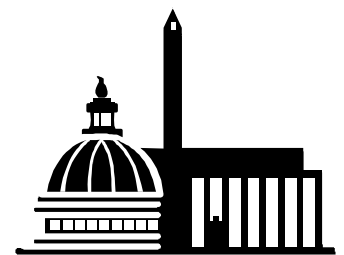


Annual Report of Performance Outcomes from the Community Services Block Grant Program

FY 2003

**National Association for
State Community Services Programs**



Annual Report of Performance Outcomes from the Community Services Block Grant Program

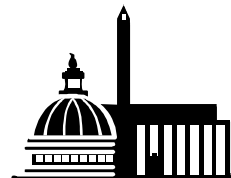
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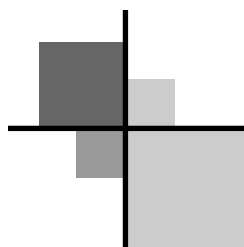
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**December 2004
Washington, DC**

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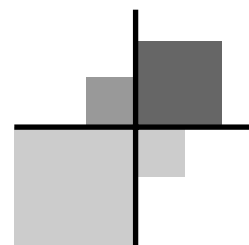




“The state and non-profit partners are looking to...pull together a coordinated, outcome-conscious, results-oriented system of services. The goal and vision is for a coordinated system...that helps people access the services they need to gain or maintain self-sufficiency.”

Connecticut

Annual Report of Performance Outcomes from the Community Services Block Grant Program FY 2003



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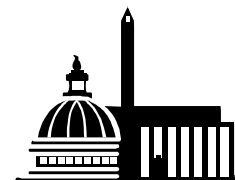
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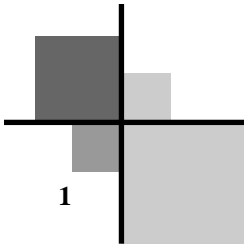
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Introduction

Purpose

The Community Services Block Grant Reauthorization Act of 1998 requires states administering the program to implement a management and evaluation strategy that measures and reports the outcomes of community action, “Results Oriented Management and Accountability,” or ROMA.

This is the third annual report of community action outcomes reported by states as required by statute. It contains Fiscal Year 2003 program outcome information from all 52 state entities (50 states, the District of Columbia and Puerto Rico), that administer the Community Services Block Grant (CSBG) program, and from 1,000 of approximately 1,100 local community action agencies.

Information presented in this report was collected by the National Association for State Community Services Programs (NASCSPP). States submitted community services outcomes in Part II of NASCSPP’s Fiscal Year 2003 *Community Services Block Grant Information System Statistical Report*. NASCSPP receives a grant from the Office of Community Services, Administration for Children and Families, U.S. Department of Health and Human Services, to compile, analyze, and report CSBG information annually.

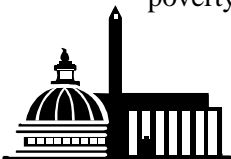
This report:

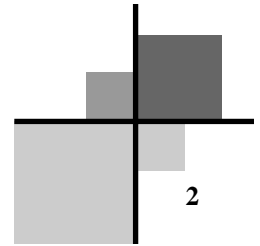
- Summarizes the mission of community action agencies that receive funding from the CSBG program;
- Describes significant family, community, and agency outcomes of the Community Services Block Grant (CSBG) program during Fiscal Year 2003 as reported by states; and
- Discusses activities now underway to utilize ROMA as the vehicle for continued community action effectiveness and accountability.

Program Summary

The CSBG program provides core funding to “designated” local agencies to coordinate anti-poverty efforts in over 1,100 communities across the Nation. By law, an agency that receives the CSBG designation and funding as a community action agency:

- Is governed by a tripartite board composed of representatives of the low-income neighborhoods being served, elected local officials, and key community resources such as business and commerce, faith-based organizations, other service providers and community groups;
- Conducts periodic assessments of the poverty needs and conditions within their community and serves as a principal source of information about, and advocate for, addressing those needs;
- Develops goals and strategies to empower low-income people, reduce poverty, increase self-sufficiency, and improve conditions and opportunities within the community that support family stability and advancement;
- Mobilizes and coordinates programs and resources within the agency and with partnering public and private service providers to achieve family and community improvement goals; and
- Maintains a performance-focused system for assessing and reporting the effectiveness of its anti-poverty strategy in terms of results achieved among low-income people and neighborhoods.





National Goals

State CSBG Lead Agencies reported Fiscal Year 2003 outcomes within the framework of six national community action goals developed by a collaborative task force of national, state, and local community action that guides ROMA implementation:

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

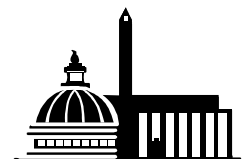
As indicated, local community action agencies are encouraged to achieve these goals by defining and measuring success in terms of what happens to people and neighborhoods as a *result* of these anti-poverty strategies, not by the number or nature of services provided.

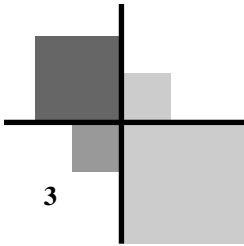
The Diversity of Community Action

Although ROMA is a national initiative, its implementation has respected and reflected the unique grassroots nature of community action. As required by law, each local community agency must identify, organize, and respond to the anti-poverty needs of its particular service area. Agencies in different communities may have different programs, funding sources, and partnerships with other service providers to meet the broad statutory goals of the Community Services Block Grant Act -- family development, self-sufficiency and community revitalization.

Depending upon the community context in which each local agency operates, some community action agencies may fulfill their antipoverty mission by being a major source of a broad range of services and assistance to low income families. Other agencies may fulfill their antipoverty mission by serving primarily as an advocate for expanded opportunities, facilities and services for low income families in the community as a whole. Many do both and more.

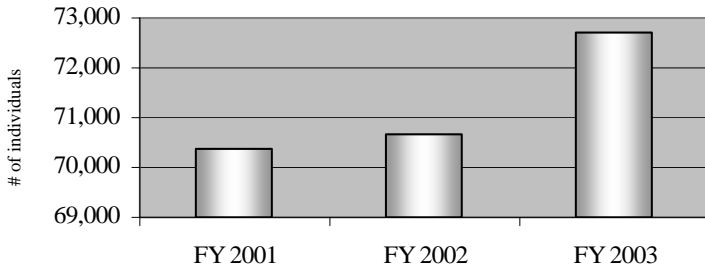
This third annual report of outcomes should not be interpreted as a complete picture of community action, much less a full description of its effectiveness. Rather, the outcomes listed are *indicators* of both the breath and intensity of community action activities. The numbers associated with each outcome reflect a partial, but representative, accounting of the positive impact community action has on the lives of people and communities.



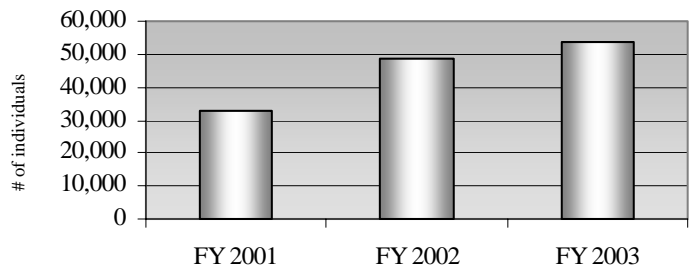


Indicators of CSBG Effectiveness

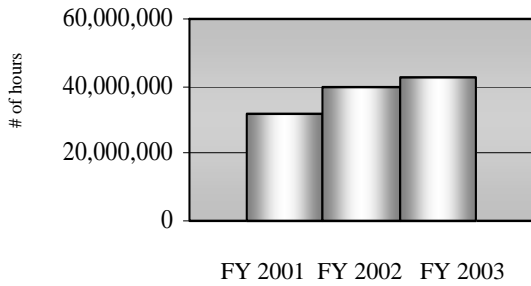
Participants Gaining Employment



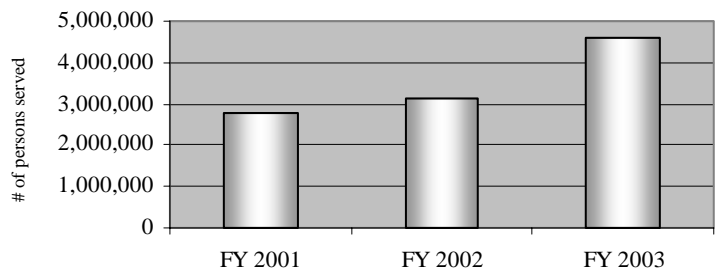
Income Increase from Employment



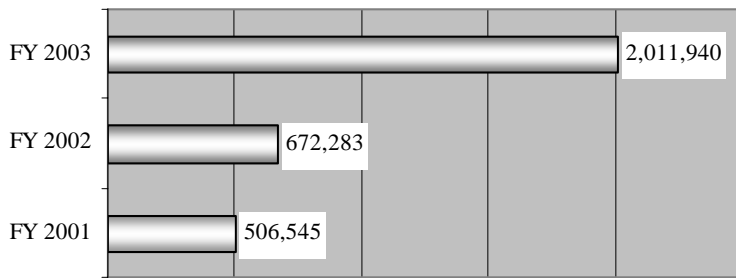
Hours Volunteered to Community Action



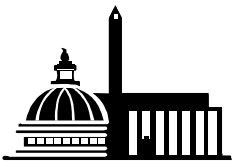
Emergency Needs Met



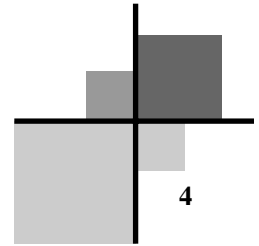
Service "Opportunities" Created in Community



of opportunities created



Community Services Block Grant Outcomes Fiscal Year 2003



As indicated, all 52 states* submitted ROMA reports for Fiscal Year 2003, providing outcome information from approximately 1,000 local community action agencies. These reports contained literally thousands of different outcomes, depending on the nature of various services and programs administered by each local community action agency. The following are significant Community Services Block Grant program outcomes captured in state reports:

Goal 1: Low-income people become more self-sufficient.

NUMBER OF
STATES
REPORTING

OBTAINING AND MAINTAINING A JOB

- **72,725** Participants gained employment with the help of community action 43
- **34,803** Participants retained employment for 90 days or more 26

IMPROVED HOUSING

- **122,706** Low-Income Families experienced improved housing as a result of community action assistance, including reduced homelessness, access to safe and affordable housing, and home ownership 40

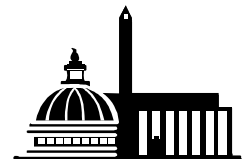
INCREASED FAMILY INCOMES

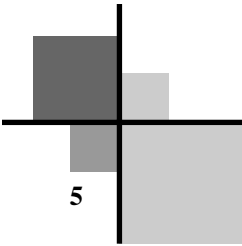
- **53,689** Participants experienced an increase in annual income as a result of earnings 43

COMPLETING EDUCATION OR JOB TRAINING

- **67,692** Participants successfully completed education (i.e. GED, high school or higher education) or job training as a result of community action assistance 40

* For simplicity in reporting, the 50 states, Washington, D.C. and Puerto Rico will all be referred to as "states" throughout this document.





“The successful integration of outcome management into all programs will do more than assure ongoing accountability; it will keep the agency on the leading edge of change and progress...and assure that [the agency] continues to be a great human service organization.”
Alaska

Goal 2: The conditions in which low-income people live are improved

NUMBER OF STATES REPORTING

INCREASED AVAILABILITY AND ACCESS TO SERVICES

2,011,940 New service “opportunities” were created for low-income families as a result of community action work or advocacy, including affordable and expanded public and private transportation, medical care, child care and development, new community centers, youth programs, increased business opportunity, food and retail shopping in low-income neighborhoods

32

EXPANDING OPPORTUNITIES FOR EMPLOYMENT

5,202 New living-wage jobs were created through community action effort or advocacy

13

Goal 3: Low-income people own a stake in their community

GREATER PARTICIPATION IN COMMUNITY LIFE

133,431 Low-income individuals reported involvement in community advocacy, improvement, and governance activities as a result of community action encouragement and support

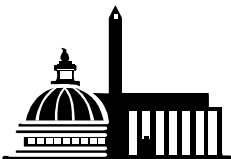
38

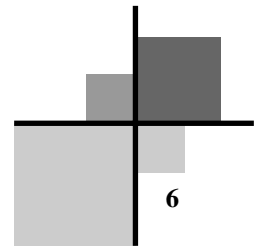
Goal 4: Partnerships among supporters and providers of service to low-income people are achieved.

FORGING COMMUNITY-WIDE ANTI-POVERTY COLLABORATIONS

39,776 Formal, working relationships were established with other service providers, including faith based and community groups, to expand family and community anti-poverty focus and activities

41





Goal 5: Agencies increase their capacity to achieve results.

NUMBER OF STATES REPORTING

MOBILIZING ANTI-POVERTY FINANCIAL RESOURCES

\$9.66 Billion in federal, state and local public and private funds were mobilized by community action to help families and communities out of poverty -- \$14.86 for every \$1.00 of Community Services Block Grant Funds

51

MOBILIZING ANTI-POVERTY HUMAN RESOURCES

42.3 Million hours of volunteer time were marshaled to anti-poverty work by community action, the equivalent of about 18,750 full-time employees

51

Goal 6: Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other supportive

MEETING EMERGENCY NEEDS

4,610,057 Low-income households in crisis had their emergency needs met by community action

43

HELPING SENIOR CITIZENS LIVE INDEPENDENTLY

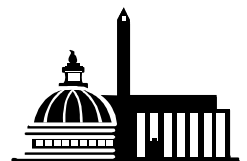
538,835 Low-income senior citizens continued to live independently because of supportive services provided by community action

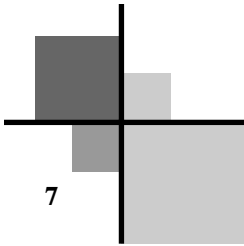
23

HELPING DISABLED CITIZENS LIVE INDEPENDENTLY

28,260 Disabled or medically-challenged individuals continue to live independently with the help of community action

18





Pioneering Collaboration Among Federal, State, Local Agencies Achieves Outcome Reporting

The evolving success of the Community Services Network in reporting family and community improvements that result from CSBG funding is, in large measure, due to the on-going work of a national workgroup, the Monitoring and Assessment Task Force (MATF) which was convened by the U.S. Office of Community Services ten years ago. The MATF is composed of federal, state, and local community action officials and representatives of various national community action associations. The MATF has guided ROMA implementation since its inception.

Encouraged by the MATF, the 52 states and 1,100 local community action agencies that comprise the Community Services Network have been able to achieve pioneering accountability within the human services field. The Network has developed and installed state-of-the-art performance-based management, measurement and reporting practices among almost all of the nation's local community action agencies. Their capacity to measure and report the results of their anti-poverty work is reflected in this report.

Bottom-Up Approach to ROMA Implementation

Because of the grassroots nature of community action, in which each state and local agency have broad discretion on how they identify and address the issues of poverty within their geographic areas, ROMA planners and trainers have worked to create and sustain performance measurement strategies that capture and reflect the Network's diversity. In addition, they have given top priority to helping states and local agencies adopt outcome measures and tools that fit their unique mission, programs, and the daily responsibilities of agency staff. ROMA has succeeded best in those states and communities that have understood and used the focus on results as a powerful tool to shape all aspects of their work.

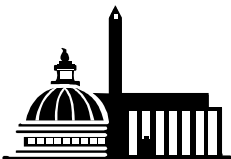
This bottom-up approach to early ROMA implementation over the past 10 years achieved results. There has been a steady increase over the past several years in the number of state and local agencies measuring and reporting community action outcomes, culminating with universal state reporting in Fiscal Years 2001, 2002 and 2003:

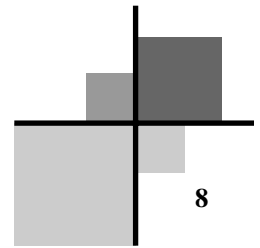
Fiscal Year 1998

When the Community Services Block Grant was reauthorized in 1998, 577 local community agencies in 32 states had already begun to voluntarily measure and report outcomes related to one or more of the six national community action goals.

Fiscal Year 2000

In Fiscal Year 2000, the year before ROMA reporting became mandatory, 794 local agencies (84%) in 44 states (85%) voluntarily filed ROMA outcome reports from which information could be aggregated for state and national purposes.





Fiscal Year 2001

In Fiscal Year 2001, the first year states were required by statute to report ROMA outcomes, all 52 states submitted ROMA reports reflecting information from 935 local agencies.

Fiscal Year 2002

In Fiscal Year 2002, the second year states were required by statute to report ROMA outcomes, all 52 states submitted ROMA reports reflecting information from 990 local agencies.

Fiscal Year 2003

In Fiscal Year 2003, all 52 states continued to submit ROMA reports reflecting information from approximately 1,000 local agencies.



Next Steps: Strengthening National Performance Reporting and Targeting

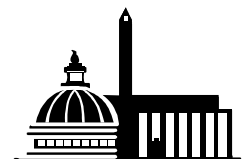
National Reporting of Results

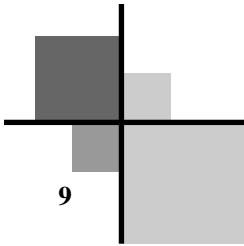
Between Fiscal Years 2001 and 2003, all states and almost all local community action agencies have demonstrated the capacity to report performance outcomes that contribute to one or more of the six national community action goals. While many states and local agencies chose to report outcomes using sample performance measures developed by the MATEF, many have developed and use their own measures, either individual results or sequenced family, agency, or community improvements (scales) to measure and report their annual effectiveness.

Now that this initial capacity building phase of ROMA implementation has been completed, the Community Services Network is moving to balance the localized nature of its work and outcomes with the need to create a more uniform and accurate national accounting of how community action improves conditions and opportunities for low-income families and their communities. Such CSBG accountability is expected by both the administration and the Congress, and it is essential to community action’s continuing effectiveness and viability.

Performance Targeting

In addition to expecting national reports on the results of community action work, the Administration has called upon OCS to develop performance targets, or anticipated levels of result achievement, as a means of gauging the on-going effectiveness of program activities. Annual CSBG performance targets under the 1993 Government Performance and Results Act (GPRA) have been set and measured for a number of years and have focused on the amount of non-CSBG funds “leveraged” by community action agencies, and the number of volunteer hours contributed to community action.





National Performance Indicators and Targets

Over the past two years, OCS has worked with national, state, and local community action officials to identify the kinds of results and performance targets that might best reflect the multi-faceted work of community action and that could be collected and reported in a manner that presents an accurate indication of national program impact.

As a result of this nationwide developmental effort, OCS has identified twelve outcome measures that will serve as national indicators of community action performance. Outcome information for these twelve new national indicators will begin to be collected and reported on a nationwide basis starting in Fiscal Year 2005. Many of the most commonly reported outcomes of community action efforts, which are reflected in this FY 2003 report, form the nucleus of standardized national reporting in the future.

The following national performance indicators for the six national community action goals were issued by OCS on May 11, 2004:

GOAL 1: Low-income people become more self-sufficient.

National Performance Indicator 1.1—Employment

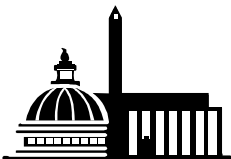
The number and percentage of low-income participants in community action employment initiatives who get a job or become self-employed as measured by one or more of the following:

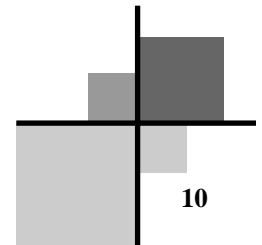
- A. Unemployed and obtained a job
- B. Employed and obtained an increase in employment income
- C. Achieved “living wage” employment and benefits

National Performance Indicator 1.2 – Employment Supports

The number of low-income participants for whom barriers to initial or continuous employment are reduced or eliminated through assistance from community action as measured by one or more of the following:

- A. Obtained pre-employment skills/competencies required for employment and received training program certificate or diploma
- B. Completed ABE/GED and received certificate or diploma
- C. Completed post-secondary education program and obtained certificate or diploma
- D. Enrolled children in “before” or “after” school programs, in order to acquire or maintain employment
- E. Obtained care for child or other dependant in order to acquire or maintain employment
- F. Obtained access to reliable transportation and/or driver’s license in order to acquire or maintain employment





- G. Obtained health care services for themselves or a family member in support of employment stability
- H. Obtained safe and affordable housing in support of employment stability
- I. Obtained food assistance in support of employment stability

National Performance Indicator 1.3 – Economic Asset Enhancement and Utilization

The number and percentage of low-income households that achieve an increase in financial assets and/or financial skills as a result of community action assistance, and the aggregated amount of those assets and resources for all participants achieving the outcome, as measured by one or more of the following:

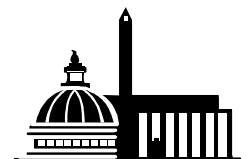
A. Enhancement –

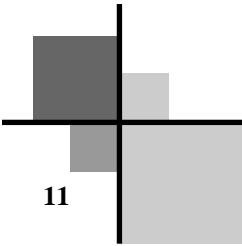
1. Number and percent of participants in tax preparation programs who identify any type of Federal or State tax credit and the aggregated dollar amount of credits
2. Number and percentage obtained court-ordered child support payments and the expected annual aggregated dollar amount of payments
3. Number and percentage enrolled in telephone lifeline and/or energy discounts with the assistance of the agency and the expected aggregated dollar amount of savings

B. Utilization –

1. Number and percent demonstrating ability to complete and maintain a budget for over 90 days
2. Number and percent opening an Individual Development Account (IDA) or other savings account and increased savings, and the aggregated amount of savings
3. Of participants in a community action asset development program (IDA and others):
 - a. Number and percent capitalizing a small business due to accumulated savings
 - b. Number and percent pursuing post-secondary education due to savings
 - c. Number and percent purchasing a home due to accumulated savings

“[ROMA] has seemed to help in bringing cohesion to the process [by] explaining the connections between CSBG federal law, agency mission statements, agency work plans, the reporting requirements, the needs assessment process, delivery of services....[ROMA] has helped solidify the process and brought a better understanding [once] staff realize that each of these pieces is not an isolated issue that has no connection to the big picture of addressing poverty within their service areas”.
North Dakota





“Agencies are beginning to see the value of the ROMA reports they receive....Some are using the reports at monthly staff meetings to measure and monitor progress being made in meeting the agency’s goals. [ROMA] reports are considered excellent management tools in assessing the amount of time used and services given by agency staff. This year some agencies’ entire staff participated in setting agency goals”. Oklahoma

Goal 2: The conditions in which low-income people live are improved

National Performance Indicator 2.1 Community Improvement and Revitalization

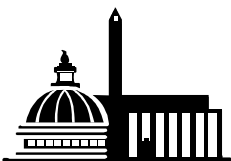
Increase in, or preservation of opportunities and community resources or services for low-income people in the community as a result of community action projects/initiatives or advocacy with other public and private agencies, as measured by one or more of the following:

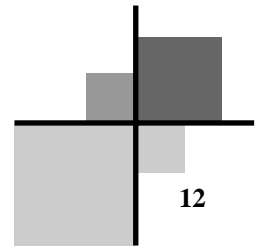
- A. Accessible “living wage” jobs created or retained in the community
- B. Safe and affordable housing units created in the community
- C. Safe and affordable housing units in the community preserved or improved through construction, weatherization or rehabilitation achieved by community action activity or advocacy
- D. Accessible and affordable health care services/facilities for low-income people created or maintained
- E. Accessible safe and affordable childcare or child development placement opportunities for low-income families created or maintained
- F. Accessible “before” school and “after” school program placement opportunities for low-income families created or maintained
- G. Accessible new, preserved, or expanded transportation resources available to low-income people, including public or private transportation
- H. Accessible preserved or increased educational and training placement opportunities for low-income people in the community, including vocational, literacy, and life skill training, ABE/GED, and post-secondary education

National Performance Indicator 2.2 -- Community Quality of Life and Assets

The quality of life and assets in low-income neighborhoods are improved by community action initiative or advocacy, as measured by one or more of the following:

- 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
- B. Increase in the availability or preservation of community facilities
- C. Increase in the availability or preservation of community services to improve public health and safety
- D. Increase in the availability or preservation of commercial services within low-income neighborhoods
- E. Increase or preservation of neighborhood quality-of-life resources





Goal 3: Low-income people own a stake in their community

National Performance Indicator 3.1 – Civic Investment

The number of volunteer hours donated to Community Action.

National Performance Indicator 3.2 – Community Empowerment through Maximum Feasible Participation

The number of low-income people mobilized as a direct result of community action initiative to engage in activities that support and promote their own well-being and that of their community as measured by one or more of the following:

- 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
- B. Number of low-income people acquiring businesses in their community as a result of community action assistance
- C. Number of low-income people purchasing their own homes in their community as a result of community action assistance
- 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 service to low-income people are achieved

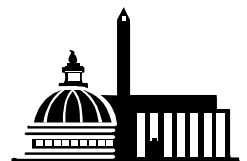
National Performance Indicator 4.1 – Expanding Opportunities through Community-Wide Partnerships

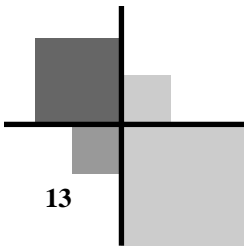
The number of organizations, both public and private, community action actively works with to expand resources and opportunities in order to achieve family and community outcomes

Goal 5: Agencies increase their effectiveness to achieve results

National Performance Indicator 5.1 – Broadening the Resource Base

The number of dollars mobilized by community action, including amounts and percentages from:





- A. Community Services Block Grant (CSBG)
- B. Non-CSBG Federal Programs
- C. State Programs
- D. Local Public Funding
- E. Private Sources (including foundations and individual contributors, goods and services donated)
- F. Value of volunteer time

Goal 6: Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other supportive systems

National Performance Indicator 6.1 – Independent Living

The number of vulnerable individuals receiving services from community action that maintain an independent living situation as a result of those services:

- A. Senior Citizens
- B. Individuals with Disabilities

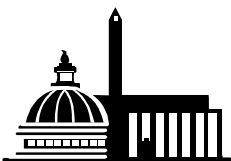
National Performance Indicator 6.2 – Emergency Assistance

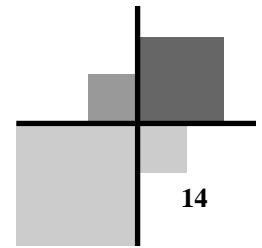
The number of low-income individuals or families served by community action that sought emergency assistance and the percentage of those households for which assistance was provided, including such services as:

- A. Food
- B. Emergency Payments to Vendors, including Fuel and Energy Bills
- C. Temporary Shelter
- D. Emergency Medical Care
- E. Protection from Violence
- F. Legal Assistance
- G. Transportation
- H. Disaster Relief

National Performance Indicator 6.3 – Child and Family Development

The number and percentage of all infants, children, youth, parents, and other adults participating in developmental or enrichment programs that achieve program goals, as measured by one or more of the following:





National Performance Indicator 6.3 – Child and Family Development

The number and percentage of all infants, children, youth, parents, and other adults participating in developmental or enrichment programs that achieve program goals, as measured by one or more of the following:

A. Infants and Children

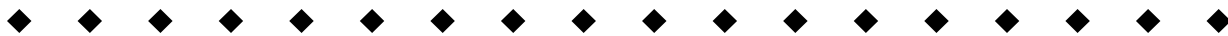
- Infants and children obtain age appropriate immunizations, medical and dental care
- Infant and child health and physical development are improved as a result of adequate nutrition
- Children participate in pre-school activities to develop school readiness skills
- Children who participate in pre-school activities are developmentally ready to enter Kindergarten ten or 1st grade

B. Youth

- Youth improve physical health and 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 by participating in before or after school programs

C. Parents and Other Adults

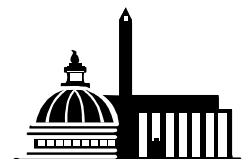
- Parents and other adults learn and exhibit improved parenting skills
- Parents and other adults learn and exhibit improved family functioning skills



OCS Training and Technical Assistance

The Office of Community Services is providing training and technical assistance to states and local community action agencies to encourage universal reporting of national performance indicators and selected performance targets beginning in Fiscal Year 2005.

During July and August, 2004, OCS conducted regional meetings with teams of state CSBG lead agencies and state community action associations to help them develop plans to collect and report national performance indicator information. OCS is providing training and technical assistance funding to states in Fiscal Years 2004 and 2005 to develop or modify data collection and reporting systems to accommodate national performance indicator reporting.



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