CSBG Performance Management
What's in it for Community Action Agencies

A Continuous Improvement Approach

September 1, 2016
9:15-10:45 AM
Austin, TX

"Let us not be content to wait and see what will happen, but give us the determination to make the right things happen."
Horace Mann

happytoinspire

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Agenda

- Time to Answer the Big Questions

- Theory of Change

- CSBG Performance Management Framework

- State and Federal Accountability Measures

- Customer Satisfaction/Feedback (ACSI)

- ACSI: Key Findings and Suggestions

- Continuous Quality Improvement

Presenters

- Jeannie Chaffin, Director, ACF Office of Community Services (OCS)

- Ann Lemau, ACF, Program Integrity Team Lead

- Kate Blunt, ACSI Subject Matter Expert/Consultant

- Nina Hetzner, Social Science Research Analyst, ACF, Office of Planning, Research, and Evaluation

President's Budget Reform Proposals

- ## State of the Union, January 25, 2011

  "…I've proposed cuts to things I care deeply about, like community action programs. The Secretary of Defense has also agreed to cut tens of billions of dollars in spending that he and his generals believe our military can do without."

- ## 2012 President's Budget Called for Reduced Funding at $350 million

  "…ACF will work with Congress to inject competition into the program so that resources are targeted more effectively on high-performing, innovative organizations. The program, as reconfigured, should maintain the current emphasis on place-based services to address the causes and impact of poverty, but should hold grantees more accountable for outcomes."

 - Congress appropriated $677 million.

- ## 2013 President's Budget Continued Reduced Funding and Reforms

  "ACF will work with Congress to establish a set of core federal standards (that can be augmented by states) that states will be required to use to assess whether an eligible entity is meeting a high standard of service delivery. When an eligible entity falls short of meeting the standards, states will be required to implement immediate open competition to serve the affected communities."

  - Congress appropriated $635 million.

President's Budget Reform Proposals

- 2014 and 2015 President's Budgets Continued Reduced Funding and Reforms

  - ACF continued reform proposals and proposed a more refined three-pronged approach to accountability at the Federal, state and local level.

  - In 2015, Congress appropriated $674 million.

Growth

Maturity

Decline

Growth

Inception
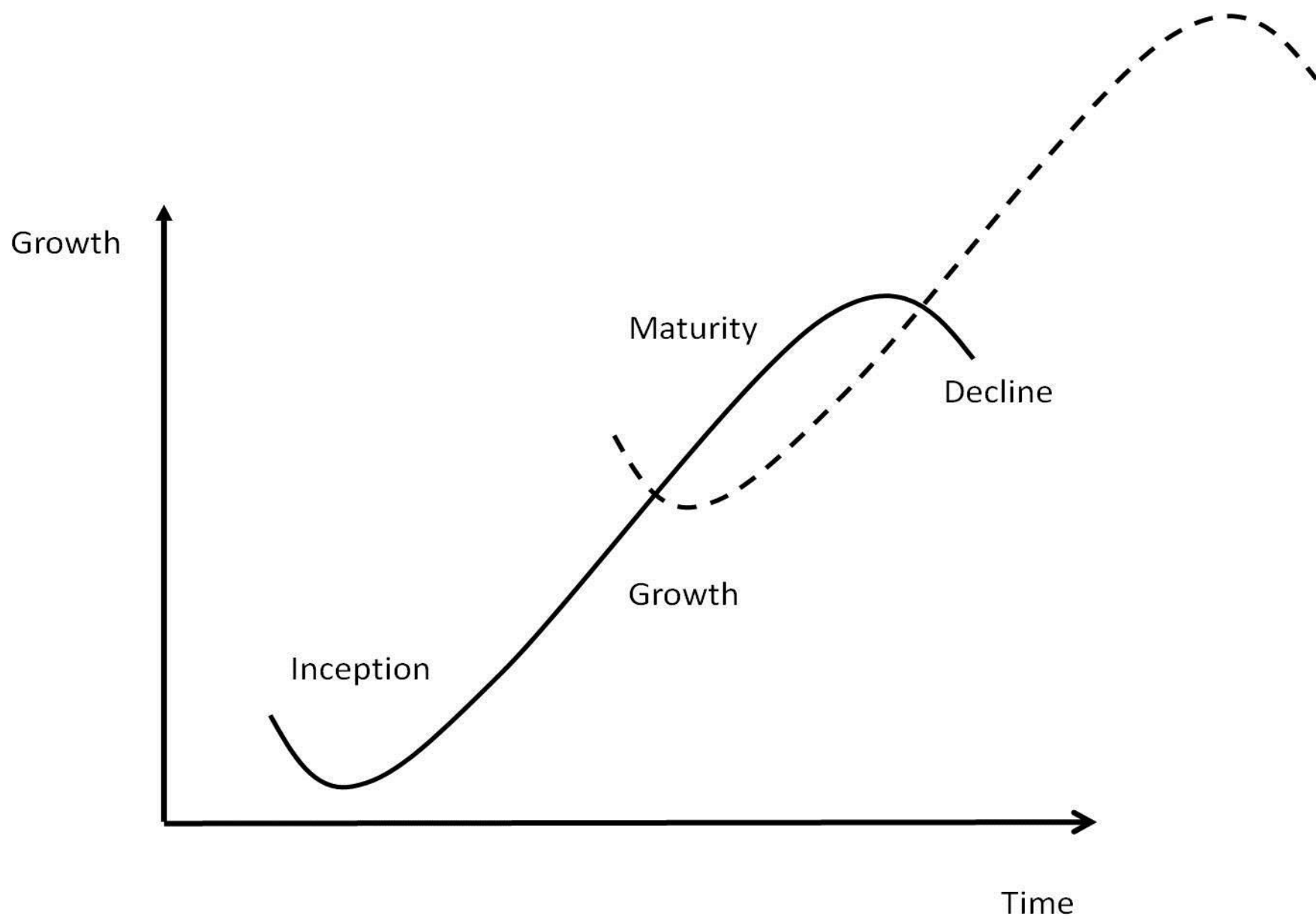
Time

Time to Answer the Big Questions

- What does Community Action do?
  - *Are Community Action Agencies managed efficiently?*
  - *What services and/or strategies does Community Action provide?*
  - *Does Community Action use CSBG to provide services or are funds used mostly for administrative support?*
  - *Does Community Action tackle systemic, complex community issues?*
  - *Who is Community Action serving?*

Time to Answer the Big Questions

- What does Community Action achieve?
  - *What is Community Action's impact on the lives of people with low income and communities?*
  - *Is Community Action doing what works?*
  - *Is Community Action responding to current community needs?*
  - *Is CSBG spread around communities so thin it has little impact?*

Time to Answer the Big Questions

Theory of Change

The National Community Action Network Theory of Change

Community Action Goals

Individuals and families with low incomes are stable and achieve economic security.

Communities where people with low incomes live are healthy and offer economic opportunity.

People with low incomes are engaged and active in building opportunities in communities.

Services and Strategies (some examples from the network)

Health Assessment · Housing Placement · Family Support Services · Employment Coaching · Educational Programs · Policy Change · Community Development · Partnerships · Collective Impact · Advocacy

Community Action Core Principles

- Recognize the complexity of the issues of poverty
- Build local solutions specific to local needs
- Support family stability as a foundation for economic security
- Pursue positive individual, family and community level change
- Maximize involvement of people with low incomes
- Engage local community partners and citizens in solutions
- Leverage state, federal and community resources
- Advocate for systemic change

Performance Management

How Well Does the Network Operate?

What Difference Does the Network Make?

Network Excellence
- Local Organizational Standards
- State and Federal Accountability Measures
- Results Oriented Management and Accountability System

Robust Results
- National Performance Indicators for Individuals and Families
- National Performance Indicators for Communities

A national network of over 1,000 high-performing Community Action Agencies, State Associations, State offices, and Federal partners supported by the Community Services Block Grant (CSBG) to mobilize communities to fight poverty.

To learn more, check out the Community Action Theory of Change Report. www.nascsp.org

CSBG Performance Management Framework

Organizational Standards

- A comprehensive set of standards for assessing capacity of private nonprofit and public CSBG local agencies

- Developed by the OCS-funded Center of Excellence with extensive CSBG Network input (local agencies, states, National Partners

- **Implementation Year:** FY 2016

Areas for Standards

- Financial Operations and Oversight
- Human Resource Management
- Data and Analysis
- Organizational Leadership
- Board Governance
- Strategic Planning
- Consumer Input and Involvement
- Community Engagement
- Community Assessment

President's Budget Reform Proposals

- ## 2016 President's Budget Called for Funding at the higher level of $674 million

  "The FY16 request for the CSBG is $674 million, the same as the FY 2015 enacted level. This request reflects the significant effort and program improvements achieved with the establishment of a new performance management framework for CSBG. Most notably, ACF has led a nationwide effort, in consultation with the CSBG Network, to develop and implement organizational standards for local agencies as well as establish new accountability measures for states and the federal office."

State and Federal Accountability Measures

- Two sets of measures (for state agencies and OCS) to track performance in critical areas

- Developed by the Urban Institute and OCS, with extensive CSBG Network input

- Both State and Federal measures include measures for customer satisfaction/feedback

- **Implementation Year:** FY 2016

Accountability Measures Categories

States
- State Plan development
- Organizational standards for eligible entities
- Use of remainder/discretionary funds
- State linkages and communication
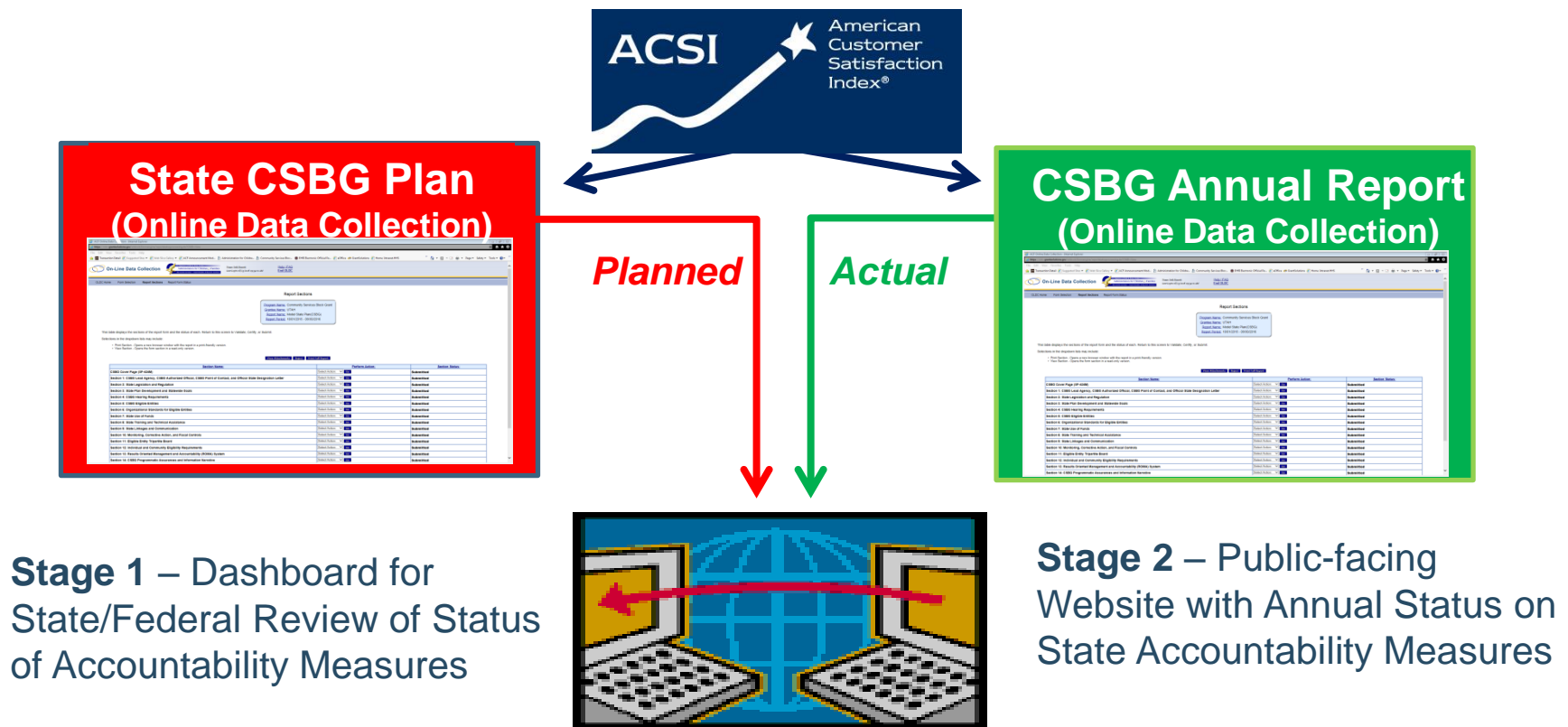- Eligible Entity Satisfaction

OCS
- State plan review and acceptance
- Organizational standards
- Training and Technical Assistance
- Communications
- Grantee satisfaction

Both
- Distribution of funds
- Grant monitoring and corrective action
- Data collection, analysis, and reporting

State Accountability Measures Data and Analysis Systems

ACSI American Customer Satisfaction Index®

State CSBG Plan
(Online Data Collection)

Planned *Actual*

CSBG Annual Report
(Online Data Collection)

Stage 1 – Dashboard for State/Federal Review of Status of Accountability Measures

Stage 2 – Public-facing Website with Annual Status on State Accountability Measures

Key Federal Guidance: IM-144 State and Federal Accountability Measures, IM-147 CSBG State Plan, IM-150 ACSI Target Setting, CSBG Annual Report 60-Day Comment Package (June 19, 2016)

Customer Satisfaction/Feedback:
American Customer Satisfaction Index (ACSI)

- OMB-approved for government-wide use

- ACSI methodology is the "gold standard" for customer satisfaction used by private and public sector; useful "cause and effect" methodology

- Allows for the collection of consistent and uniform information

CSBG Implementation

- OCS used the ACSI to survey the 1000+ local agencies on state performance

- OCS used ACSI to survey all states and territories on OCS performance

- Initial scores set baseline and identified priority areas for improvement

- Feedback used in developing CSBG T&TA Strategic Plan

Customer Satisfaction/Feedback:
American Customer Satisfaction Index (ACSI)

States

- Average Score of 65
- Scores ranged from 19 to 96

Key Action Areas

- *Linkages and Communication*

- *Monitoring and Corrective Action*

- *Development of the State Plan*

OCS

- Score was 59
- Federal Average is 64

Key Action Areas

- *Direct Technical Assistance*

- *Monitoring*

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Key Findings & Actionable Suggestions

Key Findings	Actionable Suggestions

Linkages & Communication

- With an impact of 2.5 and a score of 65, this area provides the greatest opportunity at this time to improve customer satisfaction.

- Effectiveness of partnerships (56), sufficiency of linkages (56) and awareness of efforts (57) score much lower than other areas.

- Scores and comments indicate there is a large opportunity to improve the awareness of existing State linkages and partnerships.

- Others call for the creation of linkages earlier on in the process. Learning of linkages after the fact results in missed opportunities.

Monitoring & Corrective Action

- This area also has a substantial impact on satisfaction (0.8). While relatively higher scoring, the 69 score suggests that there is room for improvement.

- Timeliness of feedback (66) and consistency of monitoring (67) present opportunities for enhanced performance.

- Ensure that timeframes for feedback are provided and are set up such that the information is still relevant when provided.

- Provide training in monitoring processes and procedures so that individuals approach it in a systematic manner.

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Key Findings & Actionable Suggestions

Key Findings

Development of CSBG State Plan

- With a lower impact of 0.4 and a score of 50, major improvements are necessary to improve customer satisfaction at this time.

- Extent of involvement (46) and reflects your input (49) score low.

Actionable Suggestions

- Respondents indicate the need for more timely discussions at the beginning of the process to alleviate potential confusion later on.

- Fostering an open process where input is encouraged and utilized are also areas of opportunities.

- Respondents also express an interest in knowledge share of best practices.

States/Eligible Entities Satisfaction Model (n=579)

Drivers of Satisfaction

Future Behaviors

Future Behaviors represent the desired behaviors that result from changes in CSI

69	0.8	Monitoring & Corrective Action
68	0.5	Distribution of funds
66	0.5	Training & Technical Assistance
65	2.5	Linkages & Communication
59	0.4	Use of Discretionary funds
50	0.4	Development of CSBG State Plan

CUSTOMER SATISFACTION INDEX 65

| Trust in the State CSBG Lead Agency | 70 | 5.1 |
| Confidence in Lead Agency | 69 | 5.1 |

Score – Measure of performance on 0-100 scale.

Impact – Expected increase in satisfaction from a 5-point increase in driver score.

Next Steps

- **State Plan Reporting**

  Each state to report on its planned improvement strategies, along with its ACSI overall satisfaction score and what target it is setting for next year's ACSI satisfaction score, in the *FY 2017 State Plan, which was due September 1, 2016.*

Next Steps

CSBG Annual Report

*As part of their FY 2016 Annual Report submission, **due March 31, 2017**, States will report on*:

❑ The State's most current ACSI Overall Satisfaction Score

❑ How the State considered feedback from eligible entities and other sources

❑ What actions were taken as a result of that feedback

❑ Next year's target for Overall Satisfaction of the eligible entities in the State

Next Steps

- Second ACSI Survey of Eligible Entities will be conducted 2nd Quarter 2017
- Currently developing a CSBG Training and Technical Assistance Strategic Plan
- Work Group to identify Best Practices for the key state activities surveyed

Using Data to Improve

- The Components of the Performance Management Framework (State and Federal Accountability Measures and ROMA Next Generation) will help the CSBG Network generate robust results for individuals with low-incomes and the communities served.

- State and Federal Accountability Measures and ROMA NG will help Community Action at all three levels shift to a culture of continuous learning rather than a compliance and reporting culture.

"MOVING BEYOND A CULTURE OF COMPLIANCE TO A CULTURE OF CONTINUOUS IMPROVEMENT"

AN OVERVIEW OF THE LEADS PROJECT

URBAN INSTITUTE

≡OPRE

ACKNOWLEDGEMENTS

THE HEAD START LEADERSHIP, EXCELLENCE, AND DATA SYSTEMS PROJECT (LEADS)

Goal of the Project:

- Understand the factors in organizational and management systems that promote effective early childhood practice through continuous quality improvement

Products:

- Literature review and conceptual model
- A Study of promising practices in Head Start
- A brief combining findings across the LEADS Study and the School Readiness Goals Study
- A resource guide for practitioners

OVERVIEW

- Key findings from the interdisciplinary review of literature about what is needed to support effective continuous quality improvement

- Guidance developed for Head Start programs "*A Resource Guide For Head Start Programs: Moving Beyond a Culture of Compliance to a Culture of Continuous Improvement*"
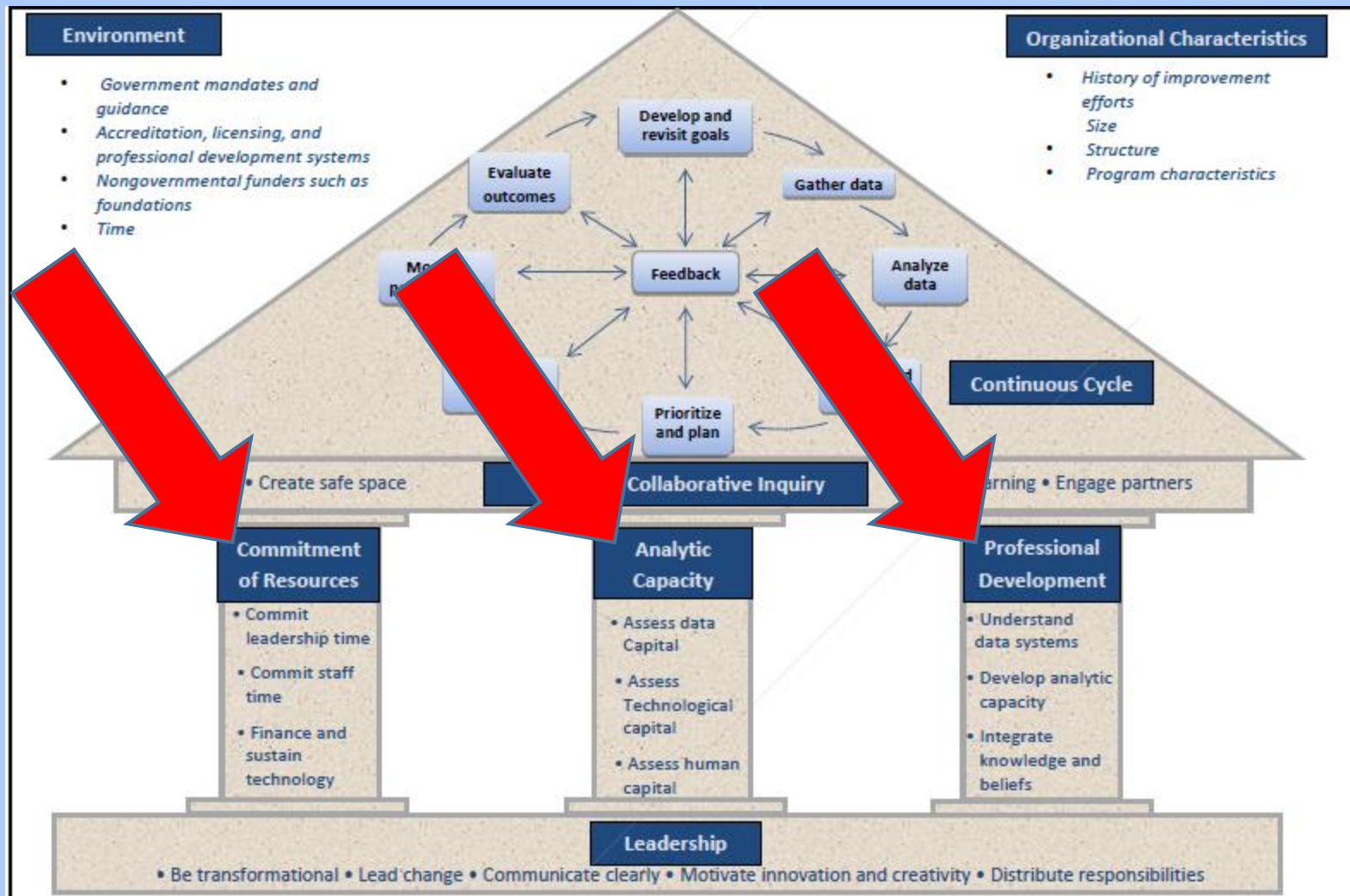
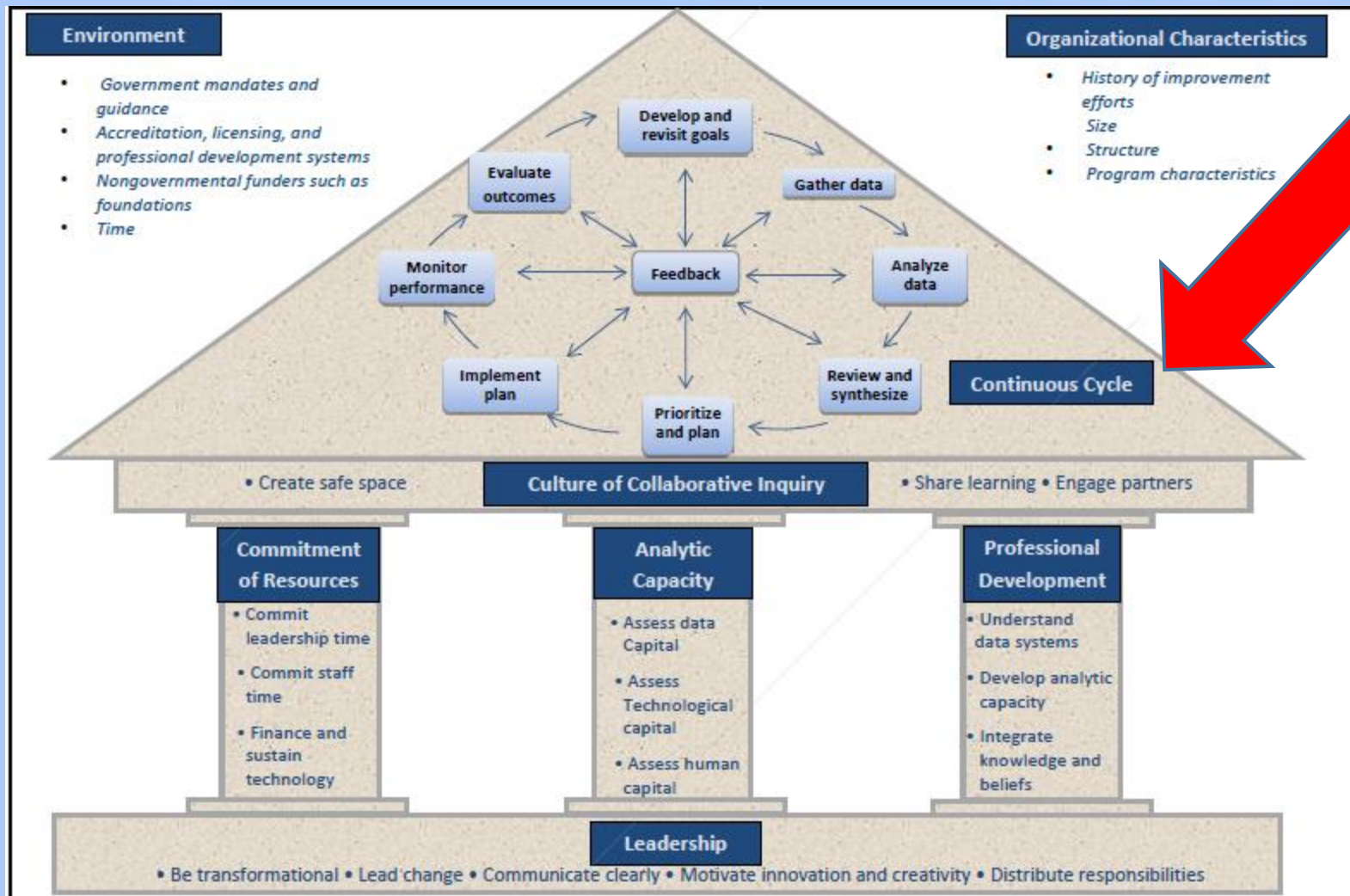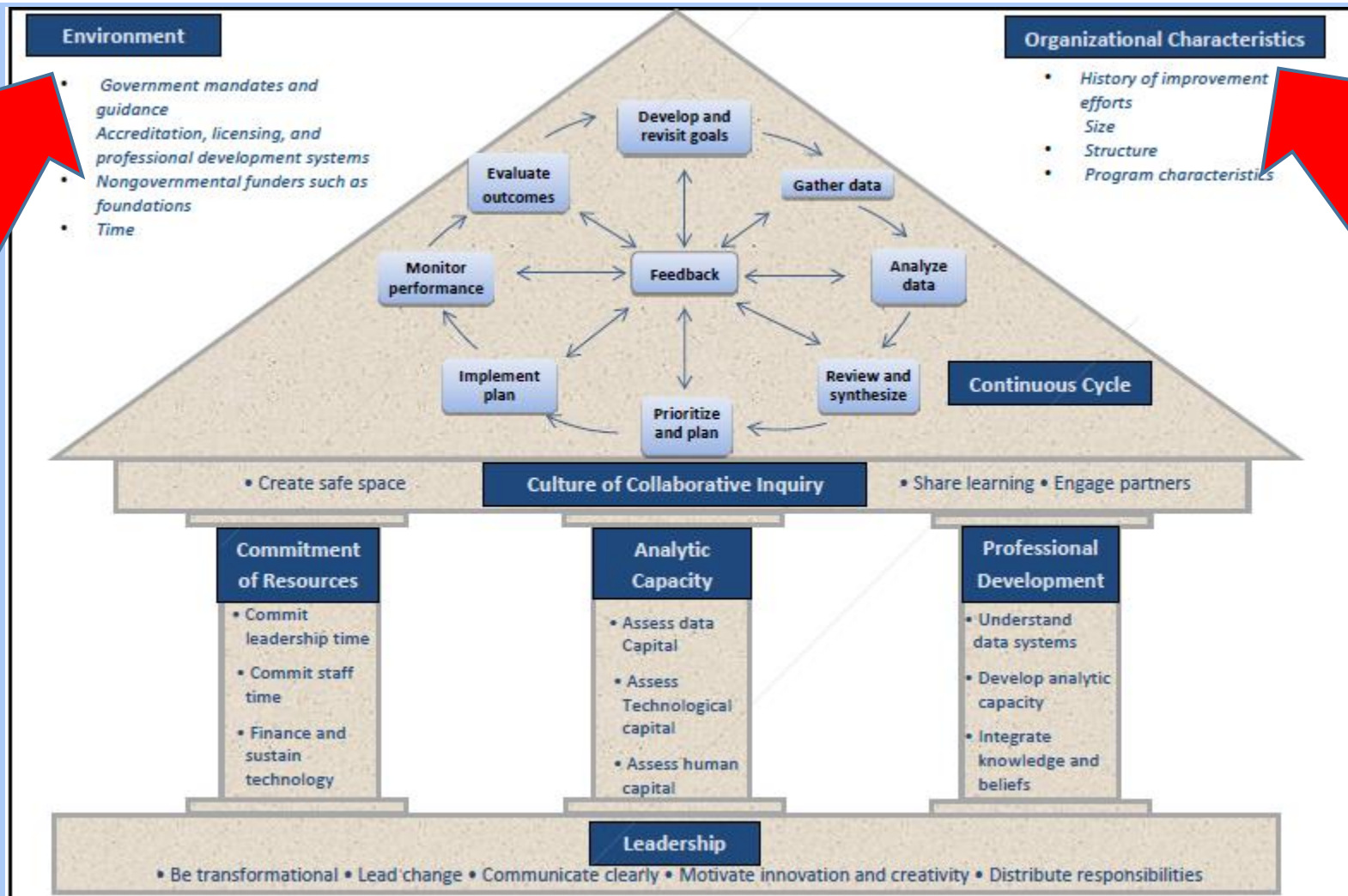# CONTINUOUS QUALITY IMPROVEMENT CONCEPTUAL FRAMEWORK
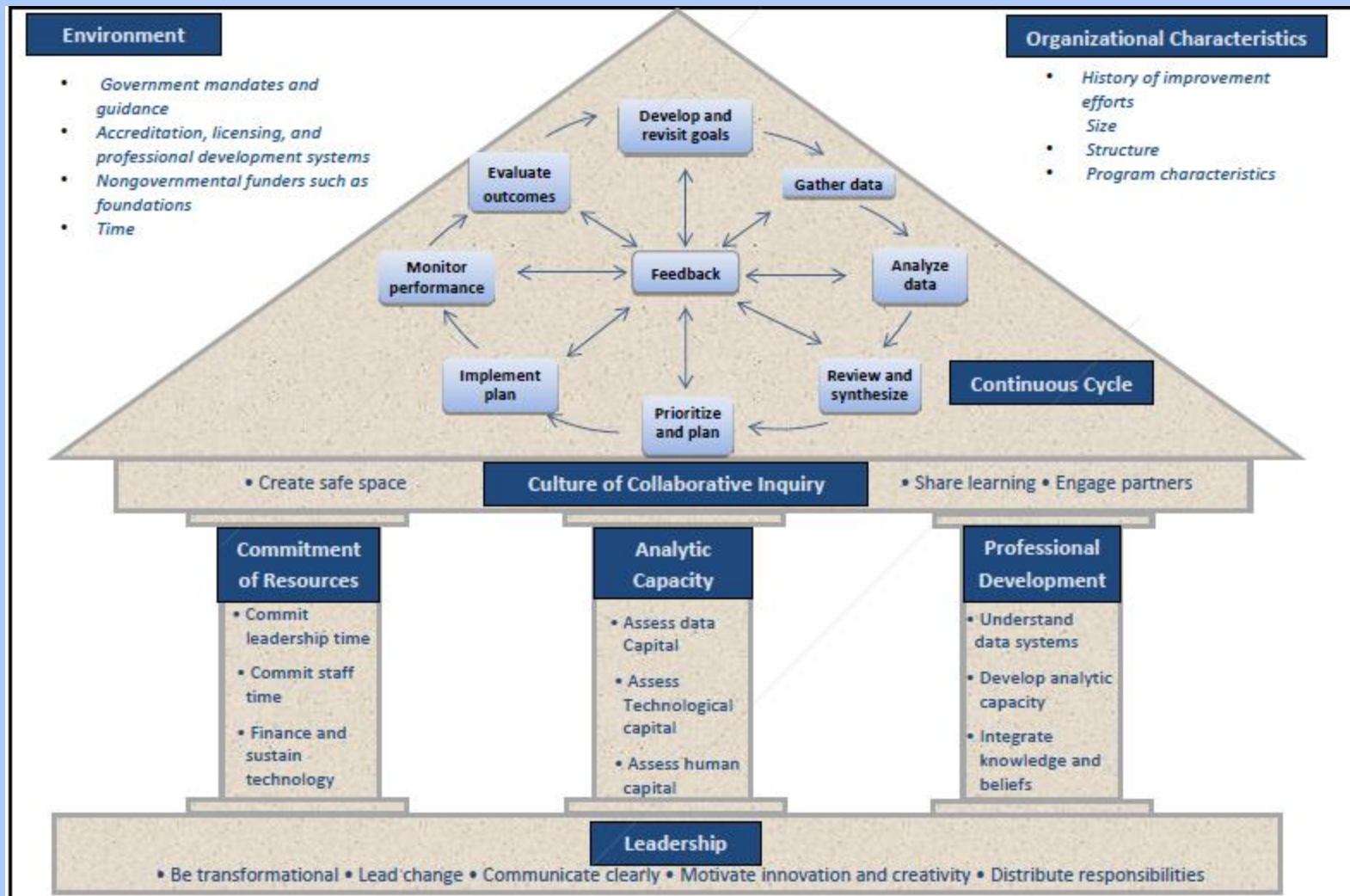
CONTINUOUS QUALITY IMPROVEMENT CONCEPTUAL FRAMEWORK
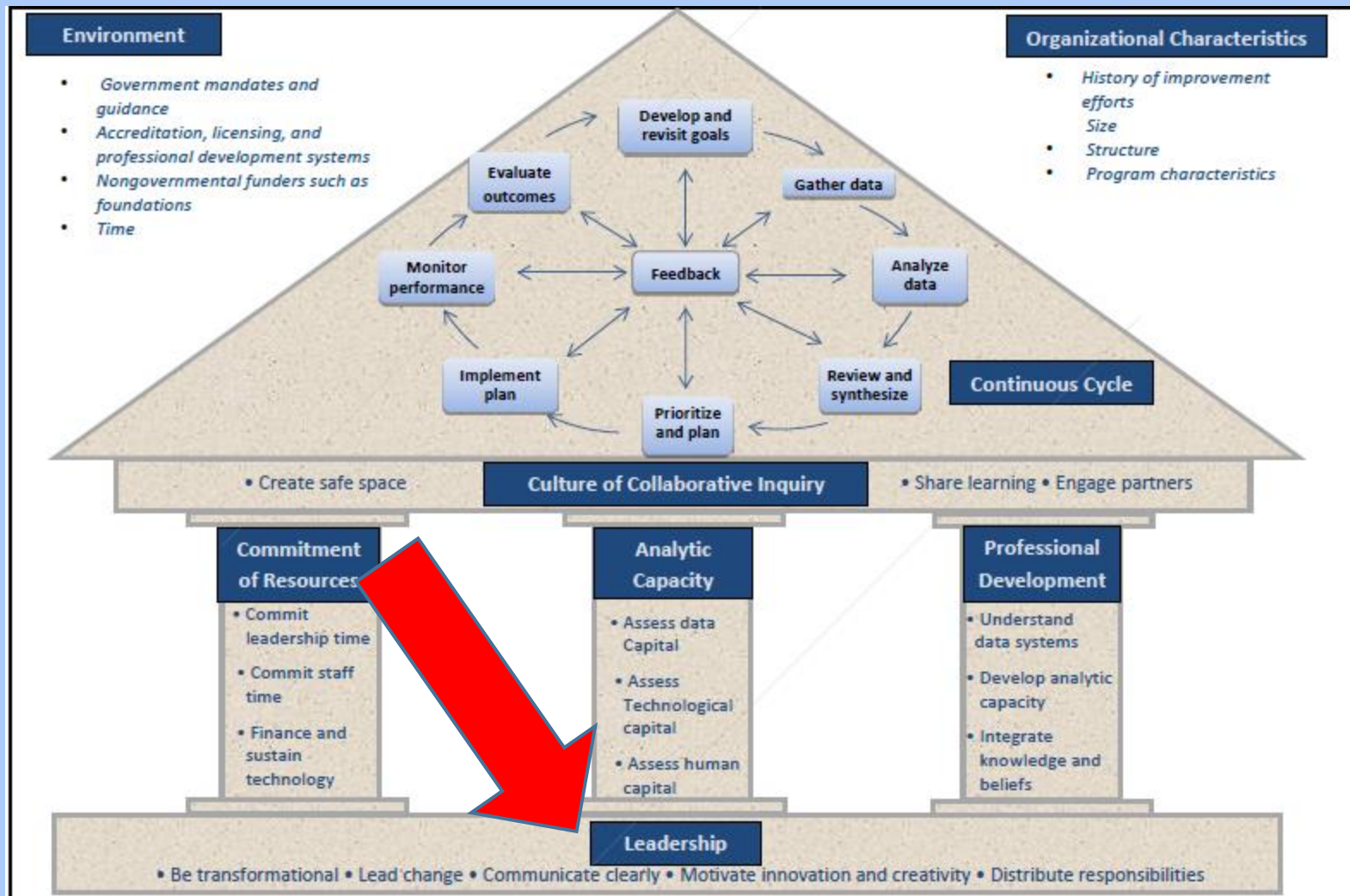
CONTINUOUS QUALITY IMPROVEMENT CONCEPTUAL FRAMEWORK

CONTINUOUS QUALITY IMPROVEMENT CONCEPTUAL FRAMEWORK

CONTINUOUS QUALITY IMPROVEMENT CONCEPTUAL FRAMEWORK

SIX KEY THEMES TO SUPPORT CONTINUOUS QUALITY IMPROVEMENT

- Leaders must be strong, committed, inclusive, and participatory
- Analytic capacity is necessary
- Leaders must prioritize and commit time and resources to the data-use effort
- An organizational culture of learning facilitates continuous data use
- Data use for quality improvement is a continuous process
- The environment and organizational characteristics matter

1. LEADERSHIP

- Leaders must be strong, committed, inclusive and participatory
- Effective leaders are transformational; they serve as role models to their followers
- Effective leaders share leadership responsibilities among their staff
- Evidence on the role of governing board members is mixed, but governing bodies may contribute to data use by demonstrating their interest in data and continuous improvement efforts

2. ANALYTIC CAPACITY

- Capacity is necessary, which includes:
  1. Appropriate data
     - Quality observations
     - Quality data and other information
  2. Appropriate technology
     - Efficient data collection
     - Secure data storage
     - Appropriate analyses
  3. Human capacity
     - How to analyze data
     - How to use findings to improve quality of work

3. COMMITMENT OF RESOURCES/PROFESSIONAL DEVELOPMENT

- Leaders must make an effort to prioritize and commit time and resources to the data-use effort
- Leaders must allocate resources to technology needed to house and analyze data
- Professional development of staff to facilitate understanding, analyzing, and using data is needed

4. CULTURE OF COLLABORATIVE INQUIRY

- An organizational culture of learning creates a safe space for open discussion.
- Learning cultures involve both staff and stakeholders in interpreting data and deciding where to focus improvement efforts.

5. CONTINUOUS CYCLE

- Data use for quality improvement is a continuous cycle:
  - Goal-setting
  - Data collection
  - Data examination
  - Concrete actions
  - Performance monitoring
  - Adjust

6. ENVIRONMENT

- Two primary contextual elements that influence the use of data to improve quality are
    - The organization in which the program operates
    - The larger environment in which the organization operates

"A RESOURCE GUIDE FOR HEAD START PROGRAMS: MOVING BEYOND A CULTURE OF COMPLIANCE TO A CULTURE OF CONTINUOUS IMPROVEMENT"

- **Part I: Background – Compliance only versus Performance in Head Start Context**

- **Part II: Shifting the Culture to Continuous Improvement**

- **Part III: Using Data for Internal Program Improvement**

- **Part IV: Preparing Your Data for Use**

- **Part V: Strategies for Engaging Staff and Stakeholders**

PART I: COMPLIANCE-ONLY VS. LEARNING

|	
Compliance	The program collects and reports the required data through the PIR. The program tracks and records the timeliness of screenings and referrals. The program performs all elements within the specified periods, collects all the required data and maintains all the required records, and reports on the data when required.
Transitioning	The program does all of the required items for the "compliance" descriptor, and staff have begun to look at the data on a monthly basis. If children are not receiving disability services, staff should be informd as soon as possible to find the barriers and help families and children access those services. Disability coordinators and family services coordinators have been asked to work together to review the data and assure services are happening.
Learning	The program does all of the required items for the "compliance" descriptor and performs the types of analyses indicated in the "transitioning" descriptor, but it looks at data by types of children rather than solely by child. Program staff have heard about some research showing that certain types of children tend to be over- or underidentified for disability services. Staff regularly monitor data about children with and without IEPs and IFSPs for signs of disproportionality.[a] If they see signs of disproportionality, they will investigate possible reasons. Staff disaggregate their data (break it into categories) as shown in Table B and organize teams to interpret the data.

PART II: CULTURE SHIFT

Indicators of a "culture of continuous improvement"

- Curiosity – described as asking the "how" and "why" questions about children and families in your program.
- Reflection – a continuous review of program policies and predisposition to seek feedback, applying when necessary to avoid "inertia".
- Tolerance of failure and vulnerability – recognizing when things aren't working and making appropriate course corrections.
- Use of feedback – related to reflection, this indicator is about the use of data to assess whether or not strategies or programs are making a difference for children and families.
- Systems thinking – which involves stepping back and considering the broader context in which Head Start programs operate and understanding that change is incremental.

Adapted from, "School Readiness for All Children: Using Data to Support Child Outcomes."
National Center on Quality Teaching and Learning at the University of Washington, 2011.

From Fighting Fires to Innovation: An Analogy for Learning

Learning is an essential attribute of high-performing organizations. Effective, well-deployed organizational learning can help an organization improve from the early stages of reacting to problems to the highest levels of organization-wide improvement, refinement, and innovation.
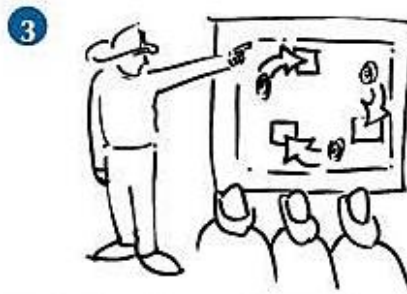
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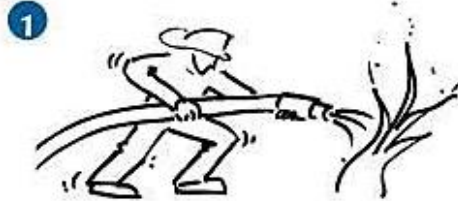
Reacting to the problem
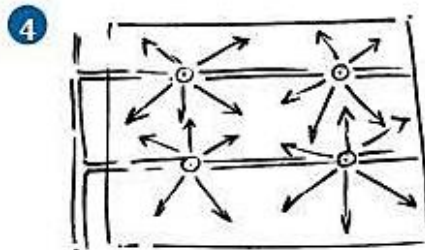Run with the hose and put out the fire.

2
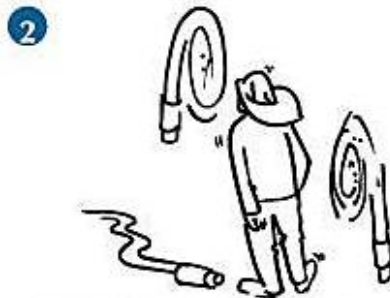
General improvement orientation
Install more fire hoses to get to the fires quickly and reduce their impact.

3

Systematic evaluation and improvement
Evaluate which locations are most susceptible to fire. Install heat sensors and sprinklers in those locations.

4

**Learning and strategic improvement**
Install systemwide heat sensors and a sprinkler system that is activated by the heat preceding fires.

5

Organizational analysis and innovation
Use fireproof and fire-retardant materials. Replace combustible liquids with water-based liquids. Prevention is the primary approach for protection, with sensors and sprinklers as the secondary line of protection.

PART III: USING DATA
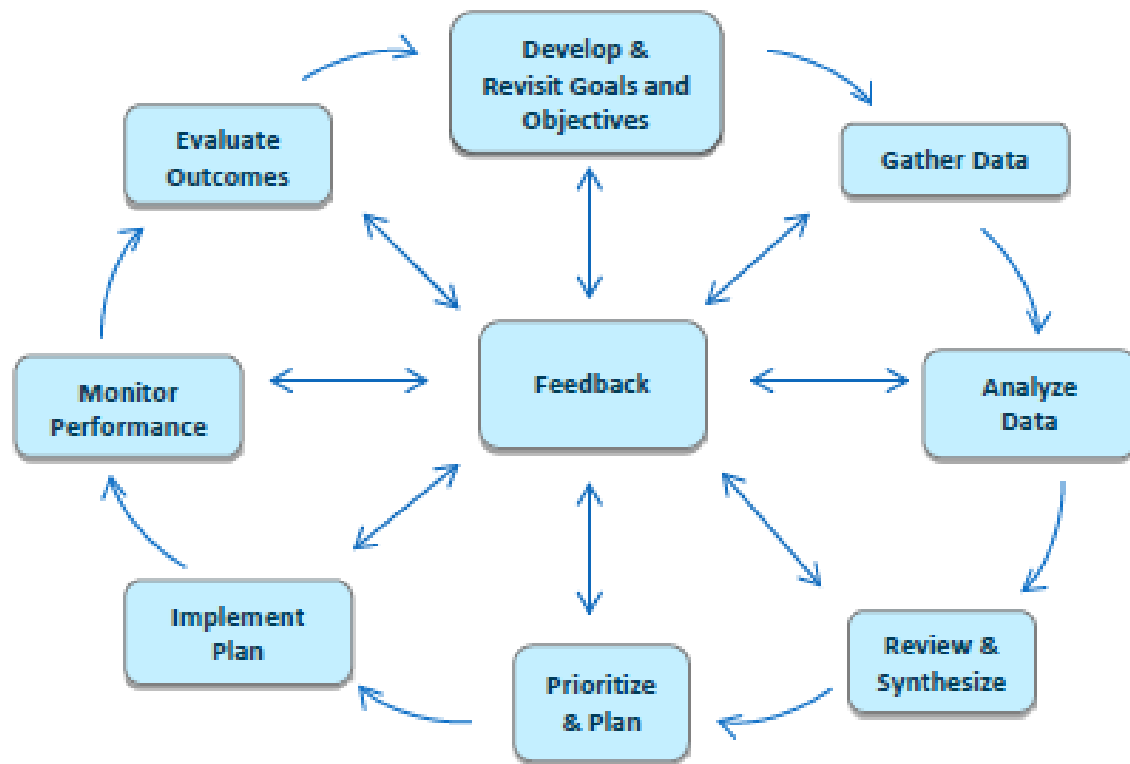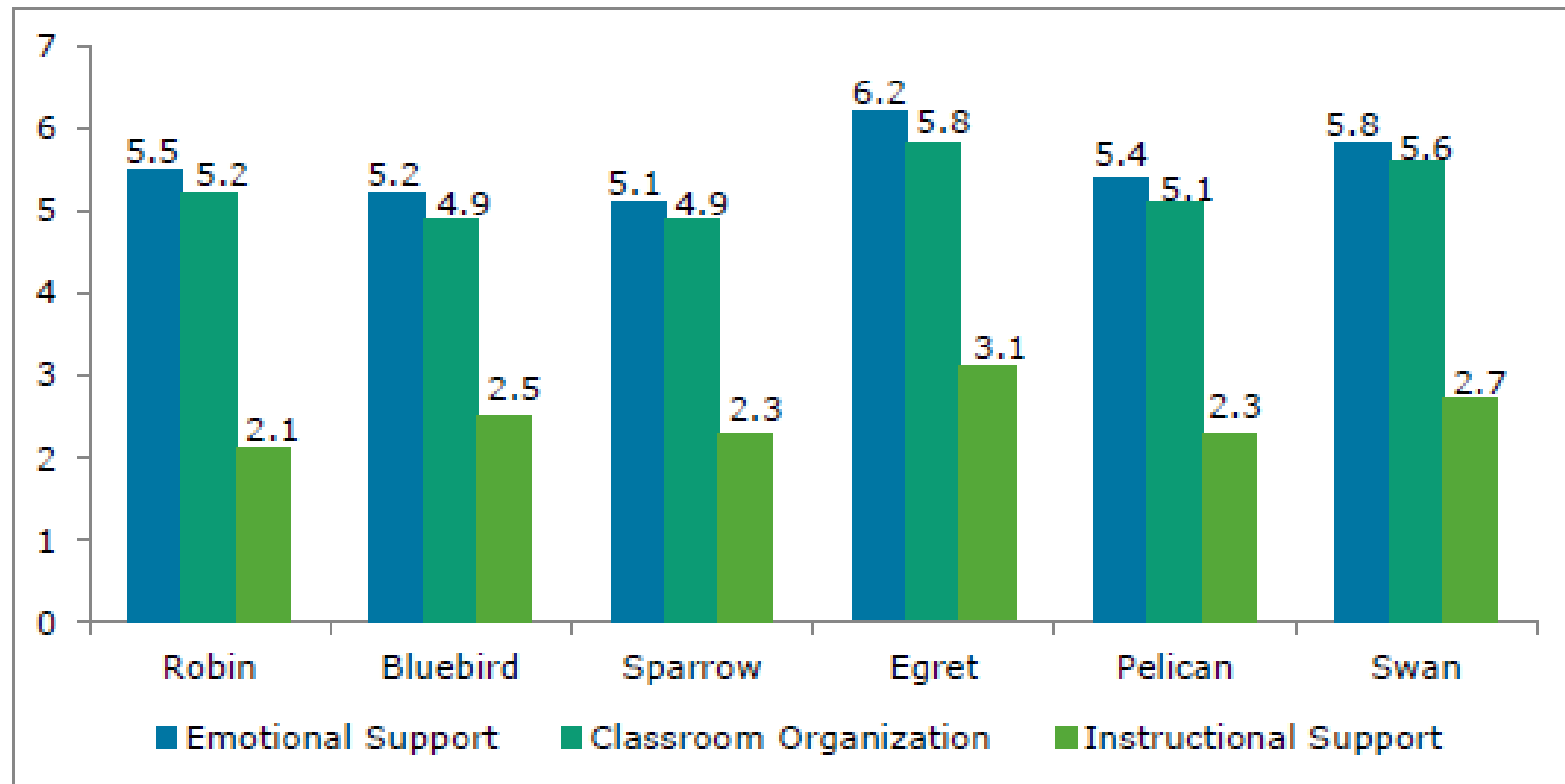
PART III: USING DATA
AN EXAMPLE

- Gather Data

	A	B	C	D	E
1	Site Name	Classroom Name	Emotional Support	Classroom Organization	Instructional Support
2	Central City	Robin	5.5	5.2	2.1
3	Central City	Bluebird	5.2	4.9	2.5
4	Central City	Sparrow	5.1	4.9	2.3
5	Suburban	Egret	6.2	5.8	3.1
6	Suburban	Pelican	5.4	5.1	2.3
7	Rural	Swan	5.8	5.6	2.7

PART III: USING DATA AN EXAMPLE
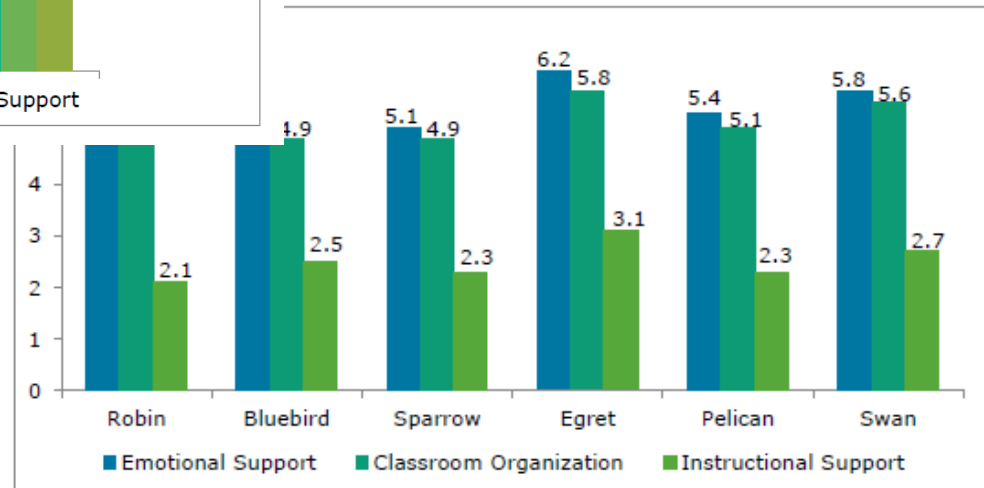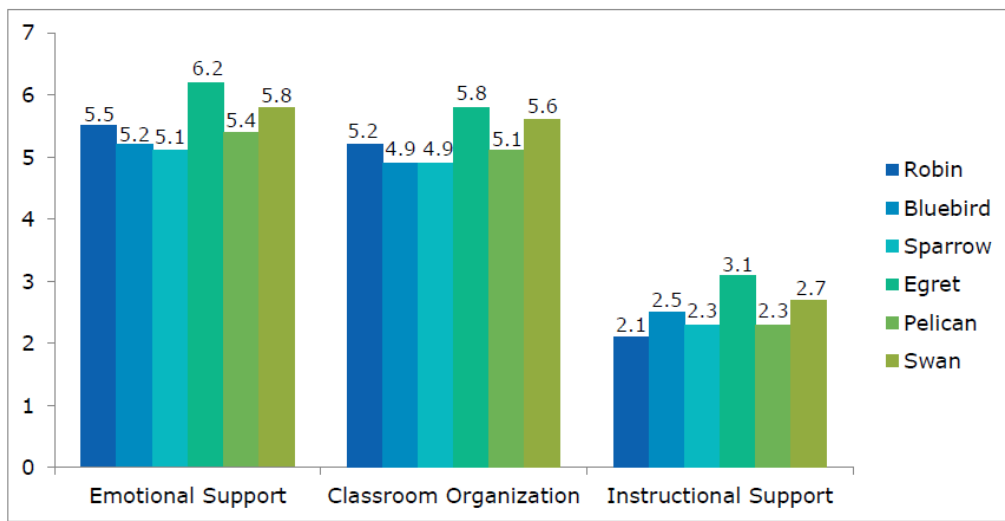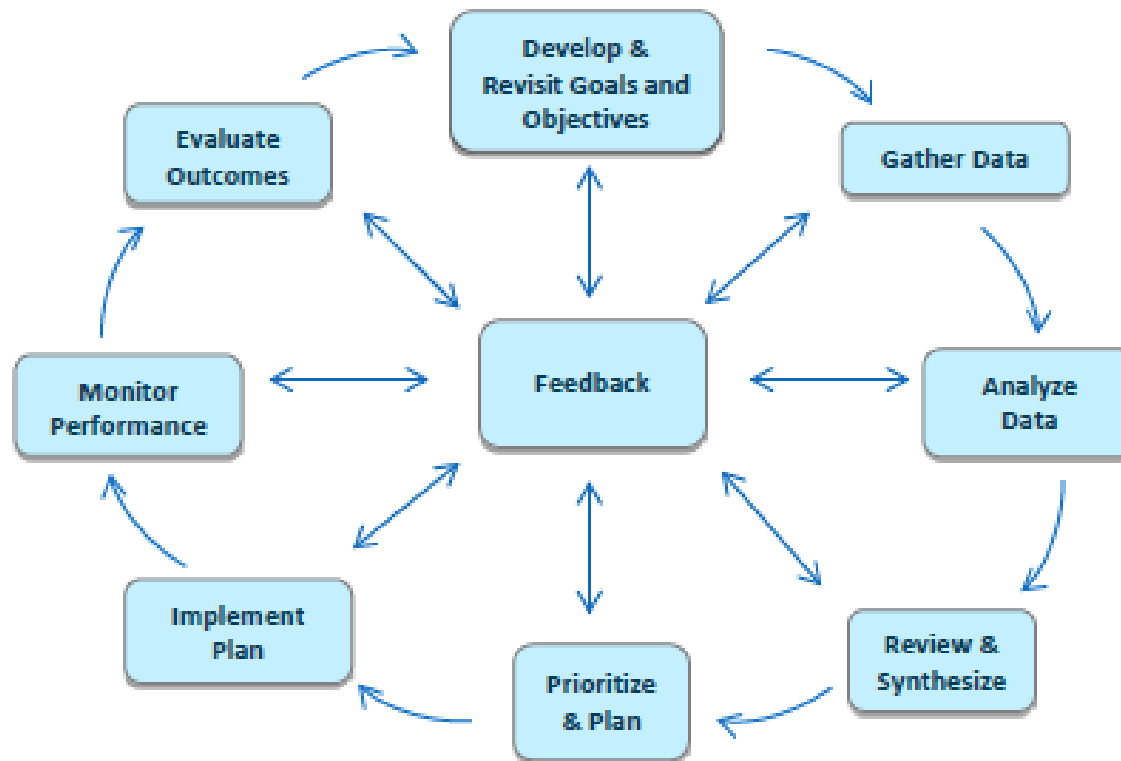
- **Analyze Data**

PART III: USING DATA
AN EXAMPLE

- Review and Synthesize Data

PART III: USING DATA
AN EXAMPLE

PART IV: PREPARING DATA FOR USE

Table B. Possible Client and Service Characteristics to Use in Disaggregating Data

Child Characteristics	Staff Characteristics
Gender	Type/Role
Age	Qualifications
Race/Ethnicity	Participation in Professional Development
Disability Status	Race/Ethnicity
Health Insurance Status	Direct or Contracted

Family Characteristics	Classroom Characteristics
Income	Age Composition
Highest Level of Education	Child: Staff Ratio
Language Spoken at Home	Facilities
Head Start Volunteer Status	Presence of Volunteers/Aides

Site Characteristics
Direct or Contracted
Partner or Delegate
Neighborhood Served
Total Enrollment/Staff Size

PART V: STRATEGIES FOR ENGAGING STAFF AND STAKEHOLDERS

The Four A's
(from "Data in Head Start and Early Head Start: Digging into Data, Activity 6: Share Data")

- **Appealing:** Keep it simple, clear, and visually attractive. Tell a story in a compelling way.

- **Accessible:** Use an appropriate reading level and avoid jargon or acronyms that the audience doesn't understand. Use bullets rather than long narratives, and use the language(s) spoken by the audience members.

- **Accurate:** Data must be free of error. The report must convey what the data actually say, not what you wish the data said. Proofread your documents to catch typos.

- **Audience-specific:** Highlight the issues that the audience cares about. Consider the level of detail the audience needs and the audience's knowledge of the topic.

Sources: National Center on Program Management and Fiscal Operations. n.d. *Data in Head Start and Early Head start: Digging into Data.* Washington, DC: US Department of Health and Human Services, Administration for Children and Families, Office of Head Start. http://eclkc.ohs.acf.hhs.gov/hslc/tta-system/operations/data/data2/resources/digging-into-data.pdf; National Center on Program Management and Fiscal Operations. "Data in Head Start and Early Head start: Digging into Data. Activity 6: Share Data." Last modified August 7, 2014. http://eclkc.ohs.acf.hhs.gov/hslc/tta-system/operations/data/data2/act6/activity6.html

Thank you!

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