Logic Model Training for HUD Program Staff And Grantee Applicants

U.S. Department of Housing and Urban Development

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Background

Government Performance and Results Act

Congress passes the Government Performance and Results Act (GPRA) in 1993. "The purposes of this Act are to – improve Federal program effectiveness and public accountability by promoting a new focus on results, service quality, and customer satisfaction – help Federal managers improve service delivery, by requiring that they plan for meeting program objectives and by providing them with information about program results and service quality."

- Establish performance goals to define the level of performance to be achieved by a program activity.
- Express such goals in an objective, quantifiable, and measurable form.
- Describe the operational processes, skills, technology, and the human capital, information, or other resources required to meet the performance goals.
- Establish performance indicators to be used in measuring or assessing the relevant outputs, service levels and outcomes of each program activity.
- Provide a basis for comparing the actual program results with the established performance goals.
- Describe the means to be used to verify and validate measured values.

Government Performance and Results Act of 1993, (b) Performance Plans and Reports, Section 1115. Performance Plans.

Establishment of HUD Policy Priorities

a. Providing increased homeownership and rental opportunities for low and moderate income persons, persons with disabilities, the elderly, minorities, and persons with limited English proficiency.

b. Improving our nation's communities.

c. Encouraging accessible design features.

d. Providing full and equal access to grass-roots faith-based and other community-based organizations in HUD program implementation.

e. Participation of minority-serving institutions (MSIs) in HUD programs.

f. Ending chronic homelessness.

g. Removal of regulatory barriers to affordable housing.

h. Participation in Energy Star.

Establishment of HUD Strategic Goals

a: Increase homeownership opportunities.

1. Expand national homeownership opportunities.
2. Increase minority homeownership.
3. Make the home buying process less complicated and less expensive.
4. Fight practices that permit predatory lending.
5. Help HUD-assisted renters become homeowners.
6. Keep existing homeowners from losing their homes.

b: Promote decent affordable housing.

1. Expand access to affordable rental housing.
2. Improve the physical quality and management accountability of public and assisted housing.
3. Increase housing opportunities for the elderly and persons with disabilities.
4. Transition families from HUD-assisted housing to self-sufficiency.

c: Strengthen communities.

1. Provide capital and resources to improve economic conditions in distressed communities.
2. Help organizations access the resources they need to make their communities more livable.
3. End chronic homelessness and move homeless families and individuals to permanent housing.
4. Mitigate housing conditions that threaten health.

d: Ensure equal opportunity in housing.

1. Provide a fair and efficient administrative process to investigate and resolve complaints of discrimination.
2. Improve public awareness of Fair Housing laws.
3. Improve housing accessibility for persons with disabilities.

e: Embrace high standards of ethics, management, and accountability.

1. Rebuild HUD's human capital and further diversify its workforce.
2. Improve HUD's management and its internal controls and systems, as well as resolve audit issues.
3. Improve accountability, service delivery, and customer service of HUD and our partners.
4. Ensure program compliance.
5. Improve internal communications and employee involvement.

f: Promote participation of grass-roots faith-based and other community-based organizations.

1. Reduce barriers to participation by faith-based and community organizations.
2. Conduct outreach and provide technical assistance to faith based and community organizations to strengthen their capacity to attract partners and secure resources.
3. Encourage partnerships between faith based and community organizations and HUD's traditional grantees.

PART (Program Assessment Rating Tool)

In 2002, the Office of Management and Budget (OMB) developed a systematic assessment of government programs through the use of the Program Assessment Rating Tool (PART) process.

The PART process assesses the effectiveness of programs and helps inform management actions, budget requests, and legislative proposals directed at achieving results.

The PART evaluates programs in four areas: purpose, strategic planning, program management, and results and accountability.

The Department is using the results of these assessments in continuing efforts to improve programs and processes, and aid in the refinement of our long-term measurable performance goals. Throughout FY 2005, the Department utilized information from PART reviews to guide budget, legislative and administrative decisions, and achieve greater results from our programs.

The PART assessments have also led to the development of efficiency measures that track how programs make best use of resources - time, effort, and money – and capture improvements in program outcomes for a given level of resource use. To date, the Department has developed 38 efficiency measures spanning across each of the Department's strategic goals.

Logic Model Implemented for Use as a Management Tool for HUD Grantees and HUD Managers

Introduction of ROMA via the Logic Model

In response to GPRA and the recognition by HUD that its grantees could benefit from developing their own management and accountability practices, HUD instituted the logic model.

U.S. Department of Housing and Urban Development **OMB Approval No. 2535-0114** **(exp. 4/30/2006)**
Office of Departmental Grants Management and Oversight

Program Name:____

Component Name:____

Strategic Goals	Policy Priorities	Problem, Need, Situation	Service or Activity	Benchmarks		Outcomes		Measurement Reporting Tools	Evaluation Process
				Output Goal	Output Result	Achievement Outcome Goals	End Results		
1		2	3	4	5	6	7	8	9
Policy		Planning		Intervention		Impact		Accountability	
				Short Term				a. b. c. d. e.	
				Intermediate Term				a. b. c. d. e.	
				Long Term				a. b. c. d. e.	

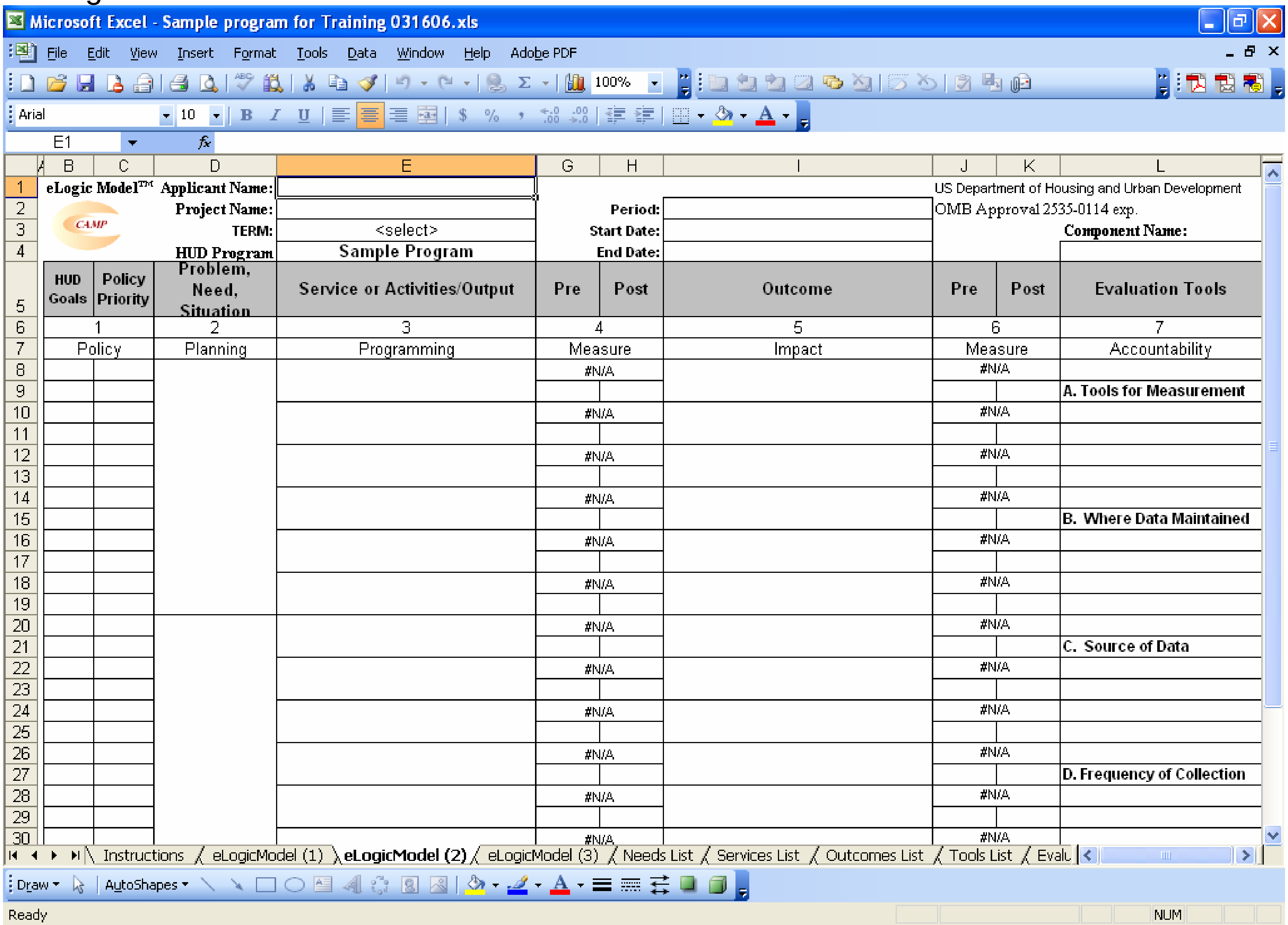
Introduction of the eLogic Model™
© Carter-Richmond Methodology™

The eLogic Model™ is an interactive spreadsheet consisting of instructions, multiple spreadsheet templates for use in constructing short, intermediate and long term logic models, dropdown lists of needs, services and outcomes, units of measure for projected and actual services and outcomes, evaluation tools, management and evaluation questions, and Return-on-Investments calculations.

The ©Carter-Richmond Methodology™ is used to identify key management and evaluation questions for HUD's programs: The table below identifies the ©Carter-Richmond generic questions and where the source data is found in the eLogic Model™.

	Management Questions	Logic Model Column
1	How many clients are you serving?	Service/Activity/Output
2	How many units were provided?	Service/Activity/Output
3	Who are you serving?	Service/Activity/Output
4	What services do you provide?	Service/Activity/Output
5	What does it cost?	Service/Activity/Output
6	What does it cost per service delivered?	Service/Activity/Output/Evaluation
7	What happens to the "subjects" as a result of the service?	Outcome
8	What does it cost per outcome?	Outcome and Evaluation
9	What is the value of the outcome?	Outcome and Evaluation
10	What is the return on investment?	Evaluation

Sample eLogic Model™



Introduction To Outcomes

What are Results? What are Outcomes?

1. Outcomes or results are benefits to individuals, families, organizations, and communities derived from participation in a program or service. Outcomes are always measurable.

2. Applicants whether non-profit community-based organizations or state or local government, produce results, or outcomes that benefit individuals, families, and the communities in which they live.

3. Grantees and HUD are held accountable for producing outcomes and must demonstrate the capacity to manage and deliver services in an efficient and effective manner.

Results-Oriented Management and Accountability

ROMA is a sound management practice that incorporates the use of outcomes or results into the administration, management, and operation of human services. Agencies must focus on the outcome—the result or the product—in addition to the services and activities of the program. Agencies must use outcome data to answer key evaluation questions and conduct return-on-investment analysis.

- ***Planning*** is directed toward an outcome and not just the operation of a program or delivery of a service.

- ***Organizing*** addresses how we use resources to carry out our plan. We organize our resources to produce a specific outcome.

- ***Directing*** is a management function involving staff supervision and training. Staff activities are directed toward producing results that improve the well-being of people and their communities.

- ***Evaluation*** is a feedback loop to determine how successful we have been in carrying out our plan. We determine how successful we have been in helping people become less dependent and more self-sufficient.

Results-Oriented Management and Accountability

Accountability in the outcome world changes how agencies describe and report what they do. Reporting focuses on the results or outcomes of agency activities in addition to the counting of clients and units of service. Budget is linked to outcomes in addition to expenditure and service delivery data.

ROMA recognizes that non-profit community-based organizations and state or local government have significant discretion and flexibility on the objectives they pursue and the national measures they report and that local conditions will influence local plans and activities. Successful ROMA implementation must accommodate these differences while supporting national measures.

In a ROMA system, the Logic Model or its 2006 version for HUD's electronic grants submission process, the eLogic Model™ can be used by grantees to develop a body of knowledge and answer key questions about their programs: Were the activities conducted on schedule? Did they serve the projected number of clients? Did they produce the projected number of units? Did they achieve the outcomes proposed? Can they link their budget to output and outcome data?

The Environment and Utility for Outcomes

- Competition for Limited Federal Funding:
    - HUD is a competitor for federal funds
    - The grantee is a competitor for limited federal funding
- Changes in Public Policy and Funding
- Changing Demographics
- Government Performance and Results Act (GPRA), 1993
- PART – Program Assessment Rating Tool
- Stewardship, Accountability, and Credibility
- Demonstrate Impact to Funders
- Program Assessment, Quality Assurance and Budgeting
- Human Resources – Managing for Results
- Influence Client Decisions – Identify and recognizing best practices.
- Improve Funding Opportunities
- Gain Public Support and Improve Public Image
- Influence the Media
- Address Legislative and Political Needs

Benefits of Using Outcomes

Benefits for Managers:

- Describe what is actually going on and how well it is being done.
- Describe what is meaningful data to managers and line staff.
- Focus work efforts and help staff measure accomplishments.

Benefits for Staff:

- Realistic expectations.
- Receive feedback directly from grantees on successful aspects of the program.
- Increase morale by knowing which grantees are helped.
- Identify other grantees who can best benefit from services.
- Less burnout (feel you have accomplished something).

Benefits for Grantees:

- Helps clarify what is expected of them when participating in the program or receiving the service.
- Creates a common language for communicating expectations between the grantee and HUD.
- Better able to measure one's own progress or achievement towards a goal. Know when achieving a benchmark or milestone.

A Practical Guide for Understanding Outcomes

Types of Outcomes

Outcomes can be used to measure <u>change</u> over time, status, or direction for the family, agency, and community.

Change over time:

- Short-term, Intermediate-term, Long-term
  ROMA Tool – Logic Model

Change in status:

- Thriving, Safe, Stable, Vulnerable, In-Crisis
  ROMA Tool – Outcome Scale

Change in direction:

- Positive, Neutral, Negative
  ROMA Tool – Percentage, Ratio

Change over time: Short-term, Intermediate-term, Long-term
The use of these types of outcomes is relative; short-term for a client in need of shelter may be "this afternoon" while short-term for someone obtaining basic job skills training may be six months. Change over time is also a three-point scale.

Change in status: Thriving, Safe, Stable, Vulnerable, In-Crisis
The use of these types of outcomes is relative; what may be <u>safe</u> for one public housing project might be <u>in-crisis</u> for another depending on the location and other environmental factors. Change in status is a five-point scale.

Change in direction: Positive, Neutral, Negative
It is equally important to measure all three directional outcomes. A <u>positive</u> outcome would indicate progress. A <u>neutral</u> outcome may indicate client stability or no change in status. A <u>negative</u> outcome may indicate that the client is unable to experience, or affect positive change; that other external factors may be negatively influencing the client's behavior, or a program or service may not be operating as intended. *When assessing the impact of services on a client(s), you must account for all three directional outcomes.*

Characteristics of Outcome Language

Outcome language describes the impact on the client resulting from the service. *

For example, the outcomes of providing employment and training services to 50 clients could include:

- 10 obtained full-time jobs above minimum wage, including benefits, and are employed 90 days after placement;
- 20 obtained permanent full-time jobs at minimum wage without benefits;
- 10 obtained part-time temporary jobs;
- 5 are participating in on-the-job training programs, and
- 5 remain unemployed after 90 days in the program.

For example, the outcomes of providing case-management services to 20 families could include:

- 5 families increased their household income by 20% or more;
- 4 families obtained safe, affordable rental housing;
- 1 family purchased a home;
- 3 persons received their G.E.D. (General Educational Development) high-school equivalency diploma;
- 1 person completed the A.B.E. (Adult Basic Education) curriculum;
- 1 person opened a home-based childcare center, and
- 5 families are currently receiving case-management services and have not achieved any goal on their case-management plan.

*Please note that the service, intervention, or activity is also referred to as the output.

Output and Outcome Characteristics Checklist

- ☐ Is it measurable? Can you count it?
- ☐ Is it simple, clear, and understandable?
- ☐ Is there a realistic relationship between the Need, Service, and Outcome?
- ☐ Is the outcome manageable? Does the grantee have the staff to manage the activities and their proposed outcomes?
- ☐ Is there a specified unit of measure?
- ☐ Can the output and outcome be characterized as short, intermediate and long term?
- ☐ Does it measure an end, and not a means to an end?
- ☐ Is the outcome measure taken after the service has been delivered?

Identifying Outcomes

1. Can outcomes be “found” within the mission statement?

2. Can the “needs assessment” help in the outcome development process?

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3. What are the priorities of the program managers and why?

4. Determine what is important to policy and decision-makers, and funders.

5. Examine the budget. Consider development of outcomes that address significant expenditures for a program, service or initiative.

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6. Is outcome data readily available and accessible?

7. What is the quality of the data?

8. If the data has to be developed, is it achievable within a realistic time frame?

Activities, Outputs, Outcomes, Targets, Performance

Activities (Services, Interventions)

Grantees receive funds to provide an activity that addresses a need that is reflective of a HUD Goal(s) and HUD Policy Priority(s). For example:

Need: Young persons do not graduate high school.

Activities intervention or service to address the need:

- Create a G.E.D. program, funds # of "seats"
- Enroll persons in the G.E.D. program
- Complete the G.E.D. program

Outcomes for the G.E.D. program
(What happened as a result of enrollment or completing the G.E.D. program?)

- Obtained G.E.D. – Short term
- Obtained a job. – Intermediate term
- Increased income in existing job. – Long term
- Received promotion in existing job. – Intermediate or long term

Activities, Outputs, Outcomes, Targets, Performance

Example

(2) Problem, Need, Situation	(3) Service or Activities/Output	(4) Units and Count Measure (Target)	(4) Units and Count Measure (Actual)	Performance	(5) Outcome	(6) Units and Count Measure (Target)	(6) Units and Count Measure (Actual)	Performance
People do not have the education to become self-sufficient.	Enroll persons in the G.E.D. program.	20 Persons	16 Persons	16 of 20 = 80%	Obtained G.E.D. **Short**	10 Persons	8 Persons	8 of 20 = 40%
					Obtained a job. **Intermediate**	4 Persons	4 Persons	4 of 20 = 20%
					Increased income in existing job. **Long**	6 Persons	3 Persons	3 of 20 = 15%

What is Performance? – Let's Talk Baseball!

Instructions: Let's use baseball to illustrate performance. On the back of the baseball card is a batting average, a three digit number beginning with a decimal point, e.g., .273. This is the statistic that is used to measure hitting performance.

Write batting averages here:

Success Measures in Industry
References for Setting Public and Nonprofit Sector Expectations

- Executive management recruitment, ___ % placement rate.
- New Magazine, ____ % survives over 12 months.
- Movies ____ in 6 or ____ % make a profit.
- Broadway ____ in 7 or _____ % make a profit.
- Music Recordings, ____% make a profit.
- Prescription drugs, ____ % make it to market.
- Of the prescription drugs that make it to the market, ____ % make a profit.
- Pfizer ____ in 100 new drugs or _____% make it to the market, 10 – 12 years to develop a product.
- DuPont ____ in 250 or _____% of ideas to generate one major marketable new product
- On Time Railroad Delivery + or - ____ hours.
- University of Baltimore ____ in 20 or ____% of inquiries and applications generates an enrolled freshman student.
- Baseball: 1 in 3 (.333 or 33%) is a superstar.
  1 in 4 (.250 or 25%) is a successful hitter.

Logic Model

Logic Model Overview

The HUD logic model links program operations, Columns 1-6, need, service, outputs, and outcomes with program accountability, Columns 7, which has five parts: tools for measurement, where data are maintained, source of data, frequency of collection, and processing of data. A logic model can be used to support planning, monitoring, evaluation, and other management functions of an agency.

The logic model for the 2006 SuperNOFA is referred to as the eLogic Model™. It is a refinement of the 2005 logic model but has several changes. Master Logic Models are created for all HUD competitive programs. The Master Logic Model contains dropdown lists for Need, Service/Activity, Outcome, and Evaluation Tools. These dropdown lists were created by abstracting data from a sample of logic models submitted by funded grantees over the past two years. It is from these samples that dropdown lists were constructed for Need, Service/Activity, Outcome, and Evaluation Tools, the components that comprise the eLogic Model™.

The grantee will download the Master eLogic Model™ from the instruction download for the program funding opportunity found on Grants.gov, and create a custom logic model that reflects their proposed project. When completed, the applicant can save a copy and attach it to their electronic application which is submitted via Grants.gov.

Case Scenario
Demonstration of eLogic Model™

©Carter-Richmond Methodology™

©Carter-Richmond Methodology™ (P1)

Overview of ©Carter-Richmond Methodology™

The Logic Model consists of both a program plan and evaluation components. The program plan outlines a need or a problem, an intervention, an expected outcome, and how these will be measured. The program plan is prepared as part of your application.

The Evaluation components include Tools and Evaluation Questions. The Tools are identified in Column 7 of the eLogic Model™. Evaluation questions should be used by both the grantee and HUD to make a statement about the effectiveness of the program and to evaluate how well a program is performing and if grant dollars are used wisely. Under Expectmore.gov, programs are rated on their performance. Adequate performance is described as, "this rating describes a program that needs to set more ambitious goals, achieve better results, improve accountability or strengthen its management practices. HUD believes a logic model can help a program improve its accountability and management practices.

©Carter-Richmond Methodology™ (P2)

The data collected in the logic model is to be organized to answer the Evaluation questions and any future Return-On-Investment (ROI) calculations. HUD will issue a separate notice on ROI.

The ©Carter-Richmond Methodology™ is used to identify key management and evaluation questions for HUD's programs: The table below identifies the ©Carter-Richmond generic questions and where the source data is found in the eLogic Model™. For each program, HUD developed program specific questions related to the management and the expected outcomes for each program.

	Management Questions	**Logic Model Column**
1	How many clients are you serving?	Service/Activity/Output
2	How many units were provided?	Service/Activity/Output
3	Who are you serving?	Service/Activity/Output
4	What services do you provide?	Service/Activity/Output
5	What does it cost?	Service/Activity/Output
6	What does it cost per service delivered?	Service/Activity/Output/Evaluation
7	What happens to the “subjects” as a result of the service?	Outcome
8	What does it cost per outcome?	Outcome and Evaluation
9	What is the value of the outcome?	Outcome and Evaluation
10	What is the return on investment?	Evaluation

Sample Program Evaluation Questions (P1)

Evaluation Process – These are standard requirements that HUD will expect every program manager receiving a grant to do as part of their project management.

- An evaluation process will be part of the on-going management of the program.
- Comparisons will be made between projected and actual numbers for both outputs and outcomes.
- Deviations from projected outputs and outcomes will be documented and explained.
- Analysis of data to determine the relationship of outputs to outcomes; what outputs produce which outcomes.

HUD Will Use The Following Questions To Evaluate Your Program

1. How many upper income housing units were constructed?
2. How many lower income housing units were constructed?
3. How many upper income persons purchased a home?
4. How many lower income persons purchased a home?
5. What was the value of the housing units constructed?
6. How many persons were able to remain in their home?
7. How many elderly persons avoided placement into a long term care facility?
8. How many persons were able to live independently and/or age in place?
9. How many persons obtained part-time employment?
10. What was the dollar value of income from part-time employment?
11. How many persons obtained full-time employment?
12. What was the dollar value of income from full-time employment?
13. How many persons obtained employment in the building trade?

Sample Program Evaluation Questions (P2)

14. How many persons obtained employment outside of the building trade?
15. What was the income from employment for students employed in the building trade?
16. What was the income from employment for students employed outside the building trade?
17. How many students were enrolled in educational programs?
18. How many students increased literacy as measured by increased score on the TABE/BEST?
19. How many students increased numeracy as measured by increased score on the TABE/BEST?
20. How many students received GED's?
21. How many students received Associates degrees?
22. How many students received BA/BS degrees?
23. How many persons participated in apprenticeship/on-site training?

©Carter-Richmond Methodology™
Ten Questions

1. **How many clients are you serving?**
   When does a client become a client? Duplicated or unduplicated count.

2. **How many units were provided?**
   Derivative of Question 1.

3. **Who are you serving?**
   Basic demographics and characteristics such as age, gender, income, employment, education, disability level, race, and ethnicity.

4. **What services do you provide?**
   There can be multiple services within a single program or process. Establish the number of services delivered (Sometimes the number of clients is used in lieu of a number of services.)

5. **What does it cost?**
   Identify hidden administrative costs, personnel costs and benefits, and client income transfers. Derive the total cost of providing the services.

6. **What does it cost per service delivered?**
   Divide the total cost by either the number of services delivered or the number of clients served, as appropriate.

7. **What happens to the "subjects" as a result of the service?**
   There can be multiple outcomes for each service delivered. Establish a number of successful outcomes.

8. **What does it cost per outcome?**
   Divide the total cost by the total number of positive outcomes.

9. **What is the value of the outcome?**
   Establish the financial value of each individual success.

10. **What is the return on investment*?**

©Carter-Richmond Methodology™

Evaluation

Evaluation activities are conducted during start-up, program implementation, throughout the duration of the project and follow-up activity when dictated. Evaluation using the Logic Model can address the following:

- How grantees perform with regard to meeting projected outputs and outcomes.
- The ability to monitor program activity while it is occurring rather than after the fact.
- The ability to institute preventive corrective action to support on-going operations rather than a post evaluation remedy after the fact.
- The ability to identify successful programs and why they are successful.
- The ability to replicate successful programs in other sites based on good information from existing programs.
- The extent to which HUD's Strategic Goals and Policy Priorities are being addressed in communities across the United States.
- How well HUD funded programs are being implemented in communities across the United States.
- The ability to establish norms and realistic standards of performance based on actual experience in the field.
    - The ability to compare grantees within and across states.

Reinventing Organizations*

1. What gets measured gets done.

2. If you do not measure results, you cannot tell success from failure.

3. If you cannot see success, you cannot reward it.

4. If you cannot reward success, you are probably rewarding failure.

5. If you cannot see success, you cannot learn from it.

6. If you cannot recognize failure, you cannot correct it.

7. If you can demonstrate results, you can win public support.

Reinventing Government, David Osborne & Ted Gaebler, 1992. Addison-Wesley Publishing Company, Reading, MA 01867, (617) 944-3700 Ext. 2431.