

CalOAR: Understanding the Process

**Presentation at CalWORKs 2.0 County Convening
Sacramento, CA**

September 25, 2018

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Agenda

- What is CalOAR
- How the workgroup used a CalWORKs Logic Model
- Performance management and prioritizing measures
- Defining and operationalizing measures
 - Draft measures
- County self assessment and improvement planning
 - Draft process
- Training and technical assistance
- What's next

What is CalOAR?

Legislative Requirements

CalOAR legislation requires a work group to develop three distinct elements by July 2019: (1) process and outcomes indicators, (2) a county self-assessment process, and (3) a county CalWORKs system improvement plan

These elements must:

- Take local program variations into account, while still enabling county-to-county comparisons
- Help counties and the state understand program functions and progress, and determine whether state resources are sufficient to support programs
- Help counties make real-time and long-term decisions about program management

CalWORKs Logic Model

What is a Logic Model?

- A simplified visual description of a program or policy
- Discretely represents logical relationships between resources input to the program or policy, the activities or actions that utilize those resources, and the direct benefits that result from each
- Portrays the theoretical underpinnings of the TOC operationally, as related to (1) inputs, (2) activities, (3) outputs and (4) outcomes
- Is a helpful tool for both planning and evaluation

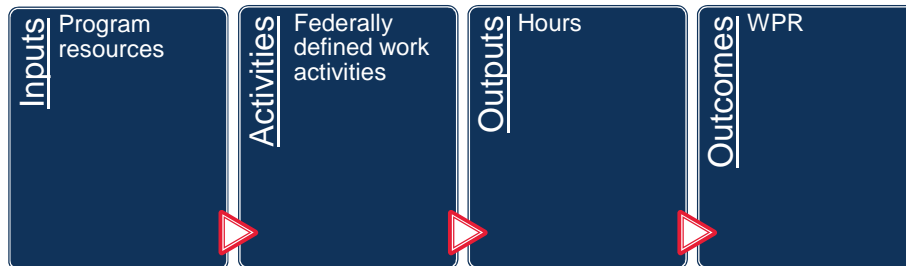
Theory of Change (TOC)

- Theoretical underpinning that explains why we should believe an outcome is likely
- Explicitly describes the steps and mapping leading up to a long-term outcome
- Avoids assumptions and guess work by drawing out the concrete reasons to believe a program or policy will have the intended impact
- Operationally this requires:
 - Identification of outcomes
 - Backward mapping to connect inputs, activities, and outputs to outcomes in a linear fashion

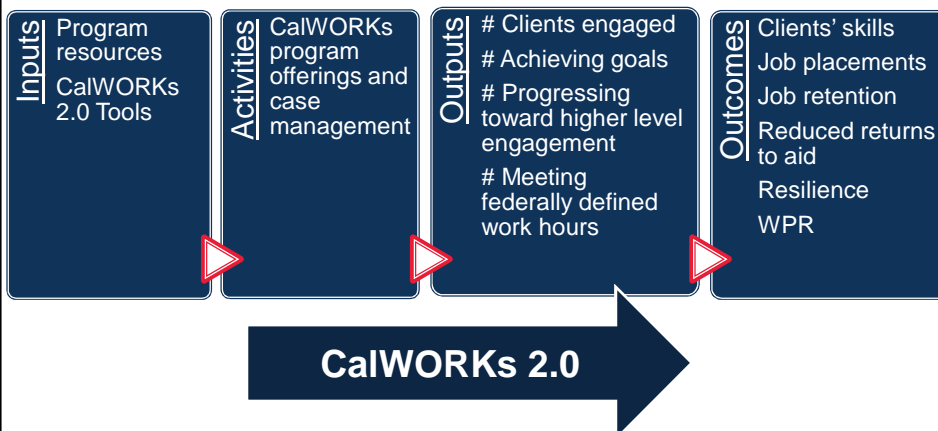
CalWORKs Theory of Change

- Effective engagement is a necessary first step to helping participants and to decrease sanctions
- People will be more motivated to participate when they are pursuing goals that are meaningful and within their reach
- Executive function and self-regulation are key to long-term job success and resilience
- Positive, supportive relationships are key to building and modeling executive function skills
- The CalWORKs 2.0 program approach is designed to facilitate improved engagement, increase choice and agency, and encourage executive and self-regulation skill building through routine practices and meaningful staff interactions
- The CW 2.0 effort is not only about the tools, but also about how the tools are used in an evidence-based framework and the program environment in which they are deployed for success

How Outcomes Drive Program Logic: CW 1.0



How Outcomes Drive Program Logic: CW 2.0

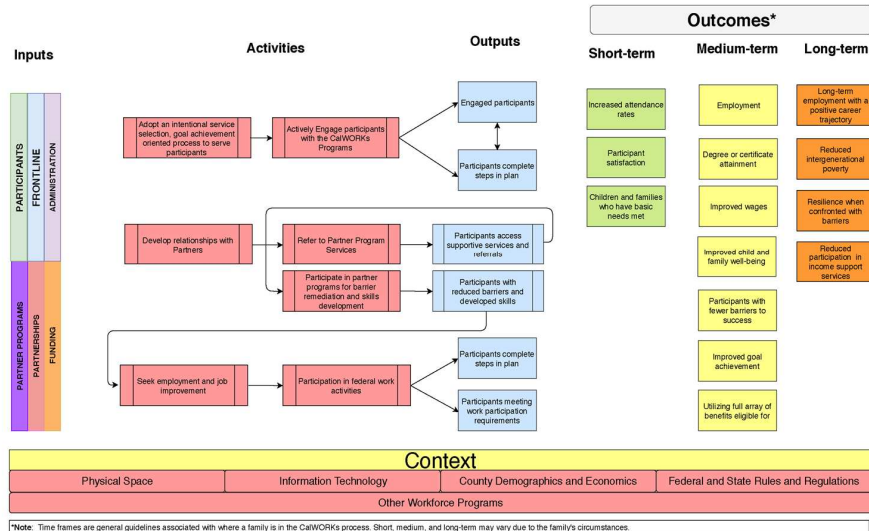


CalWORKs Logic Model

- Operationalizes the 2.0 strategy
 - Customers have their own needs, and their WtW plans should be developed to meet these needs
 - Customers need skills to succeed and engage with the program. CalWORKs should help develop and model these skills
- Explains how the program can achieve its outcomes
 - Barrier remediation and meeting families needs immediately
 - Self-regulation/executive function skill building opportunities
 - Customer involvement and agency
 - Partnerships between staff and customers, and within agency and community
- Different levels of detail are needed for different purposes
 - Accountability can focus on the bigger picture- long term outcomes
 - Program management needs to get into the weeds and have process outputs to understand outcomes

CalWORKs Logic Model

Draft CalWORKs High Level Logic Model



How to Use the Logic Model

- CalWORKs design and intended outcomes drive our discussion of activities and outputs
- Contextual factors also influence inputs and activities- these may change depending on perspective (Federal vs. State vs. County)
- The state regulatory framework defines some activities, but counties influence how those are operationalized and connected to outputs
- The state and counties each establish outcomes of interest – they should be complimentary

CalOAR and the CalWORKs Logic Model

- Our discussion of CalOAR metrics and processes has always fit clearly within the program scope as defined by the logic model
- Outcomes of interest at the state level should be directly reflected by inputs and activities defined within the CalWORKs program and statute
- Additional depth and specificity can be encouraged and considered at the level of county (through CQI and program management), but need to be flexible for local control
- Keep in mind accountability vs. program management

Performance Management and Prioritizing Measures

Key Themes

- **Measures must be prioritized**
 - You can't measure everything
 - There are many factors to consider
 - Focusing on one aspect may naturally lead to decreased attention paid to other aspects
- **Selected measures must be connected to their design, data sources, and ultimate use**
 - Is there a good way to define the measures
 - Do we have that data
 - Can a county make a meaningful decisions with this data
- **One needs to consider implementation when selecting and developing performance measures**

Intentional Metric Selection

- **Develop a clear logical rationale about how the metric supports program improvement and is actionable**
- **Consciously make decisions that push program management in the direction of CalWORKs 2.0**
- **Plan for future shifts in data management to better serve customers and workers**
- **Maximize existing data and specify how each metric benefits staff work, program process, and customers**
- **Recognize variations in program resources available in different counties and allow flexibility**

Accountability vs. Program Management

- **Accountability (outcome)**
 - **Information for the state to define and measure program success at a high level across all counties**
 - Is our funding and program design producing intended outcomes across all counties?
 - **Likely medium to long term outcomes**
- **Program management (process):**
 - **Occur in real time or short term**
 - **Are observable, actionable, and easy to interpret**
 - **Focus on input allocation and activity operations**
 - **Demonstrate key intermediate steps between inputs and outcomes**
 - Are county implementation decisions leading to successful engagement and completion of action plans?
 - **Assist with defining staff and program performance outputs**

Process vs. Outcome

- **Process measures: (specific)**
 - Occur in real time
 - Are observable and actionable
 - Demonstrate key intermediate steps between inputs and outcomes
 - Assist with defining staff performance success
 - Aid in program management
- **Outcome measures: (general)**
 - Occur over longer period of time
 - Are observable, but rely on understanding the process mechanisms leading to them to be actionable
 - Assist in determining program performance or success

Identifying Potential Measures: Sources

- **Laws, regulations, and other policy statements**
 - Identify a program's vision, strategy, and goals
 - Sometimes identify specific measures
 - Normally provide general guidelines but not enough details
- **Logic models**
 - Operationalize the program's strategy
 - Provide the proposed causal link among inputs, activities, outputs, and outcomes
- **Stakeholders**
 - Counties – Advocates
 - Legislators – Participants and former participants
 - Researchers – CDSS and other agencies

CalOAR

- **Purpose and goals of potential measures**
 - Consistent with CalWORKs 2.0
 - Measure performance over time
 - Guide counties' self-assessment and system improvement plans
- **Cal-OARs Potential Measure Categories**
 - **Process measures**
 - Participant engagement
 - Service delivery
 - Participation
 - **Outcome measures**
 - Employment
 - Educational attainment
 - Program exit and re-entry – Churn
 - Child and family well-being (optional)

Criteria for Selecting Measures

- **Performance measures should be...**
 - Quantitative
 - Timely
 - Actionable
 - Standardized
 - Understandable
 - Minimally burdensome to compute and interpret
- **Focus on key outcomes that the program *affects***
- **The set of measures should be balanced and comprehensive**

Current Draft Measures: Process

PARTICIPANT ENGAGEMENT

- Engagement rate
- Sanction rate
 - Sanction cure rate
- OCAT/Appraisal completion timeliness
- OCAT/Appraisal to next activity timeliness

PARTICIPATION

- Orientation attendance rate
- First activity attendance rate
- Education or training access
- Education and training utilization

SERVICE DELIVERY

- Child Care access
- Transportation access
- Ancillary services access

Current Draft Measures: Outcomes

EMPLOYMENT

- Employment rate of current CalWORKs recipients
- Median earnings of current CalWORKs recipients
- Subsidized to Unsubsidized employment
- Wage progression
 - Post CalWORKs employment rate

FAMILY AND CHILD WELL-BEING

- Adults receiving CalWORKs that were formerly on CalWORKs as children
- Housing assistance access for those with acute housing need
- Home Visiting transitions to WTW engagement
- Family Stabilization transitions to WTW engagement

EDUCATIONAL ATTAINMENT

- Improved literacy, basic skills and English language acquisition
- Educational completion

PROGRAM EXITS

- Exits with income

PROGRAM REENTRIES

- Program reentries
 - Program reentries after exit with income

Defining and Operationalizing Measures

Defining and Operationalizing Measures

- **Who and what are you measuring?**
 - Unit of analysis
 - Population measured
 - Population excluded
- **When are you measuring?**
 - Participants vs. exiters
 - Frequency of measurement
- **How are you going to measure?**
 - Sample vs. universe
 - What are the data sources?
 - How will the measure be calculated?
- **How will the measures be used?**
 - Accountability or program management
 - Actions to improve performance outcomes

Considerations ahead

- **Define what you are measuring**
 - How do you define an exiter?
 - How do you define success?
 - Who to exclude from the measure? Who to include in the measure?
- **Consider how the data will be used**
 - What is the ideal amount of information that counties can operationalize and use?
 - How about for the state?
 - When the data will be available?
 - Will the results be usable?
- **What would be the additional costs for the new measures?**
 - Do the existing data and systems support that measures you want to collect?
 - For any additional data collection weight the costs and benefits?
- **What would CalOARs look like if it were standardized across counties?**
- **How would accommodating county variations look impact the ability to understand and manage the system?**

Self-Assessment and CQI

Making Sense of the Measures and CQI

CalOAR calls for an iterative quality improvement process completed on a *three-year cycle*. The process will include:

- A self-assessment to describe the county's performance on each indicator, highlight strengths and weaknesses in current practices and resource development, and identify how local operations and system factors affect outcomes
- A system improvement plan to outline county goals for improving CalWORKs programming and the plan to achieve those goals. The improvement plan will be informed by the self-assessment process and a county peer review
- An annual progress report to track county progress on goals outlined in the system improvement plan each cycle

Technical Assistance

CDSS Partnering with Counties

CDSS will give counties TA and facilitate peer review during initial implementation of the performance indicators and the quality improvement process.

Currently we are:

- Confirming and consolidating indicators that promote replication of best practices in service delivery
- Establishing a process to determine state and county baselines as well as standardized targets
- Creating a process for reviewing all county reports and improvement plans and determining what TA will be provided to support county assessment and improvement

What's Next

