

Canadian Evaluation Society, National Capital Chapter

Student Evaluation Case Competition 2005

May 14, 2005

Carleton University, School of Public Policy and Administration

Final Round Case: Program Evaluation of Ontario's Remedial Measures Program, Back on Track

The Student Evaluation Case Competition is organized by the National Capital Chapter of the Canadian Evaluation Society. The organizing committee gratefully acknowledges the Ministry of Health and Long-Term Care, Government of Ontario for providing the Request for Resources that comprises this case. The material is intended solely for educational purposes.

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Dear Final Round Team,

After your successful evaluation of Canadian Heritage's Canada Traveling Exhibitions Indemnification Program, your consulting firm's expertise in evaluation is in high demand. As a result, we thought your team would be interested in bidding on the following Request for Resources (RFR) tendered by the Government of Ontario's Ministry of Health and Long-Term Care, Mental Health and Addictions Branch.

The RFR calls for a proposal on a program evaluation of Ontario's Remedial Measures Program, Back on Track. The Highway Traffic Act requires that convicted impaired drivers successfully complete the Ontario's Mandatory Remedial Measures Program before driver's licence reinstatement. The program is managed by the Centre for Addiction and Mental Health (CAMH) under contract to the Ministry of Health and Long-Term Care (MOHLTC). The MOHLTC works with the Ministry of Transportation (MTO) in administering the program. Please see the following document for the RFR and necessary program documentation.

Your team will have **five hours** to create a proposal on how you would deal with the various issues that are involved in the proposed evaluation. Following your **five hours** of working time your team will then have a 30 minute break and then present your proposal at _____ **in Room 2203, Dunton Tower**. Your team is expected to present for 25-30 minutes followed by a 5-10 minute question period by the judging panel.

The proposal presentation must provide a coherent plan for the evaluation of Ontario's Remedial Measures Program, Back on Track. The Request for Resources (RFR) will provide information regarding the scope of the evaluation, project objectives, timelines and background on the program. Based on the information in the RFR, your presentation should address the following:

- Demonstrate your understanding of the program as well as the mandate and scope of the proposed evaluation.
- Provide a detailed evaluation methodology (e.g. data collection methods, data analysis) and discuss the methodology's strengths and weaknesses as well as the specific research challenges presented by the program.
- Provide a detailed project schedule, that outlines the timeline for the key activities and the expected deliverables

We look forward to hearing your proposal presentation. Good luck! Have fun! Share responsibility and control within the group. Remember, it is not important whether you win or lose, but how you play the game.

Mike, Tsala, François, and Jenn
The 2005 CES Student Evaluation Case Competition Organizing Committee

Final Round Rules:

1. Teams should bring their own computer (laptop) loaded with MS PowerPoint software for preparation of their presentation. It is recommended that members bring snacks and drinks in case such cannot be found near the case preparation room.
2. Organizers may interrupt teams briefly to take pictures of members at work preparing their presentation.
3. Teams will be guided by organizers from the case preparation room to the presentation area.
4. The presentations may be recorded on video.
5. Presentations should be no longer than 30 minutes. A time-keeper will give warning as the end of the presentation period approaches.
6. Judges will have five to ten minutes after the presentation to ask questions of the team.
7. Teams will not be permitted to attend the presentations of other teams.

Criteria for the Final Round

The following table provides teams and judges with the general basis of assessment. However, the uniqueness of each case necessitates some flexibility in the evaluation process.

AREAS	CRITERIA	WEIGHTS
CONTENT	Relevance of material selected for presentation	10
	Evidence presented: support for points made	15
	Evidence presented: awareness of the limits of evidence	5
	Rationality of recommendations	15
PRESENTATION	Clarity of presentation	10
	Organization of points (cohesive idea flow)	15
	Persuasive strength of argument	15
	Team participation (all team members are involved with and contribute to the presentation)	10
OTHER	At the discretion of judges, to award teams for ideas or detailed practical suggestions that go above and beyond the questions	5
TOTAL		100

REQUEST FOR RESOURCES (RFR)
Program Evaluation Services VOR SA-025649

SECTION A: ADMINISTRATIVE DATA

RFR ISSUE DATE: May 14, 2005

RFR CLOSING TIME/DATE: May 14, 2005

MINISTRY CONTACT INFORMATION:

Ministry: Ministry of Health and Long-Term Care

Branch: Mental Health and Addictions Branch

ASSIGNMENT TITLE: Program Evaluation of Ontario's Remedial Measures
Program, Back on Track

EXPECTED START DATE: May 24, 2005

EXPECTED END DATE: June 15, 2006

SECTION B ASSIGNMENT DESCRIPTION (EVALUATION SERVICES REQUIRED)

B1 Services Description/Work Specification

Background Information

Ontario's Mandatory Remedial Measures Program ("the Program") for convicted impaired drivers is part of Ontario's *Comprehensive Road Safety Act 1997* which amended the *Highway Traffic Act* and received Royal Assent July 3, 1997.

Under the program, people convicted of a drinking and driving offence in Ontario on or after September 30, 1998 are required to participate in the remedial measures program before their licence to drive can be reinstated.

The program is operated provincially by the Centre for Addiction and Mental Health (CAMH) under contract with the Ministry of Health and Long-Term Care (MOHLTC). Program delivery across the province is subcontracted to local provider agencies. In the first two years of the program, first time offenders participated in an education program and repeat offenders received an assessment and were referred to either an education or treatment program and completed a follow-up interview as part of successful completion of the program. All offenders suspended after September 30, 2000 received an assessment and were referred to either education or treatment with a subsequent follow-up interview. The components of Back on Track are assessment, referral to either an education or a treatment program and a follow-up interview.

MOHLTC works closely with the Ministry of Transportation (MTO) on issues related to drinking and driving.

Description of Assignment

Evaluation of Back on Track is required under the contract between MOHLTC and CAMH. The overall purpose of the evaluation is to determine if Back on Track is meeting its goals and standards, to determine areas of improvement for the program and to assess the effectiveness and impact of the program on impaired driving including recidivism rates and incidence of impaired driving in Ontario. In addition, the timing of the follow-up component is to be reviewed in the context of impact on the consumer and on recidivism.

Scope of services to be performed

The evaluation is to determine the extent to which Back on Track is meeting its goals and to identify areas for improvement. The evaluation is not intended to be a research project.

(For additional information about Back on Track, please see appendices)

B2 Description of Deliverables / Project Objectives / Business Objectives

Description of the deliverables

1. Measure the degree to which CAMH is meeting the requirements of:
 - Program quality
 - Overall program accountability
 - Accessibility of the program across the province
 - Consistency of program delivery across the province.

2. Determine the degree to which CAMH is meeting the following goals:
 - To increase awareness of and develop alternatives to drinking and driving behaviour among convicted impaired drivers in Ontario;
 - To contribute to the deterrence of impaired driving through reduction in drinking and driving incidence and recidivism rates in Ontario under the *Comprehensive Road Safety Act, 1997*;
 - To develop and implement an effective province-wide Remedial Measures Program for convicted impaired drivers funded by offenders;
 - To monitor that the program components are effectively and consistently delivered across the province including:
 - Assessment
 - Education
 - Treatment
 - Follow-up;
 - To monitor that registration into the program is consistent and easy for clients to follow;
 - To monitor whether program components are offered to registered participants in a timely manner and in accordance with established performance standards:
 - Assessment is scheduled within 30 days of client registration and enrollment
 - Assessment is provided to all participants including first offenders suspended after September 30, 2000
 - Education and treatment are offered within 90 days from the client's request and until September 30, 2000, education was offered within 90 days after the client's request for first time offenders.

- Education groups are offered where there is local need as follows:
 - Remote areas where there are a minimum of five registrants
 - Urban areas where there are a minimum of ten registrants.
 - Treatment groups offered where there is local need as follows:
 - Remote areas where there are a minimum of five registrants
 - Urban areas where there are a minimum of six registrants.
 - Follow-up is offered six months after successful completion of either education or treatment and a consistent protocol is used.
 - To monitor access to the program in French in the 23 designated areas under the *French Language Services Act* as needed.
 - To monitor telephone access in English and French for intake calls for general program information, and for all aspects of participant inquiries throughout the duration of the client's participation in the program.
 - To monitor that data is transferred to MTO in a timely manner
 - To register client satisfaction levels and outcome measures.
3. To assess the impact of the timing of the follow-up interview on participants and on recidivism.

Interviewing of people who have completed Back on Track is part of the evaluation. The Vendor will be responsible for identifying the sample size to be interviewed. As of October 31, 2003, 10,019 clients had consented to be interviewed as part of the evaluation. It is likely that some of the interviews will need to be conducted in French.

Interviews with Back on Track local providers will be part of the evaluation. There are twenty-eight (28) local providers across the province. The Vendor will be responsible for identifying the number of local providers to be interviewed. The Vendor are required to pay local providers \$28.98 per hour of interview time.

B3 Time lines requirements

Timetables and contingency plan

The work is to be completed by June 15, 2006. The Vendor must outline its timetable and contingency plan to meet the deadline.

Reporting requirements

The Vendor is required to provide interim reports monthly to the Mental Health and Addictions Branch. The interim reports can be submitted in

point form. The draft final written report will be due May 15, 2006. Final report will be due June 15, 2006.

Location of assignment

Toronto with travel across the province.

APPENDIX A

Remedial Measures Program Background and Program Details

The *Highway Traffic Act* requires that convicted impaired drivers successfully complete the program before driver's licence reinstatement. See Appendix B for specific sanctions.

MOHLTC issued a Request for Proposals in May 1998 to select a program manager for Ontario's Remedial Measures Program. The Centre for Addiction and Mental Health (CAMH) was chosen to provide the program and operates the program under contract with MOHLTC. Although other impaired driving courses do exist, only completion of Back on Track is sufficient to meet the remedial requirement for driver's licence reinstatement. Back on Track is available across the province in English or French in areas designated under the *French Language Services Act* R.S.O., 1990.

MOHLTC works with the Ministry of Transportation (MTO) in administering the program.

Back on Track is designed to be cost-neutral to government. The government regulates the fee of \$475 plus GST. No provincial funding is available to support this program.

The Program

Process

People who are convicted of impaired driving receive a Prohibition Order from the Court. On the back of the notice, offenders are notified of their suspension and the requirement to complete Back on Track. The toll-free bilingual phone number is provided. In addition, MTO sends all offenders a notice after conviction that reiterates the information about the suspension, the requirement to complete the program, the components of the program, length of time to complete all the components and the telephone numbers. The notice is sent by registered mail.

If the person whose licence was suspended has not satisfied MTO that he or she has successfully completed the requirements of the program by the anniversary date of the suspension, the licence will be suspended again until the requirements are met.

CAMH is responsible for registering all convicted drivers who contact the Back on Track, to inform MTO as clients are registered and as they complete the various components of the program.

The process to complete the program can take as long as eleven months.

People convicted of impaired driving for the second time between September 30, 1998 to September 30, 2000 were required to participate in assessment prior to education or treatment and complete a follow-up interview. First time offenders attended education sessions only. All people convicted of impaired driving after September 30, 2000 are required to participate in assessment, education or treatment and follow-up interview.

Program Standards

Under the contract with MOHLTC, CAMH is expected to meet certain program standards including:

- Assessment scheduled within 30 days of client requests an appointment with a local provider
- Education and treatment offered within 90 days after client requests appointment
- Education groups offered where there is local need as follows:
 - Remote areas where there are a minimum of five registrants
 - Urban areas where there are a minimum of ten registrants
- Treatment groups offered where there is local need as follows:
 - Remote areas where there are a minimum of five registrants
 - Urban areas where there are a minimum of six registrants
- Follow-up is offered six months after successful completion of either education or treatment and is scheduled after the client contacts the local provider for an appointment

Components

The following are the components of Back on Track:

- **Registration:**
All clients must register with CAMH and must pay in full for their remedial measures program at the time of registration. The registration process is not complete until payment and a signed copy of the registration form have been received. Payment may be made by credit card, certified cheque or money order. Additional costs associated with the program such as telephone, travel, provision of interpreters and translators for languages other than English or French or for people with hearing impairments are the responsibility of the client.
- **Assessment:**

The one-hour assessment determines whether a participant is referred to the education or treatment program.

- **Education Program:**
The eight-hour education program is designed to teach participants about how alcohol and other drugs affects driving performance and safety, the legal and personal consequences of an impaired driving conviction and ways to avoid drinking and driving. The format for the education program includes presentations, exercises, discussions and group work. The education program can be offered as a one-day session. The content and format for the education program was developed by CAMH and must be used by local providers.
- **Treatment Program:**
The 16-hour treatment program is designed to teach participants to take responsibility for alcohol and other drug use and their consequences, to commit to reducing or stopping problem use of alcohol and other drugs, to plan to avoid relapses and make healthier choices, and to avoid drinking and driving. The format of the treatment program includes discussions, exercises, group work and personal planning. The content and format for the treatment program was developed by CAMH and must be used by local providers.
- **Follow-up Interview:**
If a participant received an assessment, a follow-up interview six months after completing either the education or treatment program must take place. The follow-up interview takes about 30 minutes and it is the responsibility of the participant to arrange for the interview. The purpose of the interview is to assess the participant's success in meeting their alcohol and other drug use goals and to reinforce strategies for avoiding drinking and driving. The interview can be done in person or by telephone. An interview format is provided to local delivery agents by CAMH.

CAMH is required to ensure the quality of the program. This is achieved through client satisfaction questionnaires and periodic updates of program materials.

Content for the registration form, assessment, education, treatment and follow-up interview components must be approved by MOHLTC. All materials and services are available in English and French.

Participant Success:

In order to successfully complete the program, participants must:

- not use alcohol or other drugs not prescribed by a physician on any day where program participation is required,
- attend all sessions as scheduled (assessment, education or treatment, follow-up) and arrive on time,

- participate in program activities, and
- treat others with respect.

Participants who fail the program or any component of the program are required to reregister and pay the program fee again.

Local Providers

A requirement of the original Program Manager RFP was that the remedial measures program be available across the province. MOHLTC issued a Request for Qualifying Information in May 1998 to develop a roster of local agencies or individuals capable of delivering the program. The names of agencies and individuals that met the requirements of the RFQI were forwarded to CAMH. CAMH contacted qualified agencies or individuals to offer the program at the local level. CAMH made the decision of which agencies or individuals would provide the program at the local level.

Local providers are under contract with CAMH to operate the program using the materials developed by CAMH and within the guidelines established by CAMH. CAMH has established contracts to cover 30 communities across the province. These communities were chosen on the basis of expected volume of participants. Service in French must be provided in areas designated under the *French Language Services Act* R.S.O. 1990. (See Appendix C for list of local providers)

As the program must be delivered consistently across the province, mandatory training for local providers is provided by CAMH. This includes training before staff of the local provider deliver the program, and ongoing events for updating and reviewing various issues related to program delivery. Content includes training on the program components, program content, complaint resolution requirements and issues related to the *Freedom of Information and Protection of Privacy Act*.

Program Database

CAMH is required to maintain a program database containing client records. Local providers have access to the database to enter data in the client records.

Reporting

CAMH confirms the details of each participant with MTO at the time of registration. CAMH also provides MTO with the status of registrants following the completion of the assessment, education or treatment program and follow-up interview. Participants are also notified of successful or unsuccessful completion of each of the components.

CAMH is required to provide monthly, quarterly and annual statistical reports to MOHLTC. (See Appendix D for details)

CAMH is required to notify MOHLTC of any serious participant complaints (e.g., involving an MPP, Ombudsman's Office) whether they are received directly by CAMH or through the local provider.

APPENDIX B
Impaired Driving Consequences Under
Highway Traffic Act* and the *Criminal Code

Impaired Driving Consequences (Mandatory under the *Highway Traffic Act* (HTA) and minimum penalties under the *Criminal Code* (CC)):

1 st	HTA	1 year licence suspension Remedial measures requirement
	CC	1 year driving prohibition \$600 fine
2 nd	HTA	3 year licence suspension Remedial measures requirement
	CC	2 year driving prohibition 14 day jail sentence
3 rd	HTA	Lifetime licence suspension (reducible to 10 years if certain conditions are met)
	CC	3 year driving prohibition 90 day jail sentence
4 th	HTA	Lifetime licence suspension
	CC	Same as third offence

APPENDIX C
Local Providers of Back on Track

Location	Agency
Southern Ontario	
Aurora	Addiction Services of York Region
Barrie *	Simcoe Outreach Services
Belleville	Addiction Assessment & Counselling Centre
Brampton *	Peel Addiction Assessment Referral Centre
Brantford	St. Leonard's Society of Brant
Burlington	ADAPT Halton Alcohol & Drug Assessment Prevention & Treatment Services
Cornwall*	Addiction Services of Eastern Ontario
Hamilton*	Alcohol, Drug & Gambling Services, Hamilton-Wentworth Regional Municipality
Kingston	Options for Change
Kitchener/Guelph	John Howard Society of Waterloo-Wellington
London*	Alcohol and Drug Services of Thames Valley
Napanee	Lennox and Addington Addiction Services
Oshawa	Pinewood Centre
Ottawa*	Addiction Assessment Service of Ottawa
Peterborough	Four Counties Addiction Services
Pembroke*	Pathways Alcohol & Drug Treatment Services
Sarnia	Lambton County Addiction Services
Smiths Falls/Brockville	Tri County Addiction Services
St. Catharines*	The Niagara Alcohol and Drug Assessment Service
Stratford	Perth Addiction Centre
Toronto*	Centre for Addiction and Mental Health
Windsor*	Essex County Addiction Assessment Referral Service

*Locations where service in French is provided.

LOCAL PROVIDERS

Location	Agency Name
Northern Ontario	
Bracebridge	Addiction Outreach Muskoka Parry Sound
Kenora*	Lake of the Woods Hospital
North Bay/Sudbury*	Addiction Services of Nipissing
Sault Ste. Marie*	Community Alcohol/Drug Assessment Program, Algoma Health Unit
Thunder Bay*	Sister Margaret Smith Centre
	Family Services Thunder Bay (assessments only)
Timmins*	South Cochrane Addiction Services

*Locations where service in French is provided.

APPENDIX D

Requirements of CAMH Remedial Measures Reports to MOHLTC

Monthly reports include:

- the number of people, gender and age who have participated in the program,
- method of conducting assessment (in person or by telephone),
- type and status of completion of program component (education, group or individual treatment),
- status of follow-up interviews,
- distance travelled by participants to attend each program component
- adherence to program standards.

Quarterly reports include:

- evaluation and client satisfaction forms completed by participants for either the education or treatment component
- participant's language of preference by geographic area (using postal code)
- complaints (public and participant)
- number of participants with an employment impact due to conviction
- education level achieved by participants
- employment status of participants and number of participants required to drive as a condition of employment
- income level
- marital status
- current living arrangements and current residence (e.g., own house)
- physical impacts of substance use (e.g., memory, blackouts)
- use of other drugs (e.g., cocaine, heroin)
- impact of other drug use on school, work or other financial problems
- number of participants with legal problems as a result of other drug use

Annual reports include:

- percentage of participants receiving service from each local provider by program component of local provider
- percentage of participants handled by each staff person at CAMH by program component
- turnover rate of personnel at CAMH and local providers
- aggregate results of assessments