

# Developing a Performance Management System to Promote Client Service Delivery

PRESENTED BY THE CALIFORNIA DEPARTMENT OF SOCIAL SERVICES

## **Presenters**

- Natasha Nicolai, CalWORKs and Child Care Branch Chief
- Julianna Vignalats, CalWORKs Process Improvement and Performance Section Chief



# Today's Agenda

- Cal-OAR Background
- Cal-OAR Design Process
- Performance Measures and Data
- CalWORKs Continuous Quality Improvement (Cal-CQI)
- Development and Implementation Challenges
- Training/Technical Assistance Approach
- Cal-OAR Website and Available Resources



# What is the CalWORKs Outcomes and Accountability Review (Cal-OAR)?



# Cal-OAR is...

A local, data-driven program management system that facilitates continuous improvement of county CalWORKs programs by collecting, analyzing, and disseminating outcomes and best practices.

Cal-OAR is designed to promote **critical reflection** of the CalWORKs program in order **to better engage CalWORKs clients**.



# **Three Core Components**

Performance Measures

- CalWORKs County Self-Assessment (Cal-CSA)
- CalWORKs System Improvement Plan (Cal-SIP)



# Cal-OAR is structured...

In three-year cycles...

 A Cal-CSA, Cal-SIP, and Progress Report are submitted by counties once every three-years.

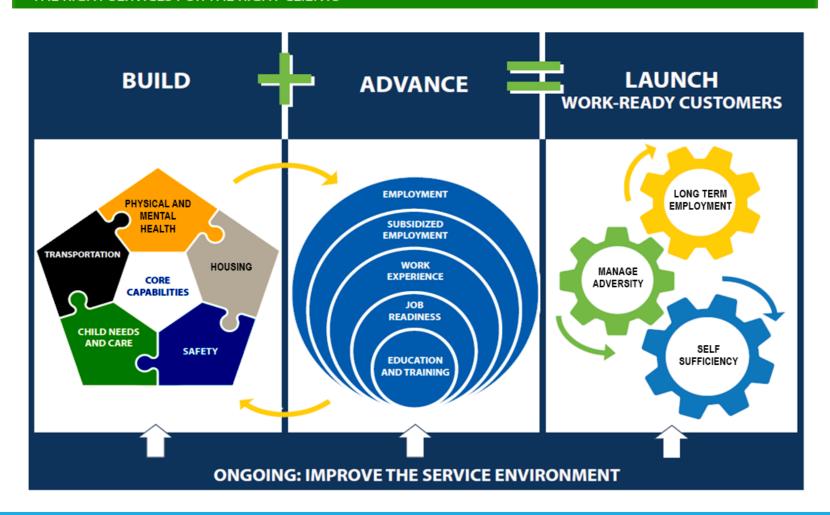


# What prompted Cal-OAR?



# The Spirit & Intent of Cal-OAR

INTENTIONAL SERVICE SELECTION:
THE RIGHT SERVICES FOR THE RIGHT CLIENTS



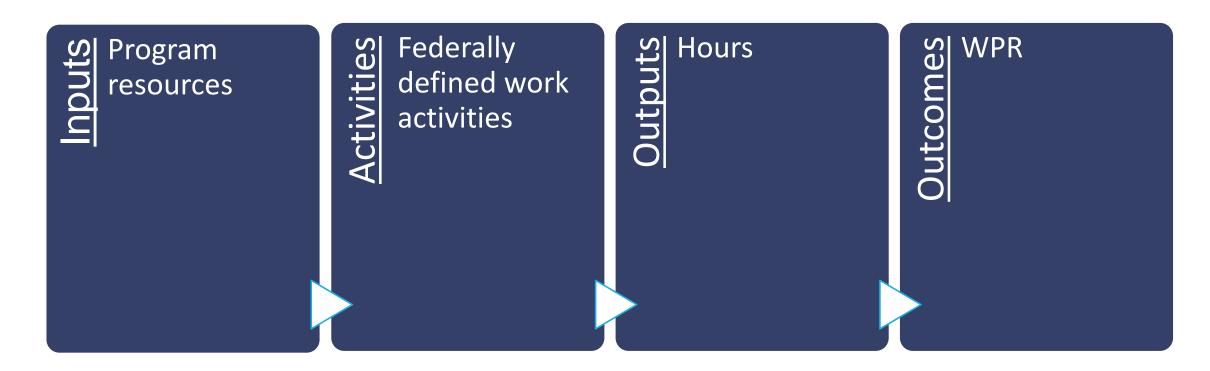


# CalWORKs Theory of Change

- Effective engagement
- Meaningful goals
- Executive function and self-regulation
- Positive, supportive relationships
- Program innovation
- An evidence-based framework



# How Outcomes Drive Program Logic



# How Outcomes Drive Program Logic

Program resources
CalWORKs
2.0 Tools

CalWORKs program offerings and case mgmt.

# Clients engaged
# Achieving goals
# Progressing
toward higher
level engagement
# Meeting federal
work hours

Clients' skills

Job placements

Job retention

Reduced returns
to aid

Resilience

WPR



# **Cal-OAR Legislation**

In 2017, state statute: required CDSS to convene a stakeholder workgroup to develop Cal-OAR, prescribed key components of Cal-OAR, and timeframes for implementation.

CA Welfare and Institutions Code Section 11523



# Cal-OAR Design Process



# Cal-OAR Stakeholder Workgroup

- Collaborative process with stakeholders
- Develop structure and substance of Cal-OAR
- Ongoing
  - Refine process
  - Performance measure thresholds and revisions



### **Cal-OAR Conceptual Framework**

#### INITIAL ENGAGEMENT

Access Supportive Services, Child Care, Orientation, OCAT/Appraisal

DEPARTMENT OF

SOCIAL SERVICES

#### ONGOING ENGAGEMENT & ACTIVITIES

Participation, Partial Participation, Activity Attendance, Sanctions, Sanction Resolutions, Education Access & Utilization, Program Completion

#### IN-PROGRAM OUTCOMES

Improved Skills, Educational Attainment, Employment, Improved Earnings

#### POST-PROGRAM OUTCOMES

Employment, Increased Income, Decreased Program Reentry, Resilience, Decreased Intergenerational Enrollment

#### Allow, Lead to Lead to ACTIVITIES OUTPUTS INPUTS OUTCOMES Intentional Participation Plan Participation Medium-Term Long-Term Clients Short-Term & Engagement Staff Intentional Client Increased Improved Persistent Administration Goal Achievement Involvement Activity Well-Being Employment with Lead to Funding CalWORKs Program Improved Goal Attendance Plan Completion Increasing Wages Physical Space Comprehension Skill Building Increased Achievement Overcome Information Responsive worker periods of Participant Degree/ Technology relationship Supportive Services Satisfaction Certificate adversity Statute development Family & Achievement Reduced Program trust Lead to Intergenerational Children have Barrier Access to quality Partnerships basic needs Mitigation Poverty services Reduced Need met Increased Build quality Appropriate referrals for Income Employment collaboration Persistent attendance Improved Supports Provide appropriate LEARN Wages Positive Career referrals Program Achievement Trajectory Capacity building O Coaching Case Mgmt. Building adult core Lead to capabilities Program Utilization Meeting requirements Goal achievement Meaningful & Planning & resilience Persistent Progress WTW Activity ш IMPROVE INNOVATE Lead to Sequencing Employment Search **CDSS** Job Improvement

#### COUNTY CONTEXT

Demographics, Economic Conditions, Regulatory Framework, Business Operations, Staffing Structure, CBO Partners, Contracting Processes

# Accountability vs. Program Management

### **Accountability (outcome)**

- State defined at a high level across all counties
- Medium to long term

### Program management (process)

- Short term
- Observable, actionable, and easy to interpret
- Inputs and activities
- Steps between inputs and outcomes



# Performance Measure Development

### Measures must be...

- Prioritized
- Connected to design, data sources, and use
- Focused on outcomes the program affects
- Balanced and comprehensive

### Implementation must be considered



# **Criteria for Selecting Measures**

### Performance measures should be...

- Quantitative
- Timely
- Actionable
- Standardized
- Understandable
- Minimally burdensome



# Performance Measures and Data



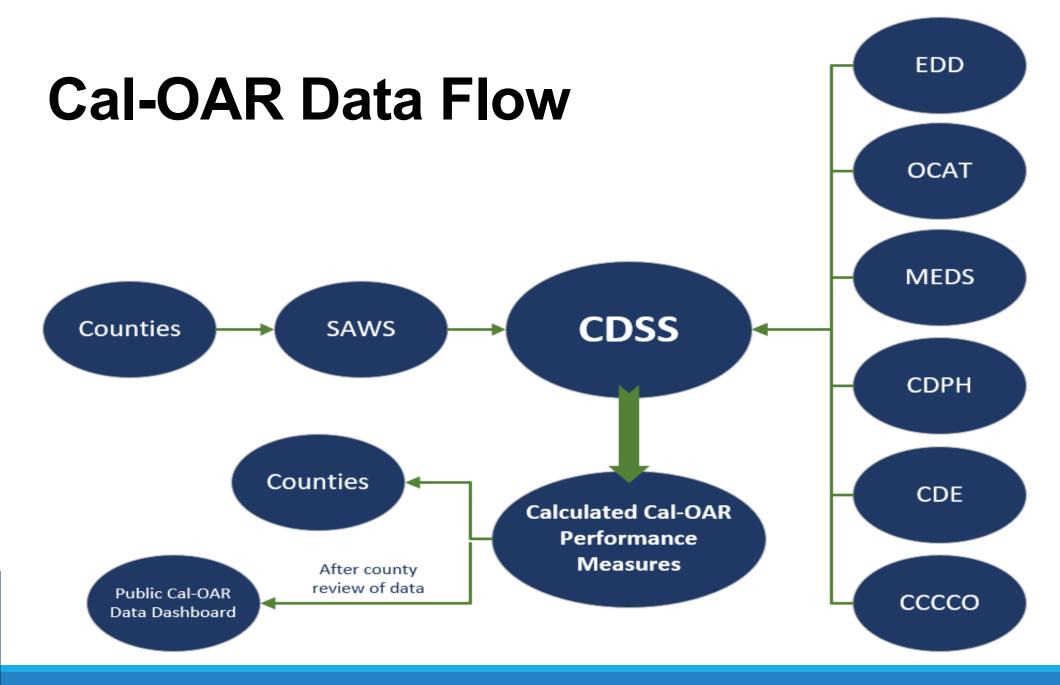
### **Cal-OAR Performance Measures**

Performance measures align with these categories....

- Participant engagement
- Service delivery
- Participation
- Employment
- Educational attainment

- Program exits
- Program reentries
- Family and child well-being







## **Example:** Post CalWORKs Employment Rate

**Numerator:** Of the Denominator, former Welfare-to-Work individuals with wages in the measurement quarter

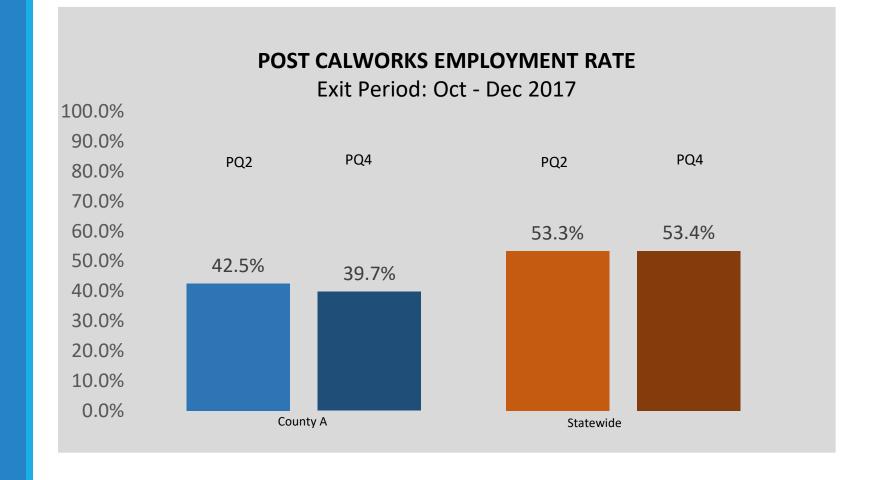
**Denominator:** Welfare-to-Work individuals that exited CalWORKs within the exit cohort period

**Data Sources:** Medi-Cal Eligibility Determination System and Employment Development Department



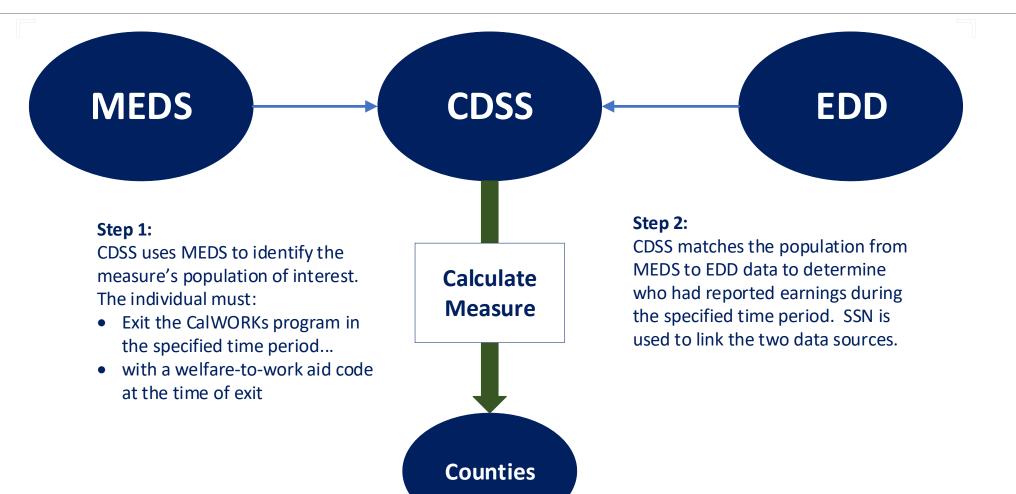
# Measure Visualization:

## Post CalWORKs Employment Rate





# Data matching: Post CalWORKs Employment Rate

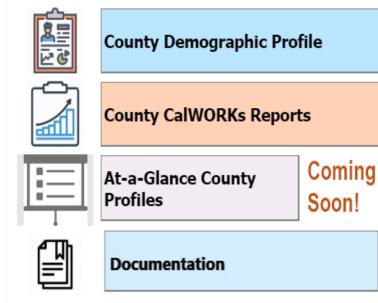




# Drawing out Data Narratives:

# Cal-OAR Data Dashboard

### CalWORKs Outcomes and Accountability Review (Cal-OAR) Dashboard







### **County Demographic Profile**

Average Unemployment & Unemployment Rate Educational Attainment & Median Earnings Household Income

2009

2010

2011

2012

2013

Poverty and Deep Poverty Rates Average Rent

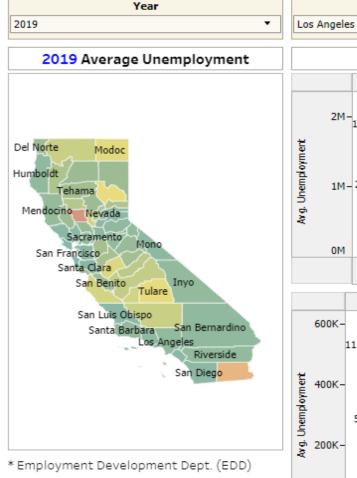
2009

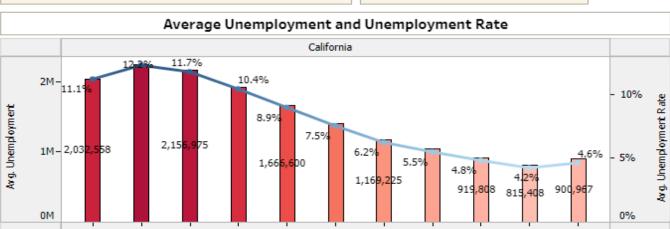
Race and Ethnicity

Year

### Average Unemployment and Unemployment Rate\*

County





2014

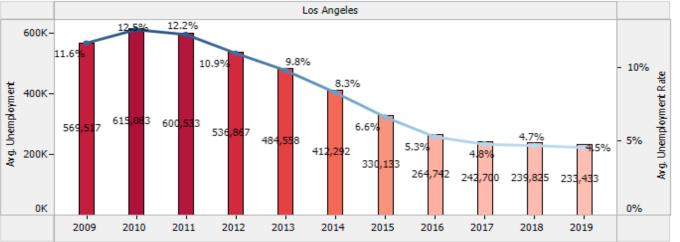
2015

2016

2017

2018

2019







### **County Demographic Profile**

Average Unemployment & Unemployment Rate

County

Educational Attainment & Median Earnings

Household Income

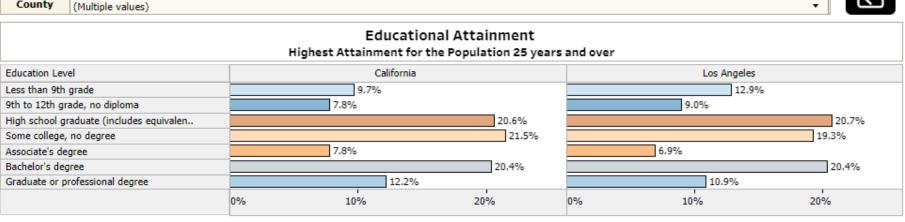
Poverty and Deep Poverty Rates

Average Rent

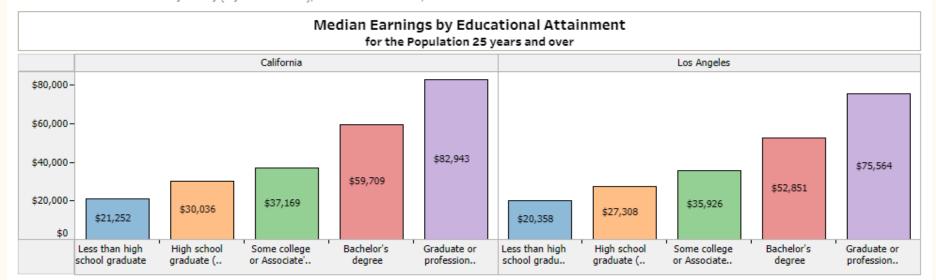
Race and Ethnicity

#### Educational Attainment and Median Earnings\*





<sup>\*2013-2017</sup> American Community Survey (5-year estimates), Social Characteristics, Table DP02







### **County CalWORKs Reports**

CalWORKs Caseload by Case Type

Welfare-To-Work Activity Participation

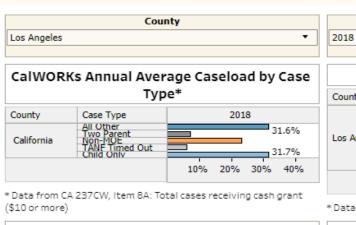
Year

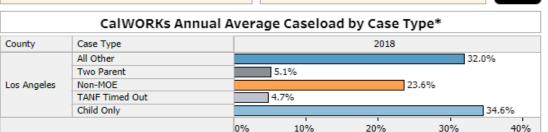
Primary Language Spoken

Case Type

30%

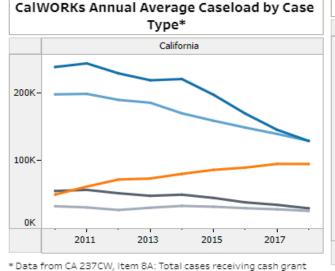
40%

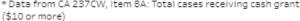


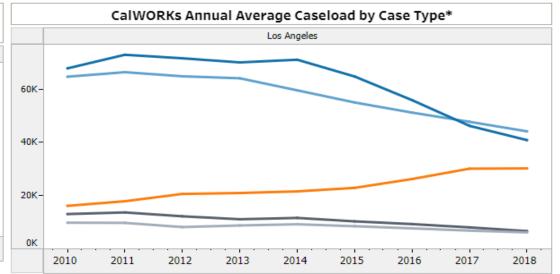


(All)

\* Data from CA 237CW, Item 8A: Total cases receiving cash grant (\$10 or more)







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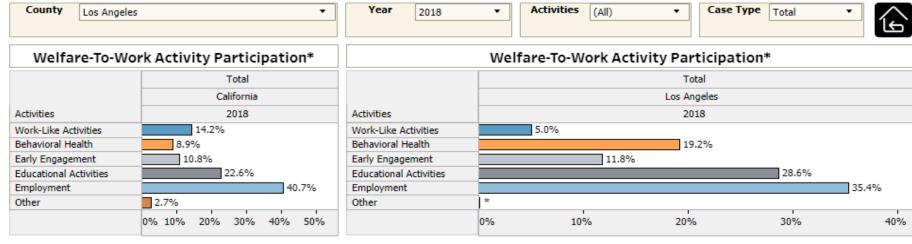
Case Type All Other Child Only TANF Timed Out Two Parent Non-MOE



### **County CalWORKs Reports**

CalWORKs Caseload by Case Type

Welfare-To-Work Activity Participation Primary Language Spoken

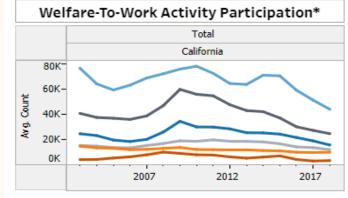


#### \* Data from WTW25/25A.

Note: Activity participation does not equal number of individuals since participants may be counted in multiple activities.

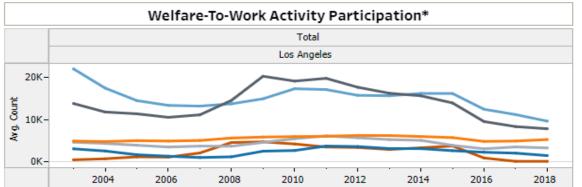
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Activities Work-Like Activities Behavioral Health Early Engagement Educational Activities



# CalWORKs Continuous Quality Improvement (Cal-CQI)



# **Cal-CQI Process**



CQI moves us through a logical process to ask...

How are we doing?

What can be done better?



# County Self-Assessment (Cal-CSA)

- Comprehensively assess county CalWORKs program
- Identify strengths and challenges
- Describe how local operational decisions and systemic factors affect outcomes



# **Cal-CSA Template**

- Automated template to guide counties through the analytical process in a stepwise manner
- Pre-populated with demographic and performance measure data
- Same required analytical questions for all counties
- Optional analytical questions depending on county's unique situation (context) and performance measure rates



# Cal-CSA Analysis

### **Sample Cal-CSA Analytical Questions**

Describe the strengths and needs of the communities served.

The number and locations of CalWORKs offices. Specify urban versus rural. For each office specify: operations, service array, and other services offered (i.e. other human service or workforce programs).

What service/partnership gaps currently exist? What impact does that have on service delivery, and what strategies or long-term plans does the county have to address these gaps?

Discuss the client's experience at the CalWORKs office, include: average wait time, security, paly area for children, etc.

Are any barrier removal service providers co-located at county offices; describe.

Explore whether measure performance varies by key demographic points.

Outcomes are often related – practice changes that lead to improvement in one measure may impact the county's performance on other measures. What other performance measures might impact these measures?



## **Example:** Post CalWORKs Employment Rate

### Sample Cal-CSA Analytical Questions specific to Employment Related Measures

Describe the county's process for engaging employed WTW clients. What does case management look like for employed clients, and how does it differ from case management for unemployed clients?

What percentage of employed CalWORKs clients have unsubsidized employment, subsidized employment, and self-employment?

Describe the county's partnerships with local labor boards.

How do former clients' median earnings compare to the overall county population's median earnings?

Compare former clients' median earnings to the federal poverty threshold, the California poverty measure, and the county living wage.

Describe the county's post aid job retention services, if applicable, and what are the most common services utilized.



# System-Improvement Plan (Cal-SIP)

- County plan for improving their CalWORKs program
- Performance measures for focused improvement
- Improvement strategies



# **Progress Report**

- Update on performance measures and strategy implementation
- Success and barriers in reaching performance goals
- Identification of strategy adjustments

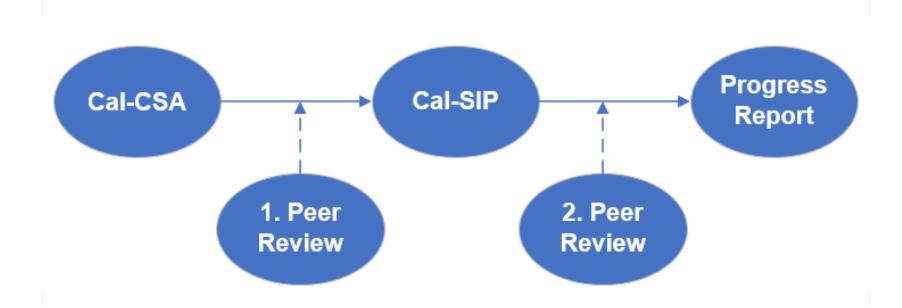


## Cal-OAR Peer Review

- Share promising and best practices
- Discuss and brainstorm ideas to innovate and refine county CalWORKs programs
- Discuss successes and challenges
- Troubleshoot road blocks
- Develop solutions with peer counties



# **Cal-OAR Peer Review**





# Development and Implementation Challenges



### Challenges and Strategies to Overcome

- Desire to measure everything; competing stakeholder priorities
- Reconciling service delivery culture change with WPR
- Need for external data data sharing agreements
- Data validity
- Data de-identification
- Internal CDSS and External county staff capacity



# Training/Technical Assistance



## County Technical Assistance/Training roadmap

- Webinars
- Cal-OAR Forums
- CalWORKs Training Academy
- In-Person Regional Training
- One-on-One Coaching and Support



# Cal-OAR Website and Resources



### **Available Resources**

### Cal-OAR website

https://www.cdss.ca.gov/inforesources/CalWORKs/Cal-OAR

### **Cal-OAR** performance measures

https://www.cdss.ca.gov/Portals/9/ACL/2019/19-40\_3.pdf?ver=2019-05-31-132510-040

### Cal-OAR data dashboard

https://www.cdss.ca.gov/inforesources/CalWORKs/Cal-OAR/Cal-

OAR-Data-Dashboard

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# Question and Answer



