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PRESERVATION

THE EVALUATION OF THE CHILD CARE

PROGRAMMES OF THE DEPARTMENT

OF SOCIAL WELFARE

FRANCIS LUKETINA
RESEARCH SECTION
DEPARTMENT OF SOCIAL WELFARE

BRN. 2677

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Preface in the print run entitled " Strategies for the evaluation of the child care programmes of the Department of Social Welfare
All other content the same.

PREFACE

This paper was originally produced as an internal report to the Department of Social Welfare setting out a groundplan for a systematic programme of evaluation research into the range of child care programmes operated by the Department. Some of the material it contains may be of limited interest to readers outside the Department, concentrating as it does on the particular child care regimes run by the Department.

However, the report also includes sections containing material of more general utility and interest (for example, a review of the various evaluation methodologies available and a listing of prior evaluation work in this field). These parts of the report will be of considerable value to people with an interest in evaluation generally and to those with an interest in the operation, management and evaluation of child care programmes in particular.

For this reason, the report has been made publicly available. Copies of the report are available free on request from the Research Section of the Department, although as only a limited number of copies of the report were printed, it will not be possible to service bulk requests. However, the Department has no objection to reproduction of the report in whole or in part, provided always that acknowledgement is made of the source of material (that is, of Mr Luketina as author and of the Research Section of the Department of Social Welfare as publisher).

	<u>CONTENTS</u>	<u>PAGE</u>
SECTION 1:	INTRODUCTION	1
1.1	Background	1
1.2	An Outline of this Paper .	2
1.3	The Topic	3
1.4	Evaluation Today: A Brief Note	8
SECTION 2:	PROGRAMME SPECIFICATION, EVALUATION VARIABLES AND EVALUATION DESIGN	14
2.1	Programme Specification	14
2.2	A Categorization of Evaluation Variables	15
2.3	Research Design	18
2.4	Choosing an Evaluation Design	29
SECTION 3:	REVIEW OF COMPLETED REPORTS ON DSW CHILD CARE PROGRAMMES	33
3.1	A Categorization of Completed Research	34
3.2	The Availability of Information on DSW Child Care Programmes	40
3.3	Summary of Section 3	49
SECTION 4:	SUGGESTIONS FOR DESCRIPTIVE RESEARCH ON THE DEPARTMENT'S CHILD CARE PROGRAMMES	50
4.1	The Lives of Children Following Their Discharge from Care	52
4.2	Children's Living Situations While in Care	54
4.3	Perceptions of Children in Care and Of Their Parents	56
4.4	Family Home Study	58
4.5	Regional Institutions Study	60
4.6	The National Institutions	62

	<u>CONTENTS</u>	<u>PAGE</u>
SECTION 5:	SUGGESTIONS FOR EVALUATIVE RESEARCH ON THE DEPARTMENT'S CHILD CARE PROGRAMMES	63
5.1	Comparing the Care Provided by the Department's Programmes with that Provided by the Children's Parents	67
5.2	Evaluation of Foster Care	73
5.3	Evaluation of the Intensive Foster Care Scheme	79
5.4	Evaluation of the Family Home Programme	86
5.5	Evaluation of the Child Care Programmes Provided by the Regional Institutions	92
5.6	Evaluation of the Child Care Provided by the National Institutions	108
SECTION 6:	SUMMARY AND RECOMMENDATIONS	114
6.1	Introduction	114
6.2	Evaluation Designs	115
6.3	Review of Completed Reports on DSW Child Care Programmes	117
6.4	Proposals for the Provision of Information On, and the Evaluation Of, the Department's Child Care Programmes	118
6.5	Recommendations	118

	<u>PAGE</u>
REFERENCES	120
APPENDICES	128
APPENDIX 1	
NEW ZEALAND REPORTS (FROM 1960 ONWARDS) CONTAINING INFORMATION ON THE NON-PARENTAL CARE PROVIDED BY THE DEPARTMENT OF SOCIAL WELFARE	128
APPENDIX 2	
A CLASSIFICATION BY SUBJECT OF THE INFORMATION CONTAINED IN THE REPORTS LISTED IN APPENDIX 1	141

1. INTRODUCTION

'Every profession must systematically carry out high-quality research about its practices if its performance in the service of clientele is to remain effective and up to date. A sustained and creditable program of research is also essential to a profession's self-respect and to its ability to maintain the positive regard of outsiders whose opinions help support and legitimise the profession's endeavours. No profession can afford any equivocation on the importance of research.'¹

1.1 Background

On 4 June 1982 the then Minister of Social Welfare, Mr Venn Young, wrote to the SSRFC (for Social Science Research Fund Committee) requesting

'consideration of research into the longer term effects on adolescents resulting from the several forms of non-parental care available for children through Social Welfare'.

On 30 June 1983, the Executive Officer of the SSRFC passed on the Minister's request to the secretary of the RRC (for Research Review Committee) and noted that this topic 'should more appropriately be undertaken by the Department of Social Welfare's Research Unit since [it is] specific to the interests of the Department'. Further, the Executive Officer noted that 'under its terms of reference the SSRFC cannot fund research which should be the responsibility of Government department research units'. Subsequently, Janice Girling, a member of the SSRFC Secretariat, produced in 1984 a brief review paper on past research about children under the care of this Department and possible avenues for further research. The RRC, on 13 September 1983, decided that a discussion paper should be produced by the Research Section as the Department's initial response to the Minister's request. This paper results from that decision of the RRC.

1. David Fanshel, Professor of Social Work, Columbia University, from Future of Social Work Research, 1980, pg 3.

1.2 An Outline of the Paper

This paper is intended to provide a basis for discussion of the evaluation of the effectiveness of the Department's non-parental child care programmes. This section gives a brief account of the structure and organisation of the paper.

SECTION 1 sets the terms of reference for the paper. Section 1.3 is concerned with defining the topic which is investigated in the paper: for reasons which are discussed here, this topic is somewhat broader than that originally suggested by the Minister. Some issues relating to the status and use made of evaluation in the present day are then discussed briefly in Section 1.4.

SECTION 2 contains an introduction to programme description, evaluation variables and evaluation design.

In SECTION 3, these concepts are used to categorise the research which has already been done on the Department's non-parental child care programmes. This completed research, which is listed fully in Appendix 1, provides a baseline from which needs for future research can be identified.

SECTIONS 4 and 5 build on the preceding sections by suggesting a programme of research on the Department's child care programmes to meet the needs identified in Section 3 and using appropriate methodology described in Section 2. SECTION 4 contains suggestions for descriptive research and SECTION 5 contains suggestions for evaluative research.

A summary of the paper is provided in SECTION 6, which concludes with some recommendations.

1.3 The Topic

The topic discussed in this paper is all research on the non-parental care of children placed under the care of this department with particular emphasis on research that measures the effectiveness of the programmes providing this type of care. Research on the non-parental care of children of all ages, not just adolescents, is considered.

This topic is considerably broader than that suggested by the Minister's request for research into the long term effects on adolescents of this department's non-parental care. The reasons for broadening the discussion are outlined below.

1. The Minister's original request was for consideration of research into the long term effects resulting from placing adolescents in the care of the Department of Social Welfare. While this is an important issue, it is only part of a more general question, i.e. what are the effects resulting from placing children of any age in the care of this Department? As most of the Department's child care programmes cater for both adolescents and younger children (with the exception of some of the Department's institutions), this more general question is of interest to the Department and will be discussed in this paper.

2. The effectiveness, rather than the long term effects, of the Department's non-parental child care will be discussed. Briefly, the reason for so doing is that the whole thrust of evaluative research is towards measuring the extent to which programmes meet their objectives, and this is what is meant by the measurement of effectiveness of a programme.¹ In general, the objectives of a programme will include a statement about the desired effects, although they do not always do so. Consequently, the measurement of long term effects will often, but not always, be included in the evaluation of the effectiveness of a programme. The following two paragraphs give a little background to the reasons why it is sensible to place more emphasis on measuring the extent to which objectives are met rather than on the measurement of the long term effects as a means of gauging the success of a programme.

1. A Definition of Evaluative Research

In common usage any judgement or expression of worth can be called an evaluation. However, the term 'evaluation' as used by social scientists and researchers has a specific and well defined meaning, that is, the utilisation of scientific research methods to form a judgement about the programme or, in more general terms, the phenomenon under investigation. In this sense evaluation is synonymous with evaluative research.

There are two main categories of evaluative research, formative and summative. Formative evaluation assists in the development of a programme by providing information during the programme's formative stage. As this paper is concerned with established programmes formative evaluation will not be considered.

Summative evaluation measures the effectiveness of established programmes, i.e. the extent to which the programmes meet their objectives. Summative evaluation is usually synonymous with effectiveness evaluation.

In social science and research literature the terms evaluation and evaluative research often refer to summative evaluation unless otherwise specified. This convention has been adopted in this paper.

- (i) There are major problems involved in the measurement of long term effects which, in some circumstances, may make such measurement impracticable. Two of these problems are illustrated by the following example. Suppose that we are interested in measuring the long term effects of foster care, and, to do so, we decide to look at the situation of ex-foster children two years after their discharge from care. First, will we be able to locate enough of the children in our sample to ensure the validity of the results of the study? The

location of people over time is always problematical, and this can be a particularly severe problem when dealing with children following their discharge from care. Second, can we ensure that we are measuring the effects resulting from foster care and not those resulting from some other environmental factor, eg. unemployment? With care an appropriate evaluation design should be able to cope with anticipated influences of environmental factors. However, unanticipated influences of environmental or other factors can ruin a research project, although this danger can be minimized by choosing a robust research design.

- (ii) In the last decade it was realized that many social programmes were not achieving their objectives, and that frequently these objectives were far too ambitious. Included in the category of overly ambitious objectives would be many which made claims about long term effects of programmes. For example, it is now realized that significant long term effects are probably unlikely to result from a programme which removes children from their surroundings, 'treats' them for behavioural or emotional problems, and then places them back in the same environment from whence they came. The movement towards more realistic objectives has resulted in more emphasis being placed on short term objectives.

This may be particularly relevant to the child care programmes run by this department as environmental and maturation effects may overshadow any measurable long term effects which result from the programmes themselves.

3. Although the focus of this paper is on research into the effectiveness of programmes, other research, not specifically directly involved with the measurement of effectiveness, will be discussed. There are two main reasons for this.

- (i) The Minister in calling for consideration of research into the long term effects of non-parental care programmes has asked the fundamental question of evaluative research. Schuerman (1983) states -

'Obviously the most critical thing to ask about practice activities is whether or not they are effective. In an applied profession, the ultimate problem is finding out what works under what circumstances'.¹

Given the importance of this task, it is appropriate at this time to review all research, not just evaluative research, which has so far been conducted into this department's non-parental care.

- (ii) Almost all research on non-parental child care is at least partially relevant to the measurement of the effectiveness of these programmes. (Should the reader accept this statement on face value, then I suggest that she/he skip to the next section, as what follows is merely a justification of this opening sentence.)

1. Schuerman, 1983, pg 6.

It is possible, of course, to measure some attribute of a group of children and then repeat the measurement following their involvement in some child care programme, and, on the basis of the change in the measured attribute, comment on the effectiveness of the programme. However, this type of exercise will tell you nothing about why the programme was, or was not, effective. Nor will it tell you whether the programme is effective for some children (from such and such a background, or displaying certain behavioural characteristics, etc), but not for others. To answer these questions it is necessary to collect information, not only on the attribute related to the outcome measurement, but also on the characteristics and background of the children and on the details of what the programme entailed.

Carol Weiss, one of the foremost commentators on evaluation, said in 1972 that:

'In practice, evaluation is most often called on to help with decisions about improving programs. Go/no-go decisions are relatively rare.'¹

Further she states that:

'Even when decision makers start out with global questions (Is the program worth continuing?), they often end up receiving qualified results ("these are good effects, but") that lead them to look for ways to modify present practice. They become interested in the likelihood of improving results with different components, a different mix of services, different client groups, different staffing patterns, different organizational structure, different procedures and mechanics.'¹

These comments suggest that evaluations which involve the simplest before-after measurement of only those attributes which a programme seeks to affect are of limited use. While this point of view might not be shared by everyone, it does indicate that the wider measurement of attributes of the child, the child's background and family, and of the programme, can be relevant in the evaluation of a programme.

1. Weiss, 1972, pg 17.

Thus, in addition to the measurement of the outcome of a programme, a full evaluation could include the following: documentation of the characteristics of the children and the children's families; information on the children's lives up to the time of being placed in the programme; a detailed record of what happened to the children during participation in the programme; and some information on the staffing and management of the programme. Almost all research done in the past on this department's non-parental child care provides some information on at least one of these categories. Although most of this research was not 'evaluative' as such, it does provide pieces in the jigsaw of an overall description of the Department's child care programmes. However, while a total picture can be put together in such a piecemeal way when dealing with descriptive accounts of the Department's programmes, it is not possible to put disparate pieces together in order to form an evaluation assessment of those programmes. (For example, a study which measured the characteristics of one group of children at the time of entering a child care programme and another study which measured the characteristics of another group of children at the time of their leaving the programme cannot be legitimately combined in an attempt to assess the effect of the programme on children.) Nevertheless, these descriptive studies provide information which is useful when planning an evaluation, and where the data provided by those studies overlaps with the data produced by evaluations, useful comparisons can be made.

1.4 Evaluation Today: A Brief Note

Evaluation as we know it today began largely as an American phenomenon in the 1960s and proliferated in the United States towards the end of that decade. In the early 70s reviews of the evaluations completed at that time began to allow extraordinary conclusions to be reached which were of immediate concern to everyone involved in social and justice programmes. For example, in 1973 and again in 1978, Fischer perused all available evaluations of social programmes in the United States and after both reviews concluded that:

'not a single controlled study could be located providing clear evidence that any form of social work is effective'.^{1,2}

Apart from whatever effect these reviews had on social programmes, they led to prolonged and searching debate about the nature and methodology of evaluation. Three of the more important issues debated are briefly discussed below.

1. Since evaluations measure the extent to which the objectives of the programmes have been met, perhaps the objectives are at fault rather than the programmes themselves.

'Among the many reasons for the negative pall of evaluation results is that studies have accepted bloated promises and political rhetoric as authentic program goals.'³

This view has been generally accepted by most evaluators and has resulted in care being taken to ensure the formulation of more realistic objectives for programmes. Also, evaluators are now more aware that a programme might have other effects apart from those claimed in the objectives.

2. The view is sometimes expressed by social work practitioners that since evaluative research has not demonstrated positive effects in their social work programmes, and since those practitioners feel that

1. Fischer, 1978, pg 216.

2. Martinson, 1974, pg 25, reached a similar conclusion after reviewing evaluations of correctional treatments of offenders: 'with few and isolated exceptions, the rehabilitative efforts that have been reported so far have had no appreciable effect on recidivism'.

3. Weiss, 1973, pg 44; quoted in Deutscher, 1976, pg 255.

it is self-evident that their programmes are worthwhile, there must be something wrong with the methodology of evaluative research rather than with the programmes themselves. Supporters of this view have called for a radical change in the methodology of evaluative research. In my opinion, most mainstream evaluators do not accept that such a change is necessary. It has been pointed out by many authors that the methodology of evaluative research, or at least the more rigorous designs used in evaluations, have been thoroughly tested through applications in other fields. Boven (1975) had this to say of one type of evaluation design:

'it is in no sense recent or controversial with respect to the statistical techniques which are involved. For example, as well as being the basis for much agricultural research, it has wide application in the field of medicine to the extent that it has become the standard method of evaluating the comparative effectiveness of drugs'.¹

Although evaluators do not generally accept that there is a need for radical change in evaluative research methodology, they are nevertheless watching with interest the work of those people that are attempting to come up with different approaches to research.² As yet such work has not led to any startling innovations in research methodology.³

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1. Boven, 1975, pg 12.
 2. See for example Deutscher, 1976, Olson, 1976, and Scriven, 1976.
 3. While there may not have been any generally accepted radical changes in research methodology there have been some changes of emphasis and some adaptations made which have led to new approaches, eg. single case methodology.

3. While evaluators have largely dismissed the rejection of the methodology of evaluative research, they have been unable to ignore the call to make research more relevant to social work practitioners and administrators. However, it would appear that in the United States, where the social work research establishment is large enough to be able to mount considerable resistance to outside pressure, the researchers have not responded to this call as fully as practitioners would have liked, and this has resulted in a communication gap between practitioners and researchers.¹

In my opinion, the small research community in New Zealand is far more susceptible to outside pressure than in the United States and there is a danger that, in response to the call to make research more relevant, researchers will be required to forgo some of the requirements of rigour to satisfy demands for timely results and less intrusive research designs. There are, of course, benefits to be gained from making research more relevant to the needs of administrators and practitioners: for example, researchers are more attuned to the needs of those making policy and those working in social service programmes, who are in turn more involved in discussion of research; research is reaching a wider audience through the involvement of administrators and practitioners than would otherwise have been the case; and research has more likelihood of being used as input into decision making. It is possible, however, that because of the conflicts between evaluators, administrators and practitioners, concomitant with the gaining of these benefits there will also be a move towards research which is insufficiently rigorous to allow valid conclusions to be drawn. It is, perhaps, symptomatic of this issue that researchers are now predominantly directed towards studies providing descriptive statistics rather than evaluations.

1. See Fanshel, 1980, particularly pg 9.

The conflicts between evaluators, administrators and practitioners have been identified in United States literature as:

- (a) evaluations usually take longer than decision makers would prefer;
- (b) the evaluation design may interfere with the social programme to an extent unacceptable to the practitioner and administrator;
- (c) the practitioner may feel that the evaluation threatens the social programme;¹
- (d) evaluation of programmes is only one of many competing claims for the attention of administrators (eg staffing, budgetary, and political requirements) and as such might not be accorded a high priority.²

1. This is often discussed in the literature, eg. Weiss, (1972, pg. 7):

'In a sense, as they see it, they are on trial. If the results of evaluation are negative, if it is found that the program is not accomplishing the purposes for which it was established, then the program - and possibly their jobs - are in jeopardy. The possibilities for friction are obvious.'

2. The possibility of conflict between administrators and researchers is not often dealt with in the literature. However, Weiss, (1975, pg. 15) had this to say:

'Accomplishing the goals for which the program was set up is not unimportant, but it is not the only, the largest, or usually the most immediate of the concerns on the administrator's docket.'

And: 'The disparity in view point between evaluation researchers and [administrators] has consequences for the kind of study that is done, how well it is done, and the reception it gets when completed. Obviously the political sensitivities of [administrators] can dim their receptivity to any evaluation at all, and when a study is undertaken, can limit their co-operation on decisive issues of research design and data collection!'

In spite of these conflicts, there is in the United States, a firm commitment to the evaluation of social programmes. This department should be equally committed to the evaluation of its programmes; we owe it to the clients of these programmes, and to the public at large, who, after all, fund these programmes.

Fortunately it is possible to end this discussion on a cautiously optimistic note. In 1980 a review was made of all rigorous evaluations of social work programmes which had been completed in Canada and the United States since 1972 and for which reports were available.¹ It was found that only a few rigorous evaluations had been conducted during this period, but these few were carefully designed and evaluated tightly controlled programmes. In complete contrast with earlier reviews, it was concluded that almost all of the programmes evaluated were shown to have positive effects. Although most of these evaluations were concerned only with short term objectives 'there were several substantial studies with positive and statistically significant findings that appeared to demonstrate a meaningful impact of social work intervention in the life situation of clients served.'²

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1. Goldberg, E.M., and Connelly, N. (eds), 1981, Evaluative Research in Social Care.
 2. Reid, W.J., and Hanrahan, P., The Effectiveness of Social Work, pg 15. in Goldberg and Connelly, 1981.

2. PROGRAMME SPECIFICATION, EVALUATION VARIABLES AND EVALUATION DESIGN.

The material in this section is introduced so that the examination of completed research, in Section 3 and in Appendix 1, and the discussion of future research, in Sections 4 and 5 can be made on a systematic basis.

The first two parts of this section, dealing with programme specification and with evaluation variables, provide a categorisation of the items of information relevant to research on this department's non-parental care programmes. This categorisation is used in Section 3 to classify the information supplied by research which has already been completed.

Some knowledge of research design is essential to a discussion of the evaluation suggestions which are made in Section 5 of this paper. The latter part of this section is intended to provide an introduction to some of the more common designs, along with a brief discussion of their pros and cons.

2.1 Programme Specification

The elements of programme specification are as follows:

- a) the objectives of the programme;
- b) description of the programme
(e.g. the type of non-parental care, the facilities, the daily routine, the extent of the Department's involvement, qualifications and experience of the personnel involved, etc.)

The statement of objectives is fundamental to evaluation, which is the measurement of the extent to which the objectives of a programme are achieved. However, a description of what the programme entails is also important as otherwise it would be impossible to replicate a programme; nor would it be possible to say what features of the programme were thought to be desirable or undesirable.

2.2 A categorisation of evaluative variables¹

An evaluation might involve the measurement of a very small number of variables. For example, suppose a researcher were asked to evaluate the effect that placing children in foster care has on their school attendance. In its simplest form, this evaluation could involve the measurement of only a small number of variables, foremost of which would be the school attendance of the children in the sample.²

More realistically an evaluation will often require the measurement of dozens of variables. For example, suppose that a researcher is asked to investigate the effect of foster care on the behaviour, attitudes, self-esteem, and future prospects of children. Further, suppose that the researcher is also asked to investigate whether the outcome of foster care depends on the background and the characteristics of the child, the characteristics of the foster parents, and the interaction between the foster family and the child's birth family. Obviously, a full investigation of this type would necessitate the measurement of a large number of variables.

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1. This categorisation borrows heavily from Girling, 1984, p.3.
 2. It should be noted that as well as making appropriate measures of school attendance, it would also be necessary to have an appropriately rigorous design which would allow the attribution of any change in school attendance to the placement of the children in foster care. One such design might be an experimental control group design. (Although anyone going to the trouble of using an experimental design would presumably be interested in doing more than simply gauging the effect of foster care on school attendance.) A discussion of research designs follows in Section 2.3.

The variables in which a researcher might be interested can usually be placed in one of the following three categories: pre-programme, programme, and outcome variables.^{1, 2}

Pre-programme variables are those which describe the children's lives, circumstances, characteristics, etc., prior to their involvement with the programme.³

Programme variables are those which describe the programme itself, the interaction of the children with the programme, and the circumstances surrounding the termination of the programme for each child.

Outcome variables are those which describe the children's lives circumstances, characteristics, etc., after their involvement with the programme.

For each of these three categories, the following list gives some of the types of variables which might be of interest in an evaluation of a non-parental child care programme. This list is only intended to provide an idea of the range of variables which might be connected with an evaluation and in no way should this be considered a complete inventory of such variables.

-
1. This categorisation, which is based on the time frame of the programme, is just one of several possible categorisations of variables.
 2. The category 'pre-programme' is sometimes called 'input' or 'intake', and the category 'programme' is sometimes called 'process'.
 3. For some evaluations, these children orientated variables will not be the only ones of interest. For example, if one of the objectives of a programme were to reduce delinquency in the community, (as well as the reduction in acts of delinquency by the children placed in the programme), then some measurement of the level of delinquency within the community would be a pre-programme and an outcome variable.

Variables which might be measured during an evaluation
of a non-parental child care programme

The Pre-programme Variables

- a) Those describing the children
(e.g. age, sex, ethnicity, etc.)
- b) Those describing the children's families
(e.g. family composition, socio-economic status, etc)
- c) Those describing the children's lives prior to
coming under the care of this department
(e.g. number and type of living situations, previous
notice with this department, etc)
- d) Those describing the circumstances surrounding
the care order
(e.g. the official complaint, the incident which led
to the complaint, etc)
- e) Those describing the lives of the children
following the care order, but prior to their
involvement with the programme
(e.g. number and type of previous placements while
in care, reason for the termination of these
placements, etc)
- f) Those describing the situation leading to the
decision to place the children in the programme
(e.g. behaviour or other attributes which made the
children suitable for placement in the programme,
amount of family contact at that stage,
opinions or measurements of the children's potential, etc)

The Programme Variables

- a) The characteristics of the placements
(e.g. characteristics of foster families, level of DSW support, contact with the child's family, etc.)
- b) The characteristics of the children in the programme
(e.g. the child's behaviour and attitudes)
- c) Documentation of events
(e.g. absconding, offending, court appearances, employment)

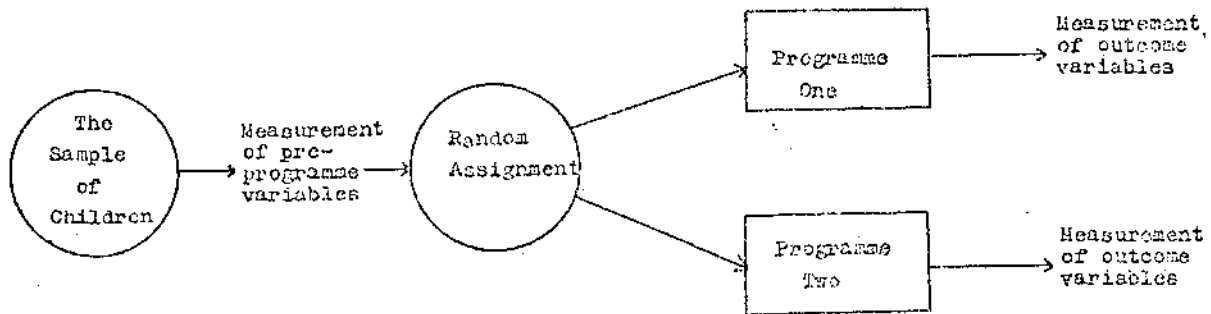
The Outcome Variables

- a) Those variables measuring intermediate effects of the programme
(e.g. the extent to which intermediate objectives are attained, the child's development or situation at intervals after placement in the programme, etc.)
- b) Those variables measuring the situation of the children at the termination of the programme
(e.g. the reason for the termination of a foster placement, the child's living situation when discharged from care, etc.)
- c) Those variables describing the children's lives and circumstances after the completion of the programme
(including measures of the long term effects of a programme)

2.3 Research Design

This section provides an introduction to five of the main designs used in evaluation: the Experimental Design, the Non-Equivalent Control Group Design, the Time Series Design, the Regression-Discontinuity Design, and the One Programme Before-After Design. Although there are many more designs in use in evaluation, almost all other designs are refinements or adaptations of the five designs introduced here. Following the brief description of the designs there is a short discussion of their relative merits and appropriate uses.

2.3.1 The Experimental Design



Note: Usually the children assigned to one programme are called the 'experimental group' and the children assigned to the other programme are called the 'control group'. In some applications of this design, the control group are not assigned to a programme i.e. the effect of a particular programme on the experimental group is compared with the effect of not providing a programme for the control group.

Example (hypothetical): Suppose that the department is interested in setting up an outdoor pursuits programme as an alternative to the programme provided by one of its training schools. Suppose further that the Department believes that the outdoors pursuits programme might reduce offending by children after they have completed the programme.¹ An evaluation using an experimental design could be done as follows.

-
1. There would almost certainly be other programme objectives apart from the reduction in offending included in the evaluation. However, for the sake of simplicity these will not be considered here.

The characteristics of children who would normally be placed in the training school would be recorded (family background, offending history, ethnicity, age, etc.) and they would then be randomly assigned to the training school or to the outdoor pursuits programme. After the completion of the programmes, the offending of each child would be recorded. The two programmes could then be accurately compared in terms of the effect they have on offending.

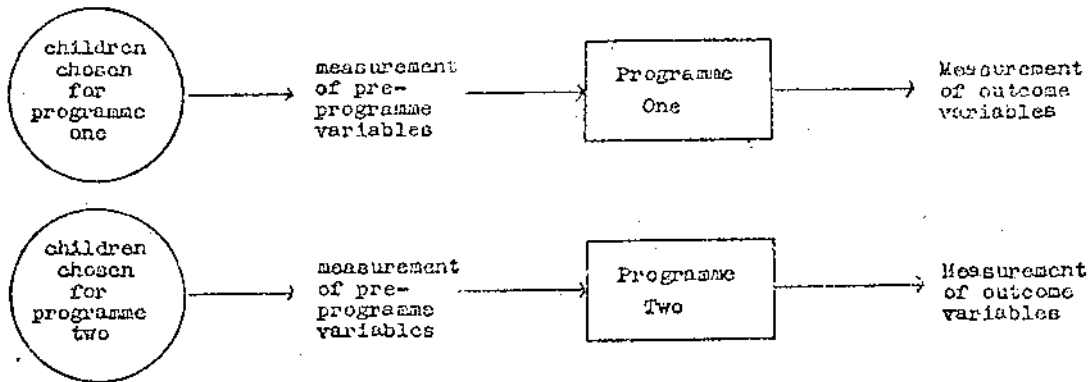
Main Advantage: This design generally allows unequivocal interpretation of the results.¹

Main Disadvantages:

- a) the ethical dilemma: Is it ethical for some children to be assigned to a particular programme while other children are assigned to another programme, or perhaps to no programme at all, using a random process rather than through consideration of the needs of each child?
- b) the degree of interference to the social work process implied by the random assignment technique may be unacceptable to the social work practitioner.
- c) the design may not be practicable in a given situation; for example, in some cases there might simply not be enough children available for an experimental group and a control group.

1. In some applications, adaptations to the basic design need to be made to take account of the possibility of bias, e.g. the Hawthorne Effect (the effect which results from the attention the participants receive through being part of an evaluation which is additional to the attention they would normally have received through their involvement with the programme).

2.3.2 The Non-Equivalent Control Group Design



Note: Usually the children selected for one programme are called the 'experimental' or 'treatment' group and those selected for the other programme are called the 'comparison' group.

This design is similar to the experimental design with one important difference: there is no random assignment of children to one or other of the programmes. Usually the evaluator will choose, from among those children assigned to the respective programmes, an experimental group and a comparison group so that these two groups resemble each other as closely as possible.

Example: Referring to the example on page 17, when using this design, instead of randomly assigning children from a common pool to either of the two programmes, a group of children would be selected for the outdoor pursuits programme and another group of children would be selected for the training school programme, these selections being made on the basis of what is best for the children involved. An experimental group and a control group would then be selected from the children entering the respective programmes.

Main Advantages:

- a) this design allows the decision to place a child in a particular programme to be based on the needs of the child, thereby avoiding the ethical problem associated with the use of random assignment in the experimental design;
- b) this design requires less interference with the social work process than does the experimental design.

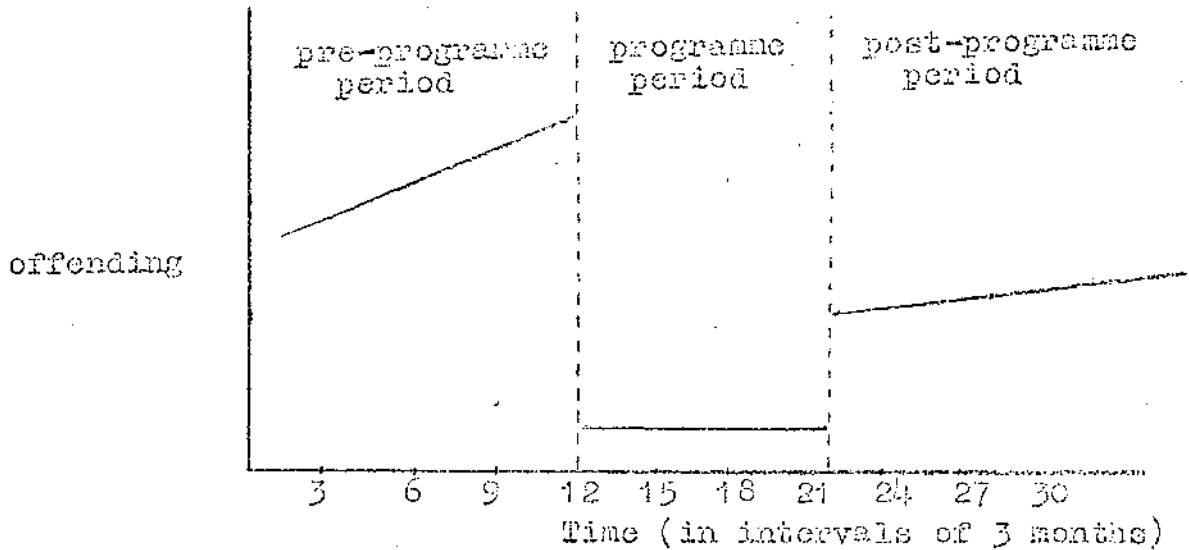
Main disadvantage:

Because random assignment has not been employed, the researcher cannot be sure that the comparison and the control groups of children are similar. Therefore, it is never certain that the results of the research do not stem from differences between these two groups of children, rather than from differences in the effectiveness of the two programmes being compared. At best, the results are never completely unequivocal. At worst, when during the course of the research it becomes apparent that there are major differences between the groups of children, no valid conclusions can be made about the relative effectiveness of the two programmes.

2.3.3 The Time Series Design

Measurements of the characteristics that we expect the programme to affect are made at periodic intervals before the children commence the programme, during the programme, and after they have finished the programme. The pattern of the results might indicate the effect of the programme.

Figure 1 A possible pattern of results from a time series design



Example: (hypothetical) Suppose we were interested in using this design to indicate whether a particular programme reduces the offending of delinquent children. Once the children had been selected for the programme, the total offending of the group for each 3 months period in the year preceding selection would be determined by examining their files. Their offending would also be recorded for each 3 month period during their participation in the programme and for the following year. A possible pattern of offending resulting from this exercise might be as shown in Figure 1. This pattern would suggest that the programme was responsible for a reduction in the offending of the participants.

Main Advantages:

- a) This design avoids the ethical dilemma arising from assigning children to different programmes on some basis other than the individual needs of each child.
- b) This is a simple design which can be easily applied in many situations.

Main Disadvantage:

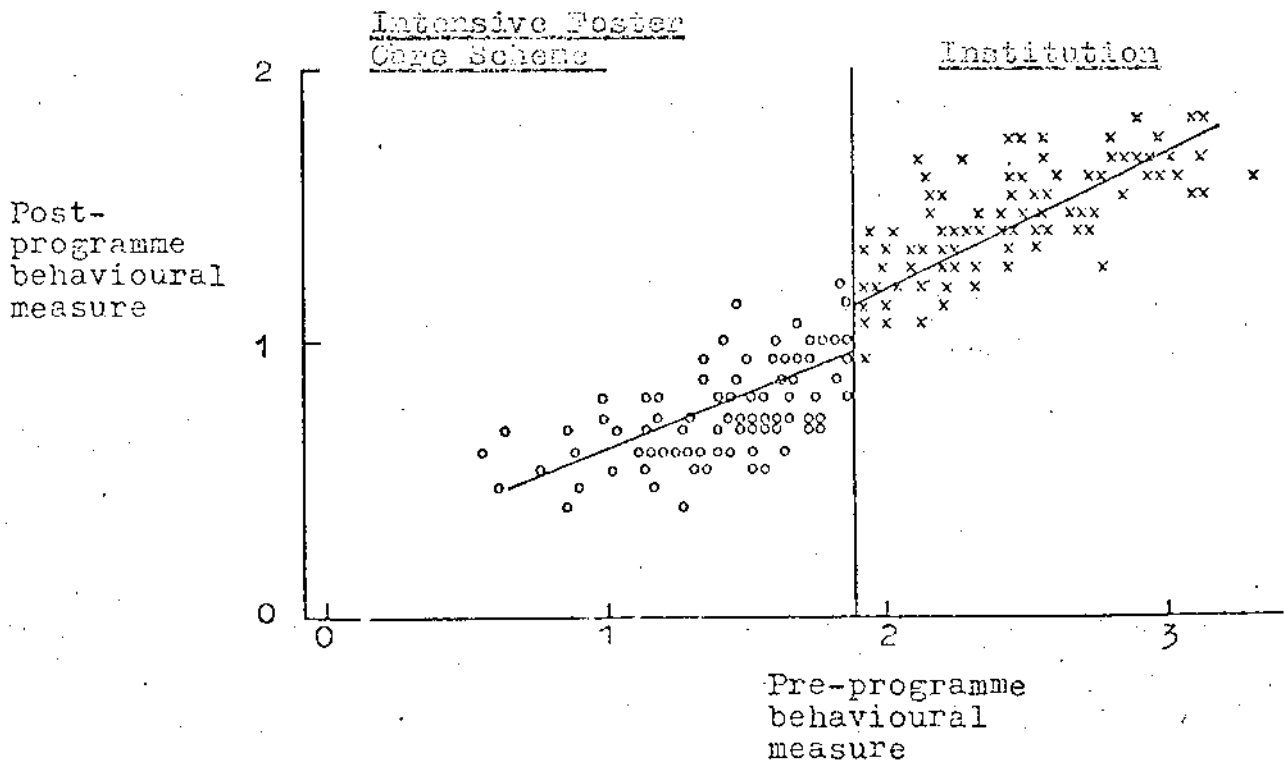
The evaluator can never be completely sure that any change in the children occurred because of the programme rather than because of some other factor, e.g. maturation. However, if the pattern of results is dramatic (as, for example, it is in Figure 1), then the evaluator would probably be justified in tentatively concluding that the effect shown was due to the programme. Often the results would not form such a clear pattern and the evaluator would not feel confident about making any definite statement about the effect of the programme on the children.

2.3.4 The Regression-Discontinuity Design

This design is a specialist adaptation of the general Non-Equivalent Control Group Design which deserves separate consideration. It can be used when children in one programme generally rate above (or below) children in another programme in terms of a measurement of some relevant attribute, e.g. a measure of behavioural problems. There must also be variation in the ratings of the children within each of the two programmes. Some time after placing the children in the programmes a second measurement of the attribute is made, and this is graphed against the first measurement. Regression techniques are used to analyse the pattern of results so formed, and by this means it may be possible to compare the relative effects of the two programmes. It is also possible to use this design when comparing the effect of placing children in a particular programme with the effect of not placing children in any programme, as long as the conditions specified above are satisfied.

Example: Suppose that it were found that on a measure of 'disturbance' that children about to be placed in the Intensive Foster Care Scheme generally scored lower than children placed in DSW institutions. Further, it is found that there is some variation in the scores of both children placed in the Intensive Foster Care Scheme and children placed in the institutions. The measurement of 'disturbance' could be repeated 6 months later, for both groups of children, and the second measurement would then be plotted against the first. Suppose that the pattern of results produced is as shown in Figure 2 below, where the circles represent the plots for the children placed in the Intensive Foster Care Scheme and the crosses represent the plots for the children placed in the institution.

Figure 2 A possible pattern of results from an evaluation using a Regression-Discontinuity Design



The plots for the children in the Intensive Foster Care Scheme appear to the left of the graph because the children placed in the scheme were less disturbed than the children placed in the institution at the time they were placed in the respective programmes. The "height" of the plots on the graph represent the degree of disturbance of the children after the programme. The line drawn through the plots is the "regression" line which is a type of summary measure indicating the overall relationship between the children's disturbance before and after the programme.

The figure shows that for almost all the children involved in the evaluation there has been a reduction in disturbance. (For example, the dotted line shown indicates that one child, who initially had a disturbance rating of 1, had after 6 months a rating of less than .5.) Overall there was a greater decrease in the disturbance of the children in the Intensive Foster Care Scheme than there was for the children in the institution. This is demonstrated by the way the (regression) line through the Intensive Foster Care Scheme plots is lower on the graph than the (regression) line through the institution's plots. It is the discontinuity between the two lines (in this case with the institutional line higher than the Intensive Foster Care line) which both allows conclusions to be drawn from the data and gives this design its name. If an evaluation produced a pattern of results as shown in the Figure then it could be reasonably concluded that the Intensive Foster Care Scheme is probably more effective than the Institutional Programme in reducing the disturbance of children.

Main Advantages

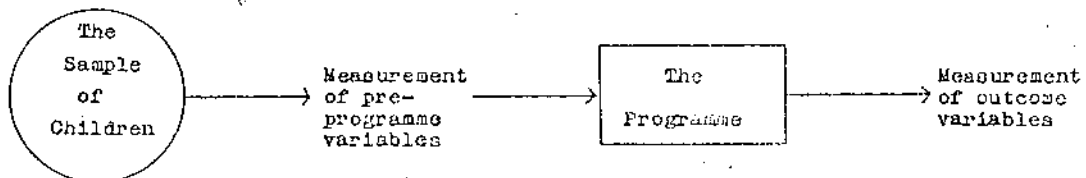
- a). There are no (serious) ethical problems associated with the use of this design.

- b) Unlike the usual Non-Equivalent Control Group Design, when using this design the requirement that the two groups of children be as similar as possible is relaxed. In fact, the two groups should be dissimilar in terms of the graded scale on which they are compared.

Main Disadvantages

- a) Unless the results of the first measurement of the children's attribute satisfies the required conditions, the evaluation may not proceed.
- b) The results might be uninterpretable, depending on the shape of the graph produced. (If the effects are non-linear and the evaluator realises this, then, at best, interpretation of the results will be difficult. However, if the evaluator fails to realise that the results are non-linear, then an incorrect interpretation could well result.)

2.3.5 The One Programme Before-After Design



Example (hypothetical): Once again, suppose that there is interest in the effect of an outdoor pursuits programme on the offending of delinquent children. Using this design, the offending of a group of children would be measured before and after their participation in the programme, and thus, any change in the rate or type of such offending could be measured. It should be noted that the design has no built in check on whether any observed change in offending resulted from the programme or, from other influences on the children, e.g. maturation, increased police activity, a deterioration in the weather, etc. Consequently, extreme caution would have to be exercised before attributing any change in offending to the outdoor pursuits programme itself.

Main Advantages:

- a) no ethical problems;
- b) ease of application.

Main Disadvantage:

This design does not provide a reasonable measure of effectiveness of a programme because the observed results may have been caused by other factors. In particular, the evaluator can never be certain that the children would not have changed in the same way, had they not participated in the programme.

2.4 Choosing an Evaluation Design

When choosing an evaluation design two opposing requirements must be considered: on the one hand, the evaluator wants a design which will produce results which are interpretable, reliable, valid, and able to be generalised beyond the particular group of children used as a sample for the evaluation; and on the other hand, the evaluator wants a design which will not be too difficult to apply. In general, the Experimental Design provides interpretable, reliable, valid results which can be generalised, but it is the most difficult design to apply; whereas the One Programme Before-After Design provides ease of application, but the results are unreliable and cannot be generalised beyond the sample studied. The other three designs lie somewhere between the Experimental Design and the One Programme Before-After Design.

There has been vigorous debate about evaluation design over the last 20 years. In what follows, I have attempted to summarise briefly the main points that have crystallised from this debate.

Almost without exception, experts in the field of evaluation design strongly advocate the use of the Experimental Design whenever this is practical within the limits imposed by the requirements of administrators and social work practitioners, and with due regard to ethical considerations involved in the use of random assignment.¹ While most of this debate has taken place in the United States, closer to home Jensen (1968) and Boven (1975), in papers produced for this Department, both argue strongly for the use of the Experimental Design. This view was supported by John Grant, then Chief Executive Officer, Development Services, now the Director-General of this department, who in 1975 in his paper 'The Evaluation of Treatment Programmes For Juvenile Offenders' said:

1. Space does not permit an extensive list of references in support of this statement. However, should the reader be interested in discussions on this topic the following two books provide comments from a multitude of evaluation and design experts: Bennett and Lumsdaine, 1975, Evaluation and Experiment; Abt, 1976, Evaluation of Social Programs.

'... the evaluation programme should involve research techniques designed to systematically determine the effectiveness of treatment programmes, particularly the random assignment research model.'

The problems associated with the Experimental Design, i.e. the ethical problems and the practical difficulties of applying the design, led, in the early 70s, to the advocacy of less rigorous designs, particularly by social work practitioners. However, in recent years there has been a backlash by some evaluators against this movement, coupled with a re-examination of the ethical dilemma. For example, Tukey, et al (1976), consider that it is unethical not to evaluate programmes using an experimental design.¹ This is in agreement with the viewpoint put forward by Gilbert, et al (1975), who consider that the ethical problems associated with using the Experimental Design are insignificant when compared with the ethical problems associated with 'fooling around with people' by subjecting them to unevaluated programmes in the normal course of social work.² Other evaluators have suggested ways of adapting the experimental design so that the ethical problems associated with random assignment are minimised or avoided entirely.³

In recognition of the difficulties in applying the Experimental Design, some evaluators (notably Campbell) have been examining closely the validity of the results produced by other designs.⁴ As a result of this work, these designs have been categorised as either quasi-experimental or non-experimental.⁵ There does not appear to be available a concise definition of quasi-experimental in this context. However, models of this type are distinguished by the type of results that they produce. Characteristically, the validity of these results is threatened by only a small number of factors, which can be explicitly

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1. Tukey, et al, 1976, p.306.
 2. Gilbert, et al, 1976, p.182.
 3. See for example, Cook and Campbell, 1979, p.384.
 4. For example see Cook and Campbell, 1979, or Campbell, 1975.
 5. Franklin and Thrasher, 1976, p.66, use the term 'bargain basement' instead of non-experimental.

stated. Thus, although these designs do not produce results which are as reliable as those produced by the Experimental Design they do contribute to the advancement of knowledge in the field under study. The non-equivalent control group design, the time series design, and the Regression Discontinuity Design, discussed earlier, are examples of quasi-experimental designs.

Non-experimental designs do not measure programme effectiveness. The more rigorous non-experimental designs, of which the One Programme Before-After Design described earlier is an example, measure the change which occurs in a group of children who have participated in a programme. But they provide no empirical framework for linking the measured change with the programme beyond the fact that the two events occurred over the same time. However, non-experimental designs have a well established place in the armoury of the evaluator as they can be useful for the following reasons:

- a) they provide qualitative information about the programme;
- b) they often provide considerable information about the process of the programme;
- c) the information they provide may be all that is required by the administrator;
- d) they can provide preliminary information prior to a full evaluation. The results of this preliminary investigation may obviate the need for a full evaluation. For example, if a simple before-after investigation indicates that the programme does not appear to have any beneficial effects on the children placed in the programme, then the administrator might wish to change the programme, rather than leave it in place until a full evaluation is completed.

SUMMARY

1. The experimental design provides the best means of measuring the effectiveness of a programme and should be used whenever possible, with due regard for the ethical and practical difficulties involved in applying this design;
2. Quasi-experimental designs provide a means of measuring the change which occurs in children during their involvement in a programme, and allows the cautious attribution, along with explicit caveats, of the measured change to the programme. These designs should be used to measure the effectiveness of a programme only when it is not possible, under the circumstances, to use an experimental design;
3. Non-experimental designs do not measure programme effectiveness but may be used to provide information about the changes which occur in the participants in the programme and about the process of the programme.

3. REVIEW OF COMPLETED REPORTS ON DSW CHILD CARE PROGRAMMES¹

The reports reviewed in this section have all been completed in the last 20 years. Little research had been done before that time and it can be argued that the nature of the population of New Zealand and the nature of non-parental care have changed sufficiently in the last 20 years to render that work 'historical'. It might also be argued that significant changes have occurred in New Zealand society in the last 10 years²; however, when so little material is available it would, perhaps, be foolhardy to remove from consideration any research completed from 1963 to 1973.

While the orientation of this paper is towards research on DSW child care programmes, many of the reports under review here could not strictly be described as research reports. However, all these reports have one feature in common: they all provide information, numerical or non-numerical, which would be of interest to researchers investigating DSW child care programmes.

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1. Only those reports to which I had accessd are reviewed. There may be existent reports of which I am not aware, or which I could not acquire, which are not included in this review.
 2. For example, the 1981 Census on the family composition of New Zealand households, compared with the 1976 Census, shows that there are fewer children per family; an increased percentage of childless couples; a decline in two-parent families; and a sharp rise in families with one parent. Source - New Zealand Official Yearbook, 1983, pg 76.

3.1 A Categorization of Completed Research

This section provides a categorization of the research reports listed and briefly described in Appendix 1: first, the reports are classified by whether they are evaluative; and second, the evaluative reports are classified according to the research design used.

In Section 1.4 it was noted that evaluative research measures the effectiveness of programmes by measuring the extent to which the programmes meet their objectives. The following two features, therefore, are common to all evaluations, and distinguish evaluations from descriptive research:

- a) a statement of the objectives of the programme;
- b) an attempt to measure the extent to which at least one of these objectives has been met.

Using these two criteria it is found that of the research reports listed in Appendix 1 only the following three reports are evaluative:

- i) Bramley's 1982 report entitled Kibblewhite Road Family Home: an evaluation;
- ii) Watson's 1977 report entitled Exit the Custodian and Enter the Teaching Parent; and
- iii) Watson's 1981 report entitled The Development of Self Monitoring Behaviour by Delinquent Girls in Residential Care.

It should be noted that while only three reports properly fit the criteria of evaluative reports, there are a number of reports categorised here as descriptive studies which do have some evaluative content. These reports are distinguished from other descriptive studies in that the reader may form a judgement about the effectiveness of the programme by comparing the information presented with what she or he considers to be a

reasonable standard for that programme. For example, the Foster Care Federation in their centennial bulletin, '100 Years of Fostering 1883-1983' (pg 19), expressed the view that the average number of placements experienced by foster children was too high, based on the information presented in Mackay's 1981 report, Children in Foster Care. However, I am concerned here exclusively with those reports which fit the model outlined above: viz, an explicit statement of the programme's goals and an expressed attempt to measure the extent to which these goals are attained.

There follows a brief description of each of the three evaluative reports identified above which fit this model.

In Branley's report, the objectives of the Kibblewhite Road Family Home are stated as follows:

'To develop in the children a trustful relationship with their foster parents, and to instil in them a realistic standard of values, in an attempt to make them into successful members of the community'.

That is, the Family Home has a short term (process) objective - to develop in the children a trustful relationship with their foster parents; an intermediate objective - to instil in them a realistic standard of values; and a long term objective - to make the children into successful members of the community. There is also the explicit assumption that the short term and intermediate objectives will lead to the long term objective.

While this study is severely limited (acknowledged by Bramley), by the small size of the sample, and by the design used, it is nevertheless an evaluation rather than a descriptive study, by virtue of the attempt made to measure whether the children in the sample became successful members of the community, and by linking this with the attainment of the short term objective of developing a trustful relationship between the children and their foster parents. The question of instilling a realistic standard of values in the children is not addressed.

The relationship of the child with the foster parents is measured simply by the foster parents' opinion. The extent to which the children become successful members of the community is measured by their offending after leaving the Family Home. And the extent to which the Family Home helped to make the children become successful members of the community is estimated by comparing the prognoses of the children at the time they came into the Family Home with their offending after they left the Home. This, then, is a One Programme After-Only Design, which is a weak non-experimental design differing from the one programme before-after design described in the section 2.3.5 in that here, the 'before the programme measurement' is replaced with an estimation of the children's prospects.

Watson's 1977 report evaluates the introduction to a DSW Girls Home of a behavioural modification treatment which uses a token economy technique. Although the design for the evaluation is not fully described, it appears that a time series design was loosely applied. The following description of the method used interpolates a little from the information supplied in the report. Prior to the introduction of a full token economy system, the institutional staff used an intermediate or weak token economy system. During the last ten weeks when this old system was in operation, the girls' behaviour was recorded for the purposes of the evaluation.

The new system was then introduced in two stages, and, for each stage, the girls' behaviour was recorded over ten weeks. The system in operation during the second stage, which included a procedure for dealing with each girl's specific behavioural problems, was much stronger than that in operation during the first stage. This design is an adaptation of the Time Series Design described in section 2.3.3, and is therefore a quasi-experimental design.

When evaluating this type of programme (i.e. the new token economy system) a quasi-experimental design is usually considered to be adequate provided that a large effect is expected. In this case, the institution's staff had reason to expect that there would be quite a large improvement in the girls' behaviour under the new system. Therefore, all else being equal, the Time Series Design was suitable for use in this evaluation. However, the adequacy of the time series design as used here depends on whether the same sample of girls was used for each of the three stages of the evaluation. If this were not the case, then the changes in the girls' behaviour could obviously be due to the change of samples rather than the change in the behavioural modification system. The report does not specify whether the sample of girls was the same throughout the evaluation, but given that the institution provides only short term care, it is unlikely that this was in fact the case.

Watson's 1981 evaluation of the introduction of self monitoring of the behaviour of girls in a Social Welfare institution (the same institution discussed in his earlier 1977 report) employs a modified Experimental Design. Watson randomly assigned girls in the institution to two groups. A baseline measurement of the room cleaning, under the existing token economy system in operation at the institution, was made for both groups of girls over a period of 15 days. Similarly the girls' room cleaning was monitored over the next 15 days during which time the girls received instruction in the self monitoring system. During this second period of 15 days the original token economy system was still being used. For the next 13 days, the experimental group was put onto the self monitoring system while the control group remained on the original token

economy system. Then, for a second period of 13 days, the control group was left on the token economy system and the experimental group was returned to this system as well. During the following 12 days both the experimental group and the control group were placed on the self monitoring system. During the next 7 days neither the token economy system nor the self monitoring system was used for either group, and this was followed by the re-introduction of the self monitoring system for both groups of girls. The measurement of the girls' room cleaning was continued for a further 7 days, making 80 days of measurement in all.

This complex evaluation design can be described as an Experimental Design combined with a Time Series Design incorporating multiple introductions to the programme. Properly applied, this can be a very powerful evaluation design. However, in this case the evaluation was severely limited by the minute sample size, (5 girls in each group), and by the short periods that the self monitoring system was allowed to continue undisturbed. During the evaluation, the longest period that the self monitoring system was left in place without interruption, for either group of girls, was 13 days. Consequently, no matter how powerful the design, no reliable comment can be made about the long term success of the self monitoring system.

To reiterate: of the 50 reports listed in Appendix 1, only 3 can be classified as evaluative research; one used an experimental design, another used a quasi-experimental design, and the third used a non-experimental design.

The 47 non-evaluative reports are descriptive in nature, 31 of which present numerical information. The remaining 16 non-evaluative reports describe a programme, or discuss the objectives of a programme, without recourse to numerical data.

The following table classifies the 50 reports listed in Appendix 1 by the non-parental child care programme that they address.

Table 1: Completed Research Reports on Social Welfare Child Care
Programmes classified by the type of research

	<u>Non Specific¹</u>	<u>Foster Care²</u>	<u>Family Home</u>	<u>Residential Care</u>
<u>Evaluations</u>				
Experimental				1
Quasi-experimental				1
Non-experimental			1	
<u>Descriptive Studies</u>				
<u>Numerical</u>				
Surveys ³	3	4	2	6
Others ⁴	6	4	2	4
<u>Non-numerical⁵</u>	2	1	3	10
<u>Total Reports</u>	11	9	8	22

1. In this context, non specific refers to reports that focus on children in care generally, rather than on a particular programme providing non-parental care.
2. One report (Mackay, 1981) has been listed both under 'non specific' and 'foster care' because while much of the paper deals with children in care generally, it contains a section which presents a considerable amount of information specifically on children in foster care.
3. These include surveys by questionnaire or by interview, and also research conducted by way of applications of psychological tests or other measurement devices, e.g. see Court, et al, 1971.
4. These include research based on data routinely collected by the Department's data collection procedures or on data gleaned from the Department's files.
5. These include statements of objectives or philosophies of programmes, descriptions of individual institutions, overviews of programmes, reports such as the Human Rights Commission's report on discrimination in Childrens Homes (see under Residential Care in Appendix 1), etc.

The table shows that with regard to the 3 main Social Welfare child care programmes, more reports have been written about Residential Care than about Foster Care and Family Homes combined. However, this is largely due to the comparatively large number of non-numerical reports that have been written about Residential Care. When looking only at the numerical descriptive studies and the evaluative reports it is seen that there have been 8 such studies done on Foster Care, 5 on Family Homes, and 10 on Residential Care.

3.2 The availability of information on DSW Child Care programmes

Most of the studies under review here were small in scale, using a small sample or examining only one aspect of the programme. Only 6 of the numerical studies supplied a considerable amount of information about the programme that they addressed: 4 on Foster Care¹; 1 on Children in Care (generally)²; 1 on Family Homes³; and none on Residential Care.

For each of the main DSW child care programmes the following table indicates the information provided by the reports listed in Appendix 2. The categories of information used are those discussed in Section 2. It must be emphasised that the table refers only to information provided in the reports reviewed in this paper. There may well be other reports which have not come to my attention, or reports which I was unable to acquire, which contain information which would be of interest here. There are also other sources of information not included here, such as DSW memorandum or file notes, which might provide information on DSW child care programmes. Unfortunately, time and resources are such that a thorough search for such material has not been possible.

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1. Groves, et al (1978), Mackay (1983), Prasad (1975), and Stirling (1972).
 2. Mackay (1981).
 3. Kemp (1980).

TABLE 2 - A SUMMARY OF THE AVAILABILITY OF INFORMATION ON DSW
NON-PARENTAL CHILD CARE PROGRAMMES¹

<u>Programme Specification</u>	Children in Care generally - no specific programme	Conventional Foster Care	Intensive Foster Care	Family Homes	Regional Institutions	National Institutions
(a) Objectives	D.	C.'81	E.'82	C.'82	A.'82	A.'82
(b) Programme description						
- programme procedures	n/a	n/a	n/a	B.'82	A.a	B.a
- costs	D.	B.'76	D.	B.'76	A.'84	A.'84
- DSW Staff:						
- characteristics	B.'78	B.'76	B.'83	B.'80	C.'82	D.'82
- role ²	C.'82	A.'83	A.'83	D.	D.	D.
- views	D.	A.'83	A.'83	D.	D.	D.
- Foster Parents:						
- characteristics	n/a	A.'83	B.'83	A.'80	n/a	n/a
- role ²	n/a	D.	D.	B.'82	n/a	n/a
- views	n/a	A.'83	A.'83	A.'80	n/a	n/a
- The Children:						
- characteristics ³	C.'74	D.	A.'83	D.	D.	C.'68
- views	D.	A.'83	A.'83	D.	D.	D.
- The Child's Parents:						
- views	D.	A.'83	A.'83	D.	D.	D.

1. This table summarises the more detailed listing of the availability of information presented in Appendix 2. No attempt has been made to judge the validity of the information listed as being available.
2. The information listed here is that which describes the tasks required of the personnel in this category. Information on the perceptions of the personnel of their role is included in the next category, i.e., 'views'.
3. This category is intended to be for information describing a sample or cross section of children in the programmes. For some programmes, e.g., Foster Care, a description of a cross section of children in the programme may be substantially different from a description of the children at the time of entering the programme.

NOTE: The key to this table is on the following page.

TABLE 2 (continued)

Pre-programme Variables	Child in Care generally - no specific programme					
	Conventional Foster Care	Intensive Foster Care	Family Homes	Regional Institutions	National Institutions	
(a) The child at the time of the placement	B.'81	B.'83	A.'83	C.'82	B.a.	B.a
(b) The child's family	A.'81	B.'83	B.'83	D.	D.	C.'68
(c) The child's life prior to the care order	B.'81	B.'83	B.'83	D.	C.'83	C.'68
(d) The circumstances of the care order	B.'81	B.'83	B.'83	D.	D.	D.
(e) The child's history after the care order but before this placement	n/a	B.'83	C.'83	C.'82	D.	C.'68
(f) The situation leading to this placement	n/a	D.	B.'83	C.'82	B.a.	B.a
<u>Programme Variables</u>						
(a) Characteristics of the programme ⁵	B.'81	A.'83	A.'83	C.'82	C.'81	D.
(b) Characteristics of the child in the programme	C.'74	B.'83	B.'83	D.	C.a	C.a
<u>Outcome Variables</u>						
(a) Intermediate outcomes	C.'81	B.'83	B.'83	C.'82	C.'81	D.
(b) The child's discharge from the programme	B.'81	B.'83	A.'83	D.	C.a	C.a
(c) The child's life after discharge from the programme	D.	D.	D.	C.'82	D.	C.'68

Key⁴: A = adequate information
 B = some gaps in the information available
 C = information largely not available
 D = no information available
 n/a = not applicable
 a = annually

The year given is that of the most recent paper supplying a reasonable amount of the information in this category.

4. This rating of the availability of information is purely subjective and is based on the detailed listing in Appendix 2 of the available information. In general, the rating listed in the table is on the generous side.
5. These characteristics of the programme are intended to be those which differ (potentially) from child to child, e.g., amount of contact with the child's family, length of time in the programme, etc.

The table demonstrates that there are some major gaps in the information supplied by the reports reviewed here. First, there is very little information provided on Family Homes and on Institutional Care, both regional and national. Second, there is almost no information on what happens to children after they are discharged from any of the DSW child care programmes. Third, there is no information on the way children progress through the types of DSW child care programmes, or, in other words, on the patterns of placements experienced by children in care. (This third point is not quite as obvious from the table as the first two points, but it shows up directly in the grade of C given to 'intermediate outcomes' for children in care generally, and indirectly in the absence of information for most of the programmes in the category 'The children's lives after the child care order but before this placement'.) There follows a more detailed examination of the information presented in Table 2.

Information which is not available for all or almost all of the programmes

i) The role and views of DSW social workers and residential staff.

With the exception of foster care, we do not have a description of the tasks in which social workers and residential staff are involved and the time spent on the various tasks. Nor do we know how social workers perceive their role and what their views are on practical aspects of the programmes.

ii) Profiles of Children

With the exception of the Intensive Foster Care Scheme, there are not available any profiles of children in DSW child care programmes. While it is true that for children in care generally, and for children in conventional foster care, there are available descriptions of the children at the time that they were placed in the programmes, these descriptions do not constitute profiles of the children in the

programmes. A sample of children at the time of placement in a programme may contain many children who will be shortly discharged from that programme so that this sample might be quite different from a cross-section of the children in that programme. This is especially true of the programmes which provide long term care, for example, foster care.

iii) The perceptions and views of the children and their parents.

With the exception of conventional and intensive foster care, we do not know how the children see themselves or their relationship to their parents, nor do we know what they think of the way the programmes operate. We do not know what their parents think of the children's long term placement prospects nor what they think the future might hold for their children.

iv) The children's lives after the care order but before their placement in the programme.

In general, we have no coherent overall picture of children's lives once they have been taken into care, prior to their placement in any particular programme. This means, for example, that we are unable to answer questions such as: by what route do children arrive at the situation where they are placed in a national institution; or how many previous placements have children had before being placed in a Family Home and why did these placements end? Even for conventional foster care, for which information of this type is most readily available, the picture is sketchy.

v) The situation leading to the placement of children in the programmes.

We have no detailed information on why children are placed in particular DSW child care programmes. There are available generalised statements about the children for whom particular programmes are designed to cater, and there is some information available on the background of the children actually placed in some of the programmes. This sort of information allows statements such as the following to be made:

30% of children placed in foster care were recorded as having behavioural problems prior to their placement¹. We cannot say, however, what percentage of children were placed in foster care because of their behavioural problems. Even for the Intensive Foster Care Scheme, where a reasonable amount of information is available on the situation leading to children's placements, we cannot identify the specific reasons for the placements.

vi) The children's lives after discharge from the programme.

There is almost no information available on what becomes of children once they are discharged from DSW child care programmes and what little information that is available presents a gloomy picture. In 1968, O'Neill found that 87% of boys discharged from Hokio Beach School and Kohitere Training School were convicted for offending within five years of discharge.² He later reported that of the children discharged from Kohitere, 91% were convicted within the follow-up period and 68% were sentenced to a term in a Justice Department institutions.³ Some material was provided by Bramley (1982) on children discharged from Family Homes, but this was not sufficient to draw any conclusions.⁴ We have no information at all on foster children after they leave their foster homes.

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1. This percentage was taken from Prasad (1975), pg 63, Table 4.9.
 2. O'Neill (1968), pg 3.
 3. DSW (1973), pg 27.
 - 4.. Bramley (1982), pg 14.

Information which is not available for particular programmes.

i) Conventional Foster Care

- a) There is no statement of the objectives of conventional foster care provided in the reports reviewed in this paper.
- b) There is no description of what fostering requires of foster parents over and above what is usually required when raising a child.
- c) These reports provide no explanation of why children are placed in foster care, nor do they suggest what makes children suitable for foster care. This may reflect the philosophy that if a child cannot live with her or his own parents or relatives then the next best option is that the child should live in a foster home, i.e. children should be placed in foster care unless this is not possible in the circumstances. However, until we have a better understanding of what makes a child suitable for foster care there remains the possibility that there are children who are suitable for foster care who are being placed elsewhere unnecessarily.
- d) There is no information available on the children's lives and circumstances following discharge from conventional foster care.

ii) Intensive Foster Care

- a) There is no description of the tasks required of a foster parent in the Intensive Foster Care Scheme over and above that normally required when raising a family.
- b) There is little information available on the children's lives after committal to care but before they are placed in the Intensive Foster Care Scheme.
- c) There is no information available on the children's lives and circumstances following discharge from the Intensive Foster Care Scheme.

iii) Family Homes

There is almost no information available on Family Homes. In particular, the reports reviewed in this paper provide little or no information on the following: the children placed in Family Homes; their backgrounds and families; their behaviour in the Family Home; their attitudes towards the placement; how they progressed in the placements; why they are discharged from the Family Homes; and what happens to them after they are discharged from the Homes.

iv) The Regional and National Institutions

The reports under review here provide little more information on the institutions than they do for the Family Homes, in spite of the attention focused on the institutions, especially in Auckland, in the years 1980 to 1982. For the most part, the reports written on the institutions, in accordance with the purposes for which they were written, were narrow in focus, concentrating on the procedure followed by the institutions.

Apart from generalised comments, little or no information is provided on the following topics:

- a) The qualifications, experience, role and views of the residential staff.
- b) The perceptions of the children and their families of the institutional placements.
- c) The children's backgrounds, families, reason for committal to care, and history with the Department of Social Welfare prior to their placement in the institutions.
- d) How the children adapted to the placements, contact with their parents, etc.

- e) Progress made by the children during their placements, the reason for their discharge from the institutions, and their lives following discharge.
- v) Children in care generally

A considerable amount of information was provided by Mackay (1981) on children in care. However, there are still some aspects of children in care about which there is little information available.

- a) There is no statement in the reports under review on the objectives of taking children into care.
- b) There is no information available on the costs of taking children into care.
- c) There is no profile available of a cross section of children in care, with the exception of a partial profile of the children in care in Lower Hutt.¹
- d) We do not know how the children and their parents view the situation.
- e) There is little information on offending, absconding, contact with birth parents, etc., for children in care.
- f) As already mentioned (following table 2), there is no information available on the pattern of placements experienced by children in care. Consequently we are not in a position to answer questions of the following type: do children in foster care generally remain in foster care until they are discharged or are significant numbers of such children eventually placed in national institutions?

1. See DSW (1974).

- g) There is no information available for children in care generally on what becomes of these children once they leave the care of the Department.

3.3 Summary of Section 3

Overall there are many important gaps in the availability of information on Department of Social Welfare child care programmes. At the time of writing there were 50 reports on these programmes available to the author, 34 of which presented numerical information. However, most of these reports were narrow in focus and/or used small samples. Only 6 reports provided a broad range of information on the programme that they addressed. Only three reports can be described as evaluative, and only one of these attempted to assess the overall effect of the programme on the children. The other two evaluative reports attempt to measure the children's short term response to institutional programme procedures.

The availability of information is greatest for conventional foster care and the Intensive Foster Care Scheme, and weakest for Family Homes, and Regional and National Institutions. Further, there is almost no information on children's overall histories with the Department and the patterns of placements experienced by children in care, and on the children's lives following discharge from particular programmes, or from the care of the Department in general.

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4. SUGGESTIONS FOR DESCRIPTIVE RESEARCH ON THE DEPARTMENT'S CHILD CARE PROGRAMMES

The previous section contains a summary of the deficiencies in the information available on the Department's child care programmes. (More details of the information available on these programmes are given in Appendix 2). In my opinion, the most important areas in which information is not available are as follows:

- (i) The children's lives following discharge from care;
- (ii) A coherent picture of what happens to children while in care, i.e. the pattern of placements experienced by children during their time in care, together with changes which occur in the children during this time (e.g. to their behaviour, offending, attitudes, education, relationship with their birth families, etc.);
- (iii) Perceptions of children in care and their parents about their situation and their future;
- (iv) The Family Homes;
- (v) The Regional Institutions;
- (vi) The National Institutions.

For each of these topics, a suggestion is made below for descriptive research to rectify the lack of available information. It is intended that these suggestions be accorded the status of 'Suggestions for Research' and as such should be considered by the Research Review Committee. As is usual for such suggestions no claim is made at this stage for the feasibility of the research suggested; this is usually investigated during the development of a full research proposal following initial approval by the Committee. (Completed Research Review Committee 'Suggestion for Research' forms are included in the text followed by a brief discussion of the suggested research.)

SUGGESTION FOR RESEARCH¹

TITLE: Children's lives following discharge from care

BACKGROUND: Information on the lives of children after discharge from care is fundamental to our understanding of the effect of placing children in care. (Such information, while being a useful addition to what we know about children in care, would not by itself be sufficient to measure the long term effects of placing children in care.)

PROBLEM OR ISSUE: We know almost nothing about children who have been discharged from care. It is desirable that we should know something about what becomes of these children, just as it is seen to be important to know something about the lives of these children prior to being placed in care.

SPECIFIC RESEARCH OBJECTIVE(S): To provide basic information on the lives of children discharged from care. Specifically, to find out about their employment, offending, involvement with the Justice Department, their living situations, contact with their parents, life satisfaction, etc.

TYPE OF RESEARCH ENVISAGED: Interviews with children who were discharged from care 3 years ago, or with their parents or other relatives, if the children cannot be contacted.

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), the Head Office staff of the Social Work and the Policy and Development Divisions, and District Office Social Work Staff.

INTENDED USES OF THE RESEARCH RESULTS: To provide basic information which will assist in our understanding of the effect of placing children in care, and thereby provide a better basis for decision making on the development of this departments child care programmes.

ANTICIPATED BENEFITS OF THE RESEARCH: See intended uses above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

1. This is the form used to communicate research suggestions to the Research Review Committee. A brief discussion of this research appears on the following page.

4.1 The Lives of Children Following Their Discharge From Care

If we are to understand the effect on children of placing them in the Department's care, then it is essential that we know something of the children's lives following their discharge from care. Such information will not allow us to quantify the effect of the Department's care as might be the case with a rigorous evaluation of the Department's programmes. Nevertheless, should the children be shown to lead lives following their discharge which are far from ideal, then this would certainly raise doubts about the success of the Department's programmes.

Suggestion: A sample of children who were discharged 3 years ago should be interviewed. Questions would relate to the children's living situations since discharge, their employment, their self-esteem, offending, etc. One obvious difficulty in attempting this research will be in locating the children in the sample. It remains to be seen whether a sufficient proportion of the children in the sample could be located to make the research valid. It might be necessary to interview the children's parents who may be less difficult to locate.

SUGGESTION FOR RESEARCH

TITLE: Children's living situations while in care

BACKGROUND: In 1981 some figures for the average number of placements experienced by children in care were produced. (See Mackay, 1981). As there has been no update of this information (which relates to children committed to care in 1971), some groups still take these figures to represent the current situation. In addition, there has never been much information provided on the types of placements experienced by children over the entire period that they are in care.

PROBLEM OR ISSUE: At present there is almost no information available about the placements that children experience over the whole time that they are in care. As result we are in no position to answer basic questions such as the following: Do children who are first placed in foster care tend to remain in this type of care? What happens to children discharged from Family Homes? etc.

SPECIFIC RESEARCH OBJECTIVE(S): To provide information about the types of placements experienced by children during their time in care, with specific attention given to identifying patterns of placements experienced by groups of children.

TYPE OF RESEARCH ENVISAGED: The following information should be collected from the children's files: number, type, duration, and reason for termination of placements. The sample would be all children placed in care over a given period.

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office staff of the Social Work and the Policy and Development Divisions, District Office social work staff.

INTENDED USES OF THE RESEARCH RESULTS: The provision of basic information will assist in our understanding of the way children are placed during their time in care, and thereby, provide a better basis for decision making about these programmes.

ANTICIPATED BENEFITS OF THE RESEARCH: See above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

4.2 Children's Living Situations While in Care

The studies of children in care that have so far been conducted have provided almost no information about the overall lives of children in care. Most studies look at one child care programme in isolation from others and so provide no picture of how children progress through the Department's child care programmes.

The Foster Care Study (Mackay, 1981) which collected details of the placements of children over a 5 year period, had the potential to provide some information on the patterns of placements experienced by children while in care, but the analysis required to extract this information from the data was never completed.

Suggestion: In mid 1985 the files on a proportion of all children placed in care in 1978 should be examined and information extracted on the children's placements and reasons for the termination of these placements.

The principal purpose of this research would be to provide a picture of the pattern of placements of children placed in care thus enabling questions of the following type to be answered: Do children placed in Foster Care remain in this type of care or do they tend to 'gravitate' to Family Homes or institutional care as they grow older? Are children who experience institutional care successfully placed at a later stage in non-institutional care?

SUGGESTION FOR RESEARCH

TITLE: Perceptions of Children in Care and their Parents

BACKGROUND: Children in care and their parents are the clients of this department's child care programmes. Their views should be taken into account in the development of the programme. Indeed the clients' views should be a crucial element of management information if the programmes are to meet the needs of the clients in the most appropriate way.

PROBLEM OR ISSUE: For children in placements other than foster care, there is no information available on the perceptions and views of the children and their parents about the children's situations and placements.

SPECIFIC RESEARCH OBJECTIVE(S): For all main DSW child care programmes - to provide information on the perceptions and views of the children and their parents about the programmes.

TYPE OF RESEARCH ENVISAGED: Small samples of children in each of the DSW main child care programmes should be interviewed, possibly by persons not normally employed by the department. Similarly, their parents should also be interviewed.

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office staff of the Social Work and the Policy and Development Divisions, Social Workers, Residential Social Workers and the public.

INTENDED USES OF THE RESEARCH RESULTS: Improved information leading to a better basis for management decisions about the child care programmes.

ANTICIPATED BENEFITS OF THE RESEARCH: As above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

4.3 Perceptions of Children in Care and of Their Parents

Children in care are the 'clients' of the Department's child care programmes and the Department should be aware of their perceptions of these programmes. This is equally true of the perceptions of the children's parents.

Suggestion: For each of the principal child care programmes a relatively small sample of children and their parents should be interviewed about their perceptions of the child care programmes and the children's future prospects. It may be desirable that the interviews be conducted by persons not normally employed by the Department.

SUGGESTION FOR RESEARCH

TITLE: Family Home Study

BACKGROUND: There are now almost 800 children resident in Family Homes. There is almost no information available on these children. The provision of some basic information on these children would assist decision making on Family Homes.

PROBLEM OR ISSUE: As above

SPECIFIC RESEARCH OBJECTIVE(S): To provide information about the children placed in Family Homes. In particular, to provide information on the children's backgrounds, reasons for placement in a Family Home, contact with their parents while in the Family Home, behaviour in the placement, reasons for discharge from the Home, and subsequent history with the Department after leaving the Homes.

TYPE OF RESEARCH ENVISAGED: a) Retrospective information about children who were placed in Family Homes in one year could be gathered, including background information and history with the department after leaving the Family Home.
b) For a (small) sample of children presently placed in the Family Homes, a brief questionnaire for the Family Home Foster Parents covering topics not able to be extracted from the children's files, e.g. their behaviour, contact with parents, etc.

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office staff of the Social Work and the Policy and Development Divisions, Social Workers, and Family Home Foster Parents.

INTENDED USES OF THE RESEARCH RESULTS: The information provided by this study would allow a better understanding of the children placed in Family Homes and the use made of Family Homes, thereby providing a sounder basis for decision making.

ANTICIPATED BENEFITS OF THE RESEARCH: See uses above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

4.4 Family Home Study

The Report of the Department for the year ending 31 March 1984 records that there were 772 children living in Departmental Family Homes in that year. This is the second largest group of children in non-parental child care, the largest group being the 2651 children in foster care. So far there has been only one very small-scale study made of children in Family Homes (Bramley, 1982). A more extensive study providing information on these children would be useful.

Suggestion: For all children placed in the Family Homes in one year, information could be extracted from their files, including demographic information, information on the children's background and previous history with the Department, and information on what happened to these children after they were discharged from the Family Homes. This information could be supplemented by a study of a small sample of children (50 or so) which would concentrate on those aspects which cannot be adequately examined using information extracted from the children's files, e.g. contact between the children and their parents, the children's behaviour, etc. This information would be collected by way of a short questionnaire which would be completed by the Family Home Foster Parents.

SUGGESTION FOR RESEARCH

TITLE: Regional Institutions Study

BACKGROUND: Although considerable attention has been focused on the Auckland Regional Institutions, only a little numerical information is available about the children placed in the institutions, their backgrounds, the reasons for their discharge, and what happens to them following their discharge.

PROBLEM OR ISSUE: As above

SPECIFIC RESEARCH OBJECTIVE(S): To provide basic numerical information on the children who are placed in Regional Institutions. In particular to provide information on these children's backgrounds, on contact with their parents, on their behaviour while in the Regional Institutions, and on what happens to them after they are discharged from the Institutions.

TYPE OF RESEARCH ENVISAGED: a) Using children's files retrospective information about children placed in the Regional Institutions could be gathered, including information on their history with the department after discharge from the institutions.
b) A brief questionnaire for the residential social workers could provide information about the children while in the placement.

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office Staff of the Social Work and the Policy and Development Divisions, Social Workers, and Residential Social Workers.

INTENDED USES OF THE RESEARCH RESULTS: The information provided by this study would provide a better understanding of the children placed in the Regional Institutions thereby providing a sounder basis for decision making.

ANTICIPATED BENEFITS OF THE RESEARCH: As above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

4.5 Regional Institutions Study

Considerable attention has been focused on the Regional Institutions in recent years and a number of reports have been written. However, these reports provide almost no numerical information apart from the few important statistics presented in the Institutions' annual reports. More detailed numerical information was requested frequently during the examinations of the institutions which were conducted in the period 1980 to 1982. Such information was not then available and is still not available today. There is a continuing need for this information as evidenced by the steady flow of requests received since 1982.

Suggestion: For a sample of children placed in the Regional Institutions the following could be extracted from their files: demographic information, information on their backgrounds, their history with the Department, and the reasons for their placement in the institutions. Further information about these children could be provided by the institutional social workers who could be asked to complete a brief questionnaire containing questions related to the behaviour and progress of the children while in the institutions, and their contact with their parents. At a later stage information on the children's placements and progress once they have been discharged from the institutions could once again be collected from their files.

SUGGESTION FOR RESEARCH

TITLE: National Institutions Study

BACKGROUND: Apart from the information which is provided in the Annual Reports of the National Institutions there is little numerical information available about the children placed in these institutions.

PROBLEM OR ISSUE: There is still a substantial lack of basic information about the children placed in the National Institutions. For example, the children's background, the reason for the children's discharge, and what happens to the children following discharge.

SPECIFIC RESEARCH OBJECTIVE(S): To provide more information about the children placed in the National Institutions.

TYPE OF RESEARCH ENVISAGED: a) Using the children's files, retrospective information about the children placed in the National Institutions could be gathered, including information on their history with the Department following discharge.
b) A brief questionnaire for the residential social workers could provide information about the children while in the placement.

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office Staff of the Social Work and the Policy and Development Divisions, Social Workers, and Residential Social Workers.

INTENDED USES OF THE RESEARCH RESULTS: The information provided by this study would provide a better understanding of the children placed in the National Institutions thereby providing a sounder basis for decision making.

ANTICIPATED BENEFITS OF THE RESEARCH: As above.

THIS SUGGESTION SUBMITTED BY: _____

DATE: _____

(Name, Designation, Office)

4.6 The National Institutions

The situation for the National Institutions is much the same as for the Regional Institutions, that is there is very little numerical information available. The research suggested for the Regional Institutions could be equally well applied to the National Institutions.

5. SUGGESTIONS FOR EVALUATIVE RESEARCH ON THE DEPARTMENT'S CHILD CARE PROGRAMMES

Section 2.3. provided an introduction to evaluative research design. In this section, following some introductory remarks, these designs are used to generate suggestions for the evaluation of the Department's Child Care Programmes.

Evaluation involves the measurement of the extent to which the objectives of a programme are being met. However, this is usually easier said than done. It is often the case, for example, that either the objectives of a programme are not defined, or are defined in a way which is not amenable to measurement. Indeed it is a common experience for the evaluator to find that the first stage of an evaluation involves defining or redefining the objectives of the programme, in conjunction with the administrators and social workers, so that the objectives are amenable to measurement. This is by no means a trivial task, and is outside the scope of this paper. Therefore, at this stage, proposals for the evaluation of the Department's child care programmes must be based on assumed, non-specific objectives.

One principal objective which must be relevant to all of the Department's child care programmes is: to provide better care (physical and emotional), protection, and control of children than they would receive were they not cared for by the Department. If a particular departmental child care programme is not providing better child care for a child than that which would be provided by the child's own family (or by some other person willing to care for the child) then clearly the child should either be placed in a child care programme more suited to her or his needs, or the child should not be in the care of the Department.

This implies that the evaluation of a child care programme should be concerned with, (among other things), the comparison of the care provided by the programme with the care provided by other child care programmes, and with the care provided by other non-departmental alternatives, usually the children's own families.

Taking first the comparison of the care provided by the Department's child care programmes: there is little point, in comparing the child care provided by two programmes which cater for children with different needs. For example, the comparison of Foster Care and the National Institutions, two programmes at opposite ends of the child care spectrum, would be of less interest than the comparison of two programmes which potentially provide care for children with similar needs, e.g. Family Homes and the Intensive Foster Care Scheme. Where any of the evaluation suggestions below propose that a comparison be made between two or more programmes, these are programmes which could conceivably cater for children with similar needs.

Comparison of the care provided by each of the Department's programmes with the care the children would receive were they not under the care of the Department, is more problematical. In fact, at first sight, it might appear nonsensical to do so for some programmes because of the assumption that if the children were at all able to be cared for by their families then they would not be under the care of this Department. This assumption is often more strongly expressed for those programmes which deal with the more seriously disturbed children. I would suggest that the situation is rarely as black and white as this. Certainly, there are some children for whom a home placement would be out of the question; for example, where there has been an absolute rejection of the child by the parents. However, many children, even those in programmes catering for the more seriously disturbed children, return home for holidays, proving that it is not absolutely impossible that the children be placed in the care of their families, albeit only temporarily. For these children, the question is not - Can this child be cared for by her or his family?; but - Is the care provided by Department better than that provided by the child's family? At present, we operate under the assumption that the answer to this question is in the affirmative. This assumption can and should be checked using evaluative research. Some of the following research suggestions address this question.

The approach used to generate the suggestions contained in this section was to consider whether each of the evaluative research designs introduced in section 2.3 could be applied to each of the DSW child care programmes. This approach has led to a range of suggested evaluations for each child care programme, although it was found that not all of the designs could be practically applied to all of the programmes. Each suggested evaluation is followed by a brief discussion of its merits.

It must be emphasised that, within the time frame of this present exercise, a full assessment of the practicality of the suggested evaluations was not possible. That is not to say, however, that no thought has been given to this matter. Indeed, an attempt has been made to keep the ethical and practical problems associated with the suggested evaluations to a minimum, within the constraints imposed by the designs. The material provided below is intended to be sufficient to allow a decision to be made (by the Research Review Committee) on whether further, detailed assessment should be made of particular suggested evaluations. (Completed Research Review Committee 'Suggestion for Research' forms are included in the text.)

SUGGESTION FOR RESEARCH

TITLE: The Home Placement Study

BACKGROUND: The previous Minister of Social Welfare, Mr Venn Young, called for consideration of research into the long term effects of the Department's child care programmes.

PROBLEM OR ISSUE: If the long term effects of the Department's non-parental care programmes are to be ascertained then evaluative research is required. Evaluative research is orientated to the measurement of the effects of a programme in terms of the extent to which the programme achieves its objectives. One objective of the Department's programmes must be to provide better care (physical and emotional), protection, and control than the children would receive from their own families.

SPECIFIC RESEARCH OBJECTIVE(S): For some of the children in care, to compare the care provided by the Department with that provided by their own families.

TYPE OF RESEARCH ENVISAGED: Two evaluation designs are put forward for the consideration of the Research Review Committee. (See the following pages).

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office Staff of the Social Work and the Policy and Development Divisions, District Office Social Work Staff, and, depending on the programme under evaluation, Residential Social Workers or the Foster Care Federation.

INTENDED USES OF THE RESEARCH RESULTS: This research will provide information on the practice of returning children home after a period in care which will assist in the further formulation of policy and practice in this area.

ANTICIPATED BENEFITS OF THE RESEARCH: See above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

5.1 COMPARING THE CARE PROVIDED BY THE DEPARTMENT'S PROGRAMMES WITH THAT PROVIDED BY THE CHILDREN'S PARENTS¹

As explained in the introductory remarks in this section, a principal objective of any of the Department's child care programmes is to provide better physical and emotional care, protection and control of children than they would receive were they not under the care of the Department. The following two evaluation designs are tentatively suggested as being suitable for the evaluation of this particular objective. These designs might be applied to any of the Department's child care programmes.

5.1.1. An Application of the Experimental Design

For many children in care it is recorded in their social work plan that they should eventually be returned to their families. Usually this return is contingent on certain developments in the family circumstances or changes in the child's behaviour. (At present there is no numerical information available on how many of these projected returns of children to their families occur as planned.) Perhaps some of these children could be returned to their parents at an earlier stage than that indicated in their plans.

Design

A sample would be formed comprising children whose social work plans include an eventual return to their families. Any child for whom it was thought inconceivable that she or he could be returned home earlier than planned would be excluded from the sample. The children would then be randomly assigned to two groups. Children in the first group would be placed with their families as soon as possible, providing that this did not entail the disruption of a stable foster or family home placement.

1. An evaluation design which compares foster care with the care provided by the children's own families is suggested in section 5.2.1.

The children in the second group would remain in the programme until, through the normal course of events, they are returned to their families. It might be appropriate to include in this design an increased level of social work support for families of the children in the first group.

The children in the two groups would be compared on subsequent life events and on self esteem, behaviour, education, employment, offending, etc.

Advantages of Using this Design

This design should allow an unequivocal comparison to be made between the Department's care and the care that would be provided by the children's own families. This comparison would, of course, be valid only for children similar to those included in the sample.

Disadvantages of Using this Design

a) Ethical Consideration

This evaluation would be considered unethical if some of the children in the sample were knowingly subjected to a standard of care less than that which they would have otherwise received. It is necessary, therefore, to examine the situation of the children who will be returned home earlier than would have been the case had they not been involved in the evaluation. It might be argued that these children will be disadvantaged by this process because if their parents had been able to provide adequate care for them then they would have already been returned home. However, this view would not be universally accepted as some consider that the Department is too conservative in its estimation of when children can be returned to their parents. It is not possible at present to resolve this question. In fact, were this possible, then this would imply that we already know the relative merits of the Department's care and the care potentially provided by the children's parents. If this were so, then there would be no need to conduct this evaluation.

In summary, as it cannot be demonstrated that children will be disadvantaged by participation in this evaluation, there are no major ethical objections to the use of this design.

b) It remains to be seen for some programmes whether it would be possible to form a sufficiently large sample for this evaluation, i.e. would there be enough children who could conceivably be returned to their own families at an earlier stage than that indicated by their social work plans?

5.1.2 An Application of the Regression-Discontinuity Design

This design can be used to compare the progress of two groups of children where the children in one group generally rank above those in the other group on some relevant measure. The comparison is made meaningful, in spite of this difference between the groups, by the use of statistical techniques.

In this suggested application the progress of children who in the normal course of events are returned home from one of the Department's programmes would be compared with the progress of the children who remain in the programme. It should be possible to devise a measure which would satisfy the criteria required by this design: i.e. the children in the group of children returned home must generally rank below (or above) the children who remain in the programme, and there must be some variation in the outcome of the measure for children within each group.

One measure which might be suitable would be an assessment on a scale of one to ten of the likely outcome of an immediate return of the children in the programme to their homes.

Design

- (i) A measure which satisfied the criteria above would be devised and tested.
- (ii) A sample of children in the programme would be assessed using the measure.
- (iii) Those children who are placed at home in the normal course of events during the following 6 months would form one group while those children who remained in the programme would form the basis for the other group. However, those children in this second group who were returned home during the period between 6 months and 12 months after their initial assessment would be excluded from the evaluation.
- (iv) The progress of both groups of children would be compared at the end of this second period of 6 months in terms of their self esteem, behaviour, offending, education, etc., or a combination of these variables.
- (v) The two groups of children could be similarly compared after further time has elapsed.

Advantages of Using this Design

- (i) This design avoids the ethical problems associated with the use of random assignment.
- (ii) It does not entail major interference with normal social work practice.

Disadvantages of Using this Design

- (i) It may be found, once the initial assessments of the children have been completed, that the measure used does not satisfy the required criteria.

- (ii) The pattern of the results produced using this design might not be interpretable. This might be exacerbated by the fact that the children in the first group will presumably be returned to their own families at any time during the first 6 monthly period. (This design requires that when the first assessments of the children are plotted against the later assessments the pattern produced should be linear. The staggered return of the children to their homes might interfere with this linearity.) It might be better for the interpretability of the results if these children were all returned to their homes at about the same time. The following variation in the design would get around this possible difficulty at the expense of a greater degree of interference in the social work practices affecting these children.

Alternate Design:

This evaluation would be identical to that above, with one exception: after their initial assessment, those children who are most likely to progress well in their own homes would be placed with their own families as soon as this could be properly arranged.

SUGGESTION FOR RESEARCH

TITLE: Evaluation of Foster Care

BACKGROUND: The previous Minister of Social Welfare, Mr Vern Young, called for consideration of research into the long term effects of the Department's child care programmes.

PROBLEM OR ISSUE: To establish the effects of Foster Care on children, evaluative research is required.

SPECIFIC RESEARCH OBJECTIVE(S): To measure the intermediate and long term effects of Foster Care on children.

TYPE OF RESEARCH ENVISAGED: Four evaluation designs are put forward for the consideration of the Research Review Committee. (See the following pages).

INTENDED RECIPIENTS OF RESEARCH RESULTS: AIG (Social Work), Head Office Staff of the Social Work and the Policy and Development Divisions, District Office Social Work Staff, and the Federation of Foster Parents.

INTENDED USES OF THE RESEARCH RESULTS: By assisting in our understanding of the effect of Foster Care on children, this research will provide a better basis for decision making about this programme.

ANTICIPATED BENEFITS OF THE RESEARCH: See above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

5.2 EVALUATION OF FOSTER CARE

Foster Care provides substitute care for children whose own families are unable to care adequately for them. This implies that the fundamental evaluative question of Foster Care is: Does Foster Care provide adequate family care of children compared with the care which would have been provided by their own families?

Where the child could not under any circumstances be left in her or his own home, e.g. cases involving total rejection or severe child abuse, there can be no doubt that Foster Care provides a better alternative than leaving the child in the family home. In many other cases, however, the decision to place the child in care is not so clear cut, and depends on the careful consideration of the circumstances. While to some it might seem self-evident that these children are better off in Foster Care, this has yet to be examined critically by evaluating the effect of such placements.

In what follows, a number of evaluation designs are proposed. Whether any of these are feasible requires a more thorough examination of aspects of Foster Care than is possible in this present exercise.

5.2.1 An Application of the Experimental Design

The Design

- (a) At the time that guardianship proceedings are initiated, children suitable for a foster placement would be identified.
- (b) Those children who could not be allowed to remain in the family home under any circumstances would be removed from the sample.
- (c) The children remaining in the sample would then be randomly assigned (following their committal to care) either to a foster placement or to remaining in their own home, perhaps with increased supervision.

- (d) The children in the two groups would be compared on measures of behaviour or other attributes at regular intervals during and following their placements.

Advantages of Using this Design

This is the only design which allows an unequivocal comparison to be made between the effect of leaving children in their own home and the effect resulting from placing them in Foster Care. (This comparison applies only to children similar to those included in the evaluation.)

Disadvantages of Using this Design

- (a) The ethics of this application require careful consideration. It may be argued that it would be unethical to allow children to remain in their own homes after it has been decided that they should be placed in Foster Care. On the other hand, since Foster Care has never been evaluated we do not know whether this is a better option than allowing the children to remain in their own homes. If this latter view is accepted, then there is no (serious) ethical problem involved in the random assignment of children to either of these alternative.
- (b) This application of the experimental design is practicable only if there are significant numbers of children who would normally be placed in a foster home, who could be allowed to remain in their own homes (perhaps with increased supervision). It may be that there are not sufficient numbers of children who satisfy this requirement.
- (c) The children required for this evaluation would be newly committed to care. It might not be possible to convince the courts that a guardianship order is necessary when (for the purposes of the evaluation) the child might be allowed to remain in the family home.

5.2.2 An Application of the Non-Equivalent Control Group Design

This design can only be usefully employed if a comparison group of children can be found who are similar in almost every respect to children who are placed in Foster Care. The following application is tentatively suggested in the full realization that further investigation might indicate that it is impracticable.

Design

A possible comparison group could be those children who are brought before the courts by way of a complaint, for whom the court fails to grant a guardianship order which has been recommended by this Department. The children in this comparison group would not be identical to the children placed in Foster Care, but they might be similar in many respects. The comparison group would be compared with the group of children placed in Foster Care using some suitable measure and on the basis of their life events.

Advantages of Using this Design

This design is much easier to apply than the Experimental Design, and it avoids the ethical dilemma associated with that design.

Disadvantages of Using this Design

- (a) Should the children in Foster Care develop differently from the children left in their own homes, then this might be due to inherent differences between these two groups rather than being due to the children's different living situations. Thus, the results will not be unequivocal.
- (b) It might not be possible to form a comparison group of sufficient size. (Last year there were only 30 children who could have been used for the comparison group.)

5.2.3 Time Series Design

I can think of no practical application of this design to the evaluation of Foster Care.

5.2.4 An Application of the Regression-Discontinuity Design

Design

A sample of children who are about to be placed in their first foster placement following committal to care would be assessed using a measure of 'disturbance' (or some other suitable measure).

Another sample, comprising children about to be placed on legal supervision, would be similarly assessed. This application can only proceed if the children in the first sample are generally rated above the children in the second sample on the measure of 'disturbance', and within each group there is some variation of 'disturbance'.

The children in the two groups would be re-assessed using the same measure at 6 monthly intervals and the result of these later assessments would be plotted against the first assessment. The results might then show what effect has resulted from placing children in Foster Care over and above the effect that would have resulted had the children been placed under legal supervision.

Advantages of Using this Design

As with the Non-Equivalent Control Group Design, this design is relatively easy to apply and avoids any (serious) ethical problems.

Disadvantages of Using this Design

- (a) If the conditions regarding the first assessment of the children's 'disturbance' (discussed above) are not met, this design cannot be used in this way.

- (b) The results might be uninterpretable, depending on the pattern produced.

5.2.5 An Application of the One Programme Before-After Design

Design

Using appropriate measures, a sample of children would be assessed before, during, and after being placed in foster homes.

Advantages of Using this Design

This design has no (serious) ethical problems associated with it and is easier to apply than the other designs considered here.

Disadvantages of Using this Design

This design makes no attempt to distinguish between the effect of Foster Care and the effect of other factors, e.g. maturation. It does allow us to measure the change in the children in the sample, but does not allow us to attribute this to Foster Care, as we do not know what change would have occurred had these children not been so placed.

SUGGESTION FOR RESEARCH

TITLE: Evaluation of the Intensive Foster Care Scheme

BACKGROUND: The previous Minister of Social Welfare, Mr Venn Young, called for consideration of research into the long term effects of the Department's child care programmes.

PROBLEM OR ISSUE: It is necessary to apply an evaluative research design to establish the effects of the Intensive Foster Care Scheme.

SPECIFIC RESEARCH OBJECTIVE(S): To measure the intermediate and long term effects of the Intensive Foster Care Scheme on children.

TYPE OF RESEARCH ENVISAGED: Five evaluation designs are put forward for the Research Review Committee to consider. (See the following pages).

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office staff of the Social Work and the Policy and Development Divisions, District Office Social Work staff, and the Federation of Foster Parents.

INTENDED USES OF THE RESEARCH RESULTS: By assisting in our understanding of the effect of the Intensive Foster Care Scheme, this research will provide a sounder basis for making decisions about this programme.

ANTICIPATED BENEFITS OF THE RESEARCH: As above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

5.3. EVALUATION OF THE INTENSIVE FOSTER CARE SCHEME

5.3.1 An Application of the Experimental Design

Design

The use of the experimental design requires that from a pool of potential candidates for the Intensive Foster Care Scheme, children be randomly assigned to either the Intensive Foster Care Scheme or to some other programme with which the Intensive Foster Care Scheme is to be compared. The Intensive Foster Care Scheme was originally intended to cater for children who would otherwise be placed in an institution.¹

If this is indeed what occurs in practice, (some comment will presumably be made on this in the final report resulting from the current research into the Intensive Foster Care Scheme), then the children in the pool would be randomly assigned to either the Intensive Foster Care Scheme or an institutional placement.

If, on the other hand, the research currently underway demonstrates that the children in the Intensive Foster Care Scheme would have been placed in a variety of placements (e.g. conventional foster care, Family Homes, or institutional care) had the Scheme not existed, then the children in the pool should be randomly assigned either to the Scheme or to the appropriate alternative placement. These alternative placements should be able to be identified from the children's plans.

At the time that the children are placed in the pool of those suitable for the Intensive Foster Care Scheme, measurement would be made of the children's behavioural or other problems. Similar measurements would be made during the children's placements and after their discharge from these placements. The children would be compared on the basis of these measurements, and on life events following their discharge from the placements.

1. See Thompson & Todd (1982) page 2.

Advantage of Using this Design

This design would allow a comprehensive assessment of the benefits of the Intensive Foster Care Scheme to be made.

Disadvantages of Using this Design

- (a) As this design employs random assignment, there are concomitant ethical problems. However, in this evaluation these problems are minimal, providing that the pool of children considered suitable for the Scheme is larger than the number of placements available within the Scheme. In this case, where some children in the pool must miss out on being placed in the Scheme, the introduction of the process of random assignment provides all children with an equal chance of being placed in the Scheme.
- (b) The use of the random assignment technique as suggested requires that when a child is identified as being suitable for placement within the Intensive Foster Care Scheme, there should also be an alternative placement available, if not immediately, then at least shortly afterwards. This may not be practicable.

5.3.2 An Application of the Non-Equivalent Control Group Design

Design

In the present situation, where the Intensive Foster Care Scheme is being operated only in Auckland and Christchurch, it should be possible to identify children in other districts who, had they been living in Auckland or Christchurch, would have been suitable for a placement in the Scheme. These children could be compared with those in the Scheme in a similar way to that suggested for the Experimental Design.

Advantages of Using this Design

In this application there are no (serious) ethical problems. This design is also considerably easier to apply than the Experimental Design.

Disadvantages of Using this Design

If an evaluation using this design shows that after their placements, there are differences between the group placed in the Intensive Foster Care Scheme and the comparison group, then there are two possible interpretations: on the one hand, these differences might have resulted from differences between the programmes in which the two groups were placed; and on the other hand, they might have resulted from differences between the two groups of children which existed prior to their placements. As this design does not provide a means of choosing between these two possible interpretations, the results of such an evaluation are always ambiguous. However, in this application this disadvantage can be minimised since, with care, it might be possible to choose the comparison group so that it is almost identical to the group of children placed in the Intensive Foster Care Scheme.

5.3.3 An Application of the Time Series Design

It is unwise, in my opinion, to make use of this design in applications which require measurement of some attribute of children over a long period of time, as any observed effects may have resulted from the maturing of the children, rather than from the programme. However, a short term application of this design might be feasible.

Design

A sample of children who will be placed in Intensive Foster Care would be chosen 3 months prior to their placement in the Scheme. Measurements of their behavioural or other problems would be made at this time, and every month thereafter, until 3 months after their placements, thereby enabling the short term effects of placing children in Intensive Foster Care to be investigated. These measurements would then be graphed against time (see section 2.3.3), and changes in the children's attributes resulting from the programme might be identified.

Advantages of Using this Design

This design avoids the ethical pitfalls of the Experimental Design, and is marginally easier to apply than the Non-Equivalent Control Group Design because it does not employ a comparison group. The short time span of the evaluation might also be considered an advantage.

Disadvantages of Using this Design

- (a) The frequency of the measurements of the children's behavioural or other problems might produce a reaction in the social workers, children and foster parents.
- (b) The long term effect of the programme is not measured using this design.
- (c) Short term effects such as the disturbance resulting from the change in the children's living situation, might obscure any beneficial effects due to the programme.
- (d) Small changes due to the programme might not be identified by this method which is best employed where changes in behaviour, etc are expected to be reasonably large.
- (e) It might not be possible to identify a sample of children 3 months prior to their placement in the Scheme.

5.3.4 An Application of the Regression Discontinuity Design

Design

A sample of children who are about to be placed in the Intensive Foster Care Scheme, or who have just been placed in that Scheme would be assessed using a suitable measure of 'disturbance'. This exercise would be repeated for children in Conventional Foster Care and in Institutional Care (or possibly, in Family Homes if this is more appropriate). All the children would be assessed after a suitable time interval, and possibly,

after further intervals as well. The later measurements of 'disturbance' would be plotted against the first measurements. The pattern produced might show the effect of placing children in the Intensive Foster Care Scheme compared with, at the lower end of the scale, children placed in Conventional Foster Care, and with, at the upper end of the scale, children placed in Institutional Care.

Advantages of Using this Design

This design is relatively easy to apply and entails no ethical difficulties.

Disadvantages of Using this Design

- (a) After initial investigation of the first set of measurements it might be found that the design cannot be applied in this case.
(See section 2.3.4)
- (b) Depending on the pattern produced, the results might not be interpretable.

5.3.5 An Application of the One Programme Before-After Design

Design

Using an appropriate measure of 'disturbance', a sample of children would be assessed before, during, and after they were placed in the Intensive Foster Care Scheme.

Advantages of Using this Design

This design has (no serious) ethical problems associated with it and is easier to apply than the other designs considered here.

Disadvantages of Using this Design

An evaluation using this design records the changes which occur in a sample of children. It does not tell us whether these changes can be attributed to the fact that the children were placed in the Intensive Foster Care Scheme.

SUGGESTION FOR RESEARCH

TITLE: Evaluation of the Family Home Programme

BACKGROUND: The previous Minister of Social Welfare, Mr Venn Young, called for consideration of research into the long term effects of placing children in the Department's child care programmes.

PROBLEM OR ISSUE: To establish the effects of placing children in the Family Homes, evaluative research is required.

SPECIFIC RESEARCH OBJECTIVE(S): To measure the intermediate and long term effects of placing children in the Family Homes.

TYPE OF RESEARCH ENVISAGED: Four evaluation designs are put forward for consideration by the Research Review Committee. (See the following pages).

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADX (Social Work), Head Office staff of the Social Work and the Policy and Development Divisions, District Office Social Work staff, and the Federation of Foster Parents.

INTENDED USES OF THE RESEARCH RESULTS: By assisting in our understanding of the effect of placing children in the Family Homes, this research will provide a better basis for making decisions about this programme.

ANTICIPATED BENEFITS OF THE RESEARCH: See above.

THIS SUGGESTION SUBMITTED BY:

DATE: _____

(Name, Designation, Office)

5.4 EVALUATION OF THE FAMILY HOME PROGRAMME

Some of the evaluation designs considered in this paper involve the comparison of two programmes. In this case it is not immediately clear with what other programme the Family Homes should be compared. The reports available on Family Homes indicate that they deal with a variety of children for a variety of purposes. It appears that at least some of the children placed in Family Homes have a background similar to those placed in the Intensive Foster Care Scheme. It might also be that there is significant overlap between the characteristics of children placed in the Family Homes and the characteristics of children placed in both conventional foster care and institutions. Therefore, it might be appropriate to compare Family Homes with each of these other programmes, at least with regard to some of the children placed in each of these placements.

5.4.1 An Application of the Experimental Design

The Experimental Design entails the use of random assignment. In some situations the use of this process does not pose major ethical problems, e.g. when two programmes which are considered to be of equal merit are compared, or when the programme which is considered to be more beneficial has only a limited number of positions available so that even without random assignment some children would have to be placed in the other programme. In other situations, the ethical difficulties involved in the use of random assignment are likely to be prohibitive, e.g. where the design calls for the random assignment to an institutional placement of children who would not normally be considered for such a placement.

In the particular case of applying the Experimental Design in an evaluation of the Family Homes, it might be ethically possible to use random assignment to compare the Family Homes with the Intensive Foster Care scheme or with conventional foster care. However, it would be ethically undesirable to use this technique to compare the Family Homes with the institutions. The evaluation suggested below considers the comparison of the Family Homes with the Intensive Foster Care Scheme, as

the information currently available suggests that the Family Home programme overlaps more with the Intensive Foster Care Scheme than with conventional foster care.

Design

Children who would be considered suitable for both an Intensive Foster Care Scheme placement or a Family Home placement would be randomly assigned to either of these two programmes. They would be compared before, during, and after the placements using a suitable measure of 'disturbance' or using some other means of assessment. They would also be compared on life events following discharge from these placements.

Advantages of Using this Design

The results should allow an unqualified statement to be made about the relative effectiveness of using the Family Homes compared with the Intensive Foster Care Scheme for children who can be identified as being suitable for either placement type.

Disadvantages of Using this Design

(a) Ethical consideration:

The major ethical question to be considered is: Are some children disadvantaged by the random assignment process. In terms of child development, we are not in a position to answer this question as this would require an understanding of the relative merits of the Family Homes and the Intensive Foster Care Scheme. If we knew this, then there would be no need to conduct this evaluation. From another point of view, it is generally assumed that children should be placed in a situation which most closely resembles a 'normal' family, in which case, Intensive Foster Care is 'better' than the Family Homes. Therefore, it is possible to argue that the children who are randomly assigned to the Family Homes are disadvantaged as they may have otherwise been assigned to the Intensive Foster Care Scheme.

However, this argument ignores the fact that at present the number of positions in the Intensive Foster Care scheme is limited, and many of these children would have had to be placed in the Family Homes as a matter of necessity. Under these circumstances, the random process can be looked upon as a fair means of distributing a scarce resource.

- (b) The random assignment technique requires that when a child included in the evaluation needs a placement, there should be positions available in both the programmes being compared. It might not be possible to co-ordinate the joint availability of vacancies in the Family Homes and the Intensive Foster Care Scheme with the availability of children suitable for inclusion in the evaluation.

5.4.2 An Application of the Non-Equivalent Control Group Design

This design can be used to compare two programmes provided that some of the children placed in the first programme are very similar to some of the children placed in the second programme. It may be that there are sufficient children placed in the Family Homes who are similar in characteristics to at least some of the children placed in the Intensive Foster Care Scheme to warrant a comparison of the two programmes, and to enable the use of this design to make such a comparison. Similarly, this situation may also occur for the children in the Family Homes vis-a-vis the children placed in conventional foster care, or children placed in the institutions. The evaluation considered below compares the effect of placing children in the Family Homes with the effect of placing children in the Intensive Foster Care Scheme. Similar applications of this design might be used to compare the effect of placing children in the Family Homes with the effect of placing children in conventional foster care or in the institutions.

Design

Two groups of children would be identified: the first comprising children who are about to be placed in the Family Homes, but who would also be considered suitable for placement in the Intensive Foster Care Scheme; and the second comprising children who are about to be placed in the Intensive Foster Care Scheme, but who would also be considered suitable for placement in the Family Homes. These two groups would then be compared before, during, and after their placements using some suitable measure of 'disturbance' or other appropriate measures. They could also be compared on life events following their discharge.

Advantage of using this design

The ethical and practical difficulties mentioned for the application of the Experimental Design do not occur when using the Non-Equivalent Control Group Design.

Disadvantages of Using this Design

It is never possible to be completely confident that the results represent a valid comparison of the two programmes. It may be that the results simply reflect inherent differences between the two groups of children. Care should be taken, therefore, to ensure that the two groups of children are as similar as possible. With this application circumstances may be such that this difficulty can be minimized. For example, because there are limited positions available in the Intensive Foster Care Scheme, or because the Scheme is only operating in Christchurch and Auckland, there might be children who miss out on placements in the Scheme and are then placed in the Family Homes. These children would then be compared with those children who are given placements in the Intensive Foster Care Scheme.

Design

Two groups of children would be identified: the first comprising children who are about to be placed in the Family Homes, but who would also be considered suitable for placement in the Intensive Foster Care Scheme; and the second comprising children who are about to be placed in the Intensive Foster Care Scheme, but who would also be considered suitable for placement in the Family Homes. These two groups would then be compared before, during, and after their placements using some suitable measure of 'disturbance' or other appropriate measures. They could also be compared on life events following their discharge.

Advantage of using this design

The ethical and practical difficulties mentioned for the application of the Experimental Design do not occur when using the Non-Equivalent Control Group Design.

Disadvantages of Using this Design

It is never possible to be completely confident that the results represent a valid comparison of the two programmes. It may be that the results simply reflect that there were inherent differences between the two groups of children. Care should be taken, therefore, to ensure that the two groups of children are as similar as possible. With this application circumstances may be such that this difficulty can be minimized. For example, because there are limited positions available in the Intensive Foster Care Scheme, or because the Scheme is only operating in Christchurch and Auckland, there might be children who miss out on placements in the Scheme and are then placed in the Family Homes. These children would then be compared with those children who are given placements in the Intensive Foster Care Scheme.

5.4.3 Time Series Design

I can think of no useful application of this design to the evaluation of the effects of placing children in Family Homes.

5.4.4 An Application of the Regression-Discontinuity Design

Design

Family Homes are often assumed to stand between the conventional Foster Care Programme and the National Institutions in terms of the degree of 'disturbance' of the children placed in these programmes. If this can be verified, by assessing a sample of children in each of these placements, using a suitable measure of 'disturbance', then the Regression-Discontinuity Design can be applied, provided that there is some variation in 'disturbance' among the children within each programme. The children would then be assessed again after 6 months (and possibly 12 months, 18 months, etc.) using the same measure of 'disturbance' and these later measurements would be plotted against the earlier measurements. The pattern of results so formed might indicate the effect of placing children in the Family Homes compared, at the lower end of the scale, with the effect of placing these children in conventional foster care, and, at the upper end of the scale, with the effect of placing these children in the National Institutions.

Advantages of Using this Design

- (a) No major ethical problems.
- (b) No major practical difficulties, provided that a suitable measure of 'disturbance' exists, and provided that the required variation exists in the 'disturbance' between the children placed in the three programmes, and among the children placed in each programme.

Disadvantages of Using this Design

- (a) After the first set of measurements is made, this application might have to be abandoned if the results are not auspicious.
- (b) Depending on the pattern produced, the results might be uninterpretable.

5.4.5 An Application of the One Programme Before-After Design

Design

Using an appropriate means of assessment, a sample of children would be assessed before, during, and after they were placed in the Family Homes.

Advantages of Using this Design

This design is straightforward to apply compared with the other designs, and it involved no (serious) ethical difficulties.

Disadvantages of Using this Design

This design does not take into account any complicating factors, such as the effect produced by the maturation of the children in the sample. Consequently, observed change in the children cannot be attributed to the programme.

5.5. THE EVALUATION OF THE CHILD CARE PROGRAMMES PROVIDED BY THE REGIONAL INSTITUTIONS

There are three functions of the Regional Institutions identified in the New Horizons report (1982). These are:

- (i) To provide remand and assessment facilities;
- (ii) To provide short to medium term care for disturbed children in care;
- (iii) To provide temporary accommodation for children in care whose previous placement has broken down.

Each of these functions is considered separately.

SUGGESTION FOR RESEARCH

TITLE: Evaluation of the Remand Function of the Regional Institution

BACKGROUND: The previous Minister of Social Welfare, Mr Venn Young, called for consideration of research into the effects of placing children in the Department's non-parental care programmes. The Regional Institutions provide non-parental care of children under a variety of circumstances, including the care of children involved in court proceedings.

PROBLEM OR ISSUE: Evaluative research is required to determine the effects of placing children in Regional Institutions during court proceedings.

SPECIFIC RESEARCH OBJECTIVE(S): To evaluate the effect of placing children in the Regional Institutions during court proceedings in terms of the children's offending, misbehaviour, and behaviour in general.

TYPE OF RESEARCH ENVISAGED: Three evaluation designs are put forward for the Research Review Committee to consider. (See the following pages).

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office staff of the Social Work and the Policy and Development Divisions, District Office Social Work and Court Staff, Residential Social Workers, Youth Aid Division of the Police Department, and District Court Judges.

INTENDED USES OF THE RESEARCH RESULTS: By providing information on the remand function of the Regional Institutions, this research will provide a better basis for decision making.

ANTICIPATED BENEFITS OF THE RESEARCH: As above.

THIS SUGGESTION SUBMITTED BY: _____

DATE: _____

(Name, Designation, Office)

5.5.1 THE EVALUATION OF THE REMAND FUNCTION OF THE REGIONAL INSTITUTIONS

In what follows, only the remand of children resulting from cases of misbehaviour or offending are considered as these form the bulk of remand cases. That is, care and protection cases are not considered here.

Before considering particular evaluation designs it is first necessary to clarify the role of the institutions when used for remand accommodation. Where children's misbehaviour or offending results in their remaining in an institution for some period of their court proceedings, then presumably, the prime purpose is to provide a greater degree of control of their behaviour than would be the case if they were allowed to return home. Therefore, an evaluation of the remand function of the institutions would seek principally to measure the difference in the misbehaviour and offending of children placed in the institutions compared with what it would have been had these children been left at liberty. Secondary to this, the evaluation should measure short and intermediate term effects on the children's behaviour in general.

5.5.1.1 An Application of the Experimental Design

Design

Over a set period, all children placed in the institutions (or in some selected institutions) would be screened so that children would be excluded from the sample if social workers consider that it is absolutely out of the question for them to be allowed to return home. The children who remain in the sample would then be randomly assigned to two groups: the first group would remain in the institution, while the second group would be allowed to return to their homes. The offending and misbehaviour of both groups would then be measured and compared.

Social workers could also rate the general behaviour of the children for those cases to which a social worker has been assigned. Where possible these measurements would be continued for a period after the court proceedings have been concluded (e.g. for 6 months), so that the short and medium term effects could be assessed.

Advantages of Using this Design

There should be no difficulty interpreting the results, and arriving at a definite conclusion on the relative merits of placing children in the institution compared with allowing them to return home.

Disadvantages of Using this Design

- (a) The ethical dilemma usually associated with random assignment is minimal in this application as the children would not be subjected to a loss of liberty or to a more severe treatment regime as a result. On the contrary, some children, who would normally remain in an institution for a period, would be allowed to return home because of the evaluation.
- (b) A second ethical difficulty with this evaluation relates to the effect on the community of releasing children from the institutions after the courts have determined that it is undesirable for them to remain in the community. I do not regard this as a major obstacle to the use of this design for the following two reasons. First, those children who represent the greatest danger to themselves or to the community would not be part of this evaluation. Second, until an evaluation such as this has been conducted, the courts' decisions will be based on assumptions about which children need to be placed in institutions. If these assumptions are incorrect, then there may be more children placed in the institutions than need be. The possibility that some children are at present being unnecessarily removed from the community justifies the use of this design.

5.5.1.2 An Application of the Non-Equivalent Control Group Design

Design

It may be possible to identify a group of children who are allowed to return home during their court proceedings who are similar in many respects to some of the children who are remanded to the institutions.

If so, then the children in the two groups could be compared on their offending and misbehaviour, and on their general behaviour by their social worker (if one has been assigned), during their court proceedings and for some time afterwards.

Advantages of Using this Design

This evaluation entails no (serious) ethical problems, and it is relatively easy to put into operation compared with the Experimental Design.

Disadvantages of Using this Design

- (a) No matter how carefully the groups of children are chosen, the evaluator can never be sure that there is not some important difference between them. Therefore, the evaluator can never be sure whether any observed difference in the offending and misbehaviour rates results from the different living situations of the children, or from an unrecognised inherent difference between the groups.
- (b) It may not be possible to identify a group of children placed in the institutions who are similar to a group of children allowed to return to their homes.

5.5.1.3 Time Series Design

This design does not appear to be suitable for use in evaluating the remand function of the Regional Institutions.

5.5.1.4 An Application of the Regression-Discontinuity Design

Design

The use of this design requires that there be a relevant scale on which the children can be assessed which satisfies the following criteria: the children who are placed in the institutions must generally rate higher on the scale than the children allowed to remain at home; and, within both

groups there must be some variation in the children's ratings. There are not many immediately apparent possibilities for such a scale, especially as the department will have no contact with many of the children once their court proceedings are finalised. However, the number of previous occasions of official notice might be a suitable scale, although this would have to be tested. Should this scale satisfy the criteria discussed above, then this application would proceed as follows.

Any occasions of official notice which occur during the three month period following the children's remand would be added to their pre-remand total, and the new total would be plotted against the old total. (This exercise could be repeated after a further period of 3 months). The analysis of the pattern of results produced might show the effect that placing children in the institutions has on their offending both during and following their court proceedings.

Advantages of Using this Design

This is a very easy design to apply and there are no concomitant (serious) ethical difficulties.

Disadvantages of Using this Design

- (a) The first set of measurements made may indicate that the evaluation should not proceed.
- (b) The results may not be interpretable, depending on the pattern produced.

5.5.1.5 The One Programme Before-After Design

There does not appear to be a worthwhile application of this design to the evaluation of the remand function of the Regional Institutions.

SUGGESTION FOR RESEARCH

TITLE: Evaluation of the Short to Medium Term Care Function of the
Regional Institutions

BACKGROUND: The previous Minister of Social Welfare, Mr Venn Young, called for consideration of research into the effect on children of this Department's non-parental care programmes. One such programme is the short to medium term care provided by the Regional Institutions.

PROBLEM OR ISSUE: Evaluative research is required to determine the effects of placing disturbed children in Regional Institutions for short to medium term care.

SPECIFIC RESEARCH OBJECTIVE(S): To evaluate the effect that short to medium term care in the Regional Institutions has on disturbed children.

TYPE OF RESEARCH ENVISAGED: Five evaluation designs are put forward for the Research Review Committee to consider. (See the following page).

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office staff of the Social Work and the Policy and Development Divisions, District Office Social Work Staff and Residential Social Workers.

INTENDED USES OF THE RESEARCH RESULTS: The information provided by this evaluation will provide a better basis for decision making.

ANTICIPATED BENEFITS OF THE RESEARCH: As above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

5.5.2 THE EVALUATION OF THE SHORT TO MEDIUM TERM CARE FUNCTION OF THE REGIONAL INSTITUTIONS

5.5.2.1 An Application of the Experimental Design

Design

The sample would comprise children who satisfy the following criteria: they are to be placed for short to medium term care in a Regional Institution; and, if they can not be so placed for some reason, their alternative placement would not be in an institution. The children in this sample would then be randomly assigned to either the planned institutional placement or their alternative placement. The children would then be compared using a suitable measure of 'disturbance', or on other suitable measures, including their life events following discharge from the placements.

Advantages of Using this Design

This design generally allows an unequivocal interpretation of the results.

Disadvantages

- (a) The ethical problem associated with this design is not as serious in this application as is sometimes the case. The result here of using random assignment is that some children, who were destined for an institutional placement, are diverted to a non-institutional placement. It may be argued that such children are disadvantaged by this process, as it had already been decided that the institutional placement was in the children's best interests. However, this stance is based on the assumption that the planned institutional placement would be better for the children than the alternative placements. This assumption has not been tested, and, in fact, runs contrary to the results of most previously completed research.

- (b) This application relies on there being alternative placements available for the children in the sample. This might not be practicable.

5.5.2.2 An Application of the Non-Equivalent Control Group Design

Design

From among children about to be placed in DSW non-institutional child care programmes, a group of children would be chosen so that they were as similar as possible, in terms of their background and characteristics, to a group of children about to be placed in the Regional Institutions for short to medium term care. The two groups of children would then be compared on measures of 'disturbance' or other suitable measures, before, during, and after their placements. They would also be compared on life events following their placements.

Advantages of Using this Design

- (a) It is easier to apply than the Experimental Design.
- (b) This design avoids the ethical problems associated with the use of random assignment in the Experimental Design.

5.5.2.3 Disadvantages of Using this Design

- (a) No matter how carefully the comparison group is chosen, because random assignment has not been used there might be differences between this group and the group of children placed in the institution. Therefore, by comparing the two groups of children during the evaluation, we might be observing effects which result from the differences between the groups, rather than from the different programmes in which the children are placed.
- (b) It might not be possible to identify enough suitable children to form a comparison group.

An Application of the Time Series Design

In my opinion, this design, when applied to child care programmes, is only suitable for relatively short term applications because it does not cope well with the effects of maturation of the children. However, it might be properly applied to measuring the short term effect of placing disturbed children in the Regional Institutions.

Design

This application requires the early identification of disturbed children for the sample who will be placed in a Regional Institution. The sample would comprise disturbed children who, in about 3 months time, will be placed in a Regional Institution. For the 3 month pre-placement period, and for the first 3 months of the institutional placement, the children would be assessed every month using a suitable measure of 'disturbance'. The pattern of the results so produced might make it possible to identify the effect of the placement in the institutions on the children's 'disturbance'.

Advantages of Using this Design

- (a) This design is easier to apply than the Experimental Design and the Non-Equivalent Control Group Design, provided that the children in the sample can be identified early enough.
- (b) There are no (serious) ethical problems associated with this design.

Disadvantages

- (a) It might not be possible to identify children for the sample 3 months before their placement in the institutions.

- (b) Any effects observed using this design cannot be definitely attributed to the placement of the children in the regional institutions as they might result from other factors as diverse as the maturation of the children or an improvement in the weather. (See section 2.2.3 for more information on this design).
- (c) This design cannot be used to determine the long term effects of the programme.

5.5.2.4 An Application of the Regression-Discontinuity Design

Design

A sample of children who are about to be placed in the Regional Institutions for short to medium term care would be assessed using a suitable measure of 'disturbance'. This exercise would then be repeated with a second sample of children who are about to be placed in some other DSW child care programme which caters for children who are slightly less disturbed than those children placed in the Regional Institutions. Children placed in the Intensive Foster Care Scheme or in some of the Family Homes might provide a suitable second sample. The evaluation can then proceed provided that there is some variation in the 'disturbance' of children within each sample, and the children to be placed in the institutions are generally more disturbed than the children in the second sample.

The children in both samples would then be assessed using the same measure at intervals (e.g. 3 monthly) after the beginning of their placements, and these later results would then be plotted against the earlier results. The pattern produced might indicate what effect on the 'disturbance' of the children has resulted from placing them in an institution.

Advantages of Using this Design

- (a) This design is easier to apply than the Experimental Design and the Non-Equivalent Control Group Design. It is also more powerful than the Time Series Design in that it can be used to assess the long term effect of this function of the Regional Institutions, which the Time Series Design can not.
- (b) There are no (serious) ethical difficulties involved in applying this design.

Disadvantages of Using this Design

- (a) The results of the first assessment of the 'disturbance' of the children in the samples might be such that the evaluation cannot proceed.
- (b) Depending on the pattern produced, the results might not be interpretable.

5.5.2.5 An Application of the One Programme Before-After Design

Design

The 'disturbance' of a sample of children would be assessed before, during, and after, their placement for short to medium term care in the Regional Institutions.

Advantages of Using this Design

This design is easier to apply than the others discussed in this paper, and it entails no (serious) ethical difficulties.

Disadvantages of Using this Design

This design enables a measurement of the change which occurs to the children in the sample. It does not enable the evaluator to attribute this change to the placement of these children in the Regional Institutions.

SUGGESTION FOR RESEARCH

TITLE: Evaluation of the Temporary Accommodation Function of the Regional Institution

BACKGROUND: The previous Minister of Social Welfare, Mr Venn Young, called for consideration of research into the effect on children of placement in this Department's non-parental care programmes. One such programme is the temporary care provided by the Regional Institutions.

PROBLEM OR ISSUE: Evaluative research is required to determine the effects of the temporary care provided by the Regional Institutions.

SPECIFIC RESEARCH OBJECTIVE(S): To evaluate the effect that temporary placement in the Regional Institutions has on children, including the way the children respond to their next long term placement.

TYPE OF RESEARCH ENVISAGED: The suggested evaluation employs the Non-Equivalent Control Group Design. (See the following page).

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office staff of the Social Work and the Policy and Development Divisions, District Office Social Work Staff and Residential Social Workers.

INTENDED USES OF THE RESEARCH RESULTS: The information provided by this evaluation will provide a better basis for decision making concerning the Regional Institutions.

ANTICIPATED BENEFITS OF THE RESEARCH: As above.

THIS SUGGESTION SUBMITTED BY:

DATE: _____

(Name, Designation, Office)

5.5.3 THE EVALUATION OF THE TEMPORARY ACCOMMODATION FUNCTION OF THE REGIONAL INSTITUTIONS

When a placement breaks down it is necessary to find the child temporary accommodation immediately. Under these circumstances it is not practicable to use the Experimental Design to evaluate this function of the Regional Institutions as to do so would require that alternative accommodation be available so that random assignment can take place. Further, for a variety of reasons, it is not practical to employ here either the Time Series Design, the Regression-Discontinuity Design and the One Programme Before-After Design. This leaves only the Non-Equivalent Control Group Design which is considered below.

5.5.3.1 An Application of the Non-Equivalent Control Group Design

Design

Children accommodated in the Regional Institutions following a placement breakdown and children similarly accommodated in other child care programmes could, in the first instance, be compared in order to ascertain whether a suitable comparison group could be formed from among the latter. If so, the two groups could be compared on how quickly they settle down in their temporary placements, and on how they react when moved to their next long term placement.

Advantages of Using this Design

It appears to be the only workable design for an evaluation of this function of the Regional Institutions.

Disadvantages of Using this Design

The results of this evaluation might be misleading as any differences found between the groups of children following their temporary placements might be due to inherent differences between the groups, i.e. differences which were present prior to these placements.

SUGGESTION FOR RESEARCH

TITLE: Evaluation of the National Institutions

BACKGROUND: The previous Minister of Social Welfare, Mr Venn Young, called for the consideration of research into the effect on children of this department's non-parental care programmes.

PROBLEM OR ISSUE: Evaluative research is required to determine the effects of placing children in the National Institutions.

SPECIFIC RESEARCH OBJECTIVE(S): To evaluate the effect that placing children in the National Institutions has on their offending, behaviour, and self-esteem, and on their lives following discharge from the institutions.

TYPE OF RESEARCH ENVISAGED: Five evaluation designs are put forward for the Research Review Committee to consider. (See the following page).

INTENDED RECIPIENTS OF RESEARCH RESULTS: ADG (Social Work), Head Office staff of the Social Work and the Policy and Development Divisions, District Office Social Work Staff and Residential Social Workers.

INTENDED USES OF THE RESEARCH RESULTS: The information provided by this evaluation will provide a better basis for decision making concerning the Regional Institutions.

ANTICIPATED BENEFITS OF THE RESEARCH: As above.

THIS SUGGESTION SUBMITTED BY: _____ DATE: _____

(Name, Designation, Office)

5.6 EVALUATION OF THE CHILD CARE PROVIDED BY THE NATIONAL INSTITUTIONS

5.6.1 An Application of the Experimental Design

Design

The circumstances of all children about to be placed in the National Institutions would be scrutinised, and those children for whom it is considered absolutely necessary that they be placed in the institutions would be removed from the sample. Children remaining in the sample would then be randomly assigned to the institutions or to an alternative non-institutional placement which, in some cases, might mean that the children remain in their existing placements. The children in the two groups would be compared on measures of behavioural problems or on other suitable measures, and on their life events following discharge from the placements.

Advantages of Using this Design

This design generally provides unequivocal results.

Disadvantages of Using this Design

(a) The ethical dilemma:

Point of view one: It is unethical by a process of random assignment to deprive a child of the placement considered to be the most suitable, in this case the institutional placement.

Point of view two: The assertion that the institutional placement represents the most suitable placement for these children is far from proven. In fact, most research done on institutional placements in the past has indicated that these placements do not achieve the desired results. Further, as institutions restrict the liberty of

children, then alternative placements are preferable. Therefore, until such time as the benefits of the institutional placements are proven, it cannot be considered unethical to divert children from such placements.

- (b) After eliminating from the sample those children for whom it is considered absolutely essential that they be placed in the National Institutions, there might not be enough children left in the sample to continue with the evaluation.

5.6.2 An Application of the Non-Equivalent Control Group Design

Design

It is sometimes suggested that districts nearest to the National Institutions provide a greater proportion of the intake of these institutions than the numbers of children in care in these districts would suggest. If this is true, then it should be possible to identify children from some districts, who, had they lived closer to the institutions, would have probably been placed in them. Using measures of behavioural problems, or other suitable measures, these children could be compared with those children in the institutions with whom they are most similar.

Advantages of Using this Design

There are no serious ethical difficulties associated with this approach.

Disadvantages of Using this Design

- (a) If the evaluation showed that the comparison group of children responded in a different way to the group of children assigned to the institutions, then, with this design, it is not possible to say that this is definitely due to the different effects that the programmes have on children, as it might simply result from there being important differences between the two groups of children before they were placed in the programmes.

- (b) The results of this evaluation will only pertain to the less seriously disturbed children placed in the institutions. Presumably, the most seriously disturbed children from all districts are placed in the institutions with the result that only the less seriously disturbed children, who remain behind in some districts, will be available for a comparison group.
- (c) There might be practical difficulties in identifying children suitable for the comparison group.

5.6.3 An Application of the Time Series Design

As this design does not distinguish between the effects of the programme being evaluated and the effects of other factors such as the maturation of the children, it is best applied over relatively short periods, e.g. 6 months. It might be suitable, therefore, to apply this design to the measurement of the initial impact of placing children in the National Institutions on their behaviour and well-being.

(Similarly, this design is sometimes applied to measure the effect of changing the programmes within an institution on the children already placed within the institution.)

Design

A sample of children who, in 3 months time, would be placed in the National Institutions, would be assessed using a behavioural measure and a measure of self-esteem. They would then be reassessed every month for the next 6 months. The pattern of results produced might enable the effect of the placement on the children to be identified.

Advantages of Using this Design

- (a) This design is relatively easy to apply.
- (b) There are no serious ethical difficulties involved.

Disadvantages of Using this Design

- (a) This evaluation does not measure the long term effects of the programme.
- (b) It might not be possible to identify children to be placed in the National Institutions 3 months before the placements take place.
- (c) The results of an evaluation using this design can only tentatively be attributed to the programme under examination as the changes observed in the children might be caused by other factors (e.g. maturation, changes in the seasons, etc.) rather than by the placement of the children in the National Institutions.

5.6.4 An Application of the Regression-Discontinuity Design

(This application is almost identical to that suggested for the evaluation of the short to medium term care function of the Regional Institutions.)

Design

A sample of children who are about to be placed in the National Institutions would be assessed using a suitable measure of 'disturbance'. This exercise would then be repeated with a second sample of children who are about to be placed in some other DSW child care programme which caters for children who are slightly less disturbed than those children placed in the National Institutions. Children placed in the Intensive Foster Care Scheme or in some of the Family Homes might provide a suitable second sample. The evaluation can then proceed provided that there is some variation in the 'disturbance' of children within each sample, and the children to be placed in the institution are generally more disturbed than the children in the second sample.

The children in both samples would then be assessed using the same measure at intervals (e.g. 6 monthly) after the beginning of their placements, and these later results would then be plotted against the earlier results. The pattern produced might indicate what effect on the 'disturbance' of the children has resulted from placing them in an institution.

Advantages of Using this Design

- (a) This design is easier to apply than the Experimental Design and the Non-Equivalent Control Group Design. It is also more powerful than the Time Series Design in that it can be used to assess the long term effect of placing children in the National Institutions, which the Time Series Design cannot.
- (b) There are no (serious) ethical difficulties involved in applying this design.

Disadvantages of Using this Design

- (a) The results of the first assessment of the 'disturbance' of the children in the samples might be such that the evaluation cannot proceed.
- (b) Depending on the pattern produced, the results might not be interpretable.

5.6.5 An Application of the One Programme Before-After Design

Design

The 'disturbance' of a sample of children would be assessed before, during, and after, their placement in the National Institutions.

Advantages of Using this Design

This design is easier to apply than the others discussed in this paper, and it entails no (serious) ethical difficulties.

Disadvantages of Using this Design

This design enables a measurement of the change which occurs to the children in the sample. It does not enable the evaluator to attribute this change to the placement of these children in the National Institutions.

6. SUMMARY AND RECOMMENDATIONS

6.1 Introduction

This discussion paper has been written in response to a request by the previous Minister of Social Welfare for consideration of research into the long term effects of the Department's non-parental care programmes. There is an awareness these days that there are real problems involved in the measurement of the long term effects of child care programmes, and for this reason there is now more interest in measuring the effectiveness of programmes, that is, measuring the extent to which the programmes meet their objectives. The objectives will often include both desired long and short term effects. To measure the effectiveness of child care programmes it is necessary to conduct evaluative research.

Evaluative research blossomed in the United States in the 1960's and 1970's. The early evaluations commonly concluded that the programmes were not meeting their objectives. These findings, together with the realisation by the administrators and social service practitioners that evaluations took a long time and often entailed considerable interference with the programmes, led to prolonged and searching debate on the nature and methodology of evaluation. Although research methodology emerged from this debate largely unscathed, evaluators have become more attuned to the needs of the administrators and practitioners. One result of this has been the refinement of the so-called quasi-experimental designs. These designs are, in general, easier to apply than the experimental design and lead to more definite conclusions than the non-experimental designs.

Recently in this country, there have been demands by administrators and social service practitioners that research be more relevant to their needs. While this is to be welcomed as it increases the likelihood that research will be used by those making and implementing policy, it carries the inherent danger that the more rigorous designs, which provide results

that are interpretable, reliable, valid, and able to be generalised, will be passed over in preference for designs which produce more timely results and which interfere less with the social work process. It might be symptomatic of this issue that there has been an emphasis on descriptive research rather than effectiveness evaluation over recent years in the Department of Social Welfare. The previous Minister's request for consideration of (evaluative) research into the Department's child care programmes provides the opportunity to review the direction in which research (both evaluative and descriptive) is heading.

There is in the United States a firm commitment to the evaluation of programmes, in spite of all the difficulties entailed. It hardly needs to be stressed that we, in this Department, should have an equal commitment to measuring the extent to which our programmes are effective: we owe it to the clients of these programmes and to the tax payers who fund them.

6.2 Evaluation Designs

Commonly used evaluation designs are usually one of the following five types:

- i) The experimental design: Children are randomly assigned to either of the programmes which are to be compared, and the attributes of the children are recorded before and after their participation in the programme. The use of random assignment is often associated with practical and ethical difficulties. However, this is the only design which allows the evaluator to reach definite and unequivocal conclusions about the relative effectiveness of the programmes.

- ii) The non-equivalent control group design¹: This design is identical to the experimental design except that random assignment is not used. Rather, the samples of children are chosen from among the children placed in the programmes in the normal course of events. Although the samples are usually chosen to be as similar as possible to one another, it is never certain that there are not important differences between them. Consequently, the evaluator can never be sure that the results, rather than measuring the relative effectiveness of the two programmes, do not simply reflect that there was a difference between the samples.
- iii) The Time Series Design¹: The attributes of the children are measured at regular intervals, beginning some time before the children are placed in the programme and continuing until some time after the children are discharged from the programme. The pattern of the results produced might show the effect of the programme on the children. This design is not well suited for the evaluation of child care programmes as the maturation of the children is likely to overshadow the effect of the programme itself.
- iv) The regression-discontinuity design¹: In spite of the name, this relatively new design looks promising, although it is more difficult than with other designs to see intuitively how it measures the effectiveness of a programme. It is ideal for application where one programme caters for children who are slightly more disturbed than children in another programme. The measurement of disturbance for children in one programme, before and after their involvement in the programme, allows the effect of this programme on the children in the other programme to be estimated. This estimate can then be compared with the actual effect of the second programme on the other children.

1. A quasi-experimental design.

- v) The One Programme Before-After Design: This design consists of the measurement of the attributes of the children in which the evaluator is interested, before, and after the children's participation in the programme. It is a non-experimental design, which indicates that it does not provide a reasonable measure of the effectiveness of a programme. It does measure the change which occurs to the children involved in the programme, but it provides no mechanism by which this change can be attributed to the programme.

It should be noted that almost all experts in the field of evaluation design strongly advocate the use of the experimental design whenever possible. Among those who have given their support to the use of this design is John Grant, now Director General of this Department, in his 1975 paper 'The Evaluation of Treatment Programmes for Juvenile Offenders'.

6.3 Review of Completed Reports on DSW Child Care Programmes

Appendix 2 of this report provides a listing and brief description of the 50 reports included in this review. Appendix 3 provides an index of the information contained in these reports, and this information is summarised in table 2. Of the 50 reports, 3 were evaluative employing respectively a one programme after-only design (a non-experimental design somewhat weaker than the one programme before-after design described earlier), a time series design, and a modified experimental design.

Only 6 of the reports reviewed presented a considerable amount of numerical information: 4 on Foster Care, 1 on Children in Care (generally), 1 on Family Homes, and none on Residential Care.

Some major deficiencies in the information available on the Department's child care programmes were identified. Most importantly there is little information available on: Family Homes and Institutional Care; what happens to children after they are discharged from any of the child care programmes, or from the Department's care in general; the way that the children 'progress' through the system, or in other words, the pattern of placements experienced by children while in care; and the perceptions of children and their parents of the Department's child care programmes.

6.4 Proposals for the provision of information on, and the evaluation of, the Department's child care programmes.

Section 4 of this report contains suggestions for descriptive research surveys designed to provide information for those areas, identified above, for which there is at present little or no information available.

Section 5 contains suggestions for the evaluation of the Department's child care programmes. These evaluations are of three types: those that compare the care provided by two or more programmes; those that compare the effect of placing children in a departmental child care programme with the effect of leaving children in their own homes; and those that measure the change that occurs in children while placed in a programme by comparing the children before and after they participate in the programme.

All the suggested research projects, both descriptive and evaluative, require further investigation before their feasibility can be established.

6.5 Recommendations

Recommendation 1: That descriptive research be considered to rectify the lack of information in each of the areas listed in section 6.3. In particular, that the Research Review Committee consider the suggestions for descriptive research provided in Section 4.

Recommendation 2: That, apart from the topics covered by suggestions in Section 4, the Research Review Committee identify, from the list provided in section 3.2 (pages 40 to 46), any other topics on which research should be conducted to rectify the lack of information available.

Recommendation 3: That the Research Review Committee identify from the evaluations suggested in Section 5 those that warrant further investigation.

Recommendation 4: That the list and description of reports on the Department's child care programmes, presented in Appendix 1, and the index of the information contained in these reports, presented in Appendix 2, be updated annually.

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2. For Department of Social Welfare

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- DSW (1981) The Practice of Residential Care at Kingslea, Christchurch. Unpublished statement compiled by the staff at Kingslea Girls School.
- DSW (1982)a New Horizons: A review of the residential services of the Department of Social Welfare. Unpublished report.
- DSW (1982)b Children in Care: A base document. Unpublished report, DSW.
- DSW (1984) The Use of Extended Substitute Care by District Offices of the Department of Social Welfare. Unpublished Report of the Social Programme Evaluation Unit.
- DSW (1984) Statistical Information - Residential Services. Unpublished memorandum.
- DSW (annually) Annual Reports from the Principals of DSW Institutions. Unpublished reports.
- Devine, P.J. (1981) Foster Care in New Zealand. Unpublished LL.B. (Hons) thesis, University of Otago.
- Elliott, J.G. (1979)¹ Family Home Kibblewhite Road: a Family Home for emotionally disturbed youngsters. Unpublished report, DSW.
- Frazer, A.G. (1975) Psychiatric Needs of Disturbed Social Welfare Children and Adolescents and Consultive Psychiatric Practices in Social Welfare Institutions. Unpublished report, Department of Health.
- Groves, D., Mackay, R.A., Jensen, J., O'Neill, D.P., and Asher, B. (1978) Foster Care Survey: Some Initial Results Published research report, DSW.

1. Undated, but probably 1979.

- Human Rights Commission (1982) Report on Representations by the Auckland Committee on Racism and Discrimination in Children and Young Persons Homes. Published report, Human Rights Commission.
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- Mackay, R.A. (1981) Children in Foster Care: An examination of the case histories of a sample of children in care with particular emphasis on placements of children in Foster Homes. Published research report, DSW.
- Mackay, R.A., McArthur, M.J., Von Dadelszen, J. (1983) Interim report on the Intensive Foster Care Scheme. Unpublished research report, DSW.
- New Zealand Social Work Training Council. (1977) Social Workers. Unpublished report.

- Nicholson, D. (1976) Cost of Caring for State Wards in Various Placement Situations. Unpublished research report, DSW.
- O'Neill, D.P. (1968)a Follow-up Study of Boys Training Institutions. Unpublished research report, DSW.
- O'Neill, D.P. (1968)b Follow-up Study of Young State Wards. Unpublished research reports, DSW.
- O'Neill, D.P., and Fleming J. (1968)¹ Discharges from Boys Homes, March - May 1967. Unpublished research report, DSW.
- O'Neill, D.P. (1977) Reason for Committal to Care. Unpublished research report, DSW.
- Prasad, R. (1975) Success and Failure in Foster Care in Auckland. Unpublished thesis, University of Auckland.
- Rolfe, J.W. and Doolan, M.P. (1981) Review of Schools and Teaching Services in DSW Homes. Unpublished report, DSW and Department of Education.
- Sneaffer, B.W. (1983) Social Work Practice in New Zealand. Published research report, Social Work Unit, Massey University.
- Stirling, H.M. (1972) A Study of Foster Homes. Unpublished Anzac Fellowship report, DSW.
- Sutton, R. (1978) A Descriptive Analysis of the Use Being Made of Family Homes and the Characteristics of Family Home Foster Parents Employed by the DSW Over the Past Two Decades. Unpublished draft research report, DSW.
- Thomson, J. (1981) Report on Family Homes. Unpublished report, NZ Foster Care Federation.
- Thomson, J., and Todd, M. (1982) Report on the Intensive Foster Care Scheme. Published report. A joint publication of DSW and the Foster Care Federation.
- Watson, J.C. (1977) Exit the Custodian and Enter the Teaching Parent. Presented at the NZ Psychological Society Annual Conference, August 1977, University of Auckland.

1. Undated, but probably 1968.

- Watson, J.C. (1978) The Current Use of Secure Facilities within Department of Social Welfare Institutions. Presented at NZ Psychological Society Annual Conference, August 1978, University of Canterbury.
- Watson, J.C. (1981) The Development of Self Monitoring Behaviour by Delinquent Girls in Residential Care. Unpublished MA thesis, Massey University.
- Ziman, A.R. (1971) Incarceration: the effect of strategy differences among female juveniles. Unpublished report, Auckland University.

APPENDIX 1

NEW ZEALAND REPORTS (FROM 1960 ONWARDS) CONTAINING INFORMATION ON THE
NON-PARENTAL CARE PROVIDED BY THE DEPARTMENT OF SOCIAL WELFARE.

Essays, talks or reports of a theoretical or general nature which do not include either empirical or descriptive information on DSW non-parental care have not been included in this list.

A. All Children in Care

1. Allan, L. (1980) Children and Young Persons Discharged from Care during 1977. Unpublished report, Statistics Section, DSW.
(16 pages)

The following information is provided for all children discharged from care in 1977: demographic information; reason for committal; age at committal and discharge; and time in care.

2. Department of Social Welfare (1982) Children in Care: A Base Document. Unpublished report listed as an appendix in New Horizons (see DSW, 1982 in Part 5 of this appendix), but not included in that document
(18 pages)

This report includes an overview of the role and function of the types of care provided by the DSW.

3. Department of Social Welfare (1982) The Use of Extended Substitute Care by District Offices of the Department of Social Welfare. Unpublished report of the Social Programme Evaluation Unit.
(31 pages)

This report examines the variations among DSW District Offices in the following ratio: the number of children committed to care by way of a guardianship order to the number of children placed temporarily under the care of DSW by agreement with the children's families (under section 11 of the Children and Young Persons Act). Factors affecting the decision making process are investigated. Information on the children is not presented.

4. Groves, D., Mackay, R.A., Jensen, J., O'Neill, D.P., Asher, B. (1978) Survey of Social Workers. Included in Foster Care Survey: Some Initial Results as an Appendix. Published research report, DSW.
(8 pages)

This report presents the results of a 1977 survey of all social workers employed by the DSW. The information presented includes a profile of the social workers (age, sex, qualifications and experience). Some information on the ethnicity and the previous socio-economic status of the social workers is also given.

5. Department of Social Welfare (1974)
Care of State Wards. Unpublished report, DSW,
Lower Hutt Office.
(11 pages)

This report documents the number of placements experienced by the 147 children who were under guardianship in the Lower Hutt district in 1974.

6. Mackay, R.A. (1981) Children in Foster Care: an examination of the case histories of a sample of children in care, with particular emphasis on placements of children in Foster Homes. Published research report, DSW.
(91 pages)

Although the focus of this report is on foster care, much of the information provided is on the full range of non-parental care provided by the Department of Social Welfare. The sample was 654 children randomly selected from all children for whom a care order was made in 1971. The information provided includes:

- a detailed profile of the children and the children's circumstances prior to the care order;
- details of the reasons for the care order;
- documentation of the placements experienced by the children during the five years after the care order, including the reason for the termination of the placements; and
- the reason for the discharge of those children no longer under the care of the DSW after five years.

7. N.Z. Social Work Training Council. (1977)
Social Workers. Unpublished report.
(10 pages)

This report presents information on social workers employed in the Public Service. The following information is given separately for all DSW social workers and newly appointed DSW social workers: age, sex, qualifications, and grading.

8. Nicholson, D. (1976)
Cost of Caring for State Wards in Various Placement Situations. Unpublished research report, DSW.
(7 pages)

This paper provides estimates of the cost of caring for children in foster homes, family homes, and regional and national institutions.

9. O'Neill, D.P. (1977)

Reason for Committal to Care.
Unpublished research report, DSW.
(7 pages)

The reasons for committals of children to care in 1974 and 1976 are compared, thereby examining the effect that the Children and Young Persons Act (1974) had on committals.

10. O'Neill, D.P. (1968)

Follow-up Study of Young State Wards
Unpublished research report, DSW.
(23 pages)

The sample for this study comprises all children under the age of two years who were committed to care in the years 1958 to 1960, in all a total of 99 children. The follow-up period was from committal until October, 1966. The information presented includes ethnicity, age, reason for committal, number and type of placements, the reason for the termination of placements, and the situation at the end of the follow-up period.

11. Sheafer, B.W. (1983)

Social Work Practice in New Zealand Published
research report, Social Work unit, Massey
University.
(37 pages)

This report presents the results of a survey of social workers in a number of agencies in the lower half of the North Island. 358 social workers responded of whom 158 were in the DSW. It is possible to extract from the results presented a list of tasks involved in DSW social work practice, and an index of the relative emphasis placed by DSW social workers on these tasks.

B. Foster Care

1. Devine, P.J. (1981) Foster Care In New Zealand.

Unpublished LL.B.(Hons.) thesis, University of
Otago.
(94 pages)

After describing the law relating to foster care in New Zealand, the author discusses whether the needs of foster children are being met, and, in so doing, she discusses the results of past New Zealand research into foster care.

2. Groves, D., Mackay, R.A., Jensen, J., O'Neill, D.P., and Asher, B. (1978)

Foster Care Survey: Some Initial Results.
Published research report, DSW.
(50 pages)

This report presents information from two surveys. In the first, questionnaires were sent to a random sample of foster parents from which 210 foster parents (74% of the sample) responded. The information on the foster parents presented in this report includes: a profile of the foster parents; the number of children they were fostering at the time; and their attitudes to a variety of issues related to fostering.

For the second survey, questionnaires were sent to all social workers employed by the DSW, 382 (80%) of whom responded. The report presents the following information from this survey: a profile of the social workers; information on the social workers' caseloads and their contact with foster parents; and social workers' opinions on a number of issues related to fostering.

3. Law, M.P. (1979) The School Adjustment of Foster Children.
Unpublished paper, University of Canterbury.
(29 pages)

Thirteen foster children, who were attending regular primary schools in the Christchurch region, were compared with 45 of their class mates on their social and emotional adjustment and their school achievement. These foster children were randomly selected from all foster children in the Christchurch region who satisfied the following criteria: they were resident in a foster home or a DSW family home; they were aged between 6 1/2 and 11 years; and they had been resident in the present foster placement and attending the present class for 9 months. Three children from each of the foster children's classes were chosen for the comparison group. They had to be the same age as the foster child, and had to be from an intact family, with a father who had the same SES as the foster child's birth father.

4. McDonald, D.J. (1965) An Investigation into some Aspects of the Foster Care of Children in Christchurch. Unpublished undergraduate paper, University of Canterbury.
(30 pages)

Demographic and attitudinal data were used to compare 12 foster parents with 11 adults not involved in fostering.

5. Mackay, R.A., McArthur, M.J., Von Dadelszen, J. (1983) Interim Report on the Intensive Foster Care Scheme. Unpublished research report, DSW.
(167 pages)

This report presents a mass of information about the Intensive Foster Care Scheme, and, by way of comparison, about conventional fostering. The sample comprised 42 children in the intensive foster care scheme (the first 42 children to be placed in the Scheme) and 65 children in conventional foster placements (all foster placements which were made in Auckland and Christchurch during a set period). The information presented includes:

- a detailed profile of the children and the children's circumstances prior to the care order;
- the reason for the care order;
- placement history since the care order;
- personality and educational characteristics of the children at commencement of their foster placements;
- a profile of the foster parents, their views on fostering, and their assessment of the foster placement in their home;
- the children's view of the situation;
- the views of members of the child's family;
- social workers' view on many aspects of the Intensive Foster Care Scheme;
- measurement of the support for the foster placements provided by the social workers;
- the duration and outcome of the placements.

6. Mackay, R.A. (1981) Children in Foster Care: An examination of the case histories of a sample of children in care, with particular emphasis on placements of children in Foster Homes. Published research report, DSW.
(91 pages)

The sample was 654 children randomly selected from all children for whom a care order was made in 1971. Apart from the material relating to all non-parental care provided by DSW (see Mackay, 1981 in Part 1 of this appendix), this report provides the following information specifically on foster care:

- the number and duration of foster placements experienced by the children in the sample over the five year period;
- for those placements which ended within the five years after the care order, the reason why these placements ended.

7. Prasad, R. (1975) Success and Failure in Foster Care in Auckland. Unpublished thesis, University of Auckland.
(147 pages)

The 91 children in the sample for this study were all those satisfying the following criteria: they were placed under guardianship in the Auckland Children's Court between January 1966 and September 1968; they were under the age of 12 years at the time of committal; they had experienced a foster placement, but not with adoptive parents, in their first 5 1/2 years in care; and they had not been returned to their parents within that time.

The relationship between a large number of variables and the 'success' of placements is examined, where placements lasting five years or more were defined to be successful. The variables examined include the following:

- demographic characteristics of the children and birth families;
- reasons for committal;
- behaviour problems;
- life history prior to the care order;
- placement history with DSW prior to the foster placement;
- characteristics of the foster family;
- contact between the foster family and the birth parents;
- contact between the foster family and social workers.

8. Stirling, H.M. (1972)

A Study of Foster Homes.

Unpublished Anzac Fellowship report, DSW.
(66 pages)

This report presents information on 148 foster placements which were intended to be long term and which were all such placements experienced from the time of committal until the end of 1970 by all children aged under ten years who were committed to care in the Wellington Social Welfare District during the years 1963 to 1967, inclusive.

Placements which lasted two years or more were defined to be successful and these placements were compared with placements of lesser duration using the same variables as those used by Prasad.

9. Thomson, J., and Todd, M. (1982)

Report on the Intensive Foster Care Scheme. A joint publication of the Foster Care Federation and DSW.
(20 pages)

The Intensive Foster Care Scheme is described and the outcomes of the first 33 placements made under the scheme are listed.

C. Family Homes

1. Bramley, R.M. (1982)

Kibblewhite Road Family Home: an evaluation.
Unpublished report, DSW.
(24 pages)

Apart from a description of the programme provided by this special purpose Family Home for severely emotionally disturbed children, this report presents the following information for a sample of 33 children, all of whom had stayed at the family home for one month or more:

- demographic data;
- previous placement history with DSW;
- behavioural and intelligence ratings;
- contact with birth parents and the children's relationship with the foster parents while in the Family Home;
- offending activity and placement history after leaving the Family Home.

2. Department of Social Welfare

Appendices to the Report of the Family Home Committee. Unpublished report.
(7 pages)

These 3 appendices provide information on the foster parents who took up positions in the Family Homes from 1954 to 1968. Most of the information relates to the length of time that the foster parents remained in the Family Homes, but also covered are the age, religion and ethnicity of the foster parents, and their reasons for leaving the Family Homes.

3. Elliott, J.G. (undated, possibly 1979)

Family Home Kibblewhite Road: a Family Home for emotionally disturbed youngsters. Unpublished report, DSW.
(18 pages)

This report is a descriptive account of the history, present circumstances and programme of the Kibblewhite Road Family Home.

4. Kelliher, H. (1981)

Family Homes in New Zealand. From the Proceedings of the Second International Conference on Foster Care, 1981, pgs 54-57.

This essay discusses Family Homes, Family Home foster parents, the children placed in these homes, and the role of the homes within the social welfare system.

5. Kemp, S.P. (1980)

Family Home Foster Parenting: a role study. Unpublished MA thesis, University of Auckland.
(160 pages)

This thesis gives a detailed assessment of the demographic characteristics and motivations of 49 foster parents in general purpose Family Homes, together with their attitudes towards a variety of aspects of Family Home fostering. The foster parents were chosen from a number of different city and urban areas in nine DSW Districts.

6. Kemp, S.P. (1979)

Family Home Foster Parents: parents or professionals. In New Zealand Social Work, Vol.3, No.1, pgs 11 - 14.

Using some of the data collected for the survey reported in Kemp (1980), this article deals with the Family Home foster parents' perceptions of their role.

7. Sutton, R. (1978)

A descriptive analysis of the use being made of Family Homes and the characteristics of Family Home foster parents employed by the DSW over the past two decades. Unpublished research report, DSW.
(50 pages)

This report documents the demographic characteristics of all DSW Family Home foster parents appointed from the inception of the Family Homes through to the end of 1975 and examines the factors related to the duration and termination of their appointments.

8. Thomson, J. (1981)

Report on Family Homes
Unpublished report, NZ Foster Care Federation (16 pages)

Based on data from 48 replies by DSW Family Home foster parents to a survey conducted by the Federation, this report deals with the purpose of the family homes and practical issues of concern to foster parents, e.g. support and training, transport, board and clothing, etc.

D. Residential Care

1. Atwool, N.R. (1977) Weymouth Girls' School: A study of what is, with a view to what might be. Unpublished MA thesis, Victoria University.
(106 pages)

This thesis contains a detailed description of the buildings at Weymouth, the organisation of the staff, and the token economy system in operation there. The concept of the therapeutic community is discussed and the author then gives comprehensive suggestions for the changes necessary to transform the Girls School into such a community.

2. Cosgriff, M. (1982) Leisure Patterns in New Zealand Social Welfare and Department of Education Residential Homes. Unpublished B.Ph.Ed. thesis, University of Otago.
(64 pages)

All DSW institutions were included in this survey of leisure activities. The activities dealt with included sports, outdoor activities, arts and crafts, clubs, social and cultural activities.

3. Court, M.G., Flaws, J.R., and Vaughan, D.L. (1971)
Incarceration: the effect of strategy differences among juveniles. Unpublished Report, Auckland University.
(24 pages)

A sample of 20 boys in a DSW Boys Home is compared with 20 high school boys using a role playing game which is said to measure the player's ability to perceive rules and use strategies. A number of hypotheses are examined using the data obtained.
(See also Ziman, 1971).

4. Department of Social Welfare
Annual Reports from the Principals of DSW Institutions. Unpublished reports.

These reports provide descriptive and statistical information about the operation of the institutions during the year. The information provided should include the following: the number of admissions; the age and ethnicity of the children and the authority for their admissions; some information about the use of the secure unit; and some information about absconding.

5. Department of Social Welfare (1984)
Statistical Information - Residential Services.
Unpublished memorandum,
(13 pages)

The latest in an annual series, this report provides information on each of the DSW institutions, including the number of admissions, the number of absconders, the length of stay, and the average cost per child.

6. Department of Social Welfare (1982)
New Horizons: A review of the residential services of the Department of Social Welfare.
Unpublished report.
(140 pages)

Although this report is mainly forward looking, it does provide comment on the current situation in DSW institutions under the following headings: An overview of the role and function of DSW institutional services; social work practices in a residential setting; management; resources; staffing; facilities; secure; and accountability.

7. Department of Social Welfare (1981)
The Practice of Residential Care at Kingslea, Christchurch. Unpublished statement compiled by the staff at Kingslea Girls School.
(20 pages)

This is a statement of the purposes, philosophy and objectives of the treatment programme provided by Kingslea Girls School.

8. Department of Social Welfare (1978)a
the Philosophy of Residential Care at Kingslea Girls School. Unpublished statement compiled by the staff at Kingslea.
(10 pages)

This paper differs from that produced by the staff in 1981 (above) in that there is more emphasis on describing the programme and less emphasis on objectives.

9. Department of Social Welfare (1978)b
Review of Residential Facilities - Auckland and Hamilton Regions. Unpublished report.
(29 pages)

This report examines the role of the DSW institutions in Auckland and Hamilton, with special attention given to admission procedures.

10. Frazer, A.G. (1975) Psychiatric Needs of Disturbed Social Welfare Children and Adolescents and Consultative Psychiatric Practices in Social Welfare Institutions. Unpublished report, Department of Health.
(87 pages)

The first 4 sections of this paper are not of particular interest from a social welfare context as they contain a discussion of psychiatric and psychopaedic hospitals. However, section 5 (48 pages) is of greater relevance to the care provided by DSW. It provides demographic and psychiatric information on 180 girls from Miramar Girls Home and 250 boys from Epuni Boys Home who were referred to the author for assessment in the years 1971 to 1973 inclusive. In addition, some aspects of the operation of Epuni Boys Home are discussed.

11. Human Rights Commission (1982)
Report on Representations by the Auckland Committee on Racism and Discrimination in Children and Young Persons Homes. Published Report, Human Rights Commission.
(138 pages)

This examination of allegations of racism and discrimination in the Auckland DSW Childrens Homes includes detailed descriptions of admission procedures and of some aspects of the programmes in operation at the Homes.

12. Judge, M.E. (1977) An Approach to Treatment. In the Community Home Schools Gazette, Vol 71, No.2,
pgs 46 - 52.

This article describes the philosophy, objectives, and operation of the programme at Kingslea Girls School.

13. Luketina, F. (1983) The Use of Secure Facilities for Admissions to Bollard Girls Home and Owairaka Boys Home.
Unpublished draft research report, DSW.
(41 pages)

Some information is presented from a survey made over a period of 2 months of all admissions (175 children) to Bollard Girls Home and Owairaka Boys Home. Those children who were admitted to the Homes through the secure units are compared with those children not admitted through the secure units using the following variables: the delivery agent, prior institutional custody, the child's behaviour, age, authority for custody, legal action taken, the provision of information to the institution.

14. McDonald, D.J. (1977)
Perceptions of Residential Child Care. Published research report, No. 27, Department of Psychology and Sociology, University of Canterbury.
(126 pages)

The paper contains:

- a discussion of theoretical research frameworks related to residential child care;
- the development of a particular research strategy designed to measure the perceptions of persons associated with residential child care;
- a report of a survey of state and non-state residential child care which used this research strategy.

Those surveyed belonged to 17 non-state welfare offices, 30 non-state institutions, 16 state offices, 20 state institutions, and 11 Psychological Services Offices. In all, responses from 927 persons were analysed, including responses from 511 young persons resident in the institutions. The state and non state institutions are compared by examining some demographic data on, and the perceptions of, the staff and young persons involved with these institutions.

14. Department of Social Welfare (1973)
Juvenile Crime in New Zealand. Published report, Government Printer, Wellington.
(43 pages)

This report includes a brief description of the results of a follow-up study of 142 boys discharged from Kohitere Training School. This study was earlier reported in O'Neill (1968). Some additional information on the incarceration of boys from the sample in penal institutions during the 5 year follow-up period is also provided.

15. O'Neill, D.P. (1968)

Follow-up Study of Boys Training Institutions.
Unpublished research report, DSW.
(30 pages)

The sample for this study was all boys discharged from Kohitere and Hokio during the two years ending 31 March 1962: 172 boys in all. All convictions of these boys were recorded for the five years following discharge from the institutions. The hypothesis that the offending of these boys would decrease with age is examined. In addition, those Kohitere boys who received a custodial sentence during the 5 years following discharge are compared with all those Kohitere boys who did not receive a custodial sentence, including those who did not re-appear in court.

16. O'Neill, D.P. and Fleming, J. (undated - possibly 1968)

Discharges from Boys Homes, March - May 1967.
Unpublished research report, DSW.
(9 pages)

For all those discharged from the DSW Boys Homes during the period March to May, 1967 (214 boys), this report documents their length of stay while in the Homes and shows where the boys went following their discharge.

17. Report of the Committee of Enquiry into the Current Practices and Procedures followed in Institutions of the Department of Social Welfare in Auckland. (1982)

Unpublished report of a Committee of Enquiry.
(64 pages)

This report, (which within the DSW is sometimes known as the Johnston report after the Reverend A.H. Johnston who was the sole member of the committee, but which should not be confused with the Johnson report on Health and Social Education), includes an examination of aspects of practice at the Auckland DSW Childrens Homes and recommendations for changes to some of these practices.

18. Rolfe, J.W. and Doolan, M.P. (1981)

Review of Schools and Teaching Services in DSW Homes. Unpublished report, DSW and Department of Education.
(65 pages)

This paper includes a description of the educational programmes within DSW institutions and gives recommendations for improvements to these programmes. Also included is a list of the characteristics of children in care as perceived by the teachers in the institution's schools.

19. Watson, J.C. (1981) The Development of Self Monitoring Behaviour by Delinquent Girls in Residential Care.

Unpublished MA thesis, Massey University.
(74 pages)

This thesis documents the introduction of self-monitoring into the token economy system which was in operation at the Margaret Street Girls Home, New Plymouth. The effectiveness of self-monitoring was tested for one aspect of behaviour; that of room cleaning. An experimental time series design was used, the main points of which are as follows: ten girls were randomly assigned to two groups of five each; self-monitoring was introduced for both groups but at different stages; for each group, measurement was made of room cleanliness, and of the girls' assessment of the cleanliness of their rooms, before, after, and at several intermediate stages of the introduction of self-monitoring.

20. Watson, J.C. (1978) The Current Use of Secure Facilities within Department of Social Welfare Institutions. A paper presented at N.Z. Psychological Society Annual Conference, August 1978, at the University of Canterbury.
(13 pages)

This paper includes a description of the operation of the DSW institutions, with special attention given to the use of the secure facilities.

21. Watson, J.C. (1977) Exit the Custodian and Enter the Teaching Parent. A paper presented at the NZ Psychological Society Annual Conference, August 1977, at the University of Auckland.
(8 pages)

The introduction of a token economy system at the Palmerston North DSW Girls Home is described, and some numerical data is presented on the effects of the new system on the behaviour of the girls. Although the method of data collection is not fully described, a loosely applied time series design appears to have been used.

22. Ziman, A.R. (1971) Incarceration: the effect of strategy differences among female juveniles. Unpublished report, Auckland University.
(25 pages)

Using the same method as that used by Court, et al (1971), the author compares 20 girls in a DSW Girls' Home with 20 high school girls.

APPENDIX 2

A CLASSIFICATION BY SUBJECT OF THE INFORMATION CONTAINED IN THE REPORTS LISTED IN APPENDIX I

The classification of information contained in this appendix is organised under the categories of programme specification and evaluation variables given in section 2.1. After each category the reports which provide this information are listed. For example, beside the entry 'All Children in Care: Pre-programme Variables: The Child at the Time of the Care Order: age, sex, and ethnicity' there appears the following: Mackay (1981), and O'Neill (1977). This refers to the two papers listed in Appendix 1 which provide information on the age of children at the time of their committal to care, together with their sex and ethnicity.

Where no report in Appendix 1 provides information on a subject the designation 'not covered' is given beside that entry. This does not imply that this information is nowhere available; only that it is not provided in the reports considered in this paper. Although some effort was made to review all relevant reports, there are reports which could not be acquired and there may be others unknown to me. In addition, the point of information under consideration may be contained in Departmental files in the form of a brief file note or memorandum, which were not included in this review.

It should be noted that there may be considerable overlap between items of information listed in different categories, especially between the categories under Programme Description and Programme Variables. For example, a profile of foster parents is an essential component of the description of the Foster Care Programme. However, the items of information describing foster parents may also be of interest to an evaluator as programme variables.

1. INFORMATION ON THE NON-PARENTAL CHILD CARE PROVIDED BY THE DEPARTMENT OF SOCIAL WELFARE WHERE NO PARTICULAR PROGRAMME IS EXAMINED.

(Individual programmes are dealt with in the following sections.)

<u>Information</u>	<u>Availability</u>
1.1 <u>Programme Specification</u>	
a) <u>Objectives of the DSW Child Care Programme</u>	not covered
b) <u>Programme Description</u>	
(i) Overview of the DSW Child Care Programme	DSW (1982)b
(ii) Interaction of the DSW Child Care Programmes	not covered

<u>Information</u>	<u>Availability</u>
(iii) The Overall Cost of DSW Non-Parental Care per Child	not covered
(iv) Profile of Social Workers:	
- age, sex, qualifications and experience	NZSWTC ¹ (1977) Groves, et al (1978)
- ethnicity	not covered
(v) The Social Worker's Role in Practice	Sheafor (1982)
(iv) Perceptions of Children in Care	not covered
1.2 <u>Pre-Programme Variables</u>	
(a) <u>The Children at the Time of the Care Order:</u>	
- Age, sex and ethnicity	Allan (1980) ² Mackay (1981) O'Neill (1968) ^{b3} O'Neill (1977)
- Educational level, behavioural profile, and health and physical development	not covered
(b) <u>The Children's Families</u>	
(i) <u>Birth Parents</u>	
- age at the care order of the child and at the birth of the first child, marital status, and socio-economic status	Mackay (1981)
- Were the parents state wards?	not covered

-
1. For New Zealand Social Work Training Council.
 2. The sample for this report is those children discharged from care in 1977.
 3. Provides information on under 2 year olds only.

Information

Availability

(ii) The Family with Whom the Child Spent
the Most Time Prior to the Care Order

- relationship to the child, family composition, age, ethnicity, employment status, socio-economic status, number of children at home at the time of the care order, previous official notice of the family to Social Welfare, locality, and difficulties faced by the family (marital, financial, accommodation, employment, child care, child abuse, illness, alcohol, psychiatric, and offending). Mackay (1981)

(c) The Children's Lives prior to the Care Order

- number of living situations, proportion of time spent with the birth parents, number and type of previous notice of the child to official agencies (e.g. offending, misbehaviour, inadequate home conditions or child care). Mackay (1981)
- types of previous living situations not covered

(d) The Circumstances of the Care Order

- the incident leading to legal action, other than cases arising from offending. not covered
- for cases arising from offending, details of offending Mackay (1981)
- the legal action taken Allan (1980)¹
Mackay (1981)
O'Neill (1968)^{b2}
O'Neill (1977)
- the reasons why the children were taken into care. Mackay (1981)
O'Neill (1968)^{b2}

-
1. The sample used is those children who were discharged from care in 1977.
 2. This paper provides information on children who were under the age of 2 years when taken into care.

<u>Information</u>	<u>Availability</u>
1.3 <u>Programme Variables</u>	
(a) <u>The Characteristics of the Programme</u>	
- the length of time the children spent in care, and the number and duration of placements.	DSW (1974) Mackay (1981) O'Neill (1968)b2
- the types of placements experienced by the children	Mackay (1981) O'Neill (1968)b2
- contact with the children's families	not covered
(b) <u>The Characteristics of the Children</u>	
(i) the children's behaviour and attitudes while in care	not covered
(ii) a profile of a cross section of children in care:	
- age, sex, and length of time so far spent in care	DSW (1974)
- all other variables, e.g. ethnicity, reason for the care order, etc.	not covered
(c) <u>Documentation of Events</u> (other than placement history)	not covered
(e.g. educational achievements, employment, offending, etc.)	

-
1. Programme variables may sometimes be considered to be outcome variables depending on the objectives of the programme which are under investigation.
 2. This paper provides information on children who came into care under the age of 2 years.

Information

Availability

1.4 Outcome Variables

(a) The measurement of intermediate effects of the programme

- | | | |
|-------|--|------------------------------|
| (i) | the child's living situation at some stage prior to their discharge from care, and the proportion of children discharged from care after a certain time. | |
| - | five years after the care order | Mackay (1981) |
| - | more than 6 years after the care order | O'Neill (1968) ^{b1} |
| (ii) | the measurement of education achievement, offending, absconding, employment, and behavioural changes generally for children in care. | not covered |
| (iii) | the documentation of patterns of placements (for example, examination of the hypothesis of a drift from foster care into institutional care). | not covered |

-
1. The times at which the situation of the children has been examined varies from 6 years 7 months to 8 years 7 months after the care order, and all the children in this sample were taken into care under the age of 2 years.

<u>Information</u>	<u>Availability</u>
(b) <u>The Circumstances of the Children's Discharge From Care</u>	
(i) Profile of children at the time of discharge from care:	
- age	Allan (1980) Mackay (1981) ¹
- length of time spent in care	Allan (1980) Mackay (1981) ¹ O'Neill (1968) ^{b1,2}
- other variables (e.g. ethnicity, employment, education, etc.)	not covered
(ii) The children's last living situation while in care.	Mackay (1981) ¹
(iii) Reason for discharge from care, and whether discharged to the care or supervision of the Justice Department.	Mackay (1981) ¹
(c) <u>The children's lives following discharge from care</u>	not covered

-
1. This paper does not use a sample of discharged children, rather the sample is a group of children taken into care in the same year.
 2. Only children who were under the age of 2 years when taken into care were in the sample used in this paper.

2. INFORMATION ON FOSTER CARE

2.1 Conventional Foster Care

<u>Information</u>	<u>Availability</u>
2.1.1 <u>Programme Specification</u>	
(a) <u>Objectives</u>	Devine (1981)
(b) <u>Programme Description</u>	
(i) Overview of Foster Care	Devine (1981) Mackay (1981)
(ii) Costs	
- per child	Nicholson (1970)
(iii) Personnel:	
Social Workers	
- age, sex, whether they have children, qualifications, and experience.	Groves, et al (1978)
- ethnicity	not covered
Foster Parents and their families:	
- age, and ethnicity.	Groves, et al (1978) Mackay, et al (1983) Prasad (1975) Stirling (1972)
- religion	Prasad (1975)
- education and qualifications	Groves, et al (1978) Mackay, et al (1983)
- socio economic status	Mackay, et al (1983) Prasad (1975) ¹ Stirling (1978)
- occupation	Groves, et al (1978)
- experience of fostering	Groves, et al (1978) Mackay, et al (1983) Prasad (1975) Stirling (1972)

1. Prasad uses a three category occupation classification rather than the Elley and Irving socio-economic classification.

<u>Information</u>	<u>Availability</u>
- number of foster parents' siblings	Groves, et al (1978)
- size of the foster family	Groves, et al (1983) Mackay, et al (1983) Prasad (1975)
- age of the foster family's children relative to the foster child's age	Prasad (1975) Stirling (1972)
- foster parents' preferences for foster children	Groves, et al (1978) Mackay, et al (1983) Stirling (1972)
- foster parents' attitudes on peripheral topics	McDonald (1965)
- membership of the Foster Care Association	Groves, et al (1978)
iv) Role Description and Perceptions of the Programme	
Social Workers:	
- case loads	Groves, et al (1978)
- contact with the foster home	Groves, et al (1978) Mackay, et al (1983) Prasad (1975)
- contact with the birth parents	Mackay, et al (1983)
- opinions of social workers on practical aspects of fostering	Groves, et al (1978)
Foster Parents:	
- description of the tasks involved in fostering a child	not covered
- opinions of foster parents on practical aspects of fostering and the perception of their role.	Groves, et al (1978) Mackay, et al (1983)
Foster Children:	
- perceptions of fostering	Mackay, et al (1983)
Birth Parents:	
- perceptions of fostering	Mackay, et al (1983)

2.1.2 Pre-programme Variables

<u>Information</u>	<u>Availability</u>
(a) <u>The Children at the Time of Entering Foster Care</u>	
- sex, age, and ethnicity	Mackay (1983) Prasad (1975) Stirling (1972)
- education	not covered
- behaviour	Prasad (1975) Stirling (1972)
- health and physical development	not covered
(b) <u>The Children's Family</u>	
(i) Birth Family:	
- age of parents and marital status	Prasad (1975) Stirling (1972)
- socio-economic status	Mackay (1983) Prasad (1975) Stirling (1972)
- size of the birth family	Mackay (1983) Prasad (1975)
- position of the children in their family, i.e. first born, second born, etc.	not covered
- number of siblings placed in care	Mackay (1983) Prasad (1975)
(ii) The family with whom the children spent the most time prior to the care order	
- relationship to the children	Stirling (1972)
- proportion of children living with birth parents	Mackay (1983)
- family composition, age, ethnicity, socio-economic status, number of children, previous notice of the family, family difficulties, etc.	not covered

<u>Information</u>	<u>Availability</u>
(c) <u>The Children's lives prior to their Care Order</u>	
- number of changes of living situations	Mackay (1983)
- types of previous living situations	not covered
- living situation at the time of the care order	Prasad (1976) Stirling (1972)
- age at separation from birth mother	Prasad (1976)
- previous notice with official agencies prior to the care order	Mackay (1983)
(d) <u>The Circumstances surrounding the care order</u>	
- the incident leading to legal action for cases not arising from offending	not covered
- details of offending, for cases arising from offending	not covered
- the legal action taken	Stirling (1972)
- the reason for the care order	Mackay (1983) Prasad (1975)
(e) <u>The Children's lives with the Department after the care order but before the foster placement</u>	
- the length of time in care before this placement	Stirling (1972)
- the number of placements experienced by the children, and the time spent in institutional placements	Prasad (1975) Stirling (1972)
- the time spent in Family Home placements	Stirling (1972)
- previous Family Home placements experienced by the children	Prasad (1975)
- the number of previous foster placements	Prasad (1975) Stirling (1972)
- whether the children had experienced a prior placement, a prior placement breakdown, a prior foster placement, a prior foster placement breakdown.	Mackay, et al (1983)

<u>Information</u>	<u>Availability</u>
- detailed reasons for the children's discharge from earlier placements	not covered
- offending, behaviour, and educational potential	Mackay, et al (1983)
- level of DSW support required	Mackay, et al (1983)
- educational achievements	not covered
(f) <u>The Situations Leading to the Placement of the Children in Foster Care</u>	
- behaviour or other attributes which made the child suitable for placement in foster care at this stage	not covered 1
2.1.3 <u>The Programme Variables</u>	
(a) <u>The Characteristics of the Programme</u>	
- the siblings of the foster children in the same placement	Prasad (1978)
- contact between birth parents and the foster parents	Prasad (1975)
- contact between the foster children and their birth parents	Mackay (1983) Stirling (1972)
- contact between the foster parents and social workers	Mackay (1983) Prasad (1975)
- profile of the foster parents and the foster families	Mackay (1983) Prasad (1975) Stirling (1972)
- ages of the foster children relative to the ages of the foster families' children	Prasad (1975) Stirling (1972)

-
1. If a child cannot be catered for by her or his own parents then it is DSW policy that the next best option is for the child to be cared for in a foster home. Therefore, it is not surprising that no material is available on what makes a child suitable for fostering as this is the default option unless circumstances are such that the child cannot be fostered.

<u>Information</u>	<u>Availability</u>
- preferences of the foster parents (treated as programme variables)	Stirling (1972)
- problems in the foster homes	Stirling (1972)
(b) <u>The Characteristics of the Children in the Programme</u>	
- the children's behaviour	Stirling (1972)
- the children's attitudes or perceptions	Mackay, et al (1983)
(c) <u>Documentation of Events</u> (e.g. offending, employment, etc.)	not covered
2.1.4 <u>Outcome Variables</u>	
(a) <u>Intermediate Outcomes</u>	
- measurement of classroom behaviour and achievements	Law (1979)
- perceptions of the birth families on the success of the placement	Mackay, et al (1983)
- perceptions of the children on the success of the placement	Mackay, et al (1983)
- perceptions of the foster parents on the success of the placement	Mackay, et al (1983)
- other measures of change in behaviour, offending, etc.	not covered
(b) <u>The Situation at the Children's discharge from the foster placement</u>	
- the reasons for ending the placement	Mackay (1981)
- duration of foster placements	Mackay (1981) Prasad (1976) Stirling (1976)
- the children's next living situation	not covered
(c) <u>The Children's lives and Circumstances After their foster placement has ended</u>	not covered

2.2 INFORMATION ON INTENSIVE FOSTER CARE

Information

Availability

2.2.1 Programme Specification

(a) Objectives

Thomson & Todd (1982)

(b) Programme Description

(i) Overview of the Intensive Foster Care Scheme

Mackay, et al (1983)
Thomson & Todd (1982)

(ii) Costs (apart from board rates)

not covered

(iii) Personnel:

Social Workers:

- qualifications and experience

Mackay, et al (1983)

- age, sex, ethnicity, and other demographic characteristics

not covered

Foster Parents:

- demographic characteristics, education, socio-economic status, previous experience, motivation, size of family, and preferences for foster children

Mackay, et al (1983)

- age and sex of children, size of foster parent's families of origin, and occupation.

not covered

(iv) Role Descriptions and Perceptions

Social Workers:

- case load, contact with foster home, contact with birth parents, opinion of social workers on practical aspects of intensive fostering

Mackay, et al (1983)

Foster Parents:

- description of the tasks involved in intensive foster parenting

not covered

- opinions of foster parents on practical aspects of fostering and on their role

Mackay, et al (1983)

<u>Information</u>	<u>Availability</u>
Foster Children:	
- perceptions of fostering	Mackay, et al (1983)
Birth Parents:	
- perceptions of fostering	Mackay, et al (1983)
2.2.2 <u>Pre-programme Variables</u>	
(a) <u>The Children at the Time of Placement in the Intensive Foster Care Scheme</u>	
- age, sex, and ethnicity	Mackay (1983)
- educational characteristics, behavioural rating, offending and misbehaviour patterns	Thomson & Todd (1982)
- problem behaviour or personality disturbances	Thomson & Todd (1982)
(b) <u>The Children's Families</u>	
(i) Birth Families	
- size of birth family, had birth parents been in care, number of siblings in care, and contact between parents and the children	Mackay (1983)
- socio-economic status, and position of the children in their families, i.e. first born, second born, etc.	not covered
(ii) The Families With Whom the Children Spent the Most Time Prior to the Care Order	
- relationship to the children, socio-economic status, family problems.	not covered
- age, number of children, notice of the families to the authorities, and number of children in the families also in care.	not covered

<u>Information</u>	<u>Availability</u>
(c) <u>The Children's Lives Prior to Coming into Care</u>	
- number of changes of living situations	Mackay, et al (1983)
- types of living situations	not covered
- previous notice to the authorities, problems with the children	Mackay, et al (1983)
- who were the children living with at the time of the care order	not covered
(d) <u>The Circumstances Surrounding the Care Order</u>	
- reason for the care order	Mackay, et al (1983)
- legal action taken, and the incident which led to this action.	not covered
(e) <u>The Children's Lives With the Department After Coming into Care but Before this Placement</u>	
- the length of time since the care order	not covered
- did the child have a previous placement breakdown; and did the child have a previous foster placement and did this placement break down.	Mackay, et al (1983)
- details of placement history, including reasons for the termination of placements	not covered
(f) <u>The Decision to Place the Children in Intensive Foster Care</u>	
- behaviour, background and demands on care givers' time which made the children suitable for this type of placement	Mackay, et al (1983)
- recorded reason for placing the child in intensive foster care	not covered

<u>Information</u>	<u>Availability</u>
2.2.3 <u>The Programme Variables</u>	
(a) <u>Characteristics of the Programme</u>	
- profile of the foster parents, contact and relationship between the foster parents and the children's families, level of social work support, relationship between the foster parents and the social workers, foster parents' assessment of long term placement options for the children, and contact between the foster children and their siblings	Mackay, et al (1983)
(b) <u>Characteristics of the Children in the Programme</u>	
- the children's behaviour, the children's demands on the care givers' time, the relationship between the foster parents and the children, the relationship between the children and the social workers, and the children's perceptions of the foster placement and related issues	Mackay, et al (1983)
(c) <u>Documentation of Events</u>	not covered
2.2.4 <u>Outcome variables</u>	
(a) <u>Intermediate Outcomes</u>	
- perception of the children, the children's families, and the foster parents on the success of the placement; and the social worker's views on the effect on the children's future.	Mackay, et al (1983)
- other measures of change in behaviour, offending, emotional stability, etc	not covered
- whether or not placements were continuing on a given date	Mackay, et al (1983) Thomson & Todd (1982)
(b) <u>The Situation at the Discharge of the Children from the Placement</u>	
- reasons for the end of the placement, the children's next living situations, and assessments by the social workers on the success of the placement	Mackay, et al (1983)
(c) <u>The Children's Lives after their Intensive Foster Care Placement ended</u>	not covered

3. INFORMATION ON FAMILY HOMES

<u>Information</u>	<u>Availability</u>
3.1 <u>Programme Specification</u>	
(a) <u>Objectives</u>	Bramley (1982) ¹
(b) <u>Programme Description</u>	
(i) Overview of Family Homes	
- general	Kelliher (1981) Kemp (1979) Kemp (1980)
- numerical information	NZFCF (1982) ²
(ii) Description of a Family Home:	Bramley (1982) Elliott (1979)
(iii) Costs:	
- per child	Nicholson (1976)
(iv) Personnel:	
Social Workers:	
- experience and grade	Kemp (1980)
- other characteristics	not covered
Family Home Foster Parents:	
- age	DSW (1969) Kemp (1980) Sitton (1978)
- ethnicity	DSW (1968) Kemp (1980)

1. For one Family Home only.

2. New Zealand Foster Care Federation.

<u>Information</u>	<u>Availability</u>
- religion	DSW (1968)
- number of siblings, extended family contact, education and qualifications	Kemp (1980)
- socio-economic status	Kemp (1980) Sutton (1978)
- income, length of employment, and length of marriage	
- home ownership	Kemp (1980) NZFCF (1981) ¹
- number and age range of own children	Sutton (1968)
- interests and hobbies	Kemp (1980)
- previous relevant experience	Kemp (1980) Sutton (1968)
- duration of stay in the Family Homes for current Foster Parents	DSW (1968) Kemp (1980)
- duration of stay for past Family Home foster parents, and reasons for leaving the Family Homes	DSW (1968) Sutton (1968)
- motivation of foster parents	Kemp (1980)
- ratings of the foster parents	Sutton (1968)
<u>(iii) Role Description and Perceptions</u>	
Social Workers	not covered
Foster Parents:	
- Department's list of responsibilities	DSW (1982)
- Foster parents' perceptions of their role	Kemp (1979) Kemp (1980) NZFCF (1981) ¹
- Foster parents' attitudes on other role related topics	Kemp (1979) Kemp (1980)

1. New Zealand Foster Care Federation

<u>Information</u>	<u>Availability</u>
(iv) <u>Department - Family Home Interaction:</u>	NZFCF (1981) ¹
- criteria for admission, information supplied to foster parents, support and training of foster parents, transport provisions, payment and allowances, replacement of household items, home help, relieving, and housing requirements.	
3.2 <u>Pre-programme Variables</u>	
(a) <u>The Child at the Time of Placement in the Family Home</u>	
- age, sex, ethnicity, behaviour problems educational potential, and prognosis of future behaviour	Bramley (1982)
- education, and health and physical development	not covered
(b) <u>The children's families</u>	not covered
(c) <u>The children's lives prior to the care order</u>	not covered
(d) <u>The circumstances surrounding the care order</u>	not covered
(e) <u>The Children's lives after the care order but before their placement</u>	
- the number and type of placements before this placement	Bramley (1982)
- other details	not covered
(f) <u>The situation leading to the decision to place the children in a Family Home</u>	not covered
3.3 <u>The Programme Variables</u>	
(a) <u>The characteristics of the programme</u>	
- contact with the children's birth parents	Bramley (1982)
- relationship between the foster parents and the children	Bramley (1982)
- other details	not covered

1. New Zealand Foster Care Federation

<u>Information</u>	<u>Availability</u>
(b) <u>The characteristics of the children in the programme</u>	not covered
(c) <u>Documentation of events</u>	not covered
3.4 <u>Outcome Variables</u>	
(a) <u>Intermediate Outcomes</u>	
- development of a good relationship with the foster parents	Branley (1982)
- other measures of behaviour, etc	not covered
(b) <u>The situation at the discharge of the child from the Family Home</u>	not covered
(c) <u>The Children's lives and circumstances after the end of the Family Home placement.</u>	
- the number of children who offend and the length of time before offending	Branley (1982)
- number and type of placements after leaving the Family Home	Branley (1982)
- other outcome measures	not covered
4. INFORMATION ON RESIDENTIAL CARE	
4.1 <u>Regional Institutions</u> ¹	
4.1.1 <u>Programme Specification</u>	
(a) <u>Objectives</u>	Committee of Enquiry (1982) ² DSW (1982) Watson (1981) ³

-
1. Regional institutional care is often used for the temporary care of children who have not been the subjects of guardianship orders, unlike the other non-parental care programmes discussed in this report.
 2. Provides a statement of objectives for only one regional institution; Bollard Girls Home.
 3. Discusses only Palmerston North Girls Home.

Information

Availability

(b) Programme Description

(i) Overview of regional institution care:

- general

Committee of Enquiry
(1982)¹
DSW (1978)^{b2}
DSW (1982)
HRC (1982)³

- numerical information

DSW (1984)

(ii) Descriptions of procedures and programmes
at regional institutions

Committee of Enquiry
(1982)
Cosgriff (1982)⁴
DSW (1982)
DSW (annually)
HRC (1982)³
Rolfe & Doolen
(1981)⁵
Watson (1977)⁶
Watson (1978)⁷
Watson (1981)⁸

(iii) Costs

DSW (1984)
Nicholson (1976)

(iv) Staffing

- generalised description of the
staff at regional institutions

Committee of Enquiry
(1982)¹
DSW (1982)³
HRC (1982)

-
1. Auckland Regional Only.
 2. Auckland and Hamilton regions.
 3. Report of the Human Rights Commission on the Children and Young Persons Homes.
 4. Sporting, craft and leisure activities only.
 5. Education programme only.
 6. Discusses the token economy system used at Palmerston North Girls Home.
 7. Discusses only the use of secure facilities.
 8. Discusses modifications to the token economy system used at Palmerston North Girls Home.

<u>Information</u>	<u>Availability</u>
- age, sex, ethnicity, qualifications experience, etc of staff	not covered
4.1.2 <u>Pre-programme variables</u>	
(a) <u>The children at the time of placement in a regional institution</u>	
- age	DSW (annually) Luketina (1983)
- ethnicity	DSW (annually)
- behavioural problems	DSW (annually)
- education, health and physical development, etc	not covered
(b) <u>The children's families</u>	not covered
(c) <u>The children's lives prior to this placement</u>	
- behaviour in the community, and prior institutional custody	Luketina (1983) ¹
- previous living situations, with whom they were living immediately prior to this placement, previous notice to official agencies, etc.	not covered
- the children's lives while in care (for those children who have been committed to care).	not covered
(d) <u>The circumstances of admissions to the regional institutions</u>	
- the legal authority for the admissions	DSW (annually) Luketina (1983) ¹ O'Neill and Fleming (1968) ²
- the agency who brought the child to the institution, the charges or complaints involving the child (where applicable), and the information supplied to the institution at the time of the admission.	Luketina (1983) ¹

1. Information only provided for Owairaka Boys Home.
2. The sample used was boys discharged over a given period.

<u>Information</u>	<u>Availability</u>
- the reason for the admission	DSW (annually)
4.1.3 <u>Programme Variable</u>	
(a) <u>The Characteristics of the Programme</u>	
- whether the child was placed in the secure unit at the time of admission	Luketina (1983) ¹
- duration of the placement	DSW (annually) DSW (1984) O'Neill & Fleming (1968)
- responses to token economy regimes	Watson (1977) Watson (1981)
- responses to other treatment regimes	not covered
- education received by the children while in the placement	not covered
- contact with the children's families	not covered

1. Owairaka Boys Home and Bollard Girls Home only.

<u>Information</u>	<u>Availability</u>
(b) <u>The Characteristics of the Children in the Regional Institutions</u>	
- the demographic characteristics, education measurements, and assessments of children sent to a psychiatrist	Frazer (1975) ¹
- social class and previous offending of children placed in regional institutions	Court, et al (1971) ² Ziman (1971) ³
- I.Q.	Court, et al (1971) ²
- tests of ability to develop strategies	Court, et al (1971) ² Ziman (1971) ³
- demographic characteristics, behaviour and attitudes of a cross section of children in these placements.	not covered
(c) <u>Documentation of events</u>	
- absconding	DSW (annually)
- offending, court appearances, temporary home placements, placements in the secure facilities (apart from on admission to the institution), etc.	not covered

-
1. For Epuni Boys Home and Miramar Girls Home only.
 2. For one Boys Home only.
 3. For one Girls Home only.

<u>Information</u>	<u>Availability</u>
4.1.4 <u>Outcome Variables</u>	
(a) <u>Intermediate effects of the programme</u>	
- short term response to token economy regimes	Watson (1977) Watson (1981) ¹
- short term response to placement in the secure facilities	not covered
- short term response to other treatment regimes (if any)	not covered
(b) <u>The Circumstances of the ending of the Children's Placements</u>	
- reason for discharge	not covered
- the child's next placement	DSW (annually) O'Neill & Fleming (1968)
(c) <u>The Children's Lives following discharge from the programme</u>	not covered
4.2 <u>Information on National Institutions</u>	
4.2.1 <u>Programme Specification</u>	
(a) <u>Objectives</u>	Committee of Enquiry (1981) ² DSW (1981) ³ DSW (1978)a ³ DSW (1982) Judge (1977) ³
(b) <u>Programme Description</u>	
(i) Overview of the national institutions	
- general	DSW (1982)
- numerical information	DSW (1984)

-
1. Measurement of room cleaning only.
 2. Beck House Only
 3. Kingslea Girls School

<u>Information</u>	<u>Availability</u>
(ii) Descriptions of procedures and Programmes at National Institutions	Atwool (1977) ¹ Committee of Enquiry (1982) ¹ Cosgriff (1982) ² DSW (1978)b ¹ DSW (1978)a ³ DSW (1981) ³ DSW (1982) DSW (annually) Judge (1977) ³ Rolfe & Doolan (1981) ⁴ Watson (1977) ⁵
(iii) Costs:	DSW (1984) Nicholson (1976)
(iv) Staffing:	
- general description	Atwool (1977) ¹ DSW (1982)
- age, ethnicity, experience, etc	not covered

-
1. Weymouth Girls School.
 2. Sporting, craft and leisure activities only.
 3. Kingslea Girls School.
 4. Educational programmes only.
 5. Secure facilities only.

<u>Information</u>	<u>Availability</u>
4.2.2 <u>Pre-programme Variables</u>	
(a) <u>The Children at the time of placement in the national institutions</u>	
- age and ethnicity	DSW (annually) O'Neill (1968) ¹
- I.Q.	O'Neill (1968) ¹
- education, behaviour, health and physical development, etc.	not covered
- overall truancy and offending history	O'Neill (1968) ¹
(b) <u>The Children's families</u>	
- marital status, size of family, family composition	O'Neill (1968) ¹
- socio-economic status, previous notice of the family, number of siblings placed in care, etc.	not covered
(c) <u>Children's lives prior to committal</u>	
- age at first official notice, age at first offence	O'Neill (1968) ¹
- number of changes in living situations, proportion of time spent with birth parents etc.	not covered
(d) <u>The Circumstances Surrounding the Care Order</u>	
- ages at committal to care	O'Neill (1968) ¹
- reasons for committal, legal action taken, etc.	not covered

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1. Kohitere and Hokio only. The sample is those boys discharged over a set period.

<u>Information</u>	<u>Availability</u>
(e) <u>The children's lives with the Department following the care order but before the national institution placements</u>	
- the length of time spent in care before this placement, experience of other placements	O'Neill (1968) ¹
- reasons for discharge from previous placements, offending during these placements, etc.	not covered
(f) <u>The Decision to place the children in the national institutions</u>	
- reason for admission	DSW (annually)
- behaviour or other attributes which led to this placement.	not covered
4.2.3 <u>The Programme Variables</u>	
(a) <u>The characteristics of the programme</u>	
- duration of the placement	DSW (annually)
- other characteristics of the programme	not covered
(b) <u>The characteristics of the children in the programme</u>	not covered
(c) <u>Documentation of events</u>	
- absconding	DSW (annually)
- other events (educational achievements, offending, employment, etc).	not covered
4.2.4 <u>The Outcome Variables</u>	
(a) <u>The Intermediate effects of the programme</u>	not covered
(b) <u>The discharge of the children from the national institutions</u>	
- reason for discharge	not covered
- the children's next placement	DSW (annually)

1. Kohitere Training School and Hokio Beach School only.

Information

Availability

(c) The children's lives after discharge
from the national institutions

- offending

O'Neill (1968)¹

- education, employment etc.

not covered

i. Kohitere Training School and Hokio Beach School only.

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