

Consensus Document: Joint HUD/OMB/Grantee Outcome Measurement Working Group

The Joint Grantee/HUD/OMB Outcome Measurement Working Group was formed in June 2004 to develop an Outcome Measurement System for key federal community development programs. The Joint Working Group is comprised of representatives from the Council of State Community Development Agencies, the National Community Development Association, the National Association for County Community Economic Development, the National Association of Housing and Redevelopment Officials, HUD's Office of Community Planning and Development, and the Office of Management and Budget.

On October 18 and 19 2004 the Joint HUD/OMB Grantee Outcome Measurement Working Group reached consensus on an Outcome Measurement System to implement for the CDBG, HOME, HOPWA and ESG block grant programs.

The System includes Objectives, Outcome Measures and Indicators. In the System, there are three overarching objectives and three categories of outcomes.

The objectives are Creating Suitable Living Environments; Providing Decent Affordable Housing; and Creating Economic Opportunities. The Outcome Categories are: Accessibility/Availability; Affordability and Sustainability. There is a specified list of output indicators that Grantees would report on as appropriate to their chosen objective and outcome. The Working Group is confident that the list is broad enough so that the results of a significant amount of activities of each of the programs will be reported. Most of the output indicators required by the System do not require additional data collection or reporting.

As proposed, grantees would use this System in their five-year Consolidated Plans and Annual Action Plans, but are free to add objectives, outcomes and indicators specific to their state or local initiatives or priorities. Modifications to existing HUD reporting requirements and mechanisms, such as IDIS, the CAPER or PER will be made to include these outcomes, indicators and appropriate data variables.

The System has been designed to enable grantees and HUD to tell Congress and OMB about many of the benefits provided by the programs. Our goal is to have information to aggregate results across the broad spectrum of programming at the city, county and state level funded by these block grants. In addition, grantees are encouraged to utilize this performance measurement system as the basis for assessment and management of their programs.

HOW WILL IT WORK?

Based on their intent when funding them, Grantees would determine under which of the three objectives to report the outcomes of their projects and activities. Similarly, once the objective is chosen, then the Grantee would also choose which of the three outcome categories best reflects what they are seeking to achieve (the results) in funding a particular activity. Next, Grantees would choose from a list of indicators (also known as outputs) to report on, and supply the data for those indicators to HUD.

The System maintains the flexibility of the block grants programs, as the objectives and outcomes are determined by the grantees based on the intent of the project and activity. While program flexibility is maintained, the System offers a specific menu of objectives, outcomes and indicators so that reporting can be standardized and the achievements of these programs can be aggregated to the national level.

OBJECTIVES

Suitable Living Environment

In general, this objective relates to activities that are designed to benefit communities or groups of families by addressing issues in their living environment.

Decent Affordable Housing

The activities that typically would be found under this objective are designed to cover the wide range of housing that is possible under HOME, CDBG, HOPWA or ESG. It focuses on housing programs where the purpose of the program is to meet individual family or community needs and not programs where housing is an element of a larger effort (that would be captured above under Suitable Living Environment).

Creating Economic Opportunities

This objective applies to the types of activities related to economic development, commercial revitalization or job creation.

OUTCOMES

Availability/Accessibility

This outcome category applies to activities which make services, infrastructure, housing, or shelter available or accessible to low income people. In this category, accessibility does not refer only to physical barriers, but also to making the affordable basics of daily living available and accessible to low and moderate income people where they live.

Affordability

This outcome category applies to activities which provide affordability in a variety of ways in the lives of low and moderate income people. It can include the creation or maintenance of affordable housing, basic infrastructure hook-ups, or services such as transportation or day care.

Sustainability: Promoting Livable or Viable Communities

This outcome applies to projects where the activity or activities are aimed at improving a neighborhood by helping to make it livable or viable for principally low and moderate income people through multiple activities, or by providing services that sustain communities or sections of communities.

Output Indicators

Although implementation of the System has not yet been designed, the consensus of the Working Group is that most of the input of data on output indicators will be accomplished by a menu-driven “pick list”. While there are some data or outputs that will be required for each activity, for the most part Grantees will be required to report only on the indicators that apply to the activity funded and source of funds (CDBG, HOME, HOPWA or ESG). If there is an indicator that is not applicable to the activity or an existing program requirement (statutory or regulatory) then reporting is not required for that indicator.

For each Activity, Grantees Would Report On:

- Amount of money leveraged (from other federal, state, local, and private sources) per
- Number of persons, households, units (pick which one is appropriate to project or activity, one only)
- Income levels of persons or households by 30%, 50%, 60%, or 80% of an area median income, per applicable program requirements (area benefit activities will use presumptive income categories). However, this requirement is not applicable for economic development projects awarding funding on a “made available basis”.
- Number of communities/neighborhoods assisted

- Current Racial/Ethnic and disability categories for household reporting still apply

Specific Indicators (for CDBG, HOME, ESG and HOPWA if applicable)

1) If Activity is _____ (list of infrastructure and service activities)

Number of households assisted:

- with new access to service or benefit (Grantees will pick from list of services or benefit similar to existing IDIS codes).
- with improved access to service or benefit (Grantees will pick from list similar to existing IDIS codes)
- where activity was used to meet a quality standard or measurably improved quality, report number of households that no longer have access to substandard service only

2) Number of homeless persons stabilized due to access to overnight shelter or other emergency housing support

3) Are activities part of a targeted revitalization effort (Y/N)?

If Yes (check one)

- a) Comprehensive
- b) Commercial
- c) Housing
- d) Other

Choose all that apply for b through d. If a) Comprehensive, choose at least three indicators

- number of new businesses assisted
- number of businesses retained
- number of jobs created or retained in target area
- Amount of money leveraged (from other public or private sources)
- # of LMI persons served
- Slum/blight demolition
- # of LMI households assisted
- # Acres/Sq ft of brownfields remediated

- of households/persons with new or improved access to public facilities
- # of commercial façade treatment/business building rehab
- other—can include crime #s, property value change, housing code violations, business occupancy rates, employment rates (optional)

4) Is activity to address slum and blight spot basis (y/n)

5) # of commercial façade treatment/business building rehab (site, not target area based)

6) Acres/Sq ft of brownfields redeveloped (site, not target area based)

7) Number of rental units constructed (new) per project or activity,

Total units:

Of total,

Number that are affordable
Number made 504 accessible

Of affordable,

Number subsidized by program (federal, state or local, with pick list to specify which federal program)
Number of years of affordability guaranteed

Number of housing units (supported through development and operations: or rental assistance) for HIV/AIDS#

Of these, # of units for the chronically homeless

Number of units of permanent housing for homeless persons and families (supported through development and operations)

Of these, # of units for the chronically homeless

8) Number of rental units rehabbed

Total Number of units

Of total:

Number made Affordable

Number made 504 accessible

Number moved from substandard to standard (code)

Number meeting International Building Code (IBC) Energy Standards

Of those, number meeting Energy Star standards

Number brought to lead safety

Of Affordable

Number subsidized by federal, state or local program (with pick list to specify which federal)

Number subsidized by program

Number of years of affordability guaranteed

Number of housing units (supported through development and operations) for persons with HIV/AIDS#

Of these, # of units for the chronically homeless

Number of units of permanent for homeless persons and families (supported through development and operations)

Of these, # of units for the chronically homeless

9) Direct Financial Assistance to homebuyers

First-time homebuyers Y/N

Subsidized tenants Y/N

Minority household Y/N

Downpayment Assistance Y/N

Closing Costs Y/N

Mortgage buydown Y/N

Interest Reduction Y/N

Second Mortgage Y/N

Principal Reduction Y/N

10) Number of owner occupied units rehabbed or improved

Number of units brought up to standard condition (as defined by grantee using applicable program regulations)

Number brought to IBC Energy Standard

Of those, number brought to Energy Star standards

Number brought to lead safety

Number subsidized by federal, state or local program (pick list to specific which federal program)

Note Section 504 is not applicable

11) Number of jobs created

Employer sponsored health care benefits: Y/N
Type of job created (use existing EDA classification)
Prior employment status before taking job created:
Number of Unemployed _____ (N/A for projects awarding funding on a “made available to basis.”)

12) Number of jobs retained, saved, or maintained:

Employer sponsored health care benefits: Y/N
Type of job created (use existing EDA classification)
Prior employment status before taking job created:
Number of Unemployed N/A for projects awarding funding on a “made available to basis.”

13) Number of businesses assisted (new, expansion, relocation, start-up):

DUNs number
Two digit NAIC industry classification (if needed w/ DUNs)

14) Start-ups that remain operational 3 years after asst (no reporting necessary, HUD to determine if available through DUNs?)

15) Does assisted business provide a good or service to meet needs of service area/neighborhood/community (to be determined by community) ? Y/N

16) Number of Homeownership Units Constructed, Acquired, and/or Acquired with Rehabilitation (per project or activity)

Total Number of Units

Of those

Number of affordable units
Number of years affordability guaranteed
Number meeting IBCE standards (plus Energy Star)
Number made 504 accessible

Of affordable

Number subsidized by state/local programs
Number subsidized by federal programs
Number specifically for HIV/AIDS

Number specifically for homeless
Of those, number specifically for chronically homeless

17) Number of renter units assisted with on-going (monthly) subsidies (TBRA)

Total Number of units

Of those:

Number subsidized by state/local programs
Number subsidized by federal programs
Number assisting HIV/AIDS
Number assisting homeless
Of those, number assisting chronically homeless

Examples

Each outcome category can be connected to each of the overarching objectives, resulting in a total of nine groups of outcomes under which grantees would report the activity or project data to document the results of their activities or projects. They are activities or projects that provide:

Accessibility for the purpose of creating suitable living environments
Accessibility for the purpose of providing decent affordable housing
Accessibility for the purpose of creating economic opportunities
Affordability for purpose of creating suitable living environments
Affordability for the purpose of providing decent affordable housing
Affordability for the purpose of creating economic opportunities
Sustainability for the purpose of creating suitable living environments
Sustainability for the purpose of providing decent affordable housing
Sustainability for the purpose of creating economic opportunity

There is a basic formula that can be used to describe each outcome statement. For example:

Output (##'s) + Outcome Statement + Activity = Purpose/Objective

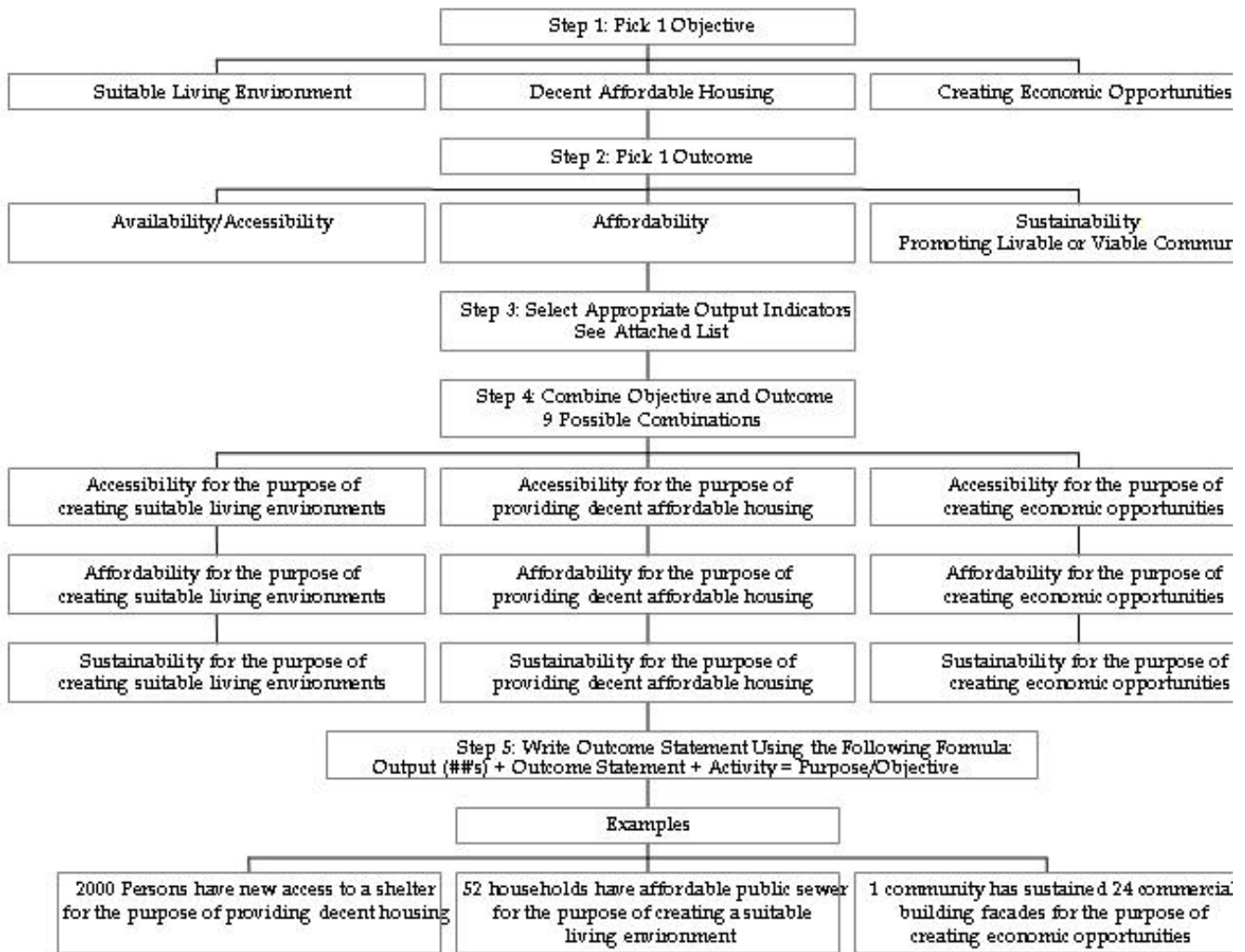
Sometimes, an additional description will be provided, such as whether the activity or outcome is something new, improved or corrective, may also be appropriate to use. Here are some examples of how the list of indicators, outcomes and objectives can be combined to create outcome statements. -

- 2000 homeless persons have new access to a shelter for the purpose of providing decent housing

- 7 households have new access to homeownership for the purpose of creating decent housing
- 24 households have sustained affordable housing by emergency repair for the purpose of providing decent housing
- 52 households have new access to public sewer for the purpose of creating a suitable living environment
- 52 households have affordable public sewer for the purpose of creating a suitable living environment
- One community has sustained 24 commercial/retail building facades for the purpose of creating a suitable living environment
- 50 persons have access to new jobs through extension of a water line to a business for the purpose of creating economic opportunity
- 50 households have affordable housing through a down payment assistance program for the purpose of creating decent housing

These would be the type of outcome statements Grantees would report to HUD and include in their Consolidated Plans and Annual Performance Reports. Then HUD would aggregate these outcomes. See Flow Chart below.

Outcome Measures Flow Chart



How to Implement Outcome Measure System

Consensus of the Group on Implementation of the new CPD Outcome Measure Reporting System is as follows:

- In order to make working/planning document - focus on the most important – jurisdiction's specific needs and then objectives to address them. The largest part of the Con Plan, Annual Plan and annual reporting should address these items.
 - Make Consolidated Plan a 3 to 5 year plan; for annual plan only submit changes if you have a major change to the program or 5 year plan
- 1)
 - Report outcome at end of 3 or 5 year plan
 - 2)
 - 3) How to Incorporate Outcome Measures into Con Plan and Annual Plan?
 - Strategic Plan - 5 year (or whatever time is)
 - Create template for outcome measures to incorporate here
 - Annual Plan
 - Some of the items in the 5-year plan should be moved to strategic plan
 - Do not require listing individual projects, instead refer to outcome measures
 - 4)
 - CAPER

CAPER goes away as we know it, the Annual Data Submission on Outcomes takes its place because other compliance data has been reported all throughout the year, however, grantees will give HUD statutorily required narratives
 - 5)
 - People will use these reports to inform citizens of public progress by reporting analysis to public (5-year objective) via electronically
 - Progress on meeting objectives, report progress on outcome measures by summarizing any data available on indicators
 - New IDIS will take place of paper reports
 - 6)

only States (COSCOA) want to separate from the group on PER and Con Plan

- Wants to work with HUD directly on different format for state plans
- States meet in January re Con Plan
- State Group to meet with HUD in February

HUD Guidance

Initial Memo or Notice based on consensus document to all HUD block grant recipients

1. HUD, and all public agency stakeholder groups (list out) support these specific objectives, outcomes and indicators
2. This is it, it has been decided that grantees will report on these objectives, outcome measures and indicators. Comments are to be requested in a notice, but only in the context of what has already been designed and agreed to. How can what has been done be made better, do not ask what do you think of what has been done in an open ended way
3. How does it fit into overall context, recognizing that other locally driven performance measurements can be added to these required ones
4. State what is required, exactly, is that grantees will select all applicable outcome measures and indicators that are applicable to their programs, it is NOT to change grantees flexibility or force grantees to do projects just so they can report on each indicator
5. Make clear that not every activity or outcome is represented by the indicators, rather, the majority of activities that can be rolled up into national statistics
6. Describe "group process" to ensure that grantees know the level of research, input, effort, science, etc. that went into this
7. Describe possible benefits of system to grantees and the national level.

Timeline for 2005

- 7) February 28, 2005: Memo or Notice
- 8) April – May 2005: Public comment period (60 days)
- 9) June 2005: Revisions, if any, to indicators or outcome measures.
- July 2005: Second Draft notice on changes in con plan/annual
- 10) plan/caper/IDIS reporting
- 11) Nov 2005 Final notice released

Start full program implementation for grantees during their new Con Plans for FY 2007

Start IDIS implementation with the New IDIS, not update to current IDIS

Preferably, include new reporting in PHASE I

- 12) Step 1: requirements gathering (now thru 1/31/05)**
- 13) Step 2: design of system (02/05 - 11/05)
- 14) Step 3: building and rollout (fall '06)
(incorporate new ideas)

PHASE II

- 15) Step 1: requirements gathering (late fall '05 - 02/06)
- 16) Step 2: design of system
- 17) Step 3: building and rollout (late fall '07)
(incorporate new ideas)

Training

- Performance Measures
- IDIS
- Con Plan

By June '06: train first group of grantees, all who will submit new Con Plans in January '07. By January '07 begin training for all other grantees on performance measures and con plan combined.

Next meeting Working Group

- Next Meeting March 24-25, 2005