the outcomes in community development work is difficult for a number of reasons. Community development is a nonlinear process involving a broad range of activities, in which how work is carried out is as important as what work gets done. Impacts of community development work are often synergistic, with the overall result being greater than the sum of its individual parts. Community development workers in Calgary were experienced in reporting processes (how they did their work) and outputs (e.g., number of participants, committee meetings, etc.), but were challenged with how to report what their community development efforts had achieved. This paper will present an evaluation model developed by and for community development workers to identify, report and explain the results of their work. The model is being piloted by community development workers from the Community and Social Development Department of the City of Calgary. Application of the evaluation model not only has helped to capture individual project results, but also has provided insight into the community development process itself.

B. Blades of Grass: Community Development, Citizen Participation and Program Evaluation

- *Jeff Jorgensen*, MPA Program, Dalhousie University, Halifax

Notions of pluralism are debated by academics and advocates in an era of increasing corporate influence in the economic affairs of autonomous nations. CED, as a viable development approach, intends to better community through functional and moral actions. Program evaluation, applied in this context, can be viewed as a scientific methodology where citizens can participate in the course of public policy and program delivery. But how can notions of leadership and vision, vital to CED success, be measured and evaluated? Both prescriptive and descriptive theory can be employed within a flexible approach of continuous evaluation. The efficacy of participatory evaluation is rebuffed by traditional policy makers and yet embraced by advocates. In theory, greater representation of perspectives in the planning and allocation of a community's resources should satisfy growing holistic demands of local economic autonomy, sustainable development, and increased well-being.

C. Community Involvement in the Evaluation of Community Based Health Services: Initial Lessons about a Responsive Approach

- *Bob Prosser*, Health Systems Analyst, Vancouver/Richmond Health Board

The Vancouver / Richmond Health Board has a strong commitment to public involvement in the planning of the health system and has established two types of public advisory committees to assist in the development of policies and programs through the identification of key health issues. Community health committees focus on health concerns of residents in seven geographic sub-regions, and eight population health advisory committees represent groups who have not been traditionally well-served by the health system, e.g., aboriginal people and people with disabilities. In 1997, the Board established the Community Health Initiative Fund and allocated \$3 million to fund 50 community-based projects in three categories: mental health, health promotion and determinants of health. The 15 public committees played a key role in the selection of these projects and are now involved in the ongoing evaluation of the programs that have been established. This paper describes the evaluation system that is being developed and the initial learning resulting from this approach to public participation in health program evaluation. The emphasis will be on issues related to processes, roles and accountability.

49. Panel Presentation – Tribute to Dave Zalinger

- *Tom Bryant*, Visiting Professor and State of New Jersey Chair in Small Business and Entrepreneurship, Faculty of Management, Rutgers University
- *Joe Kopachevsky*, Department of Sociology and Anthropology, University of Prince Edward Island
- *Garry Sears*, Partner, KPMG Management Consulting

50. Paper Presentations – Use of Evaluation Data in Human Resources Development Canada

A. Evaluation of HRDC Employment Resource Centres

- *Linda Warren*, Employment Information Services Consultant, Human Resources Development Canada, North York
- *Andy Gaul*, Chief Evaluation Support, Human Resources Development Canada, North York

In Ontario, HRDC has developed a network of Employment Resource Centres (ERCs) to provide access to information on the labour market. The ERCs are primarily self-service centres, consisting of resource materials and tools to explore labour market information, aid clients in preparing needed materials and assist in active job search. Due to the self-service nature of these ERCs, client tracking is sporadic and little is known about ERC users or impacts. In Spring/Summer 1998, HRDC undertook an evaluation of ERCs in Ontario. The purpose of the evaluation was to obtain a point-in time assessment of client service and develop tools for subsequent ERC evaluation and monitoring. The evaluation examined client profile, service expectations, satisfaction, and ERCs contribution to client knowledge/abilities and employment. Five ERCs were selected for a point-in time assessment, spanning 6 weeks. Research methods used included: exit surveys, client focus groups, key informant interviews, telephone follow-up client survey, analysis of HRDC administrative data.

B. Evaluation and Data Development Dynamic Web Site and Search Engine

- *Linda Herron*, Web Site Manager, Evaluation and Data Development Branch, Human Resources Development Canada

51. Paper Presentations - Building Capacity and Partnerships

A. Using Evaluation to Build Regional Capacity

- *Dale Howard, Peggy Ann Howard, Howard Research*

The Alberta government has asked Albertans how health and family services to individuals, youth, and children could be improved. As a result of public input, government has adopted the position that by sharing responsibility for planning, monitoring and evaluating services, individuals and families will be better able to gain greater capacity to make their own decisions. And, by becoming more independent, individuals and families will gain increased self-esteem, and a stronger sense of themselves as contributing members of society. From the Alberta Children's Initiative and the Alberta Heart Health Project and projects with similar characteristics and demands, Howard Research has developed an approach to understanding community capacity building. The approach assumes that capacity is a priori, that is, it already exists within. Understanding and evaluating community capacity from this perspective requires that questions address levels of self-reliance or independence, such as: dimensions of decision making, resource mobilization, information gathering and sharing information, and community responsibility/accountability.

B. Interim Evaluation of Central East Health Information Partnership

- *J.J. McGurran, Central East Health Information Partnership, University of Toronto*
- *G. L. Woodward, Central East Health Information Partnership*
- *A. J. Love, Evaluation Consultant*

Central East Health Information Partnership (CEHIP) is a consortium of District Health Councils, Boards of Health and Universities in Central East Ontario. The 16 CEHIP partner agencies share a common goal: to strengthen their capabilities and enhance their effectiveness in health planning, research and education. At the half-way point in its mandate the decision was made to assess the degree to which the partnership had fulfilled its original mandate and to affirm the direction the partners wished to pursue for the remainder of the term. This paper will describe the rationale, the process and the application of the results of the evaluation. Specific attention will be paid to the choice of methodology, and how the evaluation helped to focus the activities of the staff and partners.

C. Evaluating Community Capacity Building as a Health Outcome

- *Ross Conner, School of Social Ecology, University of California, Irvine*
- *Neale Smith, Research and Evaluation Department, David Thompson Health Region, Alberta*

The Colorado Healthy Communities Initiative, which commenced in 1992, has supported collaborative, multisectoral, community-based strategic planning for health action in 28 sites across the state. The essential elements of the Colorado model were adopted by the David Thompson Health Region, centered in Red Deer, Alberta, for its Healthy Communities Initiative launched in 1997. Five central Alberta communities have begun to plan and implement action strategies for improving community health. Both the Canadian and American experience provide some important lessons for how to best measure the outcomes of health promotion and community development programming. Common problems for evaluating such projects include short-time frames and small target populations. These make it difficult to observe changes in traditional health status measures (e.g. mortality, morbidity). The Colorado and Alberta HCIs have therefore adopted community capacity indicators (evidence of changes in the ability of communities to organize and act effectively upon their priority health issues) as some of their key outcome measures. Increased capacity is a valuable goal in itself, and it is also a pre-condition for more effective and sustainable interventions at the community level. This paper presentation will describe how capacity has been operationalized for evaluation purposes in these two Initiatives, and identify challenges and opportunities in assessing and reporting these measures. In particular, we will consider how capacity evaluation can serve as a strategy in itself for strengthening and empowering community action.

52. Paper Presentations - Evaluation in Long Term Care

A. The Essential Contribution of a Research and Evaluation Unit to a Regional Health Authority: Challenges in Collaboration and Communication at the Winnipeg Community and Long Term Care Authority

- *Tom Hack, Maureen Heaman, Research and Evaluation Unit, Winnipeg Community and Long Term Care Authority*

The Canadian health care establishment has changed rapidly during the 1990's as several provinces have adopted regionalization as a means to improve health service delivery. In Manitoba, the Winnipeg Community & Long Term Care Authority (WCA) established a Research and Evaluation Unit to assist in building a quality health future for Winnipeg. Less than one year of age, the Research and Evaluation Unit is a vital component of the organization. Evaluation activities are performed at all service levels of the WCA, and these activities are critical to the effective monitoring and planning of over one hundred programs and services. The WCA faces several challenges with respect to how to best maintain the voluminous health and program information that exists, and to communicate this information to staff and stakeholders so that evaluation functions can be fully utilized. During this presentation, the efforts of the WCA's Research and Evaluation Unit to meet these evaluation challenges will be shared.

B. The Development and Usefulness of the Guidebook for the Evaluation of the Quality of Services Provided by Community-Based Long-Term Care Agencies

- *Mary Davies*, Consultant
- *Michele Jordan*, Senior Health Planner, Halton-Peel District Health Council
- *Liz Martin*, Health Planner, Halton-Peel District Health Council

The Halton-Peel District Health Council (H-P DHC) directed the development of the *Guidebook for the Evaluation of the Quality of Services Provided by Community-Based Long-Term Care Agencies* in response to an identified need. The Ontario Ministry of Health requires agencies funded to provide community-based long-term care services to report on the quality measures they have used to monitor and evaluate eight specific aspects of their service (e.g. safety, timeliness of service). When the H-P DHC reviewed these reports it identified some reporting difficulties. As a result, it facilitated a community process to develop the guidebook, which contains an evaluation framework that provides a step-by-step approach for agencies. The paper will discuss the process taken by the H-P DHC to develop the guidebook, the key elements of the guidebook, and the results of the pilot project, which tested the usefulness of the guidebook.

C. Combined Sources for Evaluation of Geriatric Day Hospitals

- *David Lewis*, Department of Sociology, McMaster University, Father Sean O'Sullivan Research Centre
- *Janet MacLeod, Irene Turpie*, Faculty of Health Sciences, McMaster University, St. Joseph's Community Health Centre

Objective: To link charted data (CD), health-related quality of life and satisfaction survey data, (SD), and electronically recorded data (ED) for a comprehensive, continuing outcomes evaluation of geriatric day hospitals. Manoeuvre: SD collected on arrival and by mailed follow-up; age, sex and length of stay obtained from ED; utilization collected by SD and ED; interventions and clinical measures from CD. Outcome Measures: Changes in quality of life, clinical, and utilization scores as indicated by repeated-measure ANOVA; summed satisfaction at follow-up. Results: SD were received for 74% of patients. ED were complete; CD were complete for enrolment but rarely for rechecks or discharge. Procedures to improve CD have been implemented effectively. Conclusion: Collecting evidence about the effectiveness of health care for the elderly has become urgent because of demographic change and ongoing restructuring. Our study shows that it is feasible to do so -- prospectively -- with slight patient and staff burden.

53. Panel Presentation – Women and Evaluation

- *Jennifer Birch-Jones*, Transport Canada

54. Panel Presentation - Evaluations of Literacy Initiatives in the Toronto District School Board

- *Peter Shermer, Keith Jacka, Denyse Gregory*, Research Associates, Toronto District School Board
- *Susan Manning*, Manager of Research, Toronto District School Board

Literacy is an area which has received and continues to receive a great deal of attention in education today. The emphasis placed on school improvement and accountability has led to increased demands for large scale assessments, program evaluation, and the need to determine indicators of school effectiveness. In Toronto, the amalgamation of the six former school boards brought with it a renewed commitment to accountability with an emphasis on cost effectiveness. This symposium is a result of the various practical, political and cultural realities facing the newly amalgamated school board. These realities create a need to systematically re-examine all the Board programs, including literacy programs. This symposium provides a podium for the review of evaluations of literacy initiatives in the six former school boards. The core papers in this symposium will review the evaluations of literacy initiatives from the perspectives of implementation and utilization.

55. Paper Presentations - Cultural Diversity: Ethno-Racial Groups

A. Creating Evaluation Processes that are Responsive to Canada's Ethno-Racially Diverse Communities

- *Betsy Kappel, Zubeida Ramji*, Kappel Ramji Consulting Group

This workshop will explore the issue of access and equity in evaluation processes. It will address some of the reasons evaluation processes are not keeping pace with the growing diversity of Canadian society including: (a) lack of recognition of the range of stakeholders that need to be included; (b) lack of knowledge of how to involve people who may not speak the dominant language or be experienced with evaluation methodologies; (c) insufficient resources or lack of commitment to trying to enhance or broaden the reach of evaluation processes; (d) preoccupation with issues of "scientific rigour.". Exploration of the costs of this trend will be discussed including further marginalization of those members of the community with the greatest needs or facing the most barriers to access. The "Local Consultant" model that has been developed in Ontario to increase the numbers of people from diverse communities who can give input into evaluation processes will be described using several case examples. The benefits and challenges of the model will be discussed from the perspective of the organization sponsoring the evaluation and consumers. As well the implications from the policy and evaluation perspective will be considered.

B. Process Evaluation of a Health Promotion Partnership between the Calgary Chinese Community Services Association and the University of Calgary

- *Wilfreda E. Thurston*, Department of Community Health Science, University of Calgary
- *June Ying Yee*, Faculty of Social Work, University of Calgary

A process evaluation was conducted on a small business health project which was a partnership program between the Calgary Chinese Community Services Association and a University of Calgary occupational health project. Over six years the project initiated many activities and CCCSA struggled with delivering a culturally appropriate program that also achieved the stated objectives. Fourteen face-to-face interviews with key informants and document review were used to collect data. The evaluation showed that the project met many of the goals and that cultural sensitivity was a strength. It also identified that ethno-specific organizations are at a disadvantage in programming and evaluation because of the additional demands of translation and interpretation in particular. The need for culturally-appropriate research tools and methods was another finding. If equity is to be achieved, evaluations may need greater resources than in predominately English speaking communities.

C. Conceptual Framework for Ethno-Racial Research and Evaluation

- *Amoy Ong*, University of Toronto
- *Dianne Patychuk, Maria Herrera, Wendy Kwong*, Toronto Public Health
- *Lois Jackson*, Dalhousie University

Ethnoracially appropriate information is needed to plan, deliver and evaluate effective programs in our ethnographically diverse society. The purpose of this conceptual framework is to promote the development of ethnographically appropriate research methods and data collection. The framework was developed through: key informant interviews; and, reviews of: recent literature, data collection methods and collaborative research in public health. The presentation describes: (a) the components of the framework in four categories: outcomes, challenges, methodologies and community partnerships; and (b) examples from public health to demonstrate the use of the framework to guide decision making about: naming issues; collecting data; reporting ethnoracial health differences; and, designing, advocating for and implementing participatory research strategies. The public health examples include: tuberculosis; impacts of service and funding cuts; and, lay home visiting for the Healthy Babies, Healthy Children Program.

56. Paper Presentations - Evaluation of Provincial Government Programs

A. The Re-Design of Advanced Patrol Training for Police Constables in Ontario: Making Use of Evaluation to Maximize Organizational Impact and Efficiency

- *Gregory Brown*, Team Leader, Research and Evaluation Unit, Ontario Police College, Ministry of the Solicitor General and Correctional Services
- *Ron Hoffman*, Coordinator, Advanced Patrol Training Course, Ontario Police College, Ministry of the Solicitor General and Correctional Services

In February, 1997 the Research and Evaluation Unit was asked to conduct an analysis of advanced patrol (refresher) training provided to police constables in the Province of Ontario. A potential training gap of almost 10,000 constables by the year 2002 was projected; if the advanced patrol training format remained unchanged, possibly as many as 10,000 constables would not have received refresher training within the previous five years. A province-wide training needs analysis was conducted jointly by the Research and Evaluation Unit and the Advanced Patrol Training Unit, in cooperation with Ontario police services. Based on the training needs analysis, the advanced patrol training course redesign has resulted in a more than 600% increase in training capacity, with no increase in resource requirements. It is projected that all police officers in Ontario will have received advanced refresher training within the past 5 years by the year 2002. This paper will describe how the training needs evaluation was accomplished in a traditionally 'evaluation shy' policing environment, and how evaluation can make an essential contribution to identifying solutions to organizational challenges in today's rapidly changing, financially constrained environment.

B. Improving Program Effectiveness Through Cluster Evaluation: The Ontario Trillium Foundation's Experience Evaluating Food Security Programs

- *Ursula Lipski, Clare Wasteneys*, Harry Cummings and Associates
- *Sharon Wood*, The Trillium Foundation

Cluster evaluation enables organizations to assess the collective, systemic impact of a group of projects which fall under the same programming area. The focus is on identifying common themes across different projects, to provide guidance for strengthening future programming. In 1998, the Trillium Foundation undertook a cluster evaluation of ten food security projects it had funded, to learn more about effective food security strategies as well as cross-cutting issues such as project sustainability, collaboration and community participation. Through document review, key informant interviews and site visits, the evaluators identified common themes related to food security programming and lessons learned about Trillium's grant-making in general. An analytical framework for categorizing food security strategies was developed and, based on the evaluation findings, a check-list for reviewing grant applications was prepared. This paper provides an overview of the evaluation process and findings, and discusses the utilization of evaluation results by the Trillium Foundation.

C. Agri-Food Innovation Fund Evaluation Framework

- *Abdul Jalil, Gina Sebastian*, Saskatchewan Agriculture and Food
- *Erwin Allerdings*, Prairie Farm Rehabilitation Administration

The Agri-Food Innovation Fund (AFIF), a \$91 million Canada-Saskatchewan program, has completed planning phase and has moved into an implementation phase. To measure the program's success in achieving its objectives, an evaluation framework is being developed as a base for interim and final evaluation. The evaluation framework is divided into two components: (a) Performance Management Framework (PMAF), (b) Performance Measurements Framework (PMEF). PMAF outlines the resource allocation and development of strategies for various emerging agriculture sectors/areas such as Horticulture, Specialized Crops

and Livestock, Food and Non-food processing, and Biotechnology, as well as objectives of each sector initiative, reach or clients (who the sector program is designed to target), and expected outcomes and impacts. Under PMeF, the activities to be accomplished are linked to the intended impacts of the sector program and indicators of success are identified. PMeF also defines evaluation issues, methodologies and data sources to be used for future evaluations.

57. Paper Presentations - International Perspectives

A. Social Policies in Argentina: Contents and Directions

- *Irene Novacovsky*, Coordinator, System of Social Programs Information, Monitoring and Assessment, Secretariat for Social Development, Argentina

B. The Focus on Output Information and its Impact on Evaluations: A Discussion about Trends in the Public Management Sector

- *Karin Haåg, Fredrik Rosengren*, The Swedish National Financial Management Authority

The paper has an indirect implication to the block "Best Practice in Evaluation", as it regards questions about the combination of different kinds of results information for decision making in the public sector. Purpose: The paper would like to take part in the debate on Public Management and management by results, by raising the question and the possibility; is the trend in public management a focus on information about outputs and a decreasing (formal) interest in information about outcomes? And if that is the case – what role will evaluations play in the near future? Since somewhere around 1985 there has been an obvious change in the interest of results information in the public sector in Sweden and in many other countries (within the OECD for instance) as well. The concept for the state sector in Sweden is management by results. The ministries and the agencies have developed skills to measure not only costs, but also quality and performance as in outputs. It is easy to believe that this development also should benefit the development of evaluations of outcomes and in-depth analyses, as this kind of evaluations of course are important to the concept of the management of results. However, we argue that simpler and more follow-up focused information has increased and so has also the interest in such information. What we want to state in the paper, is the fact that the interest in information about outputs has increased at the expense of the interest in information about outcomes.

58. Paper Presentations - Health

A. Skills and Confidence in Outcome Measurement: Lessons from Physiotherapy

- *Theresa Kay*, Sunnybrook Health Science Centre, Department of Physical Therapy, University of Toronto
- *Maria Huijbregts*, Department of Physical Therapy, University of Toronto Baycrest Centre for Geriatric Care, Department of Health Studies and Gerontology, University of Waterloo
- *Anita Myers*, Department of Health Studies and Gerontology, University of Waterloo
- *Trisha Gavin*, Department of Health Studies and Gerontology, University of Waterloo

A national member survey in 1992 by the Canadian Physiotherapy Association (CPA) revealed limited use and understanding of outcome measures. In response, the CPA published a book of 60 standardized rehabilitation tools and held workshops across the country to foster their use. The present survey was conducted to examine current practice among physiotherapists (PT's). A total of 69 front-line PT's and 20 practice leaders (PPL's) from five large institutions responded. The findings indicate clinicians have increased their use of outcome tools, and are fairly confident in selecting, administering, and scoring such measures. They are less confident, however, in knowing how to link various sources of client information, and how to compare scores across clients. We found that PPL's similarly lacked confidence in these areas. Schools of physiotherapy need to offer courses in program evaluation and the profession must provide more support to assist clinicians in outcome measurement for program-related decision making.

B. Evaluation of a Preceptor Assessment Process: Improving the Individual to Enhance the Organization

- *Sandra Woodhead Lyons*, Woodhead Lyons Consulting Inc.
- *D. G. Moores, M. G. Donoff*, Department of Family Medicine, University of Alberta

Effective clinical teaching of future family physicians is one academic objective of the Department of Family Medicine, University of Alberta. Faculty members must have appropriate clinical and supervisory skills in order to be effective preceptors to postgraduate physicians in family medicine. In 1989/90, the Department of Family Medicine initiated a tool to assess teaching and supervisory skills of family medicine faculty. In 1992/93, this assessment tool was incorporated into a quarterly review process of faculty members by the Chair of the department. An evaluation has been conducted to determine what impact this performance assessment of individual preceptors has had at both an individual and organizational level. In order to evaluate the process, eight years of performance assessment data have been reviewed, and a survey of faculty members conducted, to determine the effectiveness of the process in terms of enhancing their supervisory and teaching skill sets. The impact of the preceptor assessment process on faculty members, and on the Department of Family Medicine, is described in this paper.

C. Influencing Decision-Making with Program Evaluation

- *Kaireen Chaytor*, Chaytor Educational Services
- *Donna Denney*, Queen Elizabeth II HSC
- *Geraldine Hart*, Dalhousie University

Evaluation may be viewed as information gathering for the purposes of informing decision making. The challenge is to determine what decisions need to be informed. Program evaluation can be under pressure to address the decision making needs of both internal and external audiences. The question becomes - can one evaluation satisfy both requirements. The School of Nursing at

Dalhousie University has addressed this issue in its evaluation of the revised BScN curriculum introduced in the fall 1995. The evaluation is examining the process (how the Program is run) and the outcomes (student learning) for purposes of program improvement and it is also using the findings for external information needs. This presentation will discuss characteristics of internal program and external information needs of stakeholders and how this influences evaluation. It will look at evaluation design, data gathering, analysis and communication of findings.

59. Paper Presentations - Education

A. Evaluating and Understanding Instructional Technology at the Post-Secondary Level

- *Stanley Varnhagen, David Grace, Andrea Gotzmann, University of Alberta*

The University of Alberta, like other post-secondary institutions, is supporting the effective use of innovative instructional technology in its course offerings. Formative evaluations play an integral role in the development and implementation of these new methods with some of these courses. This presentation outlines the evaluation model used by Academic Technologies for Learning (ATL) to evaluate courses implementing new instructional technologies. Our group has collaborated with faculty on a number of instructional technology evaluations over the past two years. The evaluation methodology, primarily a combination of focused student discussions, surveys and instructor feedback provide information useful not only to the specific courses utilizing the technologies, but also to understanding the commonalities across course offerings. It is an objective of these evaluative approaches to improve the technology and its application, to explicate common and unique outcomes, learning and instructional, within the post-secondary setting, and to refine evaluative methodologies.

B. Using the New Sciences as a Tool for Improving Administrative and Leadership Programs

- *Cathy Kaufman, Director, Principal's Program, Indiana University*

Few citizens are satisfied with schools as they are. A globally shared perception is that if we can reform our schools we can improve our societies. The role of the school administrator is increasingly cited as the key factor in such improvements. This role itself, however, is shifting from one that was more solitary and authoritative to one that is more connective and collaborative. In recognition of these transitions, many colleges and universities are redesigning their existing programs in administration and leadership or creating new ones. This results in a need to evaluate of the effectiveness and overall performance of these redesigned programs in higher education, and to provide a framework in which evaluative information can foster continued program improvement. This session uses chaos theory as a lens through which to assess the changing culture of leadership preparation programs in higher education. The paper is grounded theoretically in Margaret Wheatley's arguments for using the 'new sciences' of the twentieth century in examining organizational change. Participants in this case study include doctoral candidates who aspire to administrative positions in higher education, social services, or as superintendents of school districts. The elements of identity, meaning, time, planning, ambiguity and information are used to frame this assessment of a program that aims to prepare leaders for more connective roles in today's changing organizations.

C. Partnerships in Education: Evaluation of a Mentorship Program in Elementary Schools

- *Elana Gray, Independent Research and Evaluation Consultant*

During the 1997/98 school year, two Peel elementary schools, in partnership with a major technological corporation in Peel, implemented a Mentorship Program targeting mathematics, science and computer programming and instruction with specific emphasis on the female student population. The Mentorship Program involved female students in Grades 6 – 8 from a senior elementary school who mentored female students in Grades K – 5 of another elementary school in Peel. The purpose of this study was to assess short-term effects of the Mentorship Program. Specifically, this study examined the changes in (1) female mentors, (2) female non-mentors, and (3) males over a six month period, regarding confidence levels; interest levels; perceptions; and attitudes towards math, science and computers. Baseline information was obtained from male and female students of the senior elementary school. A student questionnaire was distributed to a random sample of students (half of the student population) regarding attitudes and perceptions towards math, science and computer subject areas. Six months following the collection of baseline information, follow-up information was obtained from the same sample of students who completed the questionnaire at baseline. In addition, student and teacher reflections were collected from both schools involved in the program.