WHITE PAPER ON PERFORMANCE MANAGEMENT FOR COMMUNITY ACTION

ABSTRACT: The purpose of this white paper is to engage the Community Action Network, as well as outside performance management and measurement experts, in discussion around using both the framework of a Theory of Change and Results Oriented Management and Accountability ***Next Generation*** to highlight what is unique about Community Action and better equip Community Action to share its successes through data and narratives.

Developed by the National Association for State Community Services Programs (NASCSP), in partnership with the National Alliance for Sustainable Communities (NASC) and the National ROMA Peer-to-Peer Training Program

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BACKGROUND

The Economic Opportunity Act of 1964 established the Community Action Network, which incorporated State Community Services Block Grant (CSBG) Offices in 1981, when funding transitioned to a block grant format. In Community Action, service delivery occurs at the local level within Community Action Agencies (CAAs). CAAs are places people can turn when they need help to stabilize, improve or rebuild their lives and communities due to economic hardship. The mission of the hundreds of thousands of people who work and volunteer in Community Action, as outlined in the CSBG Statute, is to support movement toward family self-sufficiency and revitalize communities.

Over the past 49 years, the Community Action Network has engaged in numerous "continuous improvement" efforts to increase efficiency and effectiveness. In the past year, the Federal Office of Community Services (OCS) has supported this ongoing effort through grants for Centers of Excellence (COE) at the Community Action Partnership (the Partnership) and the National Association for State Community Services Programs (NASCSP). OCS has also contracted with the Urban Institute.

The Organizational Standards COE, managed by the Partnership, is gathering input from the Network to establish a set of federally approved criteria that State CSBG Offices can use to assess CAA capacity. These criteria, or standards, will include a focus on compliance with basic requirements of the CSBG Statute. These standards will also go beyond basic compliance to focus on high-quality performance across the Community Action Network.

The ROMA Next Generation COE, managed by NASCSP, is working to review and strengthen performance measures and indicators within the Network's current performance management system, Results Oriented Management and Accountability (ROMA). NASCSP will complete this task with input from the Community Action Network and outside performance management and measurement experts. This COE will also assure a coordinated strategy for the nationwide implementation of updated performance measures and indicators, giving special attention to how the updated measures and indicators can be used to compare local entity use of CSBG resources effectiveness and efficiency. The ROMA Next Generation COE will also provide the Community Action Network with tools to highlight and promote the use of evidence-informed practices.

OCS funded the Urban Institute (UI) to provide expert analysis and recommendations for improvements in the Network's performance management and measurement system. To this end, UI will review Community Action's ROMA process, including its performance measurement system via the National Performance Indicators (NPIs). They will also conduct an environmental scan of the performance management and measurement processes of comparable Federal block grants and programs. Their work will be complemented by recommended Information Memorandum language for OCS as well as tools and protocols for the Network.

Together with UI, the COEs are developing and piloting an enhanced performance management system that will establish Organizational Performance Standards, improve the way agencies gather and analyze results to measure success and improve programs and services, and establish standards and performance measures for state and Federal partners to support these local efforts. Additionally, the COE's will develop protocols to help all levels of the Network (local, state, and federal) analyze their data and share what they learn with their peers around the country.

The Administration and some members of Congress are focusing on the value of Federally-funded services, underscoring the urgency of this task. In his FY 2013 budget announcement, President Obama said, "the Administration proposes to establish a system of performance standards and competition for CSBG funds, which will promote innovation and target funds to high performing entities in areas with greatest need." In the FY 2014 budget announcement, President Obama stated "the program's current structure does too little to hold Community Action Agencies accountable for outcomes." Existing performance information, like the CSBG Information Systems (IS) Survey, is important and valued; however, program evaluation determines whether programs produce outcomes that are superior to alternative policy choices. Compounding this data challenge are the following challenges and concerns:

- In contrast to services with narrowly defined targets and outcomes, Community Action service strategies are often broad and multifaceted, as they address the complexity of the issues related to anti-poverty work. This makes it more difficult to apply the same level of statistical rigor and evidence-based evaluation that is used for more narrowly targeted programs. What's more, the CSBG Statute does not include dedicated funding for rigorous evaluation.

- There is a tension between the need to cover all of the nation with some level of basic services and the need to provide more in-depth services to those most in need.

- As an almost 50 year-old strategy, there's a perception that Community Action is no longer innovative.

These factors make it difficult to compare Community Action to other nonprofit social service networks and to describe "what Community Action does" and "what works".

Revisiting the current performance management system, ROMA, and establishing a national Theory of Change offers Community Action an opportunity to respond to some of the aforementioned real and perceived challenges as outlined below.

1. It will help each Community Action Agency and staff member – from the front line to the board room – develop and use a more streamlined and consistent system of measures that will allow for regular review of activities and impacts on organizational performance. Staff will design and collect data at regular intervals to allow front line personnel to see the numbers regularly and make necessary changes in order to meet strategic goals. This approach allows for innovation and adaptability at every level of the organization and will ensure Community Action is doing and documenting what works.

2. The Community Action Network as a whole will select strategic long-term outcomes that can be tracked over time to show successes in family self-sufficiency and revitalized communities. Since deep and significant change toward these goals can only be seen over multiple years, short- and medium-term results will indicate whether the agency, the state, and/or the national Network as a whole moving in the right direction. Long-term success will strengthen Community Action's value.

3. Organizational Performance Standards will ensure that CAAs have the capacity to employ efficient and effective high quality strategies. Moreover, standards will be set for State CSBG Offices and OCS as they support local agencies in their work.

4. Finally, a system will be developed to enhance the Community Action Network's ability to share results and emerging best practices so that agencies working in similar contexts can adapt strategies that have been proven successful.

DEVELOPING A NATIONAL COMMUNITY ACTION THEORY OF CHANGE

An early step in this process is to develop a Theory of Change (TOC) for the Community Action Network as a whole. Using both the framework of a TOC and the enhanced Performance Management system (ROMA Next Generation), Community Action practitioners will be able to highlight what is unique about Community Action and share their successes both through data and narratives.

A TOC answers six main questions:

1. Who are you seeking to influence or benefit (target population)?

2. What goals do you want to achieve (results)?

3. When will you achieve them (time period)?

4. How will you and others make this happen (activities, strategies, resources, etc.)?
5. Where and under what circumstances will you do your work (context)?
6. Why do you believe your TOC will work (assumptions)?

Draft National Community Action TOC

The most recent version of the draft National Community Action TOC is included in Appendix A, should be read left-to-right, and is a work in progress. The TOC explains the Network's unique operating structure and articulates the assumptions the on which it is built as well as its long-term goals. The process of developing the document has led to important conversations about what Community Action's goals or results are and how these goals can be measured and analyzed, which we continue to fine-tune. The assumptions have also sparked important conversations about what Community Action practitioners believe about how change occurs, what they are actually doing, and how they can test these assumptions.

When taken as a whole, the draft National Community Action TOC answers the six main TOC questions as follows:

1. *Who are you seeking to influence or benefit (target population)?*

Per a review of the CSBG Statute and information gathered via listening sessions with practitioners at every level of the Community Action Network, the Network believes poverty is defined by a lack of opportunity as well as the inability provide for basic needs, at both the family and community level. Thus, as noted in our **Assumptions**, Community Action targets families with low-incomes and the communities in which they reside.

Notably, the Network targets families who would qualify for a majority of federal assistance programs, meaning they fall at or below 200% of the Federal Poverty Guideline (FPG). While CSBG funding restricts Community Action's service provision to those at 125% of the FPG, the Network leverages $15 billion in federal, state, local and private funding, allowing it to reach beyond this limit and serve a greater number of people in need.

2. *What goals are you seeking to achieve (results)?*

As noted under our **Long-term Goals**, the Community Action Network aims make families self-sufficient and revitalize communities. These goals are based on language found in the CSBG Statute Sec. 672(1) under "Purposes and Goals." The benefits of family self-sufficiency and community revitalization are also confirmed by responses from all sectors of the network during listening sessions across the country and via web survey in early 2013.

3. When will you achieve them (time period)?

By definition, **Long-Term Goals** cannot be achieved overnight. This Network understands the complex nature of poverty and the devastating intergenerational effects it has on families and communities. Network experience and current research suggests that it takes a family at least three to five years to achieve some level of self-sufficiency. Through its **Performance Measurement and Management** processes, the Network will need to track progress toward its **Long-Term Goals** on a quarterly and multi-year basis and, over time, it will develop its own baseline for the time needed to create positive change for families and communities.

4. How will you and others make this happen (activities, strategies, resources, etc.)?

Many American families and communities are just one illness or natural disaster away from poverty. Community Action believes every family and community should have access to high quality services that provide a pathway to self-sufficiency so that poverty need not be a life sentence. As noted under **Assumptions**, Community Action serves 99% of the nation's counties. What's more, to ensure consistent high--quality services, Community Action is supported at every level - Federal, State, and local. The Federal Office of Community Services (OCS) provides critical oversight and support to State CSBG Offices. In turn, State CSBG Offices maintain the administrative, fiscal, and programmatic health of local Community Action Agencies (CAAs) through monitoring, as noted in the CSBG Statute Sec.678B, and specialized training and technical assistance, as noted in the CSBG Statute Sec.675C(b)(A). State CSBG Offices also facilitate learning communities for CAAs through state-level coordination, resource leveraging, and communication, as outlined in the CSBG Statute Sec.675C(b)(A-F).

The strategies Community Action employs to move people out of poverty and along the pathway to self-sufficiency address both family and community barriers that work in tandem to contribute to or exacerbate poverty conditions. Noted under **Assumptions** and supported by the CSBG Statute Sec.672(2)(A)(D), they are built on the belief that family and community service strategies should be driven by local planning and implementation, which includes maximum participation by all community stakeholders. The Network believes community stakeholders, particularly those who are struggling or have struggled with financial stability, know best how to address their community's needs. This belief is supported by the Federal Office of Economic Opportunity Instruction 1105-1 titled "The Mission of the Community Action Agency." As such, Community Action engages public, private and low-income stakeholders in Community Action Agency governance, advocacy, program design, and evaluation, as found in the CSBG Statute Sec.676B(a-b).

The **Assumptions** in the draft TOC also show that Community Action believes bundled services have a significant and measurable positive impact on low-income families. This is grounded in CSBG Statute language found in Sec.672(2)(B) as well as research conducted by the Annie E. Casey Foundation (AECF). In its report "An Integrated Approach to Fostering Family Economic Success," the AECF found that a set of services in at least three focus areas yielded greater results for customers than the provision of a single service in a specific focus area.

The Network maintains a multi-level approach to meeting needs of program participants, using either a "light touch" or "deep touch" as appropriate to provide assistance. NASCSP is introducing these terms to help explain a phenomenon revealed by the results of the CSBG Information Systems (IS) Survey data in the past several years: the number of program participants served exceeds the number of program participants who achieve outcomes that indicate movement toward family self-sufficiency. We posit that this is due to a difference in service goals and expected outcomes. NASCSP proposes to explore the distinction between the one time services provided to Community Action program participants – which we call "light touch" – versus a comprehensive set of bundled services – which we call "deep touch" – provided to assist families as they move toward self-sufficiency. Appendix B includes a figure that provides greater detail on these two strategic paths to service delivery within Community Action. As we begin to outline options for updating performance measurement within Community Action, NASCSP suggests ROMA Next Generation employ service counts to capture light touch activities, such as food baskets, LIHEAP, or income tax preparation. Program participants receiving bundled services, whether delivered by the CAA or a partner organization in the community, will be captured through observing, documenting, and reporting progress over time and across multiple domains.

The Network also believes that, to the greatest extent possible, CAAs should use evidence-informed and evidence-based family self-sufficiency and community revitalization service strategies as highlighted in the CSBG Statute Sec.672(2)(C). The strategies, as noted earlier, are driven by a community assessment. OCS defines evidence-informed and evidence-based practices as follows:

> **Evidence-informed practices:** Approaches that use the best available research and practice knowledge to guide program design and implementation within context. This informed practice allows for innovation and incorporates the lessons learned from the existing research literature.
>
> **Evidence-based practices:** Approaches to prevention or treatments that are validated by some form of documented scientific evidence. These could be findings established through

scientific research, such as controlled clinical studies or other comparable and rigorous methods.

Note: To replicate evidence-based practices, special attention must be paid to the context in which outcomes were achieved as well as the population for which outcomes were achieved.

Service strategies that meet these criteria work to broaden the resource base of programs aimed at poverty reduction and the revitalization of low-income communities. The Network refers to activities that increase opportunity through access to needed resources, as "leveraging." The basis for these activities is found in the CSBG Statute Sec.672(2)(E).

The Network further believes that an enhanced **Performance Measurement and Management** strategy will promote greater effectiveness at every level of the Community Action Network. At the local level, through training and tools, the Results Oriented Management and Accountability (ROMA) Next Generation will increase the accountability and effectiveness of CAAs by ensuring that they are fully implementing every stage of the ROMA Cycle, with special attention to the evaluation phase. This will ensure that CAAs are addressing locally identified needs in a strategic manner and evaluating their results to guarantee services are as effective as possible.

The ROMA National Performance Indicators will be streamlined to better illustrate how services are woven together to produce movement toward Community Action's long-term goals and to improve consistent reporting across the nation. ROMA Next Generation will also increase the ability of State CSBG Offices to monitor ROMA implementation through the creation of State CSBG Office-specific training and tools.

Additionally, new performance management and measurement tools will prompt the frequent collection and analysis of data at every level of the Community Action Network. Through this effort, emphasis will be placed on self-evaluation and improvement as well as on communicating timely information that can be used to improve strategies and outcomes.

With support from OCS, NASCSP and the Urban Institute (UI) have been leading the Network's efforts to improve its **Performance Measurement and Management** processes. More specifically, NASCSP is leading the effort to enhance ROMA for local agencies and State CSBG Offices while UI is leading the effort to create performance management and measurement tools specific to the work of OCS and State CSBG Offices.

5. *Where and under what circumstances will you do your work (context)?*

The Community Action Network believes organizations with **Systems Capacity** that are fiscally sound, well-functioning agencies, are best positioned to achieve their missions. As a step toward evaluating and addressing this imperative, the Community Action Network is creating Organizational Performance Standards for CAAs, State CSBG Offices, and OCS. With support from OCS, the Community Action Partnership (Partnership) and the Urban Institute (UI) are leading the Network's effort to create standards, with the Partnership creating Organizational Performance Standards for local agencies and UI creating standards and performance measures for OCS and State CSBG Offices.

The final product will be a set of local, state, and federal-level Organizational Performance Standards and performance measures aimed at measuring the core capacity of each level of the network to contribute to the goals of Community Action. State CSBG Offices support CAAs in increasing their core capacity so that they can achieve their long-term goals. At the federal level, OCS supports State CSBG Offices and State CAA Associations in increasing their core capacity so they are better able to assist their statewide CAA network in achieving Community Action's mission. Standards at each of these levels are outlined under **Systems Capacity** in the draft TOC.

The *Community Action Program and Service Development* figure in Appendix B places Community Action's work within the context of family and community.

6. *Why do you believe your theory of change will bear out (assumptions)?*

Based on experience, the Community Action Network believes that its methods for moving families to self-sufficiency and revitalizing communities have been successful over the past 49 years. However, the Network is unable to document the full measure of success using current performance measurement and management reporting. The draft National Community Action TOC clarifies Community Action's long-term goals and **Assumptions** begins to outline a process that will allow the Network to more clearly define, identify, and link high-impact service strategies to the Network's long-term goals. Systematic data collection and analysis, as illustrated by the red arrows on the draft TOC, are needed to test each component of the draft TOC. What's more, performance measurement and management through an enhanced ROMA system will be critical to assisting the Network in creating evidence and documenting success.

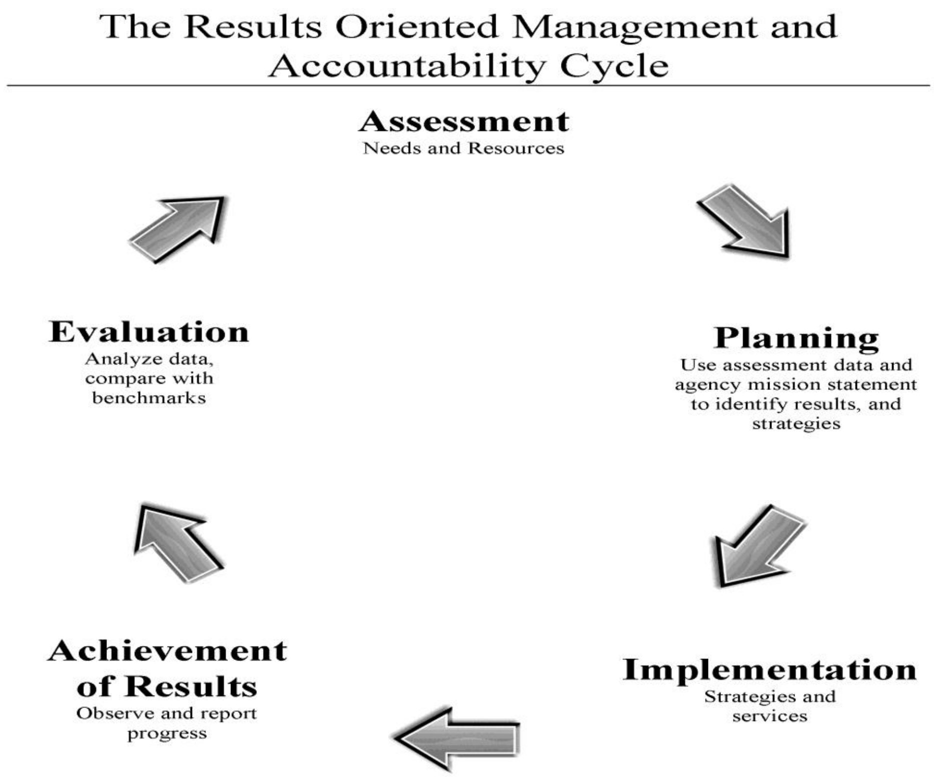
UNDERSTANDING COMMUNITY ACTION'S RESULTS ORIENTED MANAGEMENT AND ACCOUNABILITY SYSTEM

Partially in response to the Government Performance and Results Act of 1993, OCS convened a work group called the Monitoring and Assessment Task Force (MATF), consisting of leaders from across the country representing all levels of Community Action – federal, state, and local. The MATF identified Six National Goals to provide a framework for grouping the outcome measures of local Community Action Agencies (CAAs). The Six National Goals were drawn from the three main focus areas of the CSBG Statute: self-sufficiency and family stability, agency capacity, and community revitalization. The Six National Goals, established in the late 1990s by the MATF, are:

1. Low-income people become more self-sufficient. (Family)
2. The conditions in which low-income people live are improved. (Community)
3. Low-income people own a stake in their community. (Community)
4. Partnerships among supporters and providers of services to low-income people are achieved. (Agency)
5. Agencies increase their capacity to achieve results. (Agency)
6. Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other supportive systems. (Family)

The MATF then proposed a system of performance management called Results Oriented Management and Accountability (ROMA). The ROMA performance management system was voluntarily adopted by many local CAAs when it was included in the 1998 reauthorization of the CSBG Statute. With the issuance of Information Memorandum 49 in February 2001, the Federal Office of Community Services (OCS) ushered in a new era of "results orientation" to improve the management and accountability of all CAAs and State CSBG Offices. In 2001, reporting on results became mandatory.

The MATF built ROMA on a well-respected conceptual framework for management developed by Peter Drucker, who was at the time the world's most recognized management consultant. Drucker's principles and practices help to articulate the importance of Results Oriented Management and Accountability as a full range of activities, not just a compliance based data collection and reporting process. The *message* of the MATF was that the results produced by the Community Action Network reflect the agency's accomplishments as measured by changed lives and changed conditions in the community. As understanding of ROMA was developed, material from the *Drucker Foundation Self-Assessment Participant Workbook* was used to identify ROMA as a part of generally accepted management systems. ROMA guides the service delivery and outcomes measurement process through the cycle illustrated below.



The "ROMA Cycle" graphic was developed by the National Peer to Peer (NPtP) ROMA Training Project, based on guidance regarding Core Activities for States and CSBG Eligible Entities provided by OCS Information Memo 49.
From Planning for Results © 2006, J. Jakopic and B. Mooney

ROMA Challenges

ROMA faces some challenges both as an internal management tool and as a way to share the results of Community Action.

In 2004, the need for standardized outcome reporting led to the creation of the National Performance Indicators (NPIs). The NPIs relate to specific outcomes in the many domains across which CAAs work in an effort to measure progress toward the Six National Goals. These outcome and output measures are aggregated nationally in the CSBG Annual Report. When properly implemented in its entirety, the ROMA cycle forms a complete performance measurement and management system. However, many Community Action practitioners began simply reporting outcomes in the reporting format, rather than fully implementing each stage of the ROMA Cycle, thus reducing "ROMA" to a reporting tool. The complexity of ensuring over 1,000 CAAs implemented the whole Cycle became an ongoing challenge for the Network, even though the reporting function of the Cycle did provide some important data about who Community Action serves and what it accomplishes. The ROMA Next Generation COE is intended to remedy this challenge by developing training, tools, and general guidance for agencies struggling to implement the full ROMA Cycle.

The CSBG Annual Report receives consistent criticism from experts outside of Community Action who are actively engaged in community change. One criticism is that the listing of so many NPIs covering both outputs and outcomes makes it hard to get a sense of what the real results are. Second, there are places where aggregation leads to broad, difficult to define terms such as “addressing conditions of poverty.” In addition, the outcomes are not related to the context and the demographics of the populations served. Finally, there is no way to track multi-year results. Change doesn’t happen quickly for communities and families who fall at or even well below the national poverty level. The ROMA Next Generation COE will provide the Network with suggestions on how the NPIs might be updated to address these concerns.

Comparing ROMA to Current Performance Management Systems and Literature

As we revisit the elements of Community Action’s performance measurement and management systems, we have cutting-edge thinking at our disposal. Mario Morino's *Leap of Reason/Managing for Outcomes* provides a fresh perspective on performance management. However, even he refers back to the foundation of Peter Drucker’s work, on which ROMA was built, showing that the ROMA system is still relevant.

Morino’s work supports the fundamental concepts of ROMA and suggests a path forward. He summarizes his theory on best practices for the social sector as follows (*Leap of Reason*, pg. 13):

> “Our sector needs a major reset on the approach to outcomes — from how we think about them to how we assess them. More than anything else, our sector needs a singular focus on managing to outcomes for greater impact. This means encouraging and supporting nonprofits to do the following:
>
> - Gain clarity, through thoughtful introspection, on what change they are trying to create
> - Gain specificity on how they will accomplish that change

- Determine what information (hard and soft) will be most helpful for gauging whether they are on course to achieve that change
- Collect and use this information to plan, make important decisions, track, course-correct, and improve
- Combine all of the above with good judgment and keen discernment, which are more important than any single metric."

Morino urges us to develop systems that do the following:

- Clearly define and describe the programs and services we provide
- State clearly the outcomes we are trying to achieve
- Define, with reasonable specificity, what each of the programs and services actually does that leads to the outcomes
- Demonstrates that our programs and services are informed by insights from consideration and analysis of feedback from a wide range of stakeholders.

David Hunter, a colleague of Mario Morino, shares his insights about how to build organizational capacity to improve the lives and outcomes of families and communities in his book *Working Hard -- And Working Well*. His steps virtually parallel the "Introduction to ROMA" curriculum taught in the Community Action network, helping us see where our system is strong and where improvements are needed. The table below shows these parallels between ROMA and Hunter, as well as some of Hunter's ideas that we might implement to improve our current system (see items in red).

David Hunter	**Introduction to ROMA**
Chapter 4 -- How to Get Started	Module Two: Building Blocks
Mission Exercise: Mission clarification	Mission Exercise: Examining mission statement
Theory of Change	Finalize the TOC currently in development for the Network
Target populations	Drucker Questions: Who is your customer? What does the customer value?
Outcomes	Module Three: Developing results oriented plans. What are our outcomes?

Outcomes vs. outputs	What are our strategies? The difference between outcomes and outputs.
Programs and services	Module Four: Implementing the plan What are the services? How much service is to be delivered?
Short term, intermediate term outcomes	Module Six: Developing scales Module Seven: Using the logic model
Identification of objectives	Identification of outcome indicators
Target and service populations	Create tools that increase use of client characteristic data.
Identification of risk factors	Consider this as a new element for ROMA.
Baseline assessment	Discussion in Module Six (scales and matrices) relates to need to identify baseline and then follow up
The Turnstile Number *Money buys outputs. Smart, intentional, and relentless management of outputs generates outcomes.*	Discussion in Module Three of "provision of services" vs. "strategic thinking" models of planning/management
Establishing yes/no outcomes *Their all or nothing nature makes them useless for measuring progress*	Rethink the usefulness of scales and matrices.
Numerical assessment Count things that matter	Increase understanding of what matters.
Scale based assessments (avoid double barreled scales)	Module Six: Scales and matrices
Core services (egg yolk) vs. supportive programs (egg white)	Consider the difference between core and supportive programs which may lead to productive elements of new performance management system
Long term outcomes, indicators, measures	ROMA logic model

Creating the Next Generation of ROMA

In summary, the ROMA Next Generation COE will work to maintain the successful elements of ROMA while bringing current organizational development best practices into a revised and refined system. In sum, the items that ROMA Next Generation will address are:

1. *Foster a performance culture in the network*

    a. As Isaac Castillo said in 2010, *"The first (and perhaps most critical) step in creating a culture of outcomes measurement is getting everyone to understand this simple statement: A nonprofit should measure outcomes for a single reason – to improve the quality of services for clients." (Leap of Reason, pg. 95)*

    b. Through the provision of tools and training, the ROMA Next Generation COE will equip CAAs and State CSBG Offices with the tools they need to further foster a performance culture.

2. *Implement a Theory of Change process throughout the network*

    a. This process at the national, state and local levels will clearly describe

        i. The outcomes Community Action aims to achieve.

        ii. The programs and services CAAs provide.

        iii. The connection between the results of these programs and services to the longer-term outcomes.

        iv. The importance of building on the community assessment to inform and analyze feedback from a wide range of stakeholders

3. *Increase use of client demographic indicators and the well-established risk factors associated with them*

    a. Local agencies track demographic information and apply it in community assessments. Linking the risk factors associated with specific populations can be used to help improve program design and efficacy by better understanding what programs and services are needed for which populations and designing indictors that reflect these specific populations.

    b. A one-size-fits-all approach is not appropriate for CAAs, since they must be nimble and innovative to address a wide range of needs and challenges. For example, a high percentage of the people CAAs serve are seniors, people with disabilities, and children. Self-sufficiency might look different for these populations than for some others. Finding employment, for instance, is not always an appropriate indicator of success for every individual.

4. *Use scales to show progress toward self-sufficiency*

    a. We need to measure progress toward self-sufficiency from the initial contact with a client through delivery of services and follow up. This acknowledges that many clients start out well below the poverty level and recognizes the outcomes they are able to achieve. It also represents the comprehensive services of Community Action and that CAAs use CSBG funds to provide services only to people who are below 125% of the poverty level, but may have additional resources to assist families beyond this level. The figure titled *Age of CAA Participants*, in Appendix C, provides further details about the program participants served by CAAs.

5. *Focus on a shorter list of outcomes that gives the information needed at each level of the Network about core programs*

    a. For clients who receive only emergency services, a count of people served may be sufficient.

    b. For clients who receive multiple services, it is critical to track both services received and progress toward outcomes over time. This will require significant additional data collection at the local level.

    c. The outcome list must include both family- and community-level indicators.

6. *Make changes to the data collection system*

    a. If local agencies are going to meet the higher bar of ROMA Next Generation, they must have a performance management process and data system that can integrate information for the organization as a whole. Right now, agencies run multiple data systems for different funding streams, which will continue to be a challenge. But some processes must be implemented to enable agencies to determine all of the services provided to each family in order to understand the outcomes (or lack of outcomes) achieved by agency and program participants.

    b. Federal leadership is needed to align federal funding sources’ data sharing policies.

7. *Enhance ability of State CSBG Offices to monitor and train on ROMA*

a. State CSBG Office staff will need additional ROMA training if they are to monitor ROMA implementation.

8. *Aim for full implementation of performance management systems by all local agencies, State CSBG Offices, and OCS*

a. Providing the training and support for full implementation of the revised systems developed by the COEs and UI is a critical next step.

b. The Network has multiple resources for delivery of training and technical assistance. However, NASCSP will need to provide significant training on ROMA Next Generation and radically expand local training capacity in order to move the Network toward full implementation.

IDENTIFYING ROMA NEXT GENERATION DATA ELEMENTS

The Community Action Network must identify and measure change through movements in status (in-crisis to thriving) and direction (positive, neutral, negative) measured over time (short, intermediate, long term). In particular, these data sets must identify:

- The link between the actions of Community Action Agencies (CAAs), the outcomes that are met through individual or bundled services, and the overall movement toward long-term goals. Does obtaining a job or safe, affordable housing indicate a movement toward family self-sufficiency?
- The amount and type of service needed to produce results that actually matter in moving a family and/or community toward the Network's long-term goals. In other words, what produces a change?

Furthermore, the Network must identify datasets with information related to the provision of Emergency Services. Is the family facing a sudden disaster (flood, hurricane, fire, etc.) or emergency (recent loss of job, sudden illness, eviction notice, etc.), or is the family in a situation of need based on a life situation (long term unemployment, chronic illness, income unable to meet family basic needs) that will require multiple units of service, over time, to keep the family from moving into crisis?

There is little, if any research that validates the results of providing food, water, clothing, and shelter to families facing a true emergency or disaster. Many agencies address emergencies because they recognize that without intervention the family will experience long-term crisis.

UNDERSTANDING THE NATIONAL PERFORMANCE INDICATORS OF ROMA

The National Performance Indicators (NPIs) are connected to the Six National Goals of ROMA, and provide specific areas that can be used to demonstrate the outcomes of CAA interventions. The NPIs represent a considerable amount of work and deliberation by some of the best and brightest Community Action leaders. There is considerable agreement in the field that the measures are indeed representative of the work of CAAs and of the outcomes of CAA program participants.

In some of the NPIs, activity effectiveness is measured by comparing the target number of outcomes expected with the actual number of outcomes achieved. These success rates have been high, as evidenced by the most recent CSBG Annual Report, which also compares reported outcomes over time.

Nevertheless, in every focus group, listening session, survey, and interview conducted by the ROMA Next Generation COE over the past four months, we have repeatedly heard “There are too many things to report.” It’s important to remember that not every agency is expected to report on every indicator. While there are a large number of individual indicators included in the NPIs, the list is actually an a la carte menu from which individual agencies should report only on outcomes appropriate to their activities. The list began in 2004 with a core set of the outcomes most commonly reported by local agencies but increased over time as local agencies expressed frustration at not being able to report outcomes not listed. The national reporting system has tried to balance the tension between comments from the field that assert there are too many things included and those that assert there is not a specific place to report the entirety of each agency’s outcomes.

Other challenges inherent in the use of the current NPIs include the following:

- While individual indicators in the NPIs were carefully considered and debated by stakeholders, the connection between indicators and goal achievement is not articulated.

- As there is no report on the number achieving the Six National Goals (only the numbers achieving the indicators of the goals), it appears that local agencies, who enter the data, and State CSBG Offices, who aggregate the data, are responding to individual elements, not reporting how the elements are coming together to achieve overall national goals or the Community Action mission.

- There has not been an analysis of the data to establish standards for each indicator. If the aggregated number of individuals who secured employment in 2011 is over 100,000, as identified in the most recent CSBG Annual Report, what does this mean? Is this number small or large? What is the context for this data?

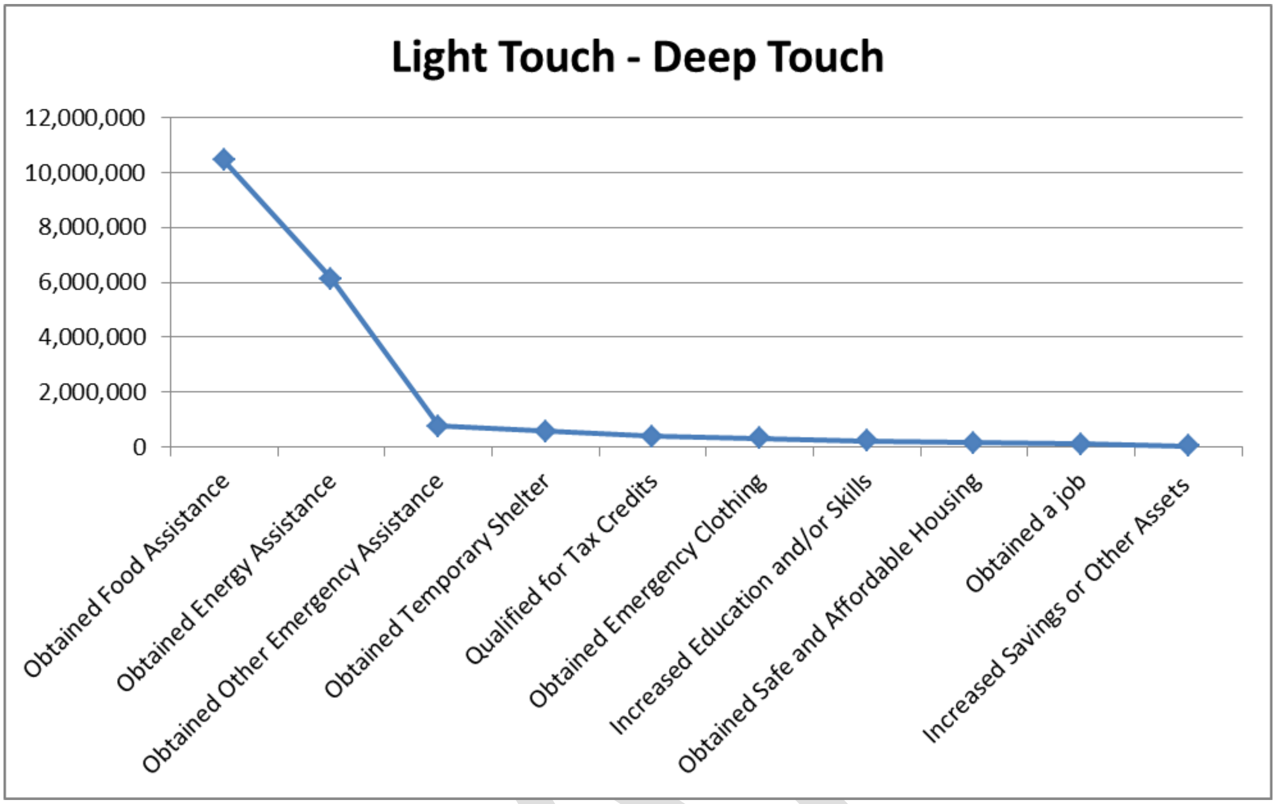
To the latter bullet, we can and do compare the outcomes from the most recent year with outcomes for prior years to see if this effort has been maintained (at similar levels given funding changes in ARRA, etc.) over time. Also, we can and do demonstrate how our actual outcomes compare to our projections. However, using the current NPIs we cannot describe the actual change that these employment outcomes have made, either for families or for the communities in which they live. We cannot compare the effectiveness of different CAAs using this information because the conditions in each agency are different and these differences in situation (population, community conditions, resources, etc.) will affect the outcomes.

MEASURING FAMILY SELF-SUFFICIENCY

Considering the long-term goals of family self-sufficiency and revitalized communities highlighted in the draft National Community Action TOC, it is important to examine how the NPIs falling under our current family and community ROMA goals can be adjusted to address the previously mentioned concerns and begin to track progress toward our long-term goals.

Agency-level outcomes and data collection on professional development and capacity building are important incremental steps in achieving a long-term goal. This is outlined in the “Systems Capacity” portion of the Community Action TOC. However, these outcomes will now be collected and reported in the Organizational Performance Standards. Thus, NASCSP suggests removing the Agency-level outcomes from the NPIs and moving forward with a focus on solely the family and community level outcomes. A full listing of the NPIs can be found in Appendix D.

As we begin this discussion, it’s important to note that not all Community Action program participants receive the same service approach. The Network’s multi-level approach to service delivery warrants using both a “light touch” and “deep touch” to provide appropriate assistance. One-time services provided to Community Action program participants are considered a "light touch" approach, while the provision of a comprehensive set of bundled services is considered a "deep touch" approach. Recent NPI data, shown in the graph below, indicates the majority of the Network’s program participants achieve short-term outcomes that are the result of a light touch approach.



The graph shows the large percentage of outcomes (to the left of the graph) related to obtaining a needed service. These data have been criticized as being "outputs" rather than "outcomes." They are indeed proxies for families achieving a measure of stability in the domains of food, housing, energy, and others as a result of receipt of a service. They also include one-time services, such as tax preparation, which is a proxy for increased family income in the form of tax credit refunds, which may be considerable for a family with children.

Analysis of this information leads to three observations:

1. Some emergency services (i.e. food baskets) are provided without a formal intake process. These light touch activities are not connected to any data collection system.

2. As a Network, we cannot universally say if families participated in multiple services and achieved multiple outcomes. Participants who achieve short-term outcomes from "light touch" activities may also achieve "self-sufficiency" outcomes because they are engaged in other "deep touch" activities provided by the CAA or one of its partners. The current reporting system does not allow for analysis of this combination of outcomes.

3. The number of families moving toward and achieving self-sufficiency will be small and progress will be slow. Sixty-nine percent of the families Community Action serves fall below the Federal Poverty Guideline (FPG) for a family four and face multiple barriers to

moving ahead. Therefore, the numbers of outcomes achieved in the right portion of the graph are much smaller.

As Community Action works to identify how the participants served are actually engaged in moving toward self-sufficiency, the ROMA Next Generation COE suggests separating the outputs of services provided under the light touch approach from the outcomes obtained through the deep touch approach. Several examples of light touch approaches encompassed in the NPIs include: Obtained food assistance (NPI 1.2I), Obtained non-emergency LIHEAP (NPI 1.2J), Obtained non-emergency weatherization energy assistance (NPI1.2K) and Obtained other non-emergency energy assistance (NPI 1.2L). These and other service counts or outputs will be placed in a supplemental portion of the CSBG IS Survey. The COE also believes that the Network's move in this direction can be expedited if OCS and the Administration publicly acknowledge that the movement of these program participants will happen over a multi-year timeframe and that the number actually achieving this intensive, high-impact, long-term goal of self-sufficiency will likely be relatively small.

Another item that must be considered as we think about how to measure family self-sufficiency is that 55% of Community Action's program participants are either children or seniors, as portrayed in the figure titled *Age of CAA Participants* in Appendix C.

A key service strategy to assist a family in moving toward self-sufficiency is to support program participants as they secure earned income and work-related benefits. The 37% of program participants who are children and unable to work emphasizes the importance of framing our long-term goal as family or household self-sufficiency. The challenge will be gathering data on children whose families we do not directly serve. Concerning the 18% of seniors served, for those who are unable to work, how does their inability to secure earned income affect their ability to achieve self-sufficiency? Is the definition for self-sufficiency different for seniors than it is for young adults and adults? What about people with significant disabilities who are unable to work due to health or cognitive challenges?

These questions lead us to ponder a standard definition for self-sufficiency. This is a critical consideration for implementation of the NPIs. Three popular definitions found in the literature on the topic include:

1. **The ability to meet family basic needs.** Basic needs include: housing, utilities/telephone, childcare, food, transportation, health care, clothing and household items, and taxes (minus federal and state tax credits).

2. **The ability to meet family basic needs without public or private assistance.**

3. **The ability to meet family basic needs without public or private assistance, and to have sufficient discretionary income for savings and emergency expenses.**

Significant Network discussion is needed before we can come to a conclusion around a standard definition. CSBG Statute language in Sec.672(1), which speaks to focusing on families transitioning off of state assistance, should be carefully considered as this discussion ensues.

Using the NPIs to measure Family Self-Sufficiency

The NPIs under ROMA Goals One and Six relate to family self-sufficiency and stability. Under **Goal One** - **Low-income people become more self-sufficient** - current NPI measures include outcomes in the areas of Employment, Employment supports and Economic Asset Enhancement and Utilization. These are based on the assumption that an increase in the income and available assets is a path to self-sufficiency and that when family members secure or improve employment, their family income increases, which enables them to increase their assets. Additionally, there are supports that can help family members increase skills and resources that enable them to secure or improve their employment or employability. There is even some research that connects the outcomes reported, based on these assumptions, and the achievement of self-sufficiency.

There are challenges to this method, however. The current demographic and NPI data found in the CSBG IS Survey do not allow us to measure how many people have "become more self-sufficient." For example, we do not know if the individuals who secured employment achieved self-sufficiency.

A few states have established definitions of self-sufficiency, but there is not a single definition to which all measures across programs and states applies. Therefore, it is difficult for our Network to talk about achievement of this goal, or even progress towards it.

The following outcomes take some of the current National Performance Indicators that are being collected and reported, and replace them with stronger outcomes that define movement towards family self-sufficiency. These are outcomes that would not require significant changes to reporting systems, but would require both follow-up for measuring progress as well as deeper analysis of data that is collected. These outcomes could be adopted as national performance measures that could be aggregated, similar to the current NPI structure.

Potential NPI Revisions to ROMA Goal One

Outcome One: People with low incomes increase family income as they move out of poverty.

Measured as the number of families who move from below 125% FPG to above 125% FPG

These families' movement toward self-sufficiency is measured by their family income. This provides a clear data point for the number of people we are moving out of poverty**.**

Related Current NPIs: NPI 1.1C

Outcome Two: People with low incomes decrease reliance on cash assistance or public benefits.

Measured as the number of families who move to "Employment Only" or "Employment & Other" from any other income source category

These families would be moving towards self-sufficiency as measured by obtaining of a job and decreasing reliance on public assistance.

Related Current NPIs: NPI 1.1A, 1.3

Discussion

Lack of self-sufficiency may be defined in both economic and non-economic terms. Economic factors include both income and assets (as we have identified in the NPIs). Non-economic factors may include such things as insecurity, powerlessness and susceptibility to violence (elements of "toxic stress"), and it often implies living in marginal or fragile environments. To measure each of these components the Network would need to answer the following questions: *Are families better off? What has changed?*

To answer this, the agency needs the data collection capacity to connect client characteristics to outcomes. Per a recent ROMA Implementation Survey conducted by the ROMA Next Generation COE, many agencies report that they can do this. Agencies also need to do an income assessment at two points in time to show change. Any agency without this capacity to do follow up will be unable to demonstrate a change. Note that this is true with all the goal areas, not just this one.

Outcome One is an economic measure of increased self-sufficiency. If defined as movement above 100%, 125%, or 200% of the FPG the Network data would answer the following questions: *How many achieved? How many made progress?* But, how do we determine "number served" to use as denominator of the "success" ratio? Is it the number of people who entered at 100% poverty (so as to acknowledge that individuals and families starting at 75% of poverty or less will not move as quickly up the economic ladder)? It would not be a good measure if the agency used everyone they served as the denominator. Many of the families not ready to move toward self-sufficiency would be captured under **Goal Six** - **Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other**

supportive environments. The challenge here is to find a consistent protocol for agencies to determine the number of individuals/families who are working toward self-sufficiency.

Furthermore, agencies make a Goal One and Goal Six determination based on the identification of the family's own stated goal of "seeking employment" or not, as all the outcomes identified as "supports" are related to securing and maintaining employment. *(Note: This is cumbersome and difficult for most agencies.)* The challenge here is that getting a job does not ensure family income will increase. Many studies of the "welfare to work" programs show that the loss of benefits to families who secured employment resulted in a decrease in economic security.

Outcome Two speaks to increased family security without benefits. Considering the typical family served by Community Action, perhaps if a family secures more benefits that would be an increase in family stability but not a move toward self-sufficiency. The Network would need to answer the following question: *Are families better off?* The data elements to consider include:

- Deprivation of basic needs (food, shelter, clothing, safety in home and community) and services (schools, health care)
- Lack of skills include education, employability and technical skills
- Lack of assets may include access to credit, availability of savings, owner ship of a private auto or computer, and ownership of larger assets as real estate/property.

  (Note: Many of these are identified in NPIs 1.2 and 1.3)

One way to do this would be to use a family development scale/matrix to show progress in different domain areas. If the Network moved in this direction, would the matrix elements need to be standardized across the country? While it might provide for more consistent and reliable data collection, community differences that would argue the definitions for benchmarks of "vulnerable" and "stable" would not be respected.

Would progress be measured only in domains for which the family received CAA services? Would it include the progress from services that the CAA referred the family to?

Potential NPI Revisions to ROMA Goal Six

Outcome 1: People with low incomes secure cash assistance or public benefits to stabilize family.

Measured as the number of families who receive new benefits to stabilize the family.

The families captured here would include those moving towards family stability through access to public assistance and by addressing basic needs.

Related Current NPIs: NPI 1.2, 1.3, 6.4

Outcome 2: People with low incomes secure immediate temporary emergency or disaster relief assistance.

Measured as the number of families who receive emergency or disaster assistance.

The families would include those moving towards family stability through accessing public assistance and addressing emergency basic needs.

Related Current NPIs: NPI 6.2

Discussion

Current NPI measures under Goal Six cover the areas of assistance for vulnerable elderly and individuals with disabilities, and in services for children and youth. They also include Emergency Assistance and Disaster Relief. Elements include Child Development, Family Development, and Family Supports. There is no count of the number of people who "achieve their potential."

This goal is also difficult to understand as it has multiple elements in it which are not clear, specific or measurable. Definitions for vulnerability, potential, and strengthening would help to clarify what the goal intends.

This goal also includes a section clearly marked and identified as "service counts" which is designed to demonstrate the scope of the services that are provided in emergency and disaster situations and to families who are nearing crisis in situations that are related to some basic need. As discussed earlier, the ROMA Next Generation COE suggests these be placed in a separate supplement piece to the CSBG IS Survey.

Adopting **Outcome One or Two** will require the Network to revisit who we capture under this goal. Is a senior citizen automatically considered vulnerable just because of age? In this era where many individuals well over 55 are still active in employment and in their communities, it does not make sense to assume all are vulnerable.

> “As the year 2011 began on Jan. 1, the oldest members of the Baby Boom generation celebrated their 65th birthday. In fact, on that day, today, and for every day for the next 19 years, 10,000 baby boomers will reach age 65. The aging of this huge cohort of Americans (26% of the total U.S. population are Baby Boomers) will dramatically change the composition of the country. Currently, just 13% of Americans are ages 65 and older. By 2030, when all members of the Baby Boom generation have reached that age, fully 18% of the nation will be at least that age, according to Pew Research Center population projections. But don’t tell Baby Boomers that they are old. The typical Boomer believes

> that old age does not begin until age 72, according to a 2009 Pew Research survey." (Pew Research Center 2011)

Provision of services for vulnerable senior citizens will not produce an increase in income or economic status. It may prevent a more costly intervention (for instance, community or home-based services can prevent institutionalization and support continued independence). Is it valuable to ensure that only those services to the vulnerable portion of the elderly population are included here when looking at services that are provided to all seniors regardless of income, such as congregate meals, senior center activities, resource and referral services, etc.?

This discussion could also apply to individuals with disabilities. There is a difference between providing "emergency" services in a crisis or disaster situation, and providing those services to individuals and families who use the service to maintain or improve their normal circumstance.

Research is not needed to support the obvious benefit of providing assistance to families and communities in the face of emergency and disasters. There is usually no follow-up associated with these services as none is warranted. Follow up *is* needed to find out the benefit, impact or change that is produced by the other kind of service (once a month food box, seasonal heat or utility assistance, one-month housing payment, etc.), but this is not captured in the NPIs. The fact is the receipt of the service is considered a proxy for the actual accomplishment of an outcome. In either case, the provision of these kinds of service will not produce an increase in income or economic status.

Some of the family development and family support outcomes in Goal Six are the same as those in Goal One. The difference currently rests on the determination of the family's ability to be employed. Perhaps a better determination would be to identify the level of need using family development scale/matrix -- have a continuum of service which is reported either as Goal One (self-sufficiency -- movement above the prevention line) or Goal Six (stability -- moved from below the prevention line to above or managed in a crisis or disaster situation).

Of note, these three indicators speak to the "strengthen family and other support systems" portion of Goal Six:

- Parents and other adults learn and exhibit improved parenting skills
- Parents and other adults learn and exhibit improved family functioning skills
- Children and Youth Development

It is difficult to determine how the Network is using the CSBG IS Survey items that are associated with services for vulnerable children and youth but it is clear that many Head Start outcomes are reported here. Many of the items are outputs and many are not measured but rather counted as a proxy. So if children receive meals as a part of the Head Start school day, it is assumed that they have improved health and physical development.

- Infants and children obtain age-appropriate immunizations, medical, and dental care (output)
- Infant and child health and physical development are improved as a result of adequate nutrition (proxy)
- Children participate in pre-school activities to develop school readiness skills (output)
- Children who participate in pre-school activities are developmentally ready to enter Kindergarten or 1st Grade (outcome, backed up by observation and other tools)

The youth outcomes may be best associated with the "achieve potential" portion of the goal.

- Youth improve health and physical development
- Youth improve social/emotional development
- Youth avoid risk-taking behavior for a defined period of time
- Youth have reduced involvement with criminal justice system
- Youth increase academic, athletic, or social skills for school success

Measures of Family Self-sufficiency Beyond the NPIs

Other methods of measurement toward self-sufficiency that the ROMA Next Generation COE believes warrant analysis in terms of how they might assist the Network in measuring its long-term goals are listed below.

The Basic Economic Security Tables™ (BEST) Index

Wider Opportunities for Women (WOW) works nationally and in its home community of the Washington, DC metropolitan area to build pathways to economic security and equality for opportunity for women, families and elders. The Basic Economic Security Tables™ (BEST) Index, created by WOW and the Center for Social Development at Washington University in St. Louis, defines economic security in terms of the income and assets workers and retired elders need to meet their basis needs.

The BEST Index is specific to family size, ages of children, location and receipt of employment-based benefits. It includes the cost of living across the below domains.

- Housing & Utilities
- Food
- Transportation
- Child Care
- Personal & Household Items
- Health Care
- Emergency Savings
- Retirement Savings
- Taxes & Tax Credits
- Savings for Children's Higher Education
- Homeownership Saving

For information on how costs in each of these areas are calculated, please visit: http://www.basiceconomicsecurity.org/best/.

STRENGTHS: The CSBG Network is familiar with BEST and many statewide Community Action Networks contributed funding towards the development of a state-specific BEST that can accurately captured the context for CAA program participants. The BEST also provides the ability to measure needs across a lifespan, which is a limitation in many other self-sufficiency measures. Community Action has a state and local focus and the comprehensive nature of the BEST preserves that focus as data is accessible for every local community.

CHALLENGES: The BEST Index includes receipt of public assistance which may need to be separated out and removed based on our definition of self-sufficiency.

The Federal Poverty Guidelines

The federal poverty guidelines are issued each year by the U.S. Department of Health and Human Services. The guidelines are a simplification of the poverty thresholds and are generally used for administrative purposes such as determining financial eligibility for certain federal programs. The poverty thresholds are the original version of the federal poverty measure. They are updated each year by the Census Bureau. The poverty thresholds were originally developed in 1963-1964 by Mollie Orshansky of the Social Security Administration. Orshansky took the dollar costs of the U.S. Department of Agriculture's (USDA) economy food plan for families of three or more persons and multiplied the costs by a factor of three. This was a convenient measure because food generally comprised the highest portion of a family's budget at this time in history.

For information on the current Federal Poverty Guidelines, please visit: http://aspe.hhs.gov/poverty/13poverty.cfm.

STRENGTHS: The Federal Poverty Guideline (FPG) is a clear and consistent measure that can be used across the nation. Community Action is familiar with the FPG and currently uses it to assess program eligibility. It is also used by a number of other federal programs administered by the Network, so the bridge between funding streams would be beneficial for data collaboration.

CHALLENGES: The FPG is extremely outdated and provides a low estimate of income required for well-being. Food costs no longer make up the largest expense in a family's budget and are dwarfed by the rising costs of housing which now make up a much more significant portion of any family's household budget than it did when Orshansky created the Poverty Guideline. Thus using the USDA food plan as the basis for measuring income security is really irrelevant today. Many states have established living wages and other measures of adequate income, noting that the FPG is not an accurate source of measuring sufficiency. In addition, the FPG does not span across domains, nor does it account for different communities. The FPG is a simple way to measure well-being, but cannot account for the differing situations in the lives of low-income Community Action clients. Also, there is the question of whether 100%, 125%, or 200% of the FPG would be most accurate as the standard measure of self-sufficiency, as all are used in some capacity by the Network.

National Survey of America's Families

Published in 1997, the National Survey of America's Families (NSAF) is part of the Assessing the New Federalism Project at the Urban Institute, in partnership with Child Trends. The NSAF is a survey focusing on the economic, health, and social characteristics of children, adults under the age of 65, and their families. The NSAF sample is representative of the nation as a whole and of 13 states, and therefore has the ability to measure differences between states. Several measures of child and family well-being used in the NSAF are: parent mental health, child school engagement, behavioral and emotional in children, parent aggravation, reading to children, taking children on outings, and child participation in sports, clubs, and lessons.

For information on the National Survey of America's Families, please visit: http://www.urban.org/center/anf/nsaf.cfm.

STRENGTHS: The NSAF is a credible and research-based tool that is uniquely focused on families, parents, and children. It spans a few very important domains and also focuses on mental well-being in a way that is not being captured in our current NPIs.

CHALLENGES: This approach lacks a focus beyond families and excludes single or elderly individuals that Community Action serves. This approach could not be used as a complete set of measures, but would require supplements to account for the different populations.

Measuring Revitalized Communities

The NPIs that are organized under the community-level goals focus on improving the conditions in which low-income people live, as well as ensuring low-income people own a stake in their communities. The indicators capture data on Community Improvement, Quality of Life, Engagement, Empowerment, and Maximum Feasible Participation of people with low-incomes. ROMA **Goal Two** - **The conditions in which low-income people live are improved** - and **Goal Three** - **Low-income people own a stake in their community** - are related to revitalized communities.

Currently the community level ROMA goals are the most underreported portion of the CSBG IS Survey. Understanding the reason for this is critical to analyzing how community action agencies are revitalizing communities and how to measure that impact. The timeframe for measuring change is an important factor in measuring community-level impacts. Many local advocacy and community education initiatives can take multiple years and the investment of time and breadth of impact may not be adequately captured in the current National Performance Indicators. In addition, there is the issue of attributing community-level changes to the work of CAAs. The growth of a local economy may be more responsible for community level changes than the work of a local agency.

Potential NPI Revisions to ROMA Goals Two and Three:

Outcome: Promote Financial and Economic Prosperity

Community Action Plan coordinates the use of a broad range of Federal, State, local, and other assistance related to the elimination of poverty

Related Current NPIs: NPI 4.1

Outcome: Support Vibrant and Thriving Communities

Community Action Agency invests funds to support, improve, or create community facilities to improve the conditions in which people with low incomes live.

Related Current NPIs: NPI 2.1, 2.2, 2.3, 2.4

Outcome: Increase Accessibility and Affordability of Community Resources

Community Action creates communities where everyone—including elderly, disabled, and low-income residents—can conveniently, affordably, and safely access local and regional goods and services.

Related Current NPIs: NPI 6.1, 6.3

Measures of revitalized communities beyond the NPIs

NASCSP recommends that these sources be used in further evaluation of new community indicators. The potential indicators listed below examine options for aggregating community-level data at a national level as well as how local agencies can measure their own change. It's NASCSP's recommendation that any changes to the performance measurement system maintain a data collection system for local agencies to capture their specific work as well as broader statewide initiatives.

Opportunity Index

Opportunity Nation is a bipartisan, cross-sector national campaign made up of more than 250 non-profits, businesses, educational institutions, faith-based organizations, community organizations, and individuals all working together to expand economic opportunity and close the opportunity gap in America. The organization has developed the "Opportunity Index" which is a tool designed to provide a score and data profile of opportunity at the state and county levels. The Index uses data points grouped into three different domains: Jobs and the Economy, Education, and Community Health and Civic Life. The Index ranks every state and assigns an "Opportunity Score" to every county, ranging from "A" for excellent to "F" for failing.

The Index was designed in response to a need for communities to easily access the data they need to understand and measure progress towards boosting economic mobility. The data measures 16 indicators which together help measure the opportunities present in different communities. The data is taken from the US Census Bureau, the Department of Labor Statistics, County Health Rankings, and other widely recognized research sources.

For information on the Opportunity Index, please visit: http://opportunityindex.org/.

STRENGTHS: The Index uses a grading system that is easy to compare from county to county or state to state and progress is easily measured by looking at an increase or decrease in the Opportunity Score. In addition, the data is collected by the Census Bureau and other sources that would not place an additional data collection burden on local agencies to measure their impact. The data is very plainly laid out and clear, but there are questions that remain regarding the appropriateness of the indicators that are used in the Index.

CHALLENGES: Many of the indicators that are used in the Opportunity Index go beyond the scope of the work of a Community Action Agency. The indicators are broad and it would be difficult to attribute the cause of any change directly to the work of a local CAA. For example, the Index uses the unemployment rate to measure the Opportunity Score for jobs in a county, however, the work of a CAA would need to be connected to the unemployment rate to show that the indicator is actually measuring the work of the agency, not other complex economic factors. More information is needed from the Network to understand these challenges and to determine whether the Opportunity Index can be a useful tool to gauge progress towards revitalization of communities.

Potential Performance Indicators:

- The number and percent of community action agencies or states that increased the opportunity score in their service area
- The number and percent of community action agencies or states that increased their “Economic” opportunity score
- The number and percent of community action agencies or states that increased their “Education” opportunity score
- The number and percent of community action agencies or states that increased their “Community” opportunity score

Success Measures of Neighborworks America

The Success Measures were developed by a core team of evaluation and community development professionals with collective expertise in a broad range of evaluation methods and community development program areas. Success Measures organizes tools to plan and conduct evaluations using participatory methods and a comprehensive set of 122 indicators and 312 data collection instruments. Many nonprofits and funders use Success Measures tools to measure the results of community development programs. Success Measures uses a participatory approach tailored to the specific interests of organizations and funders seeking to learn from and demonstrate the results of their programs and investments in communities nationwide.

For information on Success Measures, please visit: http://www.successmeasures.org/.

STRENGTHS: The Success Measures approach necessitates surveys that could collect data on the complex and unique community level work of Community Action. In addition, Success Measures has tools to access data that goes beyond the current NPI structure such as developing community leaders and accountability to the community. These are not areas that are captured in the current NPI structure, however many CAAs are involved in initiatives that would result in those outcomes.

CHALLENGES: Surveys are valuable tools to gather information that may be unique to each CAA's work; however they present challenges in aggregating data at a national level. Further analysis would also need to be done on the Network to ensure that the categories of community-level work that Success Measures uses reflect the community-level work of the CSBG Network. The Network lacks national data to show whether developing community leaders is an area that the Network is focused on, but anecdotally our evidence suggests that it would be an appropriate fit.

Potential Performance Indicators:

Participation in Community Organizations
Success Measures Survey Tool: Participation in Community Organizations

- Documents the types of organizations and activities in which residents are involved, including their role and how frequently they participate

Developing Community Leaders
Success Measures Survey Tool: Organizational Capacity for Developing Community Leaders

- Documents a community-based organization's leadership style, resident involvement in leadership, and the extent to which the organization provides an effective environment for developing new leaders

Partners and their Commitment to Community-Building

- Number of organizations and dollars committed toward shared project

Accountability to the Community
Success Measures Quick Tool: Accountability to the Community

- Explore the extent to which residents and other stakeholders are involved organizational decision-making and the extent to which organization leaders are in touch and responsive to community members.

Increased access to high quality services in the community
Customer Satisfaction Survey

- Community member satisfaction with public services and facilities

Partnership for Sustainable Communities

The Partnership for Sustainable Communities is made up of the U.S. Department of Housing and Urban Development, the U.S. Department of Transportation, and the U.S. Environmental Protection Agency and is coordinating with the U.S. Department of Agriculture to ensure that the four agencies' spending, policies, and programs support rural communities' efforts to be economically vibrant and environmentally sustainable. As a part of this coordinated effort, the Partnership has identified performance measures that local, regional, and federal policymakers can use to assess the effectiveness of sustainable communities approaches in small towns and rural places.

The Partnership focuses on a rural community context, because rural areas often lack the capacity or financial resources, have limited local government staff, experience, or funding, and have few resources dedicated to comprehensive planning, regional collaboration, and other efforts to identify shared community goals and visions that can help shape growth and development. In addition, rural communities may lack access to private and public capital, making it difficult for them to obtain funds for economic development and revitalization. The result can be development that fails to take advantage of the communities' assets, has limited long-term benefits, and creates long-term costs for the community.

For information on the Partnership for Sustainable Communities, please visit: http://www.epa.gov/smartgrowth/pdf/2011_11_supporting-sustainable-rural-communities.pdf.

STRENGTHS: Many CAAs are located in rural areas and could benefit from looking at the data points that the Partnership suggests. These are broad measures that have been developed by a collaboration of government agencies and their credibility is strengthened by the development through this approach. The measures that the Partnership puts forth are clearly defined and are used elsewhere across the government.

CHALLENGES: The challenges with this approach begin with adapting these rural-specific indicators to a broader environment. Many CAAs are located in remote rural areas, however there are also CAAs located in major cities. Many CAA service areas overlap both urban and suburban contexts with varied needs for measurement. In addition, the Network needs indicators that reflect the goals and mission of Community Action and while infrastructure improvements and investments help build local economies, many CAAs are not involved in this aspect of community work. Careful analysis will need to be given to each indicator that ensures it aligns with the strategies of the Community Action Theory of Change.

Potential Performance Indicators:

The following indicators have been pulled out from the comprehensive list and adapted beyond the rural context. The following indicators are potential measures of community level work for Community Action. The indicators have been pulled from the five goals of the Partnership: Promote Rural Prosperity, Support Vibrant and Thriving Rural Communities, Expand Transportation Choices, and Expand Affordable Housing.

Cultivate economic development that sustains a high quality of life in communities

Percentage of jobs at region's three largest employers

Percentage of jobs in small- to medium-sized firms

Percentage of jobs in locally owned firms

Percentage of new jobs in high-wage occupations

Growth of sectors that are part of asset-based or cluster development

Investing public funds in existing communities

Percentage of public investments spent on projects within ½ mile of town centers

Encourage private-sector investment in existing communities

Percentage of new or rehabilitated housing units within ½ mile of town centers

Percentage of new commercial development (or major rehab) within ½ mile of town centers

Percentage of new housing units built on previously developed land

Percentage of new commercial development on previously developed land

Make it easy to build compact walkable, mixed-use places

Percentage of new homes built in mixed-use neighborhoods

Average density (units per acre) of new residential development

Increase multimodal mobility and access for communities

Availability of scheduled public transportation

Availability of fixed route transit service in key travel corridors, where appropriate

Increase in affordable housing near town and employment centers

Number of affordable for-purchase and rental homes in or near town centers

Implementation of policies to ensure that housing is affordable to working families, the elderly, and low-income residents

Percentage of low-income households within a 30-minute commute of regional employment centers

Median household housing plus transportation costs

MEASURING THE IMPACT OF CSBG DOLLARS ALONE

Recently, there has been an increased interest in exploring different ways to present the use of CSBG funds. Historically, the CSBG Information Systems (IS) Survey data on the expenditures of CSBG funds has been presented around the ten service categories from the CSBG Statute. These service categories lack details about the use of the funds and highlight more generally the outcomes that may be achieved. For example, the "Education" category may include funds that were used to pay the salary of a teacher or for the necessary materials and resources for a GED program. However, the CSBG funds used to pay for the program staff registering people for classes or agency program staff that planned and designed the GED program would also be included in the same category. On the following pages, we provided some options to potentially change the way data on the use of CSBG funds is reported.

The use of service categories is a typical practice in Federal block grant reporting. The Community Development Block Grant (CDBG) funded by the Department of Housing and Urban Development (HUD) reports on the use of funds within 8 service categories with 97 subcategories. The 8 categories are: Acquisition; Administrative & Planning; Economic Development; Housing; Public Improvements; Public Services; Repayments of Section 108 Loans; Other. The subcategories delve into specifics within each main category. The Social Services Block Grant (SSBG) funded by the Department of Health and Human Services (HHS) also uses 29 different service categories to report on the expenditures of funds. The categories include Adoption Services, Education and training services, Employment services, and Legal services among others.

As we explore potential changes to the reporting system, there are a few overarching goals to pursue in strengthening the system. Reporting on the use of CSBG funds specifically provides an opportunity to clarify how the CSBG is different from other funding streams. Clearer definitions of the service categories or subcategories that further define the use of funds can assist in the communication of results as well as provide a more valuable tool for States to monitor on how local agencies are using their CSBG funds. A clearer report can also provide analysis for a CSBG performance measure that more accurately reflects the goals of the CSBG Statute, as opposed to the current measure that relates simply to agency use of CSBG funds for administrative purposes. Lastly, there is an opportunity to further facilitate discussion between State CSBG Offices and local agencies on the use of CSBG funds for agency capacity building and meeting organizational standards.

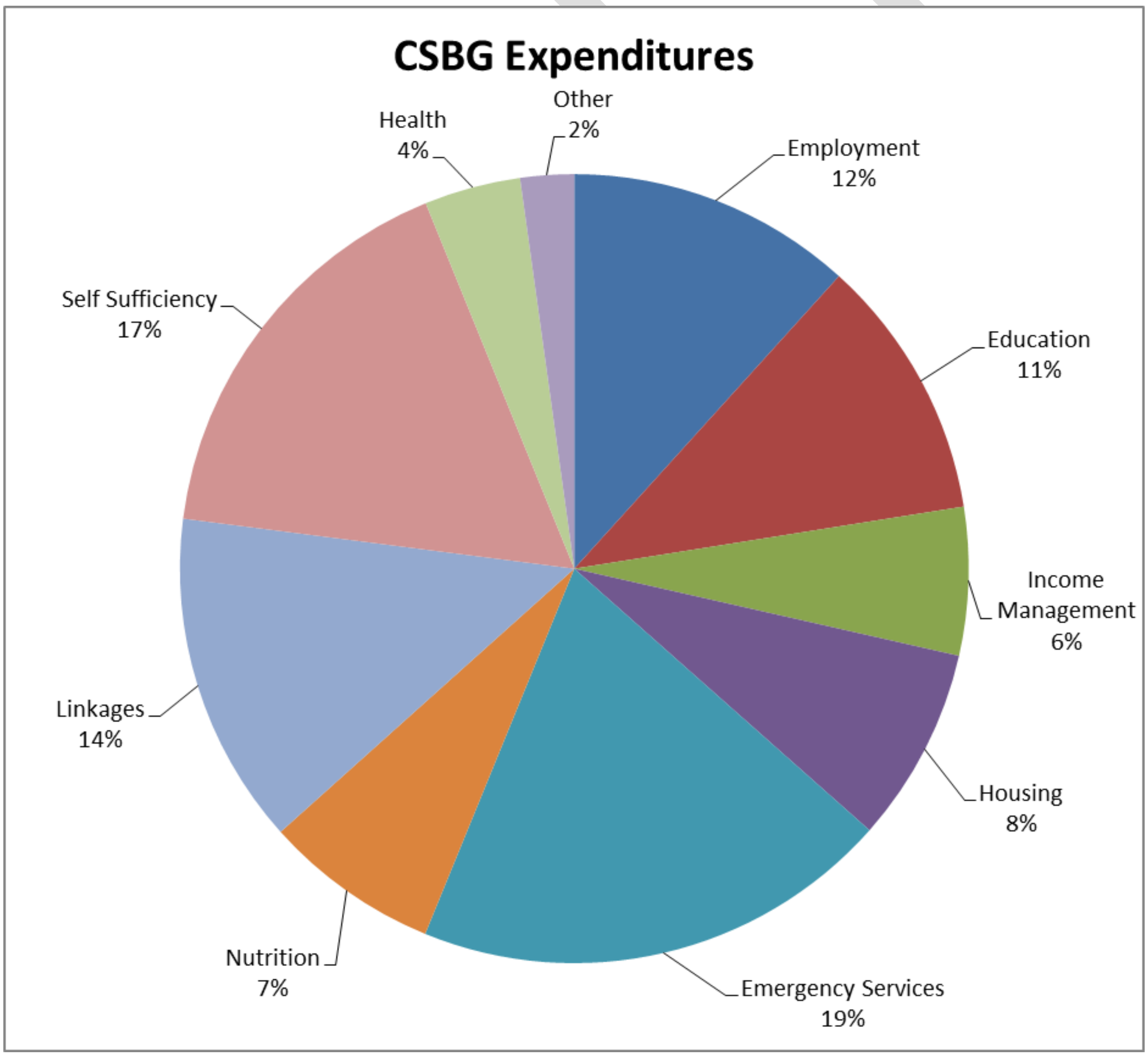
On the following pages, we've laid out a few reporting options that might assist the Network in achieving the goals listed above. However, there are other concerns that must be noted alongside any recommendations for potential changes, such as cost of implementation, timeline for implementation, and training and technical assistance. In addition, these options do not address changes to reporting administrative uses of CSBG funds. The guidance provided in the Federal Office of Community Services' (OCS) Information Memoranda 37 on reporting administrative uses of CSBG may be impacted in the different scenarios proposed.

Data Collection Options

The first option involves keeping Section E categories as they are currently reported and assigning those same categories to all of the other Federal, State, local, and private resources that are reported. The second and third options were ideas generated by OCS, and visually represented using mock data, for illustration purposes only. These data collection options were presented to the Nationally Certified ROMA Trainers (NCRTs) who contributed to the fourth option, a report based on the ROMA cycle activities.

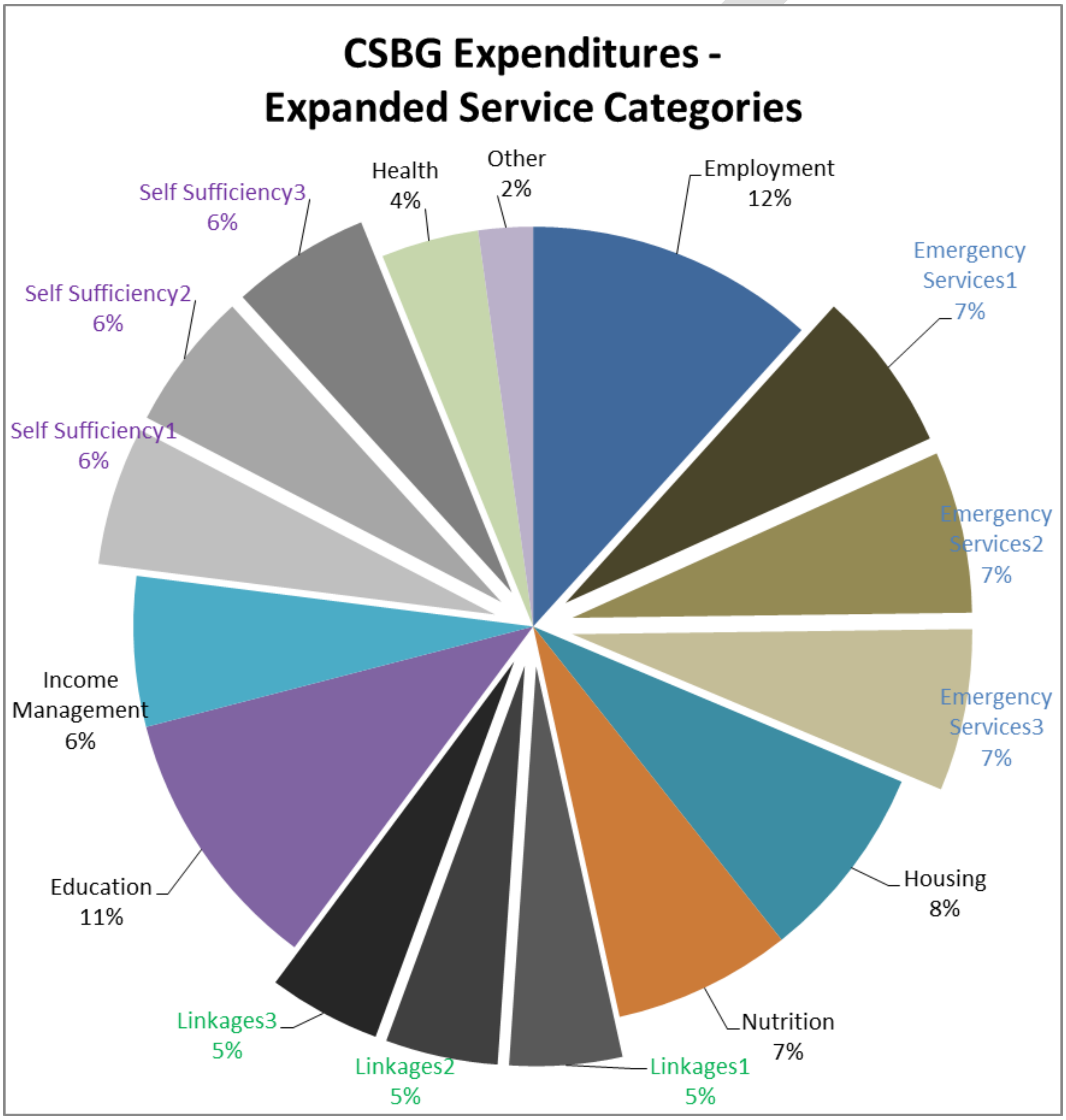
Option One: Current CSBG IS Survey Section E Categories

The first option would be to connect all of a local agency's funding sources that are reported in Section F on the CSBG IS Survey to the CSBG funding through the current service categories. The current categories would be maintained, but would require clearer definitions that include the activities to be reported as well as guidance on how to categorize other Federal, state, local, and private funding sources. The strengths to this approach would be the connection to the categories that are clearly listed in the CSBG Statute (Sec. 676 b.1.A.) and the comparison ability to analyze data across multiple years. The challenges with this approach include not adequately capturing organizational investments and specifically ROMA activities including planning, community needs assessments and evaluation. Also, categorization of an agency's Federal, State, local, and private funding using the CSBG service categories would not adequately capture the use of those funds.



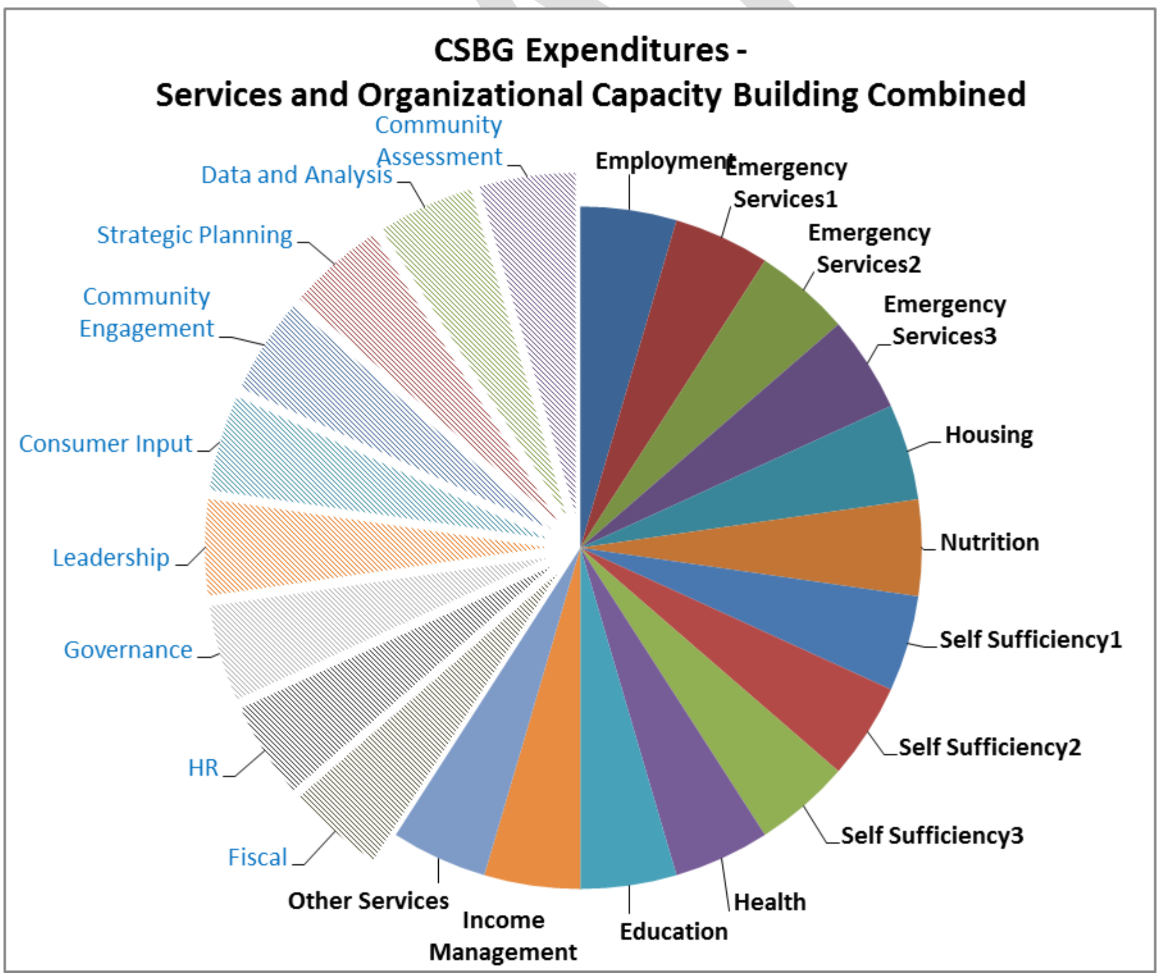
Option Two: Current Service Categories with New Subcategories

Another option would be to maintain the current reporting structure for CSBG Expenditures, but break out a few of the more ambiguous categories into new descriptive subcategories. Linkages, Self-sufficiency, and Emergency Services could be subdivided to clarify funds that are used for disaster relief, partnerships, case management, etc. The strengths of this approach would be the connection to the categories that are clearly listed in the CSBG Statute (Sec. 676 b.1.A.) and the comparison ability at the main category level to analyze data across multiple years. It also provides more details on the use of CSBG funds for management and oversight.



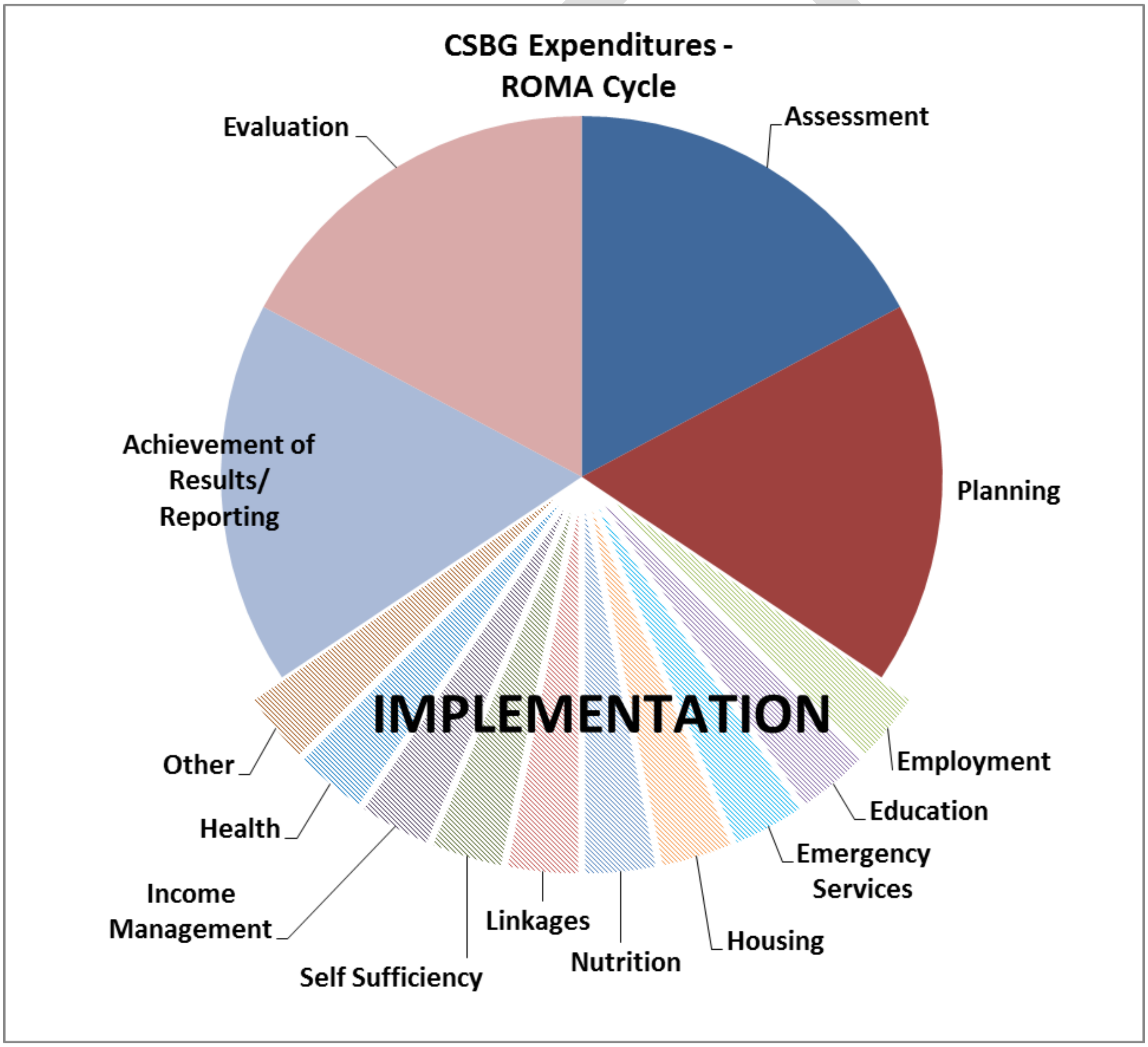
Option Three: Direct Services vs. Organizational Capacity Building

Another way to present the use of CSBG funds would be to create two new levels of categorization for CSBG expenditures: the use of funds for provision of services and the use of funds for organization capacity building. The organizational capacity building funds could be expenditures related to improving the ability of the agency to meet or maintain organizational standards. The funds for provision of services would look similar to the current service categories and the additional second group of categories would describe some of the activities in the ROMA cycle or organizational standards such as funds used for community needs assessments and data collection system improvements. The challenges associated with this approach would be related to the cost and timeframe of implementation. This would require new reporting elements that local agency data systems may not be tracking and would also require a training and technical assistance approach that ensures data accuracy. This approach would not be comparable to previous years' data reports, but may prove more valuable in management and oversight of the CSBG funds. In addition, it provides a way to look at connecting the CSBG funds to the Organizational Standards and can show how local agencies are investing in building their capacity



Option Four: Direct Services and ROMA Cycle Categories

Based on feedback from this year's ROMA Annual In-Service Training attendees, the Nationally Certified ROMA Trainers, we have developed an additional option for presenting the CSBG expenditures within the ROMA cycle. This approach would incorporate the current service categories into the implementation stage of the cycle. It would require extensive training and an extended timeline for implementation. In addition, we have received feedback from agencies describing the complexity of dividing expenditures in this way and the difference from their current reporting system. The benefit of to this option is the ability to further emphasize the evaluation and assessment portions of the ROMA cycle and more accurately assess how funds are being used in those activities.



CONCLUSION

The Community Action Network's mission as outlined in the CSBG Statute is to reduce poverty, revitalize low-income communities, and empower low-income families and individuals in rural and urban areas to become fully self-sufficient. Performance management has been a part of the history of Community Action throughout the last 50 years and has enabled the Network to better serve people with low incomes and their communities. The ROMA Next Generation Center of Excellence (COE) aims to strengthen the network's ability to address the needs of vulnerable populations through the development of a theory of change and improving the data reporting system.

The draft Theory of Change for Community Action outlines the unique operating structure of the Community Action Network and highlights two long term goals: family self-sufficiency and revitalized communities. The COE has provided eight options for improving the National Performance Indicators within our CSBG IS Survey to measure progress towards each of the long-term goals. The COE has also outlined several options for more detailed reporting on the use of CSBG funds specifically. Further discussion is needed within the Network and with outside experts to decide the best path forward; a path that both strengthens the Network's management and accountability system as well as the demands of a more rigorous evidence-based environment. This paper is just the beginning of this discussion and NASCSP looks forward to continuing to engage all levels of the Network to participate in this process. Conversations will continue through webinars, surveys, and many other venues to allow opportunities for input from all levels of the Network. For additional resources regarding the activities of the ROMA Next Generation Center of Excellence and to see the latest drafts of the TOC and other working documents, please visit nascsp.org-CSBG-ROMA.

Appendix A

Draft National Community Action Theory of Change

DRAFT National Community Action Theory of Change

This Theory of Change portrays the National Community Action Network's unique operating structure. It also articulates the assumptions the Network is built on and the long-term goals the Network aims to achieve.

ASSUMPTIONS

Our assumptions articulate the principles and belief system that underlie the work of Community Action.

Community Action works to create pathways to self-sufficiency for America's families with low-income by employing long-term strategies that recognize family and community success are interconnected.

Community Action believes that community stakeholders, particularly those with a low-income, best know their community's needs.

- Locally driven based on local needs and resources
- Promotes bundled, integrated service delivery to address the interconnected causes and effects of poverty
- Stimulates community engagement in governance, advocacy, program design, and evaluation
- Creates nationwide organizational infrastructure and coverage
- Driven by community planning and coordination of resources
- Leverages other resources to address complex issues
- Promotes individuals with low-incomes having a stake in their community

Community Action Partnership and the Urban Institute

SYSTEMS CAPACITY

Systems capacity at every level within Community Action enables family and community strategies to become actualized.

Community Action's Organizational Performance Standards ensure local agencies have the capacity to employ high quality strategies that are efficient and effective.

Federal and State standards support local agencies efforts to employ high quality strategies that are efficient and effective.

Community Action's Standards cover the following:

- Local Organizational Performance Standards – leadership; governance; strategic planning; fiscal; human resources; community assessment; consumer input; community engagement; data and analysis
- Federal and State Standards – T/TA and capacity building; data collection, analysis and reporting; monitoring and oversight; communication, relationship management and convening

Urban Institute and the National Association for State Community Services Programs

PERFORMANCE MEASUREMENT & MANAGEMENT

System designed to preserve the focus of Community Action and to promote greater effectiveness among State and local agencies.

Outcomes of performance management and measurement look different at the Federal, State and local level as different data is needed.

The ROMA Cycle is carried out at the local level to ensure we are addressing locally identified needs in a strategic way and to ensure we use the information we gather to improve our strategies and outcomes.

The National Performance Indicators of ROMA work to show the collective impact of Community Action within specific domains.

Federal and State performance measures will ensure these groups are strategically addressing the needs of their direct grantees and using data to improve their outcomes.

- Implementing high quality services
- Data Collection, Analysis, Reporting
- Communication/Convening
- Using data for improvement

LONG-TERM GOALS

FAMILY SELF-SUFFICIENCY &

REVITALIZED COMMUNITIES

National Long-Term Family Level Outcomes

National Long-Term Community Level Outcomes

NOTE: These outcomes occur along a continuum and vary based on a family or community's need.

DATA COLLECTION & ANALYSIS

Represented by this arrow, systematic data collection and analysis are needed to test these assumptions, continuously improve strategies, and increase Community Action's effectiveness and efficiency.

NASCSP NASC

Last Revised: May 31, 2013

Appendix B

Community Action Program and Service Development

Community Action Program and Service Development

Long-term Goals

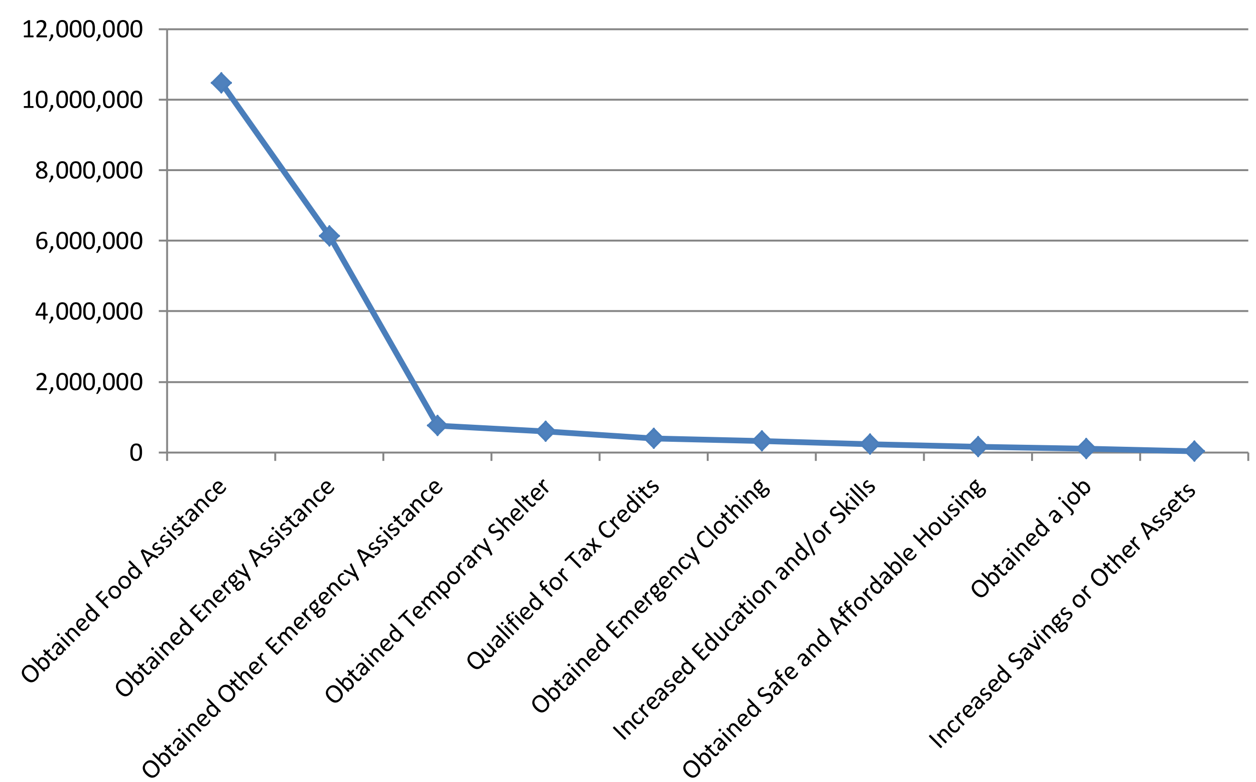
Family Self-sufficiency

Revitalized Communities

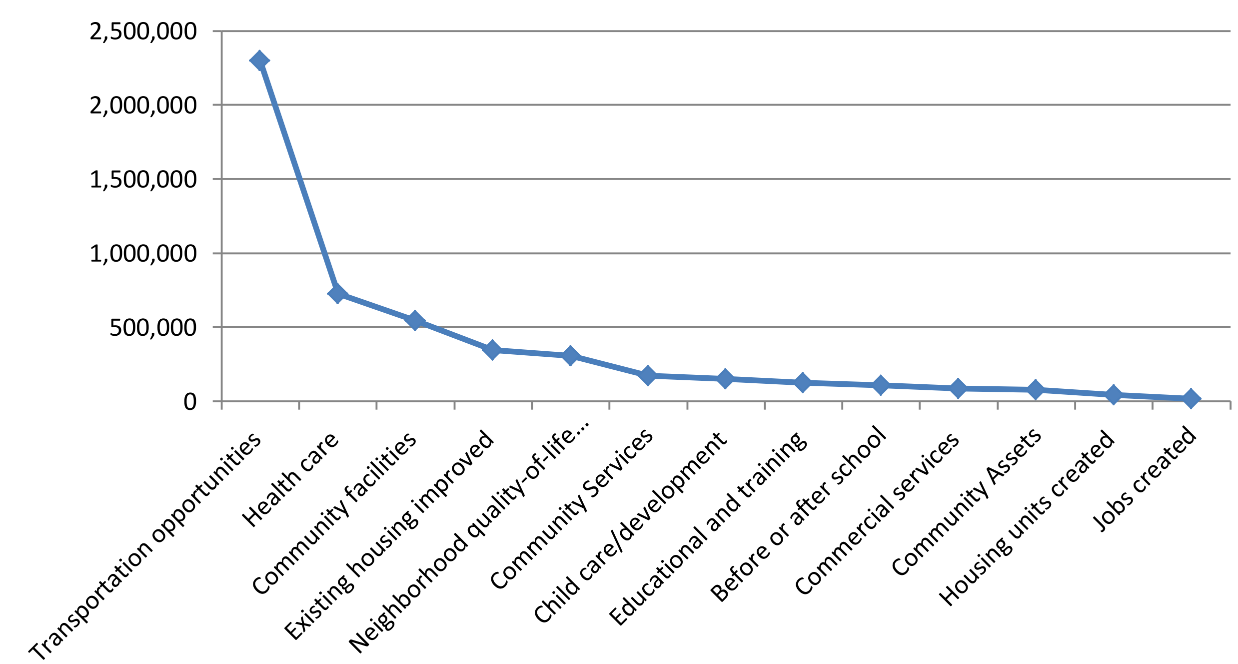
Implementation / Services Delivery

FAMILY LEVEL STRATEGIES

Light Touch - Deep Touch



COMMUNITY LEVEL STRATEGIES



CAAs decide what services, programs the agency will need to offer

Community Assessment and knowledge of evidence-informed strategies determine the mix of services and programs a local agency offers.

Analysis of results over time leads to improvements in capacity and efficacy at the agency.

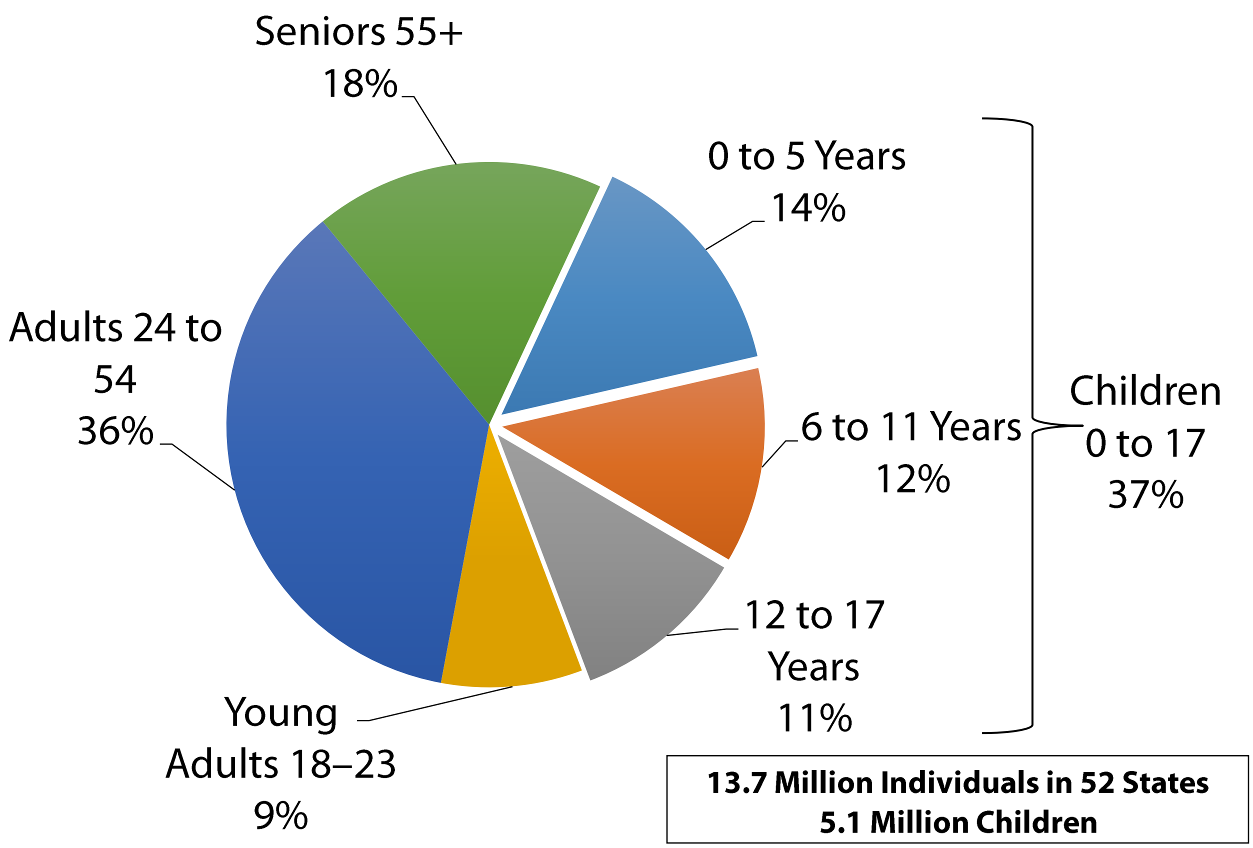
Community Assessment examines the conditions in the community: target populations in need of services to reach self sufficiency & roadblocks to becoming a thriving community

Data based on evidence-informed strategies helps agencies to develop programs and services that are best suited to their target populations and community conditions.

Appendix C

Age of CAA Participants

Age of CAA Participants



Appendix D

List of Current National Performance Indicators

National Performance Indicators Quick Reference

NPI	Description
Goal 1: Low-income people become more self-sufficient.	
1.1	EMPLOYMENT
1.1 A	Unemployed and obtained a job
1.1 B	Employed and maintained a job for at least 90 days
1.1 C	Employed and obtained an increase in employment income and/or benefits
1.1 D	Achieved "living wage" employment and/or benefits
1.2	EMPLOYMENT SUPPORTS
1.2 A	Obtained skills/competencies required for employment
1.2 B	Completed ABE/GED and received certificate or diploma
1.2 C	Completed post-secondary education program and obtained certificate or diploma
1.2 D	Enrolled children in before or after school programs
1.2 E	Obtained care for child or other dependent
1.2 F	Obtained access to reliable transportation and/or driver's license
1.2 G	Obtained health care services for themselves and/or family member
1.2 H	Obtained and/or maintained safe and affordable housing
1.2 I	Obtained food assistance
1.2 J	Obtained non-emergency LIHEAP energy assistance
1.2 K	Obtained non-emergency WX energy assistance
1.2 L	Obtained other non-emergency energy assistance (State/local/private energy programs. Do NOT include
1.3	ECONOMIC ASSET ENHANCEMENT AND UTILIZATION
1.3 A	Number and percent of participants in tax preparation programs who qualified for any type of Federal or State tax credit and the expected aggregate dollar amount of credits
1.3 B	Number and percent of participants who obtained court-ordered child support payments and the expected annual aggregated dollar amount of payments
1.3 C	Number and percent of participants who were enrolled in telephone lifeline and/or energy discounts with the assistance of the agency and the expected aggregated dollar amount of savings
1.3 D	Number and percent of participants demonstrating ability to complete and maintain a budget for over 90
1.3 E	Number and percent of participants opening an Individual Development Account (IDA) or other savings
1.3 F	N/A
1.3 G	Number and percent of participants capitalizing a small business with accumulated IDA or other savings
1.3 H	Number and percent of participants pursuing post-secondary education with accumulated IDA or other savings
1.3 I	Number and percent of participants purchasing a home with accumulated IDA or other savings
1.3 J	Number and percent of participants purchasing other assets with accumulated IDA or other savings
Goal 2: The conditions in which low-income people live are improved.	
2.1	COMMUNITY IMPROVEMENT AND REVITALIZATION
2.1 A	Jobs created, or saved, from reduction or elimination in the community
2.1 B	Accessible "living wage" jobs created, or saved, from reduction or elimination in the community
2.1 C	Safe and affordable housing units created in the community
2.1 D	Safe and affordable housing units in the community preserved or improved through construction, weatherization or rehabilitation achieved by Community Action activity or advocacy

2.1 E	Accessible safe and affordable health care services/facilities for low-income people created, or saved from reduction or elimination
2.1 F	Accessible safe and affordable child care or child development placement opportunities for low-income families created, or saved from reduction or elimination
2.1 G	Accessible before-school and after-school program placement opportunities for low-income families created, or saved from reduction or elimination
2.1 H	Accessible new or expanded transportation resources, or those that are saved from reduction or elimination, that are available to low-income people, including public or private transportation
2.1 I	Accessible or increased educational and training placement opportunities, or those that are saved from reduction or elimination, that are available for low-income people in the community, including vocational, literacy, and life skill training, ABE/GED, and post secondary education
2.2	**COMMUNITY QUALITY OF LIFE AND ASSETS**
2.2 A	Increases in community assets as a result of a change in law, regulation or policy, which results in improvements in quality of life and assets
2.2 B	Increase in the availability or preservation of community facilities
2.2 C	Increase in the availability or preservation of community services to improve public health and safety
2.2 D	Increase in the availability or preservation of commercial services within low-income neighborhoods
2.2 E	Increase in or preservation of neighborhood quality-of-life resources
2.3	**COMMUNITY ENGAGEMENT**
2.3 A	Number of community members mobilized by Community Action that participate in community revitalization and anti-poverty initiatives
2.3 B	Number of volunteer hours donated to the agency
2.4	**EMPLOYMENT GROWTH FROM ARRA FUNDS**
2.4 A	Jobs created at least in part by ARRA funds
2.4 B	Jobs saved at least in part by ARRA funds
Goal 3: Low-income people own a stake in their community.	
3.1	**COMMUNITY ENHANCEMENT THROUGH MAXIMUM FEASIBLE PARTICIPATION**
3.1 A	Total number of volunteer hours donated by low-income individuals to Community Action
3.2	**COMMUNITY EMPOWERMENT THROUGH MAXIMUM FEASIBLE PARTICIPATION**
3.2 A	Number of low-income people participating in formal community organizations, government, boards or councils that provide input to decision-making and policy setting through Community Action efforts
3.2 B	Number of low-income people acquiring businesses in their community as a result of Community Action assistance
3.2 C	Number of low-income people purchasing their own home in their community as a result of Community Action assistance
3.2 D	Number of low-income people engaged in non-governance community activities or groups created or supported by Community Action
Goal 4: Partnerships among supporters and providers of services to low-income people are	
4.1	**EXPANDING OPPORTUNITIES THROUGH COMMUNITY-WIDE PARTNERSHIPS**
	Number of organizatons, both public and private, that Community Action actively works with to expand resources and opportunities in order to achieve family and community outcomes
4.1 A	# Non-Profit
4.1 B	# Faith Based
4.1 C	# Local Government
4.1 D	# State Government

4.1 E	# Federal Government
4.1 F	# For-Profit Business or Corpororation
4.1 G	# Consortiums/Collaboration
4.1 H	# Housing Consortiums/Collab.
4.1 I	# School Districts
4.1 J	# Institutions of post secondary education/training
4.1 K	# Financial/Banking Institutions
4.1 L	# Health Service Institutions
4.1 M	# State wide associations or collaborations
4.1 N	**Number of Organizations and Partnerships (Total):**
Goal 5: Agencies increase their capacity to achieve results.	
5.1	**AGENCY DEVELOPMENT**
	Number of human capital resources available to Community Action that increase agency capacity to achieve family and community outcomes, as measured by one or more of the following:
5.1 A	Number of Certified-Community Action Professionals (CCAP)
5.1 B	Number of Nationally-Certified ROMA Trainers
5.1 C	Number of Family Development Certified Staff
5.1 D	Number of Child Development Certified Staff
5.1 E	Number of staff attending trainings
5.1 F	Number of board members attending trainings
5.1 G	Hours of staff in trainings
5.1 H	Hours of board members in trainings
Goal 6: Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other supportive environments.	
6.1	**INDEPENDENT LIVING**
6.1 A	Senior Citizens
6.1 B	Individuals with Disabilities
6.2	**EMERGENCY ASSISTANCE**
6.2 A	Emergency Food
6.2 B	Emergency fuel or utility payments funded by LIHEAP or other public and private funding sources
6.2 C	Emergency Rent or Mortgage Assistance
6.2 D	Emergency Car or Home Repair
6.2 E	Emergency Temporary Shelter
6.2 F	Emergency Medical Care
6.2 G	Emergency Protection from Violence
6.2 H	Emergency Legal Assistance
6.2 I	Emergency Transportation
6.2 J	Emergency Disaster Relief
6.2 K	Emergency Clothing

6.3	**CHILD AND FAMILY DEVELOPMENT**
6.3 A	Infants and children obtain age-appropriate immunizations, medical, and dental care
6.3 B	Infant and child health and physical development are improved as a result of adequate nutrition
6.3 C	Children participate in pre-school activities to develop school readiness skills
6.3 D	Children who participate in pre-school activities are developmentally ready to enter Kindergarten or 1st Grade
6.3 E	Youth improve health and physical development
6.3 F	Youth improve social/emotional development
6.3 G	Youth avoid risk-taking behavior for a defined period of time
6.3 H	Youth have reduced involvement with criminal justice system
6.3 I	Youth increase academic, athletic, or social skills for school success
6.3 J	Parents and other adults learn and exhibit improved parenting skills
6.3 K	Parents and other adults learn and exhibit improved family functioning skills
6.4	**FAMILY SUPPORTS (Seniors, Disabled, and Caregivers)**
6.4 A	Enrolled children in before and after school programs
6.4 B	Obtained care for child or other dependent
6.4 C	Obtained access to reliable transportation and/or driver's license
6.4 D	Obtained health care services for themselves or family member
6.4 E	Obtained and/or maintained safe and affordable housing
6.4 F	Obtained food assistance
6.4 G	Obtained non-emergency LIHEAP energy assistance
6.4 H	Obtained non-emergency WX energy assistance
6.4 I	Obtained other non-emergency energy assistance
6.5	**SERVICE COUNTS**
6.5 A	Food Boxes
6.5 B	Pounds of Food
6.5 C	Units of Clothing
6.5 D	Rides Provided
6.5 E	Information and Referral Calls

Taken from the CSBG Information System Survey by the National Association for State Community Services Programs