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**Evaluation of the Anishinaabewin Project: A Service Coordination  
Agreement Between West Region Child and Family Services and  
Winnipeg Child and Family Services Central Area**

**by**

**Mira Drakul**

**A Practicum Report  
Submitted to the Faculty of Social Work  
in Partial Fulfillment of the Requirements  
for the Degree of**

**Master of Social Work**

**University of Manitoba  
Winnipeg, Manitoba**

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**Evaluation of the Anishinaabewin Project: A Service Coordination Agreement  
Between West Region Child and Family Services and Winnipeg Child and Family  
Services Central Area**

**BY**

**Mira Drakul**

**A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University  
of Manitoba in partial fulfillment of the requirements of the degree  
of**

**MASTER OF SOCIAL WORK**

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## **ABSTRACT**

Coordination has been a topic of interest to practitioners for several decades, and regardless of their specific motives or interests, most administrators, clients and legislators agree that increased coordination of public service is necessary. Having recognized the need for coordinated services on behalf of the First Nation children and families from the West Region Child and Family Services and Winnipeg Child and Family Services, Central Area signed a Service Coordination Agreement in November 1996. The Agreement was signed with the purpose of establishing principles and processes for coordinating the delivery of services between these two agencies to this specific target population. It was hoped that this would address some of the barriers related to the implementation of the Native Child Placement Protocols. The purpose of this practicum was to evaluate the Service Coordination Agreement, with a view to exploring coordination as a process and develop skills in the application of program evaluation. The objectives of the practicum were to investigate a model of coordination established between WRCFS and WCFS Central and to contribute to the knowledge base of the use of coordination and collaboration in the field of child welfare. The practicum involved designing an evaluation of the interagency coordination between WRCFS and WCFS Central, which included a review of the development of the Service Coordination Agreement. Particular attention was paid to the assessment of the development and maintenance of inter-organizational relationships using Van de Ven's framework. The study results provided insight into the development and the model of coordination that evolved between the two agencies.

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## **Chapter 1**

### **OVERVIEW OF PRACTICUM**

#### **1.1 Introduction**

Cooperation among professional persons is at once the easiest and most difficult of relationships to achieve. It is easiest because service to others is always a part of the standards of professional bodies, and members place great value upon these standards. Because of this fact it is easy for persons from different professions to join hands in shared purpose. It is most difficult because in order to have true cooperation there must be trust and understanding among those who would work together. The members of various professions bring their own points of view, social positions, and skills to the collaborative relation. These differences may hinder the development of confidence and mutual agreement. (Zander, Cohen & Stotland, 1957)

Coordination has been a topic of interest to practitioners for several decades, and regardless of their specific motives or interests, most administrators, clients and legislators agree that increased coordination of public services is necessary. The demand for greater coordination comes from clients as well as agencies that provide services to clients. As a result, inter-organizational coordination has become a key element in the design of public service systems.

Most inter-organizational analyses include coordination as one of the forms in which inter-organizational relationships occur. These relationships have been found to affect the achievement of human service delivery system goals (Bayer, 1985, Reynolds, 1994). Starting with the assumption that concerted decision making and cooperative program implementation will lead to more successful outcomes than the independent actions of the same agencies (Roger & Whetten, 1982), inter-organizational cooperation is perceived by many as a means for increasing the quality of public service delivery systems.



Having recognized the need for coordinated services on behalf of the First Nation children and families from the West Region Tribal Council communities who reside in Winnipeg, West Region Child and Family Services (WRCFS) and Winnipeg Child and Family Services (WCFS) Central Area, signed a Service Coordination Agreement in November 1996 (Appendix 1). The agreement was signed with the purpose of establishing principles and processes for coordinating the delivery of services between these two agencies to this specific target population, thereby addressing some of the barriers related to the implementation of the Native Child Placement Protocols (Appendix 2). This Agreement was seen by WRCFS “as a further step in the recognition for aboriginal claim over our children, and it is an additional and practical way of ensuring that we know what is happening to our children and are in a position to influence and control this” (WRCFS Annual Report, 96/97).

The study of this Service Coordination Agreement is the major focus of this practicum. The purposes of the present study are: 1) to evaluate the coordination effort between the two child welfare agencies (West Region Child and Family Services - WRCFS and Winnipeg Child and Family Services, Central Area - WCFSC) and 2) to contribute to the knowledge base about how to develop cooperative service delivery in the area of child welfare.

The first chapter will identify the problem, and give additional background to the practicum. Chapter Two provides a review of literature in two areas – interagency coordination and program evaluation. Chapter Three discusses the design and

implementation of the practicum. Chapter Four presents the history of the Service Coordination Agreement. Chapter Five provides an evaluation of the interagency coordination and Chapter Six presents the results of the evaluation, discusses the student's learning and skill development, and offers some recommendations.

## **1.2 Background of the Practicum**

With aboriginal children over-represented in the child welfare system, child welfare programs affect aboriginal people in significant ways. To reestablish aboriginal claim to aboriginal children, First Nations are attempting to gain increased control over child and family services. The genesis of the Anishinaabewin Project was the realization that one of the major problems that exist with respect to the provision of services to First Nations clients, is the problem related to the provision of services to clients living off reserve. First Nations agencies have a mandate to deliver a full range of child welfare services to their members that live on reserve, while mainstream, non-aboriginal agencies have jurisdiction to provide services to First Nations clients living off reserve. First Nations agencies point out that large numbers of First Nations families live off-reserve, and that their limited jurisdiction does not permit them to deliver culturally appropriate services to their members who live off reserve. First Nations have always maintained the right to assume full jurisdictional control over the delivery of services to their members regardless of where they live. However, federal and provincial governments do not support this position. Relationships between First Nations and mainstream child welfare agencies have often been tense, and there has been reluctance by the mainstream system to relinquish control over aboriginal children to the First Nations agencies.

Three key issues were identified by the two agencies: 1) limited jurisdiction 2) delivery of culturally appropriate services to First Nations families and children living off reserve and 3) inconsistent compliance with the provincial standard 421, a protocol for the placement of aboriginal children. In order to find a way to address these issues, West Region Child and Family Services and Winnipeg Child and Family Services-Central Area decided to develop a pilot project that would help them engage more collaboratively in the delivery of services to the West Region First Nations members who live in the city of Winnipeg. Methods and strategies to employ in this collaborative effort were conceptualized and specified in the Service Coordination Agreement, signed by both agencies in November 1996. Section 6.10 of this Agreement calls for a project evaluation and Dr. Brad McKenzie was retained in 1997 to provide a summative and formative evaluation of the project. Two purposes were identified for the overall evaluation: a) to evaluate and report on developments outlined in the Agreement, which are to be addressed by the two agencies in improving service coordination; and b) to examine the feasibility of such an Agreement and related developments as a model for service provision for other First Nations agencies seeking better service coordination to their children and families living in the city of Winnipeg.

This student was allowed to be involved in part of the evaluation, specifically to focus on the activities and processes related to improving service coordination between WRCFS and WCFS - Central. The student's role in the overall evaluation was determined mutually with the principal evaluator, Dr. Brad McKenzie. Since the evaluation covers a

time span of almost two years (January 1997 - October 1998) it was decided that the student, as an evaluation team member, would be involved only in the first phase of the evaluation process. This first phase was an assessment of implementation process. Based on the Service Coordination Agreement, the general objectives of the practicum were identified, as well as the particular tasks that the student was to perform during the evaluation process. A brief overview of the practicum objectives and how these were met follows; these objectives and tasks are discussed and addressed in more detail in Chapter Three.

The rationale, as well as the objectives of this practicum, were based on the Service Coordination Agreement and on the theoretical framework outlined in the literature review on coordination. One objective of the practicum was to investigate and evaluate a model of coordination established between WRCFS and WCFS Central. Another was to contribute to the knowledge base of finding and using different methods to regulate working relationships in the field of child welfare. In addition to this, the student's learning objectives were set up. Those learning objectives included learning how to apply program evaluation, to acquire knowledge about coordination, and to gain insight into the coordination structure and process. Over a period of one year, from October 1997 to September 1998, different activities and tasks were performed by the student to achieve these objectives. First, a literature review on coordination and program evaluation was completed in order to determine the appropriate scope of the practicum. A second task was to plan and implement some of the activities for the evaluation of the coordination process. Those activities included the development of an appropriate

**research methodology and methods for data collection, and participation in the development of an instrument for data collection. Doing the actual data collection and carrying out the data analysis completed the evaluation activities. The activities and tasks that were performed led to the achievement of the objectives that were set up. The final task of reporting results is achieved by writing this report on the findings.**

## **Chapter 2**

### **LITERATURE REVIEW**

This chapter will provide a literature overview in two areas, interagency collaboration and program evaluation. In the case of interagency collaboration, specific attention will be given to the definition of inter-organizational coordination, the structural properties of inter-organizational relationships, strategies, models, and conditions that facilitate inter-organizational relationships, and the research in the area of inter-organizational relationships.

#### **2.1 Literature Review on Collaboration/Coordination**

##### ***Defining Collaboration/Coordination***

Many authors emphasize the importance of defining coordination. Although Aiken, Dewar, DiTomaso, Hage and Zeitz (1975) see coordination as a way of improving service delivery in different areas, they consider coordination as an idea that is seldom defined, very often overworked and rarely achieved. Goering and Rogers (1986) point out that before developing objectives for any coordination effort, it is essential to arrive at a clear understanding and consensus of an operational definition of “coordination.”

Defining coordination is perceived by many as complex, primarily because the terms “coordination”, “cooperation”, and “collaboration” are very often used interchangeably. However, others find that they have quite different meanings, and in fact, these terms

describe different strategies aimed at achieving various goals. For that reason, a clear distinction is important; indeed, there are practical as well as conceptual implications for attempting to distinguish between these terms.

Arriving at a clear definition is perceived by many as complex. Sharon Kagan (1990) notes the confusion over the definition and misuses of the terms collaboration, coordination, and cooperation. She points out that the three terms are often equated or used interchangeably. Kagan (1990) implies a hierarchy in the definition where cooperation forms the base, coordination forms the second level and collaboration, the most complex, forms the third level. Cooperation is the least complex without any clearly defined structure. It refers to joint efforts in which participants retain their autonomy, and interactions are episodic. Coordination is typically bilateral in nature, occurring between two groups around a specific program or task and is seen by Kagan (1990) as more complex. The sharing or exchange of some resources also characterizes coordination. According to Kagan (1990), collaboration requires the sharing of resources and joint planning, as well as the sharing of power and authority. On the other hand, Goldman and Intriligator (1990) define cooperation as an interagency effort that allows each agency involved to remain relatively autonomous while working together. Coordination, as an interagency effort, requires a moderate amount of interdependence that specifies each agency's responsibilities and obligations. By extension, they perceive collaboration as an inter-organizational model that "requires extensive interdependence in order to accomplish a task that no single agency has the capacity to do alone"(p.8).

In the opinion of Goldman and Intriligator (1990), it is very important that individual agencies agree upon the conditions that will govern their involvement in this collaboration. They identify eight conditions or variables that enable a determination of whether agencies involved function cooperatively, coordinatively or collaboratively. Those conditions include interagency objectives, policies, structure, resources, loyalty, agreement, decision-making and personnel roles. According to Reynolds (1994), collaboration and coordination differ in terms of the presence of decision rules, degree of formalization present, kinds of goals emphasized, amount of resources involved, primary actors, relative threat to autonomy, and implications for vertical and horizontal ties.

Hord (1980) discusses differences between cooperation and collaboration in terms of beginning processes, communications, resources and ownership requirements, leadership and control, and rewards. Whereas cooperation begins with an agreement for one organization to assist another, the initiation of collaboration rests on organizations joining forces to outline shared goals and action plans. Communication in cooperation is characterized as a conveyance of information from one organization to another, unlike the more fluid communication channels among people at different levels in collaboration. Hord (1980) explains that an “us/them” process mode typifies the individual proprietorship of cooperating institutions, whereas a “we” process of system ownership and mutual funding of activities typifies collaboration.

Coordination is defined differently, depending on the criterion that is deemed to be most important for interagency coordination to occur. Hall, Clark, Giordano, Johnson and Van



Roedel (1977) consider interdependence as the most critical criterion and define coordination as “the extent to which organizations attempt to ensure that their activities take into account those of other organizations” (p. 459). Warren, Rose and Bergunder (1974) focus on decision making and define coordination as a structure or process of concerted decision making or action. In their view, two or more organizations make decisions or act simultaneously, in part or in whole, with some deliberate degree of adjustment to each other. Consequently, coordination, in their view, can be structure or process.

When coordination is viewed as structure, it includes specifying the relationship between the participants - the power of each, the formal rules to guide efforts and the degree to which participants lose autonomy. The major concern, when coordination is viewed as a process, is with joint decision making. White (1974) emphasizes that the presence or absence of joint decision-making rules and criteria, for resources controlled jointly or independently by organizations, are crucial for understanding the interaction between these organizations. Warren et al. (1974), in a discussion of social welfare organizations, indicate that concerted decision making exists in order to realize aggregate goals that would not be set and accomplished otherwise. Mott (1970) points out that coordination results in adjustments among the organizations in their respective outlooks, objectives, and methods of operation.

A determination of the basis of the relationships must be very carefully examined. Inter-organizational coordination can have different forms of interactions depending on the

basis of the relationship. These critical elements of the relationships should be neither assumed nor missed. Generally inter-organizational relationships can be based on a formal agreement, be mandated by law, or be voluntary in nature.

In their study, Hall, et al. (1977), examined the patterns of relationships as they exist under differing circumstances, with an aim to understanding the consequences of such relationships. They realized that if inter-organizational coordination is desired, different mechanisms must be utilized, depending on the basis of the relationship itself. They use exchange theory, which stresses goal attainment, as the dominant theoretical perspective to use in looking at the basis for inter-organizational interactions. They found that an exchange perspective is supported when the basis of interaction is voluntary. When the basis of interaction is a formal agreement or a legal mandate, exchange theory is not useful. In their opinion, once mandates have been issued or agreements reached, it is probably most appropriate to focus upon approaches other than exchanges, such as the division of labor in which interdependencies are maintained. They found that coordination was achieved through different means, depending on the basis for the interaction. Under each condition there were strong relationships with coordination. The strongest predictor was found when there was a formal agreement, suggesting that “reaching a formal agreement was itself a step toward coordination” (p. 467).

As coordination can have different bases, it also can have different forms and can cover different areas. It can be minimal or extensive, even leading to merging. Coordination can be mandated by law, based on formal agreement, or voluntary. One of the voluntary

forms of coordination is its formalization through a type of formal agreement. These forms are seen as the major basis of inter-organizational relationships as well as the basis for exchange of resources (Hall et al., 1977).

Hall et al. (1977) stressed that the base of interaction can affect the quality of interactions between and among organizations. In the cases where voluntary relationships are formalized, voluntary interactions generally precede the signing of an agreement. In these cases, it is assumed that power relationships are resolved and that the exercise of power is not an important variable.

Any attempt to define collaboration in a concise fashion results, according to Kraus (1980), in a superficial definition. Collaboration involves perception, values, expectations, assumptions, behaviors, structures, processes, and outcomes. A variety of complex variables must be covered in a single definition. (p. 19)

### ***Structural properties of inter-organizational relationships***

Some of the structural properties that have been identified within inter-organizational relationships by Aiken and Hage (1968) are complexity, innovativeness, active internal communication structures, and more centralized decision-making structures. Aiken and Hage (1968) present an empirical examination of organizational interdependence. According to them, the indicator of interdependence is the number of joint programs. In their study of sixteen social welfare and health organizations, they examined the relationship between interdependence and internal organizational behavior. The study showed that an increase in interdependence results in increases in complexity,

innovativeness, activity of internal communication channels, and a greater increase in the centralization of decision-making.

Goering and Rogers (1986) recommend an easy way to conceptualize structural variables. They construct a continuum that groups each dimension according to how much control is exerted on the participating organization. The entrepreneurial model involves minimal structuring of the organizational relationship. Power remains with the individual organizations. The coalition model is a voluntary interaction of organizations with limited degrees of commitment to the coordinating structure. A federative model is primarily mandated, with member organizations agreeing to a formal organization that will accomplish common goals.

Forster, Evans and Fisher (1990) found, by doing an evaluation of a pilot project in service coordination, that the project itself had no substantial effects on consumer satisfaction or service provider satisfaction with client services. They suggested two alterations to the program structure: 1) information sharing and joint treatment planning must be ensured and increased through the use of mandatory monthly case conferences; and 2) a more formalized structure. Foster et al. (1990) concluded that service coordination ventures should focus on the institutionalization of service coordination and the development of more formalized coordination mechanisms that will help evaluators provide more accurate estimates of such endeavors. However, Gray (1985) suggests that structure established with designated roles and responsibilities for organizations involved, but without other facilitative conditions being taken care of, is insufficient to promote

collaboration. She adopts a process view and sees successful collaboration as dependent “upon the simultaneous interaction of several conditions at appropriate phases in the process” (p.932). Goering and Rogers (1986) also point out that the establishment of a formal mechanism for coordination does not mean that coordination exists. They see it as an ongoing process that depends on the actions and decisions of those who participate. Participants are those who determine the extent to which coordination occurs.

***Strategies, models and conditions that facilitate inter-organizational relationships***

Warren (1973) states that “the most notable aspect of the coordination strategy, despite its apparent face validity, is a long history of failure of the strategy to meet expectations” (p. 357). Strategies for cooperative relationships often include networking, information sharing, and assessments to determine community needs and to identify overlapping services (Melaville & Blank, 1991).

Goldman and Intriligator (1990) present a model of interagency effort that consists of three sets of issues:

- 1) the extent of interdependence required to achieve a particular interagency goal
- 2) the nature of the conditions that are appropriate for different degrees of required interdependence
- 3) the relationship between and among those conditions

Engagement in collaborative activities requires a degree of commitment and loyalty on the part of both agencies. It is very critical to establish policies that will support interagency effort. Boyd et al. (1992) point out that people who are involved in the

coordination process should be helped to adapt and prepare for change. In their view, it could be facilitated by staff orientation sessions in which personnel could express their concerns regarding the coordination process. The level of involvement by staff in service coordination processes determines the success of coordination effort. Dellario (1983) reported that an approach to the coordination of services that included participation of those who are responsible for policy decisions was a more effective strategy for change. However, those who are more involved with direct services must be involved in the process of coordination at the earliest point. Boyd, Duning, Gomez, Hetzed, King, Patrick and Withaker (1992) suggest that in order to facilitate collaboration, people who are affected by collaboration should be involved at all stages of planning and implementation. Early involvement is crucial to improving their perception of the success of interagency collaboration. Melaville and Blank (1991) advocate involvement of those who actually deliver services at the earliest possible moment to ensure that the partnership exists in more than name only.

Bayer (1985) identifies three factors that contribute to productive inter-organizational relationships. These are similar ideologies, task-oriented information exchange, and clarity and distinctiveness of community role and function for each agency. Boyd (1992) identifies resources (financial and human resources) as one of the most important prerequisites to active participation in collaboration, and stresses that “by involving affected people in all stages of planning and implementation, recognizing that impacts are realized in personal terms, and addressing the resource question, the challenges of initiating and institutionalizing collaboration might be eased” (p.15).

Appropriate funding and other resources available can have an important effect on the functioning of coordination. As Wildawsky (1964) points out, the acquisition and control of resources breed conflict and power struggles within and among organizations. According to Goering and Rogers (1986), those who are involved in the process of coordination should be assured that there is an intention to commit resources on a permanent basis, as long as the project is meeting its stated objectives. In their point of view, optimal coordination of service delivery depends on having good information available about individual clients, programs, and the operation of the system as a whole. Levine and White (1960) stress resources as a crucial linkage between organizations, and treat organizational exchange as a voluntary activity between two organizations that has consequences for their perspective goals and objectives.

Kagan (1990) identifies four broad mediating variables that affect collaborative development and functions. These variables are goals, resources, power and authority, and flexibility. In her opinion, a collaborative process is influenced both by the quantity of resources available and the way resources are shared. If there is a lack of resources, collaboration could be inhibited by interagency competition and hostility. Kagan (1990) points out "that flexibility that refers to the establishment of formal and/or informal communication links as well as to the provision of direct and/or indirect services, is one of the most universal mediating variables. The reason is that almost all collaboration studies have established communication mechanisms (97%) and provide direct or indirect services (94%)" (p. 42).

Domain consensus is one of the key variables in inter-organizational analysis. Gray (1985) sees domain consensus as one of the essential conditions in achieving coordination. She defines domain consensus as the set of actors (individuals, groups, and/or organizations) that become joined by a common problem or interest. Braito, Paulson and Klonglan (1972) investigated the concept of domain and domain consensus, and found that domain consensus was more important than domain. They found that reaching consensus around a problem was more predictive of a willingness to engage in co-operative inter-organizational relations than the structural characteristics of the organizations. As well, they determined that the process of achieving domain consensus was more important than the interaction between organizations. As perceived by Hall et al. (1977), domain consensus is often a necessary precondition for the exchange of elements, because without at least minimal domain consensus, there can be no meaningful exchange among organizations.

Goering and Rogers (1986) summarize a number of general principles that can facilitate coordination and guide those who are planning coordination efforts (page 8). These principles are:

- a. Define which functions are to be coordinated
- b. Define and limit the target population
- c. Facilitate change that is anchored in front-line problems and flows “from bottom up” rather than “from the top down”
- d. Involve those who will be affected in the planning



- e. Specify the benefits, costs, and responsibilities of membership
- f. Make sure that there is enough power to implement change
- g. Assign responsibility for leadership to skilled and respected individuals
- h. Build upon existing positive linkages
- i. Allow sufficient time for change
- j. Commit the necessary resources

***Research in the area of inter-organizational relationships***

Warren (1973) specifies inter-organizational analysis as a field of investigation. One of the reasons for this is that the cooperation that is involved in joint programs is not easily achieved. There are a number of barriers to establishing such interdependencies among organizations that may result in a high probability of conflict. Clark (1965), who emphasizes that the area of inter-organizational relationships incorporates appropriately the processes of both, conflict and cooperation, also supported this. According to Roger and Whetten (1982), the field of inter-organizational coordination has progressed from an “early period of documenting single collaboration ventures, through a period for large-scale comparative research on the antecedents and consequences of coordination, to the contemporary period of developing empirically based intervention programs for improving coordination” (p.6). Houston (1980) points out that research in the area of collaboration shares complex aspects of collaboration such as the structure of collaboration enterprises (organization, governance, management structure), problems of communication at all levels within or between institutions, and support and reward systems for the individuals involved in the group effort. He notes that the research on

collaboration is mostly case studies and observations describing “conditions, designs, and dreams”(p. 333), with very few attempts to analyze their operations.

Reynolds (1994) found that the researchers within different fields such as human resources, education, and the human services delivery system, used narrow approaches in the area of inter-organizational collaboration that have not been consistent with current models of collaboration and services integration.

There is a need to design studies that focus on multiple levels of analysis (Roger & Whetten, 1982), such as community, networks, and dyads. In their opinion, studies in this field have focused mainly on a single level of analysis. Thus, researchers generally investigated only dyadic linkages, or network properties, or the impact of an organization’s environment. Only rarely was more than one level of analysis included in the same study. Based on this, they proposed a multilevel, analytical framework for inter-organizational research that includes four levels: the context of the inter-organizational network, the characteristics of a network, the macro characteristics of specific inter-organizational dyadic linkages, and the characteristics of micro, interpersonal linkages. This framework is hierarchical in nature in which contextual conditions serve as a basis for micro relations.

Pennings (1974), in his research study concerning the assessment of measures of organizational structure, developed and applied multiple instruments for measuring structural characteristics of complex organizations. That study compared two different

sets of measures designed to assess the degree of centralization and formalization. One set represents the institutional approach, which relies on documents and informants; the second set relies on the survey approach, which is characterized by the use of questionnaires and interview schedules. Pennings (1974) applied these two sets of instruments to a small sample of manufacturing organizations and in the end came to the conclusion that a certain amount of convergence was evident. However, he raised serious doubts about the validity of some of the indicators. He suggests that a similar study, using a much larger sample and scales measuring attributes of the organizational structure, could increase the knowledge about the validity of measurement instruments.

For Whetten and Roger (1982), there are two competing methods of collecting data on inter-organizational relationships: survey and ethnography. They explain that survey research is extremely efficient since its strength lies in the ability of the researcher to draw inferences to a larger population, but at the same time it does not allow a deep and sensitive understanding of what is being studied. In their opinion, the ethnographic approach is the research method that allows in-depth understanding of human behavior. However, there is less possibility for statistical analysis and consequently it is more difficult to formulate general conclusions. To avoid the disadvantages of both methods, Whetten and Roger (1982) propose that these two approaches be combined.

Gray (1985) suggests that comparative analyses are needed to understand the necessity and relative contribution of all conditions to successful collaboration in different settings. She suggests that more longitudinal, process-focused, action-oriented research is needed

to capture the complexities that are related to collaboration, and that those who are interested in coordination should examine the subtle processes of inter-organizational negotiations.

## **2.2. Literature Review on Evaluation**

Programs that provide social services to the public are generally costly in terms of money and staff. The use of public funds for these programs leads to demands for public administrators to be accountable, to evaluate the effectiveness of the various programs, and to provide improved services to clients.

Even though evaluation refers to a measurement of outcomes with respect to a particular program, it is important to look at the whole process of programming. There are important issues that occur, even before goals are set, which should be evaluated. It is not possible to perform an evaluation of a program without considering the framework within which it is embedded, and some of the historical factors that precede program development. In order for an evaluation to be useful, there must be an understanding of its scope, the various approaches to assessment, the ways in which it has been utilized, and the different view points of persons who work in the field.

Hudson and Mayne (1992) define a program as a set of activities and associated resources aimed at achieving a common goal. They emphasize that a successful evaluation is not simply an analytical exercise but an organizational learning process for reviewing, assessing and reconsidering programs. According to them, there are four purposes of

program evaluation (increasing knowledge, improving program direction, reconsidering program direction, and providing for accountability); two basic aspects of program evaluation (purpose and client); and the products resulting from the evaluation (report, information, understanding and improved program). The evaluation itself is seen as an action-oriented process where the clients are able to determine how well the project is working in the light of program objectives, the purpose of the evaluation, the focus of the evaluation (questions that should be answered), and the nature of the reporting.

According to Hudson (1992), a program is comprised of a set of activities and resources whose main purpose is to achieve a common goal. Program evaluation, in his opinion, is a learning process that helps review, assess and reconsider a program. Ricks (1990), on the other hand, argues that the primary purpose of program evaluation is to determine the value or worth of a program and whether or not a program warrants funding. According to Rossi and Freeman (1982), evaluation refers to “the systematic application of social research procedures in assessing the conceptualization and design, implementation, and utility of social intervention programs” (p. 20).

Many authors (Rossi & Freeman, 1982; Tripody, 1983; Weiss, 1971) believe the reasons for conducting studies to be of central importance, as most of the major decisions that need to be made in planning and conducting an evaluation depend on the answers to these questions. Specifying the reason for the evaluation determines the kind of information that will be produced.

The primary justification and rationale for evaluation is that it provides information for action and contributes to the rationalization of decision making (Weiss, 1971). Weiss points out that although evaluation can serve other functions such as knowledge building and theory testing, unless it gains a serious hearing when program decisions are made, it fails in its major purpose. Its major purpose is to help decision-makers use the conclusions of evaluation research in setting further directions for an action program. For Rossi and Freeman (1982), the purpose of program evaluation is to assess and improve the conceptualization, design, planning, administration, implementation, effectiveness, efficiency, and utility of social programs.

The evaluation can be carried out for different purposes and the terms 'formative' and 'summative' are used to conceptualize two types of evaluations. Formative evaluation is designed to improve a program that is still in operation, and supplies information that should contribute to, and be useful in, shaping and developing the program. It aims at improving program performance by influencing immediate decisions about the program, especially about how its component parts and processes could be improved (Scriven, 1991). Summative evaluation judges the worth of a program by assessing effects in light of relevant problems. It is conducted at the end of a program to assess results or outcomes, and is particularly useful in determining if the program achieved its objectives ( Shadish, Cook & Leviton 1991; Tripodi, 1983).

Maguire (1987) describes two competing views of the nature of society (dominant and alternative) which provide a base for comparing certain characteristics of competing

social science research paradigms. She points out that competition between dominant and alternative social science paradigms in research is based on fundamentally different assumptions about knowledge creation that reflect the different views of society.

Alternative paradigm research stresses subjectivity over objectivity, closeness to subject over researcher distance, uniqueness over generalization, qualitative over quantitative, local self-determination over social control, and solidarity and action over impartial advice. Maguire (1987) stresses that what we do is influenced by the particular paradigm out of which we choose to operate. However, there is a notion that we have the right to not limit ourselves to one paradigm and the evaluation that is particular to that perspective. This is directly connected to the debate over the relative strengths and weaknesses of qualitative and quantitative methodology. Crompton & Jones (1988) argue that “in organizational research it is not a mutually exclusive decision between quantitative and qualitative methodology. In reality it is very difficult to study organizations without using both sorts of methods. In any event quantitative data always rests on qualitative distinctions” (p. 72).

Cook and Reichardt (1979) provide an overview of the debate over the appropriateness of various methods and methodological stances for conducting evaluation research. They reject the notion that there is a linkage between paradigms and research methods and requirements to choose between qualitative and quantitative methods exclusively. They conclude that there is no choice but to go beyond the debate of qualitative versus quantitative methods and to use the method that is able to satisfy the demands of evaluation research. Evaluation design requires creativity because the answer to the

question - which evaluation design is best - depends on the purpose of the evaluation and on what stakeholders want to know.

One of the challenges of evaluation is “getting the best possible information to the people who need it - and then getting those people to use information in decision-making” (Patton, 1984, p. 40). Making decisions on which data collection methods will be used for a particular evaluation involves considering the trade-off between the strengths and weaknesses of different. According to Patton (1984), those options are the trade-off between breadth and depth in data collection, qualitative and quantitative data choices, and different ways of focusing on evaluation questions. He points out that there is always an underlying concern in every evaluation that is related to providing useful and accurate information for decision making. In order to produce useful information, there is a set of standards that must be met. According to these new standards of excellence, evaluation must be useful, understandable, relevant, and practical. At the same time, these standards help distinguish evaluation from basic scientific research which is characterized by its use of random samples, experimental design and statistical analysis. Patton (1984) makes another point in relation to making data collection decisions: there are no rigid rules for making data collection decisions in evaluation. Thus, an effort must be made to create a design and gather information that is appropriate for a specific situation.

### **2.3. Summary of the literature**

Inter-organizational relationships include, among others, general forms defined in the literature as cooperation, coordination and collaboration. Distinctions among these forms



have theoretical and practical implications, since each term is aimed at achieving specific goals. Consequently, many researchers interested in this field have analyzed and developed different definitions for each term (Kagan, 1990; Hord, 1980; Hall et al., 1977).

As identified in the literature, inter-organizational relationships may be voluntary or mandated. There is a third model, which is also voluntary, but at the same time standardized through some form of formal agreement that specifies the roles and activities of participating organizations. However, few inter-organizational relationships are seen as exclusively voluntary, standardized-voluntary or mandated. It is not easy to determine which coordinating structure is best since only selected aspects may be applicable to any particular situation.

Coordination and collaboration can be seen as patterns of interaction, as well as a process that involves ongoing actions and decisions of those who participate. The participants are those who determine whether coordination will occur even in cases where a formal mechanism for coordination is established. For a long time, research in inter-organizational relationships was based on single level analysis. However, it has been realized that multiple levels of analysis, as well as comparative analysis and process focused action-oriented research, must be adopted in order to capture the complexity and subtle processes in inter-organizational negotiations.

The literature on evaluation shows that developments in evaluation research are complex.

**This may be the reason that the definition of the evaluation research is hard to determine. Variations in interpretation suggest that evaluation is not a unitary concept. For example, evaluation can assume different forms and try to accomplish different objectives by using different methodologies. Evaluation can also be carried out for different purposes, and in that sense, two types of program evaluation are possible - formative and summative. The formative approach is more concerned with the comparison of stated objectives than with outcomes. Summative evaluation is designed to appraise a program after it is well established. Program evaluation applies different research methods and designs. However, an effort must be made to create a design and gather information that is appropriate for a specific situation.**

**This literature review is presented in order to establish the rationale and framework for this practicum. The literature review on coordination/collaboration was used as a base to decide which variables are of the most importance in order to determine and evaluate the coordination process between the two agencies. The literature review on program evaluation was useful in deciding on the design of this practicum, the importance of determining research procedures and objectives, the most appropriate methodology-technique (qualitative or quantitative), and consequently the most appropriate method of data collection.**

**The next chapter presents the focus and rationale for the practicum, provides definitions of the key terms, outlines the goals and objectives, and identifies the tasks which were completed in order to achieve the stated goals and objectives. It demonstrates that the**

knowledge that the student gained from the literature was incorporated into the evaluation design of the coordination process that is being used by the WRCFS and WCFS, Central Area.

## **Chapter 3**

### **PRACTICUM DESIGN AND IMPLEMENTATION**

It is the responsibility of all who are involved to monitor the coordination process and evaluate its effectiveness (Goering & Rogers, 1986, p. 6).

#### **3.1 The Focus and Rationale for the Practicum**

The rationale for this practicum is based on the Service Coordination Agreement itself as well as on a theoretical framework outlined in the literature review on interagency collaboration. The Agreement states (Section 2.0) that its purpose is to establish guiding principles and processes for coordinating the delivery of services between WRCFS and WCFS Central on behalf of children and families from member First Nations of West Region (target group) who receive service from Central Area Office. Section 6.0 states that the Agreement provides a framework for ongoing collaboration between WRCFS and WCFS Central for the benefit of families and children from West Region First Nations residing and/or receiving services from Central Winnipeg. This same section of the Agreement describes the activities that will allow collaboration to be maintained, with overall objectives that are aimed at providing culturally and linguistically appropriate services to the target group.

#### **3.2 Definitions**

The evaluation described in this proposal could not be launched until a definition of collaboration was determined. The Agreement does not give a definition of either collaboration or coordination and uses both terms interchangeably to address and

describe the same relationship. For this reason, and for the purpose of this practicum, those terms are also used interchangeably and defined as the degree to which the agencies and staff are working together, and the degree to which they understand that they are engaged in reciprocal activities towards achieving a common goal. Other key terms are defined below.

**“Agreement”** means the Service Coordination Agreement signed between WRCFS and WCFS - Central in November 1996.

**“First Nation”** means a band according to the Indian Act R. S. C. 1985, c. I-5. This is the definition adopted by the Agreement. This term includes all persons registered or entitled to be registered as an Indian under the terms of the Indian Act. In some instances the term “aboriginal” is used, but that term is used here with the same meaning as “First Nation”.

**“Aboriginal/First Nation Agency”** is a mandated First Nation child and family service agency. In this paper, the term does not include other aboriginal organizations that provide services to the aboriginal community.

**“Staff”** refers specifically to senior management and supervisory personnel from the two agencies.

### **3.3. Objectives**

#### **3.3.1 Practicum objectives**

In an attempt to address the issue of using different methods of regulating working relationships between mainstream and First Nation child welfare organizations, the practicum has two general objectives. These are:

1. To investigate a model of collaboration established between the two child welfare agencies (WRCFS and WCFS Central Area) in the early implementation phase of project development (1.5 years) and to acquire a working knowledge in the application of program evaluation to this investigation.
2. To contribute to the knowledge base regarding the possibilities of developing cooperative service delivery in the area of child welfare

Such information is needed as non-aboriginal and aboriginal service providers examine different ways of working together when dealing with First Nation clients.

#### **3.3.2 Learning goals and objectives of the Student**

In carrying out this practicum, my learning goals and objectives were as follows:

##### **Goal 1**

To learn how to apply program evaluation in a child welfare organizational context as it applies to a new program initiative

##### **Objectives:**

- a. by acquiring a working knowledge and skills in the design,

**data collection, and analysis of one component of a program evaluation study**

- b. by planning and implementing some of the evaluation activities of the coordination process between the two agencies, such as choosing the appropriate research design, methodology for data collection, developing evaluation questions and an instrument for data collection, carrying out data analysis, and reporting results**

## **Goal 2**

**To acquire knowledge about coordination and to gain insight into the coordination structure and process**

### **Objectives:**

- a. by analyzing and identifying the nature of the relationship developed between these two agencies**
- b. by determining how the agencies formalized their interaction procedurally**
- c. by demonstrating an understanding of the context and the reasons that led to the signing of the Agreement**
- d. by developing a greater understanding and knowledge of the value, structure and dynamic of interagency collaboration**

### **3.4. Design of the Practicum**

The practicum is designed to achieve the goals and objectives outlined in the previous section. The specific tasks were divided into preliminary and primary activities.

Preliminary activities included determining my role in the overall evaluation, reviewing the literature in the area of coordination/collaboration and program evaluation, writing a practicum proposal and having it approved by a Practicum Committee. Primary activities included 1) preparing for and designing an evaluation of the interagency coordination 2) researching the context of the Agreement 3) implementing the evaluation of the interagency coordination, and 4) reporting.

### **3.5 Site Selection**

Practicum activities were carried out in the two agencies that signed the Service Coordination Agreement, namely West Region Child and Family Services and Winnipeg Child and Family Services - Central Area.

#### ***West Region Child and Family Services***

West Region Child and Family Services Inc. (WRCFS) is a First Nations agency mandated under the provincial Child and Family Services Act. As a mandated First Nation child welfare agency, it is responsible for the delivery of child and family services to its nine member bands. These bands include O-chi-chak-ko-sipi, Ebb and Flow, Tootinaowaziibeeng, Waterhen, Pine Creek, Gambler, Keeseekoowenin, Waywayseecappo, and Rolling River. The head office of the agency is on the Rolling River First Nation, with sub-offices in Dauphin, Winnipeg, and at each First Nation. Specialized service units such as treatment support, alternate care and therapeutic foster



care operate from the Rolling River office. The Winnipeg office includes staff that provide outreach services in Winnipeg, policy and program analysis, and planning.

The Agency is an incorporated entity that operates under the direction of a Board of Directors, which is comprised of the nine Chiefs of the member Bands of WRCFS Inc. Overall management is the responsibility of the Executive Coordinator. A Director of Programs is responsible for all program development and case related matters.

The service model adopted by the agency reflects a commitment to community-based programming. Staff teams that operate out of the sub offices at each First Nation include at least one child and family services worker and one prevention and resource services worker. The child and family service workers are primarily responsible for the delivery of statutory services, while the prevention and resource services workers are responsible for the development and implementation of preventive programs, as well as the development of resources in each community. Intake functions are primarily the responsibility of these community-based teams, although the head office and the Winnipeg and Dauphin sub-offices will also provide intake services. Specialized service units include an Alternate Care Unit, an Abuse Team, a Therapeutic Foster Home Unit, and a Treatment Support Team.

### ***Winnipeg Child and Family Services - Central Area***

The structure of the Winnipeg Child and Family Services – Central Area described here is the structure that existed at the time the Service Coordination Agreement was signed and at the time the evaluation of the coordination process took place. The agency itself is

now undergoing a major reorganization, planned for implementation in the fall of 1999. Winnipeg Child and Family Services - Central Area had a main office at 831 Portage Avenue. As an area office of Winnipeg Child and Family Services, the Central office was mandated under the Child and Family Services Act to provide services to children and families residing in the central area of the city of Winnipeg. At the time of the study, Winnipeg Child and Family Services Central Area's delivery structure for the provision of child protection services consisted of the following: an intake unit, four family service units, a family reunification unit, a permanency planning and adoption unit, program coordination and consultation services, and specialized services. The Intake Unit was located at 831 Portage Ave. and included one supervisor and ten social workers working in teams of two. The intake function in the Central Area was based on a centralized model with one unit providing services for all new intakes.

Central Area had four Family Service Units, each of which were staffed by one supervisor and seven social workers. Two units were housed in the main building at 831 Portage Avenue and another two in a satellite office at 720 Broadway Avenue. Cases were transferred from the Intake Unit to one of these units. The Family Service Units provided protection services and case planning for children in care and for families in the community where a child had been identified as being in need of protection. The Family Reunification Unit was located at 831 Portage Avenue and had a staff of one supervisor, seven social workers and one family support worker. Families were referred to this unit

either directly from the Intake Unit or one of the Family Service Units. This unit provided services that related to the process of reconnecting children with their biological families.

The Permanency Planning and Adoption Unit was located at 831 Portage Avenue. Its responsibilities included facilitating adoption of children or other types of permanency planning where adoption was not possible. Services in this unit included all services and planning relating to the care of children that were permanent wards, including investigations of abuse and neglect. Program coordination and consultation services were provided in the areas of foster care, family support services and child abuse. Specialized services focused on specific aspects of service delivery including the provision of homemakers, parent aides, childcare workers and foster home support workers.

### **3.6 The Implementation of the Evaluation**

Implementation of the activities related to the evaluation of the coordination process between WRCFS and WCFS Central Area, as outlined in the Service Coordination Agreement, started in the fall of 1997, with the task of reviewing the literature on coordination and program evaluation. During that time the student also got involved in the development of data collection instruments. The primary task was to review and submit potential questions that would be included in the questionnaire and interview guide. In order to become more familiar with the project and the organizational setting, the student started collecting the background information that led to the signing of the Agreement. Information about the Agencies involved in the process was also collected.

In the fall of 1997 and the spring of 1998, the student was able to attend meetings and observe activities performed by the staff of WRCFS and WCFS Central Area related to the implementation of the Agreement, namely the development of different service schedules. The actual data collection began in May 1998, with the administration of the questionnaires to the supervisors and senior management staff of both agencies.

Interviews conducted with the same group were completed in September 1998. Following this, front line staff from both agencies were interviewed, and file reviews were conducted. It must be noted that the data collected from the staff interviews and file reviews were not used for the purpose of finishing this practicum, even though the student interviewed certain staff members and completed a few of the file reviews.

During the same time, a review of written documents was done, primarily the review of the documents and minutes related to the development of the Agreement, the Agreement itself, and the Service Schedules that were developed for the implementation of the Agreement. Also, statistical information regarding aboriginal population in Winnipeg, and aboriginal children in the care of Winnipeg Child and Family Services, was obtained.

After all the relevant data was gathered, the stage for the data analysis was set. Chapter Four outlines the development of the Agreement and the coordination process developed between the agencies. Chapter Five presents the evaluation of the coordination process using the framework developed by Van de Ven (1976) and Chapter Five and Six present the results from this analysis.

## **Chapter 4**

### **THE DEVELOPMENT OF THE SERVICE COORDINATION AGREEMENT**

#### **4.1 Method**

This component of the practicum includes research into the developmental milestones of the Agreement. Due to the exploratory/descriptive nature of the research, a case study approach was used. This approach was chosen in order to “identify those elements that are important to investigate further” and give description of the elements that “are most integral to developing explanations about the phenomenon of interest”. (Palys,1998, p.299). Dunkerley (1988) states that “the insights can often arise from a description that can in turn lead to the formulation of hypotheses to be subsequently investigated further” (p.91).

A description of the context of this experience and a narrative of events will help establish a perspective for understanding the coordination process that evolved. The main aim is to offer some insight into the type of organizational context in which the student found herself, and the implications for the methods employed.

It should be noted that this component of the practicum relies heavily on the use of qualitative research methods and analysis. These methods are appropriate because of the exploratory nature of this study. The methods employed were interviews, direct observations, a review of documents, and a review of social indicators derived from statistical information on children and families living off reserve. They should allow for

as full an investigation as possible under the situational conditions that have influenced the development of the Service Coordination Agreement.

The interviews, direct observations, and documents reviewed were the main sources of information about the development of the Agreement and the organizations involved. Documentary sources were used to supplement the information and crosscheck details. Statistical information on aboriginal children and families living off reserve was used for the purpose of estimating the service incidence need.

People who were interviewed were in the role of key informants. This was important as they were in a position to give in-depth and coherent insights into the process of developing and implementing the project. It was decided that managers and supervisors from both agencies would be interviewed first, as these informants were most involved and informed about the project at that point of time. These respondents provided information that was used to develop a basic data bank.

Data collection methods were designed to be as objective as possible. Frequent use was made of triangulation, which helped validate results. For example, the interview schedule developed for key informants (Appendix 3) asked for responses that were checked, and later confirmed, by analyzing written documents and minutes. Each of these methods has advantages and disadvantages. However, the use of multiple methods helped increase the validity and credibility of the data collected.

Direct observation was employed in meetings. While the interviews were used to gather data, the observation period allowed both anecdotal and systemic data on the actual behavior of staff members to be gathered. This observation period seemed desirable in a study that was exploratory in nature as it provided an opportunity for closer contact with the operating levels of both agencies. Direct observation helped select 'particular leads' that were worth following up. However, perhaps equally, if not more important, was the 'feel for the situation' it developed.

The first step was to become familiar with the context of the Agreement and the agencies that were involved. Initially, the student's knowledge about problems related to delivery of services to aboriginal people living off reserve was very limited, as was her general understanding of services provided by both agencies and the way they were established, organized and delivered.

In order to become more familiar with the process, the student attended two WRCFS staff meetings in Dauphin. A feel for the project resulted from these two meetings. They marked the beginning of what was to be a process that resulted in personal learning about program evaluation and the coordination process. A third meeting, involving management and supervisory staff from both agencies, was held a few months later in Winnipeg. This opportunity helped clarify some aspects of the project and evaluate how the project had developed in these few months. The first few months of involvement were a somewhat bewildering experience, trying to get a picture of the situation. It was not until the interviews started that the situation became clearer. As well, information

collected from the observations and written material helped to make some sense of what was going on.

The analysis of the data was the most difficult part of the process. Simply ordering and classifying information was a big task. In addition to descriptive information about the project, different views and opinions, offering various perspectives in relation to specific and general events that had occurred through project development, were gathered.

The analysis stage began with a focus on the circumstances and events that had transpired. In order to ensure the validity of many interpretations, it was necessary to analyze the factors and effects that had been identified as important in developing the project, note patterns and themes that were revealed in interviews, and examine results from the observations of meetings. These helped to connect the people, events and processes of this project together.

What follows is a description of the context and a summary of the events of the two-year endeavor leading to the signing of the Agreement. This will provide an understanding of the cooperative process that evolved between West Region Child and Family Services and Winnipeg Child and Family Services Central Area. It also helps to answer two questions:

1. Which factors contributed to the development of the cooperative activity?
2. What were the factors that facilitated and guided the deliberations and decisions of the agencies in the planning process?



## **4.2 The Initiation and Development of the Service Coordination Agreement**

The initiation and development of the Service Coordination Agreement can be seen as a process of attending to the conditions outlined by Beckhard (1975). He states that organizational interventions will not result in lasting changes to more cooperative or more collaborative modes of operation, unless the following conditions are present (p. 424):

- a. There must be a real dissatisfaction with the status quo, a high enough level of dissatisfaction to mobilize energy toward some change
- b. There must be some picture of a desired state, which would be worth mobilizing appropriate energy, in the organizational leaders' "heads"
- c. There must be, in the organization leaders' "heads", a knowledge and picture of some practical first steps toward this desired state, if energy is to be mobilized to start

According to Rogers and Glick (1973), one of the most important steps in the process of establishing inter-organizational relationships is the requirement that administrators arrive at a common definition of a problem area and reach agreement on the appropriate methods for solving the problem. The problem area identified was the delivery of services to aboriginal children and families living off reserve, specifically in the city of Winnipeg. Before this problem area is discussed in greater detail, some background information that is directly connected to the delivery of services to children and families living off reserve is required.

For some time now, the objective of First Nations has been to have control over child

welfare in order to stop the loss of their children from their communities and families. They realize that in order to achieve this objective there has to be a transfer of control over child welfare from the non-aboriginal community to the aboriginal community. Armitage (1993) states that even though Canadian public opinion in the case of this transfer is divided, there is an increase in public understanding about the need to respect such aboriginal rights. To understand this demand, there are two issues to consider: the jurisdictional issue and the issue of a changing environment brought about by the growing aboriginal population in the city of Winnipeg.

### ***Jurisdictional Issue***

The key informants interviewed reported that one of the issues that affects service delivery to the aboriginal people living off reserve pertains to the question of jurisdictional authority. There are two aspects to this jurisdictional question. First, there is the jurisdiction of the Province over child welfare services to First Nations in general. Under the constitutional division of powers between the federal and provincial governments, the provincial governments have jurisdiction over child welfare services. Since 1982, various tripartite and/or bilateral agreements were negotiated between the federal and provincial governments and the First Nations. Under the various agreements, the federal government agreed to pay for the costs of delivering child welfare services on reserve, under certain conditions. The Province retained the legislative power to determine, monitor, and regulate the services. While First Nations accepted this arrangement as a beginning step, they were adamant in their view that this was an interim measure only, and that full jurisdiction, by way of self-government, was the goal. Many

of the interviewees stressed this position.

The second issue that stems from this jurisdictional question is related to the delivery of off reserve services to members of First Nations. Since the 1960's, many aboriginal children were removed from their communities by non-aboriginal child welfare agencies and placed in foster care or for adoption in non-aboriginal homes. This devastating effect of child welfare on aboriginal families and communities has led to concerted efforts by aboriginal people to gain control over child welfare services. While this has been achieved to some extent on reserve, aboriginal agencies do not have the jurisdiction or the funding to deliver culturally appropriate child welfare services off reserve. As a result, aboriginal families living off reserve who become involved with the child welfare system are subject to services delivered by the mainstream, non-aboriginal agencies. With large numbers of aboriginal families living off reserve, First Nation communities are concerned that they will continue to lose children to the child welfare system.

In Manitoba, mandates given to agencies under the provincial Child and Family Services Act are geographically based, with the exception of Jewish Child and Family Services. In the view of the First Nations agencies, this limits their ability to deliver services to their own members and take control of their own affairs. While the provincial government determines the mandate of the child and family services agencies, and could therefore extend mandates to the First Nations agencies to go beyond geographic boundaries, the federal government is adamant in its refusal to fund any services to First Nation people living off reserve. The goal of First Nations is to retain responsibility for all First Nation

children regardless of where these children live. The basic issue for the First Nation agencies is to know where their children are and to have control over planning for them wherever they live.

To address this issue in a limited way, the Province issued Directive No. 18 in 1981. This was then changed from a directive to a service standard known as Standard 421.

Standard 421 sets out a placement protocol for aboriginal children, and provides for a notification to the appropriate First Nation agency when a First Nation child is apprehended. Under this Standard 421, child and family service agencies are required to consult with the appropriate Native agencies. Standard 421 does not give First Nations agencies the formal power and ability to control these decisions. Under these regulations, a non-native agency is required to consult with the appropriate First Nation agency and to engage in joint case planning.

Standard 421 has some major shortcomings. It does not provide an effective compliance mechanism and there is no way to ensure that, in fact, agencies are complying with the standard. Further, once the First Nation agency has been notified, there is no obligation on the part of the non-aboriginal agency to in fact proceed with the case plan recommended by the First Nation agency. The Standard is limited to children who are apprehended by an agency; if a child enters the system by way of voluntary service, or if the non-aboriginal agency is involved with a First Nation family, there is no obligation under the standard to involve the First Nation agency. Thus, the First Nation agency often is not aware of the family's needs and is unable to intervene in the case planning until

such time as the child is apprehended and placed out of home. In addition, First Nation agencies have not received any additional funding, from either the federal or provincial government, to assist in meeting the requirements of the standard. Since their staff are primarily located on reserve, they have difficulty in responding effectively to these kinds of situations.

There has been reluctance from the mainstream system to relinquish control over aboriginal children to the First Nation agencies, and as a result, relationships between First Nations and mainstream child welfare agencies have remained tense. First Nations have not yet achieved full jurisdictional control over the service delivery to all aboriginal people, regardless of residence. The accomplishment of this goal will, in the end, allow the development of more culturally appropriate services (McKenzie, 1995). A report from the Urban Aboriginal Strategy Team for Child and Family Services (1998) states that the “involvement by the Aboriginal community in the process to bring about change requires formal ownership of the situation, and the means available to resolve it. Given that the majority of children in care, and families in crisis are Aboriginal, a direct and tangible governance over these issues from within the Aboriginal community is essential” (p.4).

### ***Changing Environment***

The environmental context in which agencies exist is changing. It is evident that urbanization is increasing and that socioeconomic conditions of aboriginal life are changing. As well, the aboriginal population in Winnipeg is growing due to high birthrates and a large migration of people from reserves. Nairne, in his article,

**Aboriginals in CFS custody on increase** (Winnipeg Free Press, June 2,1998) stated that “Aboriginal leaders warned that the number of Indians in Winnipeg will continue to grow much faster than the population as a whole and that the city must be prepared to meet social and economic needs of the changing population.” These changes demand consideration from all parties involved in providing resources in this area.

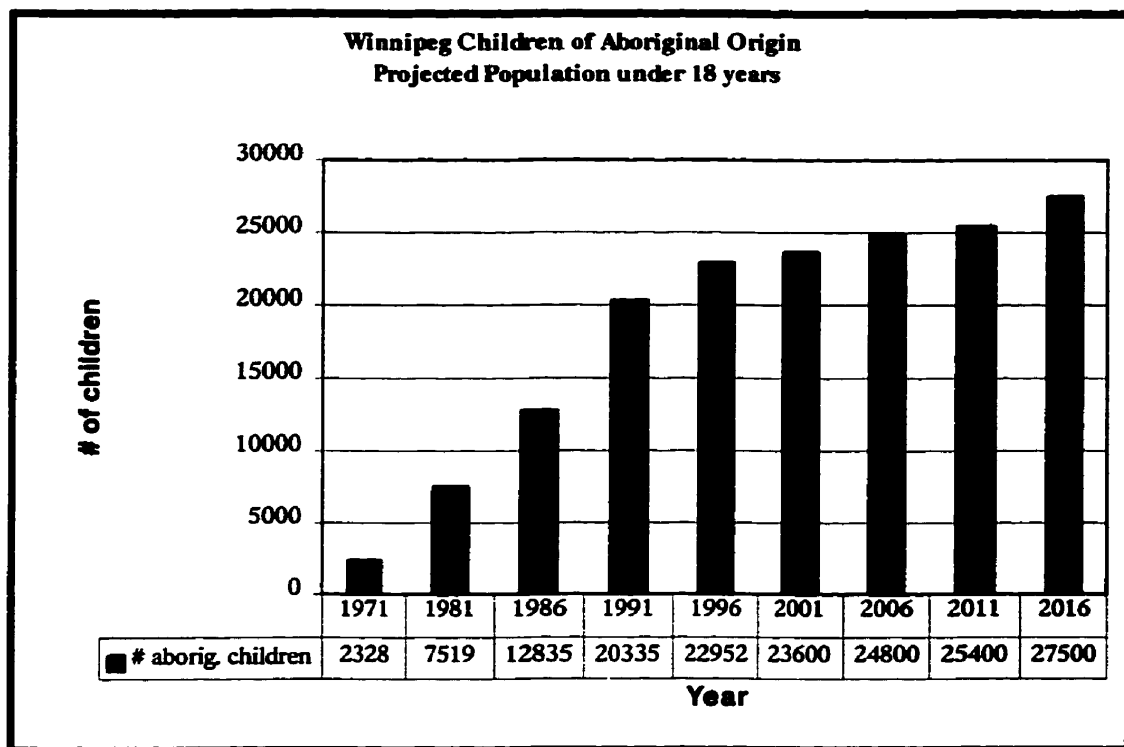
**Table 4.1: Winnipeg Population – Aboriginal, First Nation, Non-aboriginal, and the Total**

<b>1996 Census</b>	<b>Aboriginal</b>	<b>First Nations</b>	<b>Non-aboriginal</b>	<b>Total Population</b>
Total Winnipeg population	52,526	20,680	607,530	660,055
Total Winnipeg population age 0-19	23,160	9785	154,760	177,920

*(Note: Aboriginal equal all Aboriginal persons / First Nation equals Registered Indians only)*  
 (Source: Social Planning Council of Winnipeg, Special Tabulation of 1996 Census)

Table 4.1 shows the representation of aboriginal, as well as First Nations, population in Winnipeg in 1996 and Figure 4.1 shows the projected population of aboriginal children to the year 2016. According to the 1996 Census, aboriginal people in Winnipeg represent 7.9% of the overall population while First Nations (Registered Indians only) represent 3.1% (Table 4.1). These percentages may not seem big. However, it must be noted that the 1996 Census shows that 23,160 or 44%, of the aboriginal population are children from the age of 0 to 19 years. At the same time, there are 9785 children under the age of 19 and this represents 47% of the First Nation population in Winnipeg.

**Fig. 4.1: Winnipeg Children of Aboriginal Origin**

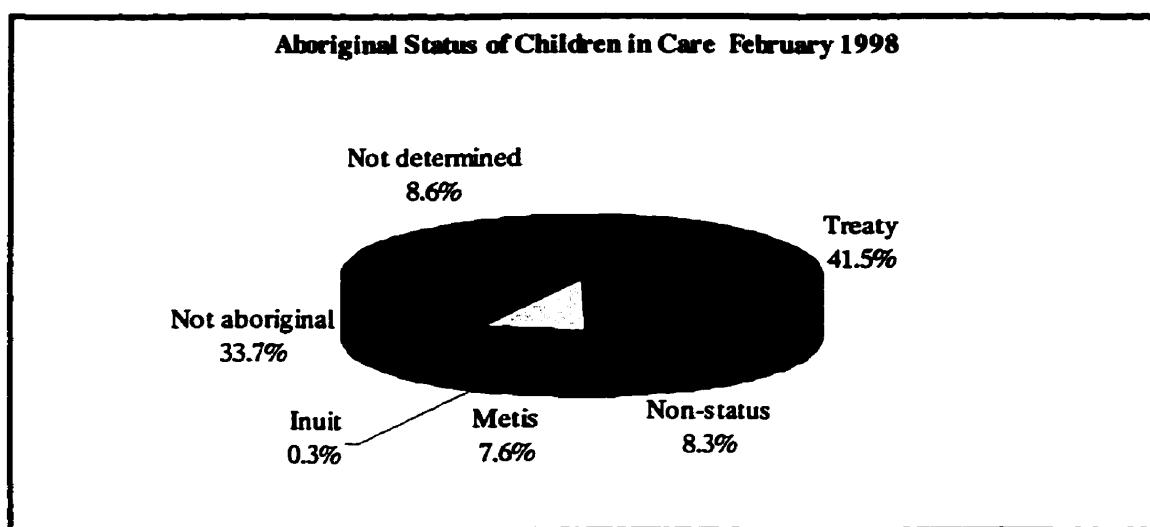


(Source: Winnipeg Child and Family Services, Strategic Planning Workshop Information Handout, April 1998)

This reflects the fact that almost half of the aboriginal population in Winnipeg are children, a statistic that has been increasing rapidly and is projected to continue to grow. In 1971, there were 2,328 children of aboriginal origin under 18 years living in Winnipeg; in 1996 the number was 22,952, and it is predicted that by the year 2016, there will be 27,500 children of aboriginal origin living in Winnipeg. The growth is due to a high birth rate among aboriginal families and a high migration from the reserves to the city. Of concern is the fact that children are the most vulnerable to the poverty and

deteriorating social conditions that face the aboriginal population in Winnipeg. These conditions contribute to the high number of aboriginal children in care of Winnipeg Child and Family Services.

**FIG. 4.2 Aboriginal status of children in care**

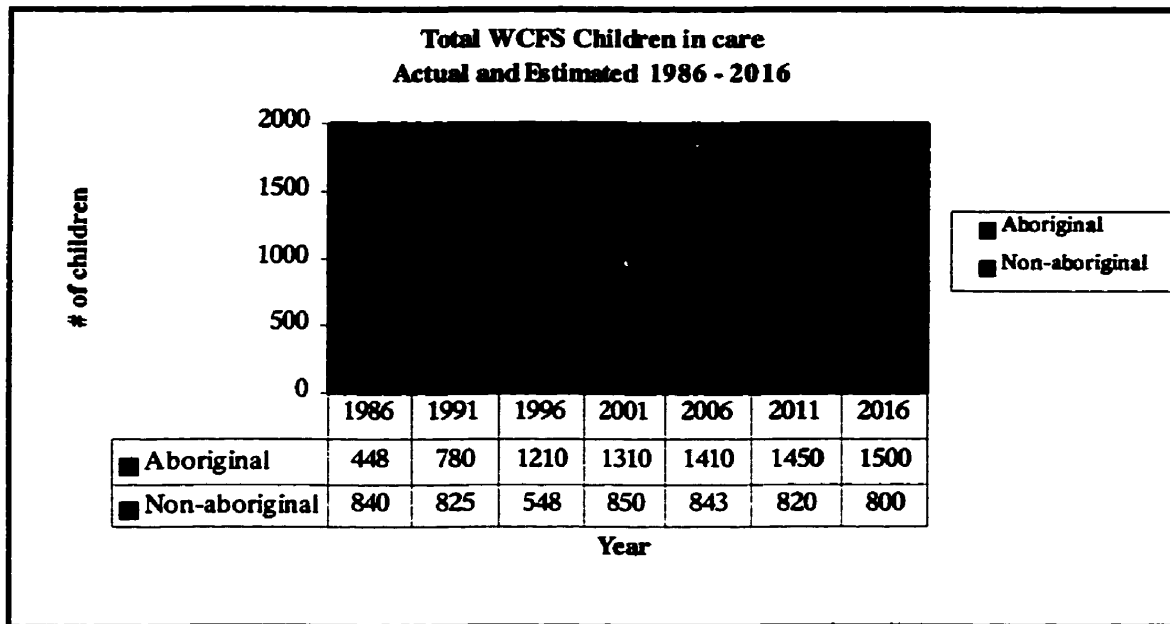


(Source: Winnipeg Child and Family Services, Strategic Planning Workshop Information Handout, April 1998)

Figure 4.2 shows that 57.7% of all children in care have aboriginal status, and that 41.5% of all the children have Treaty status.



**Fig.4.3: Total WCFS Children in Care**



(Source: Winnipeg Child and Family Services, Strategic Planning Workshop Information Handout, April 1998)

Figure 4.3 compares the numbers of aboriginal and non-aboriginal children in care with WCFS, actual and estimated from 1986 to 2016. The data shows that aboriginal children are expected to continue to grow as a proportion of the children in care, and non-aboriginal children are expected to decline as a proportion of the children in care.

Children in the care of an agency fall under one of the following legal status categories: permanent wards, temporary wards, voluntary surrender of guardianship, voluntary placement agreement, apprehension, order of supervision. Agencies have particular responsibilities for children who are permanent wards or who have been relinquished under a voluntary surrender of guardianship. These are the children for whom agencies need to plan for long term care, where the legal rights of birth parents have been terminated. It is these children who are subject to adoption. The data presented in Table

4.2 show that the children in care that have permanent ward status increased from 827 in 1993 to 1,148 in 1998, with a marked increase between 1993 and 1995.

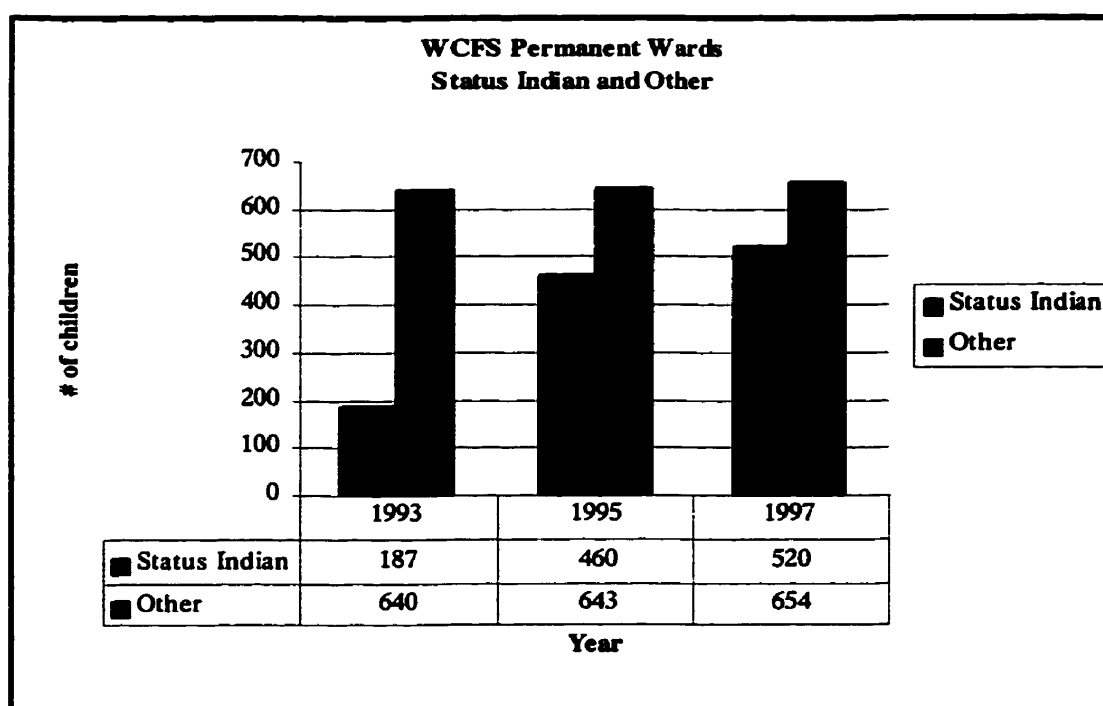
**Table 4.2: Children in care with Winnipeg Child and Family Services**

Children in care	March 1993	March 1994	March 1995	March 1996	March 1997	March 1998
Permanent wards	827	978	1103	1122	1140	1148
Total children in care	2682	2893	2755	2707	2728	2662

(Source: Winnipeg Child and Family Service, Strategic Planning Workshop Information Handout, April 1998)

Many of the children in care who are permanent wards are aboriginal, as can be seen in Figure 4.4. This figure shows that the number of status Indian children who became permanent wards increased by 42% between 1993 to 1998. This may, in part, be due to the growing aboriginal population in Winnipeg, although there are other variables that affect this.

**Fig. 4.4: WCFS Permanent Wards: Status Indian and Other**



*Note: Other includes non-Aboriginal and non-status Aboriginal children*

(Source: Winnipeg Child and Family Services, Strategic Planning Workshop Information Handout, April 1998)

Members of First Nation communities move to Winnipeg for various reasons: economic, housing, health, education. There is a constant struggle on the part of aboriginal people to preserve their family, community, and cultural ties. First Nation agencies possess knowledge of the culture, an understanding of aboriginal family and kinship systems, and knowledge of the support networks that are available to aboriginal families. They share a worldview, different from the western/mainstream worldview, which is reflected in their philosophy and approach to child and family services. Thus they are in a much better position to intervene with aboriginal families in an effective, culturally competent manner. The key people from WRCFS who were interviewed for the purpose of the evaluation of the Service Coordination Agreement stressed this belief. They pointed out that aboriginal agencies view the role of a child and family service agency in a broader context, and employ a holistic approach to social work practice. The mainstream system lacks an understanding of the aboriginal family and kinship systems, and intervenes in these systems from a western worldview. First Nations see this as not only inappropriate, but harmful to First Nation children and families.

### ***Starting the Coordination Process***

This section reconstructs the events and processes of the origin of the coordination process between the two agencies. It attempts to explain why these particular agencies were involved, at this particular time and in this particular situation.

The process of coordination started in 1994, after the report First Nations' Children in Care for Winnipeg Child and Family Services Central Area was completed. WCFS -

Central Area had asked the provincial Family Support Branch to do a review of the services to First Nation children in their care. The main reason for this request was a service concern related to the increasing number of First Nations' children and families requiring services. This increase had an impact on the Agency's service delivery, including "emergency and long-term placement resource shortage, the cultural appropriateness of placements, placement breakdown, and excessive costs" (Child and Family Support Branch, 1994, p.23).

The results of the initial file review revealed that compliance with Standard 421 was not at the expected level. It concluded that Standard 421 "appears to have become a deterrent to case planning" as it was found that "this document is not being adhered to on a consistent basis" (Child and Family Support Branch, 1994, p.3).

The Child and Family Support Branch (1994) suggested that a new strategy was required to recognize "that this operational directive (standard) is serving as a real barrier to ensuring quality service to First Nations' children" (p.3). It was stressed that WCFS-Central Area should inform key people in the system about the consequences of this lack of compliance with the directive (standard).

In relation to the number of First Nation children in care, Child and Family Support Branch (1994) reported that 143 of 701, or 20.3% of the total WCFS-Central Area cases, were First Nation children. Seventy-three out of 143, or 51%, of First Nation children in care were permanent wards. The majority (67) were children from 0 - 6 years of age.

People involved in the evaluation identified various factors that contributed to this situation. They pointed out that there was evidence of confusion over jurisdiction and planning and that the responsibilities of the various parties were unclear, causing confusion for foster parents and children. There was mistrust between the aboriginal agencies and WCFS and a concern about children in limbo, particularly permanent wards. Communication between the agencies was very limited, and some correspondence, meant to increase communication and cooperation between agencies, was condescending.

Following the release of the Final Report on First Nations' Children in Care for Winnipeg Child and Family Services, Central Area (1994), all the Child and Family Services agency directors and all the regional office directors across Manitoba attended a meeting where this report was on the agenda. The meeting was held in 1994. Representatives of the Child and Family Support Branch were also present. Representatives from the agencies realized that without the involvement from the Child and Family Support Branch, the process would be missing a very important player. This process was consistent with the findings of Aiken & Hage (1968), who, in their review of inter-organizational relationships found that agencies may be highly committed to the reduction of joint problems, but unless they receive support from other organizations in their environment they will experience little success in resolving such issues.

At that meeting, the problem in implementing Standard 421 was defined as being both attitudinal and systemic. All the parties noted that protocols were not being followed, and

that there were no effective compliance mechanisms in place. Although it was agreed that the existing standard was good, and that the main problem was an inconsistent application of the standard, the participants also pointed out that the standard was too narrow in its focus. A concerted effort needed to be made to address issues prior to the child coming into care. It was agreed that there was a need for an approach that would go beyond Standard 421 and that would involve Winnipeg Child and Family Services and the First Nation agencies working together to ensure better services to the aboriginal population in Winnipeg. Moreover, it was concluded that in order to make Standard 421 more effective, it was necessary to not only work on procedures to ensure better compliance, but also to develop an awareness and understanding of aboriginal culture among the non-aboriginal staff at WCFS.

As a result of that meeting, a committee named the Native Child Placement Protocol Issues Committee was formed to address these concerns. Initially the Committee included representatives from Winnipeg CFS, West Region CFS, the regional offices and the Child and Family Support Branch. In order to address barriers to the implementation of Standard 421 and to develop different ways of providing services, the committee focused on the issue of service coordination. The following goals and objectives of the Committee were identified:

1. Ensure all aboriginal families in Winnipeg receive service that is culturally appropriate
2. Provide an expanded model of service delivery that goes beyond just serving notice and papers to First Nation agencies when children are

placed into care

3. Involve the aboriginal community in planning for aboriginal children
4. Look for ways of reducing the number of aboriginal children in the child welfare system
5. Acknowledge that aboriginal communities as well as aboriginal agencies have a right and obligation to take care of aboriginal children

Subsequently, it was decided that WCFS - Central Area and WRCFS, as stakeholders, conceptualize and articulate their activities by developing an agreement which would set out specific goals and tasks related to the coordination of service delivery to WRCFS members living in Winnipeg. Throughout 1995 and 1996 Committee meetings were held on regular basis to negotiate this agreement. These negotiations resulted in the Service Coordination Agreement being signed in November 1996, and the implementation of a pilot project.

To attain the goal of improved service coordination, it was decided that the division of tasks and functions be defined by an agreement. Following two years of negotiation that included identifying barriers to the implementation of the Native Child Placement Protocol (Standard 421), and considering a different approach to service provision, the Service Coordination Agreement between WRCFS and WCFS Central Area was signed in November 1996.

There were a number of factors that led to WRCFS and WCFS-Central being selected as the agencies to be involved in this pilot project. WRCFS had a very positive reputation

as a First Nation child welfare agency, and was actively involved in the provision of services to their band members off reserve. The agency was prepared to invest the time and energy into developing new ways of doing business. While the agency agreed to focus the agreement on the children in Winnipeg, it was looking for a service model that could be applied to children in care off reserve in other areas of the province, such as Brandon, Portage La Prairie, and Dauphin. The number of WRCFS children in care in Winnipeg was relatively low, making it manageable for a pilot project. WCFS Central already had some background as a result of the review of services to aboriginal children in care. Their staff was familiar with the issues and generally had a positive reputation for working cooperatively with the First Nation agencies. As well, most of the WRCFS children in care in Winnipeg were in care with the Central office. Perhaps most crucial was the fact that their management staff was willing to consider other ways of providing services.

The Service Coordination Agreement came into effect in January 1997 and continues until December 31, 1999 unless renewed for a further period of time. The purpose of the Agreement is to establish guiding principles and processes for coordinating the delivery of services between WRCFS and WCFS-Central, on behalf of children and families from the West Region First Nations (the target group) who reside in the central Winnipeg area and/or receive services from WCFS-Central. It seeks to increase the administrative authority that WRCFS has over services to these members as a means of gaining increased control over decision making, to ensure the provision of culturally competent services, and to minimize the further loss of aboriginal children from their communities.



**The objectives of the Agreement included:**

- 1. Identifying the target group and the barriers to the provision of culturally and linguistically appropriate services to the target group**
- 2. Articulating the service needs of the target group and describing the services needed to meet those needs**
- 3. Establishing a framework for interagency planning and coordinating of appropriate services to the target group**
- 4. Implementing the Agreement through ongoing interagency collaboration involving both management and staff**

***Activities Outlined in the Agreement***

**The Agreement is designed to encompass all service areas including community outreach and early intervention, family support and preservation, child protection, child placement, permanency planning, and reunification and repatriation. A number of activities are to be carried out in order for the agencies to achieve their stated objectives. These activities are aimed at addressing the service priority issues that will in return facilitate implementation of The Service Coordination Agreement. They include the development of appropriate interagency structures and processes, workshops, management and staff meetings, community meetings and case conferences. In all of the activities, the priority is the development of services that will preserve and restore aboriginal family systems.**

**The key service areas identified in the Agreement are children in care, resource development, intake, and services to families. The Agreement calls for a detailed service schedule to be developed for each key service area (Appendix 4) that will articulate the specific procedures to be followed to facilitate cooperation in service delivery. These schedules form the action plan of the Agreement. Since the parties agreed to implement the Agreement through the joint participation of management and staff from both agencies, the development of the schedules was assigned to working committees comprised of management and front line staff from both agencies.**

**The Agreement calls for each service schedule to include a statement or definition of the service area, description of the client or resource group, service objectives, projected costs and funding sources, policies and procedures, purchase of service arrangements, quarterly implementation review, and anticipated outcomes. At the time of this practicum, three service schedules have been completed to the point of a final draft. These are the services to children in care, resource development, and intake services. A fourth service schedule, services to families, is still in the working stages.**

**In addition to the development of the service schedules, implementation activities related to the Agreement include staff training and development, which involves the participation of both agencies in jointly sponsored workshops for management and front line staff.**

**Specific activities are outlined for the Interagency Implementation Committee, which is responsible for implementing this Agreement. These activities are listed in Section 6 of**

the Agreement, and include implementation planning, facilitating training and development activities, ensuring ongoing interagency collaboration between management and staff, budget development and approval, conducting quarterly progress reviews, arranging for evaluations of the project, approving implementation schedules, submitting service and funding proposals, resolving disagreements between the parties relating to the overall implementation of this Agreement, reviewing proposed amendments to this Agreement, as well as reviewing the overall implementation of the Agreement at least once every three months. The Interagency Implementation Committee consists of two senior management representatives from each agency and a maximum of three external members, mutually agreed on by the two agencies, who act in an advisory capacity.

The parties identified the guiding principles that are stated in Section 3 of the Agreement. These principles recognize the unique status of aboriginal people, their inherent right to self-determination, their right to receive community based preventive and supportive services, and the fact that aboriginal children are best protected within their home communities and extended family and kinship system.

Both agencies worked on informing supervisors and senior management staff about the project. Supervisors and senior management staff were responsible for informing front line staff about the Agreement. They were concerned about having staff involvement and agreement on project goals and activities so that front line staff would feel ownership in the Agreement. Both agencies agreed that this was the best way to encourage compliance. Training was set up with the goal to overcome resistance and increase awareness of these

issues. It was realized that in order to avoid obstacles, staff should be informed about the process and receive help to understand the concepts of kinship and aboriginal claim, parenting and child rearing, and historical issues leading to mistrust. It was envisioned that ongoing inter-agency sessions would focus on case situations, as this would allow for interaction around values and the delivery of services.

Both parties identified initial problems. The question of adequate financial resourcing for this Agreement was recognized from the outset as being critical to the success of the Agreement. Both parties recognized that the Agreement would not succeed without a resolution of this issue. The Agreement itself does address this problem. Section 6.7 states that “the parties agree to develop a budget for implementing this Agreement including possible new sources of revenue”. However, both parties recognized the need for the involvement of the provincial government in this matter, and efforts were begun almost immediately to negotiate this. Key people interviewed recognized that this is a key problem that is yet to be resolved, although efforts to secure these resources are underway.

The second issue was the need to get staff from both agencies committed to this project. There was a desire that staff share the same level of optimism as the working group. There was a need for staff to realize that agencies could work together. For that reason, implementation of the Agreement started with the area of resource development, specifically the development of more foster homes, which includes providing training to, and working together with, foster parents. It was felt that concrete success, such as the

development of additional aboriginal foster homes, would aid in securing staff enthusiasm and commitment. Supervisors and senior management were informed about the project from the beginning and it was their task to inform front line staff about the project and its purpose. Although there were reservations about this new approach from some supervisors and senior management, there was also an awareness that something needed to be done. The effort and hard work being expended under current ways of working was not paying off and more and more aboriginal children were coming into care.

A third issue concerns the loss of momentum. Good feelings about the project were developed, as well as positive trust. This momentum would be in jeopardy if things do not progress at a certain pace and results are not evident. Both the funding issues and the current reorganization of WCFS are threats to the success of the Agreement.

#### **4.3 Discussion**

The aim of this chapter was to analyze circumstances and events that proceeded the signing of the Agreement. It attempted to provide answers to two questions:

1. What factors contribute to the development of coordination?
2. What are the principles and factors that facilitated and guided the deliberations and decisions of the agencies in the planning process?

From comments made during the interviews, from direct observation and from documentary sources, a number of factors, including sources of interest and motivation,

were identified as important to the development of the coordination between WRCFS and WCFS Central Area.

1. The realization that there was inconsistency in implementation of Standard 421
2. The realization that steps must be taken to address and resolve the issue of the delivery of culturally appropriate services to children and families who live off reserve
3. The realization by both agencies that more attention to coordination was necessary and that this approach would allow WRCFS to become more involved in the delivery of services to their members who live in Winnipeg, and at the same time, enhance their ability to provide those members with culturally appropriate services
4. Determination of key individuals to take the first steps and start the process which would eventually allow WRCFS to have an increased, if not primary role, in planning and delivering services to their members who live in Winnipeg.

The primary observation of this study is that the origin of the project can be appropriately described as a “mutual realization” of the need to in some way address the problem of service delivery to First Nation members who live off reserve. Part of this is also an initiation process. That process is determined by the following two conditions that initiated planning for coordination.

1. One of the major problems with respect to the provision of services to First Nations clients is the lack of control by First Nation agencies over the

provision of those services to clients living off reserve. First Nation agencies do not have a mandate or the funding to deliver services to their members that live off reserve. At the same time, the aboriginal population in Winnipeg is increasing due to a high migration from reserves to Winnipeg and a high birth rate among aboriginal families. A large number of aboriginal children in Winnipeg are in care of Winnipeg Child and Family Services. In order to keep those children close to their cultural heritage and kinship systems, First Nation agencies are struggling to preserve their family and community ties. These agencies are concerned that the child welfare practices of the non-aboriginal agencies will once again result in large numbers of aboriginal children being removed from their kinship systems and lost to their communities. West Region Child and Family Services is one of the First Nation agencies that is attempting to gain increased control over the delivery of services to their members who live in Winnipeg.

2. In 1993 the Area Director and management of WCFS Central Area raised a number of issues and concerns with respect to the increasing number of First Nation children in care. This led to a review of First Nation children in the care of Winnipeg Child and Family Services, Central Area by the provincial Child and Family Support Branch. This 1994 Report identified several issues important to the implementation of Standard 421 and the development of quality services to First Nations' children and families. It recommended that the WCFS Central Area take a lead role in arranging a meeting with the Child and Family Support Branch and First Nation agency directors. The agenda of

**such a meeting should focus “on refining the existing protocols in the directive (Standard 421)” (Child and Family Support Branch, 1994, p.27).**

**These two sources of initiation appear to be the essential conditions for the origin and development of the plan for coordination. WRCFS and WCFS-Central Area had independent but compatible interests, namely that they were interested in addressing the same problem which became a focus for the service coordination initiative described in this report. The Child and Family Support Branch, though not directly involved in coordination, was involved in planning and developing the Agreement between WRCFS and WCFS Central Area, and continues to play a role by having representation on the Implementation Committee.**

**To address the second question, which is related to the factors that facilitate deliberation and the development of the coordination, links must be made between the literature review on coordination and the process that led to the signing of the Agreement. In the literature review on coordination strategies, conditions that facilitate inter-organizational relationships were identified. Those conditions are domain similarity, domain consensus, common purpose, identification of stakeholders, identification of target group, existing positive linkages between agencies, involvement of those who are affected by the coordination, assigning responsibility for leadership to skilled and respected individuals, allowing sufficient time for change, procedures for resolving potential disagreement, and funding. These general principles facilitate as well as guide those who are planning the coordination and they are identified in this coordination process. Through the evaluation**



of the developmental history of the Agreement, it was determined that many of these conditions have been met.

The first two conditions are domain similarity and domain consensus. Domain similarity is indicated by the fact that the agencies involved in this process serve the same clients (or one group of clients), that their program goals are similar, professional training of staff and volunteers in agencies is similar, and agencies train their personnel through in - service programs regardless of initial education. As well, task oriented information exchange is done through daily communication in shared problem-solving activities.

Domain consensus between the two agencies was established because they were joined by a common interest to resolve a problem defined and related to the delivery of services to aboriginal people living off reserve. This was a necessary precondition for “the exchange of other elements” (Hall et al., 1977). Without this domain consensus and identification of a common problem the process of coordination could not begin.

With the identification of the problem and mutual acknowledgment of the issue which joined them, WRCFS and WCFS - Central area were identified as stakeholders and were able to articulate the values and common purpose, as well as the benefits, tasks and responsibilities of membership. Early involvement of supervisors from both agencies helped address concerns over personal commitment and feelings toward this project and prepare them for necessary changes. Staff meetings that provided an opportunity for all staff involved to raise concerns and address the issues they found important facilitated

this. An effort was made to involve staff members from both agencies who would be affected by the project by informing them about the process and by engaging them in different activities from the outset. This step was necessary to establish support for long-term interagency effort, to avoid friction, and to minimize domination of one agency over the other. The agencies realized that disagreement over the process of implementation would occur, and a procedure for resolving disputes was determined. Section 6.8 of the Agreement states that the parties, through consensus, should resolve disputes relating to the implementation of the schedules. In cases where a dispute cannot be resolved by the parties, or where there is a disagreement over the overall implementation of the Agreement, the implementation committee would resolve the matter.

It should be noted that the collaborative effort between these two agencies is built upon existing positive linkages. The two agencies had a relatively good working relationship prior to signing the Agreement, and this fact was confirmed by people who were involved in the planning of coordination and interviewed for this evaluation.

Both parties were aware that funding and adequate resources are one of the most important issues. This issue was addressed in Section 6.7 of the Agreement, where the agencies agreed to develop a budget for implementing the Agreement, including finding possible new sources of revenue. However, it must be noted that new funding has not been secured. This has proven to be problematic, and perhaps the single most important reason for the slow implementation of the project in the past year.

After identifying the domain concern (problem), stakeholders (WRCFS and WCFS-Central Area) and the target group (aboriginal families living off reserve), both parties moved towards joint conceptualization of the problem through developing a structure to support and determine their problem solving activities. Negotiations between parties created a framework in the form of the Service Coordination Agreement. Both agencies are well aware that this process will take time and that the changes in service delivery to aboriginal people who live off reserve will not happen overnight. They recognize this as a first step toward achieving the purpose of the Agreement, which is to establish guiding principles and processes for the coordination of the delivery of services between the two agencies. To accomplish this purpose, and to implement the Agreement, both agencies have assigned skilled and well-respected individuals to work on this project.

The evaluation of the development of the Agreement is an attempt to understand the process that led to the development of greater interagency cooperation. That process could be understood in terms of activities which are instrumental in satisfying requirements set by both agencies and the agencies' representatives involved in this process. Although the full implementation of the Service Coordination Agreement is not in place, the coordination process between these two agencies has progressed through four out of the six developmental stages that are described by Kagan (1990). The first stage is "formation", where coordination is a response to the recognition of a problem, where stakeholders are identified and problems legitimized. The second stage is "conceptualization" at which both parties determine the formal objective and define the tasks, roles and responsibilities. The third stage is "development", which is characterized

by the transformation of the formal mission into practice. At this stage parties identify services that should be delivered in different ways and tasks to accomplish that end. As well, strategies for carrying out the objectives for coordination are established by developing different schedules for implementing the Agreement. Stage four is “implementation”. Implementation is not very advanced at this point, although some activities have been completed. Stage five is an evaluation of the process, which includes an assessment of actual performance compared with expectations set up in the Agreement. The last stage is the “termination/reformation” stage, which is determined by decisions regarding the reformation of the coordination process. This stage is a continuation of the evaluation stage, as decisions about the project and its continuation may be based on the evaluation results. The last two stages of the coordination process between WRCFS and WCFS Central Area depend largely on the implementation phase and will vary accordingly.

This chapter has provided a developmental history of the Agreement as well as the factors and conditions that initiated and facilitated the coordination process. The next chapter will provide an evaluation of the interagency coordination using Van de Ven’s (1976) theory for assessing the development and maintenance of inter-organizational relationships, defined in terms of structure, process and outcome.

## **Chapter 5**

### **EVALUATION OF INTERAGENCY COORDINATION**

**This part of the practicum presents information regarding the evaluation of interagency coordination. The purpose of the evaluation was to investigate the coordination process between WRCFS and WCFS Central Area in the early stage of its development, to determine what occurred and to see what applicability this could have for other coordination efforts. Based on the practicum's stated goals, the evaluation of the interagency coordination process was directed towards answering these specific questions:**

- 1. What is the basis and the nature of interagency coordination?**
- 2. What is the structure adopted for organizing the activities of the participating agencies?**
- 3. What strategies of interagency coordination have been used?**
- 4. What is the impact of coordination on both agencies and the individuals participating in the process?**

**The intent of this evaluation was to look at the coordination process itself. The study attempted to understand the elements that facilitated the inter-agency coordination and to examine how the staff involved perceived the process. Due to the early stages of the development of the inter-agency coordination process, this evaluation was not intended to examine service outcomes that resulted from the coordination process. There was no**

comparison to services prior to this project and no analysis about what impact the coordination process had on service delivery.

### **5.1 Framework for the Evaluation**

No generally accepted framework or theory has been developed for studying inter-organizational relationships. However, one that has been used for evaluating coordination is Van de Ven's (1976) method for assessing the development and maintenance of inter-organizational relationships. Van de Ven (1976) considers this framework as a "partial foundation for studying inter-organizational relationships" (p. 5). He operationally defines inter-organizational relationships in terms of structure, process and outcome, and states that inter-organizational relationships can be studied by assessing these dimensions.

The first dimension, structure, has three components that need to be assessed: formalization, centralization, and complexity. The second dimension is process, which deals with the direction and intensity of resource and information flows. The third dimension is outcome; this refers to the perceived effectiveness of inter-agency relationships (p.28). These dimensions are described in greater detail later in the paper.

### **5.2 Methodology**

For the purpose of this study, and in order to obtain as complete and accurate an evaluation as possible, several different data collection methods were employed. It has to be noted that these methods are included in the overall evaluation of the Agreement.

However, only methods relevant to this, somewhat narrower, focus of study were used. This study is designed with the aim of using a questionnaire, interviews, documents and observation to obtain information. As such, this practicum component relies on the use of a combination of qualitative and quantitative research methods for data collection and analysis.

Qualitative data was obtained by using descriptive research methods such as interviews of key informants, observations, and an interview guide that contained mainly open ended questions, and a review of written documents. Quantitative data was obtained through the use of the questionnaires. Some quantitative data was obtained from the structured interview guide. The student was given permission to review written documents, observe meetings, administer the questionnaire and interview key informants involved in the Implementation Committee as well as a number of senior management staff and supervisors from both agencies. Questionnaires that were delivered to supervisors and senior management staff were divided into three major areas that included primarily closed response questions (Appendix 5). Section A of the questionnaire includes questions pertaining to service coordination experiences between WRCFS and WCFS Central. Section B includes self-constructed items to assess a number of issues related to the Service Coordination Agreement. Section C includes questions to obtain information about the nature of the individual's job. Questions on service coordination included in section B of the questionnaire ask about the frequency of communication, communication procedures, communication experience, goals and resources, and perceived effectiveness of the service coordination. In applying Van de

Ven's (1976) framework, only selected questions related to the frequency of communication and the perceived effectiveness of service coordination were used for this practicum.

The interview guide that was used to conduct interviews with supervisors and senior management staff from both agencies was divided into three sections that contain open-ended questions (Appendix 6). Section A contained questions intended to provide general background information about the agencies and their goals and responsibilities. Section B contained questions that pertain to procedures related to Standard 421 and the Anishinaabewin project. Section C is related to the Service Coordination Agreement and contained questions that were intended to assess knowledge and perceived effectiveness of the Service Coordination Agreement and its related schedules. As with the questionnaire, only selected questions from the interview guide were used for this practicum.

The questions selected were designed to measure the concept of structure, process and effectiveness of the coordination process between the agencies. This reflects the narrower focus of this study as compared to the scope of the overall evaluation. The overall evaluation includes three components: implementation and service quality evaluation, evaluation of service accomplishments and outcomes, and examination of the feasibility of the influence and adoption of this model for improved service coordination between WCFS and other First Nation CFS Agencies.



Data collection for this study took place from April through September 1998. The self-completed questionnaires and interview guides were administered to the supervisory and management staff from both agencies that had been most directly involved in the implementation of the Agreement. The sample size from both agencies and response rate are shown in Table 5.3.

**Table 5.3: Interviews and Questionnaires – Sample Size and Response Rate**

<b>Agency</b>	<b>Interview Sample</b>	<b>Interview Respondents</b>	<b>Response Rate %</b>	<b>Questionnaire Sample</b>	<b>Interview Respondents</b>	<b>Response Rate %</b>
WRCFS Supervisors	18	17	94.4	18	17	94.4
WCFS Central Supervisors	11	11	100.0	11	11	100.0

### **5.3 Structural Dimension of the Agreement**

The structural dimension of the inter-organizational relationship comprises three components: formalization, centralization and complexity.

#### ***Formalization***

Formalization of the interagency relationship refers to the degree to which the role, behavior, and activities of each agency are clearly codified and established to transact activities between parties (Van de Ven, 1976). Interactions and activities are usually formalized through a formal agreement, which specifies the responsibilities of participating organizations. A formal agreement represents a basis for future interactions that require less negotiation. Goering et al. (1986) points out that the process of negotiating agreements often clarifies misunderstandings and defines expectations of each organization involved in the process.

Formalization of the coordination process between WRCFS and WCFS Central Area can be seen in the formalization of the Service Coordination Agreement, and the formalization of the Implementation Committee. This Implementation Committee includes participants from both agencies. The activities and the procedures of the Committee are clearly defined in the Agreement, and the Committee is responsible for implementing those activities and ensuring that the procedures are followed. In order to perform its obligations, the Implementation Committee is required to make decisions that are then to be executed by the participating agencies. This formalization is evaluated on two dimensions. One is the extent to which rules and procedures are established in the Agreement to transact activities between parties. The other refers to the fact that the Implementation Committee acts officially, follows standardized procedures, and makes decisions that are binding on the agencies involved.

Data on formalization were obtained by interviewing people who were directly involved in implementing the Agreement (Implementation Committee) as well as by obtaining and examining the Agreement and other written documents, such as agendas and minutes, to determine if standardized procedures were developed and followed.

Through the development of the written interagency agreement, the agencies established standardized mechanisms to support and maintain a level of coordination. A review of the Agreement showed that the mechanisms for implementing the Agreement are clearly prescribed. The Agreement incorporates sections that describe activities and procedures

that are to be followed in order for the coordination process between the agencies to take place. The Agreement outlines the following activities:

1. Both agencies are to use appropriate agency structures and processes such as workshops, management and staff meetings, community meetings and case conferences in order to develop service priorities in the implementation of this agreement.
2. Both agencies agreed to develop an interagency case management model, which sets out the rules and responsibilities of each party. These include participation in joint case planning, reviewing activities aimed at supporting and preserving families, and revising respective policies and procedures relating to intake and referral, case transfer and purchase of services.
3. Both agencies agreed to establish an interagency Implementation Committee that has responsibility for implementing the Agreement.
4. Both parties committed themselves to staff training and development through jointly sponsored workshops involving management and staff from both agencies. The workshops were intended to:
  - a) identify and resolve individual and organizational barriers to implementing this Agreement
  - b) develop an action plan for implementing this Agreement including reaching consensus on the service areas to receive priority
  - c) develop implementation schedules for specific service areas

- 5. Both parties agreed to develop schedules relating to case management and resource development.**
- 6. Both parties agreed to develop a plan to secure resources for the implementation of the Agreement.**
- 7. Each implementation schedule is to provide for quarterly reviews and for a reporting of results.**
- 8. Both parties agreed to participate in an evaluation of the coordination process.**
- 9. Each agency may initiate amendments to the Agreement, which are to be reviewed by the Implementation committee and submitted for approval to the Executive Coordinator, WRCFS, and the WCFS Central Area Director.**

**This outline of the activities and duties indicate that the terms of the agencies' relationship are clearly defined and that the agencies have formalized their relationship by outlining the procedures that are to be followed in order to implement the Agreement and its related schedules. A written agreement and use of the contract that specifies roles and activities of participating agencies is one of the indicators that formalization in this relationship has been developed.**

**Formalization was reinforced by identification of an Implementation Committee responsible for implementation of the Agreement. Duties and responsibilities of the Committee are clearly described in the Agreement. They include the following:**

**implementation planning; facilitating training and development activities; ensuring ongoing interagency collaboration between management and staff; budget development and approval; conducting quarterly progress reviews; arranging for evaluation of the project; approving implementation schedules; submitting service and funding proposals; resolving disagreements between the parties relating to the overall implementation of this agreement and reviewing proposed amendments to this Agreement.**

**Specific questions were developed in order to evaluate the work of the Implementation Committee (Appendix 7). The members of the Implementation Committee were interviewed, and written documents, minutes, and schedules were reviewed in order to determine which of the prescribed duties were actually implemented.**

**At the beginning of the coordination process, the Implementation Committee (at that time called the Native Child Placement Issues Committee) met quarterly. The primary focus during that time was to negotiate the Agreement, bringing the parties together and overcoming resistance and mistrust about the Agreement. After the Agreement was developed and signed, the Implementation Committee continued with different tasks and activities. These are summarized below.**

- 1. Implementation planning and the development of service schedules was done through the work of joint agency sub-committees that were established to develop Service Schedules. So far, draft schedules have been developed for Intake Services, Placement Resource Development, and Children in Care.**

2. Ongoing coordination between management and staff from both agencies was maintained by organizing two joint meetings (the first in March 1997 and second in April 1998). The purpose of the meetings was to build relationships between the agencies and to review the first drafts of the service schedules.
3. The Implementation Committee arranged for the evaluation of the Agreement. An Evaluation Sub-Committee was established that led to a Call for Proposals for evaluation of the Agreement in the fall of 1997.
4. A proposal for a preliminary budget has been developed. Although the Implementation Committee is attempting to address this, funding has not yet been secured.

Even though the Implementation Committee was able to perform some of the activities that are formalized in the Agreement, a number of these activities have not been performed at all and some of them have not been completed. The Implementation Committee has not yet organized joint training and development activities for direct service staff from both agencies. Members of the Implementation Committee who were interviewed pointed out that they were not able to meet on a quarterly basis to review the overall implementation of the Agreement, as called for in Section 6.9 of the Agreement. As well, the service schedules have not yet been finalized. People interviewed stressed that the main reason for this is the fact that the agencies did not have enough staff and the time available for the activities related to the implementation of the Agreement.

**This lack of time could affect the coordination process in major way. Goering et al. (1986) stressed that insufficient time to perform coordination activities has been found to be the most frequent reason given by staff that causes resistance to coordination efforts. They stressed that any large-scale coordination effort requires additional staff whose primary tasks would be to develop coordination between participating agencies. Some respondents suggested that there was a need for a professional coordinator who would coordinate services between the agencies and relieve the stress that personnel directly involved in the implementation feel trying to share the time and responsibilities between their regular work load and the work demands of the project. This would help ease pressure on the regular staff from both agencies and help facilitate the implementation of the Agreement. Other issues that affected the implementation of the activities that are formalized in the Agreement are related to the reorganization of Winnipeg CFS and to the activities that WRCFS was involved in as a result of the move of their main office from Dauphin to Rolling River First Nation.**

**Data collected on the structural domain element of formalization of this coordination effort indicated that the mechanism of interagency interactions, and the duties and activities to be performed in the process of coordination are defined by the written interagency agreement. Data showed that formalization of this inter-organizational relationship has been achieved through the development of the Agreement, its related schedules, and the establishment of the Committee that is directly responsible for the implementation of the Agreement. Formalized agreement gave this relationship a higher level of commitment and responsibility. The key persons involved in the coordination**

process realized from the beginning that the proposed model for improving coordination between the Agencies needed to be given a formalized structure and that the interactions should be described and determined by the Agreement. As one of the interviewees pointed out: "the Interagency Agreement would cover all service issues and set out who does what, when and how". This was also stressed through the action plan that was developed in December 1994 and followed throughout the development of the Agreement. In order to sustain and support the level of coordination, standardized procedures have been established in the form of the service schedules.

### ***Centralization***

According to Van de Ven (1976) centralization refers to the locus of decision making and is defined "as the degree of inclusive or concerted decision making by member agency representatives" (p.26). In cases where the structure of the coordination is formalized through written agreement, it is expected that the decisions regarding implementation of the coordination process are not left to be made ad hoc, relying upon ongoing negotiation. As noted in the literature (Goering et al. 1986; Van de Ven, 1976) member agencies involved in coordination are usually represented by a body made up of the agencies representatives or by a committee that makes decisions regarding implementation of the coordination process. A committee secures participation in decision making which, according to Hage et al. (1967), is more substantially related to formalization than to a hierarchy of authority. In any coordination effort, there is a question of power and authority, as well as the cost of autonomy and control, that face participating organizations. However, if the coordination structure is defined in such a way that organizations retain their autonomy and that secures their own survival in the



environment, along with the power and authority they have gained, centralized decision making in regards to the implementation of the coordination process should support coordination effort. Goering et al. (1986) points out that any loss of autonomy, which is common in any group participation, should be balanced by the benefits that are to be gained from the involvement in coordination. Organizations should be assured that they will gain more than they will lose by participating in such activities. Shared decision making is a very important component in service coordination and it helps maintain healthy relationships between the agencies.

Centralization was measured by the perceived degree of influence these individuals have in making decisions that are binding upon the member agencies. Shared and centralized decision making in this coordination process was organized through the activities of the Implementation Committee and the Sub-Committees responsible for the development of the service schedules and the evaluation. Made up of representatives from both agencies, the Implementation Committee engaged in decision-making activities regarding the actual implementation of the Agreement through the development of service schedules, as well as decision-making regarding the evaluation of the Agreement.

Data on centralization was obtained by interviewing key informants from both agencies. Specific questions were included in the questionnaire to measure the extent to which the supervisors and senior management perceived decisions made by the Implementation Committee on policies and procedures regarding service coordination to be binding on the two agencies. Answers to that question are shown in Table 5.4.

**Table 5.4: Perceived extent to which decisions of the Implementation Committee are binding on the two agencies**

<b>Implementation Committee Decision binding</b>	<b>WRCFS Supervisors</b>	<b>WCFS Central Supervisors</b>	<b>Total</b>
Not at all	0	2 (22%)	2 (9%)
A Little	0	1 (11%)	1 (4%)
Some	4 (28%)	1 (11%)	5 (22%)
Quite a bit	7 (50%)	2 (22%)	9 (39%)
Very much	3 (22%)	3 (34%)	6 (26%)

Most of the respondents, from both agencies, felt that the decisions made by the Implementation Committee are binding on the two agencies with the exception of two supervisors from WCFS Central who did not perceive those decisions to be binding at all.

There is a difference in responses between the supervisors from WRCFS and WCFS Central. Most of the supervisors from WRCFS found decisions binding in the range from "some" to "very much" with most of them (50%) answering that decisions are binding "quite a bit". Supervisors from WCFS Central presented a wider range of response from "not at all" binding (22%) to "very much" (34%) binding on the agencies. The findings suggest that supervisors from WRCFS perceive the decisions made by the Implementation Committee to be somewhat more binding than the supervisors from WCFS, Central Area.

This coordination process included a clear structure that fostered shared and centralized decision-making. Decisions rested primarily with the Implementation Committee responsible for the implementation of the Agreement, and the sub-Committees

established to develop the service schedules. The way the decision-making structure is established in this coordination process allows the agencies to retain their autonomy and power. Decisions made by the Implementation Committee, which are to a certain extent perceived binding on the participating agencies, are decisions related to the implementation of the Agreement. Before the signing of the Agreement, there was a process of negotiation that the agencies went through. This allowed the agencies to put parameters to their involvement and to clarify their roles in the coordination process. As long as the Implementation Committee is making decisions that are within the parameters of the Agreement itself, there should be no threat to the agencies' autonomy and the decisions made by the Implementation Committee should be followed. The Implementation Committee acts as a centralized body, able and responsible to make decisions regarding the implementation of the Agreement and to channel them toward achieving stated goals. The Implementation Committee does not have the authority to enforce its decisions on either of the agencies; the authority rests with the senior management of each respective agency. This is the reason why senior management people are on the Implementation Committee. This structure relies on the continued commitment of each agency to this coordination effort. It attempts to strike a balance between the need for a centralized decision making body, while at the same time maintaining agency autonomy. Centralization of decision making is a very important element of any coordination effort. Weber (1947) sees formalization and centralization as complementary with centralization having the ability to facilitate the administration of the coordination.

### ***Complexity***

Complexity refers to the number of distinguishable elements that are integrated in order for inter-organizational relationships to act as a unit (Van de Ven, 1976). According to Palaich, Whitney & Paolino (1991) the more participants who are involved in a collaborative effort, the more complex the process is. Evan (1960) stressed that the number of organizations is an important indicator of the complexity of interagency relationship.

The simplest form of inter-organizational relationship is the dyad. This form of inter-organizational relationship is comprised of two organizations that consider each other in determining and defining their roles. In addition to this, the number of different tasks or issues also determines the complexity of the interagency relationship. The complexity is in direct relation to the increasing number of different projects or activities that are undertaken by the organizations involved. Complexity was measured by the number of organizations involved, and by the number of different issues and tasks on which the relationship is based, such as the development of the implementation schedules, meetings, and workshops. Data on complexity was obtained by examining written documents as well as by interviewing key informants from both agencies.

The primary component that indicates the complexity of the relationship between the agencies is the task of integrating and coordinating the delivery of services. (Reynolds, 1994). It is evident that both agencies are responsible for the delivery of multiple services for children and families, and that the task of coordinating those services indicates a

complex inter-organizational relationship. The complexity comes from the variety of tasks to be performed in child welfare, the fact that the Agreement covers a number of programs referring to different service schedules, and that there is a very complex case management process as defined in the Service Coordination Agreement schedules.

WRCFS and WCFS Central Area are the only agencies involved in this coordination effort. However, results indicate that even though there are only two agencies involved in the process of coordination, and that these two agencies are joined only by this project, there are tasks that need to be performed in order to implement the Agreement, which increases the complexity of this relationship. The complexity of the task of implementing the Agreement was demonstrated over the year and a half of the implementation period. The sub-committees were established and assigned the task of developing service coordination schedules for different service areas. This initiated other activities that members of the sub-committees were to perform in order to develop those schedules. Working groups were established to review the recommendations that emerged from the joint meeting involving supervisors from both agencies, and to submit the final draft to the Implementation Committee. The task of organizing training sessions and workshops resulted in two workshops being held that were used as an opportunity for staff from the agencies to meet and review the service schedules. An evaluation sub-committee was established with the task of outlining the terms of reference for an evaluation of the Agreement. The task of addressing the funding issue was begun. Discussions on funding options got underway and a preliminary budget was developed. With every task performed the complexity of the relationship between the agencies increased.

It is evident that the relationships between WRCFS and WCFS Central are complex. If the agencies continue with this coordination effort, it is expected that their relationship will become even more complex as the number of tasks and activities related to the implementation of the Agreement will continue to increase and will involve increased numbers of staff.

#### **5.4 Process Dimension**

The process dimension of inter-organizational relations is concerned with the actual flow of resources, activities and information between agencies. Resource flow includes units of value that are transacted between the two agencies such as money, physical space and equipment, client referrals and other material. Information flow refers to messages and communication that are transmitted between the agencies (written reports, phone calls, face-to-face discussion, meetings). As noted in the literature (Kagan, 1990), communication and the establishment of formal and/or informal links between agencies is one of the most mediating variables that affect collaborative development and functions. Almost all collaboration studies have established some kind of communication mechanism for collaboration activities. Van de Ven (1976) identifies resource and information flows as the major processes in inter-organizational relationships. Resource and information flows are basic elements of activity in organized forms of behavior, and without some on-going transaction of resources, it is highly probable that one or more agencies would terminate their membership.

For the purpose of this practicum, the communication between the agencies was measured in terms of the quality of communication and frequency of communication. Data was obtained by questions included in the structured interviews with the key informants from both agencies.

Frequency of communication is one of the indicators that the agencies are actually involved in the coordination process. It was measured by a question that asked participants to indicate how often they had been involved with WRCFS or WCFS Central Area over the past two years. Table 5.5 illustrates the frequency of supervisors and senior management interaction on specific case related matters.

**Table 5.5: Frequency of communication on case-related matters in last two years**

AGENCY AND ITEM	NEVER	1-2	3-6	MORE THAN 6	TOTAL N
<b><u>WRCFS with WCFS Central – Supervisors (N=17)</u></b>					
1. Information sharing on a case	4	2	4	6	16
2. Developing a joint case plan	5	3	3	4	15
3. Shared responsibility of intervention	6	4	4	1	15
4. Joint case planning or review conference	4	6	5	1	16
5. Information sharing in general	4	1	3	7	15
6. Service referral to WCFS Central	5	3	6	1	15
7. Service referral from WCFS Central	4	2	4	5	15
<b><u>WCFS Central with WRCFS – Supervisors (N=11)</u></b>					
1. Information sharing on a case	1	2	5	3	11
2. Developing a joint case plan	1	6	4	0	11
3. Shared responsibility of intervention	1	4	2	0	7
4. Joint case planning or review conference	2	6	3	0	11
5. Information sharing in general	0	3	6	2	11
6. Service referral to WRCFS	2	2	3	1	8
7. Service referral from WRCFS	3	5	2	1	11

Patterns between agencies can also be expressed by summing the scores on the seven items included in Table 5.5 and expressing these as an average score for each agency. Mean scores are expressed in Table 5.6.

**Table 5.6: Mean Scores for Frequency of Communication on case-related matters in last two years**

<b>SCALE</b>	<b>WEST REGION MEAN SCORE</b>	<b>CENTRAL WINNIPEG MEAN SCORE</b>
Staff Interaction Scale (7 items)	17.08	14.97

*Notes: Mean Score summed over 7 items were 1 = Never, 2 = 1-2 times, 3 = 3-6 times, and 4 = more than 6 times for each item. The seven items are listed in Table 4. Mean score shown is summed score for these seven items. The range in possible scores is between 7 and 28.*

The data shows that the frequency of communication on case-related matters was relatively modest. Most of the contacts happened between 1 and 6 times over two years for most items. Data also indicate that in cases where supervisors were in contact with the other agency more than six times, it was mostly around sharing information on a case, or information sharing in general, with WRCFS somewhat higher in frequency.

Service coordination between agencies can involve exchanges beyond providing service to clients or information sharing. They can involve using shared space, joint programs or shared staff. The exchange of other resources was measured by the question that asked participants to indicate whether they were involved with each other beyond providing service to clients or information sharing. The question contained eight items that were to be answered with yes or no. The responses across all items are shown in Table 5.7.



**Table 5.7: Service arrangements between agencies involving exchanges beyond providing service to clients or information sharing**

<b>AGENCY – ITEM</b>	<b>YES</b>	<b>NO</b>
<b><u>WRCFS with WCFS Central – Supervisors (N=17)</u></b>		
1. Participating or providing joint training	8	9
2. Purchasing services from Central Winnipeg CFS	1	16
3. Providing purchased services to Central Winnipeg CFS	2	15
4. Sharing financial resources	4	13
5. Sharing space and a program	2	15
6. Sharing staff	1	16
7. Joint planning activities	9	18
8. Sponsoring a joint program (other than the Agreement)	3	14
<b><u>WCFS Central with WRCFS – Supervisors (N=11)</u></b>		
1. Participating or providing joint training	4	7
2. Purchasing services from Central Winnipeg CFS	0	11
3. Providing purchased services to Central Winnipeg CFS	1	10
4. Sharing financial resources	2	9
5. Sharing space and a program	1	10
6. Sharing staff	1	10
7. Joint planning activities	9	2
8. Sponsoring a joint program (other than the Agreement)	5	6

Due to the early stage of the coordination process, there was no expectation that a high rate of exchanges would have taken place. As is evident from Table 5.7, most participants indicated that they were involved only in joint training and joint planning activities while other questions are answered in the negative by most of them.

The process dimension of the coordination process between the two agencies was also measured by the quality of communication established. The quality of communication was measured in terms of how the connection between the two agencies affected the way staff related to each other and if there was any change in communication since November 1996. The question that was developed to measure quality of communication had seven items and participants were to indicate whether there was an increase, a decrease, or no change since November 1996. The results on the quality of communication are presented in Table 5.8

**Table 5.8: Changes in the way staff relate to one another since the signing of the Service Coordination Agreement in November 1996**

AGENCY – ITEM	DECREASE	NO CHANGE	INCREASE
<b><u>WRCFS – Supervisors (N=17)</u></b>			
1. Understanding different way of working	0	3	10
2. Level of trust	0	4	11
3. Response time required for information	1	2	10
4. Cooperation in service matters	0	0	13
5. General communication	0	0	15
6. Workload pertaining to cases from WR First Nation living in Winnipeg	0	1	13
7. General learning and awareness	0	2	14
<b><u>WCFS Central – Supervisors (N=11)</u></b>			
1. Understanding different way of working	0	5	4
2. Level of trust	0	3	6
3. Response time required for information	0	4	4
4. Cooperation in service matters	0	3	6
5. General communication	0	3	6
6. Workload pertaining to cases from WR First Nations living in Winnipeg	0	7	1
7. General learning and awareness	0	3	6

The response from WCFS Central was not as strong as the one from WRCFS. This may be explained in part by the way in which the two agencies differed in their view of the significance of the agreement. For WCFS Central, the service coordination agreement results in some cases being handled differently. For WRCFS, the service coordination agreement is a means of establishing aboriginal claim to aboriginal children, maintaining aboriginal families, and moving to increased jurisdiction. During the interviews, WRCFS supervisors often stressed this view of the agreement. Supervisors from WCFS Central indicated that communication between the two agencies prior to the agreement was already good and things just continued as before.

Overall, the data show that supervisors from both agencies indicated that there was an increase in the quality of communication since the Agreement was signed in November 1996. The improved quality of communication is especially evident in the area of

increased understanding of different ways of working and the area of general communication.

The process dimension of coordination, which includes an exchange of information and resources, is an important dimension of the structural arrangement for the implementation of the Agreement. A structural arrangement is not enough for the continuation of the coordination process. Maintaining information and resource flow is one of the most important tasks of the people involved in this coordination process. Keeping people informed about the development of the implementation of the Agreement, and ongoing contact over services and other issues, is one of the prerequisites for the coordination to continue.

### **5.5 Outcome Dimension**

Outcome dimension is a third key dimension of interagency relationships identified by Van de Ven (1976) and it can be measured by the extent to which the agencies carry out commitments and believe their relationship is worthwhile, equitable, productive and satisfying. Data on this dimension was obtained by using questionnaires and structured interviews with key informants from both agencies.

The evaluation of the perceived effectiveness of the Agreement started by analyzing answers to two questions that were asked: whether, in general terms, the Agreement had any impact on working relationships between the two agencies, and whether there were any differences noted in the working relationship between the two agencies since the

Agreement was signed. Participants were asked to answer questions by "yes", "no" or "unsure" with the opportunity to provide a comment and explanation to their answer.

Approximately 67% of all respondents reported the Agreement generally impacted the working relationship between the agencies, while 3% felt that there was no impact at all. In relation to perceived differences in the working relationship due to the signing of the Agreement, 64% of all respondents felt the differences in working relationship were noted, 18% of the overall sample indicated that there was no difference in the relationship, and 18% of the overall sample were unsure.

The report on the overall evaluation of the Anishinaabewin Project (1999) indicates that West Region and Central Winnipeg respondents assigned lower scores to questions asking about the working relationship between the two agencies and the way services were coordinated prior to January 1997. That indicates that these had improved in the past year.

From the comments made during the interviews, it was evident that one of the reasons for the feeling that the Agreement did not make any difference in the working relationship between the two agencies was due to the fact that the Agreement has not yet been implemented. As well, some indicated that good relationships between these two agencies were already established.

Some of the comments made by the participants in relation to "no change" or "unsure" were:

- *Agreement has not been implemented yet*
- *We work as we always have, planning and everything else is the same*
- *We do not know if the Agreement has had any impact due to small number of cases involved*
- *Early to tell*
- *Not aware of any differences*
- *Hard to answer. The relationship is the same.*

Comments related to "change" in the working relationship were:

- *The Agreement helped improve working relationships*
- *There is concerted effort to resolve differences*
- *It raised everybody's consciousness about the procedures and about working together*
- *The Agreement makes us more responsible*
- *People were able to meet and exchange information*
- *There is higher level of communication, better relationship*
- *Increased cooperation in case planning. Improved communication between supervisors*
- *Better level of trust. Less paternalism. More respect. Agreement makes differences - with other agencies it is hit and miss.*

One of the indicators that the process of coordination is doing well is the perception of the people involved that the coordination process is effective. The perceived effectiveness of the coordination process was measured by questions that asked to what extent the participants felt that the relationship between WRCFS and WCFS Central is effective in coordinating better services and to what extent the time and effort spent in developing and maintaining the relationship between the agencies is worthwhile. A scale consisting of five items ranging from "no extent" to "great extent" was used to measure

perceived effectiveness of the coordination process. The results are shown in Table 5.9 and Table 5.10.

**Table 5.9: Perceived Effectiveness of Interagency Service Coordination**

<b>AGENCIES</b>	<b>NO EXTENT</b>	<b>A LITTLE EXTENT</b>	<b>SOME EXTENT</b>	<b>CONSIDERABLE EXTENT</b>	<b>GREAT EXTENT</b>
WRCFS Supervisors	0 (0%)	0 (0%)	3 (30%)	5 (50%)	2 (20%)
WCFS Central Supervisors	0 (0%)	3 (37%)	1 (13%)	2 (25%)	2 (25%)
Total	0 (0%)	3 (17%)	4 (22%)	7 (39%)	4 (22%)

(Note: During the interviews, all questions were answered. The question on perceived effectiveness of the service coordination was included in the questionnaire. Not all questions were answered on the questionnaire. This accounts for the difference in the number of responses.)

On the questions about the perceived effectiveness of the interagency service coordination, the results (Table 5.9) showed that 50% of the supervisors from WRCFS felt that the agreement had resulted in more effective service coordination to a considerable extent, and 20% felt that it had done so to a great extent. On the other hand, 37% of the supervisors from WCFS Central felt that the agreement had resulted in effective service coordination to a little extent. At the same time, 50% of the WCFS Central supervisors felt that the agreement had resulted in more effective service coordination to a considerable extent (25%) or to a great extent (25%). The data presented here show that supervisors in general perceive that the relationship between the two agencies in regards to the coordination of service is effective: 61% of the total agreed that the agreement had resulted in better service coordination to a considerable extent (39%) or to a great extent (22%).

On the question of whether the time and effort spent on the relationship is worthwhile, the results (Table 5.10) indicated that 68% of WRCFS supervisors felt that the time and

effort spent on the agreement was worthwhile to a considerable extent (37%) or to a great extent (31%). From WCFS Central, 45% of the supervisors indicated it was worthwhile to a considerable extent (18%) or to a great extent (27%).

**Table 5.10: Extent to which the time and effort spent on the relationship is worthwhile**

AGENCY	NO EXTENT	A LITTLE EXTENT	SOME EXTENT	CONSIDERABLE EXTENT	GREAT EXTENT
WRCFS Supervisors	0 (0%)	2 (13%)	3 (19%)	6 (37%)	5 (31%)
WCFS Central Supervisors	0 (0%)	1 (10%)	5 (45%)	2 (18%)	3 (27%)
Total	0 (0%)	3 (10%)	8 (30%)	8 (30%)	8 (30%)

The biggest difference between the two agencies was in the fact that 19% of the supervisors from WRCFS felt it was worthwhile to some extent and 37% rated it at "considerable extent". For WCFS Central, the results were almost reversed: 45% rated the time and effort being spent as worthwhile to some extent, and 18% rated it at "considerable extent". This may also be explained, in part, by the way in which the two agencies differed in their view of the significance of the agreement.

Data indicated that in general the time and effort spent in developing and maintaining the relationship between WRCFS and WCFS Central is perceived worthwhile by the participants: 60% of the total agreed that it was worthwhile to a considerable extent (30%) or to a great extent (30%). Another 30% felt that it was worthwhile to some extent.

The extent of management and supervisor satisfaction with the coordination process was measured by the question that asked participants to answer to what extent they were

satisfied with the working relationship between the agencies in the past year by circling the most appropriate response on the scale from "no extent" to "a great extent". Results are presented in Table 5.11.

**Table 5.11: Extent of Satisfaction with the working relationship between the two agencies.**

<b>AGENCIES</b>	<b>NO</b>	<b>A LITTLE</b>	<b>SOME</b>	<b>CONSIDERABLE</b>	<b>GREAT</b>
WRCFS Supervisors	2 (20%)	0 (0%)	4 (40%)	3 (30%)	1 (10%)
WCFS Central Supervisors	0 (0%)	0 (0%)	4 (44%)	3 (33%)	2 (23%)
Total	2 (10%)	0 (0%)	8 (42%)	6 (32%)	3 (16%)

(Note: During the interviews, all questions were answered. The question on the extent of satisfaction with the relationship was included in the questionnaire. Not all questions were answered on the questionnaire. This accounts for the difference in the number of responses.)

Data from this table show that all but 2 (20%) supervisors out of the overall sample (N=19), and both from WRCFS, indicated some level of satisfaction with the coordination process.

Participants were asked for their opinion on the statement that the Service Coordination Agreement is helpful in promoting better service coordination between WCFS Central and WRCFS. They responded to the statement by circling the number which best reflected their level of overall agreement with the statement on a scale from 1-5 (disagree strongly, disagree somewhat, uncertain, agree somewhat and agree strongly). The results are presented in Table 5.12.



**Table 5.12: Staff opinion on whether the Agreement promotes better service coordination**

<b>AGENCY</b>	<b>DISAGREE STRONGLY</b>	<b>DISAGREE SOMEWHAT</b>	<b>UNCERTAIN</b>	<b>AGREE SOMEWHAT</b>	<b>AGREE STRONGLY</b>
WRCFS Supervisors	1 (5%)	0 (0%)	2 (11%)	6 (35%)	8 (47%)
WCFS Central Supervisors	0 (0%)	0 (0%)	3 (30%)	3 (30%)	4 (40%)
Total	1 (4%)	0 (0%)	5 (19%)	9 (33%)	12 (44%)

Data on the influence of the Service Coordination Agreement on service coordination between the two agencies revealed that 47% of supervisors from WRCFS and 40% from WCFS Central strongly agree with the statement that the Agreement helps to promote better service coordination between the agencies. This perceived influence of the Service Coordination Agreement on the coordination of services is related to the formalization component of this process and clearly indicates that the formalized structure and written agreement have an impact on the perceived helpfulness of the agreement in promoting better service coordination.

Comments made by the participants on the questions related to the effectiveness and satisfaction with the coordination process were:

- *Resources still required*
- *Staff needs more information*
- *Agreement helps coordination*
- *Positive step forward*
- *Process requires education component*
- *Needs to incorporate support services*
- *No input from staff was taken into consideration*

Perceived effectiveness and satisfaction with the coordination process is one of the dimensions of inter-organizational relationships. It is important since it shows that organizations and people involved in coordination are getting from that involvement what they were hoping and aiming to. It indicates that the process itself is doing well and that other components such as structural and process dimension are well established. Data presented here indicate that people are satisfied with this early stage of the development of coordination and that the Agreement helps in promoting coordination of services. However, they also stressed that there were other issues that, if taken care of, would enhance and promote the coordination process. These issues are resources, education, increased involvement from front-line staff, and hiring a professional coordinator.

## **5.6 Answers to Research Questions**

Based on the stated practicum objectives and on the presented framework, the evaluation was directed towards answering the following specific questions.

- 1. What is the basis and the nature of the relationship between WRCFS and WCFS Central?*

As noted in the literature review on inter-organizational relationship, coordination can have different bases, as well as different forms of interaction, depending on the basis of the relationship. Generally inter-organizational relationships can be based on formal agreement, can be mandated by law, or can be voluntary.

In this case, the relationship between WRCFS and WCFS Central Area started as a voluntary inter-organizational relationship process and progressed to the signing of the

formal agreement. The Agreement specifies the roles and activities of the participating agencies and determines the common goal that is to be accomplished. The basis of the relationship influences and determines patterns of interaction. Since the basis of relationship is the formal agreement, the agencies appropriately chose to focus on patterns of interaction, on the division of tasks, and the forms of action in which inter-dependency is manifested.

As discussed earlier, the terms coordination and collaboration have been used interchangeably in order to describe the relationship between the two agencies and the process that developed. To determine which term is the most appropriate to describe the relationship between WRCFS and WCFS Central, some of the determinants that have already been described in detail were used. At this point in time, this relationship has the elements of both coordination and collaboration. The elements that determine coordination and that have been determined in this relationship are:

- the relationship is bilateral in nature
- the relationship is occurring between two organizations around a specific program or task
- the relationship requires a modest amount of interdependence that specifies each agency responsibilities and obligations with respect to the structure and processes that lead to concerted decision making and actions

Collaboration is seen as an interagency relationship that is:

- more complex

- requires a much greater amount of time
- requires great deal of effort on the part of all involved
- requires ongoing communication between the parties

***2. What is the structure adopted for organizing the activities of the participating organizations?***

A formalized structure is one of the important elements of inter-organizational relationships and is necessary in order to maintain the interactions. The structure of coordination established between WRCFS and WCFS Central is formalized through the Agreement that specifies procedures that govern interagency agreement. It also has the elements of centralization since the Implementation Committee, comprised of members from both agencies, is responsible for implementing the Agreement and to that extent makes concerted decisions regarding the implementation.

However, structure and the establishment of a formal mechanism for coordination does not mean that service coordination exists. Coordination as a process requires more than just a structure that determines the ways of interaction and decision making. It requires an actual flow of resources and information that indicate that the participants are really involved in the coordination of different tasks and activities.

Evaluation of the structural dimension of this relationship showed that the agencies involved in this coordination process adopted the structure that comprises the formalized agreement and centralized the locus of shared decision making. The third structural

component, complexity, is present in this relationship as evidenced by the complexity of the tasks and activities that are to be performed in order to implement the Agreement and continue with coordination process. Evaluation revealed that the agencies went beyond just determining the structure of their relationship and the mechanisms that would lead to the implementation of the Agreement, and engaged in certain activities which involved information sharing on different issues. They realized that there must be a continuation of activities, and that the structure, even if well established, does not mean that coordination exists. Actual involvement in task performance, and the results that come out of these activities, keep people motivated to continue with coordinated activities in order to accomplish mutual goals.

### *3. What strategies of coordination have been used?*

There are different forms of coordination strategies such as networking, information sharing, resource sharing, and assessment to determine service needs. In this case, coordination strategies include all the activities that are to be used in order to implement the Agreement. The Agreement calls for information sharing and management and staff meetings. The agencies also agreed to get involved in staff training and development by organizing jointly sponsored workshops involving management and staff from both agencies. The goals of these workshops are to identify and resolve individual and organizational barriers to implementing this Agreement, to develop an action plan for implementing the Agreement including reaching consensus of the service areas to receive priority, and to develop implementation schedules for specific service areas.

***4. What is the impact of coordination on both agencies and individuals participating in the process?***

A year and a half is a relatively short period of time in which to clearly determine the impact of coordination on both agencies as well as on the individuals participating in the process. However, there are indicators that this process has had a positive impact on everybody involved in it. Even people who had reservations toward this cooperative effort expressed that some positive changes have been made. As well, there is a notion that the agencies are involved in a project that requires mutual involvement, and that the final results depend on the implementation of tasks and activities for which both agencies are responsible.

Changes in relationships or attitudes do not occur solely as a result of participants' wishes or desires. The experience of these two agencies demonstrates that any change requires commitments, the formulation of clear goals to be achieved, a structure and mechanism that supports the change, and an ongoing process of communication and necessary resource exchange.

In this case, there is an understood shared task objective, and the agencies are moving towards achieving the common goal set in the Service Coordination Agreement: to improve services to West Region band members living off reserve. This can be seen as a mutual gain and a base for incentive for the coordination process to continue. Staff from both agencies involved in the planning of the coordination effort, as well as the operationalization of the work, became aware of each other's work and its requirements.

This increased awareness and understanding of the issues that needed to be resolved in order to accomplish the goal. As indicated by Warren (1973), this process tends to reduce competition, something that both agencies are trying to minimize. At this stage, it is very important for supervisors, who are, according to Herzberg, Mausner & Snyderman (1959) a catalyst for modeling positive change behavior, to stay motivated. If their motivation decreases and frustration with anticipated changes increases, it may affect the motivation of other staff. As long as the motivation for change exists, communication between the agencies will continue and may even increase.

WRCFS and WCFS Central Area did take many of the steps that are required for coordination to be planned and developed. While attitudes have changed, and people have identified benefits, the Agreement has not yet been fully implemented and the impact on service, which is ultimately what this is about, is still relatively small.

At this point of the process, it is essential that the agencies obtain the necessary resources required to continue. It is important that staff do not get a sense that the relationship has ceased to exist. In the interim, the agencies are able to continue with lesser activities, mostly related to the improvement of communication. However, realization of the Agreement's objectives requires additional funding that cannot come from within the agencies.

In addition to the financial resource requirement, there is another development that may affect the coordination process. This is the restructuring of WCFS. The re-organization currently underway will eliminate the area offices, and there will no longer be a Central Area office. All respondents indicated that this would require an amendment to the Agreement, to make it applicable to the entire Winnipeg agency. The re-organization will result in changes to management and staff, and may result in new members on the Implementation Committee, as well as different staff providing the services related to this Agreement. The effects on staff in terms of workloads and time are not fully known, but it has monopolized the time of WCFS management staff in the past year.

It will be essential that people continue the process with interactions and activities that will move things forward. If this does not occur, the formal structure that has been established to promote coordination will not be able to support the coordination process between WRCFS and WCFS. Reorganization, as well as the activities required to amend the Agreement, will take time. It may affect the coordination process, and unless people continue with different kinds of interactions and activities that move things forward, the formal structure that is established to promote coordination will not be able to support the coordination process between WRCFS and WCFS Central Area.



## **Chapter 6**

### **EVALUATION OF STUDENT'S ROLE AND LEARNING**

**This chapter will provide a summary of the activities that were completed by the student, an evaluation of the student's role in the study, and discuss how the student's learning objectives were met.**

**The following summary outlines the activities that were completed by the student throughout this evaluation.**

- The literature on service coordination and program evaluation was reviewed**
- The background information that led to the signing of the Agreement was collected and reviewed. These included minutes of various meetings; background information on both agencies, such as annual reports, studies, and proposals; government position papers on the issues of services to off reserve treaty people; various drafts of the Agreement, as well as the final Agreement.**
- Information about the beginning implementation activities was collected and reviewed. This included written documents such as the Agreement, the draft service schedules, minutes of meetings and work sessions.**

- The student attended three meetings - two WRCFS staff meetings and one joint agency meeting with the management staff from both agencies.
- The student participated in the development of the data collection instruments.
- Actual data collection began in May 98. It started with the student delivering questionnaires for staff to complete, setting up appointments with the staff for interviews, and conducting the interviews. For purposes of the evaluation, only the data collected from management and supervisory staff was used, but to achieve the learning objectives of the student in regards to evaluation, the practicum included interviews with direct service (front line) staff and involvement in file reviews. These were used in the more comprehensive evaluation of this Project that was being completed by Dr. Brad McKenzie.
- The student completed all the interviews by September 1998 and collected the questionnaires that staff had completed.
- Qualitative data analysis was completed on the material related to the development of the Agreement.
- The evaluation of the coordination process included qualitative and quantitative descriptive data analysis. This included a review of the results of the interviews and the questionnaires. The data was organized using SPSS, but it should be noted that

**the student was not involved in this part. The student was provided with the organized data results, and she had to select and analyze the data results that were relevant to the practicum.**

- **The final report on the practicum was completed.**

**The educational objectives of the student, discussed in Chapter 3, were:**

- 1. to learn how to apply program evaluation with the aim of acquiring working knowledge and skills in the design, data collection and analysis of one component of a program evaluation study; and**
- 2. to acquire knowledge about coordination structure and process.**

**The activities carried out in the review of the development of the Agreement, and the evaluation of the coordination process that developed in the first year and a half of the Agreement's existence, facilitated the achievement of the stated objectives. The practicum report provides an overview of the activities and tasks that were carried out by the student in order to achieve the objectives. Planning and conducting the evaluation of the coordination effort between the two agencies broadened the student's knowledge in applying program evaluation and in acquiring a working knowledge in evaluation design, data collection and data analysis.**

**The evaluation of the student's success in achieving the objectives consisted of a self-evaluation format and feedback from the participants that were interviewed through the use of a survey form that was completed by the participants. Supervision goals were met by maintaining ongoing contact with the advisor.**

## **6.1 Self-evaluation**

To carry out the self-evaluation, I completed selected aspects of the Utilization Enhancement Checklist (Brown & Braskamp, 1980). This Utilization Enhancement Checklist (Appendix 8) was used after the evaluation was completed. The Checklist itself is divided into five sections, and each section containing ten items. For the purpose of the self-evaluation, the Checklist was modified and items that were consistent with my involvement in the project evaluation were used.

The evaluation of my role was based on four main areas of this checklist. Under each of these headings, specific areas of responsibility were reviewed. These were:

1. Determining the role of the evaluator:
  - Establish congruence between personal role perception and audience expectation.
2. Understanding of the organizational context:
  - Identification of the key people within and outside the agencies;
  - Identification of the decision makers and potential users of evaluation information within and outside the agencies; and
  - Determination of the information sources and channels in agencies.
3. Planning the evaluation:

- Assessment of the implications of decisions based on the evaluation that affects personnel; and
- Assessment of political implications of evaluation findings.

**4. Conducting the evaluation:**

- Collect data from multiple sources;
- Make sure that data collection instruments and procedures are understandable and relevant;
- Collect information needed, but only that.

***Determining the role of the evaluator***

My role in the overall evaluation, and the share of my responsibilities in carrying out the evaluation, were not clearly defined at the beginning. There was an understanding that I would be responsible for performing some of the tasks for the more comprehensive evaluation that was underway, and that some of these tasks would be done in order to meet my learning objectives. In addition, I would specifically be doing a review of the Service Coordination Agreement, and the process of its implementation, in order to evaluate the coordination and collaboration efforts. Consequently, some time was spent at the outset in determining my role, in deciding which part of the evaluation I would be involved in, and what my primary focus of interest would be. To the project participants I was introduced as an evaluation team member. It was explained that I would be involved only in the first part of the comprehensive evaluation. Participants were told that I was a student completing a practicum, and that I would be using this opportunity to assist with

specific activities of the Anishinaabewin project evaluation while learning how to do program evaluation.

My share of responsibility was in keeping with my role as an evaluation team member. This included the responsibility to review the literature on coordination, to gather and review written material and documents related to this particular coordination process, to participate in the development of the interview guide and the questionnaire, and to conduct interviews with senior management and supervisors of both agencies. In addition to the activities that I was to perform for the overall evaluation, I was to develop an evaluation design and methodology for this study on the coordination process, collect and analyze data related to this study, and present the findings as part of my practicum requirements. I will not be involved in sharing this directly with the project participants, nor will I have a role in presenting the final evaluation report to the project participants. This is the responsibility of the principal evaluator.

*Establish congruence between personal role perception and audience expectation*

I was introduced to the project participant as an evaluation team member whose duties would be in the area of data gathering. They were told that I would be doing interviews with management and supervisory staff, assisting in file reviews, and distributing and collecting surveys and questionnaires. This was in keeping with my personal perception of my role. I understood that as part of my practicum requirements I would be completing a study that looked at the coordination process between the two agencies, but the data for this would be gathered as part of my role in collecting data for the broader evaluation. I

understood that my primary role with the project participants was that of data gatherer, and further, that I would be collecting data from certain specific sources, namely management and supervisory staff and file reviews. I believe that there was congruence between my perception of my role and the expectations of the project participants, or audience.

### ***Understanding the Organizational Context***

#### ***Identification of the key people within and outside the agencies***

Identification of the key people within and outside the agencies was one of the first tasks that I performed, in part because of my responsibility to interview senior management and supervisory personnel. Key people included the senior management staff and supervisors from both agencies, as well as the people from Child and Family Support Branch. These individuals had been involved in the development of the Agreement from the outset and/or were actively involved at this point in time in the implementation activities of the Agreement. This group of individuals was used as a strategically chosen sample for providing information and data for the evaluation of the development of the Agreement, as well as the activities related to the implementation of the Agreement. As well, senior management staff from both agencies initiated the overall evaluation, and as stakeholders, were identified to have serious interest in the evaluation and the utilization of its results. In completing this task, I consulted with the project participants and the principal evaluator, and in reviewing my compiled list of people with these same individuals, I had included all of the key people within and outside the agencies. I would assess my work in this area as competent and accurate.

*Identification of the key decision makers and potential users of evaluation information within and outside the agencies*

The key decision-makers for this project were the members of the Implementation Committee. This committee included the key decision-makers for the two agencies: the Executive Coordinator for WRCFS and the Area Director for WCFS Central. The Chief Executive Officer (CEO) for Winnipeg CFS attended the meetings from time to time, generally when issues were involved that the area director felt needed to go to the CEO first. These were generally matters that involved budget decisions or politically sensitive matters. However, the area director for the Central office had considerable autonomy on any program and case related matters. This Implementation Committee was seen by the staff of both agencies as being in a position to make decisions that were binding upon the agencies (see Table 5.4).

The Implementation Committee was responsible for identifying general questions with respect to the evaluation. The evaluation was conducted at their request, although the Agreement itself required an evaluation to be completed. The Implementation Committee was responsible for contracting the evaluator and deciding on the terms of reference for the evaluation. The committee included representatives from the Child and Family Support Branch. These individuals were not directly involved in decisions about the agencies' activities, but they served as advisory members on this committee. They were more directly involved in decisions about the evaluation itself, as the Child and Family Support Branch had been identified as a stakeholder in the development of a service



model that would improve the services offered to aboriginal children and families in Winnipeg. As such, they had an interest in the evaluation and its recommendations.

The Implementation Committee set up an evaluation sub-committee to oversee the activities of the evaluation. This sub-committee developed a list of possible research questions and provided support during the data collection phase. The sub-committee had the authority to make decisions about the activities of the evaluation within the framework established by the Implementation Committee. If a matter came up that was outside of this framework, it was referred back to the Implementation Committee for a decision.

Within these two agencies, senior management and supervisory staff will be the main users of the evaluation. Decisions about the how the evaluation information will be used will be made at the senior management level, but input from the supervisors will be sought. The Implementation Committee will review the evaluation, as this group will be interested in recommendations on how to proceed with this project. This Committee will then be making decisions about that, but senior management staff will be the key players in this decision making through their role on the Committee. Direct service staff within the agencies will have an interest in the evaluation information because the project activities affect their jobs. The evaluation can be a means of communication to the staff to keep them informed about the project. However, the direct service staff will not have a significant role in making decisions about the use of the evaluation.

Outside the two agencies, the Family Services Department – Child and Family Support Branch will have an interest in the findings of the evaluation. This department is a key decision-maker about issues concerning the project, particularly the funding question. Both non-aboriginal and First Nations child and family service agencies will also have an interest in this evaluation for information about possible coordination strategies that will help to deliver better services to First Nations families.

#### *Determination of the information sources and channels within the Agencies*

Choosing the most appropriate sources of data for the evaluation is one of the most important tasks in planning an evaluation, since a variety of information sources improve the reliability of findings. Information sources were identified at the beginning of the evaluation process. They included primary and secondary data sources. Primary sources were senior management and supervisors, direct observations, and written documents, mainly the Agreement and its related service schedules, and various minutes of meetings that had been held specific to this project. Secondary sources included other written material relevant to the development of the Agreement and statistical information on the aboriginal population in Winnipeg, on WCFS caseloads and children in care, and on background information about both agencies.

#### *Planning the Evaluation*

In order to minimize potential problems during the evaluation, several steps were taken in the process of planning and conducting the evaluation. Those activities included identifying stakeholders and learning about their interest in the evaluation, clarifying the

purpose of the evaluation, involving stakeholders in all phases of planning and performing the evaluation, and maintaining ongoing contact between the evaluators and the stakeholders.

*Assessment of the implications of decisions based on the evaluation that affects personnel*

Tripodi (1983) suggested that evaluation research should not be conducted if its results cannot be utilized. However, when utilized there is an expectation that personnel would be affected in some way. It was clear to me that the recommendations arising from the evaluation would have implications for the staff of both agencies. If the evaluation recommended that the Agreement be significantly revised and/or abandoned, many staff would feel disappointed and frustrated, feeling that so much time and effort was spent on something that did not have a future. This would have serious implications if another coordination process were attempted. On the other hand, if the evaluation recommended that this service coordination process be continued, there were implications for staff in terms of time and workload issues. Some staff might feel that continued involvement in such a process would give too much authority to WRCFS and that it would be too great a price for WCFS to pay. If the recommendations did not take into account any of the suggestions from the staff, they might feel that they were not heard and therefore their commitment to the process might decrease.

*Assessment of political implications of evaluation findings*

One of the factors that led to the development of the Agreement was the jurisdictional issue that limits the mandate of First Nations CFS agencies in providing services to their

members living off reserve. The project was set up for the purpose of finding a new way to provide services to First Nations members who live in Winnipeg by having First Nation CFS agencies more involved in the planning, decision-making, and delivery of those services within the current jurisdiction. The Agreement states that its purpose is not to address the question of jurisdictional authority, but to promote the concept of aboriginal claim to aboriginal children. WRCFS clearly stated that they saw this Agreement as a stepping stone to eventually gaining legal jurisdiction. By becoming more involved, and by participating in inter-agency workshops and training sessions, attitudes could be changed, and it would be easier for the system to begin to see how things could work positively. Thus, while the Agreement was not initiated to change current legislation, it was clearly regarded as an important stepping stone in seeing this come about in the future.

As one of the evaluators, I was aware that the success of such a coordination model could support the arguments of First Nations that they were in a good position to assume greater control over child welfare services to their band members. Further, it could demonstrate that coordination and collaboration between the aboriginal and non-aboriginal agencies could work and be a positive experience.

### ***Conducting the Evaluation***

#### ***Collect data from multiple sources***

In order to improve the accuracy and reliability of the findings, data for the overall evaluation, as well as for this study, were collected from multiple sources. Those sources

included direct observation by evaluation team members; data from the interviews with senior management staff, supervisors, front line staff, and others who were involved in the development of the Agreement and its early implementation activities; questionnaire data from management, supervisors, and staff; written documents including the Agreement and Service Schedules; client files; and statistical information.

*Make sure that data collection instruments and procedures are understandable and relevant*

Data collection instruments can appear in several forms, such as questionnaires, interview guides, scales, and self- reports. Since there was no instrument available for use in this evaluation, data collection instruments were developed in order to collect the necessary information. These included a questionnaire, a survey form for the file review, and an interview guide.

Specific interview questions were developed for people who were involved in the development of the Agreement so that as much information as possible could be collected about the negotiating process and the conditions that initiated and facilitated the process. In order to make the questionnaire and interview guide relevant to the evaluation, and understandable to the people they were to be administered to, an effort was made to include questions that were comprehensive, clear, and unambiguous. As well, the questions were given in an order that was easy to follow. For that reason, the questionnaire and interview guide were divided into sections that included questions specific to a particular area of interest.

The interview guide included closed and open-ended questions that were to generate as much information as possible relevant to the evaluation. Open-ended questions were especially helpful in obtaining in depth information for this exploratory study. At the same time, those questions made interviews lengthy and time consuming and the data analysis more difficult. In order to determine the feasibility the interview schedule, and to test the questions for their clarity and relevance, a pretest of the interview guide was done.

*Collect information needed, but only that.*

There is always a possibility of collecting information that is not necessary for the evaluation. To avoid this, and at the same time to insure that the all necessary information is collected, it is important that methods for data collection and data sources are congruent and coincide with each other. Data sources for the evaluation were clearly identified, methods for data collection such us interviews, questionnaires and direct observations were determined, and instruments used for collecting information were constructed to collect reliable and valid data.

## **6.2 Feedback on My Role**

A feedback loop from the participants that were interviewed by the student was obtained by using a self-completed survey. According to Tripodi (1983), the primary purpose of interviews is to seek information. Interviewing was the primary method for data collection in this study, and one of my learning objectives was to improve my

interviewing skills. This was to be accomplished by conducting interviews with a certain number of participants.

Face to face interviews are challenging, especially for someone who is involved in that process for the first time. In order to prepare myself for the interview process, I familiarized myself with the questions as much as possible, and made sure that I had information about the evaluation and its purpose. The interview guide was very lengthy, containing open-ended questions, and the first few interviews were very challenging. Each interview took an average of two hours. If a respondent had more to say about the coordination process or other related issues, interviews lasted longer. In conducting the interviews, I followed a process that included a personal introduction, identifying myself and explaining the purpose of the evaluation, and then proceeding with the interview questions. At the conclusion of the interview, respondents were asked if there was anything else they wished to add to the interview or if there were additional questions they had about the evaluation. A tape-recorder was used to record interviews, but in each instance, I asked the permission of the respondent to record the interview. I explained that taping was a usual procedure and the tapes would be used to make sure that all the information was recorded. As well, I wanted to review the tapes as a way of evaluating my own performance and identifying ways in which I could improve my skills. After the interview was completed, I would review the tape and go through my written notes on the interview guide, adding information that I had missed and/or not written accurately. Towards the end I became more self confident in performing the interviews and summarizing the answers. I do appreciate the comment made by one of the participants

that the interviewer seemed nervous and had to repeat questions a lot. The nervousness and anxiety that I experienced at the beginning diminished, but never totally disappeared, during the interview process.

After the interviews were done, I requested each respondent to complete a short survey (Appendix 9) that was used to assess my skills as an interviewer. I advised the respondent of the purpose of this survey. The survey contained six questions and respondents were to indicate their response by choosing only one of the responses that were provided on the scale from "strongly agree", "agree", "disagree", "strongly disagree", and "undecided". The survey was sent to the 21 senior management and supervisory staff from both agencies that I interviewed and 18 questionnaires were returned. The results of the survey are shown in Table 6.13.

**Table 6.13: Results of the survey that assessed performance of interviewer**

QUESTIONS	N	STRONGLY AGREE	AGREE	UNDECIDED	DISAGREE	STRONGLY DISAGREE
The scheduling of interviews was adequate	18	3	13	0	2	0
The interviewer was prepared for the interview	18	5	12	1	0	0
The interviewer was clear in explaining questions	18	4	12	1	0	1
I was able to ask and get information about the evaluation and its purpose	18	3	10	4	0	1
I was given enough time to answer the questions	18	7	11	0	0	0
The interviewer showed interest in my answers	18	3	15	0	0	0

Respondents were asked to make additional comments about the interview and those comments are listed as follows:



- *The questions themselves were difficult but the interviewer allowed time to understand and verified any questions the interviewee had*
- *Time was agreed to through telephone appointment call*
- *The interviewer was very respectful*
- *The interview was too long and lengthy*
- *Not enough lead time.*
- *The interviewer seemed nervous, had to repeat a lot and seemed unsure about evaluation*
- *Interview was good experience. Lets hope for a productive outcome with useful information.*

Overall, the responses and feedback relative to the interviewing were positive. Two of 18 responses were negative in terms of scheduling interviews. One of 18 respondents was undecided about whether the interviewer was prepared for the interview. One respondent strongly disagreed that the interviewer was clear in explaining questions and one was undecided. However, 16 either agreed or strongly agreed that the interviewer was clear in explaining questions. In response to the question about whether they were able to ask and get information about the evaluation, 13 agreed or strongly agreed, 4 were undecided, and one strongly disagreed. All respondents either agreed or strongly agreed that they were given time to answer questions and that the interviewer showed an interest in their answers.

### **6.3 Summary of Role and Learning**

Through the completion of the activities described in this practicum, I have increased my knowledge about program evaluation. I understand that evaluation can be carried out for

different purposes and the term 'formative' and 'summative' are used to conceptualize two types of evaluations. Evaluation should provide useful and accurate information for decision making, and should be understandable, relevant and practical. To meet these standards, there must be an understanding of the scope of the evaluation and the various approaches to assessment. I have gained an appreciation of the fact that an effort must be made to create a design, and gather information, that is appropriate for a specific situation. I have become aware of the importance of collecting data from multiple sources to provide more reliable and valid information. I have learned that the design of the evaluation needs to be based on the purpose of the evaluation, what the stakeholders want to know. The evaluation design, and the type of data collected, in turn determine the process of data analysis (Tripodi, 1983).

This study was designed to use a quantitative and a qualitative method for data collection, and quantitative and qualitative data analysis techniques were employed to interpret the data. I have learned it is very difficult to study inter-organizational relationships without using both methods. Quantitative methods allow the researcher to draw inferences to a larger population, but it is limited in terms of allowing for an in-depth understanding of what is being studied. The latter is usually accomplished by using qualitative methods of data collection, which, in turn, allow less possibility for statistical analysis and formulating general conclusions.

My learning objectives were met by participating in the evaluation of this coordination process between WRCFS and WCFS Central. The practical application of evaluating this

coordination process enhanced my learning and helped develop my skills in the planning, design, data collection and data analysis of one component of a program evaluation study. This included evaluation activities such as choosing an appropriate research design, methodology and methods for data collection, developing the evaluation questions and an instrument for data collection, carrying out data analysis, and reporting results. Those practical skills were demonstrated and described throughout the practicum report. The most important knowledge that I gained through this was in the following areas:

1. Learning how to determining the reasons for conducting an evaluative study and then planning and implementing the evaluation so that it will meet the requirements of the stakeholders;
2. Learning how to choose the appropriate research design, methodology and methods for data collection, and on what basis to make the choices;
3. Learning the importance of understanding the organizational context and how to acquire this understanding during the course of an evaluation;
4. Learning the importance of involving key personnel in determining the purposes and general strategies of evaluation, so that the evaluation can meet the needs of the organization;
5. Learning the importance of collecting data from multiple sources in order to increase its reliability and validity, how to identify these

**sources, and how to develop and use data collection instruments that are relevant and understandable; and**

- 6. Learning how to do data analysis that included both qualitative and quantitative approaches.**

**I believe that my goals and objectives for the practicum were achieved. In addition to learning how to apply program evaluation, I gained knowledge about coordination as an alternative method or strategy for addressing social problems (Warren, 1973). This was accomplished by doing an extensive literature review on coordination/collaboration as well as evaluating a coordination process established between WRCFS and WCFS Central, including its development and its early stages of implementation. This experience increased my understanding and knowledge of the value, structure and dynamic of interagency coordination.**

## **Chapter 7**

### **FINDINGS, IMPLICATIONS, AND RECOMMENDATIONS**

This chapter will review the purpose of the study, outline the main findings, and discuss the implications and recommendations arising from the study.

#### **7.1 Summary of Purpose**

The purpose of this practicum was to examine the development of an Agreement for a coordination process between WRCFS and WCFS Central. The practicum was carried out during the early implementation phase of the service coordination model, and the discussion in this paper is restricted to the findings relevant to this beginning phase.

This study was done with the intent to understand the process that led to the development of the Service Coordination Agreement between the two agencies, the process of implementation of the initial activities, and to get a preliminary feeling for the coordination process. The study was also designed to contribute to the knowledge base regarding the possibilities of developing increased cooperation in the delivery of child welfare services.

The coordination model was evaluated in terms of three dimensions of inter-organizational relationships: structure, process, and outcomes (Van de Ven, 1976). As the study is exploratory in nature, there is always a concern about validity and how one can generalize from that particular study. This study was not designed to test a set of hypotheses or propositions. Instead, it was concerned with documenting descriptive data

as an aid to the formulation of future research hypotheses. In this sense, the problem of comparability, and prospects for generalization, are not major issues. The sample was strategically chosen among individuals who were the most involved and informed about the development and implementation of the Service Coordination Agreement. It should be noted that the sample group included only senior management and supervisors from the two agencies. This is consistent with the exploratory nature of the study, where the purpose is to get a preliminary understanding of the coordination process (Palys, 1997).

Implementation of the activities related to the evaluation of the coordination process between WRCFS and WCFS Central was conducted over a one-year period, from October 1997 to September 1998. The evaluation itself covered the first phase of the implementation of the Service Coordination Agreement, and was to produce preliminary findings related to the development of the coordination process and to the model of coordination established between these agencies.

## **7.2 Summary of Evaluation Findings**

Given the limited and slow pace of the implementation of the Service Coordination Agreement, and the fact that the evaluation covered only the first year and a half of the implementation period, it was not expected that this phase of the evaluation would produce major findings. Nonetheless, the results produced from the evaluation cannot be considered insignificant. The evaluation revealed that this coordination effort included some of the elements of coordination that have been found to be very important to developing and maintaining a coordination process. These elements can provide the

agencies with both incentive and direction to continue with the implementation of this project.

The discussion of the key findings of this evaluation will be organized according to three key conceptual frameworks that emerged from the literature review. These are the issues of domain consensus and domain similarity, the dimensions of inter-organizational relationships, and the stages of a coordination process. As well, the factors that facilitate a coordination process, as identified in the literature, and found to be present in this study, have been summarized.

#### **7.2.1 Domain Consensus / Domain Similarity**

Gray (1985), Braito, Paulson, & Klonglan (1972), and Hall et al. (1977) identified domain consensus, that is, a shared interest and commitment, as an important pre-condition for cooperation to occur. This study found that domain consensus between the two agencies was present. The process of development of the Agreement, described in Chapter 4, shows that the agencies initiated the process after they mutually acknowledged that there was a need to find a different way of delivering service to the WRCFS clients who live off-reserve. There were, however, fundamental differences in the perception of why the problem existed and how it should be resolved. While differences in philosophy and social work practices continue to exist, the two-year process of negotiating the agreement resulted in the two agencies reaching consensus on the problem and how best to address it. The presence of domain consensus was demonstrated by the following:

- Staff from both agencies recognized that there was a problem with Standard 421, but they defined this quite differently. The

agencies reached consensus that a new way of approaching the question of service delivery to aboriginal families off reserve was needed. The Agreement formalized this consensus.

- There was an agreement that the problem should be addressed by improving the working relationships, and the coordination of services, between WCFS Central and WRCFS.
- This led to the identification of a common purpose, which was to improve the delivery of culturally appropriate services to aboriginal clients living off reserve, and to involve WRCFS in all the stages of planning and delivering services to their band members living in the City. This would, in return, give WRCFS more control over services to these families and children.

The same authors identify domain similarity as comprised of shared objectives, similarity of services, similar target group, similar staff qualifications and staff training, as important to effective coordination. This study found that domain similarity between the two agencies was present. This is demonstrated by the following conditions:

- both agencies are mandated under the same legislation, the CFS Act of Manitoba;
- both agencies are regulated by the same provincial government department;
- both agencies have the same target group;



- both agencies have the same overall mission: the protection of children;
- both agencies employ similar approaches in carrying out their duties (i.e. use of foster homes, apprehensions, court), although there is a difference in the philosophy and the design of these methods; and
- both agencies use social workers as their direct service staff.

### **7.2.2 Dimensions of Inter-organizational Relationships**

Van den Ven (1976) has identified three key dimensions by which to evaluate inter-organizational relationships, of which coordination is one form. These three dimensions are structure, process, and outcome. The structural dimension includes three components: formalization, centralization, and complexity. These dimensions were discussed in greater detail in Chapter 5.

#### ***Structural dimension***

##### ***Formalization***

This component of the structural dimension is demonstrated by the fact that the interactions between the agencies are formalized through the Service Coordination Agreement, which specifies the responsibilities of both agencies. This is reinforced by the establishment of a formal Implementation Committee responsible for implementation of the Agreement. The two agencies are establishing standardized mechanisms and procedures, in the form of written service schedules, to support and maintain a level of

coordination. These service schedules include activities and procedures that are to be performed in order for the coordination process to take place.

### *Centralization*

Centralization as a structural component in this coordination process is supported by the fact that shared and centralized decision making is organized through the activities of the Implementation Committee and the task oriented Sub-Committees responsible for the development of service schedules. Evaluation revealed that the staff perceived the decisions made by the Committee as binding on the two agencies, which is also an indicator of an established centralized decision making structure (see Table 5.4).

### *Complexity*

In spite of the fact that only two agencies are involved in this coordination process, this coordination effort can be considered one with significant complexity. Both agencies are responsible for the delivery of multiple and statutory services for children and families. These services include working with other jurisdictions and disciplines, such as the justice system (courts, police), the education system, and the health care system. Within each agency, there are a variety of service units which provide different types of services (i.e., counseling, abuse investigations, foster care licensing, prevention programs). The complexity of these services becomes evident in the review of the Agreement itself, but particularly in the review of the development of the draft service schedules. These schedules point out numerous activities and procedures which are not only applicable to the particular area, but which interrelate with the other service schedules.

### ***Process dimension***

The process dimension of this coordination effort is found in the established communication and resource flow between the agencies, as well as in the quality of the communication. Staff from both agencies were engaged in information sharing in general, information sharing on particular cases, participation in joint training sessions, and participation in joint planning activities. Although the data showed that communication and resource flow was relatively modest, due to the early stage of coordination, the quality of communication between the two agencies increased over time. Data on the process dimension were presented in Tables 5.5, 5.6, 5.7 and 5.8.

### ***Outcome dimension***

Findings on the outcome dimension were presented in Tables 5.9, 5.10, 5.11 and 5.12. The data indicates that staff perceive the Agreement to be effective in the coordination of services, and that it is worth their while to spend time and effort on this process. It also indicates that staff are satisfied with the working relationship between the two agencies and that they agree that the Agreement promotes better service coordination.

### **7.2.3 Stages of the Coordination Process**

Kagan (1990) describes six stages of the coordination process: formation, conceptualization, development, implementation, evaluation, and termination / reformation. The evaluation findings support the statement that some of these stages can be identified in this coordination process.

- **Formation, as a first stage, occurred when coordination between WRCFS and WCFS Central was initiated as a response to identified problems in the delivery of services to aboriginal children and families living off reserve.**
- **Conceptualization of the relationship is demonstrated by the fact that objectives, roles, tasks and responsibilities have been defined through the development of the Service Coordination Agreement.**
- **Development as a third stage included the identification of services that were to be coordinated and delivered in different ways. These services are listed in the Agreement. There was agreement reached on what service areas were to be prioritized: resource development, services to children, intake, and services to families. Strategies for the delivery of these services are outlined in the service schedules, which were developed jointly by the two agencies.**
- **Implementation of this coordination effort is still in process. Agencies were able to implement some of the activities specified in the Agreement. Joint meetings were organized, schedules developed, and an evaluation of the Agreement was initiated.**
- **Evaluation is the fifth stage of the process. An evaluation of the first phase of the overall project has been completed. It**

provides the stakeholders with an assessment of actual performance to date, and collects data to be used as base line data for an evaluation at the end of the project. Both agencies agreed to this evaluation process, and it was included in the Agreement. As well, both agencies committed resources to it.

- The termination/reformation stage was not identified in this process since the decision regarding the future of the project has not yet been made. It will depend on the evaluation results and findings and the agencies ability to continue with the implementation of the specific tasks and activities.

Although the implementation of this coordination effort is in the early stages, all these stages were identified in this evaluation. Many of the activities identified in the Agreement and the service schedules have not yet been implemented. It is important to note that the participants in the project believe that this coordination effort is a process, not just a structure, and that it will take time to see it through.

#### **7.2.4 Factors that Facilitated the Coordination Process**

Several factors that facilitate a coordination process were evident in this model. These factors are important in developing coordination and they have the ability to strengthen the inter-organizational relationships. These factors have been addressed previously, but they will be briefly summarized here. They are:

- domain consensus;
- domain similarity;

- common purpose;
- existing positive linkages between the agencies;
- the involvement of those who are affected by the coordination;
- a clearly written interagency agreement;
- a developed structure for the implementation of the Agreement (Implementation Committee);
- shared decision making;
- informal and formal interaction between the participants;
- task-oriented sub-committees and working groups responsible for developing service schedules;
- identified strategies that promote communication between the agencies and the staff involved;
- assigning responsibility for leadership to skilled and respected individuals;
- a recognition of the importance of an evaluation process and a written strategy to achieve this;
- a sharing of resources between the two agencies in the area of joint training and joint planning activities;
- a willingness, by both agencies, to commit staff time to this effort; and
- a belief among management and supervisors that this initiative is effective and is worth the time and effort.

## **7.3 Implications and Recommendations**

### **7.3.1 Implications**

#### ***Implications for the stakeholders***

This practicum has identified some implications for the stakeholders of this coordination effort. While the key stakeholders are the two agencies, the provincial government also has a key role to play in the success of this project. These implications are worthwhile for the stakeholders to consider as they look to address some of the issues that emerged from the evaluation.

1. The resource issue is related to the necessity of acquiring the additional resources needed to carry out the implementation activities identified in the Agreement.

**Funding, primarily for staffing, is of critical importance. It is unrealistic to expect that the coordination and joint provision of services can be accomplished without hiring additional staff and/or securing additional financial resources from government.**

**Current staffing levels cannot meet and/or cope with these additional demands. At this point in time, the coordination effort cannot make significant progress without these resources.**

- 2. A number of factors have contributed to the slow pace of the implementation of the Agreement. Most significant is the need for additional resources that are required in order for activities to continue. A second factor is the reorganization of Winnipeg CFS that is currently underway. One of the outcomes of this reorganization is that the Central Area Office will no longer exist. This requires amendments to the Agreement, so that it will be an agreement for all of Winnipeg CFS, not just the Central office. In addition, the draft service schedules require review and revision, to reflect the new operational procedures that WCFS will be working under. The reorganization will result in staff having different responsibilities, so that key people involved in the current Agreement may need to change. A third factor has been the preoccupation of West Region CFS in moving its central office from Dauphin to Rolling River, although this move is now completed. Additional time is required to address these issues before the implementation of the various activities proceeds. The agencies need to consider that while there is a shared sense about the worthiness of this project, many of the respondents stressed concerns about a loss of momentum and its consequences.**

3. **Coordination is seen as a process and needs time to be implemented effectively.**

**People involved in the development of this coordination see this as a process that takes time and involves adapting to the changes. Sufficient time must be allowed for the implementation of the Agreement. Depending on the circumstances, some of those changes may require more time and effort than initially expected. This may have implications for the staff support of the project. It may discourage staff and/or lead to a belief among staff that things will never change, thus eroding support and commitment to the process.**

4. **The slow pace of implementation can have a negative effect on the positive feelings that the staff of both agencies have expressed about the project. It will be very important for both agencies to pay close attention to the communication process. Efforts should be made to keep staff informed about the development of the project, the progress of any discussions to resolve issues and acquire resources, and the activities that are ongoing. Both agencies should continue with those activities that can be carried out, such as training and joint meetings.**
5. **The changes that result from a coordination process may affect staff in personal terms. Involvement in coordination causes loss of freedom and independence to a certain extent, and because of that, the staff should be prepared for change and "the emphasis should be placed on the personal satisfactions and feelings of people involved in collaboration" (Boyd et al. 1992, p. 15).**



### ***General implications***

The findings from this evaluation can have broader implications that apply to both business and social service organizations. In a political climate of limited resources and increasing globalization, the concepts of partnerships between varied organizations/agencies are embraced by funding bodies and/or governments. This can lead to the initiation and development of a coordination process that would include service integration with the goals to reduce inefficiency, to avoid duplicate services, to improve access to comprehensive services, and to improve service quality and effectiveness. Initially, additional funding resources may be needed; however, in the long term, costs may be reduced as a result of the service integration. For example, continuing to maintain high numbers of aboriginal children in permanent care will be very costly. Funding a model of service coordination may prevent aboriginal children from entering the child welfare system in the first place, thus reducing the long-term costs involved.

Both federal and provincial governments are seeking to enter into partnership arrangements with different organizations, agencies, and First Nations. This practicum has highlighted some of the elements needed for effective coordination in these arrangements.

Other child welfare agencies in general need to work together with other agencies from different disciplines and jurisdictions, such as education, health, social assistance, and

justice, to address the needs of families. Agencies need to pay more attention about how to develop better coordination and collaboration.

Other aboriginal agencies share the objectives and goals of WRCFS with respect to the desire to establish aboriginal claim to aboriginal children, and to ensure that their band members receive culturally appropriate services. They face similar service delivery issues, as many aboriginal families and children currently receive services from non-aboriginal agencies. Results from this study can be used to help them in establishing a coordination and collaboration process, and developing a model of service.

WRCFS is looking at similar arrangements with other non-aboriginal agencies that provide services to their band members, and the practicum can have implications for the development of an effective coordination process between WRCFS and these other agencies. In particular, it can provide direction on where attention should be focused, what elements should be included, and what key strategies should be employed.

The findings from this study indicate that the strategies used to date in this particular coordination effort appear to be a good mix in developing a coordination process. It would appear that the two agencies are "on the right track". At the same time, it points out critical issues that require attention if the coordination process is to continue and succeed.

### **7.3.2 Recommendations**

#### ***For the stakeholders***

1. Strategies that have been used to date, with the emphasis on increasing communication by organizing workshops and joint training, have the ability to strengthen the inter-organizational relationships. It is recommended that the agencies continue these to maintain and increase the positive linkages that have been established and to minimize the perception of a loss of momentum.
2. It is recommended that an amendment to the Agreement, and revisions to the service schedules, be done to reflect the changes caused by the reorganization of WCFS, to make it applicable to all WRCFS clients who are receiving services from WCFS. The amendment to the Agreement itself should be done as soon as possible, to indicate the ongoing commitment of senior management of both agencies to this coordination process. This amendment is a pre-requisite to ongoing work on the service schedules, which will need review and revision in light of the reorganization. These revisions will be necessary to determine resource needs that need to be negotiated with government.
3. It is recommended that the role and membership of the Implementation Committee should be reviewed and revised in light of WCFS reorganization. The Implementation Committee is important for the structural dimension of coordination, particularly the elements of formalization and centralization. This committee should continue to include senior management staff from both agencies.
4. It is recommended that a position of project coordinator be established. This full time coordinator should be selected jointly by the agencies. The coordinator would be

responsible for the coordination of the implementation activities and would work under the supervision of the Implementation Committee, rather than any one agency. This position can play a key role in retaining and enhancing the centralized and shared decision making that has been established. It is recommended that the agencies include this as an additional resource need in their negotiation for funding for this project.

5. It is recommended that immediate attention be paid to the resource issue, and that the agencies work jointly to negotiate these requirements. This cannot be done without the Child and Family Support Branch being involved. It is recommended they become an active partner in this process of coordination.
6. It is recommended that the Family Services department of the provincial government fund this project as a pilot project, with a view to testing a model of service coordination that can have applicability beyond these two agencies. The findings of this study indicate that this project has the elements of a positive model of coordination.
7. It is recommended that both agencies continue with the implementation of this Agreement. The findings indicate that the staff see this as a positive initiative that can make a difference, and that they are willing to commit time and effort to it. This attitude on the part of staff can be very helpful in ensuring compliance with new ways of providing service.
8. It is recommended that front line staff become more informed and directly involved in the coordination process since they will be directly responsible for the implementation of service schedules. Keeping them more involved and informed

about the process will give them the sense that they are part of the process and actively involved in its development. It is noted that the Agreement calls for this involvement, and that the implementation activities have not progressed to that point. It is recommended that this be reviewed to determine what activities can be undertaken now to begin to involve the front line staff.

### ***For further research***

As stated earlier, it was not the purpose of this study to prove a set of hypotheses. As well, an evaluation of the effectiveness of this coordination effort in relation to the quality of service delivery was beyond the scope of this exploratory, descriptive study.

The literature review and the findings of this study lead to some implications for further research. Formulating these assumptions as hypotheses, and undertaking future research to test them, could increase the knowledge base on coordination and collaboration, and assist organizations that are actively engaged in these types of efforts.

The assumptions, posed as hypotheses for future research, have been grouped under two key areas: planning and process and outcomes.

### ***Planning and Process***

1. A more formalized coordinating structure (mechanism) leads to improved and more effective coordination between organizations.
2. The quality and quantity of communication among all key participants increases the level of coordination.

3. **The establishment of both formal and informal communication mechanisms increases the level of communication and contributes to improved coordination.**
4. **A flow of resources between the organizations involved increases the effectiveness of the coordination and the chances for the success of the effort.**
5. **Adequate monetary and other resources contribute to improved coordination between the organizations involved, and are necessary for coordination efforts to continue.**
6. **The perception of the participants about the effectiveness and benefit of the coordination process contributes to the level of support and commitment that the participants are prepared to expend on the effort.**

#### ***Outcomes***

1. **The stability of funds for the activities of the coordination effort leads to success of the effort.**
2. **A coordination process that is well implemented results in better planned and coordinated services for the client.**
3. **A coordination process that is well implemented results in a more efficient and effective use of the resources available.**
4. **A coordination process that is well implemented can assist in persuading stakeholders to make permanent changes to service delivery models, and where desired, to change policies, regulations, and/or legislation.**

**Coordination is sometimes criticized for its ineffectiveness and its requirements for an authoritarian central decision-making structure in order to be effective. Nonetheless, coordination has been found to be a prevailing strategy for addressing social problems**

(Warren, 1973). The problem of fragmented and uncoordinated delivery of services in the area of child welfare has long been realized. It is recognized that this is a contributing factor to the fact that these services often do not have the expected quality. Thus, coordination has been used as an alternative strategy for interagency planning and the delivery of services. The findings presented in this practicum should contribute to the knowledge base regarding the possibilities of developing increased coordinated and collaborative services in the area of child welfare. This should be of particular importance for First Nations agencies that are often faced with the fact that non-aboriginal organizations are involved in services to their First Nations members. While this coordination process does not diminish the importance of the continued efforts of First Nations to secure the jurisdiction and self-government that they aspire to, it can help to improve the services in the interim. It appears that this particular model can be successful. I hope that the evaluation of this coordination process will provide useful information to the people who are interested in examining different ways of working together in order to improve the quality of services in the area of child welfare, and in particular, to aboriginal children and families.

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**Appendix 1**  
**Service Coordination Agreement**

## **Service Coordination Agreement**

**BETWEEN:**

**WEST REGION CHILD AND FAMILY SERVICES**  
as represented by Elsie Flette, Executive Director

(called "West Region")

- and -

**WINNIPEG CHILD AND FAMILY SERVICES (CENTRAL AREA)**  
as represented by David Schellenberg, Area Director  
and Keith Cooper, Executive Director

(called "Central Winnipeg")

WHEREAS the Director of Child and Family Services, Province of Manitoba, has established standards for the administration of *The Child and Family Services Act* (called "the Act") including Section 421 of the Program Standards Manual pertaining to the placement of Native children (called the "Native Child Placement Protocols").

AND WHEREAS West Region, an agency under the Act, is mandated to provide on-reserve services to the First Nations of Crane River, Ebb and Flow, Pine Creek, Rolling River, Keeseekeowenin, Valley River, Waterhen, Gambler and Waywayseecappo;

AND WHEREAS West Region, provides outreach/liaison and off-reserve services under the Act to children and families from the member First Nations residing off reserve;

AND WHEREAS Winnipeg Child and Family Services, an agency under the Act, is mandated to provide services to the City of Winnipeg and to organized territory in southeastern Manitoba;

AND WHEREAS Central Winnipeg is a service area of Winnipeg Child and Family Services which provides services to the central Winnipeg area as set out in Manitoba Regulation 139/91;

AND WHEREAS Winnipeg Child and Family Services has authorized Central Winnipeg to enter into this Agreement;

AND WHEREAS West Region and Central Winnipeg have jointly identified barriers to the implementation of the Native Child Placement Protocols and are committed to addressing these barriers through working together in a spirit of mutual trust and cooperation;

AND WHEREAS West Region and Central Winnipeg have jointly recognized the need to coordinated services on behalf of children and families from member First Nations of West Region who reside in the Central Winnipeg;

NOW THEREFORE West Region and Central Winnipeg agree as follows:

## 1.0 Definitions

In this Agreement:

"Agreement" means this Agreement and any implementation schedules signed by the parties during the term of this Agreement;

"Family" includes extended family and other members of a person's kinship system; and

"First Nation" means a band within the meaning of the *Indian Act* R.S.C. 1985, c. I-5.

## 2.0 Purpose of Agreement

The purpose of this Agreement is to establish guiding principles and processes for coordinating the delivery of services between West Region and Central Winnipeg on behalf of children and families from member First Nations of West Region (the target group) who reside in the central Winnipeg area or receive services from Central Winnipeg.

### 2.1 Objectives

The parties are jointly committed to the following objectives:

- 1 To identify the target group and barriers to the provision of culturally and linguistically appropriate services to the target group.
- 2 To articulate the service needs of the target group and describing the services needed to meet those needs.
- 3 To establish a framework for interagency planning and coordinating of appropriate services to the target group.
- 4 To implement this Agreement through ongoing interagency collaboration involving both management and staff.

### 2.2 Limitations

Implementation of this Agreement shall be consistent with legal, policy and funding requirements of the federal and provincial governments as they may change over time.

### 2.3 Interagency Protocol

For the purposes of this Agreement, West Region recognizes the jurisdiction of Central Winnipeg and agrees to notify Central Winnipeg of any action or decision which would normally be the responsibility of Central Winnipeg. Such actions or decisions include, but are not limited to:

- a) opening a family file;
- b) apprehending a child;
- c) studying and approving foster parent applicants; or
- d) studying and approving adoptive applicants

### 3.0 Guiding Principles

The parties recognize the following guiding principles:

- 1 First Nations are entitled to the provision of child and family services in a manner which respects their unique status as Aboriginal people.
- 2 First Nations have an inherent right to self-determination and to exclusive jurisdiction over their children, regardless of where these children may reside.
- 3 Aboriginal families are entitled to receive community-based preventive and supportive services directed at preserving and restoring the family unit.
- 4 Aboriginal children are best protected within their home communities.
- 5 The responsibility for raising children does not rest only with biological parents, but with extended family and other members of the kinship system.
- 6 Children are entitled to be placed with extended family or other members of their kinship system.

### 4.0 Services

This Agreement encompasses a range of potential service areas consistent with the guiding principles stated in section 3.0 of this Agreement.

#### 4.1 Service Areas

Services areas shall include but not be limited to:

- a) community outreach and early intervention;
- b) family support and preservation;
- c) child protection;
- d) child placement;
- e) permanency planning; and
- f) reunification and repatriation.

#### 4.2 Service Priorities

The parties are committed to developing service priorities in the implementation of this Agreement through appropriate interagency structures and processes including workshops, management and staff meetings, community meetings and case conferences. The parties agree to give priority to the development of services designed to preserve and restore families.

#### 4.3 Placement Priorities

Pursuant to Section 421 of the Program Standards Manual, in planning for the placement of children from families in the target group, the parties agree to place the children in descending order of priority with the following:

- a) family or extended family regardless of residence;
- b) other families within the child's community of origin;
- c) other families of the same tribal council or region as the child;
- d) other families of the same cultural or linguistic group as the child;
- e) other Native families in Manitoba; or
- f) other families agreeable to West Region.



#### **4.4 Case Management**

Through one or more case management schedules pursuant to sections 6.6 and 6.7 of this Agreement, the parties agree to the development of an interagency case management model which sets out the roles and responsibilities of each of the parties consistent with the purpose and objectives of this Agreement. The parties further agree to participate in joint case planning, to review activities aimed at supporting and preserving families, and to revise as necessary their respective policies and procedures relating to intake and referral, case transfers and purchase of services.

#### **4.5 Resource Development**

Central Winnipeg agrees to the development of resources by West Region in Central Winnipeg's area for children and families from member First Nations of West Region through one or more resource development schedules pursuant to sections 6.6 and 6.7 of this Agreement.

#### **4.6 Purchase of Services**

Each implementation schedule agreed to by the parties pursuant to section 6.6 shall state whether services under the schedule are to be purchased by either party and, if so, how the services are to be purchased.

### **5.0 Indemnification and Insurance**

Each party agrees to indemnify the other and to purchase additional public liability and property damage insurance as set out in sections 5.1 and 5.2 of this Agreement.

#### **5.1 Indemnification**

The parties agree to use due care in the performance of their respective duties under this Agreement to ensure that no person is injured, no property is damaged or lost and no rights are infringed. Each party shall save harmless and fully indemnify the other party, its officers, employees and agents from and against all claims, liabilities and demands arising directly or indirectly from an omission or wrongful act of the indemnifying party or of the officers, employees or agents of the indemnifying party, and such indemnification shall survive the termination of this Agreement.

#### **5.2 Insurance**

Each party shall purchase and maintain throughout the term of this Agreement public liability and property damage insurance against claims for personal injury, death or damage to property, arising out of any of the operations of the insuring party under this Agreement, or as a result of any act or omission of the insuring party, or any of its officers, employees or agents. Such insurance shall be in an amount and in a form satisfactory to the insured party. Without limiting or restricting the generality of the above, such insurance shall:

- a) name the insured party, its officers, employees and agents as Additional Insureds with respect to operations performed under this Agreement;
- b) include a cross-liability clause and provide coverage for premises and operations, blanket contractual, extended bodily injury, broad form property damage, non-owned automobile, as well as any applicable errors or omissions or professional liability;
- c) provide \$2 million (\$2,000,000.00) per occurrence minimum limits of third party liability; and

- d) contain a clause which states that the insurer will not cancel or materially alter the policy, or cause the policy to lapse, without giving 30 days prior notice in writing the insured party.

## **6.0 Implementation**

This Agreement provides a framework for ongoing collaboration between West Region and Central Winnipeg for the benefit of families and children from West Region First Nations residing in or receiving services from Central Winnipeg.

### **6.1 Term of Agreement**

This Agreement comes into effect on January 1, 1997 and shall continue until December 31, 1999, unless renewed for a further period of time through an amendment under section 6.11 or terminated prior to December 31, 1999 in accordance with section 6.12.

### **6.2 Good Faith Enforcement**

The parties agree to implement this Agreement in a spirit of trust and cooperation.

### **6.3 Implementation Committee**

The parties agree to establishing an interagency implementation committee consisting of two representatives from each of the parties who shall be responsible for implementing this Agreement, and a maximum of three external members agreed to by the parties who shall act in an advisory capacity.

### **6.4 Committee Responsibilities**

Responsibilities of the implementation committee shall include:

- a) implementation planning;
- b) facilitating training and development activities;
- c) ensuring ongoing interagency collaboration between management and staff;
- d) budget development and approval;
- e) conducting quarterly progress reviews;
- f) arranging for evaluations of the project;
- g) approving implementation schedules;
- h) submitting service and funding proposals;
- i) resolving disagreements between the parties relating to the overall implementation of this Agreement; and
- j) reviewing proposed amendments to this Agreement.

### **6.5 Training and Development**

This Agreement is implemented in conjunction with a commitment by the parties to participate in jointly sponsored workshops involving management and staff from both agencies. The objectives of the workshops are to:

- a) identify and resolve individual and organizational barriers to implementing this Agreement;
- b) develop an action plan for implementing this Agreement including reaching consensus on the service areas to receive priority; and
- c) develop implementation schedules for specific service areas.

## 6.6 *Implementation Schedules*

The parties agree to implement this Agreement through joint participation by management and staff from both agencies in the development of schedules relating to case management and resource development. Each schedule shall include the following:

- a) a statement or definition of the service area;
- b) a description of the client or resource group;
- c) service objectives;
- d) projected costs and funding sources;
- e) policies and procedures;
- f) purchase-of-service arrangements;
- g) quarterly implementation reviews; and
- h) anticipated outcomes.

## 6.7 *Funding Arrangements*

The parties agree to develop a budget for implementing this Agreement including possible new sources of revenue through a schedule to this Agreement.

## 6.8 *Dispute Resolution*

Disputes relating to implementation of the schedules shall be resolved by the parties through consensus. Where the dispute cannot be resolved by the parties or where there is a disagreement of a general nature regarding the overall implementation of this Agreement, the matter shall be referred to the implementation committee for resolution.

## 6.9 *Quarterly Reviews*

Each implementation schedule shall provide for quarterly reviews and for reporting the results of these reviews to the implementation committee. In addition, the implementation committee shall review the overall implementation of the Agreement at a minimum of once every three months.

## 6.10 *Project Evaluation*

The parties agree to participate in an evaluation of the project to be conducted by an independent evaluator.


## 6.11 *Amendments*

Each party may initiate proposed amendments to this Agreement. Proposed amendments shall be reviewed by the implementation committee and, where the parties agree, shall be submitted for approval to the Executive Director, West Region, and the Area Director, Central Winnipeg. Approved amendments shall be appended to the Agreement.

## 6.12 *Termination of Agreement*

This Agreement may be terminated by either party on giving 180 clear days written notice to the other party.

SIGNED IN THE PRESENCE OF:



WITNESS

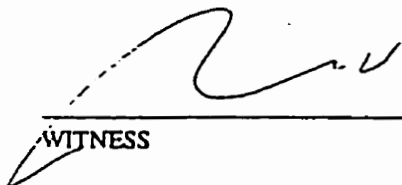
FOR WEST REGION CHILD AND FAMILY  
SERVICES


EXECUTIVE DIRECTOR

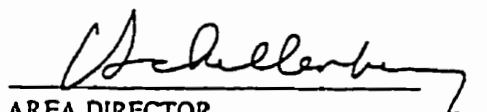
DATE:

Nov 22/96

SIGNED IN THE PRESENCE OF:



WITNESS

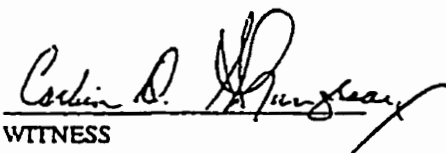
FOR WINNIPEG CHILD AND FAMILY  
SERVICES (CENTRAL AREA)


AREA DIRECTOR

DATE:

Nov 22/96

SIGNED IN THE PRESENCE OF:



WITNESS

FOR WINNIPEG CHILD AND FAMILY  
SERVICES


EXECUTIVE DIRECTOR

DATE:

Nov 22/96

**Appendix 2**  
**Native Child Placement Protocol**  
**(Standard 421)**

Subject: NATIVE CHILD PLACEMENT

This section contains standards and procedures on the placement of Native children and the services provided which respect their cultural and linguistic heritage.

Standards

421.1 Native children

In providing services under Part II or III of the Act, the agency determines whether a child is Native as defined in the Native child placement protocols (see Procedures), and if so, whether the child is status Indian, non-status Indian, Inuit or Metis. This information is recorded on the family file and, where a child is in care, on the child's file.

421.2 Notification

The agency advises any person requesting placement or surrender of a child or from whom a child has been apprehended of the provincial protocols for the placement of Native children, and notifies the appropriate Indian agency or Native organization in writing in accordance with the provincial protocols.

421.3 Placement planning

Planning for the placement of a Native child is done in accordance with the placement priorities set out in the provincial protocols. All placement plans are developed within 30 days of the child coming into care or such further time as allowed in the protocols up to a maximum 90 days.

421.4 Placement reviews

Where a Native child remains in care of a non-Native agency, placement reviews occur at least once every six months and, in the case of a status Indian child from Manitoba, a joint review is held between the placing agency and the appropriate Indian agency in accordance with the provincial protocols.

421.5 Appeals to Director

Appeals to the Director by a placing agency, Indian agency or Native organization to review planning for a Native child, are submitted in writing within 90 days of the date the child came into care.

Subject: NATIVE CHILD PLACEMENT	Section: 421	Date: September/88	Page: 2
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### Procedures

#### 1. Native child

A child is considered Native where one or more of the following criteria apply:

- a) the child is registered or entitled to be registered under the Indian Act (Canada);
- b) one or both of the child's parents or guardians are registered, entitled to be registered, or reinstated under the Indian Act (Canada);
- c) one or both of the child's parents or guardians, consider or declare himself, herself or themselves to be Indian, Inuit or Metis; and
- d) a child who is 12 years of age or older considers or declares himself or herself to be Indian, Inuit or Metis.

#### 2. Placement priorities

In planning for the placement of a Native child, the agency, subject to subsection 66(6) of the Act and No. 3 of these procedures, places the child in descending order of priority with:

- a) family or extended family regardless of residence;
- b) other families within the child's community of origin;
- c) other families of the same tribal council or region as the child;
- d) other families of the same cultural or linguistic group as the child;
- e) other Native families in Manitoba; or
- f) other families agreeable to Indian agencies or recommended by Native organizations.

#### 3. Exceptions to placement priorities

There are three exceptions to the placement priorities:

- a) in the event of an emergency requiring the immediate protection of a Native child, the agency may leave or place the child in a place of safety other than the placement resources outlined in No. 2 provided these procedures are subsequently followed:

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### Procedures (cont.)

#### 3. Exceptions (cont.)

b) except for a Native child in care through a voluntary surrender of guardianship or an order of permanent guardianship, the agency may, subject to Nos. 11, 12 and 13, place the child in a placement resource other than in accordance with the priorities set out in No. 2 as follows:

- where it is deemed in the best interests of the child to be placed in close geographic proximity to a parent or guardian to facilitate contact between the parent or guardian and the child; and
- providing that, where possible, the child is placed in a culturally or linguistically appropriate home; and
- where, due to the special needs of a Native child, the placement resources outlined in No. 2 are not adequate or available, the agency may, subject to Nos. 11, 12 and 13, place the child in a group home or treatment centre.

#### 4. Child 12 years old

Pursuant to subsection 2(2) of the Act, in the course of planning for or the placement of a child who is 12 years of age or more, the agency informs the child of any actions or proceedings and provides the child with an opportunity to make their views and preferences known.

#### 5. Absconding to Manitoba

Where a Native child who is not a member of a Manitoba Indian band or Native community, absconds to Manitoba and is apprehended at the request of another jurisdiction, the child may be returned to the other jurisdiction and these procedures will not apply.

#### 6. Notification

Where in providing services under Part II or Part III of the Act the agency determines a child is Native, the agency forthwith advises the person requesting placement or surrender of the child or from whom a child has been apprehended, of provincial procedures for the placement of Native children and, subject to Nos. 8 and 9:



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### Procedures (cont.)

#### 6. Notification (cont.)

- a) in the case of a status Indian child, notifies the appropriate Indian agency in Manitoba or Indian band or tribal council outside of Manitoba and requests its involvement in the planning and placement process; or
- b) in the case of a Native child other than a status Indian, requests the assistance of the appropriate Native organization in the planning and placement process.

#### 7. Status Indian children

In placing a status Indian child, the agency, in deciding on which agencies to notify, considers one or more of the following:

- a) the band in which the child is registered or entitled to be registered under the Indian Act (Canada);
- b) the band of origin of the parent or guardian of the child; or
- c) the band of origin of the child's extended family.

Where the agency notifies an Indian agency of a status Indian child, both the agency and the Indian agency provide sufficient information to facilitate joint planning on behalf of the child.

#### 8. Voluntary placement agreements (VPA)

On receiving a request to place a Native child through a VPA or any renewals thereof, the agency:

- a) advises the applicant of the provincial procedures;
- b) determines whether the applicant objects to the notification of an Indian agency or involvement of a Native organization;
- c) where the applicant does not object to notification of an Indian agency or involvement of a Native organization, requests the applicant to sign a consent to release of information pursuant to subsection 76(12) of the Act; and

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### Procedures (cont.)

#### 8. Voluntary placement agreements (VPA) (cont.)

- d) where the applicant objects to notification of an Indian agency or involvement of a Native organization, requests the applicant to sign a statement to this effect on a form prescribed by the Director and forwards a copy to the Director; or
- e) where the applicant refuses to sign a statement of objection, notifies the Director to this effect on a form prescribed by the Director.

#### 9. Voluntary surrender of guardianship agreements (VSG)

In considering the placement of a Native child through a VSG, the agency advises the parents that, on the signing of the agreement, the agency is bound to proceed in accordance with the provisions of these procedures.

#### 10. Apprehensions

In working with an Indian agency or Native organization in planning for a Native child apprehended under Part III of the Act, the agency, as alternatives to its applying for an order of guardianship, fully explores and facilitates:

- a) transfer of proceedings to a court closer to the child's home band or community pursuant to subsection 28(1) of the Act;
- b) substitution of an Indian agency for the apprehending agency pursuant to subsection 28(2) of the Act;
- c) an application by members of the child's family, extended family or band, to intervene in the proceedings under subsection 31(1) of the Act; or
- d) the appointment of an Indian agency as guardian of the child in accordance with Section 42 of the Act.

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Procedures (cont.)

11. Placement planning

The agency, in planning for the placement of a Native child in its care, with the agreement of involved Indian agencies or the support of Native organizations requested to assist, arrives at a placement plan within 30 days of the:

- a) date a person requests a voluntary placement of a child;
- b) signing of a voluntary surrender of guardianship agreement; or
- c) filing of an application for an order of guardianship.

In the event a placement plan for a Native child is not developed within the 30 days stipulated due to the circumstances of the case, the agency may, subject to any decisions of the courts and with the agreement of the other parties involved, extend the time for arriving at a placement plan for additional periods not to exceed a further 60 days.

12. Placement reviews

Unless a parent otherwise directs under No. 8, where a status Indian child remains in the care of an agency other than an Indian agency for more than 90 days from the dates stated in No. 11, a joint review is held between the agency and the Indian agency at least once every six months until such time as the child is:

- a) returned to the care of the parent or guardian;
- b) discharged to the care of family, extended family or other person the judge considers best able to care for the child in accordance with clause 38(1)(b) of the Act;
- c) transferred to the care of the Indian agency under subsection 49(1)
- d) placed in a long-term foster home acceptable to the agency and the Indian agency; or
- e) subject to No. 14, placed for adoption.

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### Procedures (cont.)

#### 13. Maintaining contact

In the event that a Native child is placed or remains in a non-Native foster home, group home or treatment centre, the agency, in collaboration with the Indian agencies or Native organizations involved, develops and maintains contacts, where possible, between the child and the child's family, extended family, community of origin, or cultural and linguistic heritage.

#### 14. Central adoption registry

Where a Native child is registered with the central adoption registry, the registering agency confirms in writing with the central adoption registry co-ordinator that the requirements of these procedures have been met.

#### 15. Appeal to Director

Where a placing agency and an Indian agency or Native organization are unable to reach agreement in planning for a Native child, any or all parties may make a request in writing to the Director for a review of the case at any time after the 30 days stated in No. 11, and in so doing provide the Director with all the particulars necessary to review the matter including the names of the agencies or organizations involved.

On receiving a written request to review the placement plan for a Native child the Director acknowledges receipt of the request and notifies all parties concerned as to when and how the review is to be undertaken.

#### 16. Review committee

The Director appoints to a review committee representatives of all parties to the dispute, consultants as required, and a representative of the Director who chairs the committee.

The committee reviews the case and reports its findings and recommendations to the Director within 30 days from the time the written request for review is received or such further time as is agreed to by all the parties to the dispute.

In the event the review committee is unable to resolve the dispute through agreement by all parties as to the best plan for the child in question, the areas of disagreement is to be noted and reported to the Director with a request for a decision. The Director decides on the matter within 14 days and, subject to an appeal to the courts, the decision is final.

**Appendix 3**  
**Interview Guide for Key Informants**

### **Interview Guide for Key Informants**

- 1. When was the coordination process initiated and what services were involved?**
- 2. How did the coordination come about? Did it start on a voluntary basis or was there a mandate involved?**
- 3. How was it decided that WRCFS and WCFS Central Area were to become a part of the Project?**
- 4. What issues were identified as major problems at the beginning of the process and are they still present?**
- 5. What were your original goals and objectives? Are they different now?**
- 6. Is the Service Coordination Agreement authorized by the Province?**
- 7. What was the role of the Child and Family Support Branch in the development of the Agreement? Do they have any authority over it or is it something between the two agencies acting in a voluntary way?**
- 8. Is the funding of the Project a problem? If it is, what solutions to that problem have been considered?**

**Appendix 4**  
**Service Schedules**

**DRAFT**  
**ANISHINAABEWIN PROJECT**

February 27, 1998

**SCHEDULE FOR DELIVERY  
OF INTAKE SERVICES**

**A.     *Definition of the Service Area***

- "Intake" refers to all intake services that are done Wpg. CFS, including emergency, voluntary service, abuse, child protection, and other service requests
- The geographical area to be included is all of the area serviced by Winnipeg Child and Family Services, with Central area office being the office initially receiving all referrals

**B.     *Client Group***

- The client group being referred to includes children in care who are members of the following First Nations, and/or who are eligible to become members of the following First Nations:
  1.   Waywayseecappo
  2.   Gambler
  3.   Rolling River
  4.   Keeseekoowenin
  5.   Valley River
  6.   Pine Creek
  7.   Ebb & Flow
  8.   O-chi-chak-ko-sipi (Crane River)
  9.   Waterhen
- Children whose extended family includes members from the above First Nations will also be included in the client group if they so identify
- Children in care who have parents who are members of the above First Nations, even though they may not have membership and/or may be non-treaty, are eligible for services if they so identify or, in the case of children, if the information is known to the agencies



**C.      *Service Objectives***

- To have intervention by WRCFS at the outset of the family / child involvement with child and family service system.
- To have WRCFS involved in the placement process of a child at the time that the child enters care.
- To redirect WR cases to WRCFS for services at the earliest point possible.

**D.      *Policies and Procedures***

1. Central will be the point of referral for all cases involving WRCFS children and/or families and/or clients as identified in the definition of the client group in Part B who reside in Central's geographic area. All intake involving WRCFS children and/or families and/or clients as identified in the definition of the service area A is to be directed to Central's office by the other area offices as per procedures defined by Winnipeg CFS.
2. All intake done by the various night duty services, which involves the clients as defined in #1, is to go to Central's referral desk no later than 9:30 AM the following day.
3. Central worker will keep a record of all intakes so referred. WRCFS will keep a record of all intakes received, along with the date and time of referral, and worker taking the referral from Central.
4. The intake worker at Central, as well as the intake worker at the other area offices, will ascertain if the family / child / individual is part of the client group identified in this schedule. If not, the referral will remain with Central. If so, Central will advise the referral source that the intake will be referred to WRCFS.
5. For referrals which fall under the client group identified in this schedule, a special referral form will be used by Central and by WRCFS. As part of completing this form, the Central worker will check Central agency files and/or CFSIS to determine if there has been prior involvement with this family, and attach relevant file information to the referral. A copy of this form is attached to the Appendix of this Schedule.
6. Referral sources are **NOT** to be directed to phone WRCFS direct - the referral information is to be taken down by Central and then referred to WRCFS by the Central worker.
7. In situations where there are issues of safety of children, Central Wpg. CFS will refer to WRCFS and will also continue to stay involved until there is agreement on a referral process and that there is an adequate safety plan in place. In all other situations, the matter will be automatically referred to WRCFS.

8. In all other situations, where planning issues are the focus, the referrals will be made to WRCFS and the Wpg. CFS file closed after making the appropriate case notation and forwarding of necessary documentation.
9. Intake workers at all the offices are to be trained in the procedures relating to this service schedule and in the use of the appropriate forms. This training may be done jointly by Central and WRCFS, and/or by either agency.
10. For **non-emergency matters**, WRCFS will accept intake referrals from Central's designated person (people) between 9:00 and 10:00 AM and 1:30 - 2:30 PM each day.
11. For emergencies that cannot wait for these referral times, Central is to make the first contact/assessment and complete the needed emergency tasks, then refer the case as per #10 above. Standards in section 310 of the Provincial Standards Manual provide a guideline in assessing what is an emergency.
12. Abuse referrals will be dealt with in the same manner as outlined in #10 and #11 above as far as an assessment of the emergency nature of the referral is concerned. The procedures outlined in the service schedule for "Children in Care" re: abuse investigations will be followed.
13. Once the case has been referred, WRCFS will fax a signed notification to Central that the case is now the responsibility of WRCFS, and WRCFS then assumes liability for the case. A copy of this notification form is attached as part of the appendix of this service schedule.
14. If a child has been apprehended as per #11, the procedures outlined in the service schedule "Children in Care" will be followed,
15. WRCFS will assess the referral, assign a worker, complete a preliminary investigation / review, and develop an interim case plan, which will include a recommendation re. opening and/or closing the intake case, and provide needed services. This will be signed off the appropriate supervisor.
16. In the event that an apprehension is required at some point in a case that is the responsibility of WRCFS, WRCFS will apprehend the child(ren). A notification will be sent to Central for every apprehension, for information purposes. The form to be used for this notification is attached in the appendix.
17. WRCFS will count the case under the appropriate classification in its reporting to the province.
18. In addition to the individual faxed notifications, a monthly (or quarterly?) summary of all such cases will be sent to Central, for information purposes.
19. A quarterly review of this process will take place throughout the first year of implementation in order to address any issues / problems that may arise. The format of the quarterly report to be used is to be determined jointly by both parties.

20. Any disputes between the two parties with respect to Intake Services that cannot be resolved by the appropriate supervisors will be referred to the Directors of Programs, and, failing resolution at that level, to the Implementation Committee.

### **E. Projected Costs**

A fee for service will be charged by WRCFS, based on the premise that the work that is done by WRCFS staff would otherwise be a staff cost for Central.

Until a case is assigned to an ongoing worker and/or closed upon intake, fees will be considered part of the intake process. Once it is assigned to an ongoing worker, fee arrangements will be as per the agreements for the relevant services.

Using the provincial guideline of \$72,000 (?) as the cost of One Staff Year for a front line worker (with this including all costs of administration, supervision, travel, salary, etc.), a cost per hour will be calculated. The WRCFS intake worker will utilize a time and billing format to track all activities related to the case, and will bill this using the hourly rate. Billings to Central will be done on a monthly (quarterly?) basis by WRCFS. *(Is there a need for a working advance and can the province provide this?)*

Example:

$$72,000 / 52 \text{ weeks} = 1384.62/\text{week}$$

$$1 \text{ week} = 37.5 \text{ hours}$$

$$\text{Hourly rate: } 1384.62 / 37.5 = \$36.92$$

Intake worker time and billing:	
Phone call with Central intake	0.17 hours
Review of intake information	0.20 hours
Phone calls to other agencies	0.50 hours
Home visit	2.00 hours
Preparation of case plan	1.00 hours
Review of case plan with client	1.50 hours
Review with supervisor	0.50 hours
Transfer summary to case worker	1.00 hours
Phone call with case worker	0.18 hours
Total time	7.05 hours

$$\text{Total billing } 7.05 \text{ hours} \times \$36.92 = \$260.29$$

Projected volume	20 intake cases / month
Averaged time on each intake	7.0 hours
Cost per month	$20 \times 7.0 \times \$36.92 = \$5168.80$
Annual cost	$5168.80 \times 12 = \$62,025.60$

**F. Purchase of Service Agreements**

*A Purchase of Service Agreement* will be signed by WRCFS and Central CFS for the purchase of intake services by Central CFS from WRCFS. This will be an annual agreement. Hourly rate will be determined using the provincial formula for funding of a SY that is current at the time. Hours will be determined by WRCFS submitting a detailed time and billing invoice to Central on a monthly (quarterly?) basis. Volume will be based on actual intakes.

A copy of this Agreement is attached as an appendix to this service schedule.

**G. Target dates**

- ☐ Effective \_\_\_\_\_, both parties will have signed the Purchase of Service Agreement.
- ☐ Effective \_\_\_\_\_, the procedures outlined in this schedule will be implemented for all cases involving members of the identified client group that are referred to Central as a result of the case originating in their geographic area.
- ☐ Effective April 1/98, the procedures outlined in this schedule will be implemented for all cases involving members of the identified client group who are referred for services anywhere in the geographic area covered by Winnipeg CFS and all of its area offices.
- ☐ WRCFS will submit its first invoice for service at the beginning of February for services provided in January (or at the beginning of April for services provided in the quarterly period of Jan - March /98).
- ☐ The first quarterly review by the Implementation Committee will be done in April /98 for the period of Jan-Mar/98, and quarterly thereafter.

**H. Anticipated Outcomes**

- Service outcomes have been identified as part of the evaluation of this project.
- It is anticipated that by September 1/98, Intake Services will be following the format outlined in this schedule with minimal problems.

***I.            Quarterly Implementation Reviews***

- As per the Service Coordination Agreement, and as per 'G' above, these reviews will be conducted by the Implementation Committee. The Committee may decide how and if these reviews are to be conducted for the long term and/or what reporting it will require from both parties on Intake Services.

**DRAFT**  
**ANISHINAABEWIN PROJECT**  
**SCHEDULE FOR SERVICES FOR**  
**CHILDREN IN CARE**

February 27, 1998

**A. Definition Of Service Area**

- "Services For Children In Care" refers to the range of services provided by Central Winnipeg and West Region for children that are in the care of Winnipeg CFS and WRCFS.
- This includes children in care who are permanent wards, temporary wards, children under apprehension, and children in care through VPAs.
- The geographical area to be included is all of the area serviced by Winnipeg Child and Family Services, with Central area office being the office initially receiving all referrals

**B. Client Group**

- The client group being referred to includes children in care who are members of the following First Nations, and/or who are eligible to become members of the following First Nations:
  1. Waywayseecappo
  2. Gambler
  3. Rolling River
  4. Keeseekoowenin
  5. Valley River
  6. Pine Creek
  7. Ebb & Flow
  8. O-chi-chak-ko-sipi (Crane River)
  9. Waterhen
- Children whose extended family includes members from the above First Nations will also be included in the client group if they so identify
- Children in care who have parents who are members of the above First Nations, even though they may not have membership and/or may be non-treaty, are eligible for services if they so identify or, in the case of children, if the information is known to the agencies

**C. Service Objectives**

- To provide the children in care who meet the definition of "client group" above with culturally and linguistically appropriate services systems through intervention by WRCFS.
- To provide the children in care who meet the definition of "client group" above with services that maximize their opportunities to have contact with members of their communities of origin and their extended family systems through intervention by WRCFS, even if placement with those relatives is not possible in the short run.

- To provide the children in care who meet the definition of "client group" above with the maximum opportunity to live in Aboriginal foster homes as quickly as possible upon entering care.
- To have intervention by WRCFS at the outset of the family / child involvement with child and family service system.
- To have WRCFS involved in the placement process of a child prior to the time that the child enters care.

**D.      Policies and Procedures**

***Children Entering Care, General Case***

1. Central will be the point of referral for all cases involving WRCFS children entering care who fit the definition in Part B above and who reside in Wpg CFS' geographic area. All new placements involving WRCFS children as identified in the definition of the client group in Part B are to be directed to Central's office by the other area offices as per procedures defined by Winnipeg CFS.
2. Central's office will keep a record of the placements and will forward information as changes occur to the WRCFS Winnipeg office.
3. For referrals of children entering care who fall under the client group identified in this schedule, a special referral form will be used by Central and by WRCFS. As part of completing this form, the Central worker will check Central agency files and/or CFSIS to determine if there has been prior involvement with this family, and attach relevant file information to the referral. A copy of this form is attached to the Appendix of this Schedule.
4. WRCFS will keep a record of all placement matters received, the date of referral, and the worker taking the referral from Central.
5. Staff at all the offices are to be trained in the procedures relating to this service schedule and in the use of the appropriate forms. This training may be done jointly by Central and WRCFS, and/or by either agency.
6. When referrals are received, if the case plan is that the child must remain in care, part of the process will include a review of the placement from the perspective of whether it is culturally and linguistically appropriate. Placement priorities as listed in 4.3 of the Service Coordination Agreement and Standard 421 apply. This question should be part of the sorting out process concurrently with the steps listed below dealing with planning for court.
7. Case planning pursuant to Standard 420 will be carried out jointly, with signatures of appropriate staff from both agencies on the Placement Plan.

8. Where the child remains in care of Central Area, and pursuant to Standard 421.4, there shall be a joint placement review every six months.

### ***Transition***

The goal of the Anishinaabewin Project is that all children entering care whose situations qualify them for referral to WRCFS will be referred early in the process. Initially, however, there will be situations where Central Office becomes aware of qualifying children in care already in the system. They will be dealt with according to the following criteria:

1. Those situations still involving initial planning or an extension of a VPA or temporary order will be referred to WRCFS using the procedure that comes closest to being analogous to one of the stages and types of situations listed below, or, if the fit is better, in accordance with the Intake Schedulee (Steps D 11 - D 14 in the current edition), and will then be dealt with by following the procedures set out there with the necessary minor modifications.
2. Those situations where no current legal issues or placement considerations apply will be referred to WRCFS using the placement review procedure detailed above. In those situations, a joint placement review will be conducted when the situation is referred, even if that is not synchronized with the bi-annual placement review cycle.

### ***Court Process***

1. If the child is under apprehension, WRCFS will be served by the appropriate Area Office within two days of the filing of the Petition and Notice of Hearing.
2. Upon receiving the notice of hearing from the receptionist, the WRCFS worker will contact the apprehending agency within 2 days and get summary information on the case. The worker will also request the case legal particulars for review and for file. If the notice of service does not allow for ten clear days of notice, the worker shall advise the apprehending agency that WRCFS does not agree to waive its right to these days.
3. The WRCFS worker then completes the intake and opening summary for the brief service file within 4 working days.
4. The WRCFS worker completes a draft case plan, complete with recommendations as to what the role of WRCFS should be. This will usually be done in consultation with a WRCFS Community Based worker. A copy of the case plan is forwarded to the outreach supervisor, where it is reviewed with the worker. The plan is then



forwarded supervisor of the Community Based Team where the child is a band member or is entitled to be a band member. The case plan is forwarded to the CBT worker who will review it with the CFS committee if possible, otherwise with representatives of same, appropriate relatives, and other potential care givers. The revised case plan will be reviewed with the CBT supervisor, who will forward it to the Outreach supervisor. Telephone consultation between members of the various teams within WRCFS and between the agencies will be an on-going part of this process as needed to provide updates about events, clarify facts, or explore options. . This is to be done within 21 working days of the notice of service.

5. The WRCFS case plan is then conferenced by telephone or in a meeting with the Central Area CFS. If there is no agreement, the outreach worker takes the plan back to his/her supervisor who will then set up a case conference with the supervisor at the apprehending agency. If this does not result in an agreement, the matter is to be referred to the respective Directors of Programs and then to the Executive Coordinator and Area Director. The Implementation Committee would hear those matters that were not resolved at the earlier stage
6. Once an agreement on the case plan is reached, the Outreach worker will attend court as needed to present WRCFS's position.
7. Central Area will request at least one adjournment as part of this process if there is insufficient time before the return date to accomplish the steps outlined above.

### ***Care Through Voluntary Placement Agreements and VSGs***

1. When qualifying children enter care of Wpg. CFS through a VPA or VSG, WRCFS will be informed, if that has not already occurred, through a phone call followed by a letter, within seven days.
2. Upon receiving the notification from the receptionist, the WRCFS worker will contact the agency taking the child(ren) into care within 2 days and get summary information on the case.
3. The WRCFS worker then completes the intake and opening summary for the brief service file within 4 working days.
4. The WRCFS worker completes a draft case plan, complete with recommendations as to what the role of WRCFS should be. This will usually be done in consultation with a WRCFS Community Based worker. A copy of the case plan is forwarded to the outreach supervisor, where it is reviewed with the worker. The plan is then forwarded supervisor of the Community Based Team where the child is a band member or is entitled to be a band member. The case plan is forwarded to the CBT worker who will review it with the CFS committee if possible, otherwise with

representatives of same, appropriate relatives, and other potential care givers. The revised case plan will be reviewed with the CBT supervisor, who will forward it to the Outreach supervisor. Telephone consultation between members of the various teams within WRCFS and between the agencies will be an on-going part of this process as needed to provide updates about events, clarify facts, or explore options. This is to be done within 21 working days of the notification of placement.

5. The WRCFS case plan is then conferenced by telephone or in a meeting with the Central Area CFS. If there is no agreement, the outreach worker takes the plan back to his/her supervisor who will then set up a case conference with the supervisor at the apprehending agency. If this does not result in an agreement, the matter is to be referred to the respective Directors of Programs and then to the Executive Coordinator and Area Director. The Implementation Committee would hear those matters that were not resolved at the earlier stage
6. Once an agreement on the case plan is reached, the workers from the respective agencies and their supervisors will sign the case plan document, which could be the brief minutes of a case meeting or the written summary of a conference telephone call.

### ***Transfers***

1. It is understood that the overall goal of the Anishinaabewin Project is to create an environment whereby WRCFS will have jurisdiction in relation to qualifying children.<sup>1</sup>
2. The priorities for transferring children in care to WRCFS are as follows:
  - A.) - Permanent Wards and Children in care through V.S.G.s
  - B.) - Children under apprehension
  - C.) - Temporary wards , children in care through V.P.A.s.
3. Pending the resolution of the issues that prevent WRCFS from obtaining funding to provide certain services in Winnipeg, there is agreement that there will be a range of options utilized. That range includes the idea of transferring supervision separately from guardianship, and the idea that costs for services are to be billed back to Central Area as part of the process, and in accordance with rate schedules that are agreed upon from time to time [ see footnote 1]. In each case, the criteria will include

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<sup>1</sup>. It is also understood that at present it is impossible for WRCFS to immediately take over all the direct responsibilities entailed by having that jurisdiction because of federal refusal to pay for off reserve services, issues around letters of approval being under the purview of the Social Services Administration Act, and other reasons. It is further understood and agreed that the mechanism for bridging the gap will consist of providing services that are funded by mechanisms that are not yet established, and that the process could better be characterised as transitional rather than abrupt. Finally, it is understood that financial planning for the transition will involve a combination for billings for services and grants of different sorts, all of which will depend on workloads to varying degrees.

reference to what is in the best interests of the child as well as to what is fiscally possible.

4. It is understood that children considered difficult to place will not be excluded from this process, even though there will be situation where proximity to a primary health care facility is required.

### ***File And Record Keeping***

1. In accordance with current practice, the agency that creates a file will keep that file as part of its permanent record of involvement.
2. As situations arise and are dealt with there will be transfer summaries prepared and exchanged between the agencies.
3. An integral part of the process will be that front line staff from each agency will be able to go through the file together in order to determine jointly those portions of the file which should be copied for WRCFS to provide the greatest continuity in planning, based on the greatest feasible sharing of information.

### ***Complaints and Appeals***

1. It is understood by the parties that there will be instances where there is disagreement about the best ways to proceed in certain situations. It is also understood that in many of those situations the disagreement will stem from incomplete information or lack of clarity around perspective. Training of new staff in each agency will include orientation to the Anishinaabewin Project and the world view that WRCFS brings to the process.
2. In specific situations not susceptible of resolution through the application of the training and education covered by the above general statement the next step in the process will mirror the appeal procedures internal to the agencies. Supervisors will meet, followed by the respective Directors of Programs, followed by the Area Director meeting with the Executive Coordinator.
3. In the event of unsuccessful resolution within the agencies, the next step would be that the Directorate will be involved, as set out in the Program Standards Manual.
4. It is recognized that there are also appeal procedures in the Placement Resources and Intake Subcommittee processes, and that as much as possible the details of the respective subcommittees should be harmonized.

### ***Investigation Into Allegations Of Abuse Of Children In Care***

1. When such an allegation occurs, safety of the child becomes the primary concern, and wherever indicated, the child will be moved out of the placement, the police and the other will agency will be notified.
2. The abuse coordinators of Central Area and West Region CFS and of any other agencies involved will jointly determine who would constitute a neutral investigator, and that person will be given the responsibility of conducting the investigation.
3. The abuse committee where the foster home is located will have primary involvement, and will share information with the other agencies involved.
4. (A) The intake office in the agency having geographical jurisdiction of the case will investigate the situation of any "Natural" children of the family which is the focus of an abuse investigation.  
(B) Natural children of the care givers will be dealt with in accordance with the known facts and current thinking concerning best practice.  
(C) The goal will be to balance the safety concerns with the need for least possible disruption in their lives.
5. It is recognized that the proclamation of the Bill 48 amendments to the Child and Family Services Act will require amendment of this section and that the details of the options in Bill 48 are not spelled out in sufficient detail to make further planning realistic at this time. It is also recognized that the process of drafting the regulations is being done in the absence of input from the agencies.

### ***Permanency Planning***

1. There is recognition that the Ojibwe world view shapes the interpretation of *permanency planning* such that it is not completely congruent with the values associated with that term in the dominant society. Permanency planning options should be considered at least as soon as the tie when thinking has started about applying for a permanent order.
2. There is recognition that the placement hierarchy listed in the Program Standards manual will be followed.
3. Within this general statement there is recognition that plans having to do with implementing adoption placement of a child at the earliest legally possible moment with out considering the entitlement of the child to grow up knowing her extended family and her culture are not in the best interests of the child.

4. Adoption will be considered if it is in the best interests of the child, particularly if an openness agreement, as that term is used in Bill 47, is part of the process.

### ***Family Reunification***

1. It is recognized that this section entails close synchronization with the services provided as set out by the subcommittee addressing *Services To Families at Risk*.
2. When there are children in care who are thought to be able to benefit from family reunification, that option will be explored.
3. When approached about the question, the case manager will convene a meeting to explore the options, inviting those who it is thought would be able to shed light on family reunification options the time.
4. As others are identified who might also have something to contribute, they will be added to the process.
5. It is recognized that extended family members will be considered within the definition of "family" in this section.

### ***Working With Foster Parents***

1. It is recognized that this section entails close synchronization with the services provided as set out by the subcommittee addressing *Placement Resources*.
2. It is recognized that understood that in many of those situations there will be questions from care givers stemming from incomplete information or lack of clarity around perspective. Training of foster parents that includes the Anishinaabewin Project and the world view that WRCFS brings to the process will be important portions of the process.
3. Specific training around separation and loss, and specific supports to foster parents whose foster children are moving will be integral to the success of the Anishinaabewin Project, and as such will form part of the services provided through foster parent support programming.

### ***Payments***

The Funding Sub-Committee will address the question of payments. In general, their approach will be elaborate the concerns and the mechanisms in light of the issues and concerns referred to in footnote 1 on p. 5.

# **DRAFT**

## **ANISHINAABEWIN PROJECT**

### **SCHEDULE FOR PLACEMENT RESOURCE DEVELOPMENT SERVICES**

#### **A. Definition of the Service Area**

- ***"Placement resource development services"*** refers to the recruitment, development & licensing, orientation, training, utilization, maintenance, and overall coordination of aboriginal foster homes and/or placement resources
- This includes place of safety homes, emergency homes, respite homes, regular foster home, therapeutic (special rate) homes, 4 bed treatment units, group homes
- The geographical area to be included is all of the area covered by Winnipeg CFS

#### **B. Client Group**

- The client group being referred to includes all aboriginal foster home applicants who apply to WRCFS for a fostering license
- "Aboriginal foster home applicant" is defined as one where at least one of the applicants is treaty, non-status, or Metis

#### **C. Service Objectives**

- to have a resource base of aboriginal placement resources available for use by WRCFS for its children
- to share these resources, as appropriate and under the coordination of WRCFS, with other agencies as appropriate, for the placement of aboriginal children
- to enable WRCFS to provide culturally competent placements for its children by ensuring that training and support occurs from an aboriginal world view and is focused on the needs of the aboriginal child with an aboriginal family network
- to facilitate the placement of aboriginal children into aboriginal foster homes as immediately as possible following their coming into care

#### **D. Policies and Procedures**

##### ***Recruitment***

- a. WRCFS will actively recruit homes in the area covered by Winnipeg CFS
- b. A variety of methods will be used by WRCFS in recruiting these resources
- c. Contact will be directly between WRCFS and the resource
- d. Central CFS will re-direct any calls that may come to their office from any of these resources to the WRCFS Winnipeg office.
- e. Recruitment will be done by the Winnipeg Outreach staff as well as the Winnipeg based therapeutic foster home program staff. This may be subject to staff changes at WRCFS' discretion.

##### ***Development and Licensing***

- a. WRCFS will be responsible for all aspects of the home study process, including the abuse and medical checks.
- b. Central will identify a contact person who will check the case files of Winnipeg CFS as part of this process.

- c. WRCFS policies and procedures for licensing foster homes will apply. This includes both relative and non-relative foster homes.
- d. The completed home study package will be forwarded to one specific contact person at Central CFS and Central will issue the letter of approval. This is an interim step, until such time as WRCFS receives the necessary authority to issue the letter of approval. At that time, WRCFS procedures for signing letters of approval will apply.
- e. WRCFS will be responsible to conduct any and all reviews for the renewal of approval for any homes so licensed.
- f. All the homes licensed through this procedure will be placement resources belonging to WRCFS. They will not be available for use by Central and/or other agencies without the approval of WRCFS as outlined under "Overall Coordination" in this section.
- g. WRCFS will provide Central CFS with a listing of all WRCFS foster homes in Winnipeg CFS area on a quarterly basis.
- h. WRCFS will assume all responsibility for the homes that are licensed through this process.
- i. WRCFS will provide Central CFS with a listing of all homes that are closed and/or no longer fostering for some reason on a quarterly basis. If a home is closed with a recommendation not to use this home for further placements, Central CFS will be notified immediately.

#### ***Orientation***

- a. WRCFS will be responsible to coordinate the orientation for its placement resources. This orientation will follow the procedures of WRCFS and will utilize WRCFS orientation package. Both agencies may conduct a joint orientation if deemed appropriate.

#### ***Training***

- a. WRCFS will provide training to foster parents in accordance with the Agency's policies and procedures.
- b. Training requirements for placements resources will be in accordance with Agency policies and procedures, and may differ for the various types of resources.
- c. All costs associated with the training of resources belonging to WRCFS will be the responsibility of WRCFS.
- d. The agencies may, with mutual agreement, conduct some or all training sessions jointly, and, in this event, cost share.

#### ***Overall Coordination***

##### **Classification and utilization of placement resources**

- All resources licensed by WRCFS will be designated according to the various classifications used by WRCFS, and the suitability of child to resource will be determined by WRCFS

##### **Inter-agency use of homes**

- If Central CFS wished to access one of these resource, the Central worker is to call the WRCFS Outreach program and make a referral for placement.
- The referral form to be used for these resources is attached.
- Placement priority for inter-agency placements will be as follows:
  1. A child belonging to and/or affiliated with a WRCFS First Nation
  2. A child belonging to another Manitoba First Nation
  3. An aboriginal child

- Once the referral is received, the WRCFS worker will determine if a suitable home is available and will contact the Central worker to set up a case conference. From this, steps as deemed appropriate by both workers will follow.
- Other agencies may utilize the same process
- Under no circumstance is a child to be placed in one of these homes without the approval of WRCFS
- A service agreement between WRCFS and the placing agency will be signed by both parties. See Section F of this schedule.

#### **Payment to placement resource**

- WRCFS will be responsible for all payments to its own foster homes. During the referral process, the payment schedule will be discussed with the placing agency, and will form part of the above mentioned service agreement.
- WRCFS will bill the placing agency on a monthly basis for the days care provided. These bills are to be paid within a 30 day period.
- Rates will vary based on the type of placement resource that is to be used

#### **Maintenance and support to foster home**

- WRCFS will assume responsibility for support services to the foster home (visits, respite arrangements, training, etc.) and for dealing with immediate foster home crisis
- The placing agency maintains responsibility for the child, both for support and ongoing case planning
- It is expected that mutual cooperation will take place between the two agencies when such a resource is used; these expectations will form part of the service agreement.

#### **Respite**

- Planned and emergency respite services will be the responsibility of WRCFS
- Costs for planned respite will be included in the placement rate and in the service contract.
- Emergency respite which is over and above planned relief will be billed separately
- WRCFS will be responsible for the recruitment, licensing, and monitoring of appropriate respite resources for its placement resources.

#### **Foster Family Records**

- WRCFS will maintain a comprehensive file on each of its placement resources, according to agency policy. WRCFS standards with respect to confidentiality, access, storage, and destruction will apply.

#### **Complaints and Reviews**

- In the event of a complaint, WRCFS policies and procedures with respect to complaints and reviews will apply. This includes complaints made against foster parents' care of foster children or the physical condition of their home, as well as complaints made by the foster parents against an agency worker. Allegations of abuse against the placement resource will be treated separately. Any complaints and subsequent disposition will be recorded in the placement resource file.
- If a child placed by another agency is in the home where a complaint has been made, WRCFS will notify the agency, in writing, of the complaint and of the disposition.



#### **Abuse Allegations against Placement Resource**

- Any abuse allegation against a WRCFS placement resource will be investigated by Central CFS Abuse staff. Central will provide WRCFS with information about the ongoing investigation, and with a written copy of the final abuse report.
- If the allegation is made to the WRCFS staff, that staff will contact Central immediately with the referral, and a joint decision will be made re. the safety of the child(ren) and whether a move is required. If the WRCFS staff cannot contact Central worker, then the WRCFS may make a decision re. the removal of the child from the resource if it deems this to be urgent. If the child has been placed by another agency, the WRCFS will contact the child's worker and that agency will participate in any decisions re. moving the child. In the event of an urgent situation, the WRCFS worker will make the decision.
- If the allegation is made to Central, that the Central staff will follow the above steps.
- If there are children in the home placed by other agencies, these agencies will be notified by WRCFS and/or Central, and they will be included in joint planning involving this resource.

#### **E. Projected Costs**

- The costs that WRCFS assumes in recruitment, licensing, training, monitoring and supporting the placement resource will be charged as an administration fee in the child placement rate. This will apply to children placed by another agency.
- For children in care of WRCFS, this administration fee will also form part of the per diem rate, as there is no funding to WRCFS for off reserve foster home and resource development. Alternately, the province may wish to provide separate funding to WRCFS as part of this Project to offset the staff costs of the placement resource development worker, as well as the foster parent training and support services costs.

#### **F. Purchase of Service Agreements**

- A comprehensive service agreement will be signed between the placing agency and WRCFS. This agreement will outline expectations of both parties, and agreements made with respects to the placement itself. Copy of such a service agreement is attached.
- No placement will be permitted without a signed service agreement.

#### **G. Target Dates**

- Effective Jan 1/98, WRCFS will have a Placement Resource Development worker assigned to this project, and will begin active recruiting of homes in the Winnipeg CFS area.
- Jan - August/98, licensing, orientation, and training will be underway.
- Effective Sept 1/98, WRCFS will begin receiving referrals for inter-agency placements.

#### **H. Anticipated Outcomes**

- Service outcomes have been identified as part of the evaluation of this project.
- It is anticipated that between Jan 1/98 and Dec. 31/98, new aboriginal placement resources will have been developed, which are ready for placements, and that some placements will be underway.

#### **I. Quarterly Implementation Reviews**

- The Anishinaabewin Project Implementation Committee will be responsible to review the implementation of this schedule on a quarterly basis. This review will look at program planning, placement issues, resource development, service demand, and other related issues.
- The Implementation Committee may delegate this responsibility to a smaller staff committee, provided adequate reporting procedures are in place

**Appendix 5**  
**Self completed Questionnaire**  
**(Selected Questions)**

# Self-Completed Questionnaire – WRCFS/WCFS Central Supervisors, Selected Questions

## Part A

6. Perceived Effectiveness of Service Coordination Agreement. Circle the most appropriate response. Write a "O" in the margin if you clearly don't know the answer to the question.

Question	Response				
	No Extent	A little extent	Some Extent	A Considerable Extent	A Great Extent
c)To what extent do you feel that the relationship between your unit and WCFS/ WRCFS is effective in coordinating better services?	1	2	3	4	5
d)To what extent is the time and effort spent in developing and maintaining the relationship with WRCFS/WCFS Central worthwhile?	1	2	3	4	5
e)Overall, to what extent were you satisfied with the working relationship between your Unit and WRCFS/WCFS Central	1	2	3	4	5

Additional Comments on Effectiveness:

## Part B

The items in this section concern a number of general issues about the Service Coordination Agreement and child welfare services provided to Aboriginal people in Winnipeg, particularly those from West Region First Nations. Circle the number which best reflects your level of overall agreement with each statement. You are being asked for an opinion based on your personal experience, so please try to answer all questions. Place NK (Not Known) in the margin only if you clearly do not have enough information to express opinion.

Statement	Disagree Strongly	Disagree Somewhat	Uncertain	Agree Somewhat	Agree Strongly
34) The Service Coordination Agreement is helpful in promoting better service coordination between Winnipeg CFS and West Region CFS	1	2	3	4	5

**Appendix 6**  
**Interview Guide for Supervisors**  
**(Selected Questions)**

# Interview Guide – Supervisors (WRCFS and WCFS Central) – Selected Questions

## Part C: Service Coordination Agreement

2-iii To what extent are the decisions made by the Implementation Committee on policies and procedures regarding service coordination binding on the two agencies?

Not at all A little Some Quite a bit Very Much

Comment:

5.a) Has the Agreement had any impact on working relationships between the two agencies over the past year? Yes No Unsure. Explain

9. The nature of service coordination between two agencies related to client service can take different forms. For each of the following indicate how often you have been involved with WRCFS/WCFS Central Area over the past two years?

Item	Never	Once or Twice	2-6 times	More than 6 times
a) information sharing on a case	1	2	3	4
b) developing a joint case plan	1	2	3	4
c) shared responsibility for intervention with a client	1	2	3	4
d) participated in joint case planning or review conference	1	2	3	4
e) information sharing in general	1	2	3	4
f) service referral to WRCFS/WCFS Central	1	2	3	4
g) service referral from WRCFS/WCFS Central	1	2	3	4
h) other (specify)	1	2	3	4

10. Service arrangements between agencies can involve exchanges beyond providing service to clients or information sharing. For example, they can involve using shared space, joint programs or shared staff.

a) For each of the following activities indicate whether you have been involved with WRCFS/WCFS Central.

Item	Yes	No
i) Participating or providing joint training	1	2
ii) Purchasing services from WRCFS/WCFS Central	1	2
iii) Providing purchased services to WRCFS/WCFS Central	1	2
iv) Sharing financial resources	1	2
v) Sharing space for a program	1	2
vi) Sharing staff	1	2
vii) Joint planning activities	1	2
viii) Sponsoring a joint program (other than the Agreement)	1	2
ix) Other (specify)	1	2

11. Based on your opinion has the connection between the two agencies affected the way staff relate to each other? For each item indicate whether there has been an increase (better), a decrease (worse) or no change since November, 1996

Item	Increase	No Change	Decrease
a) understanding of different ways of working	1	2	3
b) level of trust	1	2	3
c) response time to requests for information	1	2	3
d) cooperation in service matters	1	2	3
e) general communication	1	2	3
f) workload pertaining to cases from WRCFS living in Winnipeg	1	2	3
g) general learning and awareness	1	2	3
h) other (specify)	1	2	3

12. h) Has the Agreement had any impact on services provided to clients of West Region First Nation over the past year? Yes No. Explain.

**Appendix 7**  
**Additional Questions for Implementation Committee Members**

### **Additional Questions for Implementation Committee Members**

- 1. How long have you been a member of the Implementation Committee and what is the primary role of that body?**
- 2. What is your experience regarding the implementation of the Service Coordination Agreement? Have you encountered problems in implementing the Agreement? If so what kind of problems were encountered?**
- 3. How can those problems be resolved?**
- 4. Have you been able, as a Committee responsible for the implementation of the Agreement, to perform your duties and responsibilities as they are stated in the Agreement? If not, what were the main reasons that kept you from performing those duties?**

**Appendix 8**  
**Utilization Enhancement Checklist**



## UTILIZATION ENHANCEMENT CHECKLIST<sup>1</sup>

Directions: There are fifty items listed below which focus on self-analysis, understanding the organizational context, planning and evaluation, the evaluation process, and communication. You may wish to rephrase some of the items to fit your particular situation or to add items. The checklist can serve as a guideline as you conduct an evaluation or as a self-examination after you complete an evaluation. To serve these multiple purposes, all items are written in the present tense.

### A. Determining the Evaluator's Role

1. Assess level of personal congruence with the program's general goals and consider withdrawing if the incongruity may result in unnecessary conflicts.
2. Determine extent of personal commitment to the importance of conducting an evaluation of this program.
3. Analyze degree to which personal values and opinions about the program are publicly advocated by the evaluator.
4. Determine appropriate share of the responsibility for utilization.
5. Specify activities related to an educational role as well as a data-gathering, information-providing role.
6. Make sure that consulting skills are sufficient to meet the demands and complexities of the evaluation for the program.
7. Ensure that sufficient technical skills, time resources, and personnel are available to conduct a utilization-focused evaluation.
8. Establish congruence between personal role perception (data-gatherer, consultant, expert, recommender, change agent) and audience expectations.
9. Determine willingness to spend time with program staff in activities that are not directly related to the evaluation (for instance, informal lunches).
10. Establish a sense of credibility and trust with the program director, staff, and other audiences.

<sup>1</sup> From Brown, R., & Braskamp, L. Summary: Common themes and a checklist. In L. Braskamp & R. Brown (Eds.), Utilization of evaluative information. San Francisco: Jossey-Bass. 1980.

**B. Understanding the Organizational Context**

1. Obtain and study the organizational chart.
2. Identify the names of key people within and outside the organization.
3. Identify the decision makers and potential users of evaluation information within and outside the organization.
4. Understand the policy-making process of the organization.
5. Determine which decisions and policies are made as a result of the evaluation.
6. Know when decisions are made.
7. Determine which staff and other users should be consulted as the evaluation is planned and conducted.
8. Determine whether the sponsor of the evaluation is committed to the evaluation activity and uses evaluative information.
9. Determine the information sources and channels within the organization.
10. Trace the path and impact of previous evaluations in the same setting and determine how this affects this evaluation.

**C. Planning the Evaluation**

1. Make sure there is clear understanding of the evaluation role (that is, formative or summative).
  2. Set up specific sessions in which the evaluation plan and its implementations are discussed with key persons.
  3. Assess the implications of decisions based on the evaluation that affect personnel.
  4. Assess the political implications of various evaluation findings.
  5. Determine the likely sources of resistance to positive evaluation results.
  6. Determine the likely sources of resistance to negative evaluation results.
  7. Determine the freedom to provide evaluative information to various audiences.
-

8. Determine strategies for dealing with potential conflict and tension between program director/staff and evaluator.
9. Design an evaluation plan that will have technical credibility and provide needed information.
10. Establish a mutual problem-solving approach with the program personnel and decision makers.

D. Conducting the Evaluation

1. Make sure that everyone understands the purpose of the evaluation.
2. Involve key personnel in determining the purposes, issues, and general evaluation strategies.
3. Involve representatives of potentially affected groups in making decisions about instrumentation and data sources.
4. Be accessible to program staff during the evaluation to learn of and share perspectives from which each is interpreting the information.
5. Collect data from multiple sources.
6. Make sure the data collection instruments and procedures are understandable and relevant.
7. Have informal as well as formal meetings with key persons.
8. Maintain a mutual problem-solving relationship with staff and administrators throughout the evaluation.
9. Collect information needed, but only that.
10. Adapt the evaluation plan to meet changing information needs.

E. Communicating the Evaluative Information

1. Make periodic informal reports or presentations.
2. Ask program staff, especially those most affected, to assist in interpreting the findings.
3. Communicate major findings when available and considered appropriate; do not wait for the formal report deadlines.

4. Share rough drafts or preliminary thoughts with key persons before making a final presentation.
5. Write different reports for different audiences.
6. Make presentations understandable and easy to follow.
7. Link presentation to key issues and decisions.
8. Make sure that all audiences receive the evaluative information in sufficient time prior to key decision-making events.
9. Keep written reports brief.
10. Use several media (slides, charts) when making formal presentations.

Score Interpretation. Here are some rough guidelines for interpreting the results of your analysis. Allow two points for each question answered positive

25 or less	Don't expect much to happen as a result of your efforts. Most likely your information will be ignored or gather dust on a shelf somewhere.
26 -50	You may be called back later to do another evaluation, but don't count on it. Perhaps you might get a publication from your efforts, but the world won't change.
51-75	Somebody may actually do something different as a result of the evaluation, especially if it reinforces what they were already thinking.
76-100	Be careful! You may be so effective that someone may have you earmarked to be an administrator, even though you have no desire to be one.

**Appendix 9**  
**Survey to Assess Performance of Interviewer**

Questionnaire:

Please review each statement and indicate your response by checking only one of the responses provided.

SA = strongly agree, A = agree, D = disagree, SD = strongly disagree, U = undecided

1 The scheduling of interviews were adequate      SA      A      D      SD      U

Comment:


2 The interviewer was prepared for the interview.      SA      A      D      SD      U

Comment:


3 The interviewer was clear in explaining questions.      SA      A      D      SD      U

Comment:


4 I was able to ask and get information I needed about the Evaluation and its purpose      SA      A      D      SD      U

Comment:


5 I was given enough time to answer the questions      SA      A      D      SD      U

Comment:


6 The interviewer showed interest in my answers.      SA      A      D      SD      U

Comment:


Additional comments or suggestions:
