

# Adventures in Partnership: Using Learning Laboratories to Enhance Frontline Supervision in Child Welfare

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## Adventures in Partnership: Using Learning Laboratories to Enhance Frontline Supervision in Child Welfare

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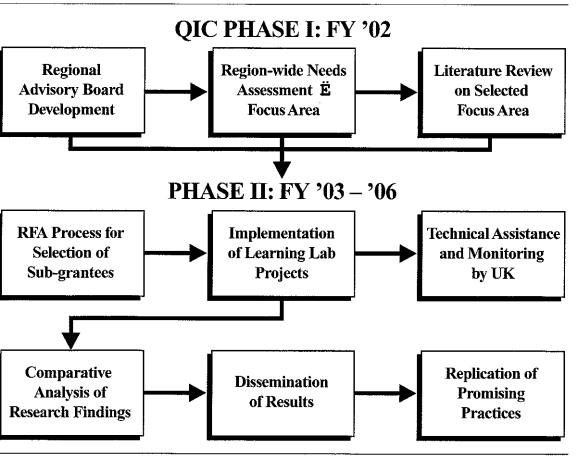
#### ntroduction

In 2001, funding from the Federal Administration on Children, Youth and Families established the Southern Regional Quality Improvement Center for Child Protection (SR QIC) in order to promote innovation, evidence-based practice improvement, and to disseminate information on promising practices. The SR QIC is one of four regional Quality Improvement Centers funded for five years, three of which are focused on child protection.

This Children's Bureau initiative is being piloted as

a strategy to enhance the responsiveness to regional needs, the quality of technical assistance provided, and the rigor of evaluation design in their discretionary research and demonstration grants. In order to promote these outcomes, the QICs were required to go through a series of required activities (see Figure 1). To date, the QICs have established advisory boards, conducted a regional needs assessment to select a project focus area, conducted a literature review regarding that topic, and awarded subgrants to conduct research and demonstration projects within that topical area. This article will

Figure 1. The Quality Improvement Center Process



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describe the approach undertaken by the SR QIC, which is funding four projects testing structured models of clinical casework supervision in frontline public child welfare. While the other QICs are mainly funding direct service projects in private agencies, the SR QIC set its sights on the public child welfare agency itself, using a learning laboratory model to bring the resources of universities and community partners together with this system, with the intent on achieving sustainable reform.

Child welfare analysts, practitioners and the general public all agree: the child protective services system (CPS) is in crisis and is in urgent need of reform (Waldfogel, 2000). Numerous promising approaches are being tried, but must be carefully tested before widespread replication. Real reform does not take place merely in the structure or the policies of a system. It primarily occurs within the people working in the system, through open and sustained communication and capacity-building. While offering great promise, the skills for true collaboration must be carefully built around shared responsibility and decision-making (National Child Welfare Resource Center for Family Centered Practice, 2000). It is with this in mind that the SR QIC set out to promote systemic reform in the rural south.

## A Regional Approach to Solving Child Welfare's Challenges

#### Significant Need in the Rural South

The region selected by the SR QIC is large and diverse, encompassing ten states: Alabama, Arkansas, Georgia, Kentucky, Louisiana, Mississippi, Missouri, South Carolina, Tennessee and West Virginia. These states are plagued with numerous challenges, both in the needs of the families with whom they are working as well as in the public child welfare system itself.

Children and families in this region have well documented needs, and each state deserves the individual attention that the QICs were designed to offer. Seven of the states in our region have a national composite rank based on indicators of child well-being above 40. All of the states are above the national average on percent of low birth weight babies, infant mortality rate, and teen death by accident, homicide or suicide. All but a couple

are above the national average in child death rate, teen birth rate, percent of families with children headed by single parents, and percent of children in working poor families (Annie E. Casey Foundation, 2001). Each of these factors is related to child maltreatment, either as a risk factor contributing to its occurrence or a symptom and possible consequence of it. By all indications, child welfare agencies in these states face the considerable challenge of multi-problem families and a scarcity of resources to meet their needs.

When this data is compared with the existing services available as reported in the National Data Analysis System (NDAS), a number of workforce issues arise. The number of unfilled, authorized child welfare fulltime equivalencies ranged from 5-10 percent in 1998. Only Mississippi requires a bachelor's degree in social work for child welfare staff, so the degree to which educational background prepares staff to work with these complex families varies. To compound this, training funds are often the first thing cut when resources are stretched by budget shortfalls and staggering outof-home care costs. Despite the importance of workload information, only three states provided in-home child protection caseload data for either 1996 or 1998 to the NDAS system (National Resource Center for Information Technology, 2001). With anecdotal information continuing to suggest that caseloads are high, it is notable that this type of data is generally unreported for analysis.

Case-related data from 1998 documents the challenges faced by these agencies. West Virginia has the highest rate of children per 1,000 reported for investigation, with five others above the national median. Six states are above the median in substantiated victims. Eight of our states are above the national standard of <.4% children subjected to substantiated maltreatment in out-of-home care. Five were below the standard of <2 placements per child who has been in care less than</p> 12 months. Four fall below the standard of <6 % of these children re-entering foster care within 12 months. Six states were below the national standard for percentage of children adopted in less than 24 months from their latest removal from the home (National Resource Center for Information Technology in Child Welfare, 2001). Although a number of legitimate factors can

play into these statistics, we must ask to what extent issues of scarce resources, workload and inadequate assessment may have affected these decisions. Further, the inadequacy of data systems to collect valuable data is crippling efforts to inform practice with outcome information.

With these factors in mind and within the framework set by the Children's Bureau, the SR QIC established the following goals and objectives:

- To create regional learning laboratories that will promote collaborative problem-solving, program evaluation and practice improvement through public agency, university and community partnerships.
- To promote evidence-based practice and an outcomes orientation in child welfare delivery systems.
- 3. To build lasting capacity in the public system by expanding university and community partnerships which yield reinvigorated research and community support for ongoing work, educate future practitioners in state-of-the-art practice, and solidify training partnerships that allow for expanded use of state and federal funding.

In order to enable this work, the members of the SR QIC Advisory Board had to be knowledgeable of their state's child welfare system, as well as occupy positions in their organization that enabled them to have decision-making capacity and access to stakeholders. This advisory board was conceptualized as a conduit for long term relationships and state buy-in. The Board is composed of a representative from each of the ten states and includes: three deans and one faculty member from university social work programs; five high level administrators from public child welfare agencies; and two parent advocates, paralleling the interagency collaboration required of funded projects. Each member of the Advisory Board has been particularly active in the needs assessment and program development process, and there is significant effort to keep members representing unfunded states engaged.

#### Learning Laboratories for a Learning Organization

The heart of the SR QIC approach is the establishment of *learning laboratories*. These learning labs are grounded in the concept of the learning organization, which was described by management theorist Peter

Senge (1990) as involving five disciplines: personal mastery, mental models, shared vision, team learning, and systems thinking. Application of this concept is found in the literature of other professions such as nursing (Kerfoot, 2003; Reineck, 2002), mental health services (Birleson, 1997) and library science (Worrell, 1995). Cowley (1995) emphasized its importance in nursing organizations experiencing rapid and multidimensional change, which is a characteristic commonly shared with public child welfare systems. From the higher education perspective, Forest (2002) noted the field's failure to apply to our own environment the emphasis on learning espoused with students. Gould (2000) noted the absence of the concept of the learning organization in social work research. His qualitative study used grounded theory to identify a number of concepts that are relevant to the learning laboratory model being tested in the SR QIC projects, including "the primacy of teamwork in the process of learning, the need to reduce implicit epistemological hierarchies which downgrade practitioner knowledge; ... and the incorporation of evaluative inquiry within organizational processes." (p. 585). Inherent in the development of a learning organization is the development of true partnership (DeVilbiss and Leonard, 2000).

The failure of the traditional professional development or training model to meet the needs of organizations, particularly those in rural settings, has been documented (Hartley, 2000). Professional trainers have the opportunity to move from classroom instruction into a more strategic role of transforming the organizational culture, and integrating both incidental and intentional learning (Bartell, 2001). A continuous learning cycle is motivational in itself, and involves learning, application and recognition (Tannebaum, 1997). Tannebaum's (1997) study of varied organizations underscored the critical role of supervisors in the learning organization, and identified a number of "nontraining" methods of relevance to the SR QIC learning labs, including coaching, mentoring, 360° feedback, and observation, which he asserts are the primary means of staff competence development and should encompass at least as much effort as formal training.

In a related area, the social work literature is beginning to see significant publication related to universi-

ty/child welfare agency partnerships. In building a bridge from practice to research and back to practice, a university setting is ideal for promoting the use of the literature to inform frontline work and administrative decisions. Such partnerships are being touted in the literature as an excellent vehicle for sustained improvement in child welfare practice (Breitenstein, Rycus, Sites & Kelley, 1997; Briar-Lawson, Schmid & Harris, 1997; Gustavsson, Smith & Faddis, 1997; Hopkins & Mudrick, 1999; Reilly & Petersen, 1997; Risley-Curtiss, McMurty; Tracy & Pine, 2000). True partnership between these institutions can face major barriers. including differing organizational values, reward systems, global versus specific needs, and limited institutional commitment (Zlotnick, 2001). The field has moved from conceptualizing the impact of these programs to evaluating their effectiveness in promoting knowledge enhancement, worker satisfaction and retention (Jones & Okamura, 2000; Scannapieco, Faulkner & Connell, 1999; Schoen, Goodson, King & Phillips, 2001). The SR QIC's projects have the opportunity to take such partnerships, often focused on training of child welfare staff, to a new level.

In effect, the SR QIC learning laboratories are incubators of new ideas for practice efficacy. The projects were required to establish or enhance a partnership between the public child welfare agency, university and community. This partnership—rather than individual agencies-plans, implements, and evaluates the intervention. Within the learning lab, social work educators, researchers, students, frontline practitioners and community participants are all simultaneously teachers and learners, so that practice is informed by research and education, and professional education and research are, in turn, informed by practice. The growing authenticity of the partnership is as important as the target intervention, because the experience of this partnership-in-action can later be applied to any of the significant challenges facing public child welfare today. Therefore, the crosssite process evaluation will pay particular attention to measurement of the growth of partnership in each site.

## The SR QIC Needs Assessment—Sifting Through a Multitude of Worthy Focus Areas

The first major task was to conduct a needs assess-

ment to determine which area of child welfare should be the focus of funded projects. This had to be an area of tremendous-felt need in the region and one the public child welfare system was motivated to address. The Child and Family Service reviews being conducted by the Children's Bureau, as well as states' efforts to seek accreditation, and existing lawsuits and consent decrees fuel need in the child welfare system. The SR QIC implemented a multifaceted or triangulated approach, culminating in a convergent analysis of data collected from multiple sources. This effort allowed us to identify a focus area that responds to a significant need with the potential to impact the quality of service provision as well as child and family outcomes. Data which contributed to the selection of a focus area for demonstration grants came from these activities: deliberation by members of the SR OIC Advisory Board; 335 key informant interviews and presentations conducted by Board members; eight focus group conference calls involving 49 participants from public child welfare agencies, universities and the community; and a review of 60 state and national documents related to the child protection system. Needs assessment findings will be discussed briefly.

The primary method for eliciting input from administrative level and university staff was via conference-call focus groups. Participants were provided an open opportunity to suggest potential focus areas. The following topics were raised: supervision/casework supervision (seven states); strengthening assessment of families (four states); safety decisions/effectiveness of safety assessment (two states); organizational culture (two states); retention issues (two states); and, a number of other topics raised by individual states. When asked for their response to the Advisory Board's suggestion that supervisory enhancement was important, all states agreed this would be an appropriate and powerful project focus area with the potential to impact their systems.

Participants were then asked what problems they were observing that they attributed to the quality of supervision. The participants attributed the following problems they are experiencing directly to inadequate field supervision: retention (four states); overemphasis on administrative aspects of supervision (four states); new supervisors having little experience before promotion (four states); perception that line supervisors are

just "another level of bureaucracy"—not critical to service provision; lack of follow up after initial training; difficulty in filling supervisor positions; and, inconsistency in daily supervisory activities. The issue of the lack of effective casework supervision came through clearly, and was well-articulated by one supervisor: "I am spread so thin. I don't get to really look at workers' cases—the approach the worker is taking, what they are doing with cases, educational supervision (; prsonal interview, February 2002)."

State reports were then analyzed. It was deemed important to use information that had been collected for other purposes, such as the state's Child and Family Services Review (CFSR) or surveys of staff or client opinions, rather than burdening states with a separate data collection process. Sixty documents were reviewed in the following categories: five annual reports; two CFSR statewide assessments; one CFSR program improvement plan; one CFSR executive summary and report card; three staff survey/focus group reports/evaluations; three consumer/community survey or focus group reports; five citizen review panel reports; four strategic/practice improvement plans; four case review reports; seven other assessments/practice review reports; and, twelve program or initiative descriptive documents.

State assessment, case review and planning documents proved to be an excellent source of information regarding the needs of the CPS system. From their review, five categories of need were identified. Four are listed as follows: assessment (6 states); service provision (6 states), including a need for improvement in services to foster children/ permanency (6 documents), crafting services and monitoring (3 documents), case planning (4 documents), timeliness (3 documents), effectiveness/ recidivism (3 documents), safety/risk assessment (3 documents) and family involvement (2 documents); information systems (3 states); and, retention (3 states).

The most frequently identified category was consistent with the results of other needs assessment strategies: supervision issues were identified by seven states, with several subcategories being identified: failure to adequately train staff (3 documents); failure to adequately support staff (3 documents); general concerns about the quality of supervision (3 documents); lack of

understanding of the range of supervisory responsibilities or ability to handle workload (2 documents); insufficient staff feedback (2 documents); and, lack of direction in the provision of effective family services (2 documents). Consumer and staff survey documents were also reviewed from several states, along with a number of national-level documents aimed at assessing the child protection system, revealing similar findings.

When all needs assessment activities were analyzed together, the most appropriate focus area for research and demonstration projects was clearly identified. Enhancement of casework supervision was noted as the most significant region-wide need, and was also named as an important part of the solution to many other problems, such as the quality of case assessment and the transfer of assessment data into targeted interventions.

## SR QIC Focus Area: Frontline Supervision in Child Welfare

A recently published survey conducted by the American Public Human Services Association (2001), Report from the Child Welfare Workforce Survey, illustrated the relevance of frontline supervision in addressing the issue of staff retention. The median turnover rates reported by public child welfare agencies were 22% for workers and 6% supervisors, while 67% of the worker and 50% of the supervisor turnover was deemed preventable. One of the seven retention-related issues most highly rated by respondent child welfare administrators was the amount and quality of supervision.

Increased/improved supervisory training was one of 8 most superscript retention strategies. In ten states that

Increased/improved supervisory training was one of 8 most successful retention strategies. In ten states that conducted worker satisfaction surveys, the most frequent recommendations were improved supervision, management and staff communication, and fairness in the job.

A number of the states in the region were interested in tapping the opinions of middle managers, supervisors and line workers relative to the impact of supervision on effective casework. State child welfare administrators were interested in identifying specific activities and skills that had the greatest potential for promoting effective service provision as opined by agency staff. A survey was conducted by the University of Kentucky separate from the work of the SR QIC, which provided valuable information to this assessment. Participation in

this survey was totally voluntary, both for states and staff electing to complete it. Six states (Alabama, Arkansas, Louisiana, Mississippi, Missouri and West Virginia) issued an invitation to their staff to complete the survey. Staff could respond to the survey electronically or via hard copy. A total of 836 surveys were submitted over a four week period.

The findings of this study can only be discussed briefly here, and a more thorough article is under development. In regards to position within the agency, 64% of respondents were line workers, 26% were supervisors, and 11% were middle managers. Thirty-seven percent of the workers responding had less than three years experience in child welfare, and 25% of supervisors had less than seven years experience in child welfare. The majority of supervisors had three-seven years of experience supervising, and oversee the work of four-six staff.

Eighty-one percent of the total sample believed supervision is very important to providing effective casework. The survey gathered data on the importance staff assign to various aspects of supervision and characteristics/skills of supervisors. On-the-job training and modeling good practice were the aspects of supervision most frequently rated as very important, while classroom training and administrative duties were most frequently rated as very or somewhat unimportant. Supervisory characteristics most frequently rated as very important, in order, were: communication skills, interpersonal skills, casework supervision skills/techniques, critical thinking skills, and child welfare direct service experience. The two items most frequently rated as very/somewhat unimportant were a social work degree and an advanced social work degree.

Another important purpose was to identify which aspects of supervision and characteristics are either not available at an adequate level or effectively provided in their agency. Aspects of supervision most frequently reported, in order, were mentoring, monitoring and addressing worker well-being, addressing issues of worker safety, developing community resources, on-the-job training, exploring ethical issues, promoting self-reflective practice, and policy clarification. It is also interesting that in order of frequency, mentoring, on-the job training, policy clarification, and classroom

training were most frequently noted as not being available to supervisors at an adequate level. Workers were also asked to select from a list of terms those that accurately describe their supervisor. Over 70% selected accessible, competent, knowledgeable, and supportive. On the other hand, over 10 % selected inconsistent, rigid and unreliable.

Chi-square analysis was conducted on all results to identify statistically significant differences based on position, years of experience, area of employment and respondent's state, however, these results cannot be discussed here. Participating states were also provided with a content analysis of open-ended responses. The data collected in this exploratory study lends much support to the findings of other components in this needs assessment, particularly in identifying aspects of supervision needing attention. There are significant percentages of relatively inexperienced workers and supervisors in our region. Administrative duties are seen as less important to service provision than many other aspects of supervision, although they often take precedence. Staff in all categories emphasized the importance of supervisors supporting staff and promoting improved practice, however; a significant proportion of workers turn elsewhere for support and guidance on work-related issues. Supervisory techniques that are targeted toward improving worker practice, such as case review and consultation, exploring ethical issues, promoting self-reflective practice, modeling good practice, and promoting workers' identification of important casework questions, are considered important but are often not provided effectively or at an adequate level. The importance and need for these supervisory practices tend to be appreciated more frequently by staff in supervisory and management positions. Finally, mechanisms for supporting supervisors, such as continuing education, mentoring and peer consultation, are also considered important but are often absent.

The next task was to conduct a literature review to determine what is currently known about the characteristics and effective techniques of social work supervision. Of particular interest are models of supervision that have been supported empirically that address concerns identified in the needs assessment. We also

attempted to identify gaps in the literature which projects funded by the SR QIC could address to advance the field of social work and specifically public child welfare. In brief, the literature, as it relates to the QIC's focus, falls into the following categories: supervisory roles and functions; standards for supervision in child welfare; special problems in supervision; measuring effectiveness; supervisory characteristics and style; supervision techniques and practice models. The full literature review examines each of these categories and further looks at the use of evidence-based practice in child welfare and is available on the SR QIC website.

While other articles examine the special issues or challenges that confront supervisors in contemporary child protective services (Cosier & Glennie, 1994; Compher Meyers & Mauro, 1994; Crutherds, 1985), the empirical study of effectiveness in supervisory issues in child welfare and across all aspects of social work is minimal. Those in the literature tend to be limited in focus (Magnuson & Wilcoxson, 1998; Schoech, 2001). Bowers, Esmond and Canales (1999) found a significant variance in what supervisors thought was effective in their practice. This study further established that most supervisors used case management as opposed to the purported client-centered approach due to workload. Scott and King (1983), and Harkness and Hensley (1991) found that a mixed focus in supervision (administrative, training and clinical consultation) was related to better outcomes.

A significant body of literature attempts to describe supervisory characteristics and style (Granvold, 1977, 1978; MacEnchron, 1994; Russell, Lankford & Grinnell, 1983; York & Hastings, 1985; York & Denton, 1990;), the latter emphasizing the importance of procedures such as regular conferences with staff, review of case records and time studies and supervisory procedures supporting worker autonomy, responsibility, self initiation and independent decision-making. Hipp and Munson (1995) and Nelson (1997) promote a partner-ship model, as opposed to the traditional hierarchical models, that promote collaborative learning and the pursuit of client and worker goals.

Overall, much of the literature is conceptual rather than empirical. Tsui (1995) conducted a review of supervision research and found only 30 empirical articles on supervision over the past 25 years. He further found little rigor or focus on theory building, with most studies being cross-sectional and exploratory. Tsui (1995) noted that several articles sought to empirically document the functions of supervision without attempting to evaluate effectiveness (Greenspan, Hanfling, Parker, Primm and Waldfogel, 1992; Ko, 1987; Pilcher, 1984; Poertner & Rapp, 1983; Scott & Farrow, 1993). Further, studies in this category often focus on field instruction rather than supervision of professionals (Bruce & Austin, 2000). Unfortunately, the literature contains little emphasis on supervision in public child welfare settings.

Supervision is found in the empirical literature to affect organizational, worker and client outcomes on a number of levels. For the past 30 years, supervision has been linked to reduced worker burnout and stress (Davis-Sacks, Jayaratne & Chess, 1985; Ballew, Salus & Winett, 1979; Buck, 1972; Martin & Schinke, 1998; Ratfill, 1988), and related turnover and retention (Cicero-Reese & Black, 1998; Ellett & Millar, 2001; Graef & Hill, 2000; Harrison, 1995; Schoen et. al., 2001; Rycraft, 1994; Whelly & Miracle, 1994). Further, it has been found to positively affect both worker and client outcomes in the following aspects: managing boundaries and approaches to families (Banach, 1999); organizational climate was significant factor in child psychosocial functioning (Glisson & Hemmelgam, 1998); service intensity (McGrew, 1997); lack of appropriate supervision in majority of child maltreatment fatalities with prior involvement (Nash,1997); relational and client outcomes (Harkness, 1995); ability to assess and treat families (Young, 1994); analytic skills (Berkman & Press, 1993); ability to engage with involuntary clients (Bibis, 1993); acquisition of essential practitioner skills (Gleeson, 1992); and use of basic communication, problem solving and relationship skills, and client outcomes (Harkness & Hensley, 1991).

Most helpful in the relatively small body of literature is the work that has been done on particular practice models or techniques used in social work supervision. The majority of this work is conceptual in nature and focuses on clinical social work settings that do not include child welfare specifically. Recent studies into instructional methods in field instruction have begun to shed light on those that offer the best learning experience which were incorporated into the SR QIC supervision model requirements (Fortune, McCarthy & Abramson, 2001; Griffith & Frieden, 2000; Knight, 2001; Whisenhunt, Romans, Boswell & Carlozzi, 1997).

A few models, or broader frameworks, seem to cluster in the literature. The first is the task-centered approach, which is familiar to many as a practice approach (Caspi & Reid, 1998; Larsen, 1980; Larsen & Hepworth, 1982; Reid, 1997). Strauser, Lustig and John (1997) promote a case conceptualization model. There are similarities between this model and a problembased learning approach more commonly used in medical education, which focuses on the identification of relevant case-level questions and consultation of the professional literature to support that multi-dimensional synthesis of the case. Others apply a solution-focused practice approach to supervision (Berg & Kelly, 2000; Juhnke, 1996; Presbury, Echterling & McKee, 1999; Rita, 1998; Thomas, 1994), the former focusing on child welfare supervision. Finally, based on the results of this literature review and the needs assessment, potential applicants were urged to look to two text books which offer clinical approaches to supervision: Interactional Supervision (Shulman, 1993) and Handbook of Clinical Social Work Supervision (Munson, 2002), both of which assert being grounded in empirical study. While all seem very promising, none of these similar but distinct models have been well-researched regarding their ability to yield positive outcomes in public child welfare supervision. It is clear from a convergent analysis of the results of the needs assessment and from the review of the literature on social work supervision that the field would benefit from research into the impact of structured methods of clinical casework supervision on child protection practice. Current supervision practice in public child welfare has become focused on administrative aspects of supervision due largely to the complexities of reporting and accountability requirements. This comes at a great cost, of which agencies are very aware, in staff turnover, worker competence and skill, and potentially in adverse outcomes for the families being served. Most casework supervision practice is characterized as triage, in which workers come to the supervisor with a

crisis or complex casework problem and the supervisor directs what they should do. This approach, along with many aspects of the traditional child welfare system, promotes a less clinical and perhaps less effective approach to child protection casework—one that focuses on case management and the documentation of activities, not treatment outcomes. Agency administrators, supervisors and workers alike have expressed a desire for quality casework supervision and specifically techniques focused on the educational and supportive roles of supervision. Projects funded by the SR QIC were asked to encompass the following supervisory emphases and activities in the clinical casework supervision models they are testing:

- Scheduled individual or group supervision conferences:
- Promoting enhanced worker critical thinking skills:
- Opportunities for workers to engage in self-reflection, to examine and consider ways to improve their practice;
- Identification of important casework questions that get to the heart of issues related to the family maltreatment and apply the knowledge gained in assessment and treatment;
- Worker skill and focus on evidence-based practice, both in looking to the professional literature for guidance in casework and in the implementation of program evaluation which promote an outcomes orientation to their work with families;
- The establishment of an organizational culture in which support, learning, and clinical supervision and consultation are encouraged; and,
- The use of case review, observation, and similar methods by supervisors to assess worker skill and gauge progress.

Price (1949) described many of these aspects in the use of supervision as a medium for teaching casework: "The syllabus for supervisors is the workers' practice as revealed in records...Supervision is teaching based on the utilization and thorough understanding of the dynamics of the individual personality of the worker being supervised. This knowledge is obtained from the worker's handling of cases (p. 637, 639)." It is understood that such an approach to supervision in child wel-

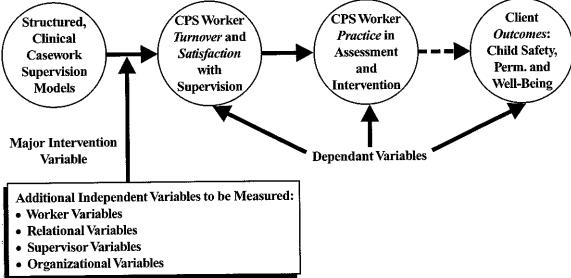
fare can be time consuming, in a system in which workload is already overwhelming. Funded projects develop and research techniques taking into account, and measuring, the potential impact on supervisor and worker workload. The SR QIC Advisory Board felt strongly that we should not be prescriptive of a particular model of supervision, so that applicant states would be invested and committed in the project by identifying an approach that suits their system and current goals. However, the intervention models selected were required to be behaviorally specific and incorporate those aspects of supervisory practice listed above to allow for cross-site comparison.

Given the amount of funding allocated by the Children's Bureau to be subgranted for projects, a decision had to be made regarding how many projects to fund, particularly given the size of the ten-state region. Two important factors led to the decision to fund four projects. First, it had to be recognized that the funding was very limited and individual projects had to be given enough to implement a quality project and research design. Second, and equally important, is the fact that this entire endeavor is about learning. These are research projects, and a great deal of the

initial intent was for projects to really research the effectiveness of the interventions on producing the outcomes—hence a three and one half year implementation period, to allow gathering of data over time. Therefore, the number of projects had to be limited so we could closely examine the research findings before considering replicating promising practices in other states. Implicit in this approach, though, had to be strategies to keep unfunded states engaged in the overall program.

In August 2002 the Request for Proposals was issued to social work education programs and child welfare agencies in the region. Review by external experts yielded the funding of four projects: Child Protective Services Supervision Project in Alabama/Mississippi, Mentoring Supervisors Project in Arkansas, Role Demonstration Model of Supervising Child Protective Services in Missouri, and Child Protective Services Supervisors Development Project in Tennessee. Two are based in universities and two in the public child welfare agency. Projects, described elsewhere in this issue, will implement their intervention for three years, conducting both outcome and process evaluation.

Figure 2. Supervision Project Cross-Site Conceptual Model



### **Project Research Requirements**

The four projects funded through the SR QIC are addressing the following hypotheses:

- Structured casework supervision approaches will
  positively affect child protection worker practice
  in assessment and intervention with families.
- 2. Structured casework supervision approaches will positively affect *preventable worker turnover*.
- Structured casework supervision approaches will positively affect client outcomes.

The cross-site evaluation being conducted by the University of Kentucky will compare and contrast the findings of each project in an attempt to determine which models are most effective in achieving these outcomes (See Figure 2, page 23).

For the purposes of these research projects, structured casework supervision is defined as: A well-defined series of activities purposefully conducted in the supervision of CPS workers designed to enhance workers' ability to think critically and make good decisions regarding the assessment of their cases and application of information gained in their intervention, and to promote empirically-based practice. Preventable worker turnover will be defined in the manner developed for the Child Welfare Workforce Study (APHSA, 2001) to allow for exclusion of turnover due to factors unrelated to the project such as worker pregnancy or relocation. Client outcomes to be measured were identified based on data already being collected for the Child and Family Service Reviews.

SR QIC developed a research plan that is rigorous and designed to yield findings that test the hypotheses without burdening field staff or the agency. Negotiation among the project researchers yielded consensus regarding some instruments and research procedures used so that a true comparative analysis can be conducted. The research design may be described as quasi-experimental non-equivalent constructed comparison group design with pre-, intermediate and post-intervention measurement. Agencies will administer instruments prior to initiation of intervention and at least annually to allow for identification of trends over the three-year implementation phase. Important aspects of the design include comparison groups, and measurement of data on three levels: 1) supervisor emphasis, 2) worker and/or supervisor

perception of worker practice and performance, and 3) third-party case review of practice.

In order to enhance the comparability of the projects, requirements were established in regards to subjects. Eligible child welfare supervisors include those whose teams/units perform some aspect of child protective services. Data collected by the SR QIC will include measurement of important variables which were agreed upon by the project researchers to be controlled for in the comparison, including turnover rates, caseload, worker variables (sex, race, degree obtained, years of experience in child welfare, years with same supervisor) and supervisor variables (sex, race, degree obtained, years of experience in child welfare, and years of supervision experience).

As project interventions will occur over a three-year period, it is anticipated that attrition of supervisors and workers will be an issue. This is a matter that could significantly impede the evaluation. Projects were therefore required to use a *minimum* sample of 20 supervisors and their staff in both the comparison and intervention groups.

In order to account for the impact of independent variables other than supervision, the formative portion of the research design includes measurement of items with the potential to skew outcome data, such as staffing, caseload, and policy changes. Data collected on client outcomes related to safety, permanency, and well-being will be tracked; however, it is recognized that the ability to attribute changes in indicators such as child maltreatment recidivism is extremely limited. SR QIC Advisory Board, however, was adamant that potential client outcomes must be measured to emphasize the outcomes-based approach to practice. Primary emphasis is on worker and service-related outcomes, and the quality of the assessment and services provided based on that information.

#### On-going Learning Within the SR QIC Network

The technical assistance and consultation being provided to the projects mirror the learning laboratory model. Mentor teams of a University of Kentucky faculty member and an Advisory Board member are assigned to each project. These teams conduct mentoring visits throughout the implementation period, and

encourage all levels of learning through the process.

The project partners concurrently provide consultation to each other through on-going communication strategies. Monthly conference calls and a discussion board system via the website enable on-going information sharing. In addition, a cyber-journaling system has recently been established. Projects regularly post information regarding successes and challenges on project-specific forums, which can be monitored and responded to both within and outside the network of project and Advisory Board members. In this manner, interested parties in unfunded states and across the nation can track as well as promote the progress in the projects. Universities are encouraged to use this information with students to promote learning regarding realistic problem-solving in child welfare practice.

This will culminate in a planning conference during year five in which project and comparative research findings will be presented and analyzed, and strategies for appropriate replication developed, both within and outside the SR QIC region. At this time, representatives of appropriate National Resource Centers and other national organizations will have the opportunity to respond to the findings and participating in the synthesis of lessons learned. In addition to findings related to the testing of models of supervision in child welfare, particular emphasis is placed on the learning laboratory process itself, the interagency partnership and the cross-site collaboration as a vehicle for addressing numerous practice issues facing child welfare and social work today.

### **Preliminary Lessons Learned**

#### Partnership is Hard

Despite varying histories of relationships between public child welfare agencies, universities and community organizations, all projects have struggled with the development of authentic partnership. In many cases, this existing relationship is one of subcontract, cooperation or even collaboration. To move to true partnership with a balance of decision-making power and open communication is a struggle. The public agency and university are both large bureaucracies with differing purposes, philosophy and agendas.

Even identifying the community partner is a struggle, to say nothing of achieving meaningful involvement. Despite the trend to involve community stakeholders, moving beyond token committee membership or endorsement is challenging. The importance of having the right people at the table from the beginning is obvious, including agency data experts and middle managers. Glimmers of partnership have begun, such as ensuring the teaching cadre mixes university, agency and community representatives.

## Cross-site Evaluation and IRB Challenges

Despite the development of the overall research design prior to the funding announcement, some required aspects of the evaluation have proven problematic. Facilitation of agreement across five universities on instrumentation and data elements has been very challenging. In the interest of not micromanaging the process, the purity of the design has not been maintained in all cases. For example, despite agreement on variables to be measured, variance in methods of measurement will prevent optimal statistical analysis in the cross-site evaluation. Similarly, the provision of child welfare services varies significantly despite federal standards. For example, deferral of certain aspects of the array of services to community agencies has made the selection of usable outcome variables difficult. In this region, the availability of technology within the child welfare system varies tremendously, which has impacted methodology.

In a related issue, some projects have been challenged in obtaining approval from the institutional review board (IRB) for their research. The operation of a large child welfare agency does not lend itself to the standard approach IRBs require for the protection of human subjects. Projects focused on improving frontline supervision easily become entangled in concerns regarding employment. Initiatives designed to reform public services and organizational culture in such agencies cannot easily meet the requirements for voluntary participation. Realistically, however, the risk is quite minimal compared to the challenges presented in everyday child welfare. If standards for the implementation of such research cannot be revised to be realistic within the public child welfare agency we will never be able to truly reform this

critical system in an evidence-based manner.

## From Barriers to Opportunities: Collaborative Problem-solving on Addressing the Challenges of Public Child Welfare

The QICs are designed to promote research and demonstration projects in one of the more politically vulnerable systems in the public sphere. The SR QIC projects have been challenged with the severe budget shortfalls, high profile scandals and midstream change in agency leadership that are inherent in public child welfare today. The importance of the process evaluation, which will enable us to interpret the evaluation results we find within the context in which the projects were implemented, cannot be over-emphasized. It must be understood that to research practice in this system is to attempt multi-layered change and a significant paradigm shift in the organizational culture. Projects are finding that many unexpected details, such as the vital role of middle managers, must be attended. One planning team member observed that, "There is such a thing as a free lunch," in emphasizing the importance of taking care of the small things, such as providing refreshments during training sessions in a system which is unaccustomed to the provision of any amenities. This is truly all about organizational culture.

### Operationalizing the Cliché: Evidence-based practice

The social work literature is littered with the term 'evidence-based practice' today. To many this mantra has lost its meaning (Gambrill, 1999, 2001). Certainly, the Children's Bureau has its promotion on the top of its list of objectives for the QICs. However, actually achieving it can be elusive in a system that is just beginning to track outcomes for the families and children it serves (Poertner, McDonald & Murray, 2001). Social work educators also pay a great deal of lip service to this concept. However, the project teams are finding a lack of agreement on what this actually means in terms of frontline practice. This may require a paradigm shift on many levels in ways we are just beginning to document at this stage in the program.

### Reinforcing or Re-establishing the Role of Social Work Education in Child Welfare

If you really want to establish a partnership between the public agency and the university social work program to improve practice, both entities must agree that it is a worthy endeavor. Distrust of the university's ability to come out of the ivory tower to promote practice techniques and conduct research that is relevant to the real world of child welfare can be found in the public agency. Within university social work programs there is often a lack of broad faculty support for scholarship in child welfare, and limited researchers with expertise in this particular practice setting. This seems odd given that many would say child welfare is the most firmly grounded field in social work historically. In the SR QIC model, both must embrace the learning organization concept as a solution to the challenges being experienced. Projects must tackle this challenge concurrently with the need to bring the community fully on board.

Ongoing linkages with other agencies are a critical component in building sustainable programming both locally and regionally. Engaging in meaningful collaboration has increased the ability of three disparate entities to build an evidence base with regards to frontline casework supervision. In the work to date, child welfare administrators, university scholars and community partners have demonstrated genuine interest in what the literature and needs assessment data can tell them regarding supervision in their system. This provides an exciting opportunity to give practitioners long overdue encouragement to review the literature, while moving the academy towards relevant practice-specific research and evaluation. This combination of partnership, technologyenhanced communication, and rigorously evaluated projects should lead to first class innovations in the improvement of CPS casework supervision within the SR QIC learning labs. On the broader level, the facilitation of true cross-site collaboration and evaluation mirroring the learning lab model on a larger scale holds promise for addressing a multitude of challenges in social work practice. Regardless of the nature of the findings, all partners agree this is a worthy adventure in which to invest.

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