Understanding Evaluation: A Primer

Table of Contents

Foreword to Readers

For two decades now I have worked with many community based organizations and multi-sectoral collaborations on a wide variety of issues. Recently I have found those organizations focusing more and more on evaluation. The internal and external pressures to perform evaluations are strong. Executive Directors and Program Managers often find the demands daunting. In large part they feel they lack the resources to adequately fulfill the evaluation demands. Often they also feel they lack the expertise.

As I have found myself being drawn into the evaluation conversations I have discovered there are a wealth of resources available, but they take time and inclination to track down. So I have collected a variety of resources that try to answer some of the questions that groups seem to struggle with most.

This resource is far from comprehensive. It isn't even really a proper primer. Evaluation is a huge subject, with enormous variety in terms of purposes, theories and methodologies. While there is some commonality to the various resources I have looked at over the past few months, the subject is so vast that there is great variability in the tables of contents of even introductory level resources. This resource contains an assortment of material I have collected from a variety of sources to respond to the questions I most often hear being asked.

I hope this resource helps you to develop an understanding of some basic concepts in evaluation, and points you to where you need to go to find out more.

Garry Loewen

Evaluation Practices

In 2003 the Voluntary Sector Evaluation Research Project[1] published a report on evaluation practices within the voluntary sector. The following tables and charts have been excerpted from that report to assist readers to compare their evaluation practices with those of the non-profit sector in Canada generally.

Some interesting observations that can be drawn from the following data are the following:

- Evaluation is highly valued by the non-profit sector, with ¾ of the organizations reporting that they evaluate regularly
- The subjects of evaluation include a wide range of issues related to organizational strength and programmatic effectiveness.
- Most evaluation is conducted through motives related to program and organizational strengthening. The need to satisfy funders evaluation expectations accounts for only a small proportion of non-profit evaluation activity.
- A wide variety of evaluation methodologies are utilized, including informal methods such as volunteer and staff meetings.
- The most important barriers to more robust evaluation plans include lack of internal capacity, lack of money, and lack of expertise – in that order.

The balance of the charts are provided below without further commentary or interpretation.

Figure 3.1. What was Evaluated in the Past Year

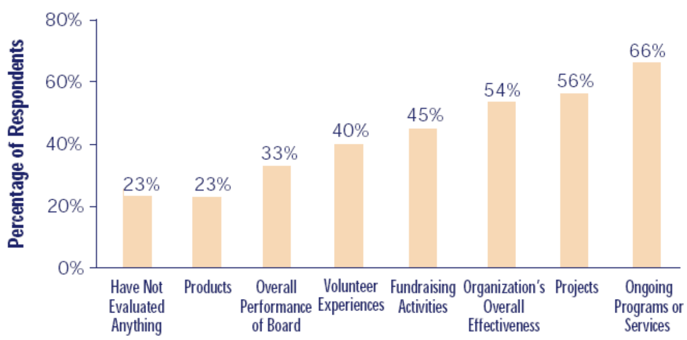
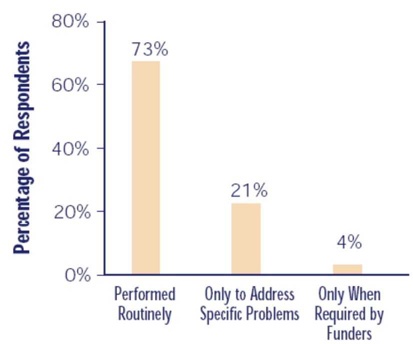


Figure 3.2. When Evaluations are Conducted



[1] Nora McClintock Ed., "Assessing Performance: Evaluation Practices and Perspectives in Canada's Voluntary Sector", Canadian Centre for Philanthropy & Centre for Voluntary Sector Research and Development, 2003

Figure 3.5. Number of Evaluations in Past Year

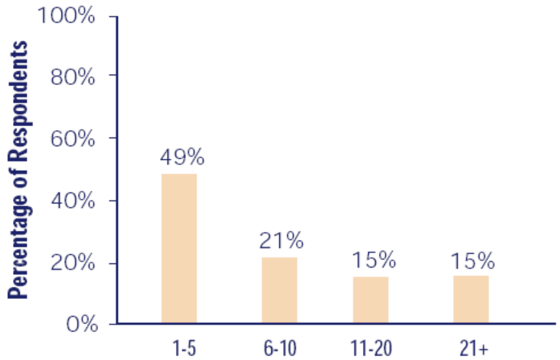


Figure 3.6. Key Motivation for Last Evaluation

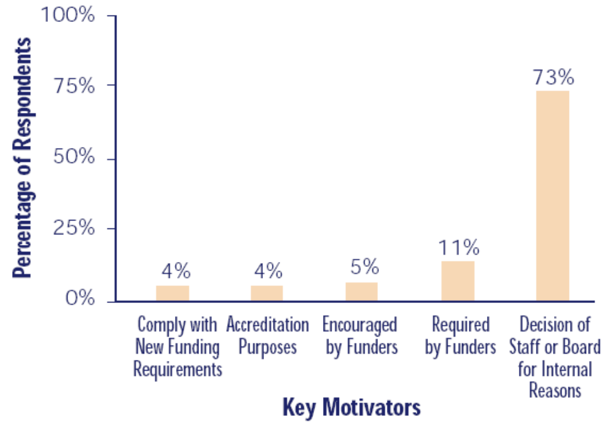


Figure 3.10. Methods of Evaluation Used in the Past Year

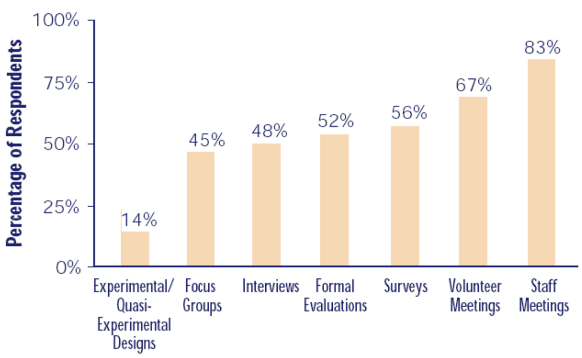


Figure 3.13. Degree of Board Involvement in Evaluation

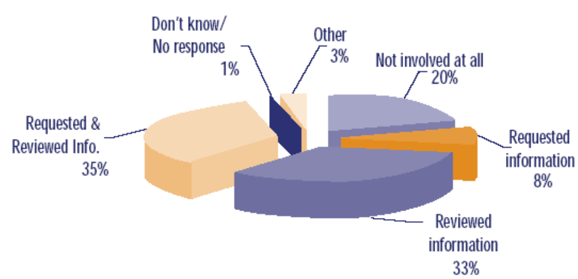


Figure 3.17. What was Assessed in Last Evaluation

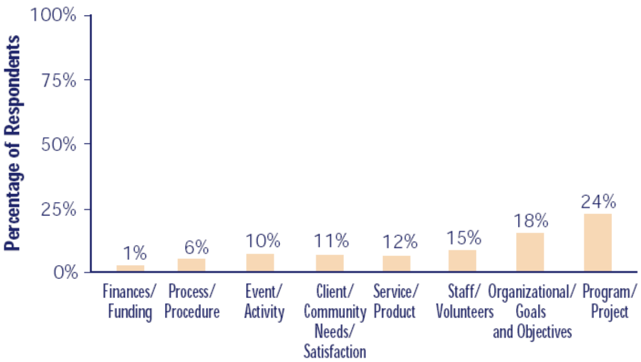


Figure 3.16. Responsibility for Conducting Evaluation

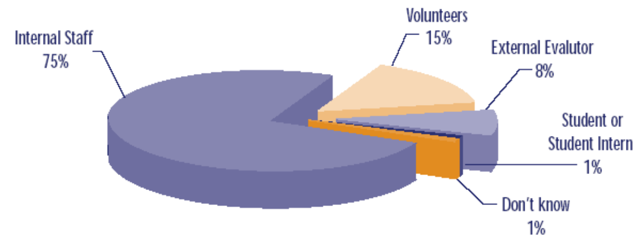
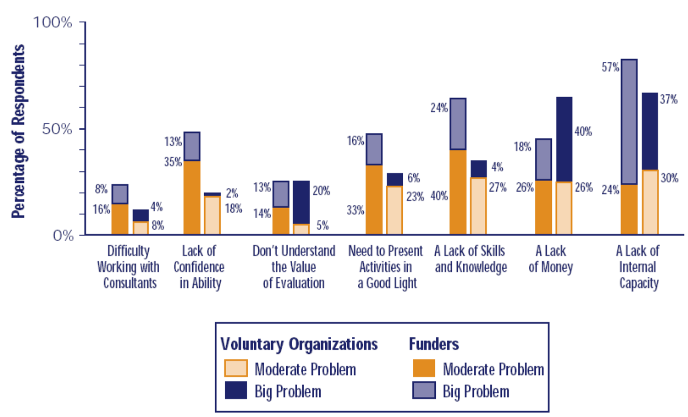


Table 5.1. Extent that Evaluation Information was Used for the Following Purposes	To a moderate extent	To a great extent
Improve programs and services	23%	68%
Strategic planning	32%	55%
Increase awareness	35%	39%
Report to the funder	23%	33%
Fundraising purposes	29%	23%
Share information	32%	15%

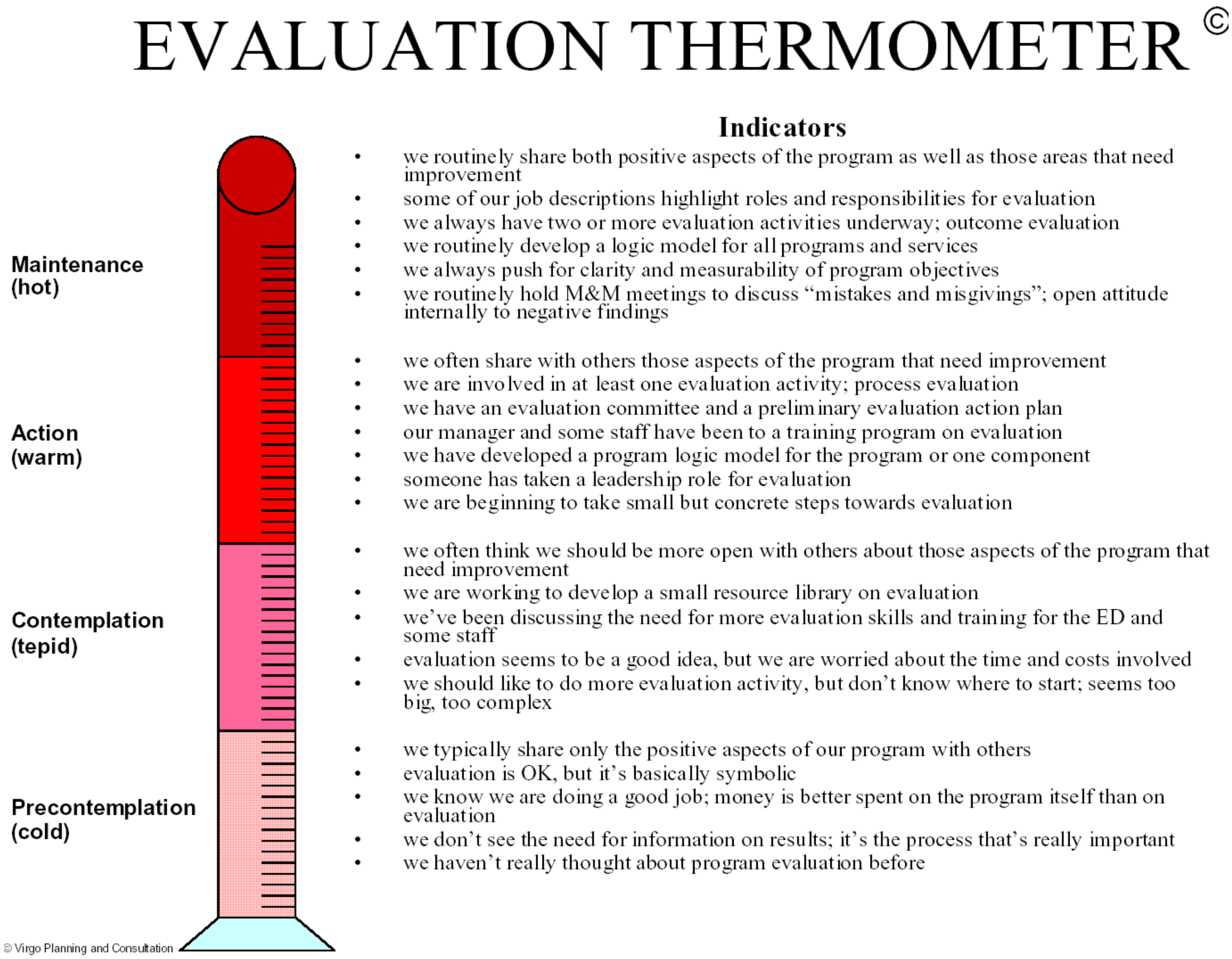
Note. Based on organizations that conducted evaluation in the past year, unweighted n = 1607.

Figure 6.5. Barriers in Evaluation



Assessing Organizational Evaluation Practices

One way of gauging where organizations are in terms of evaluation practices is to look at the *Evaluation Thermometer* developed by Dr. Brian Rush. It can be used to assess organizational practices and attitudes around evaluation[2]. The author suggests that if your team falls below the red category (hot), then work needs to be done to develop confidence in and an appreciation for evaluation.



© 2006 Dr. Brian Rush – VIRGO Planning and Evaluation Consultants, Toronto, Canada

---

[2] Towards Evidence-Informed Practice, Ontario Public Health Association, Toronto, Canada 2009

Why Evaluate

Figure 3.1 above indicates that non-profits evaluate many aspects of their work, including their products, the performance of their boards, volunteer experiences, fund raising activities, organizational effectiveness, projects, and ongoing programs and services.

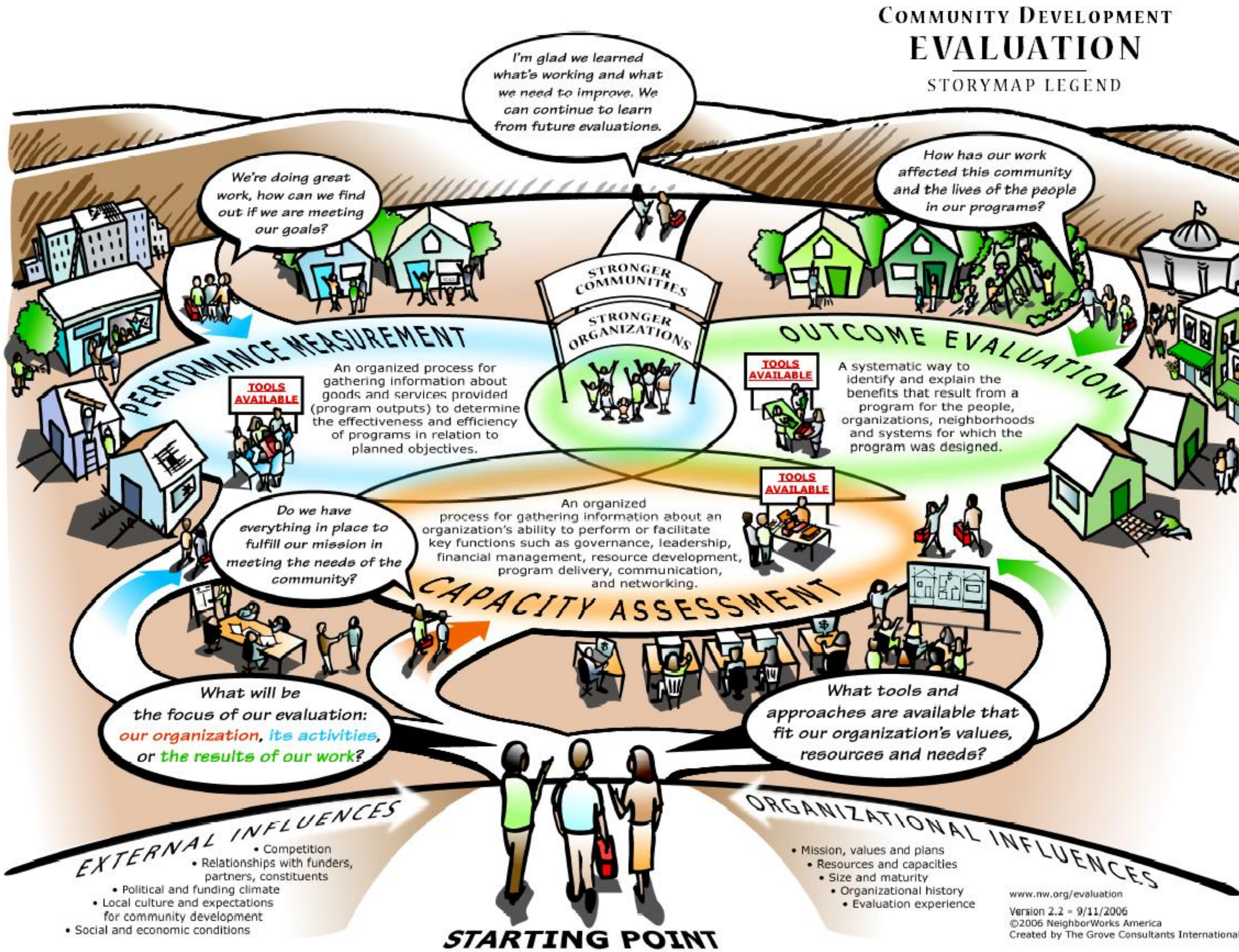
Evaluations help us in many ways. They help us to[3]:

- **Understand and improve your program.** Even the best-run programs are not always complete successes. Every program can improve; the information collected in an evaluation can provide guidance for program improvement. As you incorporate evaluation into your ongoing work, you will gain useful information and become a "learning organization" — one that is constantly gathering information, changing, and improving.
- **Test the theory underlying your program.** The systematic data you collect about your program's short, intermediate and long-term achievements as well as its implementation helps you to understand whether (and under what conditions) the hypotheses underlying your program are accurate, or whether they need to be modified.
- **Tell your program's story.** The data collected through evaluation can provide compelling information to help you describe what your program is doing and achieving. Evaluation results provide a strong framework for making your program's case before stakeholders, funders, and policy-makers.
- **Be accountable**. Evaluation helps you demonstrate responsible stewardship of funding dollars.
- **Inform the field.** Nonprofits that have evaluated and refined their programs can share credible results with the broader nonprofit community. A community that can share results can be more effective.
- **Support fundraising efforts.** A clear understanding of your program—what you did well, and precisely how you accomplished your outcomes—helps you raise additional funds to continue your work and expand or replicate your efforts.

Neighborworks America has summarized the purposes of evaluation into a number of categories and illustrated their relationship to one another in story map legend shown below[4]. Their online resource provides definitions, tools etc. for each type of evaluation on the map.

[3] Evaluation Plan Workbook, Innovation Network Inc., www.innonet.org

[4] 2006 Neighborworks America http://www.nw.org/network/training/documents/2.2NeighborWorksLegendHIREZ.pdf


COMMUNITY DEVELOPMENT
EVALUATION
STORYMAP LEGEND
I'm glad we learned what's working and what we need to improve. We can continue to learn from future evaluations.
We're doing great work, how can we find out if we are meeting our goals?
How has our work affected this community and the lives of the people in our programs?
STRONGER COMMUNITIES
STRONGER ORGANIZATIONS
PERFORMANCE MEASUREMENT
An organized process for gathering information about goods and services provided (program outputs) to determine the effectiveness and efficiency of programs in relation to planned objectives.
OUTCOME EVALUATION
A systematic way to identify and explain the benefits that result from a program for the people, organizations, neighborhoods and systems for which the program was designed.
TOOLS AVAILABLE
Do we have everything in place to fulfill our mission in meeting the needs of the community?
An organized process for gathering information about an organization's ability to perform or facilitate key functions such as governance, leadership, financial management, resource development, program delivery, communication, and networking.
CAPACITY ASSESSMENT
What will be the focus of our evaluation: our organization, its activities, or the results of our work?
What tools and approaches are available that fit our organization's values, resources and needs?
EXTERNAL INFLUENCES
• Competition
• Relationships with funders, partners, constituents
• Political and funding climate
• Local culture and expectations for community development
• Social and economic conditions
STARTING POINT
ORGANIZATIONAL INFLUENCES
• Mission, values and plans
• Resources and capacities
• Size and maturity
• Organizational history
• Evaluation experience
www.nw.org/evaluation
Version 2.2 – 9/11/2006
©2006 NeighborWorks America
Created by The Grove Consultants International

Types of Evaluations[5]

There are three main types of evaluations. A summary of their characteristics, and the situations in which they would normally be used are:

Summative Evaluation

Situation	Characteristics
• At the end of a program or initiative when key decisions about a program's future is going to be made • When judging the model's merit or worth for continuation, expansion, going to scale, or other major decisions.	• Examine the effects or outcomes of a program or initiative ○ assessing whether the initiative can be said to have caused the outcome; ○ determining the overall impact of the causal factor beyond only the immediate target outcomes; and, ○ estimating the relative costs associated with the initiative. • Involves the collection of quantifiable and other evidentiary data to support its claims. • Can be subdivided into: ○ outcome evaluations – which investigate whether the program or technology caused demonstrable effects on specifically defined target outcomes ○ impact evaluation – which is broader and assesses the overall or net effects -- intended or unintended -- of the program or technology as a whole ○ cost-effectiveness and cost-benefit analysis – which address questions of efficiency by standardizing outcomes in terms of their dollar costs and values ○ secondary analysis – which re-examines existing data to address new questions or use methods not previously employed ○ meta-analysis – which integrates the outcome estimates from multiple studies to arrive at an overall or summary judgment on an evaluation question

Formative Evaluation

Situation	Characteristics
• When fine tuning a model	• Strengthen or improve the program or initiative being evaluated -- they help form it by: ○ examining the delivery of the program or technology, ○ the quality of its implementation, and ○ the assessment of the organizational context, personnel, procedures, inputs, and so on.

[5] Some of the material in this section has been adapted from Jamie A. A. Gamble, "A Developmental Evaluation Primer", The J.W. McConnell Family Foundation, 2008

Situation	Characteristics
	• Is a method of judging the worth of a program while the program activities are forming or happening. Formative evaluation focuses on the process. • Helps a program become an effective and dependable model. • Formative evaluation includes several evaluation types: ○ needs assessment – which determines who needs the program, how great the need is, and what might work to meet the need ○ evaluability assessment – which determines whether an evaluation is feasible and how stakeholders can help shape its usefulness ○ implementation evaluation - which monitors the fidelity of the program or technology delivery ○ process evaluation – which investigates the process of delivering the program or technology, including alternative delivery procedures

Developmental Evaluation

Situation	Characteristics
• When working in situations of high complexity. • When working on early stage social innovations.	• Differs from traditional approaches which focus on measurements towards clearly defined goals. • Applies to an ongoing process of innovation in which both the path and the destination are evolving. • Supports the process of innovation in ways that enable exploration and development. • Combines the rigour of evaluation, being evidence based and objective, with the role of coaching, which is change-oriented and relational. • Uses methods familiar to other forms of evaluation such as surveys, interviews, observations etc. • Includes the evaluator as a key member of the team, rather than seeking to keep the evaluator independent of decision making. The evaluator serves as an observer, questioner, and facilitator. • Is concerned with how issues are framed, articulates and tests assumptions, identifies emerging themes and patterns etc.

The following table highlights the distinctions between traditional evaluation and developmental evaluation:

Traditional Evaluations...	***Complexity-based, Developmental Evaluations...***
Render definitive judgments of success or failure.	Provide feedback, generate learnings, support direction or affirm changes in direction.

Traditional Evaluations...	***Complexity-based, Developmental Evaluations...***
Measure success against predetermined goals.	Develop new measures and monitoring mechanisms as goals emerge and evolve.
Position the evaluator outside to assure independence and objectivity.	Position evaluation as an internal, team function integrated into action and ongoing interpretive processes.
Design the evaluation based on linear cause-effect logic models.	Design the evaluation to capture system dynamics, interdependencies and emergent interconnections.
Aim to produce generalizable findings across time and space.	Aim to produce context-specific understandings that inform ongoing innovation.
Accountability focused on and directed to external authorities and funders.	Accountability centred on the innovators' deep sense of fundamental values and commitment.
Accountability to control and locate blame for failures.	Learning to respond to lack of control and stay in touch with what's unfolding and thereby respond strategically.
Evaluator determines the design based on evaluator's perspective about what is important. The evaluator controls the evaluation.	Evaluator collaborates with those engaged in the change effort to design an evaluation process that matches philosophically and organizationally.
Evaluation engenders fear of failure.	Evaluation supports hunger for learning.

The next section provides an example of each of the above three types of evaluations. Each example is an excerpt from the evaluation plan of a community based organization or multi-sectoral coalition. A sample of an evaluation plan that contains elements of summative, formative and developmental evaluation is included as Appendix "A" to this resource.

Example of a Summative Evaluation Scheme **– Excerpt from Elmwood Community Resource Centre Business Plan**

The following excerpt illustrates how one organization described their evaluation plan as part of a multi-year business plan. A few highlights to note are:

- Both output and outcome measurements are included
- The measurements employ a variety of methodologies, including quantitative, qualitative and experimental methodologies
- Many of the measurements are based on data that would not be universally available, but was available from local sources
- The evaluation plan represents a compromise between what the organization would have liked to evaluate, and what they had the ability to get data on
- There is not a one on one correlation between the goals and the measurements. Some measurements assist in evaluating the achievement of multiple goals
- None of the measurements require particular expertise to assemble. All are capable of being assembled with internal staff

Goals	Strategies	Outputs	Signs of Success	Measuring Success
To offer programs and services that the community has identified to be important for achieving the following goals. 1. increase literacy levels 2. increase recreational opportunities 3. increase employment opportunities 4. improve neighbourhood stability 5. improve family harmony 6. foster good citizenship 7. build community 8. improve physical health	**<u>To offer services such as:</u>** Babysitting Registry Book Lending Library Childcare Registry Community Drop-In Community phone Community Resource Guide Computer & Internet Access Divorce/custody rights info for men Housing Registry Job Search Strategies Online Application for Childcare Subsidy	To engage at least 1,500 people per year in our programs and services. 25 – 30 participants per year complete the Elmwood GOAL (adult literacy) program. 25 – 30 participants per year complete the ESL program for women.	The percentage of school age children not ready for school will decline. Unemployment levels in Elmwood relative to other parts of the City will decline. House values in Elmwood will go up and houses will sell more quickly than at present.	Monitoring of UEY (Understanding Early Years) scores for physical health and well being, social competence, emotional maturity, language and cognitive development, and general knowledge. Census data. Winnipeg Real Estate Board data.

9. increase community pride and safety 10. increase the independence, interdepence and self-sufficiency of the Elmwood community at the individual, family and community level 11. encouraging the youth of Elmwood to be an inspired, motivated group who are pursuing their dreams.	On-line application for EI S.I.N. applications Toy Lending Library Working Women's Clothes Closet **To offer programs related to:** Adult literacy Community building Community celebrations Community clean-up Community safety Family literacy Nutrition Parenting Recreation Youth mentorship & outreach		The crime rate will decline over three years. The percentage of youth dropping out of high school will decrease. The % of graduates who go on to university will increase. Student stability and mobility rates will improve. Child and Family Service calls for service will decrease. There will be fewer children out after dark. The business vacancy rate will decrease. The number of people who enter personal development programs will increase. This will be a sign of rising expectations and self-esteem. Elmwood residents and others will speak more positively about their neighbourhood and their local schools.	Data from the local office of the Winnipeg Police Service. Data from local schools. At present drop-out data is not available by neighbourhood, so data will be kept on % of graduates who go on to university. CFS data. Community survey. Scrapbook Community survey. ECRC program statistics. Scrapbook. Community Survey.

Example of a Formative Evaluation – Excerpt from Evaluation of Community Financial Services Centre

The following excerpt contains a few paragraphs from a much more comprehensive evaluation. A few highlights to note are:

- While it is intended to be a formative evaluation, it is based partially on a review of summative data
- The focus is on process and performance issues, not ultimate outcomes
- The methodologies involve document reviews, interviews, research of other similar initiatives etc., more so than the accumulation of quantitative data

"The following review has four key objectives:

1. *Effectiveness of the project in accomplishing its goals*
2. *The project's sustainability and adaptability beyond the pilot project based on the current model*
3. *Best practices comparison*
4. *Recommendations for Phase II to December 31, 2009.*

Review Methodology

The evaluation looked for formative changes in the pilot and summative results and recommendations that provide an overview of performance to indicators and identify what worked, the gaps, suggest improvements, and identify development needs for Phase II.

The review consisted of internal documentation and research, plans and reports, procedures and tracking, and materials used. In addition, interviews with stakeholders including WPA, NECRC, CFSC, ACU, Consultants and Community Organizations took place primarily by phone. A list of those contacted is Appendix B.

Client Feedback was sought in the form of one-on-one interviews. Privacy restrictions and difficulty in access to clients limited feedback to two phone interviews and indirect feedback through community organization staff interviews.

Two research documents were also reviewed: An interim review in February 2008 by Leskiw and Associates conducted two focus groups and made recommendations. SEED Winnipeg was also contracted to make recommendations for financial education and counseling.

Finally, research on Best Practice Models was undertaken for comparison to the CFSC model. The focus in the review is on two models: Cash and Save in Parkdale, Toronto and Pigeon Park Savings, Vancouver, a branch of Van City Credit Union, in conjunction with Portland Housing Society. Other models in Dr. Buckland's research were also reviewed.

Finding #1 – An Evolving Model

The team of ACU, NECRC and CFSC, none of whom were directly involved in developing the original business plan or funding proposal, adjusted the model to best operationalize the concepts in the business plan, to meet the objectives under the WPA agreement and to address concerns as they came up. In addition to the success measures in the WPA Contribution Agreement, the team added four success measures to be tracked by ACU or CFSC. The current model, attached as Appendix A, identifies the client profile, community referral, account opening, cheque cashing and micro-loan services.

Recommendation #1 – Continue CFSC Model Evolution

The current CFSC model brings together three essential pillars to support a successful transition for a target population: business, government and community stakeholders. In order to develop a sustainable model, a review of best practices can inform the direction of evolution.

Both Pigeon Park Savings in Vancouver and Cash and Save in Toronto are owned by a financial institution. At the same time, both Vancity Credit Union and RBC have made multi-year investments and still face challenges of financial sustainability. One contributing factor to the failure of a precursor in Vancouver, Four Corners Community Savings, was the withdrawal of government funding, demonstrating the vulnerability of a solely government funded model. Both FI models involve community partners, one in a contract for services (PPS) and the other as a community reference group. These models raise the questions of sustainability, ownership and governance for CFSC.

A development framework also needs to be clear. What is the purpose of CFSC? Who is CFSC serving? What services? What is the development process for the client? What role is most appropriate for each stakeholder?

Finding #2 – Limiting Factor - Space

The structural limitation on implementing the services as described in the model was physical space. WPA separately funded a renovation plan expected in Spring 2007 for the former CIBC space donated to Mt. Carmel Clinic. Space was allocated to CFSC and would house computers and an ABM. Delays in the renovations meant that CFSC was housed in a temporary office at 886 Main Street, finally opening its doors at 888 Main Street on January 11, 2008. Service delivery was restricted by space to one-on-one until the last six months of the review period. Hours of operation reflect Mt. Carmel Clinic's with no access after 5:00 p.m. or on weekends. One outstanding issue at Mt. Carmel is physical safety. The building has security during the day but often particularly the working poor need expanded hours of operation. Two evenings a week have been suggested. Safety is one of the reasons the CFSC model does not deal with cash and provides cheque depositing as an online transfer. This may need to be addressed once the needs are confirmed."

Example of a Developmental Evaluation **– Excerpt from Vibrant Communities**

The following excerpt contains a few pages from a much more comprehensive evaluation. A few highlights to note are:

- It depends on the prior establishment of a Theory of Change, which Vibrant Communities calls a “Framework for Change”
- The evaluation plan is developed at the time the poverty reduction initiative is developed, not afterwards
- It includes the analysis of summative data
- Its major purpose is to identify learnings, and to adjust future activity accordingly
- It includes the development of a “contribution analysis” which recognizes that progress on social issues usually occurs through a variety of factors, not a single initiative

VII. Components of the Learning and Evaluation Process

The learning and evaluation process consists of three major components:

A. *Frameworks for Change*
B. *Change Profiles*
C. *Reporting*

Each of these components will be detailed more fully in the sections that follow.

A. Component One – Frameworks for Change

Each Trail Builder is asked to develop a ‘Framework for Change.’ This Framework will serve as a planning, evaluation and communications tool throughout the life of the initiative.

More than a summary account of the community’s plan of action, the Framework is meant to surface the guiding ideas behind the initiative so that they can be critically examined as the work unfolds: Are the community’s key ideas about poverty reduction being borne out in practice? Based on the initiative’s practical experience, in what ways does its thinking need to be revised?

By making its ideas explicit from the outset, the community establishes a foundation for its own learning. The lessons it draws from its experience will help build the body of knowledge for the wider field.

Key deliverables, anticipated roles and timeframes are described below:

Framework for Change Statement

The first step in the process is to prepare a Framework for Change Statement. The Statement is simply a response to a series of basic questions about the initiative: its understanding of poverty and poverty reduction, its goals and strategies, and the indicators it will use to gauge its progress. The questions to be addressed are presented in the following table:

Area	***Questions to Address***
Framing the Issue	• How does your collaboration define poverty? Why this definition and not another one? • What does your collaboration see as the key factors or root causes contributing to poverty in your community?
Aspirations and Outcomes	• What are your group's aspirations (e.g. Making Hamilton the Best Place to Raise A Child)? • How many low-income households do you expect to benefit and in what ways? In what timeline? • Will you be seeking to assist any specific target groups? If so, which ones and why have you chosen to focus your efforts in these areas rather than others? • What concrete changes in the community's willingness and capacity to reduce poverty, and in the systems and policies underlying poverty, do you hope to make?
Approach	• What are the leverage points or drivers around which you will focus to bring about change? • What specific strategies will your initiative pursue in order to achieve these goals? Why have you chosen these strategies rather than others? • How will your collaboration contribute to the work of poverty reduction in your community? What are the key roles that your collaboration will play? • What does your collaboration mean by 'comprehensive,' and why is this approach important for achieving substantial, deep and durable reductions in poverty? • What key principles or beliefs will guide you as you work on this approach?
Capacity	• Who is involved in your collaboration? How representative are they are of the different sectors in the community? How are they involved in your collaboration? • To what extent do your partners have the commitment, resources and influence required to successfully unfold your framework for change? • What are the financial, technical and human resources required to assist your collaborative group? To what extent are these in place?
Signs of Progress	• How will you know if you are making progress? What are some key indicators of progress that you anticipate seeing as your initiative unfolds? What would be signs that your initiative is not making the progress you desire?
Summarizing the Overall Approach	• Stepping back from the details of your plan, how would you sum up in a phrase or two the essence of your approach to generating substantial, deep and durable poverty reduction in your community? • Is this description accurate? Compelling? Reflect a realistic approach?

The Framework for Change Statement will be prepared during the Building Conditions for Success planning phase. Communities will determine their own process for completing the statement. However, a draft version of the statement should be discussed, revised and approved by the full collaboration in order to ensure there is a high degree of shared thinking among partners as the initiative enters its action phase.

iii. Evaluation Plan

Included in the Framework for Change Statement is a question about the indicators the collaboration will use to assess the progress of its work. These signs of progress are meant to provide high-level indications as to whether the Framework for Change is playing out as the collaboration anticipated. They typically would include indications of individual and household outcomes, community capacity building, and policy and systems change.

As part of its proposal for Phase Three funding, the community will submit an evaluation plan outlining how it will monitor and evaluate progress in pursuing its Framework for Change. This scope of work should include the indicators to be tracked, the method to be employed, who will be responsible for gathering the needed information and the human and financial resources allocated to support the learning and evaluation process. While it may include activities for tracking specific poverty reduction strategies, this evaluation plan should be geared specifically to monitoring and evaluation of the overall Framework for Change.

The evaluation plan will be submitted with the community's proposal for Phase Three funding. It will be signed off by the VC Learning and Evaluation Coordinator.

iv. Annual Reflection Session

Each Trail Builder will hold a Framework for Change Reflection Session on an annual basis. The purpose of this session is to critically examine the collaboration's Framework for Change in relation to the practical experience of the initiative. The basic questions to be explored are:

1. Is progress being made as anticipated?
2. What has changed in the environment in which the collaboration works – or in its internal capacity – that affects the group's work?
3. Are the key features of the framework for change being borne out in practice?
4. What lessons have been learned during the year?
5. What adjustments, if any, are needed in the initiative's Framework for Change?

The community's Core Coach and the VC Learning and Evaluation Coordinator will work with the initiative's lead staff person and others as appropriate to design the session. While the session may be combined with other planning activities of interest to the community, it must include a focus specifically on the Framework for Change. Depending on the desires of the community, Reflection Sessions may take anywhere between two hours and a full day.

Participants in the session should include a broad cross-section of local partners. To facilitate reflection, a brief report on progress to date and lessons learned should be prepared in advance and shared with participants. This report can be based on the Evaluation Scope of Work.

The local initiative will be responsible for documenting the session. Summary notes will be submitted to the VC Learning and Evaluation Coordinator.

B. Outcome Tracking

All communities will be asked to document the immediate results of their poverty reduction strategies. Regular documentation of these results will substantiate the work being done by communities, allow all involved to determine progress meeting targets and provide a picture of the variety, scale and scope of results being achieved across the Vibrant Communities initiative.

Basic outcome tracking will occur at three levels of action:

- improvements in individual and household assets
- enhanced community capacity for poverty reduction
- changes in policies and systems.

C. Contribution Analysis

In addition to reporting specific outcomes achieved, communities are asked to help determine the contribution their local collaborations have made to achieving these outcomes.

Contribution analysis is a way to address the attribution challenges encountered by comprehensive, multisectoral initiatives. For the purposes of Basic Outcome Tracking, an abbreviated form of contribution analysis will be used. For more substantial learning purposes, a somewhat expanded form is highly recommended.

The abbreviated form involves completion of a brief on-line survey. When a specific poverty reduction strategy has reached an appropriate point in its development (i.e., significant outcomes have been achieved), the collaboration will ask partners in the strategy, and other key informants as appropriate, to participate in a brief on-line survey. Results from the survey will be automatically tabulated by the on-line survey system and a report will be provided to Tamarack and the participating community.

The contribution analysis survey will consist of the following questions:

Please briefly describe the role that you or your organization played in [name of poverty reduction strategy].

Which of the following roles were played by [name of local poverty reduction collaboration]:

- Convened partners
- Participated in the design of the initiative
- Helped secure funding or other resources
- Conducted related research
- Promoted necessary policy or other systems change
- Administered the initiative
- Facilitated collaboration
- Led learning and evaluation process
- Other (please describe)

Using the scale below, how would you rate the contribution of [name of local poverty reduction collaboration] in advancing this poverty reduction strategy?

1	2	3	**4**	5	6	**7**

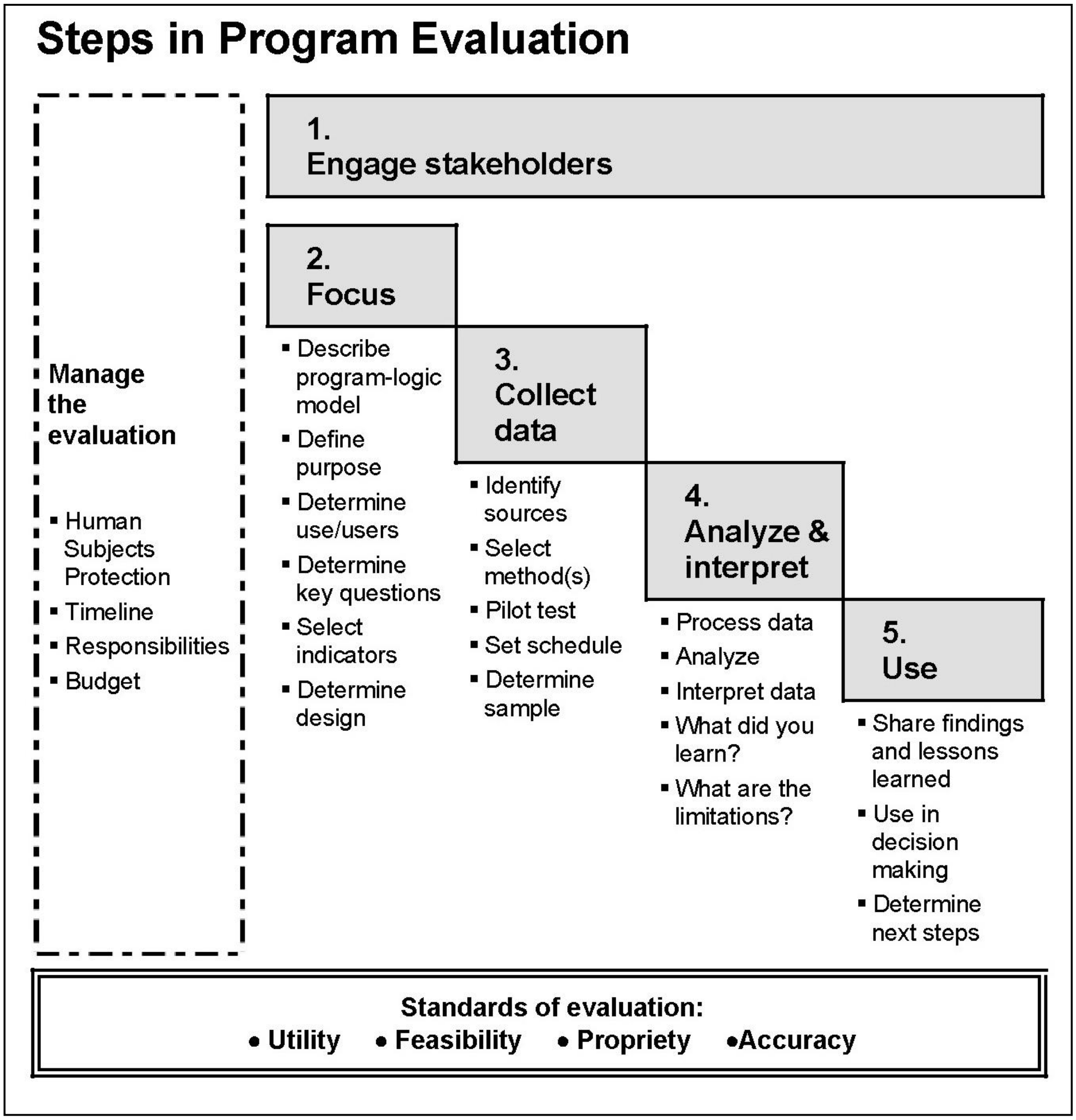
1 = **Minimal** — Project would have proceeded the same way without the assistance provided.
4 = **Substantial** — Project would have proceeded without the assistance but not as quickly or at reduced scale or quality.
7 = **Vital** — Project would not have proceeded without the assistance provided.

Please provide any additional comments related to the rating you provided.

This bare bones survey will provide basic information about the contribution that collaborations make to local poverty reduction efforts. It is also easy to administer and allows input to be provided by partners on a confidential basis.

Preparing An Evaluation Plan

Many different evaluation planning processes and templates are available on the internet. Two examples are presented below. The first example is from the "Planning a Program Evaluation" resource published by the University of Wisconsin Extension department[6].



The second example[7] provides a ten step evaluation model as follows:

---

[6] Ellen Taylor-Powell, Sara Steele, Mohammad Dougla; Planning a Program Evaluation, University of Wisconsin Extension, 1996

[7] The Health Communications Unit, Evaluating Health Promotion Programs, Toronto, Ontario 2007

1. **Clarify your Program – Define your program goals, population of interest, and outcome objectives**
    - ❑ Define your programs activities & outputs
    - ❑ Establish measurable program indicators
    - ❑ Ensure prerequisites for evaluation are in place

2. **Engage Stakeholders**
    - ❑ Understand stakeholders' interests and expectations
    - ❑ Engage stakeholder participation
    - ❑ Develop evaluation questions (based on program goals and objectives and stakeholders' interests/expectations)

3. **Assess Resources for The Evaluation**
    - ❑ Determine availability of staff and resources
    - ❑ Determine amount of money allocated for evaluation

4. **Design the Evaluation**
    - ❑ Select type of evaluation to be conducted
    - ❑ Design evaluation framework
    - ❑ Consider ethical issues and confidentiality

5. **Determine Appropriate Methods of Measurement and Procedures**
    - ❑ Your evaluation toolbox
    - ❑ Qualitative versus quantitative methods
    - ❑ Select your sampling design

6. **Develop Work Plan, Budget and Timeline for Evaluation**

7. **Collect the Data Using Agreed-upon Methods and Procedures**
    - ❑ Pilot test
    - ❑ Data collection techniques

8. **Process and Analyze the Data**
    - ❑ Prepare the data for analysis
    - ❑ Analyze the data

9. **Interpret and Disseminate the Results**
    - ❑ Interpret results
    - ❑ Present results
    - ❑ Share results

10. **Take Action**

The following table provides a template for creating a work plan for each of the steps[8]:

Evaluation Deliverables	Timeline	In-House		Outsource	
		Person(s)	Days	Person(s)	Days
Program logic model					
Stakeholders					
Evaluation resources					
Evaluation questions					
Evaluation indicators					
Evaluation framework *(Data collection tools and methods of analysis)*					
Evaluation plan					
Collect data					
Analyze & interpret data					
Write evaluation report					
Disseminate findings					
Take action					

[8] Adapted from Towards Evidence-Informed Practice, Ontario Public Health Association, Toronto, Canada 2009

Outputs, Outcomes & Indicators

Any discussion about evaluation typically includes some material about the differences between outputs, outcomes and indicators. The distinctions can be difficult to grasp, and the conversations are often frustrating for program managers. Yet it is critical that the distinctions be understood.

Outputs

A program plan typically articulates a range of activities to be carried out through the program. The activities are the actions that the program takes to achieve desired outcomes. **Outputs** are the tangible products of a program's activities. Outputs are also the evidence of the activities. Measuring outputs answers questions like:

What did we do?
Are we performing the services or activities as planned?
Are we reaching the intended target population?
Are we reaching the intended number of participants?

Measuring outputs is often the easiest and most direct process in evaluation.

Outcomes

Outcomes are the changes we expect to see as a result of our work. Outcomes are frequently expressed as changes in status, knowledge, skill, attitudes, behavior, motivation, decisions, policies, and conditions. They occur among individuals, communities, organizations, or systems.

There was a time when nonprofit evaluation focused on documenting and reporting program activities. Nonprofits and others assumed that if it implemented program activities as planned, desired results would occur for the individuals, families, organizations, or communities they served. In recent years nonprofits are being encouraged to measure and report outcomes as well as outputs[9].

Programs are complex. These days it's no longer acceptable for nonprofits to assume that good intentions, good-faith effort, or even exemplary program implementation will result in the desired outcomes for those we serve. We need to understand the degree to which we accomplished our desired outcomes. We also want to learn what aspects of our program contributed to those achievements and what barriers exist to our program getting its ideal results.

[9] Evaluation Plan Workbook, Innovation Network Inc., www.innonet.org

Indicators

An indicator is the evidence or information that will tell you whether your program is achieving its intended outcomes. Indicators are measurable and observable characteristics. They answer the question: “How will we know change occurred?”

We often state outcomes as abstract concepts or ambitions. Indicators are the measurement of outcomes. They are specific characteristics or behaviors that provide tangible information about those concepts or ambitions. Often, one outcome will have more than one indicator. When we develop our indicators, it may be helpful to ask: “What does the outcome look like when it occurs? How will I know if it has happened? What will I be able to see?”

Example 1

Following are examples of outputs, outcomes and indicators for a program whose goal is to increase neighbourhood safety by building relationships between businesses and youth.

Outputs	Outcomes	Indicators
• # of relationship building events held between youth and business • # of participants who attended the events • # of participants in business/youth mentoring program	• Strong relationships built between youth and business people • Youth employed in local businesses • Lower levels of graffiti on business premises • Lower levels of shoplifting	• Youth and business members call each other by name • Youth and business members expressing concern if someone is missing from an event • # of youth employed in local businesses • Reduction of observable graffiti marks • Reduction of reported shoplifting incidents

Example 2

The following table is from the federal government’s Urban Aboriginal Strategy. It illustrates the outcomes the program has established as priorities, and the indicators that will identify whether the outcomes are being achieved.

UAS National Priority	UAS Performance Indicators
Improved Life Skills Indicators	Number of Aboriginal people served through life skill services Number of Aboriginal students retained within the project at whatever school level Number of life skill services created / enhanced by UAS funding Number of people participating in a cultural event(s), programs and/or communications project Number of people participating within an urban Aboriginal community process / event
Promoting Job Training, Skills and Entrepreneurship Indicators	Number of Aboriginal people served through employment development services Number of Aboriginal people who move on to specialized employment or further training Number of Aboriginal trainees who are now employed Number of Aboriginal people employed and/or trained as a result of UAS funded workplace readiness project Number of Aboriginal people receiving job / skills development training Number of businesses created Number of business plans developed Number of employment development services created / enhanced by funding Percentage of projects and services successfully put in place or delivered in the community - capacity development
Supporting Women, Children and Families Indicators	Number of Aboriginal children participating in Cultural-Based Programming Number of Aboriginal people participating in a cultural event Number of Aboriginal people actively participating in crime prevention and diversionary projects Number of Aboriginal people in programs and services offered to urban Aboriginal, particularly to women / children Number of Aboriginal people in programs and services offered to urban Aboriginal, particularly women and children Number of Aboriginal people moving from homelessness to affordable housing Number of Aboriginal people participating in targeted wellness projects, particularly women and children Number of individuals participating in risk reduction project
Horizontal and Partnership Indicators	Number of action plans developed and recommendations actioned Number of partnerships sustained and/or developed, to improve the delivery of programs and services Number of policy changes occurring as a result of the UAS project Number of research projects funded under the UAS targeting a particular community and UAS priority area Number of sustainable partnerships created / maintained between the urban Aboriginal community Number of volunteers contributing in a UAS project / event Percentage of organization employees successfully completing training Number of Aboriginal people successfully completing training - capacity development Level of impact within community and media, number of "actioned" recommendations Number of sustainable partnerships created as a result of a UAS activity - partnership measure Number of distribution lists (i.e. listserves) - public awareness Number of website visits - public awareness Circulation numbers for print publications (brochures, newspaper, fax) - public awareness Listenership & viewership numbers for radio & television - public awareness

Outcomes Do's and Don'ts

There are many dilemmas related to outcomes evaluation. One danger, for example, is that partial measures can be mistaken for the full truth, and indicators can become confused with actual outcomes. Time is also a major issue. Almost every outcomes evaluation faces the problem of aiming for long term change but needing earlier indications of success. Following are some do's and don'ts for measuring outcomes[10].

Do…….	Don't…….
Strive for a culture of intentional learning	Use only single indicators
Foster a dialogue assisted by the data	Lose sight of the larger context and system dynamics
Maintain flexibility for adaptation in the process of continuous feedback	Let the stakes get too high
Make it a learning experience, not an accountability experience	Confuse the indicator measurements with the outcomes or the full truth
Seek balance and proportionality	Expect results from long-term strategies for large scale problems

Selecting data collection methodologies

Of all the parts of evaluation, data collection can be the most daunting[11]. Many of us believe we need to be statisticians or evaluation professionals to engage in quality data collection, but that simply isn't true.

The goal in data collection is to minimize the number of collection instruments you use and maximize the amount of information you collect from each one! When choosing the best data collection method to obtain the information you need, consider the following:

- Which methods will be least disruptive to your program and to those you serve?
- Which methods can you afford and implement well?
- Which methods are best suited to obtain information from your sources (considering cultural appropriateness and other contextual issues)?

When you do identify data collection methods, the next step is to identify the level of effort required to collect the data. Consider the cost and time required to create new data collection tools. Also, consider the cost involved in actually collecting and analyzing the data. Some

10 McGarvey, Craig. 2006. **Making Measures Work for You: Outcomes and Evaluation**. New York, NY: GrantCraft.

11 Evaluation Plan Workbook, Innovation Network Inc., www.innonet.org

methods are more expensive than others. For example, interviews take more time (and therefore resources) than surveys. For many methods you'll need database software. For each data collection method you identify, consider whether you already have a tool in place that you could use (such as an intake survey). If not, think about the amount of effort required to create and use the new data collection tool. Assess whether it will require a "low," "medium," or "high" level of effort.

Neighbourhoods Alive! has suggested the following criteria for selecting success measures, and offers the following list of methodologies for collecting data[12]:

<u>What questions should I ask when selecting success measures?</u>

- Does the success measure have meaning?
- Does it measure what it is intended to?
- Can the success measure be justified?
- Is the success measure purely symbolic?
- Does the success measure point to a cause or a symptom?
- What and whose values are represented by the success measure?
- Is the success measure unnecessarily complicated?
- Will the public retain a sense of ownership?
- Does the success measure challenge prevailing wisdom?
- Does the success measure reflect reality?
- Can this success measure be misunderstood?
- Will the success measure be relevant over a number of years?
- Is the data required for the success measure easily accessible? Where is it available?
- Does the success measure meet its intended audience?

<u>How do I collect measurements?</u>

- Annual visual surveys
- Resident, participant, student or business surveys
- Interviews or focus groups
- Count of participants / success rates, or number of units

12 Appendix D, Community-Based Measurement Indicators: Tools for Measuring Success, Success Measures Workshop, Neighbourhoods Alive!

- Census and related data (data is available from Statistics Canada, Social Planning Council, police, real estate board, tax assessors, schools, health department, chambers of commerce, local government agencies etc.)
- Case studies
- Intake application forms
- Formulas for measuring costs, affordability, etc.
- (Joint) assessment rating systems (i.e., for assessing quality of housing)
- Creation of standards with ratings system
- Monthly event tracking charts that include type of activity, size, frequency, audience
- Track program participants during and after by first creating baseline data at intake
- Testimonials
- Trainee assessment tools
- Photographic records of visual changes on a yearly basis
- Journals, logs & diaries
- Develop a 'market basket,' a prioritized list of goods and services residents want to access locally and track over time
- Track in-kind donations
- Track dollar value of resources coming into community and percent change over time
- Map personal and social networks
- Keep scrapbook of media reports and resident stories of how changes in the neighbourhood or participation in programs has impacted their lives, etc.
- Document complaints and their causes related to public services
- Collect information from other organizations
- Panels of experts
- Facilitate and summarize discussions among stakeholders

<u>Evaluation Terms</u>

Developmental evaluation supports the process of innovation within an organization and in its activities.

Formative evaluation is conducted for the benefit of internal partners during the implementation phase of the measure under review. Its intention is to improve performance through providing regular feedback to key stakeholders on the effectiveness, relevance of the strategy, processes, measures, and actions. E.g. "The distinction between formative and summative evaluation can be well summed up as follows: 'When the cook tastes the soup, that's formative, when the guests taste the soup, that's summative.'[13]

Impact evaluation measures the immediate effects of the program: does the program meet its objectives?

Indicators are quantitative or qualitative measures for information about a phenomenon that in itself is not directly measurable. Used to measure outputs, outcomes and impacts and to reflect on processes as well as changes in the context. Impact indicators are often more difficult to derive, and it is therefore often appropriate to rely on indirect indicators as proxies.

Meta-evaluations are evaluations of other evaluations.

Process evaluation assesses the procedures and tasks involved in implementing a program and measures the activities of the program, their quality and reach.

Program evaluations assess a group of related, complementary ongoing activities intended to achieve specific outcomes or results.

Project evaluation assess activities that are funded for a defined period of time to perform a specified task.

Outcomes are the likely or achieved medium to longer term effects of an initiative in relation to its objectives.

Outcome evaluation measures the long-term effects of the program: does the program meet its goals?

Outputs are the activities, goods and services directly produced by an initiative which can be quantitatively or qualitatively measured.

Qualitative information are facts and claims presented in narrative, not numerical, form.

Quantitative information are facts and claims that are represented by numbers.

Summative evaluation are designed to present conclusions about the merit or worth of an object and recommendations about whether it should be retained, altered, or eliminated.

Evaluation glossaries tend to list evaluation terms as if they are all part one typology. In fact the terms tend to describe very different aspects of evaluation. One way to understand the typology is to categorize them as follows:

[13] The Evaluation Centre, Western Michigan University http://ec.wmich.edu/glossary/prog-glossary.htf

Purpose of the evaluation – e.g. summative, formative or developmental

Type of data collected – e.g. quantitative, qualitative or mixed

Type of design – e.g. internal, external, participatory, self-evaluation

Focus of the evaluation – e.g. programs, processes, outcomes, impacts, cost-benefits

Websites:

Basic Guide to Program Evaluation - Free Management Library - Management Assistance Program for Nonprofits in St. Paul, Minnesota
http://www.managementhelp.org/evaluatn/fnl_eval.htm

Innovation Network – Evaluation Resource Centre
http://www.innonet.org/index.php?section_id=62&content_id=142

CDC Evaluation Working Group http://www.cdc.gov/eval/resources.htm

University of Wisconsin Extension Services – Program Development and Evaluation
http://www.uwex.edu/ces/pdande/evaluation/index.html

The Health Communication Unit – Evaluation Resources
http://www.thcu.ca/infoandresources/resource_display.cfm?res_topicID=5

2006 Neighborworks America
http://www.nw.org/network/training/documents/2.2NeighborWorksLegendHIREZ.pdf

Towards Evidence Informed Practice, Ontario Public Health Association
http://teip.hhrc.net/tools/evaluation_tool.cfm

Ten approaches used by organizations and governments to measure poverty reduction
http://tamarackcommunity.ca/downloads/vc/Measure_Less_Poverty_in_Communities.pdf

Ten approaches used by organizations and governments to measure vibrant communities
http://tamarackcommunity.ca/downloads/vc/Measuring_More_Vibrant_Communities.pdf

Community Foundations of Canada resources for measuring your progress
http://cfc-fcc.ca/building-community-vitality/measuring-progress.cfm

Attachment "A" – Request for Proposal of Consultant Evaluation Services

Summary

The Comprehensive Community Initiative on Addictions requires the services of a consultant to perform summative, formative and developmental evaluations of its project over the next three years. The responsibility for evaluation will be shared between CCI staff, CCI partners and an external evaluator. The external evaluator will play the lead role in the evaluation, performing the specific roles identified in the attached preliminary evaluation plan, and coordinating all aspects of the evaluations.

Respondents to this RFP may propose to assist with one, two or all three components of the evaluation plan. The CCI Steering Committee reserves the right to award individual components of the work to different respondents.

Background

The Urban Aboriginal Strategy is a federal government program through which it partners with other governments, businesses, community organizations and Aboriginal community members to support strategies and projects that respond to the needs facing Aboriginal people living in cities. The aim of the UAS is to help people gain more choice and independence in their lives. To accomplish this, the UAS is focusing investments in three priority areas – improving life skills; promoting jobs, training and entrepreneurship; and supporting Aboriginal women, children and families.

The work of the UAS in Winnipeg has been coordinated through an Aboriginal Partnership Committee. After considerable research and consultation with a wide range of public and community partners, the APC decided to undertake a Comprehensive Community Initiative to strengthen the ability of the Aboriginal community to reduce the number of people who develop addictions, and to improve the community's ability to assist those with addictions to overcome them.

The APC put together a Sub-Committee to implement the Comprehensive Community Initiative. It began its work by commissioning some research on the realities of addictions in Winnipeg and promising practices to respond to them, by consulting with Elders to receive advice and guidance, by consulting with a large group of stakeholders to identify the best possibilities for implementing the advice of the Elders, and by designing the elements of a program to respond to what it has heard. It is now in the process of reviewing its program design with the wider Aboriginal community.

The Elders suggested that people develop addictions because they experience a spiritual void. Addictions are the way people try to fill the "hole in their hearts". The spiritual void comes from a lack of pride, self-esteem, and identity – from a failure to feel valued. Often this is due to inadequate parent/child relationships – a failure to be nurtured during formative years. All of this can be traced back to the experience of residential schools, colonization, the community's loss of cultural identity, and the wider community's failure to appreciate and respect Aboriginal culture and traditions.

The Elders encouraged the CCI to reduce the incidence and impact of addictions by working at its root causes. They suggested that the focus of the CCI should be to cultivate a sense of pride and identity in Aboriginal young people. It should strengthen the teachings and practices of traditional Aboriginal cultural spirituality – particularly amongst the youth. It should attempt to unify the divisions within the Aboriginal community, to rebuild a sense of community amongst all Aboriginal people, to have all sectors work together for good. To achieve this, they suggested the CCI find a way to empower Elders, to expand and enhance their work throughout the various parts of the community – especially where youth are present.

The CCI Sub-Committee developed six goals. The goals are to:

- *To increase the number of Elders who have been empowered and supported to play the traditional elder role in the community*
- *To assist the addictions serving sector to offer culturally appropriate services, thus becoming more effective in reducing the number of people who develop addictions, and improving the sector's performance in assisting those with addictions to overcome them*
- *To achieve improved health outcomes for Aboriginal people in Winnipeg*
- *To increase the possibility of self determination for Aboriginal families and individuals by improving their outcomes related to education, employment etc.*
- *To achieve more effective public policies related to addictions by including provincial and other government departments in the addictions, health, education and employment partnerships*
- *To create and assemble a body of knowledge about models and best practices that can be disseminated and replicated throughout the other sectors of the wider community*

The goals will be achieved through two primary strategies. The first strategy will be to form an Elders Council through which Elders can develop standards, principles and competencies to assist addictions serving and other organizations to deliver culturally appropriate programming to help restore the cultural and spiritual base to Aboriginal family and community life in Winnipeg. The Council will be a place for Elders to strengthen and support each other in their work, and to offer their gifts to the community as a whole.

The second strategy is to form a series of partnerships through which the participation of Elders will be strengthened, program gaps will be filled, policies will be addressed, gatherings will be organized, and learnings will be offered to the wider community. The CCI Sub-Committee intends to initially invite a small number of addictions serving organizations to work with it in designing the interventions that will achieve the CCI's goals. Addictions serving organizations offering services within the whole continuum of care will be invited. It is anticipated that these organizations will have deep relationships with other organizations that provide health, education and employment services.

Statement of Work

The CCI Sub-Committee is moving to the implementation stage of its work. As it does so, it would like to establish an evaluation plan for its work. The purpose of the evaluation plan is to measure the extent to which the CCI is achieving its goals, and to identify possibilities for improvement.

The responsibility for evaluation will be shared between CCI staff, CCI partners and an external evaluator. CCI staff and partners will be responsible for collecting and assembling program output data. CCI partners will participate in developing some of the outcome measurement methodology, and in some cases may actually perform some of the outcome measurement work. The external evaluator will play the lead role in the evaluation, performing the specific roles identified in the preliminary evaluation plan below, and to coordinate all aspects of the evaluation.

The overall evaluation plan will include a summative evaluation component, a formative evaluation component, and a developmental evaluation component. Attachment "A" has been provided to assist the evaluator to understand the expectations of the CCI within each of those components. Respondents who wish to propose alternative methods for achieving the project evaluation goals are welcome to do so.

Respondents to this RFP may propose to assist with one, two or all three components of the evaluation plan. The CCI Steering Committee reserves the right to award individual components of the work to different respondents.

Rating Criteria

A successful proposal will be determined using the following activities:

a) Review of a written submission on how the candidate proposes to complete the Statement of Work;
b) Reasonableness of proposed costs; and
c) Reference checks.

Communication During the Period of the RFP:

Enquiries and other communications regarding the RFP, from the issue date of the solicitation up to the closing date, are to be directed by e-mail ONLY to mpierre@cci.ahwc.ca

Milestones:

It is anticipated that the successful candidate will be announced and can begin work upon notification of decision but no later than December 1, 2009.

Attachment "A"

Summative Evaluation

The purpose of the summative evaluation will be to help the CCI to determine whether it is achieving what it set out to achieve. It will also be to collect certain output and outcome data to assist in performing the formative and development components of the evaluation.

Goal # 1

To increase the number of Elders who have been empowered and supported to play the traditional elder role in the community. (See also the "Formation of an Elders Council" on page 16 of this RFP)

	Measurements		
What we want to measure	**Outputs**	**Outcomes**	**Roles of Evaluator**
• Improvements in the capacities of existing Elders • Increase in the availability of existing Elders • Preparation of other community members for Eldership	• # of Elders gatherings • Participation at Elders gatherings • # of mentorship arrangements facilitated • List of resources produced and distributed	• # of programs, consultations & gatherings at which Elder services have been supported • # of individuals who have been prepared for Eldership • Elder's self-assessment of capacity & availability improvements • Service provider partners assessments of Elder capacity and availability improvements	• Assist staff to set up appropriate tracking procedures for program data • Receive tracking reports from staff – compile, analyze & incorporate into overall evaluation • Design, coordinate, compile & analyze Elder and service provider assessments

Goal # 2

To assist the addictions serving sector to offer culturally appropriate services, thus becoming more effective in:

- reducing the number of people who develop addictions, and
- improving the sector's performance in assisting those with addictions to overcome them

Measurements

What we want to measure	Outputs	Outcomes	Roles of Evaluator
• The types and numbers of supports provided to the addictions serving sector partner • Improvements in addictions prevention as a consequence of those supports • Improvements in the performance of the addictions serving partners in assisting those with addictions to overcome their addictions	• Lists of supports provided to the partners by: ○ Partner ○ Type of support ○ # of participants involved ○ Frequency of use • # of partnerships sustained and/or developed, to improve the delivery of programs and services. • # of sustainable partnerships created/maintained between the urban Aboriginal community. • Circulation #'s for Print material – public awareness.	• Reduction in % of Winnipeg Aboriginal people living with addictions • Improvement in recovery rates for participants of programs provided by service provider partners • Reduction of recidivism rates for participants of programs provided by service provider partners • Other measurements to be negotiated with service provider partners based on their goals and activities	• Assist staff to set up appropriate tracking procedures for program data • Receive tracking reports from staff – compile, analyze & incorporate into overall evaluation • Develop a methodology for the outcome measurement contained in the first dot point to the left • Negotiate with service provider partners to identify possible outcome measurements for dot points 2, 3, 4 to the left • Compile, analyze and incorporate all of the data into the overall evaluation

Goals # 3 & 4

Goal 3: To achieve improved health outcomes for Aboriginal people in Winnipeg

Goal 4: To increase the possibility of self determination for Aboriginal families and individuals by improving their outcomes related to education, employment etc.

<table>
<tr><th></th><th colspan="3">Measurements</th></tr>
<tr><th>What we want to measure</th><th>Outputs</th><th>Outcomes</th><th>Roles of Evaluator</th></tr>
<tr>
<td>The extent to which the service providers to which the CCI provides supports have programs to assist their participants to achieve outcomes related to health, education, and employment
Improvements in the health, education & employment outcomes amongst participants of the service provider programs
Improvements in the health, education & employment outcomes amongst the Winnipeg Aboriginal population
How significant the CCI supports have been in realizing the above improvements</td>
<td>For partners to whom CCI supports are provided, a summary of the health, education & employment programs they offer:
# of programs
# of participants – particularly for women and children
Frequency of programs
# of Aboriginal people served through employment development services</td>
<td>Health, education and employment outcomes of program participants
Health, education and employment outcomes for the Aboriginal community in Winnipeg
The significance of the CCI supports in realizing the above outcomes
# of Aboriginal people who move on to specialized employment or further training.
# of Aboriginal trainees who are now employed.
# of Aboriginal people receiving job/skills development training.
# of business plans developed</td>
<td>Negotiate the tracking of program statistic data with service provider partners
Negotiate the methodology for measuring service provider outcomes with the service providers
Develop and implement a methodology for tracking the outcome measurements for the general Aboriginal community in Winnipeg
Design and conduct the attribution analysis for identifying the significance of the CCI supports</td>
</tr>
</table>

Goal # 5

To achieve more effective public policies related to addictions by including provincial and other government departments in the addictions, health, education and employment partnerships

	Measurements		
What we want to measure	**Outputs**	**Outcomes**	**Roles of Evaluator**
• Identify the public policies that have changed as a result of this initiative • Quantify the impact of public policy changes on addictions, health, education and employment outcomes	• List of public policies that have changed, and what those changes were	• The impact of the policy changes on addictions, health, education and employment outcomes • The significance of the CCI supports in causing the policy changes to be implemented	• Receive policy change descriptions from staff and incorporate into overall analysis • Methodology for assessing outcomes will be policy dependent. Evaluator will design methodology as the policies are implemented. It may be possible to have government partners evaluate the impact of policy changes – and the role of the evaluator to receive and incorporate the results into the overall evaluation • Design and conduct the attribution analysis for identifying the significance of the CCI initiative in causing the policy changes to occur

Goal #6

To create and assemble a body of knowledge about models and best practices that can be disseminated and replicated throughout the other sectors of the wider community

Measurements

What we want to measure	Outputs	Outcomes	Roles of Evaluator
• The number and type of knowledge resources that have been created and/or assembled through this project • How widely those knowledge resources have been disseminated throughout the other sectors of the wider community • How much the new knowledge is impacting other organizations as they plan and implement other initiatives	• List of knowledge resources that have been created and/or assembled • Description/quantification of the dissemination activities undertaken	• The significance of the CCI knowledge resources in bringing about new approaches to programming • The impact of the new approaches on addictions, health, education and employment outcomes of other organizations	• Receive list of knowledge resources created, assembled, and disseminated from staff and incorporate into overall analysis • Design and conduct the attribution analysis for identifying the significance of the knowledge resources in improving the effectiveness of programming in other sectors of the wider community

Formative Evaluation

The goals of the formative evaluation will be to:

- Assist the CCI to determine the quality of its implementation. As such it will investigate such things as:
    - The implementation and effectiveness of the Elders Council
    - The range and strength of its various partnerships
    - Its effectiveness at achieving policy change
    - Its ability to research and document best practices

- Identify how useful the Elders, partners and other stakeholders perceive the program to be
- Identify alternative processes and delivery procedures the CCI should consider
- Help the initiative to become an effective and dependable model

The precise nature of the formative evaluation will be developed between the evaluator and the CCI members within about 12 to 18 months of program implementation. At that time there will be much more clarity about adjustments the initiative has had to make, and any concerns that may have emerged.

While it may be too early to provide a detailed proposal regarding the formative evaluation, respondents to this RFP should indicate their experience with formative evaluations, and should include an approximate budget for this portion of the work.

Developmental Evaluation

The CCI is based on a theory of change which is included as Attachment "B" to this document. The field of addictions is a highly complex field, and the CCI's program is a very innovative program. The CCI needs to be constantly testing and rethinking its model to ensure that it is the best one to achieve its desired outcomes.

The evaluator is requested to design, lead and document an annual reflection session on the model the CCI is following. This reflection session should include questions such as:

- Is progress in each of the desired outcome areas being made as anticipated?
- Where is good progress being made? Where is it not?
- What lessons have we learned about overcoming addictions during the past year?
- What lessons about each of the key elements (e.g. Elders Council, partnerships, policy change) of our theory of change have we learned during the past year?
- Are the key features of the framework for change being borne out in practice?
- What adjustments, if any, are needed in our theory of change, and thus our practice, as a result of what we have learned during the past year?

Evaluation Frequencies:

Summative evaluation:
- Output measurements to be provided semi-annually
- Program & service provider outcome measurements to be provided annually
- General population outcome measurements to be provided at the end of three years

Formative evaluation:
- To be performed once, between 12 to 18 months after program implementation

Developmental evaluation:
- To be conducted annually

Attachment "B":

CCI Theory of Change

The Elders indicated that the root causes of addictions are:

- Addictions are a response to a spiritual void, the way we try to fill the "hole in our hearts".
- The spiritual void comes from a lack of pride, self-esteem, identity, a sense of feeling valued etc.
- The lack of identity, self-esteem etc. is often due to inadequate parent/child relationships – a failure to be nurtured during formative years
- All of the above can be traced back to the experience of residential schools, colonization, the community's loss of cultural identity etc.
- There is a mysterious dimension to addictions. Even when everything else (parenting, cultural training etc.) is done well, sometimes it still is suddenly there
- A perception that government does not understand the holistic nature or cultural needs of Aboriginal people

The Elders suggested that the solutions are to be found in:

- Work to cultivate a sense of pride, identity in our young people
- Strengthen the teachings and practices of traditional Aboriginal cultural spirituality – particularly amongst the youth
- Rebuild a sense of community amongst all Aboriginal people
- Unify the divisions within the Aboriginal community. Have all sectors work together for good
- Have more dialogue sessions like the current one – include youth/elder dialogue the next time
- Create more opportunities for mentoring and role modeling
- Empower elders. Expand and enhance their work throughout the various parts of the community – especially where youth are present
- Provide more opportunities for wholesome activities – dry dances, pow wows etc.
- Ultimately the decision to conquer an addiction has to come from within oneself. Nobody can do this for you. But others can help build your inner resources

The service providers and other stakeholders suggested that these solutions could be achieved by:

- Provide opportunities for the teaching, training and use of cultural practices. Develop cultural awareness training and orientation materials for educational institutions and the staff of service providers. Educate funders regarding cultural traditions and values.
- Create, support and/or fund culturally appropriate programs that address the whole continuum of care, from prevention to diagnosis to treatment to life long care and support. A long list of potential programs were named including life skills, employment skills, accelerated treatment for pregnant women and young women in child bearing years, housing, mentorships, dry dances, pow-wows, smudgings, Sweat Lodges etc.
- Increase the participation of Elders in family and community life.
- Provide supports in ways that reinstate the role of Elders as teachers and guides to children and youth. Have Elders participate in treatment programs. Create a Teaching Lodge for Elders, where current Elders can support and train each other, and prospective Elders can be groomed and mentored.

- Offer more community gatherings of Elders on a regular basis.
- Increase people's awareness of the resources that already exist in the community, by creating lists, directories, libraries etc.
- Support facilities and spaces for spiritual teachings & culture expression.
- Develop more partnerships and provide coordination for inter-sectoral dialogue and planning. A large list of potential partnerships was offered. These included tri-level government partnerships, inter-government agency partnerships, strengthening the links between the 80+ Winnipeg Aboriginal organizations, partnerships between Aboriginal and non-Aboriginal organizations, government/community partnerships etc. Participants suggested that it will take more than a spirit of partnership to achieve inter-sectoral coordination. It also takes resources to provide research, planning and coordination to the partner organizations.

The service providers and other stakeholders identified the following barriers toward achieving the above suggestions:

- Lack of authentic, competent, credible Elders and leaders and mistrust in communities of people in such roles.
- Weakened cultural identity and knowledge including break down of family. As such there is a lack of respect and interest on the part of youth connecting with and learning from adults and Elders.
- Limited or absent funding especially for long-term initiatives.
- Services that are not locally initiated, lead and implemented lead to difficulties engaging people who would benefit from such opportunities.
- The directions provided by the Elders require a holistic healing framework based on Aboriginal values to be implemented effectively - this is lacking. A holistic framework includes prevention, whole family support and a coordinated effort by all stakeholders including leaders, funders, organizations, government and community.

The service providers and other stakeholders identified that the following supports would assist them to strengthen their ability to improve outcomes related to addictions issues:

- Providing a role for Elders in partnerships.
- Develop guidelines/framework/boundaries for working together based on traditional teaching and/or mainstream approaches including an acknowledgement of differences between organizations involved – Aboriginal and non-Aboriginal alike. Provide a cultural orientation to foster understanding between groups.
- Education on nature of partnerships.
- Leadership programmes for "Elders-in-Training" and leaders of tomorrow.
- Promote existing successful inter-sectoral partnerships and organizations currently seeking partnerships.
- Adequate funding.
- Identify, remove or reform policies and practices that inhibit partnerships and address jurisdiction issues.
- Continue to shift cultural bias against Aboriginal people (and traditional practices) through public education. Foster attitude of "moving forward".
- Strengthen Aboriginal identity via social, cultural and spiritual events. Provide networking opportunities.

<u>In response to the above feedback, and supplemented by other research, the CCI has determined to undertake the following:</u>

Cultural reclamation

The primary focus of the CCI will be to strengthen Aboriginal people by helping them to recover and solidify their cultural and spiritual traditions. This will be achieved by:

- Increasing the participation of Elders in community life and programming. Many Elders and other stakeholders have suggested there is a shortage of Elders to engage with, and that those who are available are not well supported. The CCI will provide financial support for the engagement of Elders. It will also create opportunities and networks for Elders to mentor and support each other as they improve their abilities to assist others to overcome addictions.
- With the assistance of Elders, the CCI will develop standards, principles and competencies to assist organizations to offer their services in more culturally appropriate ways. Training in these standards, principles and competencies will also be provided.
- Funding will be provided to fill program gaps. Generally this funding will be directed at strengthening organizations' ability to deliver services in culturally appropriate ways. Stakeholders have identified many such program gaps, including things such as extended after-care programs related to life & employment skills; accelerated treatment paths for moms, pregnant women, and young women in child-bearing years; assisting parents and schools to work together; mentorship programs; improved housing options for people with addictions etc.
- Gatherings between Elders and community members will be organized. These gatherings will mostly focus on the participants in the programs of the CCI partner organizations. Some community wide gatherings may also be held.

Preventing Aboriginal youth from developing addictive behaviours

There is a need to work at addictions at many levels. Services need to be strengthened at every stage of the continuum of care – from prevention to treatment to after care. All segments of the Aboriginal population need support – from families to community organizations, from youth to seniors, from programs to policies. The resources available to the CCI are not large enough to work at all levels, and with the entire population. If the resources that are available are spread too thin, there is a danger of accomplishing nothing.

The Elders have suggested that the CCI focus on initiatives that prevent Aboriginal youth from developing addictive behaviours. The CCI has accepted this advice, and will make that its primary emphasis. At the same time, there is a recognition that youth live in families, and they live in communities; and that any focus on youth will periodically need to address certain family and community conditions.

Partnerships

The work of the CCI will be substantially achieved by working through other partners. The CCI Sub-Committee intends to initially invite a small number of addictions serving organizations to work with it in designing the interventions that will achieve the CCI's goals. Addictions serving organizations offering services within the whole continuum of care will be invited. It is anticipated that these organizations will have deep relationships with other organizations that provide health, education and employment services. The CCI, in conjunction with the addictions serving organizations, will design interventions that empower the additional organizations to achieve improved health and self-determination outcomes.

Formation of an Elders Council

A Council of Elders will be formed to assist the CCI to achieve its goals. The Elders will:

- Assist in developing the standards, principles, and competencies that will be provided to organizations to assist them to offer their services in more culturally appropriate ways
- Mentor and coach each other in improving their own cultural competencies
- Mentor and coach other Elders to improve their own cultural competencies
- Identify and prepare other community members for Eldership
- Mutually determine the best ways to offer their knowledge and practices to achieve the strongest impact within the interventions that are developed by the CCI program
- Be available to offer cultural/spiritual teachings and leadership to programs, consultations and gatherings

Role of the CCI Sub-Committee

While the major impacts of the CCI will be achieved through a group of organizational partners, the CCI Sub-Committee will continue to provide overall direction to the initiative. The Sub-Committee will be reconstituted to add new energy and insights to the work, and to include key partners in its governance. It will hire a coordinator(s) to perform its staff work, and to facilitate the work of the Elders Council. The ongoing roles of the Sub-Committee will be as follows:

- To provide overall design, oversight and coordination of the project
- To broker partnerships with other organizations
- To allocate funding to the various initiatives that are supported within this program
- To broker relationships with all three levels of government and other community organizations (e.g. funders) to achieve policy changes
- To research, evaluate and disseminate promising practices to the wider community
- To promote public understanding and acceptance of Aboriginal culture and spirituality
- To endorse, encourage, promote, and support traditional gatherings within the Winnipeg Aboriginal community
- To periodically communicate with stakeholders and the general community

Theory of Change Summary

The root causes of addictions are:

- Through a process of colonization, Aboriginal people have lost their sense of identify, self-esteem and pride – which has created a spiritual void which many attempt to fill through behaviours which lead to addictions
- There are not enough opportunities or resources in Winnipeg to assist Aboriginal people to learn about, celebrate and reclaim their traditional culture, spirituality and sense of community. In particular, Elders have not been empowered and supported to play their traditional roles within Aboriginal society
- Public policy often does not recognize the holistic nature or cultural needs

of Aboriginal people

- Service providers, Aboriginal organizations and government departments often work in isolation from one another, missing opportunities to combine their efforts to achieve stronger impacts

CCI will address the root causes by:

- Establishing an Elders Council to increase the capacity and availability of Elders to perform their traditional roles in the Aboriginal community
- Providing funding to reimburse Elders for their work in the community
- Forming partnerships with service providers to strengthen their ability to deliver services in culturally appropriate ways
- Providing funding to service providers to strengthen their ability to deliver services in culturally appropriate ways
- Organizing gatherings between Elders and community members
- Brokering relationships with the three levels of government, non-government funders, and community organizations to achieve policy changes
- Performing research on best practices and disseminating them to the wider community. In particular this research will focus on practices that attempt to bridge the world of traditional Aboriginal culture and practices with the world of mainstream systems, governance and accountabilities

Outcomes will be achieved by:

- The incidence of addictions will be reduced through:
  - The increased capacity of service providers to undertake culturally appropriate preventative programming
  - The increased capacity of service providers to undertake culturally appropriate remedial programming for people with addictions
  - The improved cultural identity and practices of the general Aboriginal community
  - The improvement in government and other (e.g. funders) policies regarding services to Aboriginal people
- Improved health, education and employment outcomes will be achieved because:
  - The partnerships brokered by the CCI will include organizations that deliver programming related to health, education and employment, and their ability to offer these services in a culturally appropriate way will be strengthened
  - The improvement in government and other policies will be directed at improving health, education and employment outcomes
- Best practice research will be documented and disseminated to the wider community