

George E. Pataki Governor

NEW YORK STATE OFFICE OF TEMPORARY AND DISABILITY ASSISTANCE 40 NORTH PEARL STREET ALBANY, NEW YORK 12243-0001

Brian J. Wing Commissioner

ADMINISTRATIVE DIRECTIVE

TRANSMITTAL: 98 ADM-13

DIVISION:

Temporary

TO:

Commissioners of Social Services Assistance

DATE:

August 3, 1998

SUBJECT:

Performance Awards to Social Services Districts Based Upon

Districts' Achievement of Performance Goals

SUGGESTED

DISTRIBUTION:

IM Directors

FS Directors

Employment Directors

Medical Assistance Directors

Services Directors Fiscal Directors

CONTACT

PERSON:

DTA: Region Team I Staff: 1 (800) 343-8859

Bruce Bowdy - ext. 4-9227 David Staszek - ext. 40592

Policy & Performance Evaluation: David Dlugolecki

(518) 486-6340

Fiscal: Roland Levie 474-7549; Maryin Gold 212-383-1733

ATTACHMENTS:

Attachment A: Potential Award Allocations SFY 1997-98

Attachment B: Negotiated Performance Award Proposal

Attachment C: Menu of State Developed Measures, Goals

and Time Periods

FILING REFERENCES

Previous ADMs/INFs	Releases Cancelled	Dept. Regs.	Soc. Serv. Law & Other Legal Ref.	Manual Ref.	Misc. Ref.
			SSL Section 153-j		,

DSS-296EL (REV. 9/89)

I. PURPOSE

This directive advises social services districts (SSDs) of the availability of performance awards for the achievement of performance goals. It also defines the procedure for negotiating awards and calculating goal achievement.

II. BACKGROUND

The Welfare Reform Act of 1997 (WRA) and subsequent technical amendments added and defined section 153-j to the Social Services Law, authorizing the Office of Temporary and Disability Assistance (OTDA) to make performance awards to SSDs based on achievement of performance goals established in agreements negotiated with the districts. An appropriation of \$11 million was made available for SFY 1997-1998 for this purpose.

Section 153-j provides for five performance areas under which to set goals:

- 1. placement of public assistance applicants and recipients in jobs;
- prevention and reduction in the incidence of out-of-wedlock pregnancies;
- 3. placement of recipients from temporary emergency housing into permanent housing;
- 4. improvements in the child support enforcement program; and,
- 5. increases in administrative efficiency, including automated management system enhancements.

In accordance with WRA provisions, achievement of goals shall be based on a district's performance in the period compared with its performance for prior periods. Awards can be made for achievement in any period prior to the agreement with two conditions:

- no similar award was previously made to a district for the same period, and;
- 2. no award will be given where the achievement does not result from managerial guidance on the part of the district.

Awards can only be made to a district if it meets or exceeds minimum standards as defined by OTDA.

Each district will be eligible to receive, at a minimum, 100% of their share of the money appropriated for awards for the current year. Each district's share of the SFY 97-98 appropriation of \$11 million (hereinafter referred to as the district's allocation) is based on that district's proportion of the State's total public assistance caseload, and is listed in Attachment A. (All attachments are available on-line.)

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> Districts will be required to select at least one specific measure (i.e., quantification of performance in a goal area) to be assessed the baseline and performance period to be measured, and a proposed goal to be met. Districts may choose from measures and goals provided by OTDA and other interested agencies, or they may propose their own. Also, districts may compete in as few or as many goal areas as they like, and may employ more than one measure within a goal area. However, districts employing more than one measure must divide their allocation between their measures, associating a particular dollar amount with each measure. Thus, districts must achieve their goals in all measures they choose in order to receive their full allocation.

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Because performance awards are funded through the TANF block grant, all measures submitted by districts must measure performance in relation to TANF eligible participants only.

Each district's performance on each of their chosen measures will be assessed in the baseline and performance periods. For each measure where the district meets or exceeds its goal, the district will receive the full portion of the allocation it associated with that measure. For those measures where the district does not achieve its goal, but still evidences improvement from the baseline period, the district will receive a partial award determined by the proportion of the goal they achieved (e.g., a district making it 60% of the way to its goal will receive 60% of the amount it associated with that measure). In no case will awards be given if a district fails to improve on a measure.

In order to maximize the fiscal relief available to districts for performance improvement, all money forfeited by districts who fail to reach their goals or elect not to participate in the award program will be redistributed to all districts reaching at least one of their performance goals. This distribution of forfeited money (hereinafter referred to as reallocation funds) will be based on the proportion of a winning district's public assistance caseload in relation to that of all other districts reaching a goal.

All districts are encouraged to participate in the process. No awards will be made to districts choosing not to participate. There is no penalty for not participating.

III. PROGRAM IMPLICATIONS

SSDs may choose to initiate programmatic or other interventions to improve performance in their selected goal areas, or may rely upon pre-existing efforts. All such actions are at the discretion of the districts, and costs incurred for these initiatives should be financed from standard funding sources, not in anticipation of new funds resulting from goal achievement.

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IV. REQUIRED ACTION

In order to receive performance awards, districts must present a plan where they choose:

1. the performance area or areas under which they would like to be assessed (job placement, out-of-wedlock reduction, homeless placements, child support and administrative costs);

- 2. the specific measure or measures they would like used to set goals and determine performance in their chosen goal area(s) (e.g., percent of out-of-wedlock children in TANF cases with paternity established as a measure of achievement in the child support area, or percent of unemployed adult individuals on the caseload who become employed in a quarter as a measure of the job placement area):
- 3. the time period for which current performance on each measure will be assessed;
- 4. the time period to act as a baseline for determining improvement;
- 5. a proposed improvement goal to be reached between the baseline period and the award period;
- 6. the data source to be used to assess performance;
- a description of the managerial guidance (programmatic or other initiative) which produced or is expected to produce the performance improvement; and,
- 8. if the district chooses to be assessed on more than one measure, the amount of their allocation they would like associated with each measure they elect to be assessed under.

In order to simplify this procedure for districts, OTDA will provide a form which contains each of the necessary items for a complete plan, along with a set of directions for completing the form (see Attachment B). OTDA will also provide a sample menu of measures covering some goal areas, along with baseline and performance periods and guidelines as to the numerical goals districts will be required to reach on each of these measures to receive their award allocation. Districts may then choose from this menu those measures and goals that reflect their priorities and/or provide the greatest likelihood of achieving their goals. This menu is provided in Attachment C.

Districts need not utilize any of the measures in the menu, and are encouraged to propose their own measures for assessing performance in the five goal areas. Any district proposing its own measure will be required to describe the measure in detail, the data source for the measure, and how the data will be collected.

Such district defined measures will be used to assess district performance, provided they are valid measures of goal areas, are based on reliable data, and data on the measure is either currently available to local districts or the state, or is readily and economically collectable (cost considerations will be waived for districts supplying their own data). In all cases OTDA, in conjunction with appropriate staff from other interested State agencies, will set minimum performance standards of goal achievement.

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Districts choosing to participate are required to submit a completed notification form (Attachment B) or its equivalent by September 30, 1998 to:

NYS Office of Temporary and Disability Assistance 40 North Pearl Street Albany, NY 12243 Attention: Bruce Bowdy, Room 7A Division of Temporary Assistance FAX - (518) 474-5281

- V. SYSTEMS IMPLICATIONS. Not Applicable.
- VI. ADDITIONAL INFORMATION
 - A. Guidance to SSDs

The following is designed to explain the components of a complete plan proposal, and supplement the directions provided for the plan proposal form.

Goal Areas and Measures

Local districts will have substantial flexibility in choosing measures, especially in the administrative efficiency and child support areas. Measures may include both outcomes (e.g., job placements, child support collections, placements in permanent housing) and, for areas which do not specify the outcome to be measured (child support improvements and administrative efficiency) processes related to outcomes (e.g., number of petitions of support filed, number of applications processed in a timely way). Because section 153-j specifically mentions automated systems enhancements, measures of productivity enhancement based on systems improvements are also allowable.

Again, because performance awards are funded through the TANF block grant, all measures must assess performance relative to TANF eligible participants. Thus, job placement rates for FA participants would be an acceptable measure, while a rate for Safety Net singles would not.

To speed the plan agreement process, districts should be very specific when describing their proposed measures. Attention should be paid to such issues as what group of recipients will be subject to the measure (e.g., will job placements be for all TANF recipients, recipients over 18 and not in school, etc.), and what event must occur to advance the measure (e.g., is a job placement just unsubsidized employment, or will subsidized employment count).

Baseline and Award Time Periods

Both baseline and award time periods may be represented as ranges of time (e.g., number of child support awards established in the first quarter of 1999) or assess performance at a point in time (e.g., percent of IV-D TANF cases with child support awards established as of March 1999).

Note that section 153-j expresses the desire that baseline periods be that period immediately preceding the award period. Thus, a

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performance period of the first quarter of 1999 should involve comparison to a baseline period of the last quarter of 1998. Districts identifying a baseline period which does not immediately precede the award period should provide a justification as to why the earlier period was chosen. Such justification may include the length of time it takes to produce changes on the measure, the fact some measures may reflect seasonality, or considerations regarding data availability.

Although OTDA prefers that districts submit plans that place the performance period in a time subsequent to the date of agreement for the plan, section 153-j does not specifically exclude measurement of performance in prior periods.

Because awards are funded through the TANF block grant, all baseline or performance periods must include dates subsequent to the approval of New York's TANF State Plan on December 2, 1996.

Unless the \$11 million in SFY 97-98 TANF funds for performance awards are reappropriated in the SFY 99-00 enacted state budget, these funds must be disbursed prior to September 15, 1999. As a result OTDA will need to complete an assessment of goal achievement by September 1, 1999 to allow time to process the disbursement. Thus, districts should take care to select award periods that allow an assessment of their performance (including lags in data availability) before this date.

Goals

Districts should propose improvement goals that strike a balance between requiring appreciable improvement on the measure and attainability.

Data Sources

Districts' proposals should include a clear description of the data sources to be used to define the measure, who will collect the data and how, any costs involved in collecting the data and when they believe the data necessary to assess performance will become available. Measures utilizing data already collected are preferred.

All data sources used for performance awards must be of the type that would allow an audit of achievement claims.

Additionally, the description should be full enough to make a determination whether changes on the goal measure reflect actual changes in performance, not merely changes in the way data are collected, such as changes which compel more complete reporting of the outcome than in the past, changes in the way outcomes are counted, or changes related to normal cyclical variations such as seasonality in employment.

Managerial Guidance

All proposals must make clear the mechanism by which improvement on the goal measure was made possible. This is simply a description of what the district did or will do to improve their performance. This description should include how, if at all, the initiative differed from previous practice. Distribution of the Allocation Across Measures

As mentioned above, districts may choose to be assessed on as few or as many measures as they like. Reasons for proposing more than one measure might include allowing more than one program area the opportunity to evidence goal achievement, or increasing the likelihood of the district receiving at least part of its allocation by having multiple opportunities to win (which in turn increases the likelihood of accessing any extra award money from the unallocated funds pool). Districts may then associate a greater percentage of their allocation to program areas that are higher priorities for the district and/or represent the best opportunity for districts to reach their goal.

B. Plan Approval Process

The Office of Temporary and Disability Assistance, Department of Labor (DOL), the Division of the Budget (DOB) and other appropriate State agencies as required, will form teams as appropriate to review and negotiate performance goals with each participating district. This team will retain final authority for plan approval. A district's plan must be approved in order to participate in any performance area.

The team will review and approve acceptable plans within 5 weeks of receipt of the completed notification form. Each district will be notified of its plan's acceptance in writing as soon as possible. Districts whose plans are not approved or approved for some areas but not others will have ten (10) calendar days to submit a revision.

C. Fiscal Implications

Those local districts that OTDA certifies as having achieved their performance goal(s) will receive a one-time payment of their performance award. Certification will occur once the data to assess performance becomes available and a determination is made that the data provided is valid and complete. Payments from the unallocated funds pool resulting from districts who do not reach their goals or elect not to participate must, of course, wait until the performance assessments for all districts are complete. Any district eligible for an award from this pool will receive this award in a second one-time payment. Both payments should be recorded in the Revenue Account A2770 - Unclassified Revenues.

Because the source of awards will be TANF block grant funds, districts will be required to expend their awards for TANF-related purposes. No other limitation is placed on district use of funds. Any award monies expended for administrative purposes will be considered exempt from the Local District Administrative Cap.

VII. EFFECTIVE DATE. Immediately.

Patricia Stevens Deputy Commissioner

Division of Temporary Assistance

Potential Award Allocations SFY 1997-1998						
	A	District Proportion of				
District	AFDC	AFDC HR TOTAL		Allocation		
ALBANY	3521	983	4504	\$89,929.25		
ALLEGANY	801	289	1090	\$21,763.52		
BROOME	2646	1123	3769	\$75,253.85		
CATTARAUGUS	897	276	1173	\$23,420.74		
CAYUGA	593	121	714	\$14,256.10		
CHAUTAUQUA	2191	817	3008	\$60,059.32		
CHEMUNG	1281	336	1617	\$32,285.88		
CHENANGO	383	132	515	\$10,282.76		
CLINTON	732	275	1007	\$20,106.29		
COLUMBIA	534	277	811	\$16,192.85		
CORTLAND	481	172	653	\$13,038.14		
DELAWARE	269	69	338	\$ 6,748.69		
DUTCHESS	1838	642	2480	\$49,516.99		
ERIE	16777	8022	24799	\$495,149.95		
ESSEX	285	197	482	\$ 9,623.87		
FRANKLIN	547	263	810	\$16,172.89		
FULTON	541	256	797	\$15,913.32		
GENESEE	307	85	392	\$7,826.88		
GREENE	482	167	649	\$12,958.28		
MOTLIMAH	9	9	18	\$359.40		
HERKIMER	407	118	525	\$10,482.43		
JEFFERSON	1354	499	1853	\$36,997.98		

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LEWIS	158	90	248	\$4,591.70
LIVINGSTON	502	246	748	\$14,934.96
MADISON	284	61	345	\$6,888.45
MONROE	15072	6505	21577	\$430,817.79
MONTGOMERY	429	109	538	\$10,741.99
NASSAU	5836	2457	8293	\$165,582.42
NEW YORK CITY	253827	142062	395889	\$7,904,529.13
NIAGARA	3004	1177	4181	\$83,480.06
ONEIDA	2764	1074	3838	\$ 76,631.54
ONONDAGA	7552	2310	9862	\$196,909.91
ONTARIO	698	303	1001	\$19,986.50
ORANGE	3070	1073	4143	\$82,721.33
ORLEANS	453	169	622	\$12,419.18
OSWEGO	1336	391	1727	\$34,482.20
OTSEGO	219	66	285	\$5,690.46
PUINAM	158	103	261	\$5,211.26
RENSSELAER	1478	434	1912	\$38,176.00
ROCKLAND	1329	734	2063	\$41,190.95
ST. LAWRENCE	1588	682	2270	\$45,324.02
SARATOGA	448	97	545	\$10,881.76
SCHENECTADY	1646	294	1940	\$38,735.07
SCHOHARIE	153	64	217	\$4,332.74
SCHUYLER	107	43	150	\$2,994.98
SENECA	220	59	279	\$5,570.66
STEUBEN	1272	561	1833	\$36,598.65
SUFFOLK	8684	3174	11858	\$236,763.10

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SULLIVAN	700	205	905	\$18,069.71
TIOGA	472	110	582	\$11,620.52
TOMPKINS	626	338	964	\$19,247.73
ULSTER	1675	513	2188	\$43,686.77
WARREN	227	71	298	\$ 5,950.03
WASHINGTON	546	220	766	\$15,294.36
WAYNE	930	314	1244	\$24,838.36
WESTCHESTER	10187	4699	14886	\$297,221.75
WYOMING	203	88	291	\$5,810.26
YATES	113	56	169	\$3,374.34
TOTAL				\$11,000,000.00

Source: August 1997 Caseload Figures from the Office of Temporary Assistance Social Statistics.

Negotiated Performance Award Proposal

District:	Allocation:	\$	4.	(from	Attachment	A
District Contact for Performance Name:	Awards: Phone:	()_	· · · · · · · · · · · · · · · · · · ·			

For each measure the district would like to be assessed under, please fill out one of the attached **Proposed Award Measure** forms, using the following directions. For districts selecting a measure from the menu provided, only elements (2), (5) and (7) need be filled out. Attach additional sheets as necessary. Please refer to the Guidance to Districts section of the text for further clarification.

Directions

- (1) Goal Area Enter one of the five goal areas the measure refers to, job placements, out-of-wedlock births, homeless placements, child support or administrative efficiency.
- (2) Proposed Measure Provide a detailed description of the measure of the goal area. Be sure to define any terms which may be ambiguous. For example if the measure is a percentage of adults receiving some service, give the age which defines adult.
- (3) Baseline Period Enter the time period that performance in the award period will be compared to. This could be a time range (e.g., entries to employment in the first quarter of 1998) or a point in time (percent of cases with orders established as of the end of 1997). Any such period must include a date beyond December 2, 1998, the date of New York's TANF State Plan.
- (4) Award Period Enter the time period where goal attainment will be assessed.
- (5) Performance Goal Enter a proposed level of improvement in the measure that would trigger an award. These could be absolute numbers (30 more paternities established) or percentages (a five percentage point improvement in the percent of cases with paternity established).

Additionally, the description should be full enough to make a determination whether changes on the goal measure reflect actual changes in performance, not merely changes in the way data are collected, such as changes which compel more complete reporting of the outcome than in the past, or changes in the way outcomes are counted.

(6) Data Source Provide a description of the source for data on the measure, how it is going to be collected, who will be collecting it and the time lag between the performance period and when the data will be

available. The description should be complete enough to allow an assessment of the timeliness and validity of the data, as well as the monetary and time cost of its collection.

- (7) Managerial Guidance Section 153-j specifically precludes awards to an area where there has already been an achievement not substantially the result of active managerial guidance. Briefly describe the programmatic or other initiative undertaken to produce the performance improvement to be measured, and how this differed from previous practice.
- (8) Amount of Allocation Associated With the Measure For districts proposing more than one measure, enter the part of the overall allocation for your district you would like associated with the measure described. This is the amount the district will receive if it achieves its goal on the measure.

Proposed Award Measure

(1)	Goal Area	
(2)	Proposed Measure	
(3)	Baseline Period	
(4)	Award Period	
(5)	Performance Goal	
(6)	Data Source	
		· · · · · · · ·
(7)	Managerial Guidance	
(8)	Amount of Allocation	Associated With the Measure

State Provided Performance Measures

Department of Labor

The measure provided for job placement corresponds directly to the job entry component of the federal High Performing States Bonus award. The selection of this measure reflects both the desire to promote the primary programmatic goal of welfare reform, and boost New York's national standing on this measure, and thus its chance of receiving a performance incentive.

Measure: Unduplicated number of adult TANF recipients who entered employment for the first time in the calendar year as a percent of the total unduplicated number of adult TANF recipients unemployed in the calendar year.

Adults are defined as recipients 18 or older. A person is a recipient of public assistance in the calendar year if they were on TANF for at least one month in the year. Employment is defined as any job excluding workfare and fully subsidized employment.

Unemployed individuals will be defined on a quarterly basis using Wage Reporting System (WRS) data from the NYS Department of Taxation and Finance. A person will be in the denominator of the measure (recipients unemployed) if he or she is on TANF any of the three months of the calendar quarter, and did not have earnings reported to WRS in that quarter. A person will be in the numerator of the measure (entered employment for the first time) if they show WRS earnings in the subsequent quarter, regardless of whether they are still on assistance.

Baseline Period: Calendar year 1997.

Award Period: Calendar year 1998.

Goal Guidance: DOL has elected not to provide goal guidance to districts in this transmittal. Such guidance will be handled through the negotiation process.

Baseline Data: Baseline data for this measure is expected to become available before the deadline for plan submissions.

Office of Child Support Enforcement

As with the job placement measure above, the child support measures below reflect both primary goals of the child support program and, in the case of the first three listed, correspond to measures to be used in calculating federal incentives.

Special Note on Child Support Measures

Federal performance goals have been established for each of the first three measures listed below. The NYS Office of Child Support Performance, as a way of rewarding high performing districts, will provide awards to districts that exceed the federal performance goal on **all three** of these measures **as of March 1999.** The federal performance goal for each measure is listed with the measure below. Districts wishing to take this option for accessing

awards should simply enter "Federal child support goal option" in the goal area field of the Proposed Award Measure sheet. Districts taking this option may also choose to compete for awards under other measures. If they choose to do so, they must also enter the portion of their allocation they would like associated with the federal child support goal option.

Measure 1: Paternity Establishment Percentage for all IV-D cases.

This measure is the total number of IV-D children born out of wedlock with paternity established, divided by the total number of IV-D children born out of wedlock.

Baseline Period: Percentage as of March 1998.

Award Period: Percentage as of March 1999.

Goal Guidance: OCSE has set a statewide improvement goal of 12 percentage points. Other district level goals will be considered in negotiation.

Federal Performance Goal: 80%

Baseline Data: Baseline data for all child support measures appears below.

Measure 2: Percent of IV-D cases with support orders.

This measure is the total number of IV-D cases with support orders divided by the total number of IV-D cases.

Baseline Period: Percentage as of March 1998.

Award Period: Percentage as of March 1999.

Goal Guidance: OCSE has set a statewide improvement goal of 14 percentage points. Other district level goals will be considered in negotiation.

Federal Performance Goal: 80%

Baseline Data: Baseline data for all child support measures appears below.

Measure 3: Percent of collection on current support for all IV-D cases. The measure is defined as the total dollars collected for current support in all IV-D cases, divided by the total dollars owed for current support in all IV-D cases.

Baseline Period: Percentage as of March 1998.

Award Period: Percentage as of March 1999.

Goal Guidance: OCSE hase set a staewide improvement goal of 17 percentage points. Other district level goals will be considered in negotiation.

Federal Performance Goal: 80%

Baseline Data: Baseline data for all child support measures appears below.

Measure 4: Percent of TANF IV-D cases with orders as a percentage of the TANF caseload.

The numerator of this measure is the total number of IV-D TANF cases with orders, and the denominator is the number of Family Assistance cases.

Baseline Period: Percentage as of March 1998.

Award Period: Percentage as of March 1999.

Goal Guidance: OCSE has elected not to provide goal guidance to districts on this measure. Such guidance will be handled through the negotiation process.

Baseline Data: Baseline data for all child support measures appears below.

Child Support Baseline Data

·	MEASURE 1	MEASURE 2	MEASURE 3	MEASURE · 4
District	Percentage of Children with Paternity Established	Percent of IV-D Cases with Orders	Percent of Current Support Collected	Percent of TANF Basic Cases with Orders
Albany	63	78	66	42
Allegany	82	85	74	65
Broome	74	76	81	35
Cattaraugus	86	81	74	61
Cayuga	83	81	76	54
Chautauqua	82	83	72	60
Chemung	90	92	78	63
Chenango	88	89	83	45
Clinton	91	89	80	44
Columbia	87	89	68	54
Cortland	90	85	74	51
Delaware	85	87	73	44
Dutchess	77	75	74	49
Erie	77	80	68	51
Essex	92	90	76	51
Franklin	85	83	79	45
Fulton	91	88	76	52
Genesee	91	91	79	76
Greene	86	83	79	34
Hamilton	76	88	84	65
Herkimer	94	89	82	65
Jefferson	80	79	74	41
Lewis	85	87	81	43
Livingston	87	90	82	51
Madison	92	90	73	69
Monroe	82	77	65	66
Montomery	82	82	69	73
Nassau	59	62	68	47
New York City	38	51	56	75
Niagara	87	86	63	63
Oneida	91	87	68	75
Onondaga	83	80	58	60
Ontario	87	83	77	52
Orange	81	75	73	59
Orleans	90	88	75	48
Oswego	90	85	72	60
Otsego	90	86	81	49
Putnam	82	88	81	45
Rensselaer	91	83	68	52
Rockland	77	82	66	56
St. Lawrence	87	89	73	33
Saratoga	84	86	79	39

Page 5 of 5 Attachment C MEASURE 1 MEASURE 2 MEASURE 3 MEASURE 4 IV-D Percent of Percent of Paternity Percent of Current TANF Basic Establishment IV-D Cases Support Cases with Percentage with Orders Collected Orders District Schenectady Schoharie Schuyler Seneca Steuben Suffolk Sullivan Tioga Tompkins Ulster Warren Washsington Wayne Westchester

Wyoming

Yates