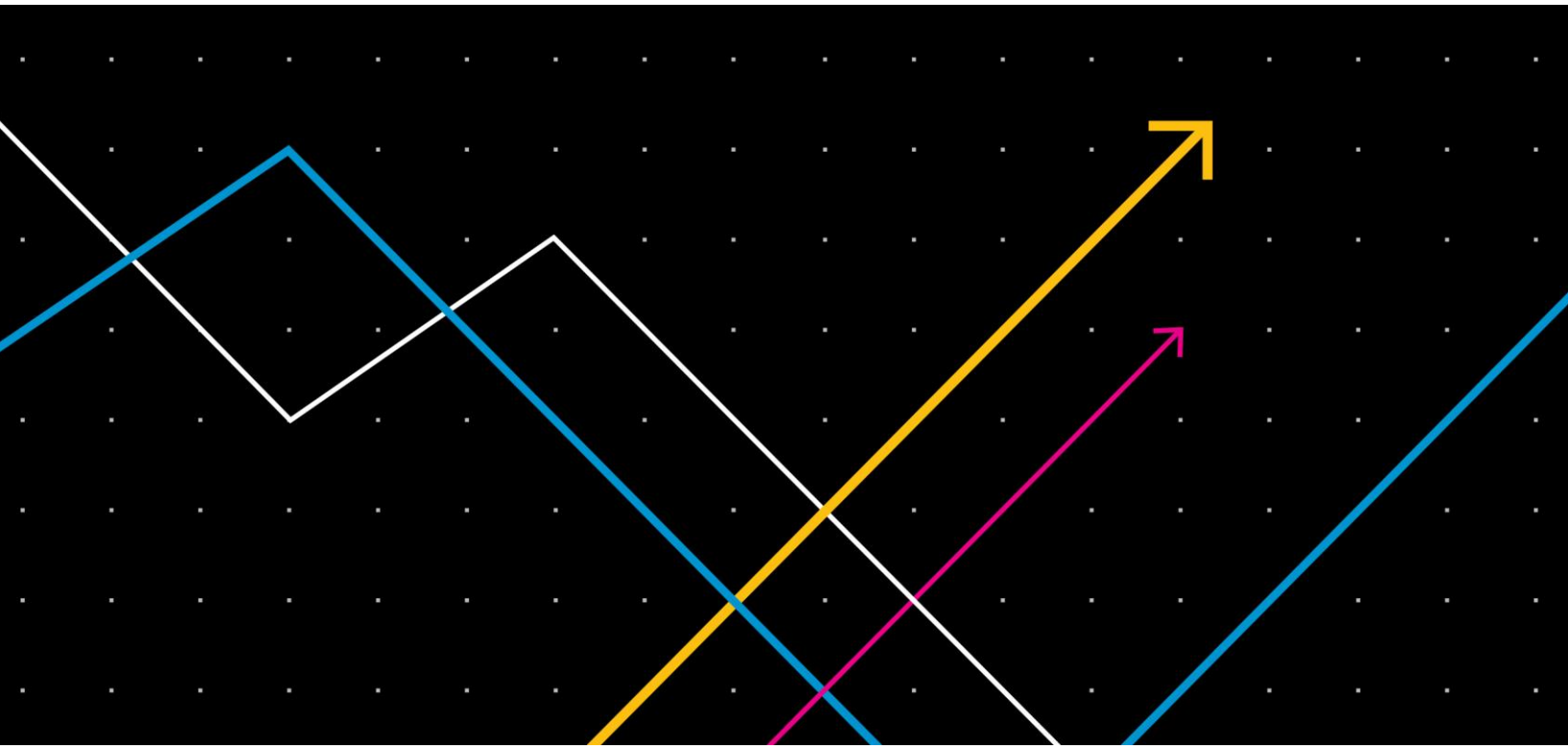

RESEARCH REPORT

Measuring Progress for the Seattle Housing Authority–Seattle Public Schools Partnership

Tools to Develop a Measurement Framework

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Introduction

This report is the final deliverable under a one-year contract between the Urban Institute (Urban) and the Seattle Housing Authority (SHA) to evaluate their ongoing partnership with Seattle Public Schools (SPS) and to provide technical assistance to support the partnership's development.

SHA and SPS recognize that going forward they must balance the need for continued internal investments in the health of the partnership itself with new investments in direct services and community engagement. An earlier Urban report (Galvez, Gallagher, and Brennan 2017) outlined four sets of recommendations to help SHA and SPS prioritize each type of activity. This report builds on those recommendations, with guidance on how the partnership can measure ongoing progress toward services integration and systems change efforts, as well as possible expansion toward collective impact efforts that incorporate additional community partners.

We draw from the literature on interagency partnerships and collective impact efforts to provide some context on partnership models that are relevant to the SHA-SPS effort and to describe the prevailing conceptual frameworks related to measuring partnership efforts and progress. Included in this report are sample measures and indicators of partnership development that can be adapted by SHA-SPS and tracked over time. Appendix A provides a sample survey tool that can be similarly revised for the SHA-SPS partnership. We focus on concepts and measures relevant to tracking systems-level partnership progress, but as SHA and SPS move toward new service delivery models it will be critical to also develop student- and family-level outcome measures that speak to the common problems that initially motivated the two agencies to launch the partnership.

Understanding Partnership Models and Measurement

Partnerships may take many forms, from relationships between two service providers with common clientele (e.g., cross-agency partnerships) to multipartner initiatives with complex community change goals (e.g., collective impact efforts). Underlying each partnership model are efforts to fundamentally change how organizations and their employees approach service delivery and interact. The literature discussed below provides some conceptual frameworks for understanding different stages of partnership development along a continuum or spectrum of partnership models, which also provides useful frameworks for measuring partnership progress and health.

Partnership Models

Drawing from Burt and Spellman (2007), Dennis, Cocozza, and Steadman (1999), and Kania and Kramer (2011), three key concepts provide a framework for understanding partnerships and tracking potential evolution from cross-agency cooperation toward broader community-wide efforts. The concepts used to measure partnership health tend to focus on progress towards achieving each type of partnership.

- **Services integration** refers to the ability of two distinct organizations to align and coordinate their services for shared clients. Rather than addressing client service needs separately, partners with integrated services provide a coordinated, cohesive service plan. Partners stop short of changing core services or internal functions because of the partnership.
- **Systems change** refers to organizational changes within partner agencies that reorient each agency's activities toward more collaborative decisionmaking and achievement of common goals for the families they share. This may include either new goals the partnership created or existing goals both agencies share.
- **Collective impact** goes beyond collaboration between two agencies to recognize and include all the community stakeholders and partners necessary to achieve the desired outcomes for those whom the partnership seeks to serve. Because of the complexity of such an effort, collective impact often requires additional administrative infrastructure to ensure effective coordination.

Table 1 provides some current examples of each partnership model, drawn from the field. Services integration and systems change are currently the most relevant to SHA and SPS's partnership trajectory, although a multipartner or collective impact effort may evolve from the core partnership over time.

In this section, we focus first on the tools and concepts used to capture progress toward services integration and systems change. Collective impact efforts are discussed in the section that follows.

TABLE 1

Partnership Models and Examples

Partnership type	Measurable characteristics and mechanisms	Examples from the field
Services integration and systems change	Money, power, knowledge, technology, skills, attitudes, ideas, values, habits	Housing and Education Partnerships[a] Housing and Child Welfare Partnerships[b] Jail and Community Partnerships[c] Education and Workforce Partnerships[d] Housing and Health Care Partnerships[e] Medical-Legal Partnerships[f]
Collective impact	Common agenda, shared measurement system, mutually reinforcing activities, continuous communication, backbone support organization	Strive Together[g] Vibrant Communities[h] Alignment Nashville[i] Opportunity Chicago[j] Memphis Fast Forward[k]

[a] Megan Gallagher, *Developing Housing and Education Partnerships: Lessons from the Field* (Washington, DC: Urban Institute, 2015).
[b] Martha R. Burt, Maeve E. Gearing, and Marla McDaniel, *Evolution in Programs Offering Supportive Housing to Child Welfare–Involved Families: Services Integration and Systems Change at the Half-Way Point* (Washington, DC: Urban Institute, 2016).
[c] Janeen Buck Willison et al. *Process and Systems Change Evaluation Findings from the Transition from Jail to Community Initiative* (Washington, DC: Urban Institute, 2012).
[d] Hamutal Bernstein and Ananda Martin-Caughey, *Changing Workforce Systems: A Framework for Describing and Measuring Systems Change* (Washington, DC: Urban Institute, 2017).
[e] Mark Johnston, William Snow, and Karen Deblasio, "Linking Housing and Health Care Works for Chronically Homeless Persons," *Evidence Matters*, Summer 2012, 17–26.
[f] "Resources," George Washington University, Milken Institute School of Public Health, National Center for Medical-Legal Partnership, accessed November 16, 2017, http://medical-legalpartnership.org/resources/.
[g] Strive Partnership, *Building the Partnership to Maintain the Roadmap* (Cincinnati: Strive Partnership, n.d.).
[h] FSG, "Collective Impact Case Study: Vibrant Communities" (Washington, DC: FSG, 2013).
[i] Alignment Nashville, *All In: Alignment Nashville Annual Report, 2015* (Nashville: Alignment Nashville, 2015).
[j] FSG, "Collective Impact Case Study: Opportunity Chicago" (Washington, DC: FSG, 2013).
[k] FSG, "Collective Impact Case Study: Memphis Fast Forward" (Washington, DC: FSG, 2013).

Achieving Systems Change through a Continuum of Organizational Change

Burt and Spellman (2007) present five stages of organizational change that help agencies move first toward services integration and ultimately toward systems change and collective impact. We discuss the first four stages in this section and discuss the fifth—coordinated community response, which is often associated with collective impact—separately below. The stages are not necessarily mutually exclusive, but they can be used to benchmark a partnership's progress:

1. **Isolation.** Agencies do not recognize or acknowledge the experience of families served by other systems and do not communicate about shared concerns or potential strategies. Some agencies may even experience distrust, misinformation, or "turf wars" when operating in isolation.
2. **Communication.** Communication is the first step toward cross-agency partnership. Agencies share information about the resources they have available, the types of services they offer, and the legal and regulatory constraints under which they operate. Communication may happen at every staff level from frontline to leadership. Although agency staff communicate with staff of another agency by meeting together or sitting on joint committees, they may still lack an understanding of how each agency operates or what staff communication may contribute to an interagency partnership.
3. **Coordination.** At this level, each partner's goals, services, and processes remain the same, but each is working in a way that acknowledges and aligns with the other to make services more accessible to those they both serve. Staff begins working together in several possible ways, including cross-training of agency staff, interagency teams that provide coordinated services to families, or colocation of services where families can connect with both agencies in one place. Although agencies are working toward services integration, no significant changes have occurred in the agencies themselves.
4. **Collaboration.** Collaboration across agencies looks very different than coordination. Collaboration necessarily involves agency leadership that works together to develop shared goals and then establishes new policies and procedures within their own agencies to prioritize and promote work that support the interagency goals. Because policies and procedures are established, collaboration does not ebb and flow with staff or leadership changes. It is integrated into business as usual across agencies. These types of collaborative changes within agencies lead to systems change.

Measuring Organizational Change and Progress Toward Systems Change

How can agencies and partnerships measure their progress along this continuum of organizational change, as markers of their progress toward services integration or systems change? The SHA-SPS partnership has moved well past isolation, and is actively making progress toward interagency communication, coordination, and collaboration. How can this progress be measured and tracked over time?

Greiff, Proscio, and Wilkins (2003) outline five "building blocks" of organizational change that are useful indicators in tracking progress as agencies go from isolation to collaboration, from siloed agencies to systems change: power, money, knowledge, attitudes, and habits. Each calls attention to the meaningful ways that organizations can change when they begin working in partnership with other organizations.

- **Money.** Money is the primary indicator of an agency's priorities. A shift in the allocation or prioritization of funding indicates a change in the system. For example, resources such as staff time may be shifted to support interagency partnership work.
- **Power.** Power in an agency is often recognized through formal roles and how staff in those roles are authorized to carry out the agency's work and priorities. For example, if leadership in each agency commits to the work of the partnership by regularly attending interagency meetings, that is an indicator of change. If each agency has a formal role committed to maintaining the work of the partnership, that is also an indicator of change that demonstrates the agency has authorized staff to work toward partnership goals.
- **Knowledge, technology, skills.** Organizational change can also be recognized in new knowledge among staff about the work of other agencies, or a new understanding of best practices for collaborative service provision. It is also recognized in new technology that allows staff to work across agencies, such as a shared database or common intake process. Often, these changes can be observed through cross-training among agency staff in support of the partnership's work.
- **Attitudes, ideas, and values.** Interagency partnerships promote a new understanding of shared clients, common challenges, shared goals, and common measures of success for the partnership's goals. Staff at all levels of the agency should understand and be able to articulate the partnership's goals.
- **Habits.** Interagency partnerships change business as usual for each agency. New ways of working are developed to support the partnership's work. Changes in habits are often observed

through changes to agency operating procedures and manuals that incorporate the work of the interagency partnership.

Table 2, discussed in the Sample Tools section, presents some partnership process indicators used in other interagency partnerships to measure progress along the continuum from communication to collaboration, based on these five building blocks of services integration and systems change. The SHA-SPS partnership has made progress on several of these indicators. Regular measurement of indicators of each of the five building blocks will allow the partners to understand partnership strengths and weaknesses over time.

For example, Burt and Spellman (2007) discuss interagency teams as a common sign of organizational change driven by an interagency partnership and often indicative of a shift in organizational power or habits. Teams can be organized on three levels: frontline staff, middle management, and agency directors or senior staff. The idea is that once *all three* levels of interagency teams are in place, innovation and problem-solving can happen in real time and within each team. The three levels include the following:

- **Frontline staff** from each agency that organizes as an interdisciplinary team. This team meets regularly (commonly once a week) to coordinate direct services for families and troubleshoot challenges or barriers to services. When this team repeatedly runs into the same coordination challenges, the issue is raised to the middle management team.
- **Middle management staff** from each agency is organized as a troubleshooting committee that meets regularly (commonly once a month). Members of this committee should have the authority to change procedures and policies in their agency to make coordination easier.
- **Agency leaders** also meet regularly as a policy committee (commonly once a quarter). When the middle management committee encounters problems it cannot resolve, it brings them to this committee, members of which should have the power to make the organizational changes needed to prioritize interagency collaboration and the partnership's ultimate goals.

These teams ideally allow common challenges to emerge organically over time, with issues a frontline or middle management team cannot resolve elevated to a higher-level team with the authority to interpret or change organizational policies and remove barriers for continuing collaboration. Though the SHA-SPS partnership has achieved these staff teams at the middle management and agency leadership levels, disconnects persist among frontline staff. This is in part because SHA and SPS services are not easily coordinated. A challenge for the partnership will be to establish deeper relationships

among frontline staff at the two agencies that can both inform the partnership and improve services to shared students and families.

Coordinated Community Response

In addition to the four stages described above, Burt and Spellman (2007) identify an additional level of collaboration involving not just an interagency partnership but also all the critical systems and actors needed to achieve the desired outcomes for a specific community. Coordinated community response involves both services integration and systems change and goes beyond partner collaboration in several key ways. In addition to developing the building blocks of change discussed above, partner agencies also establish feedback processes from a wide range of stakeholders to establish how partnership efforts are going and where things could be improved.

Some of the most important feedback comes from the community and stakeholders the partnership seeks to serve. Many partnerships go beyond simply soliciting community feedback on decisions or partnership activities, to involving clients or target populations themselves in the co-creation of partnership goals and activities. This is particularly relevant to the SHA-SPS partnership. The partners drew on community input from key stakeholders, including staff and families, as part of an intensive planning process. An Urban recommendation to SHA and SPS for the next phase of partnership development is to incorporate meaningful, culturally relevant community input and feedback into all aspects of their ongoing work.

Because coordinated community response involves additional systems and commonly identifies one agency as the lead for the partnership's work, this level of partnership starts to look and feel much like the collective impact framework. In the SHA-SPS context, the partnership has not yet involved systems outside of the two partners themselves, but it can nevertheless borrow these insights related to incorporating community members into the development process.

Collective Impact Approaches

To this point, we have discussed partnerships that involve two main agencies or systems. Collective impact recognizes that large-scale social change comes from cross-sector, multiagency coordination. Although a partnership between a PHA and school district can lead to systems change, addressing the complex root causes of the challenges facing SHA-SPS students and families to create a foundation for improved educational or economic outcomes will likely require additional partners. The most successful collective impact efforts are focused on a shared result for a target population, not the coordination or collaboration itself, and are committed to doing whatever it takes to achieve the result.

However, achieving collective impact requires more than just adding more partners. It calls for a new way of working together that focuses on shared goals and shared accountability. It also requires a certain level of infrastructure to coordinate the actions of many partners in pursuit of their shared goals.

Collective impact is a relatively new concept, and the field is still trying to understand how to characterize and measure ambitious collective impact efforts and outcomes. In an early framework, Kania and Kramer (2011) outlined five necessary conditions for collective impact, which others have adapted and expanded for different contexts.

- **Common agenda.** Collective impact depends on a common vision to improve specific conditions of well-being for a specific group of people. A common vision is not "all good things for all people" but is a focus on "moving the needle" for a defined outcome. Such an agreement often relies on a common understanding among stakeholders of the core problem and of the factors contributing to it.
- **Shared measurement systems.** The collective impact approach should be guided by the continuous collection and analysis of data, often on a deeper level than is usually the case for any one partner. Data are disaggregated to reveal disparities and to understand how targeting specific populations might promote the well-being of an entire population. Partners learn to work within the limitations of the best available data to them while building capacity to develop more sophisticated data needed to fully understand challenges, progress, and potential solutions. To understand progress toward population-level results, partners must have a shared definition of success and measure the performance of specific strategies, making changes based on what is learned. Successful initiatives engage in emergent learning by inviting a broad range

of actors, including community members, to participate in understanding what has happened and what has been learned, then co-creating what it would take to get better results.

- **Mutually reinforcing activities.** Collective impact asks partners to identify and act on the unique contribution they can each make to the shared target result. Partners must embrace adaptive leadership and build the capacity to try new strategies and respond to constantly changing conditions. The most successful strategies are aimed at systemic factors and, unlike programs, provide a pathway to moving results for full populations.
- **Continuous communication.** Continuous communication is most often achieved through meetings among partners. Initiatives establish various types of structures to facilitate these meetings, from leadership tables to advisory councils to action networks. Key to continuous communication is the development of trust and a common vocabulary. By understanding each partner's responsibilities and constraints, partners can more effectively align their activities.
- **Backbone support organizations.** Collective impact efforts need a home. Whether they are called backbone organizations or anchor institutions, the work of the initiative requires a separate staff to maintain the continuity and quality of collaboration.

Measurement in Collective Impact

Because of the long-term and wide-ranging nature of collective impact efforts, key evaluation questions include what to measure and when. The Collective Impact Forum's (Preskill, Parkhurs, and Solansky Juster 2014) framework emphasizes a continuous learning approach, with measurement integrated into a regular cycle of planning and implementation of activities as they evolve over time from the early years of implementation to the later years of impact and outcome measurement.

- **Early years/implementation.** As the initiative is developed, measurement focuses on steps taken to design and implement the five conditions of collective impact. These measures echo many of the stages of organizational change on the pathway to *services integration*.
- **Middle years/intermediate outcomes.** These measures look much like the building blocks for *systems change* discussed above. These key shifts in the way people and organizations do their work are precursors to the ultimate goals and reason for creating the cross-sector partnerships. Some of these changes go beyond organizational change to include social norms

and public policies. The indicators of these intermediate outcomes can be measured as changes in patterns of behaviors and the way systems operate.

- **Later years/impact.** Impact is where collective impact goes further than services integration and systems change. Local administrative data is used to track changes in outcomes at the population level, like chronic absenteeism among all students in a target school district or grade-level proficiency among all students in a target neighborhood. Data can also be collected at the individual or program level to better understand which strategies are working and for whom.

This long-term approach to measurement over time offers opportunities for a focused look at what works well, gaps in development, and ways the initiative might move forward. Evaluation at each of these measurement moments will also provide a picture of how the collective impact effort is evolving and perhaps strengthening over time.

Sample Measurement Tools

The literature reviewed above suggests some measurable activities and behaviors for interagency partnerships and collective impact efforts. Whereas the scale and outcome goals may vary for a two-agency or two-system partnership compared with a more extensive collective impact effort, similar concepts and tools can be used to track progress toward building and sustaining a successful partnership and moving from process-oriented to outcome-oriented goals.

Indicators of Services Integration and Systems Change

Table 2 presents some sample partnership process indicators used in other interagency partnerships to measure progress along the continuum from communication to collaboration. These indicators look for the building blocks of both services integration and systems change.

These indicators can be measured frequently (e.g., quarterly) to understand where partnership growth is occurring, where it is stalling, and which building blocks may be harder to develop. They can be adapted to prioritize and highlight factors important or relevant to the SHA-SPS context, as determined by partners.

Survey Tool to Track Partnership Change over Time

Appendix A presents a sample partnership survey developed by Urban and used by Feeding America's Collaborating4Clients collective impact pilot sites[1] to track change over time in each of their partnerships. The survey is designed to explore partners' perceptions of the conditions for effective collective impact and can also be relevant to a cross-agency partnership pursuing services integration and systems change.

The first survey wave should be considered a baseline intended to reveal areas where the partnership can grow. Survey results will then change as the partnership evolves over time. Additionally, certain topics or areas may mean different things to different partners and even to the same partners at different points in time. The survey is not meant to be an explicit statement on partnership performance, but rather it is a periodic assessment of areas of strength, potential challenges, and opportunities for growth.

Finally, survey results are shaped by the pool of respondents reached and are the most useful when respondents include meaningful representation from across the full range of partners in an initiative. Partners are likely to have different perspectives depending on their roles, how involved they have been in initiative development or activities, and their organizational background. The survey will provide more useful and meaningful insights if a wide range of partners participate.

TABLE 2

Indicators from Communication to Collaboration

Indicator	Services integration	Systems change
Money	▪ Shift in existing money for shared activities (agency dollars; changes in agency budget allocations) ▪ New money for shared activities (agency dollars; routine or special agency budget allocations) ▪ New priorities or criteria for allocating funding toward shared activities (agency dollars; agency budget priorities)	▪ Shared funding streams; pooled funding (dollars; partnership budget allocations) ▪ Recurring funding sources for partnership work (dollars; years of partnership budget allocations)
Power	▪ Interagency teams at frontline, middle management, and leadership levels (number of meetings; staff attendance at meetings) ▪ Staff/resources allocated to shared activities and partnership work (number of staff; percentage of time on partnership; level of staff)	▪ Formal partnership coordinator (number of staff) ▪ Formal partnership policies and procedures (number of documented partnership policies and procedures)
Knowledge, technology, skills	▪ Clear understanding of roles ▪ Shared information ▪ Shared best practices (number of shared practices, i.e. motivational interviewing) ▪ Changes to job descriptions to prioritize partnership work (number of job descriptions with partnership references)	▪ MOAs that formalize roles, responsibilities, strategies (MOA; updates) ▪ Shared data system (number of users in data system; number of records in data system; number of records as share of target population) ▪ Shared data definitions and performance measures (number of measures; number of months data reported)
Attitudes, ideas, values	▪ Shared understanding of problem ▪ Shared outcomes (number of agency documents that discuss shared outcomes—annual reports, board reports) ▪ Shared eligibility criteria (number of programs using shared eligibility criteria)	▪ Targeting and prioritization for services (number of programs that prioritize shared clients) ▪ Joint strategies ▪ Joint family engagement to co-design goals and strategies (number of clients involved in program design activities; number of client feedback mechanisms)
Habits	▪ Joint assessments; service plans (share of common clients with joint service plan) ▪ Common referral pathways and shared application procedures (number of services accessible through shared application) ▪ Colocated services/staff (number of colocated services/staff)	▪ Cross-training for new/current staff (number of trainings; number of staff who have participated) ▪ Navigator or single point of contact for families in both systems (number of providers and services referred to by navigator)

Notes: Partnership process indicators are listed in parentheses. MOA = memorandum of agreement.

Measures of Collective Impact Initiatives

As discussed, collective impact measurement models reflect many of the same elements used to measure efforts geared toward services integration and systems change, but they go beyond agency

and partner-level process goals to also include population or community-level outcome measures. For the design and intermediate periods of initiative development, the Collective Impact Forum (Preskill, Parkhurst, and Solansky Juster 2014) offers several indicators of progress toward development goals that echo the indicators presented in Table 2. However, collective impact initiatives must also incorporate administrative data to track client outcomes.

Early Years/Design and Implementation

Measurement focuses on designing and implementing the five conditions of collective impact, which echo elements on the pathway to services integration

TABLE 3

Sample Measures of Design and Implementation Stage Progress

Conditions of collective impact	Mechanisms to observe and measure
Common agenda	▪ Common agenda created across multiple sectors ▪ Common understanding of the problem ▪ Consensus on ultimate goals ▪ Clearly articulated strategies
Backbone infrastructure	▪ Infrastructure to guide vision and strategy ▪ Ensures alignment of activities ▪ Supports collection and use of data
Mutually reinforcing activities	▪ Collective plan of action ▪ Coordination of activities ▪ Filled gaps and reduced duplication
Shared measurement	▪ Quality data on meaningful indicators available ▪ Funding and resources for technology platform
Continuous communication	▪ Structures and processes to stay informed ▪ Structures and processes to engage external stakeholders

Source: Hallie Preskill, Marcie Parkhurst, and Jennifer Splansky Juster, *Guide to Evaluating Collective Impact* (Washington, DC: FSG, 2014).

Middle Years/Intermediate Outcomes

Intermediate outcomes for collective impact look much like the building blocks for systems change, with indicators measuring changes in patterns of organizational behavior and how systems operate.

TABLE 4

Sample Measures of Intermediate Progress

Intermediate outcomes	Changes to observe and measure
Changes in patterns of behaviors	▪ **Changes in individual behaviors**: changes in behavior among members of the target population (e.g., diet, work habits, attendance) ▪ **Changes in professional practices:** changes in the way formal actors (e.g., medical care providers, educators, social workers) and organizations/institutions approach their work
Changes in systems	▪ **Changes in funding:** shifts in the flows of funds, improved alignment of existing resources, and increased funding for CI-related activities ▪ **Changes in cultural norms:** changes in social patterns and expectations of the way people behave ▪ **Changes in public policy:** changes in laws, regulations, and ordinances relevant to the CI initiative's goals

Source: Hallie Preskill, Marcie Parkhurst, and Jennifer Splansky Juster, *Guide to Evaluating Collective Impact* (Washington, DC: FSG, 2014).
Note: CI = collective impact.

Late Years/Impact Measures

Impact expectations are where collective impact goes further than services integration and systems change. Collective impact is only done in pursuit of an outcome goal for a target population, and not just for the sake of improved agency collaboration. Mature collective impact initiatives measure their impact by the population- or community-level outcomes achieved.

Local administrative data are used to track changes in outcomes at the population level, like chronic absenteeism among all students in a target school district, or grade-level proficiency among all students in a target neighborhood. Unique program data can also be collected at the individual or program level to better understand which strategies are working and for whom. The measures and data used to track population- and community-level outcomes will necessarily be unique to each initiative and require collaboration among partners to determine which measures will be collected and how. Identifying outcome indicators and then accessing, collecting, and analyzing these data to determine change over time can be challenging and often requires multiple levels of collaborations across partner agencies.

Applying the Tools

The concepts and sample tools discussed above are intended to provide SHA and SPS with a conceptual framework and some starting points to design a partnership measurement plan. Ideally, elements from tables 2, 3, and 4 can be adapted, refined, and integrated into a dashboard or scorecard that can be updated and monitored over time—with goals established for each milestone or indicator.

Measurement needs will inevitably evolve and expand over the life of a partnership, from tracking a partnership's stability and health through primarily process and input measures to tracking progress toward impacting client or community-level outcomes. Tracking the strength of a partnership provides helpful information at the systems level, but it is critical to develop and track student-, family-, or community-level outcome measures that reflect the partnership's overarching goal to improve the educational and economic prospects of shared clients. At present, the process-focused measures of partnership health are the most relevant to SHA-SPS's stage of development. However, the partners are actively developing joint service and outcome goals for students and families and may be pursuing community engagement efforts to inform or track progress towards these goals.

With this in mind, the categories and indicators included in table 2 (particularly the attitudes, ideas, and values and the habits rows) and table 3 can be adapted to assess whether and how joint decisionmaking is taking place to establish shared goals and launch service initiatives, as well as how community engagement is incorporated in the decisionmaking process. These measures are, however, process oriented and cannot give insights on client or community outcomes. As joint initiatives come together, administrative or other data reflecting outcome indicators must also be incorporated into the measurement and evaluation approach. Similarly, if new partners join the partnership over time to pursue collective impact efforts, measurement tools will need to integrate the additional partners and track new impact goals.

Because each partnership is unique, there are rarely off-the-shelf tools that could be used without some customization based on what the partnership wants to measure. The end goal is likely a spreadsheet or set of spreadsheets that track progress on key indicators over time. A likely necessary step toward that goal is a collaboratively developed plan that details what the partnership will measure (indicators), for whom it will be measured (target populations), how it will be measured (data sources), when it will be measured (observation periods), who will be responsible for measuring, where data will be stored, etc. This interim step is often the meat of a performance measurement framework and of the

Urban Institute's technical assistance expertise and typically requires a partnership to work together to draw on and customize the sample indicators and measures provided in this brief.

Given constrained resources, there are always trade-offs to be made when deciding how much investment can be made in data collection or reporting, and it is unlikely that a partnership will be able to track everything of interest from the start—especially if it needs to collect data through a new survey or other tracking mechanism. Considering such limitations, a partnership should first take advantage of data that are readily available before deciding what additional data are needed to report on important indicators of interest. Once a partnership begins measuring and reporting on an initial set of indicators, even with imperfect data, the baseline and initial trend information can help drive discussion and refine the measurement framework. With some sense of a baseline in place, the partnership can establish performance targets and determine how work should be prioritized.

Appendix A: Partner Survey Tool

Perceptions of Progress toward Collective Impact *partner survey tool, to track partnership progress over time.* Adapted from Feeding America's Collaborating4Clients Annual Partner Survey, designed by Urban Institute and provided with Feeding America's permission.

I. Participation

1. In the last year, in how many Partnership meetings have you or a representative from your organization participated? ____ (check here if none): □

II. Vision and Goals

The heart of collective impact is arriving at a common vision and goals for your initiative. Please share your impressions about where the Partnership is in this process.

Thinking about the last year….

2. How well do you feel that you understand the Partnership's specific outcomes and goals?
   □ Very well □ Well □ Somewhat well □ Not very well □ Not well at all

3. How well do you feel the Partnership has defined its target population and any priority populations?
   □ Very well □ Well □ Somewhat well □ Not very well □ Not well at all

4. How well do you feel the Partnership has defined its geographic scope?
   □ Very well □ Well □ Somewhat well □ Not very well □ Not well at all

III. Community Engagement

Collective impact initiatives make efforts to include diverse voices in the community. This helps to broaden the understanding of local problems and inform the design of viable and effective solutions. Please indicate your impressions of the Partnership's progress on community engagement.

Thinking about the last year….

5. How well do you feel that the Partnership's leadership represents the sectors needed to meet its goals for collective impact?
   □ Very well □ Well □ Somewhat well □ Not very well □ Not well at all

6. How much support do you feel the Partnership has from other stakeholders that can mobilize support for the initiative?
   □ A great deal □ A lot □ Some □ Not a lot □ None

7. How much have the insights/lived experiences of the target population informed the Partnership leadership's decision-making?
   □ A great deal □ A lot □ Some □ Not a lot □ None

8. How often have members of the target population been included in decision-making?
   □ Always □ Often □ Sometimes □ Rarely □ Never

IV. Collaboration

Partners benefit from a structure that supports the daily functions of the initiative (i.e. facilitation, data analysis, communication and community engagement) and helps them work together effectively to make an impact. Please tell us about how the Partnership is progressing in this respect.

Thinking about the last year….

9. How well do you feel that you understand the role of the Partnership's leadership?
   □ Very well □ Well □ Somewhat well □ Not very well □ Not well at all

10. How well do you feel that you understand **your** organization's role and responsibilities within the Partnership?
    □ Very well □ Well □ Somewhat well □ Not very well □ Not well at all

11. How well do you feel that you understand how **other** individual partner organizations contribute to the Partnership's goals?
    □ Very well □ Well □ Somewhat well □ Not very well □ Not well at all

12. How openly have you been able to share your perspectives with the Partnership leadership?
    □ Very openly □ Openly □ Somewhat openly □ Not very openly
    □ Not at all openly

V. Data and Decision-making

Another key element of collective impact work is using data to inform decision-making. These data may be quantitative like data on attendance and outcomes of participants, as well as qualitative like insights from community forums or focus groups with people in need. Other important data includes research that point to evidence-based practices. Please share your assessment of how your community initiative currently integrates these kinds of information.

Thinking about the last year….

13. How much capacity (i.e., staff, expertise, funds, systems, etc.) do you feel your organization has to gather data?
    □ A great deal □ A lot □ Some □ Not a lot □ None

14. How frequently do you feel your organization has used data to inform group decision-making?
    □ Very frequently □ Frequently □ Somewhat frequently
    □ Not very frequently □ Not at all frequently

15. How effectively do you feel the Partnership has summarized data from multiple sources to frame decision-making?
    □ Very effectively □ Effectively □ Somewhat effectively □ Not very effectively □ Not effectively at all

16. How much do you feel the leadership of the Partnership has used data to *set priorities*?
    □ A great deal □ A lot □ Some □ Not a lot □ None

17. How much do you feel the leadership of the Partnership has used data to *select strategies*?
    □ A great deal □ A lot □ Some □ Not a lot □ None

VI. Sustainability

Finally, we want to know more about how your organization is aligning its work with the Partnership and how its partners are working together to make their efforts sustainable.

Thinking about the last year….

18. How much do you feel the activities of your organization have evolved to align with the goals of the initiative?
    □ A great deal □ A lot □ Some □ Not a lot □ None

19. How much do you feel your organization's policies have evolved to align with the initiative's goals?
    □ A great deal □ A lot □ Some □ Not a lot □ None

20. How much do you feel your organization has leveraged its own funding to support the initiative's goals?
    □ A great deal □ A lot □ Some □ Not a lot □ None

21. How effective do you feel the Partnership partners have been in securing common funding to support the initiative's common goals?
    □ Very effective □ Effective □ Somewhat effective □ Not very effective □ Not effective at all

22. How effectively do you feel the Partnership partners have advocated for policies to support the initiative's common goals?
    □ Very effectively □ Effectively □ Somewhat effectively □ Not very effectively □ Not effectively at all

Note

1. For a description of the five site Collaborating4Clients effort see Feeding America, "Feeding American Launches New Initiative to End Hunger, Improve Family Stability," press release, October 21, 2015, http://www.feedingamerica.org/hunger-in-america/news-and-updates/press-room/press-releases/feeding-america-launches-new-initiative.html. Urban developed the survey for the Feeding America Foundation, and in 2017 will conduct a second round of survey data collection for the Collaborating4Clients pilot sites. In total, Urban will conduct three survey rounds between 2016 and 2018. The tool is not publicly available and provided with permission from Feeding America.

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