

How Can Child Welfare Organizational Capacity Be Measured?

Evaluation Brief May 2017

Introduction

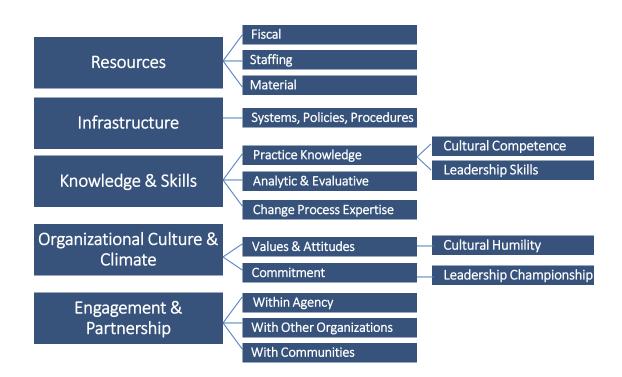
This is the second of three briefs about organizational capacity in child welfare. It reviews measures of child welfare organizational capacities found in the literature, including measures of resources, infrastructure, knowledge and skills, organizational culture and climate, and engagement and partnership.

The first brief in the series, *What Is Organizational Capacity and What Does It Look Like in Child Welfare?* (James Bell Associates & ICF International, 2016), describes key capacities including resources, infrastructure, knowledge and skills, organizational culture and climate, and engagement and partnership. The third brief in the series, *How Do We Build Organizational Capacity in Child Welfare?* (James Bell Associates & ICF International, 2017), explores models for building capacity that have been applied in child welfare organizations, including the American Public Human Services Association (APHSA) Organizational Effectiveness Capacity Building Model; the Interactive Systems Framework (ISF), which incorporates Getting to Outcomes (GTO) and the Evidence Based System for Innovation Support (EBSIS); and the Children's Bureau (CB) Capacity Building Collaborative approach.

Background

The Children's Bureau's Child Welfare Capacity Building Collaborative uses a set of organizational capacities (figure 1) to guide its capacity-building efforts in state and tribal child welfare agencies and court systems (James Bell Associates, 2016).

The Collaborative is a partnership of the Center for States, Center for Tribes, and Center for Courts. The cross-center evaluation examines the services and level of collaboration across the Centers. Figure 1. Child Welfare Capacity Building Collaborative Organizational Capacities



Existing Measures of Child Welfare Organizational Capacities

Although currently there are no instruments designed to assess all five primary child welfare organizational capacities, the following sections describe instruments that could be useful in evaluating specific capacities of interest. Each section includes relevant citations and descriptions of these measures. While not an exhaustive list of all instruments that address organizational capacities, these examples were found to incorporate assessment of at least some of the constructs that are consistent with child welfare capacities, as figure 1 illustrates.

A. Measures of Child Welfare Resource and Infrastructure Capacities

The literature identified 10 components that describe resource needs in an organization: (1) predictable sources and adequate levels of funding (financial assets) and in-kind assets; (2) access to policy makers, funders, and public relations outlets to make the case for increased funding; (3) adequate pay for staff; (4) adequate staffing levels (including the right type of staff to do the job), workload and caseload sizes; (5) adequate access to support services; (6) resources to provide new programming to meet client needs; (7) adequate facilities to house staff; (8) appropriate equipment to deliver services; (9) adequate levels of discretionary funds for special projects; and (10) adequate service array for clients (see James Bell Associates, 2016).

Infrastructure capacities the literature identifies include (1) structures in the organization that delineate policies, procedures, and practices; (2) structures that allow for strategic and tactical planning and successful decision-making frameworks; and (3) structures that operationalize management of finances, buildings and equipment, personnel, data systems (IT), and quality assurance/continuous quality improvement systems.

Child and Family Service Review systemic factors assess some aspects of the child welfare system, including resources and infrastructure. However, the Child and Family Service Review was not developed for, and is not utilized for, capacity measurement purposes. The McKinsey Capacity Assessment Grid (McKinsey and Company, 2001) has been widely used in nonprofit organizations to assess capacities (Guthrie & Preston, 2005). The tool evaluates resource capacities along with some aspects of infrastructure and organizational culture and climate. Items related to infrastructure and resource capacities are often embedded in implementation measures and resource capacities. Recent work on implementation of child welfare initiatives has underscored the importance of resources (Lambert, Richards, & Merrill, 2016), including an emphasis on staffing, and functioning implementation teams to manage change initiatives (Armstrong et al., 2014; Flashpohler, Duffy, Wandersman, Stillman, & Maras, 2008; Permanency Innovations Initiative Training and Technical Assistance Project & Permanency Innovations Initiative Evaluation Team, 2013; Wandersman et al., 2008).

Table 1 identifies several of the more salient measures that could be considered to measure child welfare resource and infrastructure capacity.

Table 1. Instruments That Assess Resource and Infrastructure Capacities

RESOURCES AND INFRASTRUCTURE							
	C				structs		
Author(s)/Publications and Instrument Access	Content and Applicability	Resources	Infrastructure	Knowledge and Skills	Culture and Climate	Engagement & Partnership	
Child and Family Services R	leviews						
Children's Bureau <u>https://training.cfsrportal.org/r</u> <u>esources/1159</u>	 Resources (e.g., service array and resource development) Infrastructure (e.g., information system, case review system, quality assurance system) Engagement and partnership (e.g., agency responsiveness to the community—foster and adoptive parents) 	x	Х	na	na	X	
McKinsey Capacity Assess	nent/Marguerite Casey Foundation						
McKinsey and Company (2001) <u>https://caseygrants.org/what_weans _are_learning/capacity-building- tools/</u>	 measures) Engagement and partnership (e.g., community presence, partnership) 	x	Х	na	Х	na	
Implementation Drivers: As	High-level organizational culture and climate (e.g., vision)						
Bertram, Blase, & Fixsen (2015) <u>http://implementation.fpg.unc.edu/resources/implementation-drivers-assessing-best-practices</u>	 Drivers assessment designed to be completed through expert facilitation with a group of implementation team members; consensus scores used for each driver component Specific operationalization of infrastructure capacity in support of innovation; some items address aspects of organizational culture and climate (e.g., leadership involvement, development of champions) 	na	X	na	Х	na	

Implementation Process Measure						
Armstrong et al. (2014) See article	 Measure designed to serve a broad array of child welfare change initiatives 	na	Х	na	Х	х
	• Expands the NIRN model to incorporate engagement and partnership (e.g., stakeholder engagement); knowledge and skills (e.g., cultural competency); and organizational culture and climate (e.g., shared vision, leadership)					

B. Measures of Child Welfare Knowledge and Skills Capacities

Measures of child welfare knowledge and skills assess competencies explicitly related to job responsibilities in child welfare among staff. Instruments that assess knowledge and skills are therefore highly specific and closely aligned to the content area of focus. Several attitudes and traits have been shown to facilitate child welfare workers' ability to gain knowledge and skills (Yankeelov, Barbee, Sullivan, & Antle, 2009), to transfer the learning to practice in the field (Antle, Barbee, & van Zyl, 2008), and to practice with integrity (Johnson, Antle, & Barbee, 2009). While they are not measures of knowledge, they do assess aspects of organizational culture that influence incorporation of new learning, and they can be useful in exploring evaluation of changes in knowledge and skills; they should be used in conjunction with instruments that measure changes in knowledge and skills (e.g., pre- and posttesting of knowledge, skill observation, cultural competency changes).

Several instruments, outlined in table 2, have been developed that assess an individual's cultural competence by tapping into prejudicial attitudes and/or understanding of discrimination, privilege, and other key concepts that promote cultural competence with good psychometric properties (e.g., Siegel et al., 2011).

Table 2. Instruments That Assess Knowledge and Skills Capacities

KNOWLEDGE AND SKILLS: INDIVIDUAL INFLUENCES					Capacity Constructs						
Author(s)/Publications Access	Psychometrics	Content and Applicability	Resources	Infrastructure	Knowledge & Skills	Culture & Climate	Engagement & Partnership				
Learning Readiness Sc	ale										
van Zyl & van Zyl (2000); Antle et al. (2008)	Validity: Face Reliability: Internal	 10 items assess readiness to learn and have been found to predict knowledge gain and 	na	na	Х	х	na				
Available from developer	Consistency	transfer of learning									
Transfer of Learning Sc	ale										
Curry, Lawler, Donnenwirth & Bergeron (2011)	, Validity: Face Reliability: Internal	 33 items assess perception of trainee that his or her learning is supported by organization, 	na	na	Х	х	na				
Available from developer	Consistency	supervisor, coworkers, and his or her willingness and ability to apply what he or she has learned after returning to the field									

Big Five Personality							_
Goldberg (1992) Access article	Validity: Face, Content, Construct, Predictive Reliability: Internal Consistency	 40 items to determine levels of extraversion, agreeableness, conscientiousness, and openness to experience and emotional stability Conscientiousness predicted gains in knowledge in training 	na	na	X	Х	na
Self-Efficacy							
Ellett (2000) Access article	Validity: Face, Construct Reliability: Internal Consistency	Determine levels of self-efficacy to do the jobPredicts behavior on the job	na	na	X	X	na
CULTURAL COMPETEN	CE						
CoBRRAS (Color-Blind	Racial Attitudes Sc	ale)					
Neville, Lilly, Duran, Lee, & Browne (2000) Access article	Validity: Face Reliability: Internal Consistency	 20 items assess awareness of racial privilege, institutional forms of racial discrimination, and general racial discrimination 	na	na	Х	na	na
Intolerant Schema Mea	asure						
Aosved, Long, & Voller (2009) Access article	Validity: Face Reliability: Internal Consistency	 54 items with 6 subscales assessing sexism, racism, sexual preference prejudice, ageism, classism, and religious intolerance 	na	na	Х	na	na
Implicit Bias Test							
Nosek, Greenwald, & Banaji (2005) <u>https://implicit.harvard.edu</u> /implicit/takeatest.html	Predictive	 Computer-assisted forced-choice test using words and pictures to tap into unconscious biases on several dimensions including race, gender, and sexual orientation 	na	na	x	na	na

Note: na = not applicable for this particular instrument. Psychometric information was not available for these four measures that assess resources and infrastructure capacities.

C. Measures of Child Welfare Organizational Culture and Climate Capacities

Organizational culture and climate have been studied extensively in child welfare settings. The term organizational culture refers to behavioral expectations that workers are expected to meet that prescribe work behavior and establish priorities for the organization; organizational climate refers to individual employees' perceptions of the psychological impact of the work environment on their own functioning and well-being (Glisson, Green, & Williams, 2012). An aspect of culture and climate is organizational readiness—that is, the capacity for change to take place in an organization. This includes an openness of workers and leaders to change and a willingness to try new practices and make efforts to support innovations.

Organizational Culture and Climate Measures

Studies using a validated measure called the Organizational Social Context Measure have addressed the six key variables (proficiency, resistance, rigidity, engagement, functionality, and stress) that comprise climate and culture (Glisson et al., 2012) and their impact on performance (Glisson, Hemmelgarn, Green, & Williams, 2013) and on outcomes of safety, permanency, and well-being (Williams & Glisson, 2014). Several measures address the leadership's (e.g., executive directors, senior management) presence and impact on this capacity. This means leaders who (1) are dedicated to the mission, vision, and goals of the organization; (2) are skilled in strategic thinking, analysis, financial judgment, technical leadership, adaptive leadership, and ensuring effective performance so as to reach outcomes; (3) are "on board" during change and implementation efforts; (4) manage existing resources and gain additional resources to support the work; (5) change structures as necessary to support innovation; (6) communicate clearly with internal and external stakeholders about partnership and innovation; (7) manage group dynamics; (8) value and are skilled in cultural competence; (9) support a healthy organizational culture and climate dedicated to learning, experimentation, and building on staff strengths; and (10) hold staff accountable through evaluation and continuous quality assurance processes.

Table 3 provides information relevant to organizational culture and climate measures, including relevant citations, psychometric information, and descriptions of instruments.

Table 3. Instruments That Assess Organizational Culture and Climate

ORGANIZATIONAL CULTURE AND CLIMATE			Capa	ts			
Author(s)/Publications Access Organizational Social Co	Psychometrics ntext Measure	Content and Applicability	Resources	Infrastructure	Knowledge & Skills	Culture & Climate	Engagement & Partnership
Glisson, Williams, Green, Hemmelgarn, & Hoagwood (2014) Contact developers	Validity: Face Reliability: Internal Consistency	 Items assess culture items of proficiency, resistance, and rigidity, and climate items of engagement, functionality, and stress; also includes work attitudes such as satisfaction and organizational commitment 	na	na	na	х	na
Learning Organizational	Measure						
Harvard Business School (Garvin, Edmondson, & Gino, 2008)	Validity: Face	 Measures constructs in Senge's Learning Organizational Theory 	na	na	na	х	na
See article							
Child Welfare Organization	onal Culture Invent	tory					
Westbrook, Ellett, & Asberg (2012) Contact Dr. Ellett	Validity: Face Reliability: Internal Consistency	 64 items that measure some dimensions of organizational culture in child welfare agencies, including supervisory support, administrative support, professionalism, collegiality, organizational ethos, autonomy, and beliefs about parents 	na	na	x	X	na
Professional Organizatio	n Culture Question	naire					
Westbrook, Ellett, & DeWeave (2009), based on Bobbett, Olivier, Ellett, Rugutt, & Cavanagh (1998)	er Validity: Face, Reliability: Internal Consistency	 34 items that assess leadership, collegial learning, and professional commitment 	na	na	Х	X	na
Contact Dr. Ellett							

Texas Christian University Survey of Organizational Functioning									
Greener, Joe, Simpson, Rowan Szal, & Lehman (2007) <u>http://ibr.tcu.edu/wp-</u> <u>content/uploads/2013/06/SOF</u> <u>sg.pdf</u>	Construct, Content, Predictive	 162 items measuring job attitudes (e.g., burnout, satisfaction, director leadership); workplace practices (e.g., peer collaboration, collective responsibility, outcomes); motivational factors; resources; staff attributes; and organizational climate 	х	na	X	X	na		
Survey of Organizational E									
Lauderdale & Kelly (1999); Collins-Camargo, Ellett, & Lester (2012)	Validity: Face Reliability: Internal Consistency	 86-item scale with 20 constructs including self-reflection and learning, group work, work setting, organizational features, community, and person 	Х	х	na	x	na		
See developer									
COHA (Comprehensive Or	ganizational Health	Assessment)							
Potter, Leake, Longworth-Reec Altschul, & Rienks (2016) See developers	ł, Validity: Face Reliability: Internal Consistency	 97 items broken down into subscales, many of which originated in the literature but were modified by this research team over time 	na	na	Х	х	na		

Note: na = not applicable for this particular instrument. Psychometric information was not available for these four measures that assess resources and infrastructure capacities.

Organizational Readiness Measures

Organizational readiness to change is organizational members' collective motivation and capability to implement change. It is theorized that when readiness is at an optimum level, staff are more likely to initiate changes, exert efforts in support of these changes, and demonstrate persistence in the face of obstacles or setbacks (Weiner, 2009). As a result, building staff's engagement and commitment prior to change efforts is vital in ensuring new practices can effectively take root. Recent evidence also suggests increased readiness leads to more thorough implementation of programs (Bice, Brown, & Parry, 2014).

Many instruments have been developed to assess organizational readiness in the fields of public health and mental health services delivery (Helfrich, Li, Sharp, & Sales, 2009; Lehman, Greener, & Simpson, 2002; Shea, Jacobs, Esserman, Bruce, & Weiner, 2014; Duckers, Wagner, & Groenewegan, 2008).

In the area of child welfare, an instrument for assessing organizational readiness to implement permanency initiatives specifically in child welfare settings was developed under the CB's Permanency Innovations Initiative (Permanency Innovations Initiative Training and Technical Assistance Project & Permanency Innovations Initiative Evaluation Team, 2013).

Provider attitudes toward innovations and evidencebased practices can affect the implementation of innovations (Aarons et al., 2010). The Evidence-Based Practice Assessment Scale, which measures attitudes toward evidence-based practices, can be used either as a readiness measure, when the change involves introducing and embedding an EBP, or as an implementation and dissemination tool.

Table 4 on the next page lists the most relevant instruments that can be used to assess organizational readiness for change.

ORGANIZATIONAL READINESS FOR CHANGE				Capacity Constructs						
Author(s)/Publications Access	Psychometrics	Content and Applicability	Resources	Infrastructure	Knowledge & Skills	Culture & Climate	Engagement & Partnership			
Organizational Readine	ess for Change Asso	essment Instrument								
Helfrich et al. (2009); Hagedorn & Heideman (2010) Available from	Validity: Face Validity Reliability: Internal Consistency	• Evaluative, research capacity, culture, and climate in general, and with regard to proposed innovation; implementation planning and support (e.g., leadership,	na	Х	na	х	х			
developers; view form at http://www.implementati onscience.com/content/s upplementary/1748-	•	 resources, infrastructure); and communication to management and field Specific to health care field; would require translation to serve child welfare 								
5908-4-38-s1.pdf	diness for Ohende			f Var)					
Lehman et al. (2002);	Validity: Predictive	Scale (TCU-ORC)/TCU ORC-D4 (Treatmen	t Star X	r ver X	sion) X	х	na			
Greener et al. (2002);	eliability: Internal	 Human resource systems, training needs, culture and climate, adequacy of resources 	^	^	^	^	IId			
Courtney, Joe, Rowan-Szal, & Simpson (2007)	Consistency Test-Retest	 Specific to mental health and substance abuse; would require translation to serve 								
Open – forms available		child welfare								
(TCU ORC-D4)		 Does not capture staff perceptions regarding implementation of new practices 								
<u>http://ibr.tcu.edu/forms/or</u> ganizational-staff- assessments/										
Organizational Readine	ess for Implementin	ng Change								
Shea et al. (2014) See article; full text access: <u>http://www.ncbi.nlm.nih.go</u> v/pmc/articles/PMC390469		organization	na	na	na	Х	na			
<u>9/</u> Duckers Organizational	Measure	• Does not assess resource or infrastructure								
Duckers et al. (2008)	Internal Item	 Brief (15 items) measure focusing on 	Х	na	na	Х	Х			
Table in article contains instrument questions; full	Consistency; Divergent Validity	functioning of project team, leadership support of project, and support from external change agents								
text access: <u>http://www.biomedcentral.</u> <u>com/1472-6963/8/172</u>		• Questions focused on influence of external change agent could be useful to assess consultant/liaison-tailored services support								

Permanency Innovation	ns Initiative Organiz	ational Readiness Survey					
Adapted from the OCM (Patterson et al., 2005) and the Evidence-Based Practice Assessment Scale (Aarons e al., 2010)	-	 Individuals' perception of skills to make change, organization's and individuals' benefit from change, and leadership support for change Specific measure to assess permanency innovations in child welfare 	na	na	na	X	na
Readiness for Organiza	tional Change						
Holt, Armenakis, Field, & Harris (2007) Contac developer: <u>http://misweb.cbi.msstate.a</u> <u>du/~COBI/faculty/professor</u> <u>shtml?dholt</u>		 Individuals' change confidence, whether individual will benefit from change, need for change, organization benefit from change Self-efficacy scales useful to assess whether staff need additional training/coaching support 	na	na	na	X	na
Evidence-Based Practic	ce: The Evidence-Ba	ased Practice Attitude Scale					
Aarons et al. (2010) Article contains the instrument in appendix; full text access at <u>http://www.ncbi.nlm.nih.go</u> v/pubmed/15224451		 Focused on individual's acceptance of evidence-based practices 	na	na	na	x	х

Note: na = not applicable for this particular instrument. Psychometric information was not available for these four measures that assess resources and infrastructure capacities.

D. Measures of Engagement and Partnership Capacities

The literature identifies three main types of engagement and partnership capacities: (1) responsiveness to the community, (2) internal and external communication, and (3) collaboration within organizations' units, across units, with external partnering organizations, and with cultural groups representing clients.

The ability to engage and partner with other organizations is central to child welfare systems. Child welfare agencies, dependency courts, tribal communities, mental health service providers, medical providers, juvenile justice systems, educational systems, and other private and social service agencies routinely interact with one another while serving children and families. This interaction necessitates the ability to engage in several partnerships to function effectively and to provide continuity of the services required to meet the needs of children and families. Partnerships among agencies can occur at numerous levels, ranging from loose levels of collaboration, such as networking, to deeper working relationships that result in true collaborations characterized by frequent communication and joint decision making (Frey, Lohmeier, Lee, & Tollefson, 2006). Collaboration and partnership are also of critical importance when an organization plans to change its practice.

Several measures have been developed to assess the depth and quality of collaborative functioning. Table 5 on the next page provides the most relevant instruments found in the literature that can be used to assess engagement and partnership capacities.

Table 5. Instruments That Assess Engagement and Partnership Capacities

ENGAGEMENT AND PART	INERSHIP		Capacity Constructs						
Author(s)/Publications Access The Levels of Collaboration	Psychometrics on Survey	Content and Applicability	Resources	Infrastructure	Knowledge & Skills	Culture & Climate	Engagement & Partnership		
Frey et al. (2006) <u>http://signetwork.org/content page assets/content page 68/MeasuringCollaboration</u> <u>onAmongGrantPartnersArtic</u> <u>le.pdf</u> The Wilder Collaboration Mattessich, Murray-Close, & Monsey (2001) <u>http://wilderresearch.org/toops/cfi/index.php</u>	Instrument used and tested for reliability	 Measures the level of collaboration among agencies using a six-point scale to indicate depth of partnership, ranging from networking to collaboration Adaptable content useful for inter- and intraagency collaboration assessments Brief measure; respondent burden is minimal 40 items measuring quality of organizational interactions and collaboration success Encourages deeper thought into what organizational processes should look like Includes questions regarding both interpersonal and interagency relationships 	na	na	na	na	x		
Network Analysis									
Provan, Veazie, Teufel-Shone, & Huddleston (2004) <u>http://hpp.sagepub.com/content/5/2/174.abstract</u>		 Behaviorally focused; examines whether certain types of interactions occurred between organizations (e.g., sharing of information or resources, referrals made or received); meant to be customized to groups that are being assessed; indicates whether particular benefits or drawbacks resulted from the partnership Depth/level of partnerships and quality of relationships are minimally addressed 	na	na	na	na	Х		
Partnership Self-Assessn	nent Tool Questionr	aire							
Lasker, Weiss, & Miller (2001) <u>http://www.nccmt.ca/uploads</u> /registry/PSA%20Tool%20Que stionnaire.pdf	Reliability	• Instrument meant for partnerships that have (1) been in existence for at least 6 months, (2) begun to take action to implement their plans, and (3) have at least 5 active partners	na	na	na	na	Х		

Note: na = not applicable for this particular instrument. Psychometric information was not available for these four measures that assess resources and infrastructure capacities.



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