

PROGRAM & EVALUATION REPORT

ICPI

Immigrant Community Partnership Initiative

May 2009

agenda
for children
tomorrow

PARTNERSHIPS BUILDING STRONG COMMUNITIES

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EXECUTIVE SUMMARY 1 | ONE

The Program & Evaluation Report contains a comprehensive picture of the Immigrant Community Partnership Initiative (ICPI) project, as well as describes, analyzes and concludes from an evaluation study that was conducted at the end of the first year of ICPI's operation. The report was developed by Agenda for Children Tomorrow (ACT).

Beginning with background information about the ICPI project, the report details its mission and goals, partner CBOs and their roles, and the project model. It describes the evaluation criteria, examines each service and operational aspects, presents qualitative and quantitative findings, and uses a scorecard system to assess if the findings support or satisfy the evaluation criteria. At the end, the report presents lessons learned from ICPI and recommends several steps that would strengthen the ICPI project going forward.

A unique feature of the report is a Cost Benefit Analysis that demonstrates the savings generated by the implementation of ICPI, based on an estimate of foster care placements that were prevented and the cost for translation services. The analysis concludes that it would take the Administration for Children's Services (ACS) just 4 months to recoup the costs of program implementation.

The ICPI project was launched in July '07 by the New York City Administration for Children's Services (ACS). First of its kind, ICPI targeted the three fastest growing communities in New York City - Mexican, West African, and the South Asian. ICPI's aim was to increase communities' awareness of child abuse and neglect regulations, and provide support services to families before or during family's involvement with the child welfare system. At the same time, the project also aimed at enhancing ACS's knowledge-base and capacity to provide culturally and linguistically appropriate services. Through contractual partnership with community based organizations (CBOs) from the target communities, and with technical assistance from Agenda for Children Tomorrow (ACT), ACS completed ICPI's first year of operation in September '08.

Evaluation of the ICPI project indicates that during its first year of operation, the project exceeded expectations in several key areas, such as interpretation, cultural brokering, and support services. The project also achieved 52% return on investment in its first year, approximately 25% more than comparable social service projects. Some progress was made on reaching project benchmarks for cultural awareness building for ACS, community education forums, and participation in child safety conferences. Progress was limited by parameters of the project design.

From the operational standpoint, the project met expectations in developing policies and procedures, and enhancing communication between ACS and community based organizations. It partially met expectations in developing effective invoicing, reporting, and referral processes.

A few statistical highlights and key evaluation of findings are as follows:

Statistical Highlights:

- Seventy-eight out of 124 individuals responded to the evaluation survey. These individuals included Child Protective Workers, preventive caseworkers, child care/Head Start family workers, and attorneys from ACS's legal division.
- During 15 months of operation, the ICPI project received service requests for over 148 families involving approximately 305 children.
- Among all the referrals that ICPI received, 31% were for Mexican families, 26% for West African families, 26% for South Asian families, and 17% referrals were from "other" countries, including Argentina, Honduras, Ecuador, Dominican Republic, China, Guyana, Indonesia, Iran, Morocco, Philippines, Serbia, Poland, Turkey, and several countries from the Middle-East.
- ICPI received 97 requests for interpretation, and 26 requests for case conferences. CBOs provided 113 case consultations, and provided various counseling services to 86 families or individuals.

Evaluation Highlights:

- During 15 months of operation, the ICPI prevented the removal of 15 at-risk children, yielded a positive cost benefit analysis and saved approximately \$496,176 in potential child welfare expenses for ACS.
- Through 11 community education forums, the ICPI project reached over 380 community members. CBOs also provided information to approximately 330 ACS workers about the Mexican, West African, and South Asian communities at 11 meetings at ACS field offices.
- ACS received 86 interpretation services from the CBOs, and 60% of the respondents from ACS were highly satisfied and 40% were satisfied with the outcome and quality of interpretation services. 100% of respondents stated that they would ask for CBOs to interpret in the future.
- Families received 174 support services from the CBOs, and 83% of the respondent ACS workers were “Very Satisfied” or “Satisfied and 17% had “No Opinion.” No caseworker expressed dissatisfaction with support services.
- ACS caseworkers were asked if ICPI’s intervention helped change family’s behavior, and among the respondents, 41% strongly agreed, 36% agreed, 14% had no opinion, and 9% disagreed.
- Five out of 14 CBOs stated that partnering with ICPI somewhat increased their understanding of the child welfare system, while the remaining nine CBOs strongly agreed.
- Among the CBOs, 14% were very satisfied and 36% were satisfied with the referral process. However, 21% were dissatisfied, and 29% either had “no opinion” or did not receive with referrals.
- When asked about ACT’s role as a beneficial resource for the ICPI, 8 CBOs “Strongly Agreed”, 4 “Somewhat Agreed”, and 2 responded “N/A” and to this statement.

Highlights from Lessons Learned:

- ACS staff expressed a lot of satisfaction with the cultural brokering and interpretation component of ICPI.
- ICPI services can be more effectively delivered through a coalition structure.
- CBOs with preventive slots were better able to integrate ICPI services into their operation.
- Capacity building efforts for CBOs need to incorporate topics such as coalition building and conflict mediation.
- Funding available for or allocated to interpretation services is inadequate for the CBOs.

Highlights from Recommendations

- For ACS to take full advantage of the benefits of ICPI, continuous intra-agency marketing of the ICPI project is needed. The program needs to be embedded in every division of ACS to better serve the immigrant communities.
- Increase support and access to cultural brokering services that are offered alongside interpretation services for ACS Protective Service Workers.
- It is evident from the number of requests for services that ACS needs to extend ICPI services to other fast growing communities that have not yet been served.
- ACS needs to increase preventive service slots, and allocate a certain number of preventive slots to ICPI CBOs for ensuring continuum of service delivery.
- Currently, only a few immigrant services CBOs are able to participate or leverage resources from the Community Partnership Initiative (CPI) coalitions, a related ACS initiative. Culturally and

language appropriate service providers need to be an integral part of CPI coalitions. ACS should encourage the creation of immigrant community coalitions and develop a mechanism for their inclusion in CPI.

PROJECT DESCRIPTION 2 | TWO

Background and Goals

Launched by the New York City Children’s Services in July 2007, ICPI’s goal was to connect new immigrant communities to child welfare services. It also worked to increase the capacity of the New York City Children’s Services (known as Administration for Children’s Services (ACS)) to work with new immigrants and hard-to-reach communities. Conversely, ICPI assisted immigrant services organizations to gain understanding and develop capacity to work with the child welfare system, so that they are better able to serve their constituencies. During its first year, July ‘07 to June ‘08, ICPI primarily worked with immigrant communities from West Africa, Mexico, and South Asia. ICPI also received request for services from other communities, such as Honduras, Ecuador, Dominican Republic, China, Philippines, Guyana, Sri Lanka, and Turkey. The underlying objectives of the ICPI project are:

1. To educate new immigrant communities about child welfare practices and services
2. Increase cultural awareness of ACS staff
3. Provide cultural brokering between ACS and immigrant families
4. Provide quality interpretation services
5. Avail culturally appropriate support services to families
6. Support community based organizations (CBOs) through capacity building efforts

Purpose of ICPI

New York City’s demographic composition has been changing constantly, attributable to the migration pattern of various populations. This constantly changing demography presents unique cultural and language challenges for the child welfare services in New York City (NYC). Over one-third of NYC residents are foreign-born and over half of its 2 million children have at least one foreign born parent. (Census 2000) This means that the child welfare system must accommodate numerous languages and dialects, cultural and religious issues, and yet remain nimble enough to serve each family on a case-by-case basis.

Population Count in NYC *

Mexican: 187,000

West African: 50,000

South Asian: 380,000

(Source: U.S. Census 2000)

* Does not reflect the total number of undocumented immigrants from these communities.

The ICPI project targeted three of the fastest growing immigrant communities in NYC; **Mexican**, **West African**, and **South Asian**. Similar to other immigrant groups, these three communities have been reluctant to work with government agencies following the anti-immigrant backlash immediately after September 11, 2001. Recently, more members of these communities are accessing child welfare services and other government services, sometimes voluntarily and more often involuntarily. However, the community at large remains insular and uninformed of the roles of child welfare agencies. Cultural and religious values and linguistic barriers create difficulties for these communities to work within the child welfare system. Most new immigrant communities have limited or no understanding of the child welfare system and standards in the U.S. and they often do not report incidents of abuse or neglect. As

result, an increasing number of children from the immigrant communities are at risk of being removed from their homes due to suspicion of child abuse or neglect.

ACS's Protective Services, Foster Care, Preventive Service, and Child Care/Head Start divisions have worked with more established immigrant communities, improving its cultural understanding and linguistic abilities. ACS extended its reach to newer and/or growing immigrant communities because it lacks cultural understanding and linguistic abilities to engage and serve these diverse communities. In recent years ACS has taken crucial steps to incorporate more interpreter services into child welfare services, and it is working to enhance its capacity to handle other minor languages and dialects spoken in the immigrant communities.

ACS believes that to better serve the Mexican, West African, and South Asian communities, it needs to understand and be sensitive to the numerous religious and cultural nuances prevalent in these communities, and establish community liaisons to bridge the service gap. With this goal in mind, ACS partnered with small immigrant services community-based organizations (CBOs) through the ICPI project. The CBOs are mostly small organizations with close ties to the West African, Mexican, and South Asian communities, offering a variety of services such as youth services, domestic violence, information and referral, immigration assistance, counseling and English classes.

ICPI Community Partners

The ICPI project was launched in three phases, starting with the Mexican community in July '07, the West African community in October '07, and adding the South Asian community in January '09. ICPI partner CBOs were selected through an open bidding process by ACS and the following organizations were contracted to provide services:

Target Countries

Mexico

West Africa

Bissau Guinea

Burkina Faso

Congo

Gambia

Ghana

Guinea

Ivory Coast

Liberia

Mali

Mauritania

Senegal

Sierra Leone

Uganda

Niger

Nigeria

South Asia

Afghanistan

Bangladesh

Bhutan

India

Maldives

Nepal

Pakistan

Sri Lanka

Tibet (AR)*

- ▶ **Mexican Community** (July 2007 – June 2008)
 - Asociación Tepeyac de New York (Tepeyac)
- ▶ **West African Community** (October 2007 – June 2008)
 - Sauti Yetu Center for African Women (Sauti Yetu) – **Coalition Lead**
 - Nigerian Social Workers Association (NSWA)
 - America Welcomes Africans (AWA), and
 - Forum for African Immigrant Associations (FAIA)
- ▶ **South Asian Community** (January 2008 – July 2008)
 - Coalition for Asian American Children & Families (CACF) - **Coalition Lead**
 - Asian Outreach Program of the Child Center of New York (AOP-CCNY)
 - Center for the Integration & Advancement of New Americans (CIANA)
 - Council of Peoples Organization (COPO)
 - Desis Rising Up and Moving (DRUM)
 - Sakhi for South Asian Women (Sakhi)
 - South Asian Council for Social Services (SACSS)
 - South Asian Youth Action (SAYA), and Turning Point for Women and Families (Turning Point)

* Tibet Autonomous Region

Services Provided

The ICPI CBOs were contracted to provide the following activities during the pilot period:

- 1) Organize **community education forums** on child welfare on topics including, but not limited to, information on the NYC child welfare system, identifying and preventing child abuse/neglect, accessing childcare and Head Start services and accessing support and prevention services.
- 2) Conduct **cultural awareness presentations** for ACS divisions and contract organizations on the cultural, religious, and language needs of the target communities.
- 3) Provide **interpretation** in over 40 different languages and indigenous dialects including, Spanish, Mixteco, Zapoteco, Otomi, Nahuatel, Chinanteco, Chontal, Cuicateco, Huasteco, Huichol, Popoloca, Tzeltal, Soninke, Hausa, Twi, Mandingo, Bambara, Jula, Susu, Pulaar, Fulani, Ibo, French, Wolof, Arabic, Swahili, Morey, Yoruba, Bengali, Hindi, Urdu, Punjabi, Gujarati, Dari/Farsi, Pashto, Tamil, and Telugu.
- 4) Offer “**cultural brokering**” at ACS’s **Family Case Conferences**, to engage families in the discussion, to ensure child safety, and to prevent placement of children in foster care.
- 5) Provide **cultural consultation** for ACS staff working with families from the particular immigrant communities.
- 6) Provide **information & referral** to immigrant families, via ACS staff, to access culturally relevant support services.

Funding Allocation

The following table presents the total amount that was contracted by ACS to each ICPI CBO/Coalition during the pilot phase. Although the contracted amount falls within the Fiscal Year ‘07-‘08, all three contracts were carried over until September ‘08 in Fiscal Year ‘08-‘09. The contract extensions were granted to accommodate the CBOs who received the ICPI contract later in the pilot phase and to allow for full expenditure of funds.

Lead Agency or Contract CBO	Contract Begins	Contract Ends	Contract Extension	Total Amount
Asociación Tepeyac de New York	07/01/07	06/30/08	8/31/08	50,000
Sauti Yetu Center for African Women	10/01/07	06/30/08	8/31/08	25,000
Coalition for Asian American Children & Families	1/30/08	7/29/08	8/31/08	25,000

In order to implement the ICPI project, ACS received funding from the Annie E. Casey Foundation and contracted Agenda for Children Tomorrow in April ‘07 to assist in the implementation and management of the project. The contract was for one year with a 3 month no-cost extension.

Role of Agenda for Children Tomorrow (ACT)

Upon ACS's request, Agenda for Children Tomorrow (ACT) played a central role in the planning and implementation of the ICPI project. ACT has a long history of providing advisory services and technical assistance to public and private child welfare agencies. Throughout the project, ACT assisted ACS and ICPI CBOs in coordinating, implementing and managing services and activities. ACT committed to deliver the following services to ICPI:

- 1) Help ACS plan and implement the different phases of the project
- 2) Develop ICPI project related information materials, and policies and procedures
- 3) Help ACS publicize the role of ICPI both internally and externally
- 4) Develop project monitoring and evaluation tools and conduct on-going assessment of the project
- 5) Work one-on-one with the contracted CBOs to provide technical assistance in best practices
- 6) Provide or arrange trainings on child welfare for the contracted CBOs
- 7) Help ACS develop collaborative partnerships with CBOs and provide on-going coalition building assistance to CBOs
- 8) Help ACS connect ICPI with the larger Community Partnership Initiative (CPI)
- 9) Help CBOs develop and conduct cultural awareness trainings for ACS staff, and co-organize and/or co-facilitate community education forums
- 10) Increase the capacity of CBOs for their effective participation in the ACS system.

In order to ensure effective implementation of the project, in June '07, ACT hired a part-time Program Associate who devotes 60% - 80% of the time to support the ICPI project.

Stakeholders Analysis

For the ICPI project, stakeholders include ACS and its divisions, New Yorkers for Children, Annie E. Casey Foundation, Agenda for Children Tomorrow, project staff, evaluators and administrator, all contracted CBOs, community leaders, other non-contracted collaborating agencies (e.g. Child Welfare Organizing Project), and most importantly, families who receive assistance from the contracted CBOs and ACS both directly and indirectly. Additionally, there are other third parties who have been involved in the ICPI project in some capacity during the pilot phase, such as CPI coalitions of which ICPI CBOs are members, and schools and religious institutions who have hosted various ICPI events and/or supported the activities. However, for this evaluation, involving every stakeholder was not feasible. Therefore, for analytical simplicity, we have identified the following three sets of stakeholders:

- 1) **Primary Stakeholders:** new immigrant families involved in the child welfare system, children at risk of being removed from home, children of parents in deportation proceedings
- 2) **Secondary Stakeholders:** immigrant services CBOs contracted under ICPI, non-contracted partner organizations, schools, religious institutions, public officials and community leaders
- 3) **Key Stakeholders:** ACS , Agenda for Children Tomorrow, Annie E. Casey Foundation

This evaluation involves namely the Key Stakeholders (ACS, Annie E. Casey Foundation, and ACT) and Secondary Stakeholder (i.e. CBOs), hereafter referred to as "stakeholders".

ICPI Project Model

The ICPI Program Model is a hybrid of “outcomes model” and “activities model” that connect stakeholders and pre-program activities to short-term outcomes and long-term desired outcomes. The model indicates how the project was intended to work, and what adaptations may need to be made going forward. The program model uses an “iterative method”, where a sequence of activities/services can be executed and replicated repeatedly to expand the scope of the project.

The ICPI model is a framework for describing relationships between investments, activities, and outcomes. In developing the logic model for the project, the stakeholders considered the following assumptions:

- 1) Child welfare services in New York City need to be culturally competent and flexible to accommodate growing and diverse immigrant communities
- 2) Access to culturally appropriate services, and understanding the seriousness of child abuse/neglect situations in native language/dialect can prevent the removal of a child from home, and save ACS a large amount in foster care spending
- 3) Neighborhood-based services need to be re-visited and transformed into community-based services, where each immigrant community, regardless of their geographic location, receive services that are appropriate for them

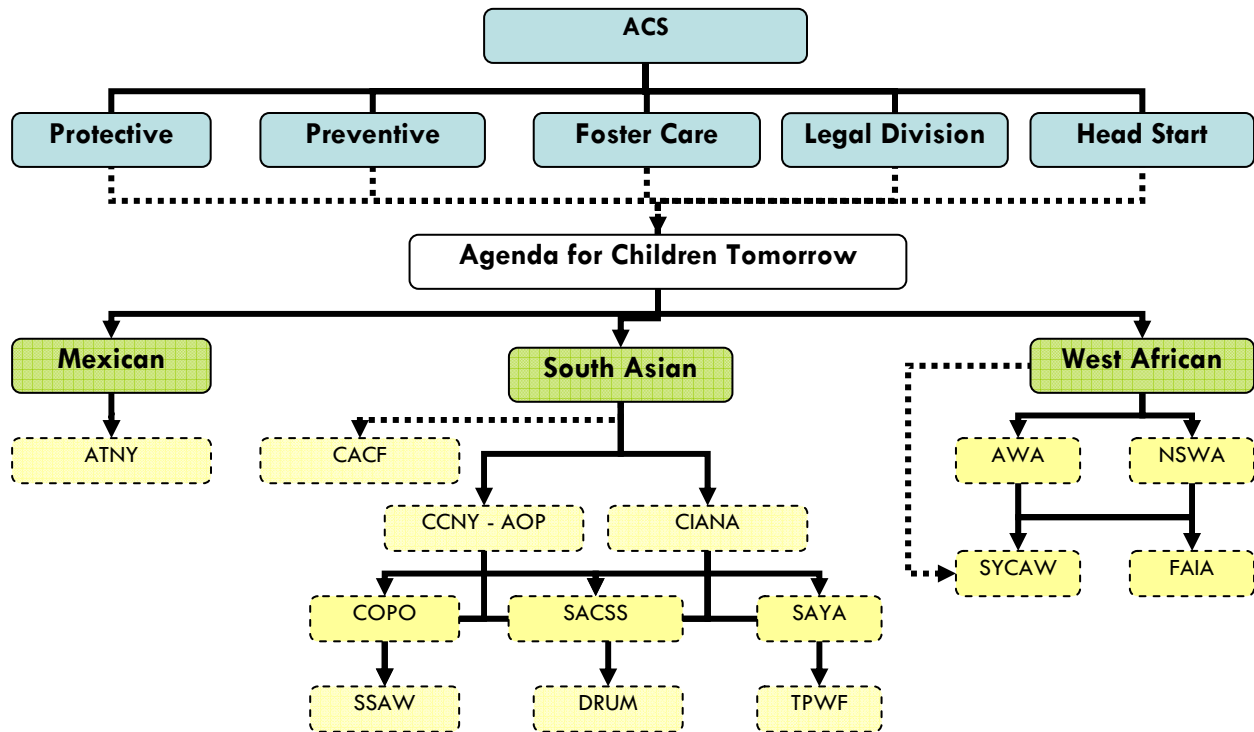
ICPI Logic Model:



Referral Processes of ICPI:

ACT tailored program processes and activities for each ICPI community. ACT served as the clearing house for all ICPI referrals, technical assistance requests, and information, and functioned as the contract manager for the project. Although ICPI referrals for assistance primarily came from the Division of Protective Services (DPS), ACT also received request for services from Preventive agencies, Foster care CBOs, Family Court, and the Child Care/Head Start division. ACS and ACT decided that ACT should function as a clearing house for all referrals. This decision was made in order to a) track all referrals, b) collect data, and c) alleviate the work of service coordination for CBOs with limited resources.

Working with ACS's Director of Immigrant Services, Mark Lewis, ACT helped organize and facilitate presentations at ACS field offices during their monthly or bi-weekly meetings. These presentations informed child protective workers on the scope of the ICPI, introduced the partner CBO(s) to field office workers, announced the services available through the project, and explained the referral process. The ICPI referral process is as follows:



The referral process worked in different ways for each group of immigrant service providers. For the Mexican families, ACT sent referrals to one designated person at Tepeyac, while West African referrals were simultaneously sent to AWA and NSWA as these two CBOs were the co-coordinators of the West African Coalition. For the South Asian families, referrals were sent alternately to either CIANA or CCNY-AOP, and they either provided services or forwarded it to one of their partners within the coalition.

In February '08, ACT standardized the ICPI Referral Form in collaboration with CACF and incorporating feedback from all the CBOs. Prior to that, referrals were sent via e-mail and in some instances, ACS caseworkers contacted the CBOs directly. The standardized referral form helped CBOs keep track of cases, prepare invoices, and document services provided.

EVALUATION GOALS 3 | THREE

Continuous self-assessment and adjustments have been integral to ICPI from its beginning. After Phase I for the Mexican community was launched, ACS and ACT assessed the strengths and weaknesses of the project and implemented the necessary changes in Phase II for the West African communities. Similarly, Phase III for South Asian communities reflected modified services, improved policies and procedures, and lessons learned from the previous phases.

For example, when ICPI was launched, the core objective was to educate new immigrant communities about child welfare and make child welfare staff aware of the cultural and language issues of the Mexican, West African, and South Asian community. However, upon assessing strengths and weaknesses of the project, ACS and ACT determined to include several crucial areas, including ensuring a continuum of support services for families, and increasing child welfare service capacity of the ICPI CBOs. As a result, services such as non-clinical counseling were introduced in Phase III of the project, and training for CBOs became an essential activity of the ICPI.

This culture of continuous self-assessment relied upon collection of data and feedback from all stakeholders. ACT collected the following types of data from the inception of the project: a) services requested and provided b) demographic composition of families c) sources of referral by borough and d) feedback on all programmatic and administrative aspects of ICPI.

The goals of this evaluation are to analyze the data and feedback collected throughout the project, as well as from surveys for ACS workers and CBOs, and determine the following:

- Achievement of program objectives
- Effectiveness of the service model
- Efficiency in implementation and administration
- Social value creation
- Sustainability of the ICPI project

Evaluation Criteria

ACS and ACT examined the objectives and the front-end activities of the ICPI project, as well as various administrative components including referral, invoicing, reporting, and communication process, in order to establish relevant criteria for this evaluation. Although the following is not an exhaustive list, stakeholders believed that given the resource constraint, not every aspect of the ICPI project could be evaluated.

ICPI Objectives	Evaluation Criteria
To educate immigrant communities about child welfare, and child abuse/neglect	<ul style="list-style-type: none"> • Organization of community forums • Outreach to increase participation in forums • Distribution of child welfare related materials • Creation of information resource for the community
Increase cultural awareness of ACS staff	<ul style="list-style-type: none"> • Cultural awareness and presentations on ICPI's scope for child welfare staff • Capacity to provide culturally competent services

Provide cultural brokerage between ACS and immigrant families	<ul style="list-style-type: none"> • Attendance at various child welfare conferences • Child welfare staff's understanding of client's cultural/language or religious issues • Family's understanding of child welfare services, practices, and standards • Culturally competent engagement of families • Availability of culturally competent support services
Provide quality interpretation services	<ul style="list-style-type: none"> • Availability of interpretation in (un)common languages and/or dialects • Provision of quality interpretation services
Avail culturally appropriate support services to families	<ul style="list-style-type: none"> • Availability of support services through a provider network • Quantity and quality of support services provided
Support CBOs through capacity building efforts	<ul style="list-style-type: none"> • Participation in child welfare trainings • Participation in the Community Partnership Initiative • Coalition Building
To implement and administer the ICPI project efficiently	<ul style="list-style-type: none"> • Development of policies and procedures • Creation of referral and reporting system • Set up contract management system • Facilitation of communication between stakeholders

Performance Benchmarks

Setting performance benchmarks for a project in its first year can be difficult, as it lacks comparable data against which performance can be measured. Since there were no clear performance benchmarks set from the beginning of this project, ACS and ACT relied on the language of the ICPI contracts, and discussed what would be acceptable as performance benchmarks, but would not bias results from this evaluation.

After examining the contracts between ACS and CBOs, ACS and ACT determined that some performance benchmarks should be set at a realistic level based on ACS's internal child abuse/neglect data and information. For example, while Tepeyac proposed to participate in 52 case conferences in a year, ACS believed that in reality there are about 20-30 case conferences involving Mexican families during a year. Therefore, the performance benchmark for Tepeyac was set at 20 instead of 52, as initially proposed. Since Tepeyac received a full 1-year contract, and the West African and South Asian coalitions received 6-month contracts, performance benchmarks were set at 10 case conferences for each coalition.

Since ICPI combines a variety of services, ACS and ACT believed that not all service benchmarks can be prorated based on the length of the contract. They agreed that certain benchmarks should be equally distributed across the board, regardless of their contract sizes or length. For example, ACS and ACT set the benchmark for Community Education Forums at 5 for each community, although Tepeyac and the South Asian coalition proposed to have 6 and 5 forums respectively. While the plan was to hold one community forum in each borough for each community, as soon as the CBOs began to provide services, they generated great demands for more community education forums. Consequently,

CBOs and ACS renegotiated on the number of community forums to be held in each borough, and ACS allowed them to hold more than one community forum per borough.

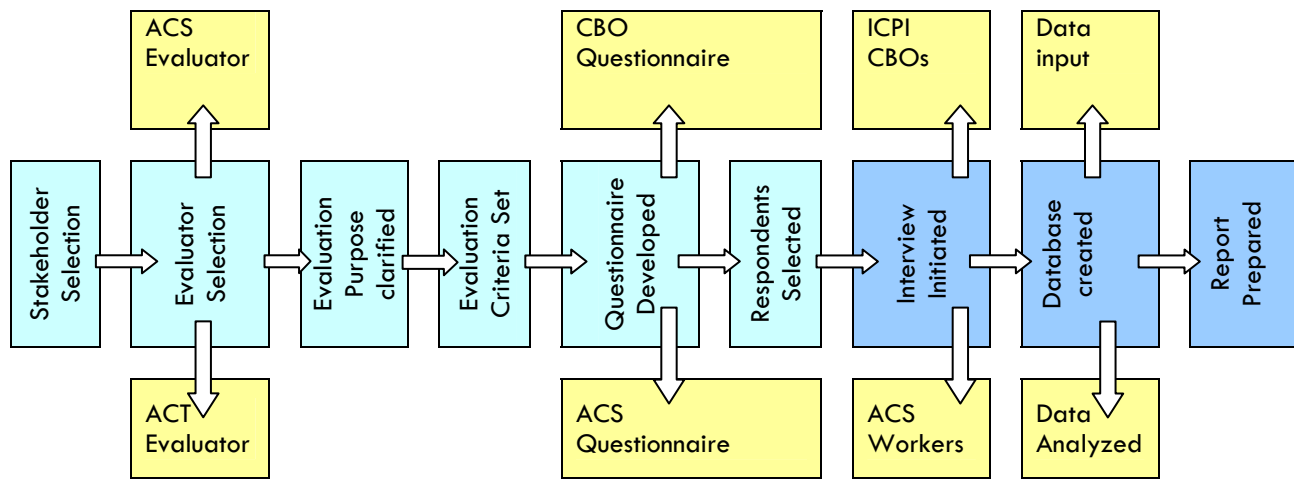
ACS and ACT also believed that setting benchmarks for interpretation, based on aggregate of all interpretation instances by the CBOs would overestimate the actual need for interpretation services. Therefore, a realistic benchmark based on interpretation requests from internal data and comparable social services projects was used to establish performance benchmarks for interpretation services. The performance benchmarks for are as follows: (shaded area indicates services under “Avail culturally appropriate support services to families” objective)

Project Activity	Performance Benchmark
Community Education Forum	<ul style="list-style-type: none"> • Conduct at least 15 community education forum in the target communities (i.e. 5 forums/immigrant community) • Disseminate child welfare information to at least 250 individuals/families (i.e. average 17 people per forum)
Cultural Awareness Presentation	<ul style="list-style-type: none"> • Conduct at least 5 presentations for preventive, protective, and/or foster care workers (1 at each Borough Office) • Increase awareness of at least 100 workers on cultural/language issues of the target communities • Assess awareness building of ACS workers
Cultural Brokering/Case Consultation	<ul style="list-style-type: none"> • Participate in at least 40 ACS case conferences (Tepeyac – 20, West African – 10, South Asian – 10) • Provide consultation to caseworkers on at least 50 cases
Interpretation Services	<ul style="list-style-type: none"> • Provide at least 50 interpretation services to families in protective, preventive, and/or foster care
Non-Clinical Counseling	<ul style="list-style-type: none"> • Arrange non-clinical counseling services for at least 50 families.
Information & Referral	<ul style="list-style-type: none"> • Provide Information & Referral services to at least 100 families
Support Services	<ul style="list-style-type: none"> • Refer at least 100 families to support services
Capacity Building of CBOs	<ul style="list-style-type: none"> • Arrange at least 5 trainings for CBOs on child welfare policies, procedures, and standards • Participate in at least 3 CPI coalitions • Develop and strengthen CBO coalitions
Project Administration	Performance Benchmark
<ul style="list-style-type: none"> • Develop policies and procedures • Create referral and reporting standards • Streamline contract management system • Facilitate communication between ACS and CBOs 	<ul style="list-style-type: none"> • Development of a common referral form • Timely and accurate reporting by CBOs • Timely follow-up with referrals by CBOs and ACT • Standardize invoicing system • Improved communication between ACS and CBOs

EVALUATION METHODOLOGY 4 | FOUR

This evaluation implemented an “outcomes-based approach” to examine if the ICPI project had the right activities to bring about the intended outcomes. “Outcomes-based” evaluations usually measure degrees of enhancement in outcomes resulting from certain activities. Since the ICPI did not have any previous year’s data as base value, evaluators designed questions to document qualitative and quantitative information that capture broad enhancement in service delivery and providers’ capacity. For example, questions were asked to examine whether knowledge of child welfare by CBOs had increased after participating in the ICPI program.

Following is the evaluation design that was implemented for this evaluation:



Evaluation Team

Name	Agency	Role
Mark Lewis Director of Immigrant Services	ACS	Planning, Approving
Margot McCulloch MSW Intern	ACS	Evaluation Criteria, Benchmark, and Questionnaire Design, Conducting Survey, Data Input
Alena Victor MSW Intern	ACS	Evaluation Criteria, Benchmark, and Questionnaire Design, Conducting Survey, Data Input
Deborah Rubien Interim Assoc. Exec. Dir.	ACT	Planning, Approving
Cyrus Z. Kazi Program Associate	ACT	Planning, Approving, Database Design Evaluation Design, Evaluation Report
Hee Yeon Day NYU Undergrad Intern	ACT	Questionnaire Design, Respondent Lists
Kerry Cook MPA Intern	ACT	Evaluation Criteria, Benchmark, and Questionnaire Design, Conducting Survey, Data Input

Data Collection

Evaluators collected data and feedback from both ACS caseworkers and ICPI CBOs. The questionnaire for ACS caseworkers attempted to capture information such as demographic information of the client(s), types of services requested, effectiveness of the CBO as cultural brokers, and level of satisfaction with interpretation and services provided by the CBOs. The questionnaire combined both “open-ended response” and “close-field response” on various aspects of the project.

ACS caseworkers were separated into three groups according to the immigrant community from which they requested services. The three evaluators were assigned one of the caseworker groups to interview. Prior to conducting interviews, evaluators examined all referral forms, email correspondences, faxes, and notes in order to get background information on the cases. The information that was already available in the documents was compiled in a database created by ACT, and this existing information was used to complete some sections of the questionnaire. For example, if demographic information about the family was already available, evaluators filled in this information prior to contacting the caseworkers.

Throughout the first year, ICPI received 148 cases from 124 individuals including ACS caseworkers, preventive services workers, child care/Head Start family workers, and attorneys from ACS’s legal division. Evaluators were able to interview 78 individuals out of 124 (63% response rate), and these 78 respondents were ACS caseworkers who worked on 96 cases. Caseworkers who sent multiple cases to the ICPI were interviewed only once.

For the CBO Questionnaire, evaluators divided the CBOs based on the community they served and conducted interviews either in person or over the phone. Using a combination of conversational approach with standardized questions, CBOs were asked to give feedback on their ability to provide support services, planning and organization of community education forums, outreach methods, partnerships with other CBOs, and collaboration with ACS and ACT. In addition, CBOs were also asked to give feedback on ICPI’s policies and procedures, invoices, referrals, and reports, as well as on the sustainability of the ICPI. Data collected from the CBO interviews were put into the evaluation database for further analysis.

Data Analysis

Using the database, evaluators generated queries and reports to analyze the quantitative data collected from 78 ACS caseworkers and 13 CBOs. In addition, data collected from all the case records were put into the database. For qualitative analysis, evaluators grouped comments and feedback on each ICPI objective. In order to avoid bias, evaluators chose random feedback from the CBOs in this report.

In order to estimate and project the approximate value generation by ICPI, a Cost Benefit Analysis was implemented, measuring the projected cost savings and the ratio of time to recoup program costs.

Limitations of the Evaluation

Selection Bias: The risk of selection bias exists in almost all evaluations, especially when it comes to evaluating social programs such as ICPI. This evaluation intended to compare the outcome of the enrolled clients (i.e. primary stakeholders) after ICPI took place with the hypothetical outcome if they have not been enrolled. Unfortunately, due to lack of resources and time constraint, evaluators were not able to capture such information from the clients. Additionally, strict privacy guidelines of ACS prevented independent evaluators from contacting clients regarding their pending case with ACS.

Heterogeneity: Another limitation of this evaluation is the heterogeneity concerns of the ICPI, where services differ in their duration and content. It is understandable that different services might have different effects, and comparing, for example, two-week counseling with a three-month parenting education course may be very misleading. Estimating the effect of the ICPI by taking the average over all the services may lead to a biased estimate of the effectiveness of ICPI.

Benchmarking: Although most of the activities proposed by the contractors had certain minimum benchmarks, several activities were benchmarked based on stakeholders' knowledge of project. For example, it is impossible to project the number of interpretation requests from ACS because caseworkers use both CBO interpreters and outside vendors. Similarly, it is difficult to project the demand for non-clinical counseling services, and other support services as such. Therefore, to minimize bias, evaluators used benchmarks explicit in the contract language, comparative benchmark information from similar programs, and "best guess" benchmarks discussed among providers and ACS.

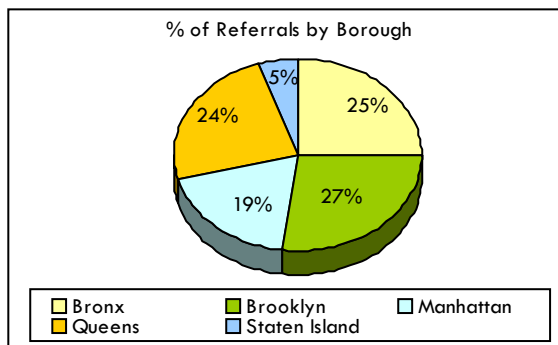
Value Creation: While this report uses a simple cost benefit analysis, it is crucial to keep in mind that these results may not reflect the total value creation by the ICPI project. The costs used were conservative and additional variables can be added to conduct a complex analysis. Therefore, the model only includes the immediate costs and savings to ACS.

EVALUATION FINDINGS 5 | FIVE

Upon completing the data collection, evaluators categorized all findings and observations into three areas; a) general findings, b) programmatic findings, and c) implementation and operational findings. General findings included overall socio-economic and demographic data collected from the project, while programmatic findings were narrow in focus and pertained to ICPI objectives and activities. Implementation and Operational Findings included data and feedback from ACS and CBOs on the implementation and administration of ICPI, as well as its effectiveness in providing services.

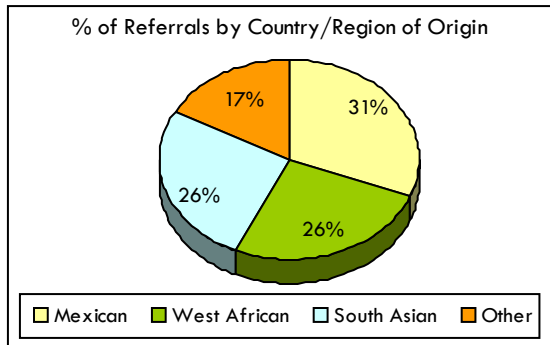
General Findings:

Between July '07 and September '08, ICPI project received a total of 148 referrals from various divisions of ACS. These referrals do not include the clients that were sent directly to ICPI CBOs. It is estimated that an additional 25-30 clients were referred to ICPI during the period, directly by the caseworkers.



ICPI received 40 referrals from Brooklyn, followed by 37 from Bronx, 35 from Queens, 28 from Manhattan, and 8 from Staten Island. A large majority, 132 clients, were referred by the Division of Child Protection (DCP). In addition, ICPI received 3 cases from the Family Court, 2 cases from Division of Foster Care, 1 from Head Start, and 10 cases from Preventive Services Agencies.

Although ICPI was launched to work with families from a specific country and regions, throughout its first year it received referrals for families who are beyond the scope of the project. Cases that were beyond the scope of the project were added to the total 148 cases, and were categorized as “Other”.



Between July '07 and September '08, 31% of the referrals (46 cases) came for Mexican families, followed by 26% (38 cases) for West African families, and 26% (39 cases) for South Asian families. 17% (25 cases) of the referrals were deemed “Other”. Countries that were included in the “Other” section are Argentina, Brazil, Honduras, Ecuador, Dominican Republic, Colombia, China, Guatemala, Guyana, Indonesia, Iran, Morocco, Philippines, Serbia, Poland, Turkey, and undetermined countries from the Middle-East.

Observing the need for services for non-Mexican families, Tepeyac accepted clients from the Spanish and Portuguese speaking countries. On the other hand, CIANA worked with the clients from Morocco, Iran, Guyana, Serbia, Turkey and the families from the Middle-East.

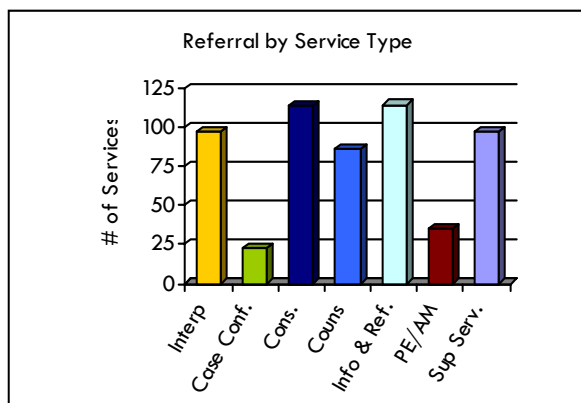
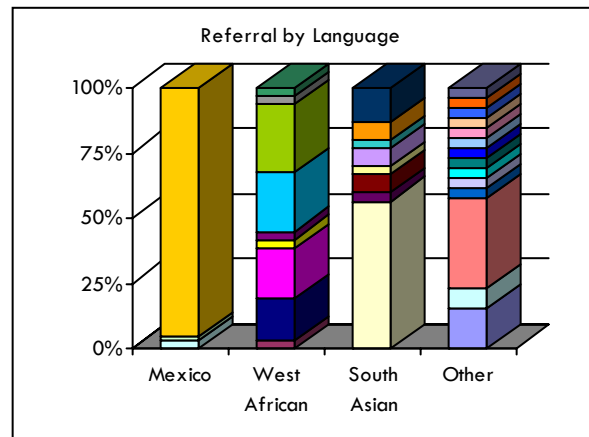
Access to appropriate language and dialect was a core goal of the ICPI. Between July '07 and September '08, ICPI received 97 cases requiring interpretation services. CBOs provided interpretation 138 times, because interpretation was needed more than once as in many cases.

Tepeyac received 63 requests for interpretation, of which 58 requests were for Spanish, 2 for Mixteco, and 1 for Nahuatl. In addition, there was 1 request for Garufina and 1 for Quechua, indigenous dialects from Guatemala and Ecuador, respectively.

The West African coalition received 30 interpretation requests of which 5 requests were for French, 6 Fulani, 1 Ga, 1 Hausa, 7 Mandingo, 8 Soninke, 1 Twi and 1 Wolof.

The South Asian coalition received 30 requests for interpretation, of which 17 interpretation requests were for Bengali, 1 for Dzongkha, 2 Hindi, 1 Pashto, 2 Punjabi, 1 Sinhala, 2 Tamil, and 4 Urdu.

The other languages/dialects for which interpretation requests were made are Arabic (4), Cantonese (2), Farsi (1), Filipino (1), Indonesian (1), Mandarin (1), Polish (1), Portuguese (1), Serbian (1), Thai (1), and Turkish (1).



During the first year, ICPI received 97 requests for interpretation, and CBOs participated in 23 case conferences, including but not limited to, child safety conference, elevated risk conference, family team conference, and 30-day conferences. In 113 occasions, ACS caseworkers consulted with ICPI CBOs and CBO representatives provided counseling (including 38 cases for domestic violence counseling) to 86 families/clients. In addition, CBOs provided

114 Information & Referral (I&R) to clients and worked with non-ICPI CBOs to provide services.

Parenting Education and Anger Management (PE/AM) were two important components of the project. Clients were either mandated by the Family Court, or were recommended by the ACS caseworkers to attend these programs. During the first year, ICPI received 30 requests for parenting education and 5 requests for anger management sessions.

Support services have been instrumental in engaging families in the ICPI program. ICPI CBOs responded to 97 requests for support services that included legal and immigration assistance, enrollment in public benefits, ESL, healthcare, and GED programs, accessing child care services, foster care placement, adoption services, mental health therapy, employment assistance, and preventive case management services.

Programmatic Findings:

ICPI Goal 1: To educate immigrant communities about child welfare, and child abuse/neglect

Community education forums were organized to inform new immigrant communities about child abuse and neglect standards and ACS programs (prevention and childcare). ACS's Director of Immigrant Services, Mark Lewis coordinated with ACS field offices and invited speakers who are familiar with the target community. At these forums, workers from the Division of Child Protection talked about their experiences with the communities, explained the kind of situations that could be considered child abuse or neglect, and responded to questions from the community members.

ACT worked with ACS and the CBOs in organizing and facilitating these forums. It provided technical assistance on logistical matters, developed agendas for the forums, prepared distribution materials including a list of local resources for community members, and distributed information on child care and Head Start and information on how to become a family day care provider. Materials developed by ACT were translated into Spanish and French.

With Mr. Lewis, ACT's Interim Associate Executive Director, Deborah Rubien presented at several forums for Mexican and West African communities. ACS's Director of Special Projects, Lydia Ithier, also presented at forums for Spanish speakers. In two forums for the West African community, ACS's Assistant Commissioner, Mr. Boniface Eze presented information and responded to questions from the audience.

The evaluation criteria for this goal and performance benchmarks are described below:

ICPI Objectives	Evaluation Criteria	Performance Benchmark
To educate immigrant communities about Child Welfare, and child abuse/neglect	<ul style="list-style-type: none"> • Organization of community forums • Outreach to increase participation in forums • Distribution of child welfare related materials • Creation of information resource for the community 	<ul style="list-style-type: none"> • Conduct at least 15 community education forum in the target communities • Disseminate child welfare information to at least 250 individuals

ACS intended to reach out to at least 250 individuals/families in the target communities through at least 15 community education forums. The total participation was 381, surpassing the benchmark. Tepeyac was contracted to hold 6 community forums, of which 5 were held in the borough of Brooklyn,

Bronx, Queens, and Staten Island. Tepeyac held three forums in schools and churches, and two forums at its community center in Corona, Queens.

In its proposal, the West African coalition did not specify how many community education forums it would hold during its contract period. Between December '07 and July '08, the coalition held 4 forums in Bronx, Brooklyn, and Queens. These forums were held in local mosques and churches where the diverse West African community congregates. The coalition's first forum was held in a mosque in Bronx and received press coverage from *Le Griot*, a local West African newspaper in French.

Number of forums held by the CBOs and average participation at these forums are listed as follows:

Community	# of Forums contracted to hold	# of Forums held	Average Participation	Total Participation
Mexican	6	5	35	175
West African	N/A	4	43	172
South Asian	5	2	17	34
Total number of education forums held		11		
			Approximate number of community members reached	381

The South Asian coalition proposed to hold 5 community forums in its proposal. Due to difficulties with scheduling and space, the coalition held 2 community forums in June '08. The first forum was organized by Turning Point at the Queens Borough Hall on June 26, '08, followed by a special community forum for domestic violence victims organized by Sakhi on June 28, '08. The second forum was strictly for the victims of domestic violence, and therefore closed to general public to protect the privacy of the attendees.

ACS materials distributed at these forums included, *Parent's Guide to New York State Child Abuse and Neglect Laws, Take Good Care of Your Baby* (DVD), *Recognizing & Reporting Child Abuse & Neglect*, and *Preventive Services: Helping Families in the Community* were distributed. Over 500 of each of these materials were distributed to community members. ACT prepared and distributed handouts listing the prevention programs and other community organizations for each neighborhood where a forum took place.

At every forum, community members were encouraged to ask questions during and after the presentation. ACT followed up on requests for information and/or services from community members and referred them to appropriate CBOs or to ACS.

During the survey, CBO representatives were asked if the materials from ACS were useful. One stated "Very Helpful", 6 responded "Somewhat Helpful", 5 responded "Not Applicable", 1 had "No Opinion", and 1 stated that they were "Not at all Helpful". One respondent commented "the materials are too dense and text heavy. They come into problems in terms of both literacy and comprehension. [ACS] needs to reduce the content or somehow make them easier to read" while another respondent stated. "Volunteers within the agency found the information useful and carried the information forward to clients".

Sample responses from the CBO Survey on "Community Education Forums":

"Going forward we should think about a community education forum over the radio. That way people would not be embarrassed to ask questions. It might also help people who do not have the time to attend a forum"

“People are generally scared to attend forums when ACS is mentioned. [However] General feedback [from the forum] was positive.”

ICPI Goal 2: To Increase Cultural Awareness of ACS Staff

Working with ACT and ACS, the CBOs from all three communities were invited to present at monthly/bi-weekly meetings for managers and supervisors at the Division of Child Protection (DCP) offices in all five boroughs. At these presentations, manager and supervisors were introduced to the ICPI project and its scope, and CBO representatives talked about how they can assist caseworkers through the project. CBO representatives also highlighted some of the cultural, religious, and linguistics challenges of working with their respective communities. The evaluation criteria for this goal and performance benchmarks are described below:

ICPI Objectives	Evaluation Criteria	Performance Benchmark
Increase cultural awareness of ACS staff	<ul style="list-style-type: none"> Cultural awareness/ICPI presentations for child welfare staff Capacity to provide culturally competent services 	<ul style="list-style-type: none"> Conduct at least 5 presentations for preventive, protective, and/or foster care workers Increase awareness of at least 100 workers on cultural/language issues of the target communities Assess cultural awareness of caseworkers

On average, these presentations were attended by 30 to 40 child protection managers and supervisors. At these presentations, they asked questions about specific cultural and religious issues, and CBOs distributed a list of services and languages and dialects in which they can provide services to the child protective workers.

The number of presentations in each borough in which CBOs participated are listed as follows:

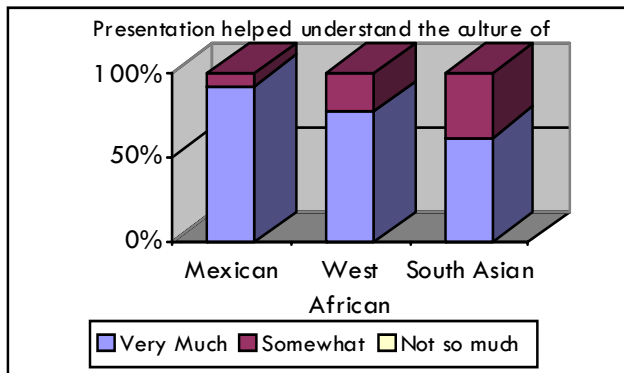
Community	# of presentations at field offices					Average Participation	Total Participation
	BK	BX	MN	QU	SI		
Mexican	1	1	2	1	1	30	180
West African		1	1		1	30	90
South Asian				2		30	60
Total number of presentations at field offices					11		
						Approximate number of ACS workers reached	330

On January 15 '08, at the invitation of the Child Care & Head Start division of ACS, ACT organized a “Cultural Awareness Presentation” on the Mexican, West African and South Asian Community for 80 Head Start Family Workers. A representative from Tepeyac talked about the diversity of the Mexican community, language, culture, and child welfare practices in the Mexican immigrant community. Representatives from AWA and Sauti Yetu took turns to present the diverse communities that constitute West Africa, the cultural and religious diversity of these communities, and the challenges of engaging families from West Africa.

At this time, there were no contracts between ACS and any South Asian CBO and Cyrus Z. Kazi of ACT was asked to present information on the South Asian community. Cultural information and stereotypes about the South Asian community were discussed. ACT’s then interim Associate Executive

Director, Deborah Rubien, facilitated the presentation session and outlined the differences between cultural awareness and cultural competency. In addition, Ms. Rubien discussed best practices when engaging clients of different cultures.

The participants at the Cultural Awareness Presentation were asked to fill out an evaluation form, and the summary results from the evaluation are as follows:



When asked if the training was relevant to their work, of the 80 attendees, 69 responded “Very Much” and 11 responded “Somewhat”. Similarly, when they were asked if the presentations met their expectations, 71 responded “very much” and 9 responded “Somewhat”. There was no “Not so much” response for either of these questions.

To qualify responses to the previous question, participants were asked if the presentation helped them understand the culture of the Mexican, West African, and South Asian communities. For the Mexican community, 12 responded “Very Much” and 1 responded “Somewhat”. For the West African community, 10 responded “very much” and 3 responded “Somewhat”. When asked if the presentation helped them understand the South Asian culture, 8 responded “Very much” and 5 responded “Somewhat”.

Overall, respondents commented that they would like to know more about these three communities in separate sessions and ask specific questions about the families with whom they work. Although there were several requests from field offices for more cultural awareness presentations, due to scheduling conflicts and lack of qualified presenters, ICPI was not able to schedule more intensive training sessions for ACS workers.

Sample responses from Head Start Family Workers on “Cultural Awareness Presentation:

“I think this presentation has been the best in years, because it is a very new and clear topic”

“Very informative workshop. We need to do more workshops on other communities”

Sample responses from the CBO Survey on “Cultural Awareness Presentation” at ACS field offices:

“Involvement in ICPI has increased requests for referrals and requests from ACS for cultural awareness training.”

“ACS workers should capitalize on the learning opportunity provided by CBOs.”

ICPI Goal 3: Provide cultural brokerage between ACS and immigrant families

While the concept of “cultural brokering” is not new in the human services practice, it is a rather new approach to engage families involved in ACS. Cultural brokering is defined as “...bridging, linking or mediating between groups or persons of different cultural backgrounds to effect change” (National Center for Cultural Competence – Georgetown University) When implemented in the context of ICPI, “cultural brokering” involves CBO representatives attending the various types of case conferences at the invitation of ACS workers, assisting families to understand the gravity of the situation and the child welfare standards in the U.S., and working with ACS caseworkers to help them understand the cultural, religious and linguistic issues facing the family.

The evaluation criteria for this goal and performance benchmarks are as follows:

ICPI Objectives	Evaluation Criteria	Performance Benchmark
Provide cultural brokerage between ACS and immigrant families	<ul style="list-style-type: none"> Attendance at various child welfare conferences Child welfare staff’s understanding of client’s cultural, language or religious issues Family’s understanding of child welfare services, practices, and standards Culturally competent engagement of families Availability of culturally competent support services 	<ul style="list-style-type: none"> Participate in at least 40 ACS case conferences as “cultural brokers” Provide consultation to caseworkers on at least 50 cases

During its first year, ICPI CBOs received requests from ACS to attend various case conferences, which included Child Safety Conference, Family Team Conference, Elevated Risk Conference, 45-day Conference, 30-Day Conference, and informal meetings with the client family involved in the child welfare system. At these case conferences, CBO representatives worked with families to help them understand why ACS was involved and the consequences of non-compliance. As cultural brokers, CBOs also informed the caseworkers about the cultural nuances that may be affecting behavior.

The number of case conferences attended by CBOs, consultations provided to ACS, and referrals made for support services are as follows:

Community	# of Case Conferences	Number of Consultations	# of Referrals to support services
Mexican	12	10	44
West African	8	6	26
South Asian	3	97*	27
Total case conferences attended	23		
Total consultations provided		113	
		Total Referrals to Support Services	97

[* The South Asian coalition reported 97 case consultations during 6 months, which includes 58 consultations by CIANA, 28 consultations by COPO, 9 domestic violence consultation provided by Sakhi, and 2 consultations by SACSS and SAYA. This higher number of case consultations relative to other community groups can be attributed to consultation sought by ACS caseworkers from other boroughs with increasing numbers of South Asian clients.]

At many of these conferences, CBOs interpreted and provided “cultural brokering” at the same time, which helped ACS caseworkers to access two different services at once and reach a decision about the family expeditiously. During its first year, there were 26 requests for CBO participation at case conferences, of which 23 case conferences were attended by CBOs from the target communities. CBOs were unable to attend 3 case conferences due to lack of qualified personnel and scheduling conflicts.

Among the 78 respondents, 10 caseworkers requested CBO participation at case conferences. When these 10 caseworkers were asked if CBO participation produced better outcomes for the family, 6 of them reported that CBO participation led to better outcomes and 4 did not respond to this question. As a follow-up, these 10 caseworkers were asked if they would invite a CBO representation at a case conference in the future, and 6 caseworkers responded “Yes”. The remaining 4 did not respond to this question.

In order to validate the responses from the previous question, evaluators asked the caseworkers if the family’s behavior changed due to CBO participation. To this question, 41% strongly agreed, 36% agreed, 14% had no opinion, and 9% disagreed. Please note that the two respondents who answered “Disagree” also stated that the CBOs took on the cases, and the cases were closed. Therefore, the respondents were not sure if the family’s behavior actually changed due to the CBO participation.

To capture the CBOs perspective on cultural brokering, evaluators asked CBOs if the ACS caseworkers were receptive to their input on cultural, religious, and language issues. Among the respondents, 43% strongly agreed, 14% Somewhat Agreed, 29% answered N/A, as they did not have any interactions with the caseworkers. On the same question 7% of the CBOs somewhat disagreed, 7% strongly disagreed.

Sample responses from the ACS caseworkers on “Cultural Brokering”:

“CBO was crucial in developing a simplified service plan for the family with Case Planner”

“They were advocates for family and made sure family got what is needed”

Sample responses from the CBO Survey on “Cultural Brokering”:

“The caseworkers need an orientation to working with CBOs and working with interpreters. Also the caseworkers would benefit from a basic understanding of the culture.”

“We would like to be able to work with families for a longer period of time because engaging families takes time. After we form a relationship with the family, we can be effective [cultural brokers] and help them with [their needs]”

ICPI Goal 4: Provide quality interpretation services

Under the ICPI project, Tepeyac was contracted to provide interpretation services in Mixteco, Zapoteco, Otomi, Nahuatl, Chinanteco, Choltal, Cuicanteco, Huasteco, Huichol, Popoloca, and Tzeltal. The West African Coalition members were contracted to provide interpretation in Soninke, Hausa, Twi, Mandingo, Bambara, Jula, Susu, Pulaar, Fulani, Ibo, French, Wolof, Arabic, Swahili, Morey, Yoruba and French. Lastly, the South Asian Coalition was to provide interpretation in Bengali, Hindi, Urdu, Punjabi, Gujarati, Arabic, Dari/Farsi, Pashto, Tamil, and Telugu.

Although, ACS has existing contracts with outside vendors for its “Language Access Line”, the interpretation services provided through ICPI were different, as they combined cultural and religious information that helped the caseworkers better understand the situation of the family.

The evaluation criteria for this goal and performance benchmarks are as follows:

ICPI Objective	Evaluation Criteria	Performance Benchmark
Provide quality interpretation services	<ul style="list-style-type: none"> Availability of interpretation in (un)common languages and/or dialects Provision of quality interpretation services 	<ul style="list-style-type: none"> Provide at least 50 interpretation services to families in protective, preventive, and/or foster care

ACT coordinated all requests for interpretation from ACS and created an internal system to receive, process, and refer interpretation requests to CBOs. Of the 97 interpretation requests, in 86 instances CBOs were able to dispatch interpreters within 2 to 10 hours, depending upon the need. During its first year, all requests for interpretation at Child Safety Conferences were sent by ACS during normal working hours. However, caseworkers were advised to contact ACS’s Director of Immigrant Services, Mark Lewis in situations when they needed urgent interpretation during off hours.

Number of interpretation services provided by each community is as follows:

Community	# of cases where interpretation services provided
Mexican	24
West African	32
South Asian	30
Total interpretation services provided	86

ICPI received 97 cases requesting interpretation services, of which CBOs provided interpretation for 86 cases, of which 11 cases required interpretation requests that were beyond the scope of the ICPI project and were referred to either the Language Access Line or other non-ICPI CBOs. CBOs provided 138 instances of interpretation in those 86 cases, as some cases required more than one interpretation session.

Of the 78 ACS respondents, 50 caseworkers had received interpreter services from the ICPI. In order to evaluate the quality of interpretation services, caseworkers were asked to rate their level of satisfaction with the interpreter provided by the CBOs and 20 out of 50 caseworkers responded. 60% responded that they were “Highly Satisfied” and 40% responded that they were “Satisfied” with the quality of interpretation. Since the caseworkers themselves did not have the ability to assess the quality of interpretation, they were asked additional questions to validate their response.

Evaluators asked ACS caseworkers why they asked for a CBO interpreter instead of accessing the Language Line. Among the 20 respondents, 30% identified “cultural element” in interpretation as a factor. 20% responded that their previous level of satisfaction with ICPI interpretation was a factor, and 10% identified family’s comfort with a CBO representative as a factor. When the caseworkers were asked if they would request CBO interpreters in the future, 100% of respondents answered “Yes”.

When CBOs were asked how they maintain the quality of the interpretation services, 21% responded that they have internal trainings on cross-cultural interpretation, 14% stated that staff were experienced in interpreting for ACS cases. 21% responded that clinical and administrative supervision is a way to ensure quality. 44% of the CBO respondents did not participate in interpretation or had no opinion in this regard.

Other responses from ACS caseworkers on “Interpretation”:

“Other interpreters did not explain ACS’s role, but the CBOs did. That was helpful.”

“[We] wanted in-person interpretation for the cultural element”

Other responses from the CBO Survey on “Interpretation”:

“We would like to see more information on specific examples of abuse and neglect, so that we can [interpret these examples] to assist the families.”

“It would be helpful to know the challenges that ACS staff encounter in working with interpreters and CBOs. With this information [we] can better adjust [our] services.”

ICPI Goal 5: Avail culturally appropriate support services to families

Although culturally appropriate support services were not a component of ICPI when it was launched, observing the need of families, ACS decided to incorporate support services for all three communities. Most ICPI CBOs have the capacity to provide some of the support services in-house or through linkages with other providers. Their cultural and language competency also enables them to better engage families who have difficulties adhering to child welfare standards due to language, religion, and/or cultural issues.

To avoid confusion with preventive service organizations, ACS and ACT informed ACS caseworkers that ICPI CBOs were not preventive services agencies, and could only provide limited support services to the families. CBOs could serve as “community consultants” with the caseworkers to offer or find culturally appropriate services, to help engage the families with those services and/or provide limited counseling services themselves. Under a different ACS initiative, in April '08, CIANA and CCNY-AOP were awarded preventive services slots to provide case-management services in Arabic and Urdu, and Bengali, respectively. ACS caseworkers were encouraged to refer appropriate families that needed preventive services to both CIANA and CCNY-AOP.

The evaluation criteria for this goal and performance benchmarks are as follows:

ICPI Objective	Evaluation Criteria	Performance Benchmark
Avail culturally appropriate support services to families	<ul style="list-style-type: none"> • Availability of support services through a provider network • Quantity and quality of support services provided 	<ul style="list-style-type: none"> • Arrange non-clinical counseling services for at least 50 families. • Provide Information & Referral services to at least 100 families • Refer at least 100 families to support services, including but not limited to, ESL, legal/immigration assistance, enrollment in entitlement benefits, and preventive case management

ICPI CBOs provided the following support services and referrals:

Support Services	Mexican Community	West African Community	South Asian Community	# of Support Services Provided
Non-clinical Counseling	27	17	21	65
Therapy	4	8	15	27
Child Care referral	1	1	2	4
Legal/Immigration	17	4	4	25
ESOL	14	1	1	16
Housing Assistance	6	2	3	11
Healthcare Enrollment	2	N/A	N/A	2
Entitlement Benefits	4	1	2	7
Case-management/Preventive	1	1	5	7
Employment Assistance	2	N/A	N/A	2
Other	2	3	3	8
Total number of support services provided				174
Info & Referral	30	25	59	114
Total number of Information & Referral provided				114

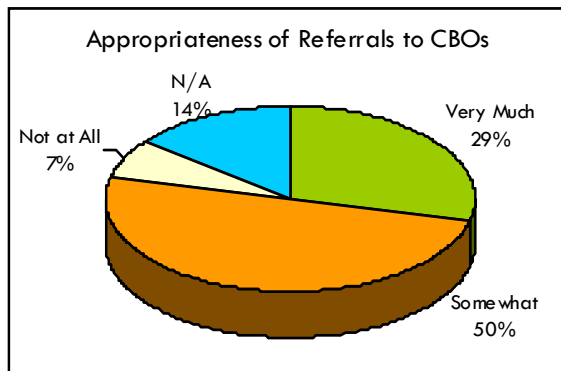
“Other” services listed above include GED enrollment, foster care placement, adoption services, assistance with school enrollment, assistance at Family Court, and Home Care assistance.

There were 97 requests by ACS caseworkers for support services throughout the first year, and ICPI CBOs provided altogether 174 individual support services to the families. In almost all cases, families received multiple support services from the CBOs, except for 14 cases which were referred to non-ICPI CBOs or to the ACS Preventive Services Technical Assistance Unit (PrevTA). Launched in 2008, ACS's PrevTA works internally with various divisions to find appropriate preventive services for families. ICPI CBOs could not provide services to these 14 families because either they lacked the capacity or families needed more intensive preventive services. Beginning in August '08, ACT and ACS requested ACS caseworkers to contact PrevTA for cases involving Mexican families.

Evaluators wanted to examine ACS caseworkers' level of satisfaction with the support services they received from the CBOs, and asked them to rate their satisfaction on a 1 to 5 scale, where 1 = Not at all Satisfied, 3 = No opinion, and 5 = Very Satisfied. Of the 78 caseworkers surveyed, 12 caseworkers responded to this question: 33% were “Very Satisfied”, 50% were “Satisfied”, and 17% had “No Opinion.” No caseworker expressed dissatisfaction with support services.

As a qualifier to the previous question, caseworkers were asked if they would refer a family to the same CBO for support services. Of the 14 caseworkers who responded, 86% responded that they would like to refer families for support services to the same CBOs, 7% were not sure, and 7% thought it was somewhat unlikely.

CBOs were also asked to give feedback on the appropriateness of the referrals that were sent either directly by ACT or by the coalition's designated intake agency. By appropriate referrals, evaluators meant a) the CBO had the language and cultural capacity to work with the family, and/or b) the CBO had the services available for the family.



Of the 14 CBOs, 29% responded that the referrals for support services were “Very Much” appropriate, 50% responded that they were “Somewhat” appropriate, 7% opted for “Not at all”, and 14% stated that they either did not receive any referrals for support services or they were not contracted to provide such services to the families.

CBOs were also asked if they were able to provide the support services requested by ICPI, 11 CBOs responded “Yes”, 1 responded “N/A”, and 2 responded “No”.

Sample responses from ACS caseworkers on “Support Services”:

“[We referred client to ICPI CBO instead of a preventive agency] because ICPI services were culturally sensitive”

“Other preventive service agencies do not address the language barriers, [but ICPI CBOs do]”

Sample responses from the CBO Survey on “Support Services”:

“Some referrals received by ACT involve high risk and should be considered more PPRS [preventive] cases.”

“[For support services] ACS caseworker and the Case Manager at [CBOs] need to work together to help locate and engage the family in services.”

ICPI Goal 6: Support CBOs through capacity building efforts

ACS recognized that many immigrant serving CBOs in the target communities are neither child welfare organizations, nor do they have extensive experience working with the child welfare system. Therefore, ensuring quality of services provided through ICPI would require that CBOs are minimally aware of or have an enhanced understanding of the standards, policies, and procedures of ACS. Upon

consultation with ACT, ACS required that all proposers attend capacity building trainings organized by ACS.

In addition to attending the child welfare related trainings, ICPI CBOs were encouraged to join ACS Community Partnership Initiative (CPI) collaboratives in their respective neighborhoods. CPI is a city-wide initiative to bring service providers, community representatives, faith-based initiatives, and ACS together in order to improve child welfare outcomes. Currently in its 2nd year, the CPI consists of 11 community coalitions of 20 to 50 CBOs and community members, and these coalitions implement a “neighborhood-based services” delivery model.

The ICPI CBOs were encouraged to join the CPI coalitions in specific neighborhoods where there is a concentration of a Mexican, West African, or South Asian community. By actively participating in the CPI coalitions, the ICPI CBOs were expected to bring community knowledge to the table, provide feedback on immigrant services, participate in activities leading to designated outcomes (e.g. recruitment of foster parents), and become support service providers for other organizations who are serving Mexican, West African, or South Asian families.

A third aspect of the capacity building efforts of ICPI was to create and/or strengthen CBO coalitions from the target communities. While many of these CBOs have a long history of working together, mostly on civil rights and immigration issues after 9/11, there is no history of coalition building among West African or South Asian serving CBOs on child welfare issues. Therefore, a pilot coalition building effort was launched even before the South Asian Request for Proposal was released in November ‘07. Working with individual South Asian CBOs, ACT was able to bring together representatives from these organizations to form a working coalition addressing child welfare needs of the South Asian communities.

ICPI CBOs were contracted to engage in the following capacity building activities:

ICPI Objective	Evaluation Criteria	Performance Benchmark
Support CBOs through capacity building efforts	<ul style="list-style-type: none"> Participation in child welfare trainings Participation in the Community Partnership Initiative Coalition Building 	<ul style="list-style-type: none"> Arrange at least 4 trainings for CBOs on child welfare policies, procedures, and standards Participate in at least 2 CPI coalitions Develop/strengthen CBO coalitions

Between July ‘07 and September ‘08, CBO representatives from the three communities attended trainings on:

1. “How to Become Parent Advocates”, by the Child Welfare Organizing Project (CWOP)
2. Child Safety Conference Training, by the Manhattan Division of Child Protection
3. Child Safety Conference Training, by ACS Division of Child Protection
4. Child Welfare Standards & Practices training, by ACS’s Director of Immigrant Services
5. Training on Mandated Reporting, by ACS’s Director of Immigrant Services

Participation in child welfare trainings:

To assess whether CBOs’ understanding of the child welfare system was enhanced due to the trainings and participation in the ICPI, they were asked if they had a “good understanding of the child welfare system” before partnering with the ICPI project. Five CBOs “strongly agreed”, and 4 CBOs “Somewhat Agreed” that they had a good understanding of the child welfare system before

partnering with the ICPI Project. One CBO had “No Opinion”, 2 CBOs “Somewhat Disagreed”, and 2 CBOs “Strongly Disagreed”.

As a follow-up, evaluators asked the CBOs if they had a better understanding of the child welfare system after partnering with the ICPI, and 9 CBOs “Strongly Agreed” and 5 CBOs “Somewhat Agreed”. There were no responses for “Strongly Disagree”, “Somewhat Disagree”, or “No Opinion”.

Participation in Community Partnership Initiatives:

ICPI CBOs were asked if they were a member of or have been involved with a CPI coalition, to which 1 responded “N/A”, 5 responded “No”, and 8 answered “Yes”. Among the respondents, 3 were members of the East Harlem CPI, 4 were involved with the Elmhurst CPI, and 1 was actively participating in the Lower East Side CPI coalition.

As a follow-up question, when CBOs were asked what kind of barriers they experienced in attending CPI meetings, 3 responded that “distance to the meeting” was a contributing factor. Three CBOs responded that due to staff shortage, it was difficult for them to allocate time for CPI participation. 2 CBOs commented that “political battles” at CPI meetings, as well as their lack of interest in “discussing issues facing the immigrant communities” were determining factors for their non-participation.

Coalition Building:

Regarding coalition building, CBOs were asked if they were able to effectively communicate with coalition members. Eight CBOs answered “Very Much” and 5 CBOs responded “Somewhat”. Tepeyac opted for “N/A”, since it was not a part of any coalition. As a follow-up, CBOs were asked, “Is the lead organization a useful resource in providing guidance?” to which 8 CBOs answered “Very Much”, 3 responded “Somewhat” and 3 chose “N/A”. One CBO noted that “a coalition could be positive, but it was not easy”, while 5 CBOs noted that the “coalition structure” has been very good and effective and it “worked out well”. Almost all CBOs highlighted the need for better “communication and coordination” among coalition members.

Sample response from the CBO Survey on “Capacity Building”:

“CPI meetings were very useful. However, the meetings were too large to present relevant cultural information about the South Asian community.”

Cost Benefit Analysis

We conducted a simple analysis to determine the projected savings that accrued from the interventions of the Immigration Community Partnership Initiative. The analysis includes a calculation of the time period in which such interventions would “pay back” the implementation costs. The analysis indicates that there are clear cost benefits to implementing this program beyond the pilot phase.

Of the 305 children reached through ICPI programs, it was determined that 15 children were prevented from being placed in foster care, yielding a large savings for taxpayers. Of the original

sample of 305 children reached through ICPI programs and interventions, 114¹ were deemed at risk of removal from their families by the ACS Protective Service worker assigned to the case. Since the average rate of foster care placement in indicated cases in New York City is 13%, the number of children who might have been placed in foster care and were recipients of ICPI intervention is fifteen (15).

To estimate the savings generated by the program, the difference between the cost of new preventive intervention (ICPI) and foster care were calculated, along with the cost savings generated by utilization of community immigrant organizations as providers of translation services.

The following chart lists the numbers of children in the sample.

Variables (Approximate values)	West			South Asian	Total
	Mexican	African	Asian		
Number of Children served through ICPI	104	89	112		305
Number of Children at risk of being removed	48	32	34		114
Prevented Removal due to intervention by ICPI CBOs, (based on 13% placement rate)					15

1. The cost of the ICPI program for one year was \$160,000.
2. According to ACS, the average rate of placement of children into foster care from those in indicated cases is 13%. In our sample, there were 114 children at risk of foster care placement determined by ACS Protective Service workers.
3. Fifteen children were diverted from foster care placement.
4. The average cost of foster care is \$36,000 per year. This reflects the direct costs of placement, and does not include the indirect costs incurred by ACS for oversight, management and administration.
5. The cost of placing 15 children in foster care for one year is \$540,000.
6. This reflects a savings of \$380,000 for one year.
7. The average length of foster care is 14.4 months. This is weighted to reflect the percentage of children who leave foster care quickly and are reunited and those who remain in foster care with another permanency goal.
8. Accounting for the average length of foster care placement, the savings for the program is \$456,000.

Using the calculations in the chart below, we determined that the ICPI program saved \$456,000. The savings reflects the cost of the foster care placements averted subtracted from the cost of ICPI program costs for one year. *Please note that this is a conservative estimate given that only direct foster care costs were calculated and not the indirect costs of oversight and management.*

¹ There were an additional 18 children who were identified “at-risk”, but they were already placed in foster care at the time of the ICPI intervention.

Cost Savings to ACS	
Cost of ICPI Preventive Services (one year) – direct costs only	\$160,000
Cost of Foster Care Placement for 15 children for one year (direct costs only) at \$36,000 per year*	\$540,000
Cost of Foster Care Placement for 15 children for average length stay of 14.4 months (direct costs only)	\$648,000
Savings for the average length of foster care (14.4 months**)	\$488,000

Another cost savings of the program is the provision of translation services. Ordinarily, ACS contracts with an outside vendor for its Language Access Line, that provides in-person or phone translation. Through ICPI, translation was provided, often in seldom occurring dialects in the United States. Of the 50 CPS workers surveyed who had used the interpretation services, all responded that they were satisfied and preferred the translation services provided by the community based organizations because they were culturally similar to the clients and were able to function as “cultural brokers” as well. In this role, the translator could also explain to the ACS worker the mores and beliefs of that particular cultural in order to increase the understanding for the client’s behavior and to assist in formulating an appropriate remedy. Conversely, the cultural broker could assist the client in understanding the New York child welfare system and child welfare regulations and laws. (See list of languages on page 5.)

The ICPI program provided interpretation 90 times for a total of 184 hours. The total cost was \$11,124. The average cost of the translation was \$62.10 per hour. ACS currently pays \$29 per hour to its translation service for CPS clients. ACS currently pays \$49 per hour to provide translation for clients in prevention programs. Using an average of \$39 for ACS translation services, the ICPI program saved ACS a total of \$7,176 in translation expenses because it was absorbed into the ICPI costs. While the ICPI translation costs were higher than ACS’s current vendor, the CPS workers stated a strong preference for the ICPI services because of the cultural competency of the providers, indicating a probability that those services were more effective. It is anticipated that ACS is likely to pay more for translation services through vendors given that the current fees are below market rate.

Cost of Translation Services		
	Number of hours provided	Cost
Mexican	21	
South Asian	94	
West African	69	
Total hours provided	184	
Average current cost per hour ACS pays for translation services		\$39
Total cost savings for ACS		\$7,176

Using the projected savings, it was determined that for every dollar ACS spent on this program, there was a \$3 return within one year. In addition, the program would pay for itself in 4 months following implementation.

Cost Benefit Analysis		
Cost		
For one year of ICPI prevention services	\$160,000	
Total Costs		\$160,000
Benefits		
Savings generated by averting foster care for 15 children	\$488,000	
Savings generated by using translation services provided by immigrant service organizations	\$ 7,176	
Total Benefits		\$496,176
Cost-Benefit Ratio	3.1	
Time for interventions to recoup costs	.32 of a year	

Implementation & Operational Findings

Evaluation Goal: To effectively implement and administer the ICPI project

Implementation and administration of the ICPI project, although not a part of the ICPI objectives, were added to the evaluation objective in order to assess whether the partnership between ACS and

ACT and the CBOs was effective, and that such a three-way partnership is sustainable and recommended for the future of the ICPI project.

Evaluators developed a set of qualitative questions in order to document feedback from the CBOs on their relationship with ACS and ACT. These questions also included topics such as effectiveness of the invoicing system, communication between stakeholders, and role of ACT as an implementer of the project. ACS and ACT decided that the following operational components should be evaluated:

1. Policies & Procedures
2. Reporting system
3. Contract Management System
4. Communication, and
5. Resourcefulness

These components were chosen because evaluators believed that in order to appropriately identify the effectiveness of ICPI administration, they must assess the operational aspects that were implemented, as well as the roles of ACS and ACT during the project's first year of operation.

The criteria and performance benchmarks for this evaluation goal are as follows:

Evaluation Objective	Evaluation Criteria	Performance Benchmark
To efficiently implement and administer the ICPI project	<ul style="list-style-type: none"> • Simplified policies and procedures • Efficient referral/reporting system • Simplified contract management system • Improved communication between stakeholders 	<ul style="list-style-type: none"> • Develop ICPI policies and procedures • Establish referral and reporting standards • Standardize contract management and invoicing system • Ensure effective communication between ACS and CBOs

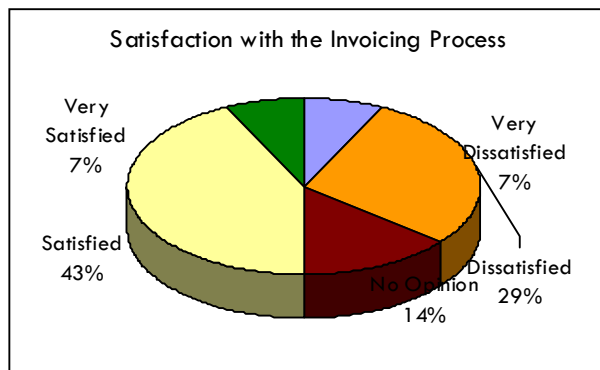
ACT worked with the ACS to develop simplified and relevant policies and procedures, as well as performance standards, for the ICPI CBOs. For example, ACT helped implement policies on referral response time for the CBOs and for itself and asked the CBOs to respond, depending on the urgency of the case, in 2 to 24 hours.

On ICPI's "Policies & Procedures", CBOs were asked to rate whether "ACT has been a useful source in providing information about ICPI goals, Policies & Procedures". Amongst the 14 CBOs, 8 CBOs "Strongly Agreed", 4 "Somewhat Agreed", and 2 responded "N/A" and to this statement.

Reporting and continuous feedback systems were made integral procedures in ACT. Beginning with Tepeyac, ACT required that CBOs maintain a brief description of all referrals, including the work that was done with the family and the caseworker, time and place, and outcome of the interaction between the CBO and the family. Initially, CBOs were asked to provide monthly reports back to ACT. It was later decided that quarterly reports were acceptable. While implementing the reporting system, ACT was mindful of the fact that the CBOs were not contracted for "case-management", nor did they have enough staff to maintain extensive paperwork for the families. Therefore, required information was simplified for the CBOs and several meetings were held with the CBOs in terms of what to include in the monthly/quarterly reports. In order to maintain records of referrals and to monitor activities, ACT developed an internal database.

Since ACT was responsible for routing all referrals, CBOs were asked during the survey if they thought that the referrals that were sent to them by ACT were appropriate. In response, 6 CBOs “Strongly Agreed”, 3 “Somewhat Agreed”, 4 CBOs answered “N/A”, and 1 “Strongly Disagreed”. There were no responses for “No Opinion” and “Somewhat Disagree”.

To manage the three separate contracts, ACT worked with individual CBOs and/or Coalition Lead CBOs on how to create and invoice and rate system, and appropriate documentation for the invoices. With technological assistance from CACF, in February ‘08 ACT standardized the invoicing system for all CBOs and conducted several Technical Assistance sessions with the CBOs on invoicing and documentation.



In the evaluation survey, CBOs were asked to rate their satisfaction level with the “Invoicing Process”. 1 was “Very Satisfied”, 6 CBOs were “Satisfied”, 2 CBOs had “No Opinion”, 1 CBO responded, 4 were “Dissatisfied”, and 1 “Very Dissatisfied”. As a follow-up, CBOs were asked, “Do you think that the invoices were easy to prepare?” To this question, 6 CBOs answered “Yes”, 4 CBOs responded N/A, and 4 CBOs responded “No”.

One of the issues that small CBOs have always highlighted even before they joined the ICPI project is that there is very little communication and feedback between themselves and ACS, and that the ACS workers and managers are unresponsive and uncooperative. Therefore, when ACT began to implement the project, one of the goals was to open up communication between ACS and CBOs, so that the CBOs can develop a relationship with the workers and administrators. At the same time, ACT wanted to ensure that communication between ACT and the CBOs was prompt, clear, and continuous. Throughout the project, ACT and ACS tried to ensure that the CBOs felt like “Partners” instead of “Contractors”, and open communication and feedback was the most effective way this relationship could have been developed.

To reflect upon the effectiveness of communication between ACT, ACS and the CBOs, evaluators asked the CBOs to rate their level of satisfaction with communication with ACS and ACT. When asked to rate their satisfaction level with the communication with ACS, 9 responded “Good”, 1 stated “Fair”, 2 stated “Average”, and 2 answered “Not Applicable”.

When the same participants were asked to rate their satisfaction with their communication with Agenda for Children Tomorrow, 6 answered “Excellent”, 5 stated “Good”, 2 responded “Average”, and 1 opted for “Not Applicable”.

Sample comment by CBOs on ICPI’s implementation and operation:

“Great collaboration, great step forward. We became more educated about ACS and ICPI opened our eyes to more resources.”

ANALYSIS OF THE FINDINGS 6 | SIX

The findings are presented in relation to the “evaluation objectives” outlined earlier in the report, followed by a comparison of the outcomes to the benchmarks. A three point scale was used to create an “Overall Assessment” scorecard:

1. Exceeded Expectation (EE)
2. Met Expectation (ME)
3. Partially Met Expectation (PME)

Scorecard for Achievement of Program Objectives

Evaluation Objective	Activity Benchmarks	Outcome	Overall Assessment
Achievement of program objectives	Conduct 15 community education forums	11 Community Forums organized	PME
	Reach at least 250 individuals	Approximately 381 individuals reached	EE
	Conduct 5 presentations for ACS staff	11 field office presentations conducted	EE
	Train at least 100 staff on cultural issues	80 Head Start workers trained	PME
	Assess cultural awareness of staff (Target at least 50% overall)	16% to have better understanding of cultural issues	PME
	Participate in at least 40 Case Conferences as cultural brokers	Participated in 23 case conferences.	PME
	Provide at least 50 case consultations	113 Case Consultations provided	EE
	Provide at least 50 interpretation services	86 interpretations services provided	EE
	Arrange at least 50 non-clinical counseling services	65 non-clinical counseling services provided	EE
	Provide Information & Referral to at least 100 families	114 Information & Referral provided	EE
	Refer at least 100 families to support services	174 support services provided	EE

It is important to note that in the “Participate in at least 40 Case Conferences as cultural brokers”, the project “Partially Met Expectation”, because there were only 26 requests for various case conferences during the pilot phase. Stakeholders believe that with more outreach to child protective workers, as well as preventive and foster care services, a minimum benchmark can be reached in the following year.

CBOs and stakeholders mentioned that while Tepeyac and the West African Coalition had exceeded their contractual obligation in regards to “Community Education Forums”, the South Asian Coalition was unable to do so. Coordination difficulties with partner organizations, securing accessible and affordable venues, and scheduling conflicts between ACS presenters and CBO organizers were cited as the main reasons for the underperformance in this category.

On “Train at least 100 staff on cultural issues”, stakeholders commented that although the CBOs have made brief presentations to the ACS Field Offices, ICPI lacked a concerted effort to outreach,

organize, and hold training sessions on cultural awareness for the ACS workers. Scheduling conflicts, lack of trained professionals to conduct trainings or presentations, and lack of interest were a few of the reasons cited by the stakeholders. On the same note, stakeholders also stated that while 16% of Head Start workers responded to having a better understanding about cultural issues after the presentation by ICPI CBOs and ACT, follow-up presentations and more outreach would have enhanced their understanding of cultural and religious issues surrounding Mexican, West African, and South Asian communities. However it is also relevant to note that all 80 Head Start participants responded that the presentation was very much, or somewhat, relevant to their work.

Scorecard for Effectiveness of Project Model and Services

Evaluators wanted to assess the effectiveness of the ICPI model by posing specific questions about ICPI services and short-term outcomes. Although the goal of the evaluation was not to compare the ethnic-community based approach of ICPI with the neighborhood-based approach of CPI, evaluators also asked for feedback from the CBOs on their participation in the CPI communities. Together, these questions represented whether the culturally appropriate services were conducive in preventing child abuse and neglect, if the CBOs were able to prevent removal of children from their homes, and if the CBOs were able to leverage resources from their CPI participation.

The short-term outcomes indicating the effectiveness of ICPI's model are as follows:

- 1) CBOs provided relevant cultural and linguistic information
- 2) Having the cultural information made a difference in ACS's work with the families
- 3) Families were more compliant because of the CBO involvement
- 4) ACS caseworkers were receptive to CBO feedback on cultural issues (asked to CBOs only)

CBOs were asked whether they were a member of a Community Partnership Initiative (CPI) coalition, and if they were able to leverage CPI resources to access services for their clients. Of the 14 respondents, 8 were members of CPI coalitions, of which 4 CBOs were "Somewhat" able to access services from CPI resources, and 4 CBOs were "Not at all" able to do so. The remaining CBOs were not part of any CPI.

CBOs provided relevant cultural and linguistic information

Out of the 78 ACS caseworkers interviewed, 25 ACS caseworkers responded when they were asked if the cultural information they received from the CBOs were relevant, and 16% strongly agreed, 60% agreed, 16% had no opinion, 4% somewhat disagreed, and 4% disagreed.

Caseworkers were also asked how the culturally appropriate services by CBOs were helpful in dealing with clients, and 10 respondents noted that culturally appropriate services "helped client feel more comfortable", "there was much more understanding on family's part", "more receptive to services", and "[caseworker] had a better understanding of the client's home culture". All 10 respondents agreed that such services were critical in preventing abuse and neglect of children.

A qualifier question was asked to caseworkers, "Would you ask for a CBO to meet with you and a family again [in order to provide culturally appropriate services]?" (Emphasis added) 11 caseworkers responded to this question and the answer was a unanimous "Yes".

Having the cultural information made a difference in ACS's work with the families

Twenty five caseworkers out of 78 respondents responded to a question that asked whether having cultural information made a difference in their work with the families, and 8% respondents strongly agreed, 72% respondents agreed, 8% had no opinion, 8% somewhat disagreed, and 4% strongly agreed.

In order to determine the second benchmark, ACS caseworkers were asked if the CBOs were critical in preventing the removal of a child. Only 6 out of 78 respondents answered the question. Of the 6 respondents, 2 stated “Yes” and 4 stated “No”, clarifying that the children involved in these 4 cases were not at risk of removal. Evaluators believed that the data is inconclusive, and it cannot be determined from these questions alone whether access to culturally appropriate services prevented removal.

Families were more compliant because of the CBO involvement

When caseworkers were asked whether families were more compliant because of CBO involvement, 21 out of 78 caseworkers responded and 76% noted that families were more compliant because of CBO involvement, and the remaining 24% stated that they had no opinion in this regard.

When ACS caseworkers were asked why they referred clients to ICPI instead of other CBOs and/or existing coalitions, 6 caseworkers responded that ICPI CBOs have “more cultural understanding”, and that “other [CBOs and Coalitions] did not the language expertise”. As a qualifying question, caseworkers were also asked why they felt that ICPI is more appropriate than preventive agencies and/or other coalitions, and they responded, “preventive agencies do not have the language capacity”, “there were no available slots”, “did not have cultural understanding”, and “language and cultural barriers could not be addressed by preventive agencies”.

ACS caseworkers were receptive to CBO feedback on cultural issues

When 14 CBOs were asked about the receptiveness of caseworkers, 43% strongly agreed, 21% agreed, while 29% had no opinion in this regard as they did not have any direct interaction with the ACS, and 7% of the CBOs strongly disagreed.

Overall assessment

While there were no minimum threshold for this category, evaluators agreed that in the first 3 short-term outcomes listed above, ACS workers gave ICPI an average of 77% effectiveness rating, while the CBOs gave ICPI’s effectiveness 64% rating.

Evaluation Objective	Activity Benchmarks	Overall Assessment
Effectiveness of the service model	Child welfare services need to be culturally competent to be effective	EE
	Access to culturally appropriate services can prevent child abuse/neglect and reduce removal of children	ME
	Ethnic community based services are better suited for immigrant community services than neighborhood-based services	ME

Based on the qualitative feedback from the CBOs and caseworkers, evaluators believe that in regards to services for immigrant families, ICPI “meets expectation” of providing culturally appropriate services more than neighborhood-based service providers.

Scorecard for Efficiency in Implementation and Administration

On the efficiency level of the project implementation and administration, evaluators identified four areas;

- a) policies and procedures
- b) referral and reporting process
- c) communication, and
- d) invoicing system

On “policies and procedures”, evaluators reviewed written policies and procedures that were developed and implemented from the beginning of the project. These policies and procedures included, reporting policies, invoicing procedures, and procedures on case follow-up. Review of ICPI’s documentation policy indicates that while the CBOs were asked to report back on cases either monthly or quarterly, in most instances CBOs reported back in a timely manner. In some cases, CBOs submitted their brief reports along with invoices at the end of the quarter.

When asked about the referral process, of the 14 CBOs, 14% were very satisfied, 36% were satisfied, 21% were dissatisfied. The remaining 29% either had “no opinion” or did not receive with referrals.

As a qualifying question, CBOs were also asked if the referrals that they received were appropriate for the services they provided. To this question 14% strongly agreed, 50% somewhat agreed, 7% strongly disagreed, and the remaining 29% chose “Not Applicable”. ACS caseworkers were also asked if the referral form was easy to fill out and 31 caseworkers responded, of which 90% responded “Yes” and 10% responded “Somewhat”. Evaluators believe that since referral process is a core operational component of the project, ICPI partially met the expected level of efficiency in dealing with referrals and to and from ACS.

In terms of communication between ACS and CBOs, evaluators asked the CBOs to rate their satisfaction with communication, to which 64% responded “Good”, 21% responded either “Average” or “Fair”, and the remaining 15% answered “Not Applicable”, as they did not have any direct interaction with the ACS during the pilot phase. When asked to rate their satisfaction level in communicating with ACT, 79% either responded “Excellent” or “Good”, 14% responded “Average”, and 7% responded “Not Applicable”. Evaluators believe that on average, ICPI “met expectation” on communication level between ACS, ACT and the CBOs.

ICPI did not implement a standard invoicing process until November ‘07, and the system was later modified with the assistance of CACF. CBOs were asked, “Overall how satisfied are you with the invoice process?”, to which 21% were very satisfied, 50% were “Satisfied”, 13% had “no opinion”, 16% were “Dissatisfied”. CBOs were also asked, “Do you feel that the invoices are easy to prepare?”, to which 43% responded “Yes”, 36% responded “No”, and the remaining 21% chose “Not Applicable”.

Evaluators believe that invoicing process should have reached at least 75% threshold to exceed expectation, since most of the CBOs do not have prior experience with ACS invoicing and contracting processes. Based on the quantitative data and qualitative responses from the CBOs, such as “the invoice system could be better” and “more clarification is needed”, evaluators agreed that the invoicing system partially met expectations.

Overall Assessment:

Evaluation Objective	Activity Benchmarks	Overall Assessment
Efficiency in implementation and administration	Develop ICPI policies and procedures	ME
	Establish referral processes and reporting standards	PME
	Ensure effective communication between ACS , ACT and CBOs	ME
	Streamline invoicing process	PME

Scorecard for Social Value Creation

The evaluators acknowledged that the social and economic value creation by ICPI may be underreported, since information on many variables could not be gathered and analyzed. However, given the constraints, evaluators believe that ICPI has a savings for ACS and would allow program costs to be recouped in just over 10 months. If the program expands, it is believed that it would prevent an even larger number of children from new immigrant families from being placed in foster care, thereby increasing the savings to taxpayers to an even greater extent.

Overall Assessment:

Evaluation Objective	Activity Benchmarks	Overall Assessment
Social value creation	ICPI generated a cost savings for ACS	EE

Scorecard for Sustainability of the ICPI Project

Sustainability is a dynamic concept in social and economic development, and the definition of sustainability varies greatly from project to project. In order to examine the sustainability of the ICPI project, the evaluators had chosen three basic characteristics of a sustainable project:

- a) Outcome driven
- b) Cost-effective
- c) Replicable

Outcome driven:

“Outcome driven” characteristic of a sustainable project indicates that the project is generally focused on cause-effect relationships, where certain interventions generate reasonably predictable outcomes. Since its inception, ICPI’s intervention was intended to generate three short-term outcomes:

- a) Increase understanding of community members about child welfare
- b) Enhance cultural awareness of ACS about the three target communities
- c) Prevent child abuse/neglect through culturally appropriate support services to families

Quantitative and qualitative data from ACS caseworkers and CBOs show that the project was able to reach over 300 community members and increase their understanding of child welfare. CBOs also commented that the feedback from the community members were generally positive about the education forums. From numerous e-mail correspondences, evaluators also found that the ACS presenters expressed appreciation and enthusiasm to stakeholders for being able to connect to the community members and inform them about situations that could be considered as abuse or neglect.

Enhancing cultural awareness of ACS workers through cultural presentations proved to be a difficult task to accomplish, due to scheduling conflicts, difficulties in coordinating among the CBOs and limited capacity of the CBOs. In addition, this program component was not as visibly publicized as the others. However, through field office presentations and the presentation at the Head Start office, stakeholders were able to present information about the three target communities to over 300 ACS caseworker and 80 Head Start family workers. Anecdotal information from the participants, as well as feedback from the managers and supervisors who coordinated the field office presentations indicated an increased

understanding of the cultural and religious issues involving Mexican, West African, and South Asian communities.

Lastly, data from the survey discussed before indicate that CBOs provided numerous culturally appropriate support services, consulted with ACS caseworkers, and participated in child safety conferences that helped ACS workers engage the families, ensured that the children who are at risk are not removed from home, and were able to change the behavior of the families. Overall, CBO intervention was responsible for preventing the abuse and neglect and consequent removal of over 114 children.

Cost-effectiveness:

Cost effectiveness is the second characteristic of a sustainable project. ICPI's cost-effectiveness can be seen in its social value creation, as the project generated a \$322,000 savings for ACS over a 14 month period. The cost benefit analysis measured the cost of the program in comparison to the costs to taxpayers (in foster care placements that were not prevented) if the program had not been implemented. A more detailed cost benefit analysis would include indirect as well as direct costs. Until then, it is important to note that during the first year ICPI the activities cost \$1404 per child, a relatively small amount of money to keep a child safe and with his/her family.

Replicable:

Replicability of a project model is the key to its sustainability, and by implementing the ICPI model in three different target communities without any deviation from the project's core goals show that ICPI passed the "replicability test" of a sustainable project. Because of its approach to immigrant services, and narrow focus on specific communities, ACS and ACT implemented the project in three phases and for three different communities. This allowed the project to retain its core services, but at the same time change other components to meet the needs of each community.

Overall Assessment:

Evaluators believe that ICPI project has the basic characteristics of a sustainable project as it is outcome driven, cost-effective, and replicable. Furthermore, the project generated a positive cost benefit ratio. Based on the findings, evaluators believe that ICPI project "Exceeded Expectations" in its potential to be a sustainable project.

CONCLUSION 7 | SEVEN

With considerable progress in most of the key areas, ICPI project reached an important milestone at the end of its first year of operation. Survey data indicate that the ICPI project exceeded expectations in several key areas, and partially met expectations in other areas. Evaluators believe that a combination of internal and external issues contributed to the under-performing areas, primarily in increasing cultural awareness of ACS caseworkers. Very limited funding, coordination difficulties between CBOs and ACS workers, shortage of qualified personnel to provide services to families, and lack of clarity on ACS's part about the roles of the CBOs led to dissatisfaction in several areas discussed above.

Firstly, evaluators believe that cultural brokering by CBOs was the key to improving ACS's engagement with the families. During various case conferences and informal meetings, CBO intervention created a non-hostile environment for both the caseworkers and the families. CBOs understanding of child welfare standards, coupled with their language capacity and cultural awareness, helped mitigate

distrust and tension between all parties and resulted in 114 children not being removed from home. Evaluators believe that without CBO intervention, more than half of these children would have been either removed from home or enrolled in preventive services.

Secondly, the community education forums were greatly helpful for ACS to dispel misinformation among community members about the role and function of ACS. Through open discussions, community members and leaders were able to interact with ACS workers, ask questions, seek clarity, and in several instances ask for assistance. ACS workers were also pleased to interact with community members directly and understand numerous cultural and religious nuances.

Thirdly, when ICPI was launched in July '07 for the Mexican community, ACS anticipated an increase in requests for Mixteco translation. However, during the first year of operation the project only received a handful of requests for Mixteco interpretation. Most interpretation requests for the Mexican families involved Spanish interpretation, although ACS workers could have accessed Spanish interpretation through ACS's Language Line. Data reveals that the reason caseworkers were seeking ICPI's assistance in interpretation over the Language Line is because of CBOs cultural brokering abilities and its ability to offer support services to families. For the South Asian families, ICPI received higher than expected requests for Bengali interpretation, as well as for requests for services for Bangladeshi families, again showing a preference for cultural brokering in comparison to use of the Language Line.

Fourthly, while both CBOs and ACS workers were generally satisfied with the way ICPI was implemented and administered, evaluators believe that the data on efficiency and effectiveness of ICPI administration is still inconclusive. For example, while most CBOs and ACS workers expressed satisfaction with the referrals, services provided, and their level of coordination with ACS and ACT on operational matters, several CBOs expressed dissatisfaction with the invoicing and referral system and a handful of ACS workers felt that CBOs were unable to deliver services effectively. This kind of seemingly contradictory data led the evaluators to believe that no broad conclusions can be drawn upon the effectiveness and efficiency of ICPI. Instead, efficiency of each operational aspect needs to be evaluated on its own. This would examination of the instructions given by ACS to contractors on how to submit invoices, as well how ACS publicized ICPI to its staff.

Lastly, evaluators are of the opinion that a Cost Benefit Analysis should not be taken as a stand alone and/or sole indicator of success. Instead, ICPI project needs to be viewed in its context, and its overall accomplishments in providing child welfare information to communities, cultural information to ACS workers, and ultimately, intervening in a culturally appropriate way when children from immigrant communities are at risk of being removed. ICPI's ability to prevent such removals and maintaining family stability, while saving tax dollars, is the definitive social return.

LESSONS LEARNED 8 | EIGHT

ICPI project has given ACS and ACT ample insights into immigrant services, target communities, and the effectiveness of culturally appropriate support services. Some of the lessons learned through its first year are as follows:

- a) Although the ICPI project was intended to educate the new immigrant families from Mexican, West African, and South Asian communities on child welfare issues, there exists some serious gaps in understanding of child welfare issues in other growing ethnic communities, primarily in the larger Latino population.
- b) ICPI services can be more effectively delivered through a coalition of CBOs vis-à-vis a single CBO. Although the focus of the ICPI is limited in its scope, it is difficult for a single CBO to

coordinate resources for community education, developing cultural awareness at ACS, and find or provide numerous support services to the families.

- c) Every coalition or partnership works differently. Both ACS and ACT need to devote time and resources to coalition building and strengthening the capacity of coalitions and its members.
- d) Besides child welfare topics, CBOs also need assistance in conflict mediation, coalition building, ACS contract management, leadership development and basic casework skills.
- e) Without agency-wide and continuous marketing, ICPI would remain relatively unknown to most ACS divisions. Throughout the pilot phase, only the Division of Child Protection was able to take full advantage of ICPI in a small scale. But the program is still unknown among most DCP workers, preventive and foster care CBOs, and Child Care/Head Start family workers.
- f) CBOs with preventive slots were better able to integrate ICPI services into their operation. ICPI was used as the platform to assess family's needs and provide short-term services. If a family needed long-term or more intensive services, the CBO could transfer the client from ICPI to its own preventive program, thus ensuring continuum of services. However, ICPI services cannot be a replacement for preventive services. ICPI CBOs who did not have preventive contracts/sub-contracts to provide case-management services had to transfer the clients to other CBOs after spending weeks or months developing a trusted relationship with the families. In several cases, many families could not be referred to existing preventive service providers due to a lack of vacancies, and this situation caused service disruptions. There is a need for ACS to continue its development of prevention slots targeted to specific ethnic populations.

RECOMMENDATIONS 9 | NINE

- 1) The original vision of the ICPI project was to target three of the fastest growing populations in NYC; Mexican, West African, and South Asian immigrants and connect them to child welfare services. However, throughout the pilot phase, an increasing number of requests came for families from the Chinese, Filipino, Honduran, Ecuadorian, and Dominican population. Therefore, ACS needs to re-evaluate ICPI target communities and extend its services to communities that have not yet been served through ICPI.
- 2) The cultural brokering and interpretation at ACS family team conferences has been very successful to date. It is the combination of the cultural knowledge and the language skill that is effective. In the first year of ICPI, the funding allocated to interpretation services was inadequate for the CBOs. Quantitative data and qualitative feedback from CBOs and ACS workers indicate that cultural brokering and interpretation require hours of engagement for each family. However, CBOs required to follow the total hours allocated for such services in their contracts. As a result, CBOs cannot always bill ACS for the full amount for interpretation services provided.
- 3) ACS already has existing contracts with outside vendors who provide interpretation. But from the data, it is evident that when interpretation is embedded in cultural brokering, services are more effective. Therefore, it is recommended that ACS reallocates funding for outside vendors and use it to secure services from the CBOs instead.
- 4) During data collection, evaluators noted that one of the reasons child protective workers were unable to answer many questions about the cases is because many cases were referred to ICPI only a few days before they were closed. Child Protective workers are required to close a case within 90 days. ACS should encourage, if not require, Child Protective workers as well as other caseworkers from preventive and/or foster care agencies to contact ICPI when a case is opened.

This would ensure smooth transition of a case from ACS to the CBO, and caseworkers would have a better understanding whether ICPI's intervention is making an impact or not.

- 5) When ICPI was launched, non-clinical counseling, a broad terminology to accommodate services such as parenting education, anger management, and domestic violence counseling, was not a core component of the project. However, due to the increasing demand for counseling services from ACS, ICPI later instituted provisions for such non-clinical services. These counseling services are often long-term and require intensive case-management services and should be funded separately from ICPI services.
- 6) ACS should consider funding additional preventive slots for specific communities that are underserved. For example, currently there is no preventive agency that specializes in the West African community. While some preventive agencies serve the African American population, they do not have the language and cultural capacity to provide long-term support services to West African families. Similarly, preventive slots for Mexican families are very limited and currently allocated to a handful of Latino organizations. But many of these Latino organizations do not have the staff or cultural understanding of indigenous Mexican population that need preventive like services.
- 7) Integration of ICPI into CPI has been another challenge. From the evaluation, it is evident that only a few CBO has been able to either participate in or leverage resources from CPI coalitions. Participation also becomes difficult for immigrant CBOs whose population is scattered city-wide, while CPI coalitions are based on geographic locations. Therefore, participation in CPI meetings has not always meant integration into the CPI tasks. A more efficient way of implementing this component would be through the ACS CPI Unit which could set policy and procedure for meaningful inclusion of immigrant serving organizations into CPI.
- 8) Lastly, ICPI was jointly funded by the Annie E. Casey Foundation and ACS during its pilot phase, the former providing funding for the implementation and administration of the project, while the latter providing funding for project related costs. The funding from the Annie E. Casey Foundation enabled ACT to recruit a staff and work with ACS to implement the ICPI project. However, this funding has ended and ACT is no longer able to assist ACS in expanding and sustaining the project. While ACS's Family Services Division has recently hired an employee to work on the ICPI, the project would be only a fraction of his work portfolio. For the project to be sustainable, this is not a recommended structure, as ICPI requires more focus and resources than part-time attention. While the ACS funding will be allocated towards providing direct services (e.g. community education, interpretation, translation, etc.), private funding would be needed to continue providing the crucial capacity building and technical assistance components that ACT offers to the project.
- 9) ACT has a long track record of creating effective collaborations among CBOs, and establishing public-private partnerships. During the pilot phase of the ICPI, ACT worked with ACS to plan and implement the project, manage case referrals, provide technical assistance in contract management, policies and procedures, coalition building, and data collection. However, going forward, ACT's role should be different, and encompass establishing best practices, help ACS develop policies and procedures, develop training curricula for cultural awareness, build and/or strengthen CBO coalitions, and help ACS develop and translate community education materials. Furthermore, ACT could play a key role in preparing immigrant services CBOs to prepare for the preventive and foster care services RFP, scheduled to be released in near future.

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