## Advancing a Family-Centered Approach:

Lessons from the Prevention and Family Recovery (PFR) Initiative

PUTTING IDEAS INTO ACTION - KNOWLEDGE APPLICATION SERIES | AUGUST 2021



### LESSON 8: Building Data Capacity to Advance a Family-Centered Approach Involves Moving Beyond Just Numbers

This lesson is one of a set of nine lessons from the Prevention and Family Recovery (PFR) initiative. The other PFR lessons and an overview of the complete Knowledge Application Series can be accessed <u>here</u>.



### **LESSON 8:**

### Building Data Capacity to Advance a Family-Centered Approach Involves Moving Beyond Just Numbers

Large-scale collaborative efforts such as those of the Prevention and Family Recovery (PFR) grantees require intensive time and resources. Ongoing performance monitoring and evaluation<sup>1</sup> are essential to gauge whether the FTC team is achieving its desired results. The PFR initiative constantly urged all four grantees to collect and use child, parent, and

#### PFR GRANTEE DATA COLLECTION AND REPORTING ACTIVITIES

The overall PFR initiative strived to assess the progress and challenges associated with implementing a more comprehensive, integrated family-centered approach, and determine how this type of approach improves child, parent, and family outcomes. During the second PFR grant period, the four grantees:

- Provided basic demographic information on parents and children in the FTC
- ► Compiled monthly data snapshots with information on FTC capacity, referrals, enrollments, and discharges
- Submitted individual-level data semi-annually on core performance measures related to a parent's FTC participation, child safety and permanency, adult recovery, and the family's evidence-based services participation
- ► Collected baseline data or state/county contextual data against which to assess the FTC's progress on the performance measures
- Administered the standardized North Carolina Family Assessment Scale for General Services and Reunification (NCFAS G+R) at FTC intake and discharge to help assess 10 domains of family functioning and needs
- Participated in structured qualitative interviews and focus groups to share their team's progress and challenges in cross-systems collaboration; implementing a family-centered approach; and collecting, sharing, and using data

Performance monitoring and evaluation are two distinct yet complementary activities that should be integrated. Performance monitoring entails regular review of data and continuous feedback to ensure the FTC team is progressing toward its goals and operating effectively, efficiently, and according to best practices. Evaluation tends to involve more in-depth, rigorous study of process and outcomes data to determine whether the program is achieving its intended effect for families. In essence, both tasks help improve performance and achieve results.

family outcomes data to assess the effectiveness of their efforts to provide a family-centered approach. (See sidebar, *PFR Grantee Data Collection and Reporting Activities*).

However, outcome measures on their own—while important—tell just one part of the grantees' PFR story. A major focus of the PFR initiative was to help the FTC teams build and strengthen their capacity to collect and use data to drive informed decision-making on needed program, practice, policy, and systems improvements. The PFR initiative thus approached the larger evaluation work more broadly, as a learning and growing process that began early in year one and continued throughout the three-year grant period.

In general, PFR uses the term "data capacity" to refer to the FTC teams' ability to engage in both performance monitoring and evaluation. Data capacity includes having the necessary knowledge, skills, resources, and values to embrace, make sense of, and use data to drive decision-making and program improvements to serve families more effectively. Data capacity must extend to the FTC team as a collective whole to successfully achieve the collaborative's desired goals.

### Essentials for Building Capacity to Become a Data-Driven Collaborative

The experiences of both rounds of PFR grantees underscore that building capacity to become a truly data-driven collaborative is a difficult endeavor for even the most advanced sites. FTC teams must focus on ensuring that a host of critical factors are in place related to:

- Broad-based collaboration, leadership, and buy-in
- ➤ Adequate staffing and financial resources and data systems infrastructure
- ▶ A culture that values data and information
- ► A clear and shared data governance structure (e.g., processes and protocols)

The critical factors were first highlighted in the 2017 PFR <u>Brief 5</u>. They are reflected in the progress, challenges, and data-capacity lessons of the round 2 grantees that follow and are discussed in more detail in <u>Data Capacity: What Is It and Does Our Family Treatment Court Team Have It?</u>



### Grantees' Progress in Data Capacity-Building and its Positive Impact

Each of the four round 2 grantees started in a fundamentally different place with regard to their existing data capacity. Yet, in all four sites, FTC team members across systems, roles, and disciplines highlighted ways in which their team built its data capacity. Common areas of progress among grantees are noted below.

- Ability to Collect and Track Data: Many grantee team members said that one of their more important and essential accomplishments was their ability to accurately collect and track data—and even expand their existing data collection efforts, especially those related to children's needs, services, and well-being.
- ► Increased Sharing and Discussion of Data: FTC teams need to continually exchange data and information to drive successful and sustainable program improvements

"When we first started, we had very limited data. Honestly, we were just tracking the number of referrals. Now we have so many data points. We have made tremendous progress in the data that we now track because it tells the story of both the treatment court and child welfare."

- Grantee team member



and innovation. Regular opportunities for team members across disciplines to share and discuss data facilitate this continuous feedback loop. Grantees described their progress with increased data and information sharing among team members. However, they also noted their data and information sharing requires continued improvement. (See section, Grantees' Challenges with Data Capacity-Building.")

The PFR monthly data snapshots were a valuable mechanism to promote discussions about data and the status of fundamental FTC operations, such as referrals and enrollments. By looking at and discussing the data more regularly, grantees said they could more quickly identify areas in need of improvement and implement incremental changes to deal with those issues.

Data sharing occurs at multiple levels. The core operational FTC team and steering committee members share data to identify service gaps and needed program improvements. On another level, discussion takes place within the larger court, child welfare, substance use disorder treatment, and other FTC partner systems, which then extends to other key stakeholders. This broader reach is needed to increase buy-in for the FTC family-centered approach and to promote larger-scale systems improvements and change. The Jefferson County team, for

example, credits their multi-year cost study<sup>2</sup> as a platform for more open communication among partners (especially the court and the child welfare agency) about cost issues and concerns related to the FTC.

"Something we've been really intentional and conscientious about is regularly reviewing data with the team and now with our executive oversight committee," said one grantee team member. "At every level, sharing it regularly, having somebody there who can interpret it for us, then making decisions based upon it, and that constant drive to improve the program. That leads us to continue to say: What additional data do we need? What else do we need to measure and how do we measure it?"

▶ Increased Clarity and Understanding of Data: By having more discussions about data, grantees gained greater clarity about the quality, meaning, and significance of the data. Grantee team members said they better understand how to use their baseline court, child welfare, and treatment data to measure progress and identify needed program improvements. One grantee team member commented: "The data in the last few months has become much better and more user-friendly. That is for a non-

data person, I'm able to understand the percentages, ratios, and timelines much clearer now."

Team members now recognize how each piece of information from the various systems fits into the bigger picture. Taking the time to establish a shared understanding of the data elements and outcome definitions enhanced team members' engagement. This increased involvement, in turn, helped improve data quality and fostered greater input on what the FTC should measure.

▶ Recognition of the Value of Data: Because of the PFR initiative's persistent focus on data, grantees cultivated a culture in which all FTC team members and partners value the importance of regularly collecting,

"The most important thing that happened to us [was] for me personally to understand why we need data and how we can use it to better our program or eliminate things that aren't working. If I understand it, then I'm pushing it. Even after the grant, I'll still be pushing it."

- Grantee FTC leadership

<sup>2</sup> The overarching goals of Jefferson County's cost study were to determine whether the FTC achieves better child welfare outcomes for families with substance use disorders (compared to those served in the regular dependency court), and whether improved outcomes help offset the initial higher cost of the FTC's intensive and comprehensive family-centered services.



"Pulling our baselines and looking at our baselines over a significant period of time and setting our target goals was really good for our team. It really made us go back to those basics about 'What are we trying to achieve?'"

- Grantee team member

analyzing, and using data to strengthen and sustain their family-centered approach. The emphasis on obtaining data, early on and often, pushed the FTC teams to explore their current strengths and limitations and take steps to resolve identified challenges. Grantees displayed a marked shift toward acknowledging and appreciating the critical role of data in informed decision-making and assessing whether they are achieving their mission, vision, and goals.

"We underestimated the value of having that data. It's a requirement of PFR [but we have now] realized how much that data would need to be a foundation of what we need in order to do the work that we do," acknowledged one grantee team member. "Having it puts you in another ballpark... it changed the game."

Grantees also underscored the benefit of being able to relay relevant data to families that helps them engage in the FTC program and understand the entire process. As one team member recounted: "When you're talking with clients and explaining why this program works, you need to have data to back it up." In one site, the parent attorneys tell prospective participants upfront three aspects about the FTC program: They are more likely to get their children back quicker, more likely to close their case with their children at home, and less likely to return to foster care.

► Use of Data as a Continuous Quality
Improvement Tool: A deeper
understanding of the data and its value
enabled the FTC teams to use data more
routinely to identify gaps in services
and processes and drive timely program
modifications—most notably to improve
FTC referrals, engagement, and retention
(see Lesson 4). One grantee team member
stated that the data "has guided our

focal points of where we need to put our energies." Another grantee team member confirmed this sentiment: "[Data] helps us focus and choose what we're working on first or what we're spending time on as a team in an objective way. It's not about who feels more strongly about it. It helps takes the subjectivity out of it."

An important data-driven change that both Jefferson and Mecklenburg counties made was to eliminate jail as a response, because their data showed jail did not result in better outcomes for parents. In Milwaukee County, deeper data analyses showed the FTC's demographics did not match the demographics of parents with substance use disorders in Milwaukee County and the child welfare system. In response, the team added increased engagement of participants of color as a priority goal.

The Gila River team noted it was beneficial to track the number of new child welfare cases with parental substance use identified, in relation to the number of Family Healing to Wellness Court (FHWC) referrals and enrollments. They used the monthly data snapshot to help the FHWC team and partners understand the need to recruit and engage more families. The data also helped the court obtain partners' buy-in to assign staff directly to the FHWC and support the program as "the front runner" in trying to meet families' needs.



## Grantees' Challenges with Data Capacity-Building

Although each grantee faced unique, site-specific barriers in building their data capacity, multiple grantees experienced some common roadblocks. Some of these challenges were similar to the ones round 1 PFR grantees faced. They also mirror larger and persistent systemic barriers that many FTCs nationwide struggle with today.

- Staff Turnover: Not only does turnover among FTC and partner agency staff hamper collaboration and service delivery, it can also disrupt consistent and quality data collection and reporting. In Milwaukee County, several changes in the county child welfare director position significantly delayed a final datasharing agreement to give the FTC access to child welfare baseline and comparison group data. In Gila River, turnover of court and child welfare leadership and frontline staff affected the FHWC's ability to collect and report both monthly and case-level performance measurement data. The FHWC's experiences stressed the critical need to clearly document data collection and reporting processes.
- ▶ Lack of an Integrated Data System: One of the predominant and unresolved challenges most PFR grantees faced was the lack of an integrated data system that includes essential data from all partners. Data need to be integrated from the court, child welfare, substance use disorder treatment, criminal justice, public health, and other major service systems to provide a complete picture of families. Indeed, when asked what they would do differently to advance the program's sustainability, one grantee noted they would

have a central, unified data system in place and accessible to all partners prior to starting the PFR initiative.

The lack of an integrated database is a pervasive barrier faced by FTCs and other broad-based collaboratives, and limits teams' full capacity to collect and monitor outcomes data. PFR grantees did improve their tracking systems during the PFR grant period. However, their efforts were not systematic or integrated, indicating the FTC teams have more work to do to ensure sustainability for data collection and reporting processes.

Difficulty Accessing Substance Use **Disorder Treatment and Child Welfare Administrative Data:** The PFR grantees faced difficulty obtaining selected substance use disorder treatment and child welfare data from existing state and county administrative datasets. Reasons varied. At least two grantees experienced significant barriers—including delays or even outright inability—in establishing data-sharing agreements with the child welfare agency. This situation hindered local evaluation efforts. One team member described their challenges in securing a comparison group: "We've tried to get [a data-sharing agreement] and we were told no because it's such a small group to pull from. We haven't stopped asking." In other cases, grantees identified shortcomings with the type of data available in current administrative datasets and the time it takes them to receive requested data.

Grantees continue to work on strengthening collaborative partnerships to obtain pertinent

"We don't overall have a system to share this information the way we want to or even collect it the way we want to. So a lot of things are still being done by hand and that puts a damper on collecting thorough information and data that we need."

- Grantee team member

information and establish processes to obtain these data more efficiently.

▶ Inconsistent Sharing and Discussion of Data: Although all grantees said data and information sharing vastly improved during their PFR grant period, they still believed their whole team did not discuss or use available data (particularly treatment and child welfare data) frequently enough. Grantees said they needed to develop additional strategies for reflecting on shared outcomes with stakeholders who are affected by, but can also influence, the issues at hand.

Grantees also emphasized that data must be shared with more frontline staff directly involved in the work. Doing so will help staff better understand the FTC program's goals and reasons for program and practice improvements. FTC team members acknowledged that finding adequate time and opportunities for everyone to collectively discuss the data—and sustaining that commitment—is difficult.



"Working in the FTC program is a lot more intensive than a regular case. We need to see the benefit and results of that work. As case managers, we should be getting results back."

- Grantee team member



# **Key Lessons for Data Capacity-Building**

The four diverse grantees in round 2 identified several key lessons from their experiences that can help inform future data capacity-building efforts for FTCs and other cross-systems collaboratives. These grantees found that building data capacity requires the following elements:

▶ Strong Collaboration and Mutual Trust: The ability to effectively collect, manage, share, and use data requires strong collaborative relationships as much as it requires sound technical skills and processes. In other words, data flows at the speed of trust.³ This means that any endeavor to build data capacity must rest on a foundation of strong collaboration and mutual trust and be grounded in a shared vision, mission, and purpose. Across all grantees, increased cross-systems collaboration and the full commitment, support, and buy-in of judicial and partner agency senior leadership for performance monitoring was a key factor in the FTC teams' progress.

➤ Time and a Developmental Approach: The grantees' experiences and challenges that persisted throughout the PFR grant period are a stark reminder that building adequate data capacity among FTC teams requires a developmental approach.

In essence, the transition from *collecting* data to sharing data to using data to achieve desired outcomes, drive systems change, and promote longer-term sustainability takes significant time, commitment, and perseverance. Instilling data as part of a team's value system does not happen overnight or even over the course of a three-year grant period. Indeed, both round 1 and round 2 grantees took a solid two years to identify and begin to overcome data challenges, embrace the importance of data, and foster a data-driven culture. Moreover, building data capacity is difficult to do while simultaneously focusing on major program enhancements. Cross-systems, multidisciplinary FTC teams thus need an extensive capacity-building period to learn how to interpret and work with data and engage in ongoing site-level reflection and learning.

Adapted from the popular adage, "Change moves at the speed of trust," coined by Stephen M.R. Covey in his 2006 book, *Speed of Trust: The One Thing That Changes Everything.* 

"We all made a commitment to be Isharing and reviewing data] and having that as a standing agenda item. Unfortunately, we came to that realization at the end of this grant. We were working on practice and making improvements on collaboration throughout this time. Now we're at a point where we really can say, 'Are we gathering the right data and are we reviewing it and making changes based on that?'"



It is also important to understand and recognize that cross-systems data-sharing and related agreements established at the beginning (or prior to the launch) of a long-term initiative may not come to fruition as envisioned, due to staffing and leadership changes, or other unexpected contextual events. (See <u>Lesson 9</u> for additional discussion of contextual issues.)

▶ An Understanding that the Pace of Growth is Unique to Each Team: The pace at which an FTC team builds data capacity is influenced by its own unique situation and circumstances. Some teams may initially struggle with the basics of data collection and reporting, while other teams may be ready to dive into more rigorous evaluation work, such as cost studies and comparison group analyses. In jurisdictions where the collective FTC team lacks prior data experience, works within the constraints of inflexible data systems, or faces other entrenched system barriers, such as competing value systems and lack of political will, growth will likely be slower.

Given these differences, data capacity-building approaches must be based on the needs, priorities, goals, and challenges of all stakeholders as well as the initiative's changing context. Any proposed strategies or planned efforts should consider the site's existing data systems infrastructure, available resources (time, human, financial, and related assets), and the level of trust (or distrust) among team members. A comprehensive assessment, discussed more fully in <u>Data Capacity: What Is It and Does Our Family Treatment Court Team Have It?</u>, can help grantees develop an appropriate and feasible capacity-building plan.



"You need non-data people explaining why we need [data]. If you had laypeople like judges [and] social workers, explaining what we personally would get from it, where we would personally see it, that might have helped."

- Grantee team member

Dedicated and Experienced Evaluation **Staff:** Not surprisingly, the PFR FTC teams that had an evaluator or dedicated data analyst were more equipped to analyze and use data to drive decisions. Having this expertise on the team helped increase data sharing, improve data quality, and make data relevant to other team members, agency partners, and community stakeholders. In larger jurisdictions, FTC core partners (e.g., the juvenile court, the child welfare agency) may be able to provide in-house evaluators or data analysts. For example, all Jefferson County FTC team members acknowledged the value of having a dedicated evaluator from the county child welfare agency. The child welfare agency's sustained commitment (10 years and counting) to provide an evaluator to work with the FTC in this area is a vital asset. Other sites may need to turn to outside evaluators at a local university,

for example, or employ both internal and

external research staff.

Regardless of the approach an FTC team takes, the evaluator or data analyst must be the right fit. These individuals need to:

- Have a thorough understanding of FTC, child welfare, and other key partner agency operations
- Recognize how an FTC's familycentered approach, practices, and desired outcomes differ from those of an individual-focused adult drug court
- Value the insights, expertise, and perspectives of all team members, which includes families
- Fully comprehend the team's priority outcomes
- Be able to present data so that it resonates with, and is relevant to, the FTC team and other key stakeholders
- Participate as an active and engaged collaborative team member, rather than work solely as an outside consultant

Measures to Evaluate and Advance a
Family-Centered Approach: Advancing a
comprehensive family-centered approach
requires a paradigm shift in how FTC
leaders, partners, and other stakeholders
conceptualize and approach performance
monitoring and evaluation. In addition
to resolving fundamental structural
issues such as the lack of integrated data
systems, the FTC field as a whole needs
to broaden measures of success beyond
the recommended core child welfare and
adult recovery performance measures.4
Performance measures need to better

account for a family-centered focus. (See Lesson 7 for a complete description of what a family-centered approach entails.) Measures need to document, for example, the dynamics and effects of:

- Serving the whole family (which may include fathers, multiple caregivers, and extended family members) as a unit
- Engaging the family in the case planning process
- Using peer supports and resource parents to help strengthen families
- Reducing disproportionality in the FTC program and child welfare system



"Working as a data analyst, I have always felt that, in an indirect way, my work was helping keep children safe and families together. Having been involved in PFR and getting the opportunity to observe first-hand the amazing and collaborative work of our [FTC] team, I am more inspired than ever to help our team use data to improve practices and highlight their amazing work."

- Grantee team member

<sup>4</sup> These essential measures are often referred to as the 5 Rs: (1) Remain at home, (2) Recurrence of maltreatment, (3) Reunification, (4) Re-entry into out-of-home care, and (5) Recovery. See, for example: National Center on Substance Abuse and Child Welfare (2014). What Works: Collaborative Practice Between Substance Abuse, Child Welfare, and the Courts. NCCAN Policy Forum Brief.

#### THE COMPLEXITY OF EVALUATING SYSTEMS CHANGE: AN ONGOING CHALLENGE

The PFR initiative was designed to implement broader, sustainable systems improvements. It sought to transform the way FTCs and their cross-system collaborative partners make decisions about policies, programs, and allocation of resources; and ultimately how to better serve, support, and improve outcomes for families affected by parental substance use disorders.

Yet systems change is not linear, predictable, or controllable. Therefore, systems change is harder to track and evaluate than tangible events like reunification and substance use disorder treatment completion. Moreover, many large-scale systems change initiatives take many years, even decades, to reach fruition as they evolve and adapt to constantly changing environments.

The PFR grantees' experiences suggest that continued data capacity-building efforts need to help FTC teams better incorporate and account for this complexity.<sup>5</sup> Teams still must master fundamental evaluation activities, such as how to collect, report, analyze, and use data. Yet, capacity building needs to push beyond these basics to develop and instill in all team members the skill and mindset of *evaluative thinking* to continually assess and effect systems change. This type of critical thinking is "motivated by an attitude of inquisitiveness and a belief in the value of evidence that involves identifying assumptions, posing thoughtful questions, pursuing deeper understanding through reflection and perspective taking, and



<sup>5</sup> For more insight on the challenges of evaluating systems change initiatives, refer to Preskill, H., Gopal, S., Mack, K. & Cook, J. (2014). Evaluating complexity: Propositions for improving practice. Boston, MA: Farrar, Straus and Giroux.

<sup>6</sup> Buckley, J., Archibald, T., Hargraves, M., & Trochim, W. M. (2015). Defining and teaching evaluative thinking: Insights from research on critical thinking. *American Journal of Evaluation*, 36(3), 375—388. doi:10.1177/1098214015581706.

Integrating other meaningful process and outcome measures that more fully assess a family's well-being and success, reflect the values of the FTC team and its community, and help tell the FTC story will require FTC team members and stakeholders to discuss their priorities and shared outcomes. This is especially true in tribal communities, which may not collect standardized federal child welfare and substance use disorder treatment indicators. For example, some tribes will not terminate parental rights and therefore need to define and measure permanency in a way that is appropriate and relevant to the tribe.

### Keeping the Momentum Going

The strong emphasis on data from the onset of the PFR initiative and throughout the grant period laid the groundwork for grantees to establish regular performance monitoring as standard best practice, rather than an ad hoc grant requirement. Data collection and use were mutually reinforcing. Once the FTC teams began to look at, understand, and use their data, they wanted to delve deeper and answer other questions relevant to their goals. However, the FTC teams acknowledged they still have more work to do to ensure they are using data on a more far-reaching level to drive larger systems change and promote sustainability. Grantees stressed the need to keep the momentum going beyond the PFR grant period.

"You have to keep looking at [the data] and measuring and coming back and looking at it again, and constantly looking at what are we missing, what is this telling us?"

- Grantee team member





### LESSON 1:

Increased, renewed, and continued focus on **Cross-Systems Collaboration** is needed to achieve and sustain systems change

### LESSON 4:

FTC teams need to maintain a consistent and strong focus on FTC Participant Recruitment, Timely Engagement, and Retention

### **LESSON 7:**

Integrating a **Truly Family- Centered Approach** requires several paradigm shifts

#### LESSON 2:

The effectiveness of parenting and children's services is integrally linked to **Timely** and **Effective Substance Use**Disorder Treatment

### LESSON 5:

Developing the **Evidence-Based Program Capacity** of sites is a complex undertaking

#### **LESSON 8:**

**Building Data Capacity** to advance a family-centered approach involves moving beyond just numbers

#### LESSON 3:

A Formal Governance Structure is necessary to prioritize, oversee, and sustain the FTC

### **LESSON 6:**

FTC teams need to **Build Bridges to Connect Families**to services and service
providers to each other

### LESSON 9:

Achieving larger systems change requires understanding and adapting to the changing **Contextual Environment** 



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For more information about the PFR initiative, visit the <u>PFR home page</u> or email Children and Family Futures at <u>contact@cffutures.org</u>



Children and Family Futures (CFF) is a national nonprofit organization based in Lake Forest, California that focuses on the intersections among child welfare, mental health, substance use disorder treatment, and court systems. CFF has over two decades of experience in practice, policy, and evaluation arenas to support tribes, states, regions, and communities in their efforts to improve outcomes for children and families. We believe parents with mental health and substance use disorders should maintain hope of achieving recovery and family stability so they can care for their children. While no single system or agency working by itself can help parents achieve that goal, we recognize that recovery happens within the context of the family and that professionals from a variety of agencies and systems must work together to meet the needs of families.

Children and Family Futures provides a full range of consulting, technical assistance, strategic planning, and evaluation services for substance use disorder treatment, child welfare, courts, and the communities they serve. To learn more about CFF, visit <a href="https://www.cffutures.org">www.cffutures.org</a>.

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and neglect while
improving safety,
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outcomes with equity
for all children,
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