

(Administration in Social Work, Volume 26, No. 4, 2002, pp. 61-79)

The Results of a Management Redesign: A Case Study of a Private Child Welfare Agency

Mark Ezell, Ph.D.
Associate Professor
School of Social Welfare
University of Kansas
Lawrence, KS 66045
marke@ukans.edu

Erin Casey, MSW
Sexual Assault Services Program Coordinator
Washington State Office of Crime Victims Advocacy

Peter J. Pecora, Ph.D.
Senior Director of Research Services
Casey Family Programs, and
Professor, School of Social Work
University of Washington

Candace Grossman, MSW
Administrative Assistant

Robert Friend, LCSW
Program Specialist
Jim Casey Youth Opportunities Initiatives

Lissa Vernon, MSW, ACSW
Senior Director of Enterprise Development

Debra J. Godfrey
Administrator of the Casey Strategic Planning Team (formerly)

Casey Family Programs

The Results of a Management Redesign: A Case Study of a Private Child Welfare Agency

Abstract

This paper reports on the restructuring of a large, private nonprofit, child welfare agency, and includes a description of the change objectives, the process of planning and implementing the changes, and the impact of the changes. The findings discussed here focus on changes in staff turnover and performance as well as staff perceptions of the continuation or reduction of identified organizational problems. The overall goal of the management redesign was to devolve decision-making closer to the point of service delivery. A survey with a response rate of 60.3% was the main source of information for the study. Almost 90% of the respondents reported that the redesign generated benefits, and approximately 74% identified negative consequences. The redesign was perceived by staff to reduce organizational problems related to communication, decision-making, leadership, and agency mission. Staff turnover increased during the redesign, but staff performance remained at a relatively high level.

KEYWORDS: organizational change; staff turnover; staff performance; decision-making; communication channels.

The Results of a Management Redesign: A Case Study of a Private Child Welfare Agency

Efforts to reorganize social service agencies, both public and private, are common. These reorganizations range anywhere from downsizing, decentralizing, flattening, empowering staff, or merging and realigning divisions. Systematic descriptive studies are not common however (Bargal & Schmid, 1992). Even more rare are evaluations of the short, intermediate, or long-term results of these reorganizations. This paper reports on the evaluation of the restructuring of a large, private nonprofit, child welfare agency. It includes a description of the change objectives, the process of planning and implementing the changes, and the assessment of the changes. The article raises many interesting questions about agency reorganization such as how to plan and evaluate change efforts, and what can reasonably be expected from reorganization.

The literature to date is most likely to present specific techniques on how human service organizations should deal with and implement change. Over the years, numerous change strategies – many of which are adaptations from the business world – have been described, such as strategic issue management (Edwards & Eadie, 1994), organizational development (Norman & Keys, 1992), quality circles (Schofield, 1986), staff empowerment and collaborative action research (Cohen & Austin, 1992), and force field analysis (Brager & Holloway, 1992), just to mention a few. Many of these contributions to management practice have been made in the context of case studies of either specific agency's responses to environmental turbulence or their efforts to make strategic changes. Other studies have examined how organizational structure, climate and coordination of services affect service outcomes (Glisson & Hemmelgarn, 1998).

In order for social work management knowledge to advance, and for practice to be refined, we need to move beyond descriptions of change techniques and agency case studies. We need documentation and analysis of how specific types of change influence the quality and

effectiveness of services, client outcomes and satisfaction, as well as staff turnover and other stakeholders' perceptions of changes.

Casey Family Programs (formerly The Casey Family Program) recently implemented a management redesign to produce changes to the management structure and to the way work was processed. This article reports on the early results of these changes. Even though it can be difficult to separate the affects of an organizational transition from the impact of the restructuring itself, we think that the findings reported here will make a contribution to social work administrative practice and our knowledge of organizational change.

The major research questions to be addressed in this article include the following: 1) How much of the management redesign is perceived by staff to have been implemented; 2) Have organizational problems been reduced; 3) Has staff turnover been affected by the redesign; and 4) How did the redesign influence staff performance? After describing both the process and the specific objectives of the management redesign, we discuss the research methodology, including the sample and response rate. In the findings section, we discuss the reduction of organizational problems, changes in staff turnover and service quality. Finally, we discuss and explain the findings.

The Management Redesign

Casey Family Programs (Casey) is a Seattle-based private operating foundation, established in 1966. Casey provides an array of permanency planning, prevention and transition services, such as planned, long-term foster care, adoption, kinship care, job training, and scholarships. The program operates out of 29 offices in 14 states and Washington, DC, serving over 20,000 children, youth and families directly and through various community partnerships. A number of independent evaluations have found the services to be generally of good quality,

with high customer perceptions of effectiveness, and low placement disruptions rates for children. (See for example, Fanshel, Finch & Grundy, 1990; Jaffee & Kline, 1970; Le Prohn, 1993; The National Center on Addiction and Substance Abuse at Columbia University, 2001; and Walsh & Walsh, 1990.)

Casey's 1995-2000 Strategic Plan, including an amended mission statement, cast the die for a management redesign when it was adopted in December, 1994. Subsequently, a "Management Redesign Team" (MRT) was appointed and charged with improving the management structure and practices to support improved results. The MRT gathered data in a variety of ways, such as an environmental assessment, work process analysis including interviews of randomly selected staff (see below for more details on this methodology), interviews of organizations perceived to have strong management structures, as well as several other solicitations for input from all Casey staff. (Figure 1 is the timeline for major events related to the management redesign).

Figure 1 here

The MRT completed its work in six months with a report that identified organizational problems, articulated needed management values, and proposed a new structure. The chief executive officer (CEO) and the board of trustees accepted the recommendations of the MRT and named the Transition Team to lead implementation. The redesign was to be completed by April 1998; this timeline was met. Figure 2 lists the factors that were perceived to hinder the accomplishment of outcomes. The objectives of the redesign included both reducing the incidence of the identified problems and increasing the commitment of organizational members to the management values shown in Figure 2.

Figure 2 here

In the “old” structure, the delivery of services occurred at local offices, most of which were designated as divisions. The divisions were grouped into three regions. (See Figure 3 for partial before and after organizational charts.) While the location of service delivery remained the same, the redesign created a fourth region and explicitly devolved more authority to the regions from the central office (i.e., headquarters). A regional leader was named for each region and a regional management team made up mostly of division directors began to operate. Regional leaders were to report to a new entity, the Cross Regional Management Team (altered in 2000 to be part of an Executive Team) whose responsibilities included carrying out the day-to-day operation of service delivery. Another new entity, the Strategic Management Team was made up of a combination of headquarters staff, a division director and the leader of the Cross Regional Management Team. (In 2000, it was expanded to include external members and was renamed the Strategy Team). Its purpose was to develop and monitor Casey’s strategic plan; the leader of this team was designated to report directly to the CEO. The purposes of all these changes included: 1) decentralizing decision making to be closer to the front lines; 2) increasing the participation of division directors in decision making; and 3) reducing spans of control of regional leaders so they would be more available to divisions.

Figure 3 here

Prior to the redesign, headquarters consisted of the CEO, administrative services, finance, program operations, community programs, research, and information services (not shown in organizational charts). These departments were reorganized into “service units” with the explicit intent to strengthen the customer service focus. Other changes at headquarters reduced the

number of people reporting directly to the CEO so she could be less involved in day-to-day operations and would spend more time functioning as a visionary for Casey.

Based on the analysis done by the research team, all structural changes were implemented with the exception of one. The only exception was that departments at headquarters were reorganized and renamed but had not (at the time of the evaluation) uniformly developed methods for using a customer service approach to their interactions with the field. These conclusions about the structural changes were based on an analysis conducted by the authors to determine how well the implemented changes corresponded to the planned design of the restructuring. A sub-group of the authors (former members of the redesign implementation team) examined a number of Casey documents and talked with key staff members to conduct this assessment.

We found that tensions between competing forces seemed to explain the slowness of change at headquarters. A strain existed between the divisions and regions over who would be responsible for identifying needed supports (as opposed to traditional approach of headquarters doing this from the top down). This tension may be one facet of an uncorrected (or uncorrectable) agency problem.

Research Methods

The research design used to study the impact of the management redesign was multifaceted. It includes baseline data on two important variables -- staff turnover and performance -- as well as pre- and post-test measures of organizational problems. This section also describes the sampling design, scale construction and measurement issues.

Baseline Data. Two variables were collected long before the implementation of the redesign to serve as a comparative baseline. First, we collected data on Casey's annual staff

turnover rate for the four years 1995 through 1998. Turnover rate is defined as the number of regular employees who left the organization (voluntarily or involuntarily), expressed as a percentage of the average headcount for the calendar year. Turnover is a measure of staff behavior instead of attitudes and perceptions that surveys usually collect. This definition of staff turnover is consistent with that used by Koeske and Kirk (1995), and Drake and Yadama (1996). Others use dissimilar proxy measures such as “likelihood to quit” or “attempting to find new job” (Siefert, Jayaratne & Chess, 1991).

There are debates about the best definition of turnover (see, for example, Macy & Mirvis, 1976) and about the point at which an organization’s turnover rate is too high, or, in fact, too low. Organizations invest in employees in many ways and their departures mean that the investment is lost and that a costly replacement process must take place. However, new employees bring valuable skills, knowledge and perspectives to the agency. Graef and Hill (2000) conservatively estimate that the cost for the loss of a trained and productive child protective services worker is \$10,000 (1995 dollars). The Alliance for Children and Families and associated organizations (2001) found that the average annual turnover rates for child protective services workers was 19.9% for state agencies and 40.0% for private organizations. While Casey Family Programs do not explicitly provide child protective services, these statistics are the most recent and comparable from the child welfare system.

The second baseline variable was a measure of service quality. Martin and Whiddon (1988) developed a 20-item measure of “the quality of work performed by employees of social welfare organizations” (p. 15). Their scale was shown to have high reliability (Cronbach’s alpha = 0.91), validity, and to be unidimensional. An abbreviated version of the Staff Performance Scale was included in the survey sent to all Casey staff in 1994. The items that were used are

shown in Table 1. Respondents were asked to indicate their level of agreement with ten statements using a six-item continuum ranging from “strong disagreement” to “strong agreement.” The researchers reversed the scoring on three of the ten items when computing scale scores for the sake of consistency. Also, respondents needed to answer at least eight of the items to be given a score. Cronbach’s alpha for the 1994 administration of the abbreviated scale was 0.85, and in 1998 it was .84.

Table 1 here

Had ideal circumstances been presented to the research team, and if it were possible, baseline and post-test measures of client outcomes would have been designed and collected. Short of ideal circumstances, the staff performance scale serves as a good proxy measure for one aspect of Patti’s (1985) conceptualization of service effectiveness. As he explains, service quality is defined as “the extent to which an organization is competently implementing the methods and techniques that are thought to be necessary for achieving change objectives” (p. 2). If staff members are energetic and are trying to find the best alternatives when offering services, for example, then we expect to see positive client outcomes.

Pre-Test Data. As mentioned above, the Management Redesign Team (MRT) engaged in a systematic planning process that included the collection of different types of data from a variety of sources in order to identify the strengths and weaknesses of the organization. A great deal of the data was qualitative in nature and was derived from content analyses of notes and minutes from meetings of managers, division directors, field advisory teams, and many committees. In addition, the MRT interviewed a five percent random sample of staff from a cross-section of positions throughout the organization using a standardized interview schedule of open-ended items. Respondents reacted to a list of work processes and explained which ones

could be improved, which were less effective, and which worked well. Responses were compiled and analyzed, and a set of themes was identified. This process resulted in the list of problems in Figure 2 that staff perceived as barriers to the accomplishment of Casey outcomes.

Post-Test Data. The research team designed a survey by analyzing recent reports and related documents. Variables chosen for the survey were selected because they were considered measures of either the identified organizational problems or the management values (see Figure 2). The management redesign survey largely consisted of close-ended statements to which respondents were asked to indicate the extent of their agreement or disagreement. Open-ended items were included in a large section of the survey titled, “Perceptions of the effects of the redesign.” To assure anonymity, completed surveys were mailed to the lead university researcher at his university address.

Comparisons between the pre-test and post-test variables were challenging because different methodologies were used. For example, prior to the redesign, various types of qualitative information indicated that communication channels were unclear. After the management redesign, however, the post-test indicated that there was mild agreement that communication channels had become clear. In this example, it appeared that a change of perception had occurred but a change score could not be calculated.

For the purpose of making pre- and post-change comparisons, we made the assumption that if we had been able to administer the survey before the redesign, there would have been at least mild agreement among Casey staff that the issues identified by the Management Redesign Team were, in fact, problems. Given the extensive data collection done by the MRT, and the review of their report and support of their recommendations by many field staff, the CEO and the

Casey Board of Trustees, we believe there was general consensus about organizational problems. We think it is reasonable and conservative to equate this consensus to mild agreement.

Sample. The sample for the study was the 516 regular (non-contract) staff members working in all of the Casey offices during September 1998. Of those, 311 returned surveys for an overall response rate of 60.3%. This is a respectable response rate for an organization intensively involved in a wide range of projects during that time, including annual staff performance evaluations; and it is well within the plus or minus 5% survey error rate margin of confidence.¹ Over half (53.5%) of the respondents were social workers and direct service staff involved in providing assistance to children and families. Table 2 provides a breakdown of the survey respondents by position and the response rate by position. Approximately 12% of the respondents did not indicate their job title in their survey.²

Table 2 here

The variance in response rate by position, ranging from a low of 47.4% to a high of 95.2%, was somewhat expected as the redesign initially affected division administrative staff, regional staff and certain headquarters staff members more directly than others. For example, 47.4% of the direct service providers responded and almost all (95.2%) of headquarters managers and directors responded. Staff from all of the regions in which Casey Family Programs operate responded to the survey. Regional and headquarters representation in the sample is approximately equal. (Table not shown. Sample characteristics are omitted due to space considerations).

Findings

First, we sought to determine the perceived degree of implementation of the redesign plan and found that large proportions of Casey staff indicated that the redesign was somewhat implemented or implemented to a large degree (see Table 3). Of the staff responding, 88% reported that the redesign generated benefits, and approximately 74% identified negative consequences.

Table 3 here

The second stage of analysis was to see if previously identified organizational problems had increased or decreased since the redesign. We selected twelve exemplary items that best represented the list of organizational problems in Figure 2. Those items, their means, and the percentage of respondents who agreed with the statement are shown in Table 4. Given the measurement assumption described above, all items are compared to the benchmark of “3.0” (mild disagreement). If mean scores are higher than 3.0, the respondents have moved in the direction of saying they perceive less of the problem.

Table 4 here

Staff perceived there to be some increased clarity in the decision-making process itself (#1), and that administrators’ respect for it increased even more to 4.2 (#2). Similarly, communication channels were perceived to be clearer than before (#3), and nearly moderate agreement existed that staff got the information they needed to do their job (#4). The greatest progress was perceived on the clarity of the mission statement (#8), and there was mild agreement that the mission is universally shared (#6). The least progress, if any, was the perception that the decision-making process was still vulnerable to personal influence (#5).

Staff Turnover. Implementation of the redesign began in April 1997 and the goal was to be complete by April 1998. The redesign involved the elimination of less than ten positions as well as the creation of others. We can see from Figure 4 that from 1995 through 1997 Casey's turnover rate declined from 9.0 to 7.6 to 6.1 in those years and then increased to 10% in 1998, the year in which the implementation was largely completed. Implementation of the new structure continued into the first half of 1998; a disproportionately higher number of employees left Casey that year.

Figure 4 here

Staff Performance. We see virtually no change, either of central tendency or dispersion, in staff performance from 1994 to 1998. The mean score on the Staff Performance Scale in 1994 was 4.98 (n=113), and 5.00 (n=308) in 1998. (Standard deviations in 1994 and 1998 were .51 and .57, respectively). Substantively, Casey staff moderately agreed that their colleagues engaged in the kinds of behaviors that are thought to lead to positive client outcomes. The means for individual items are shown in Table 1 and they show an inconsistent but general pattern of being slightly less positive in 1998, but this tendency disappears when averaging across individuals.

Discussion

This section will briefly summarize the findings by discussing the research questions this project sought to address. It will also explain the results, adding to their depth and complexity. The section will conclude with necessary cautions because of design and other research weaknesses, and identify objectives for further research.

Research Questions. The first research question involved staff perceptions of the extent of the implementation of changes. While staff indicated the redesign was somewhat implemented to implemented to a great degree, the analysis conducted by the research team found that the redesign was almost completely implemented. This can be explained by the fact that over half of the employees responding to the survey -- direct service workers, secretaries, or supervisors -- were in positions that would be only slightly impacted by the structural changes. This was explicitly a management restructuring that was never intended to change the delivery of services at the point where children and their families have contact with Casey.

The second research question focused on the resolution of organizational problems. Based on the measurement assumption made, the redesign reduced all of the organizational problems identified by the Management Redesign Team. Relatively large gains were made on certain problems such as clarifying the mission and getting employees the information they need to do their jobs. The least progress was in the area of clarifying decision-making processes and protecting these processes from personal influence. Structural efforts to shift power, such as those attempted here, are often compromised or deflected by personal strategies that have the goal of maintaining influence.

Post-hoc, we wondered if any of these organizational issues were associated with one another, or, in other words, are certain issues more pivotal than others? This could indicate that the resolution of certain organizational problems will have a broader influence. The eleven items in Table 3 were correlated with one another to explore this question. Clarifying and adhering to the decision-making process is the most central of the issues being addressed. Six of the ten other items were correlated at a level of 0.40 or better with this item, including clarifying communication channels ($r=0.55$, $p<.001$), administrators respecting the process ($r=0.62$,

p<.001), and getting the information needed to do their jobs (r=0.44, p<.001) (Table not shown). Structural changes that create leadership development opportunities is also of heightened importance in that it is correlated with five out of the ten other items at a level of 0.40 or better. It is associated with clarifying decision-making (r=0.43, p<.001), having a clear sense of future direction (r=0.49, p<.001), program priorities being clearly communicated (r=0.42, p<.001), and administrators respecting the decision-making process (r=0.41, p<.001).

Interestingly, there were a couple items that were not associated with other organizational issues, even though they improved as a result of the redesign. The two items, having a clear mission statement and having a universally shared mission statement (2 items) were weakly associated with other issues.

The third research question focused on staff turnover. Even though turnover is generally low at the Casey Family Programs, it increased by more than 50% during the time when the management redesign was implemented (i.e., 6.1% to 10.0%). The planned elimination of positions contributed a small amount to the turnover rate but cannot account for the entire rise. Structural and process changes, the scale of Casey's management redesign, had extensive impacts on certain workers and the nature of work. Most knowledgeable observers would predict a time of imbalance, of transition, and maybe even upheaval during the implementation and refinement of new structures and processes. In his discussion of organizational change, Bridges (1991) makes a useful distinction between "change" and "transition." Transition has to occur for change to work because the first step of the transition is letting go of the old way of doing things.

Certain organizational problems are going to take longer than others to resolve because they involve more layers of hierarchy and elaborate webs of relationships that must be undone

and then reestablished. Organizational change disrupts communication and supervisory patterns while replacing them with new and hopefully better ones. Relationships between work units, positions, and functions are altered. Restructuring creates and closes organizational sub-units, and redefines roles, responsibilities, and authorities. Staff will make personal decisions about how much change they can tolerate, especially if other job opportunities present themselves.

While not directly comparable, Casey's turnover rate is very low compared to the recent study of child protective services workers done by the Alliance for Children and Families (2001) referred to earlier. The difference is partially due to the differences in the nature of the work, but may also be attributed to the private funding of Casey and past hiring and supervisory practices. Given the higher turnover rates reported for similar kinds of child welfare agencies and the considerable disruption in the agency's way of doing business, the rise in turnover reported here seems modest and perhaps even an acceptable cost of major change.

The final research question of interest was the impact of the management redesign on staff performance. From 1994 to 1998 there was no change in the relatively high perceptions of staff performance. This may be one of the most critical findings of this research -- perceptions of staff performance, and, hopefully, performance itself, did not seem to suffer from large scale management restructuring. On the other hand, however, that there was no improvement in staff performance could be viewed as a negative result for the organization. Even if improving services to clients was not the primary goal of such a lengthy and expensive process, it would be tantamount to other goals, and the lack of improvement could be a disappointment.

How does one explain this last finding? Maintaining such a high level of perceived staff performance throughout a major change process may reflect the high level of respect Casey staff have for one another. Most likely, the finding demonstrates the loose coupling between the

higher and lower levels of Casey's hierarchy. That is, agency managers and direct service workers operate in fairly separate worlds with different performance expectations. At Casey, those working directly with children and families seem to be highly committed to delivering quality services and achieving positive outcomes for their clients. This important ethic, specifically mentioned in Casey's mission statement, is not strongly influenced by changes in structure and administrative process. The good news is that a positive service ethic held by direct service workers is not quickly impacted by management redesign; the bad news is that a negative service ethic is not quickly impacted either.

Caveats. In agency-based research where compromises in research design and measurement are made for the sake of service delivery, we must be cautious about generalizing from a case study of one agency. Notwithstanding the limitations of methodology, documenting the process and outcomes of organizational change does contribute to professional knowledge and practice. The endeavor to discover the underlying tenets of organizational change in a multi-layered, geographically dispersed agency are laudable yet elusive. Measurement and methodological issues may undermine the causal argument that redesigning the structure and management system of a large agency brings about the resolution of specific organizational problems, influences a moderate rise in staff turnover, but does not seem to reduce service quality. The measurement of the baseline variable, staff performance, may have occurred too far in advance of the redesign. Annual staff turnover rates may not be a sensitive enough measure where monthly departure rates would better connect turnover to the timing of redesign implementation.

Certainly the assumption used to associate pre- and post-test measurements of variables is arguable. However, the assessments of change made here were clinically significant (Rubin &

Babbie, 2001). When the researchers presented lists of positive changes and ongoing challenges to a meeting of approximately 200 Casey managers, there was general consensus with the conclusions. Nevertheless, using the same instruments before and after an intervention is better, although agencies rarely do this in practice.

Future researchers examining organizational change can build on this study in many ways. Replications that correct the methodological weaknesses identified here are well advised. Measurements of client outcomes either in a pre-test post-test design or time series design would be highly recommended. In addition, it would be useful to know how much it costs to plan and implement major organizational change and whether efficiencies gained in new designs offset those costs.

References

Alliance for Children and Families, American Public Human Services Association & Child Welfare League of America. (2001). The child welfare workforce challenge: Results from a preliminary study. Washington, DC: Authors.

Bargal, D. & Schmid, H. (1992). Organizational change and development in human service organizations: A prefatory essay. Administration in Social Work, 16(3/4), 1-13.

Brager, G. & Holloway, S. (1992). Assessing prospects for organizational change: The uses of force field analysis. Administration in Social Work, 16(3/4), 15-28.

Bridges, W. (1991). Managing transitions: Making the most of change. Reading, MA: Addison-Wesley Publishing Company.

Cohen, B. J. & Austin, M. J. (1994). Organizational learning and change in a public child welfare agency. Administration in Social Work, 18(1), 1-19.

Drake, B. & Yadama, G. N. (1996). A structural equation model of burnout and job exit among child protective services workers. Social Work Research, 20(3), 179-187.

Edwards, R. L. & Eadie, D. C. (1994). Meeting the change challenge: Managing growth in the nonprofit and public human services sectors. Administration in Social Work, 18(2), 107-23.

Fanshel, D., Finch, S.J., & Grundy, J.F. (1990). Foster children in a life course perspective. New York, NY: Columbia University Press.

Glisson, C. & Hemmelgarn, A. (1998). The effects of organizational climate and interorganizational coordination on the quality and outcomes of children's service systems. Child Abuse & Neglect, 22(5), 401-421.

- Jaffee, B. & Kline, D. (1970). New payment patterns and the foster parent role. Washington, D.C: Child Welfare League of America.
- Le Prohn, N. S. (1993). Relative foster parents: Role perceptions, motivation and agency satisfaction. Unpublished doctoral dissertation, University of Washington, Seattle, WA.
- Koeske, G. F. & Kirk, S. A. (1995) The effect of characteristics of human service workers on subsequent morale and turnover. Administration in Social Work, 19(1), 15-31.
- Macy, B. A. & Mirvis, P. H. (1976). A methodology for assessment of quality of work life and organizational effectiveness in behavioral-economic terms. Administrative Science Quarterly, 21(2), 212-26.
- Martin, P. Y. & Whiddon, B. (1988). Conceptualization and measurement of staff performance. Public Productivity Review, 11(3), 15-25.
- Norman, A. J. & Keys, P. R. (1992). Organization development in public social services – The irresistible force meets the immovable object. Administration in Social Work, 16(3/4), 147-65.
- Patti, R. J. (1985). In search of purpose for social welfare administration. Administration in Social Work, 9(3), 1-15.
- Royse, D. (1992). Program evaluation: An introduction. Chicago: Nelson-Hall.
- Rubin, A. & Babbie, E. (2001). Research methods for social work, 4th edition. Belmont, CA: Wadsworth/Thomson Learning.
- Schofield, R. G. (1986). Quality circles: Introducing change in educational systems. Social Work in Education, 8(4), 220-30.

Siefert, K., Jayaratne, S. & Chess, W. A. (1991). Job satisfaction, burnout, and turnover in health care social workers. Health and Social Work, 16(3), 193- 202.

The National Center on Addiction and Substance Abuse at Columbia University (CASA) (2001). Foster care youth survey report. New York City. NY: Author.

Walsh, J. A. & Walsh, R. A. (1990). Quality care for tough kids. Washington, D.C: Child Welfare League of America.

Figure 1. Timeline of Redesign Events at Casey Family Programs

1994	- Mission Statement changed
1994	- Baseline data on staff performance collected
September 1996	- Management Redesign Team (MRT) begins
1996-97	- MRT collects data, analyzes, and plans
February 1997	- MRT proposes redesign
April 1997	- Transition Team starts implementation of redesign
April 1998	- Target date for completion of redesign
September 1998	- Survey administered to all Casey staff

Figure 2. Casey Family Programs Problems and Management Values³

Management Values	Organizational Problems
<ul style="list-style-type: none"> ◆ Managers have a responsibility to clearly communicate with their staff about the direction of the organization, and their staff's individual and collective responsibilities to move in that direction. ◆ Managers are responsible for providing a clear link between an employee's work, Casey's strategic goals, and performance evaluations. ◆ Managers have a responsibility to obtain feedback about their leadership effectiveness. ◆ Managers need to think of their staff as their customers who deserve their support. ◆ Managers need to manage by outcome measures and allow their staff the room for initiative, innovation and creativity in reaching those outcomes. ◆ Managers need to respect and honor the decision making structure of the organization. ◆ Managers are expected to support and facilitate continuing organizational change. ◆ Managers should encourage and model effective utilization of technology in order to facilitate communication throughout the organization. ◆ Managers will utilize day to day learning events and opportunities as part of ongoing training for staff. ◆ Managers are responsible for creating a climate where cultural competence is valued, appreciated and expected. Managers are expected to create this climate via methods which include consistent demonstration of their own competence, and the provision of training which is focused on improving the competence of the staff. 	<ul style="list-style-type: none"> ◆ Decision making: decision making processes are perceived to be cumbersome and not always rational or explicit. ◆ Communication: communication within the organization is often unclear in its content, and is often incomplete in its distribution. There is a perceived lack of consistent standards around communication. ◆ High Influence Culture: Lack of clarity around decision making has led to Casey's becoming a culture where personal influence can be useful in promoting individual agendas, team, department or division needs which may not match organizational priorities. ◆ Lack of shared mission: there is a shared perception the whole organization does not share a vision of Casey's mission, and that different groups "own" different parts of the mission. This is frustrating and counter productive. ◆ Competing priorities: There is much work to do and staff struggle to make appropriate choices. It is unclear who has authority to generate projects, and who has the authority to terminate projects. In the current structure, work is generated in many places and there has not been an effective mechanism for deciding upon and coordinating work. As individuals, we hold tightly to "our" work and become unable to contribute to "other people's" work. ◆ We-They Attitudes: Headquarters (HQ) and Division staff perceive a tenacious and debilitating sense of "we and they" at Casey. This tension is most often felt and expressed between Divisions and HQ but appears in other contexts as well. This produces barriers to working together productively. ◆ Leadership development: there is a lack of advancement opportunities, and there is a structure which does not encourage the growth of leadership.

Figure 3. Partial Depictions of Organizational Structure Before and After Management Redesign

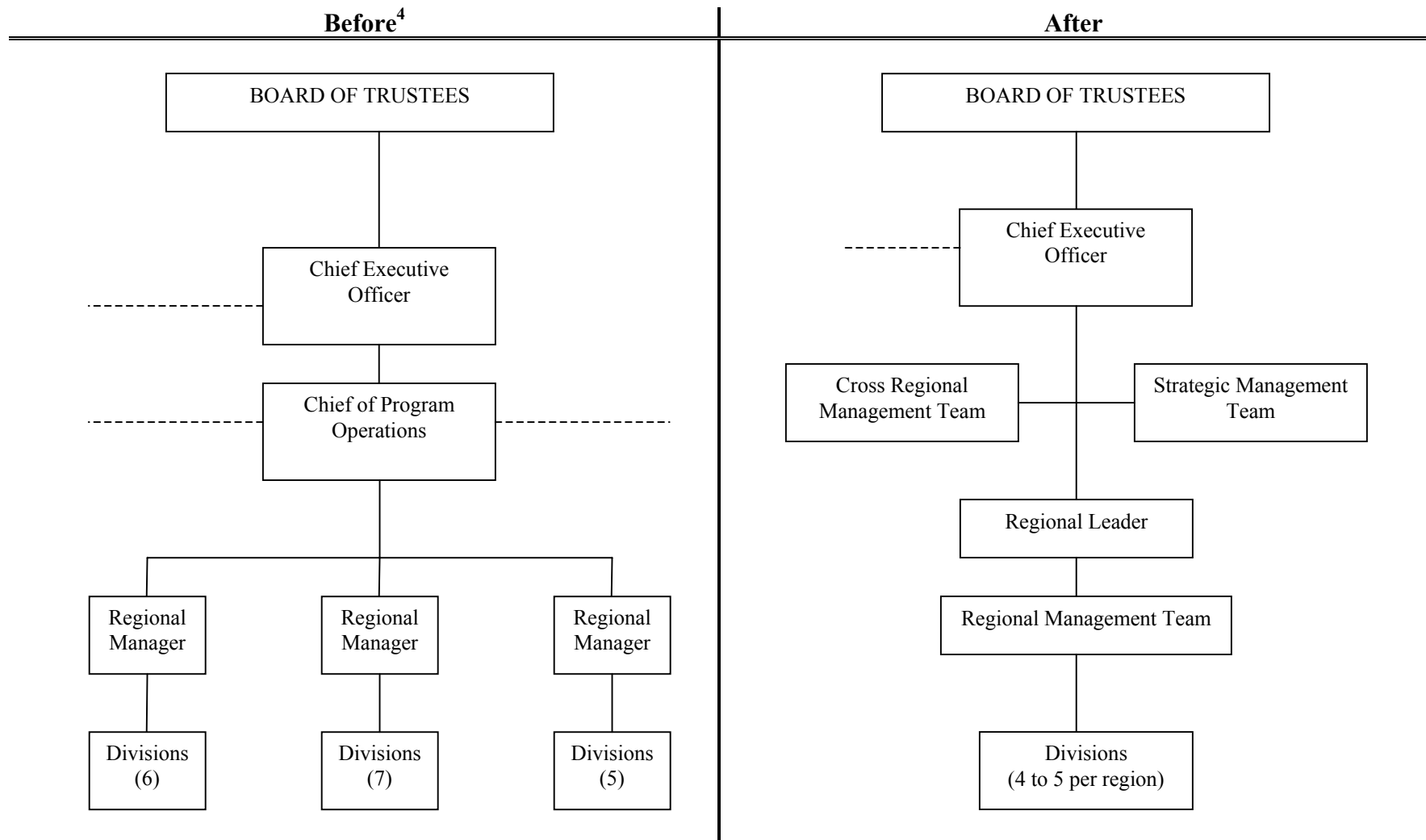


Table 1. Abbreviated Staff Performance Scale.*

	1994 Mean	1998 Mean
In general, my colleagues at Casey ...		
1. Are energetic on the job.	5.2	5.0
2. Try to find the best alternative in offering service to children, families or other work units	5.5	5.3
3. Take pride in their individual work	5.6	5.4
4. Work cooperatively with other staff	5.5	5.0
5. Seem satisfied to just “go by the book” in offering services to their customers**	2.1	2.5
6. Demonstrate knowledge and make use of professional skills necessary for their work	5.4	5.2
7. Seem to want to be told what to do**	2.0	2.3
8. Demonstrate flexibility in working with children, families or other work units	5.2	5.0
9. Seldom make use of other community resources when they might be appropriate for customers**	1.8	2.3
10. Seem interested in putting extra effort into doing their jobs well	5.4	5.2

*Scoring: 1=strong disagreement; 2=moderate disagreement; 3=mild disagreement; 4=mild agreement; 5=moderate agreement; 6=strong agreement.

**Reverse score when computing scale score.

Table 2. Composition of Sample by Position and Response Rate by Position.

Position	Percent of Sample	Response Rate ^a
▪ Direct Service Provider (Case Assistant, Social Worker)	53.5%	47.4%
▪ Secretary or Office Administrator	14.2	58.2%
▪ Headquarters Manager or Director	7.3	95.2%
▪ Division Director or Regional Leader	6.2	77.2%
▪ Social Work Supervisor	4.7	54.1%
▪ Headquarters staff member	12.4	47.8%
▪ Other	1.8	n/a
Total	100.1% (n=275)	

^a Based on the estimated number of regular staff members in September 1998.

Table 3. Overall Staff Rating of Redesign Implementation

Degree of Implementation	Percent
• Not at all	0.3%
• To a small degree	13.5
• Somewhat	41.7
• To a large degree	41.3
• Completely	3.1
Total	100.0 (n=288)*

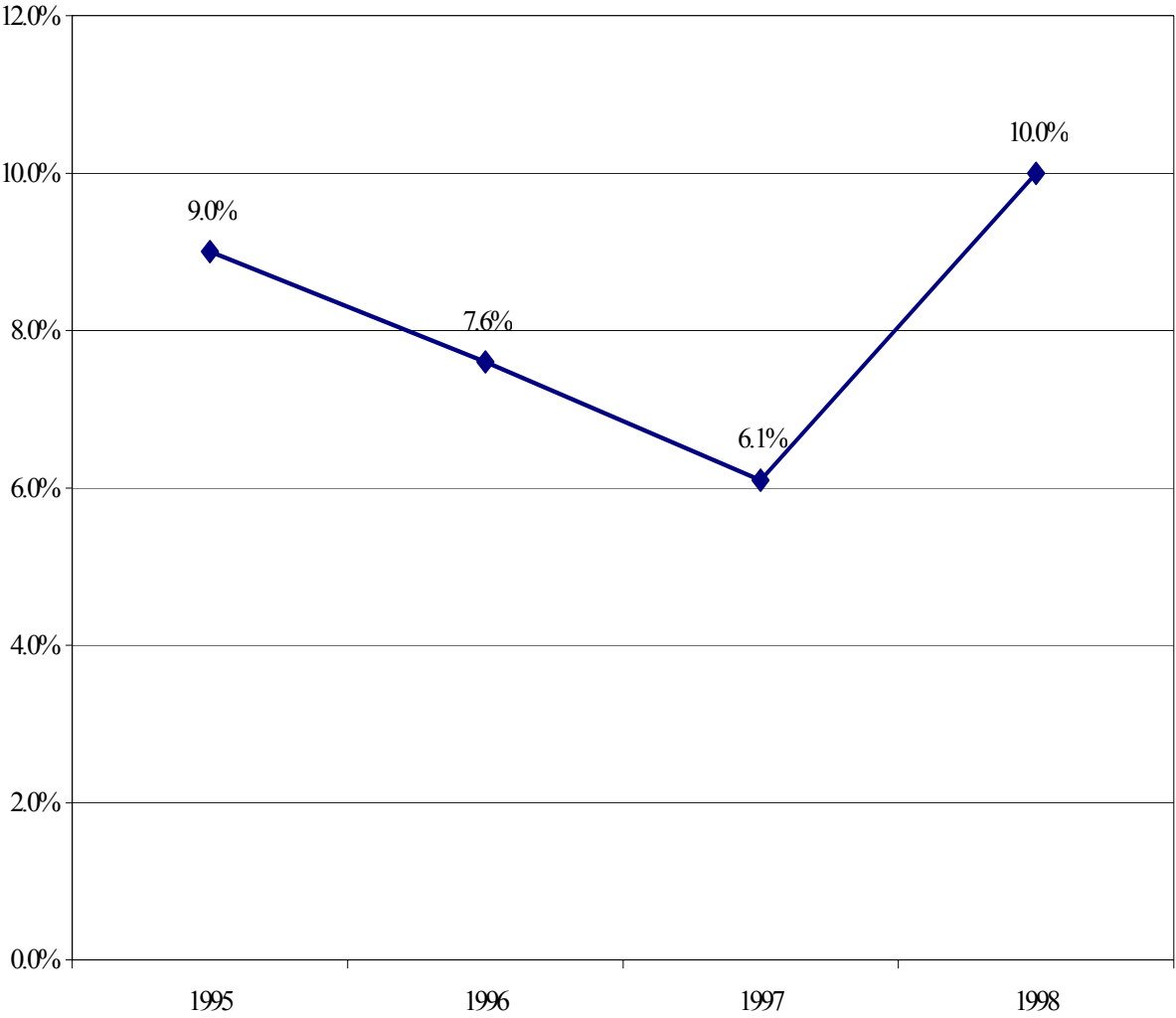
* 23 nonresponses on this item.

Table 4. Staff Perceptions of Organizational Aspects Related to Redesign Objectives*

Survey Item	Mean Score	Percent Who Agree
<u>Decision Making</u>		
1. The process for making decisions is clear, consistently communicated and adhered to	3.5	53.9%
2. Administrators respect the decision-making structure	4.2	80.0
<u>Communication</u>		
3. There is clarity regarding proper channels for communication	3.8	59.4
4. I get the information I need to do my job	4.5	82.6
<u>High Influence Culture</u>		
5. The decision making process is not vulnerable to personal influence	3.3	45.6
<u>Lack of Shared Mission</u>		
6. The organizational mission is universally shared	4.2	74.3
7. I have a clear sense of the future direction of the organization	4.0	69.7
8. The organizational missions is clear	4.6	84.6
<u>Competing Priorities</u>		
9. Program priorities are clearly communicated	4.3	77.0
<u>We-They Attitudes</u>		
10. Interactions between HQ and other work units are positive	4.3	81.0
<u>Leadership Development</u>		
11. The new organizational structure creates opportunities for leadership development.	4.1	72.2

* Scoring: 1=strong disagreement; 2=moderate disagreement; 3=mild disagreement; 4=mild agreement; 5=moderate agreement; 6=strong agreement.

Figure 4. Annual Casey Staff Turnover Rate by Year



¹ For a plus or minus 5% margin of error, an organization needs a minimum of 217 responses for a population size of 500, so we exceeded that threshold by a considerable amount (Royse, 1992, p. 160).

² Respondents seem to have been concerned that their responses could be identified even though the promise of anonymity was given. They could probably see that the demographic data could be analyzed in a manner to isolate individual's responses.

³ Taken directly from *The Casey Family Program Management Redesign Team Final Report*. Problems are on pages 2 and 3; management values on page 21.

⁴ Based on Organizational Chart, June 25, 1996.