

Polk County Continuum of Care Performance Management Plan

Introduction

Section 578.7(a)(6) of the interim rule implementing the Continuum of Care (CoC) program authorized by the Homeless Emergency Assistance and Rapid Transition to Housing Act of 2009 (HEARTH Act) directs local continua of care to:

“Consult with recipients and subrecipients to establish performance targets appropriate for population and program type, monitor recipient and subrecipient performance, evaluate outcomes, and take action against poor performers;”

Section 427 of the Act established selection criteria for the U.S. Department of Housing and Urban Development (HUD) to use in awarding CoC funding that require CoCs to report to HUD their system-level performance. The intent of these selection criteria is to encourage CoCs, in coordination with ESG Program recipients and all other homeless assistance stakeholders in the community, to regularly measure their progress in meeting the needs of people experiencing homelessness in their community and to report this progress to HUD.

System performance targets are intended to reflect performance across multiple projects of a given type (e.g., emergency shelter) or across a range of projects and project types (e.g., length of time homeless) and subpopulations. Performance targets for the overall system represent performance of all applicable projects for all populations.

The Polk County Continuum of Care (PCCoC) Performance Management Plan (PMP) identifies project and system performance goals for the PCCoC and outlines how performance is measured and monitored.

The intent of the PMP is not only to meet the requirements of the HEARTH Act but also to:

1. Align housing and services to community needs
 - a. Determine whether projects are achieving intended results
 - b. Modify the approach or activities if the project is not achieving intended results
 - c. Use outcome data to communicate the effectiveness of projects to funders and community
2. Engage in resource allocation
 - a. Review and rank existing projects for renewal
 - b. Reallocate resources from existing projects to new projects to meet new priority needs or to increase the project’s performance in meeting intended results.

Basics of Performance Measurement

The Polk County Continuum of Care Board (CoCB) is charged with monitoring project performance, system performance and setting performance measures. The CoCB’s Grant Committee is responsible for conducting quarterly project and system performance reviews while the CoCB’s Performance Measures Committee is responsible for setting project and system performance measures. Both committees make regular reports to the CoCB at its monthly meeting.

Project Performance Measurement

HUD, which provides federal homeless assistance funds through its CoC Program, requires project performance reporting via the annual CoC application and Annual Performance Reports (APRs). Measuring the performance of homeless assistance projects (i.e., CoC-funded and City of Des Moines ESG-funded) also is critical to:

- Understanding how well projects are doing at ending homelessness, or what issues projects may need to improve upon.
- Identifying project types/models that may be more successful at ending homelessness than others.

System Performance Measurement

As part of the new CoC Program regulations, HUD is requiring that all CoCs begin to monitor the performance of their system. Measuring system performance also is critical to:

- Understanding how well the community is doing at addressing and ending homelessness.
- Identifying areas of the system that may need improvement.

Setting Performance Measures

The Performance Measures Committee considered HUD's project performance objectives and system performance measures in determining where to set project and system goals for the PCCoC.

Monitoring Project Performance

Quarterly Performance Measures Report

Homeless assistance projects' performance is monitored on a quarterly basis via the Homeless Management Information System (HMIS) generated Performance Measures Summary Report (PMSR). The PMSR provides project-level performance information for each measure listed in this plan and is shared with the CoCB and the full PCCoC each quarter.

The PMSR is generated from HMIS approximately 10 days after the end of each quarter. Providers should be sure their HMIS data have been fully updated and are accurate prior to the generation of each report. The quarters are as follows:

- 1st Quarter = January 1 – March 31
 - Reports performance data for first quarter
- 2nd Quarter = January 1 – June 30
 - Reports performance data for first and second quarters
- 3rd Quarter = January 1 – September 30
 - Reports performance data for first, second, and third quarters
- 4th Quarter = January 1 – December 31
 - Reports performance data for the full year

All projects should review their quarterly performance data and contact the HMIS Lead, Institute for Community Alliances (ICA), with any questions or concerns. Projects that consistently fail to meet project performance measures should develop internal plans and processes for improvement.

Victim Services Providers

City of Des Moines ESG-funded projects and CoC-funded projects that are Domestic Violence (DV) victim services providers and thus not participating in HMIS do not have their performance data generated out of HMIS via the PMSR. However, all of these DV providers must submit an APR generated from the agency's HMIS-comparable database to CoCB staff on a quarterly basis. These quarterly APRs must report data cumulatively, as described above, and are due to CoCB staff within 10 days of the end of each quarter.

HMIS Data Quality

In addition to reporting performance on each of the Project Performance Measures, the PMSR reports the percentage of missing data applicable to the reporting period and objective for each project. Projects with more than 2% missing data do not have high enough data quality to allow their performance to be measured (with the exception of the measures looking at exits to permanent housing). Therefore, projects with more than 2% missing data for any objective will be considered to have failed to achieve the objective. Ongoing data quality issues could lead to the required development of a Quality Improvement Plan (QIP) and the loss of CoC Program funding or City of Des Moines ESG funding.

Sharing PMSR Data

Each quarter, the final PMSR will be posted on the PCCoC's website. CoC-funded and City of Des Moines ESG-funded grantees will be notified via email of its availability. Individual project data can be accessed via the dashboard on ICA's website.

Quality Improvement Process

Projects that fail to meet an objective for one year will be required to develop a QIP as outlined in Appendix A. Ongoing poor performance could ultimately result in the loss of CoC Program funding or City of Des Moines ESG funding.

Implementing the Performance Management Plan

The CoCB's staff is responsible for implementing this Performance Management Plan on behalf of the CoCB. Implementation involves working with the ICA's staff to generate the PMSR and reviewing all data therein, reviewing APRs, and sharing project and system performance information with the CoCB and full PCCoC on a quarterly basis. In reviewing quarterly and annual project performance information, CoCB staff will also work with the CoCB's Grant Committee to identify any consistently under-performing projects and to target them for QIP development as needed. In addition to monitoring project and system performance, CoCB staff will work with the CoCB's Performance Committee to annually review and update the performance measures found in the Performance Management Plan.

Providers' Responsibilities and Meeting Performance Objectives

Submit APRs to the CoCB and HUD

This Performance Management Plan continues to require all CoC-funded and City of Des Moines ESG-funded projects to submit APRs to CoCB staff in addition to HUD.

ICA staff generate the PMSR referenced in this document. Providers do not generate these reports.

Ensure HMIS Data Quality

Because the PMSRs used to monitor project performance are generated from HMIS, it is critical that HMIS data be accurate and of good quality. To this end, providers should regularly engage in data quality reviews and ensure timely data entry. Providers can use the Data Quality Reports available in ART to help monitor and manage their HMIS data quality on an ongoing basis.

As mentioned above, projects with more than 2% missing data for any project performance measure will be considered to have failed to meet the objective. Consistent HMIS data quality issues could trigger the development of a QIP or impact a project's renewal for CoC Program funding or City of Des Moines ESG funding.

Run and Review PMSR: Project Level

To help homeless providers manage their performance on the measures set forth in this PMP, ICA staff will create the PMSR: Project Level. The PMSR: Project Level provides detailed information about a project's performance on all objectives including client-level data.

Providers can generate the PMSR: Project Level on their projects using ART. At a minimum, providers are encouraged to generate the report on a quarterly basis so they know, in advance of the published PMSR, how they performed on all the objectives in the PMP.

Develop Internal Improvement Plans as Needed

If providers notice in the PMSR and PMSR: Project Level that they are not meeting an objective, it is the providers' responsibility to develop internal plans to address the poor performance and to ensure improvements are made. Projects that fail to meet an objective for at least one year will be targeted for development of a QIP. Ensuring that project performance objectives are met will prevent projects being targeted for QIP development.

Participate in Quality Improvement Plan as Required

Providers required to develop a QIP are expected to address the deficiencies outlined in the QIP in the time frame indicated. Grantees risk losing renewal funding if they fail to improve performance within the required timeframe.

PCCoC Project Performance Measures

Project performance measures for PCCoC homeless assistance projects are set forth below. The measures apply to all City of Des Moines ESG-funded and CoC-funded projects.

Projects will generally be considered to have met the performance measure if their performance is within 5% of the identified objective.

Permanent Supportive Housing (PSH) projects in which no participants depart the program (departing participants referred to as “leavers”) during the reporting period will be considered to have met all performance measures that are only measured for project leavers.

<i>Emergency Shelter Projects Performance Measures</i>		
Measure	Goal	How Calculated
Length of Time Homeless	Emergency Shelter (ES) projects will have a 10% reduction in average length of stay annually.	Percent reduction in average length of stay from the previous year for leavers
	ES projects will have a 10% reduction in median length of stay annually.	Percent reduction in median length of stay from the previous year for leavers
Returns to Homelessness	ES projects will have no more than 10% of adults who exited to permanent housing return to ES, Transitional Housing (TH), or Street Outreach (SO) within <i>six months</i> of exit.	(number of adults who returned to ES, TH or SO within 6 months of exit/ number of adult leavers to permanent housing) X 100
	ES projects will have no more than 10% of adults who exited to permanent housing return to ES, TH or SO within <i>two years</i> of exit.	(number of adults who returned to ES, TH or SO within 24 months of exit/ number of adult leavers to permanent housing) X 100
Exits to Permanent Housing¹	At least (TBD%) of participants in ES projects will move into permanent housing at exit.	(number of participants who moved to PSH upon exit / number of participants who exited ES project) X 100

<i>Transitional Housing Projects Performance Measures</i>		
Measure	Goal	How Calculated
Length of Time Homeless	TH projects will have a 10% reduction in average length of stay annually.	Percent reduction in average length of stay from the previous year for leavers
	TH projects will have a 10% reduction in median length of stay annually.	Percent reduction in median length of stay from the previous year for leavers
Returns to Homelessness	TH projects will have no more than 10% of adults who exited to permanent housing return to ES, SH, TH, or Outreach within <i>six months</i> of exit.	(number of adults who returned to ES, SH, TH, or Outreach within 6 months of exit/ number of adult leavers to permanent housing) X 100
	TH projects will have no more than 10% of adults who exited to permanent housing return to ES, SH, TH or Outreach within <i>two years</i> of exit.	(number of adults who returned to ES, SH, TH, or Outreach within 24 months of exit/ number of adult leavers to permanent housing) X 100
Employment Income Growth	TH projects will have a 10% increase annually in the number of adults who have increased employment cash income overtime.	% increase in number of adults who gained or increased employment cash income from the previous year for stayers and leavers
Non-Employment Income Growth	TH projects will have a 10% increase annually in the number of adults who have increased non-employment cash income overtime.	% increase in number of adults who gained or increased non-employment cash income from the previous year for stayers and leavers.
Exits to Permanent Housing¹	At least (TBD)% of participants in TH projects will move into permanent housing at exit.	(number of participants who moved to PSH upon exit / number of participants who exited TH project) X 100
Receipt of Non-cash Benefits and Health Insurance¹	TH projects will have a (TBD)% increase in the number of adults who received at least one source of non-cash benefits or health insurance at program exit.	% increase in number of adult leavers with 1+ sources of non-cash benefits or health insurance from the previous year
<i>Rapid Re-Housing Projects Performance Measures</i>		
Measure	Goal	How Calculated
Returns to Homelessness	Rapid Re-Housing (RRH) projects will have no more than 10% of adults who exited to permanent housing return to ES, TH, or SO within <i>six months</i> of exit.	(number of adults who returned to ES, TH, or SO within 6 months of exit/ number of adult leavers to permanent housing) X 100
	RRH projects will have no more than 10% of adults who exited to permanent housing return to ES, TH, or SO within <i>two years</i> of exit.	(number adults who returned to ES, TH, or SO within 24 months of exit/ number of adult leavers to permanent housing) X 100

Employment Income Growth	TH projects will have a 10% increase annually in the number of adults who have increased employment cash income overtime.	% increase in number of adults who gained or increased employment cash income from the previous year for stayers and leavers
Non-Employment Income Growth	TH projects will have a 10% increase annually in the number of adults who have increased non-employment cash income overtime.	% increase in number of adults who gained or increased non-employment cash income from the previous year for stayers and leavers
Exits to Permanent Housing ¹	At least (TBD)% of participants in RRH projects will move into permanent housing at exit.	(number of participants who moved to PSH upon exit / number of participants who exited TH project) X 100
Receipt of Non-cash Benefits and Health Insurance ¹	TH projects will have a (TBD)% increase in the number of adults who received at least one source of non-cash benefits or health insurance at program exit.	% increase in number of adult leavers with 1+ sources of non-cash benefits or health insurance from the previous year
<i>Permanent Supportive Housing Projects Performance Measures</i>		
Indicator	Goal	How Calculated
Returns to Homelessness	PSH projects will have no more than 10% of adults who exited to permanent housing return to ES, SH, TH, or Outreach within <i>six months</i> of exit.	(number of adults who returned to ES, TH, or SO within 6 months of exit/ number of adult leavers to permanent housing) X 100
	PSH projects will have no more than 10% of adults who exited to permanent housing return to ES, SH, TH, or Outreach within <i>two years</i> of exit.	(number of adults who returned to ES, TH, or SO within 24 months of exit/ number of adult leavers to permanent housing) X 100
Employment Income Growth	TH projects will have a 10% increase annually in the number of adults who have increased employment cash income overtime.	% increase in number of adults who gained or increased employment cash income from the previous year for stayers and leavers
Non-Employment Income Growth	TH projects will have a 10% increase annually in the number of adults who have increased non-employment cash income overtime.	% increase in number of adults who gained or increased non-employment cash income from the previous year for stayers and leavers
Exits to or Retention of Permanent Housing ¹	At least (TBD)% of participants remain in PSH project or exit to PSH as of the end of the reporting period or at program exit.	(number of participants who moved to PSH upon exit + number of participants who remained in PSH project) / number of participants served by PSH project X 100
Receipt of Non-cash Benefits and Health Insurance ¹	TH projects will have a (TBD)% increase in the number of adults who received at least one source of non-cash benefits or health insurance at program exit.	% increase in number of adult leavers with 1+ sources of non-cash benefits or health insurance from the previous year

“To receive maximum points, the CoC must have monitored the renewing project applicants and projects for utilization rates, increasing housing stability, participant eligibility, length of time homeless, destination upon program exit, increasing participant income, and connecting program participants to mainstream benefits.” See page 40 of 2016 NOFA

¹ Recommend to Performance Committee to include in the list of system performance measures.

APPENDIX A

QUALITY IMPROVEMENT PLANNING AND PROCESS

POLK COUNTY CONTINUUM OF CARE

Quality Improvement Planning & Process

Introduction

The U.S. Department of Housing and Urban Development (HUD) has increasingly emphasized Continuum of Care (CoC) Homeless Assistance Program performance evaluation for purposes of receiving federal funds. Program performance is so critical that HUD has regularly used CoC performance as a primary scoring component for its annual CoC application process. In turn, the Polk County Continuum of Care Board (CoCB) has developed program- and system-level quality improvement processes.

A Quality Improvement Plan (QIP) is a plan, developed by the grantee and approved by the CoCB staff, to aid in the improvement of program performance. The QIP is based on a continuous quality improvement process, which consists of the following steps:

- Plan the timeline, activities, and tools to measure outcomes
- Do the work to implement actions and data collection
- Check the results and complete a full analysis
- Act on items learned and next steps following the analysis.

Technical assistance may also be a component of the QIP. It may be requested by the grantee in their QIP or recommended by CoCB staff following their review of the QIP. As the CoC Applicant/ESG Recipient, the City of Des Moines must submit any request for HUD Technical Assistance to the Omaha HUD Field Office. Requests for HUD Technical Assistance will be coordinated by the CoCB staff with the appropriate city staff person.

Quality Improvement Process Overview

Process Overview

The QIP process begins with the CoCB Grant Committee reviewing performance of all CoC-funded projects. Using criteria described below, the CoCB Grant Committee will determine which grantees are required to develop QIPs. Each grantee will be notified concerning any requirement to develop a QIP and, if so, the performance areas on which the QIP should focus. Once the QIP is developed, the grantee will submit the plan to the CoCB staff for approval and, if approved, will implement the QIP. The grantee will engage in quarterly monitoring with the CoCB Grant Committee (or designated staff) for one year, at which time grantees and the CoCB Grant Committee will evaluate project improvement and make a determination about QIP termination, continuation, or other action.

Project Selection

The CoCB Grant Committee will review the performance of all HUD CoC funded projects annually. The CoCB Grant Committee will primarily use submitted Annual Performance Reports (APRs) as data sources.

The CoCB Grant Committee will target for QIP development projects that have not met performance measures for multiple consecutive years or that are performing significantly below these measures. Grantees will be chosen to develop a QIP based on the following issues (prioritized in this order):

- Project did not meet a performance measure for three consecutive years.
 - Projects not meeting multiple objectives are prioritized over projects not meeting one objective.
- Project did not meet a performance measure for two consecutive years.
 - Projects not meeting multiple objectives are prioritized over projects not meeting one objective.
- Project currently implementing a QIP, but evaluation of progress to date indicates that the QIP will not be successfully completed within one year.
- Projects falling below performance measures by larger percentages will be prioritized over projects failing by smaller percentages.

Performance Measures

For renewal project evaluation purposes and consideration for future City of Des Moines ESG funding, the performance measures considered for QIP purposes will be those listed in the PCCoC Project Performance Measures section of the Performance Management Plan (pages 5-7).

As needed, grantees may be required to develop QIPs to help in the resolution of critical program issues that are not performance related. Such issues may include developing a plan to implement HMIS or developing a plan to ensure program operations have started in accordance with HUD requirements.

Notification of Required QIP Development

The CoCB staff will inform the grantee of their identification as a targeted project for a QIP and next steps. The CoCB staff will rely on the most recent Exhibit 2s (CoC project applications) for updated grantee contact information.

Development and Implementation of QIP

QIP Development: The Basics

Grantees targeted for a QIP will be informed of specific areas requiring improvement and will be provided the QIP tool and instructions for completing the tool. Grantees must develop a QIP that addresses all identified performance deficiencies. Grantees will be given the opportunity to receive individualized technical assistance from CoCB staff as they begin developing their QIPs.

Grantees must complete the QIP tool. Grantees must adhere to all timelines and goal dates outlined in QIP correspondence.

QIP Duration

Grantees must develop QIPs that are one-year in length, unless otherwise noted by CoCB staff. For example, if the start date of QIP implementation is July 1, then proposed QIP termination should be June 30 of the following year.

Terminating or Continuing a QIP

The CoCB Grant Committee will evaluate the extent to which QIP grantees improved performance on deficient areas over the course of the QIP's implementation. If the CoCB Grant Committee determines that a grantee has sufficiently improved in the area of concern based on quarterly monitoring and APRs, then the grantee will be notified of the termination of the QIP and no further action will be required.

If the CoCB Grant Committee determines that a grantee has not made adequate improvement during the QIP process, then the grantee may be required to complete additional QIP implementation. A continuing QIP may involve revision of the QIP developed by the grantee or changes to the monitoring process.

QIP Monitoring and Evaluation

Quarterly Monitoring and Reporting Expectations

Grantees will be required to participate in monitoring meetings concerning QIP implementation and program improvement with the CoCB Grant Committee (or designated staff) on at least a quarterly basis. Monitoring will generally take place via face-to-face meetings with grantee staff and CoCB staff, and will cover both progress in implementation of activities outlined in the QIP and progress in improving performance of targeted issue.

Grantees will be expected to report, at minimum, on the following items:

- Progress in implementing each activity identified in the QIP
 - Assure QIP activities are implemented/completed
 - If an activity is not fully implemented/completed, then the grantee must be able to report on status of implementation, expected completion dates, and other information relevant to the QIP.
- Progress in meeting stated QIP performance goal
 - Assure QIP performance goal is met
 - For example, if a grantee's QIP goal was to have 80% of Permanent Supportive Housing (PSH) residents maintain their housing for at least six months, then the grantee will be expected to report on the percentage of residents maintaining housing at each quarterly monitoring.
 - If QIP goal is not met, then the grantee must report on the status of implementation, expected completion dates, and other information relevant to the QIP.
 - If QIP goal is not met, then grantee may be informed that the QIP will continue beyond the initial one-year period.
- Progress in assuring that the data obtained through the QIP are accurate, thorough, and have been analyzed.
 - Assure quality data are obtained

- Progress in reporting trends and findings from the QIP
 - Assure trends and findings are noted
- Progress in prioritizing issues that need further review and consideration
 - Assure that issues are prioritized
- Progress in identifying educational needs
 - Assure that staff educational needs are met

Determining Success or Failure of QIP

Achievement of QIP goals is not necessarily the only condition that could lead to successful QIP termination. Grantees who can clearly demonstrate significant progress toward meeting their goals, and who have fully and successfully implemented all QIP activities and participated in quarterly monitoring, may be eligible to have their QIPs successfully terminated. Such determination will be made at the discretion of the CoCB Grant Committee.

In general, the success of a QIP process (and, ultimately, its termination) will be determined based on the following:

- Grantee participated in the required QIP process
- Grantee fully implemented identified QIP activities
- Grantee participated in quarterly monitoring and provided sufficient status updates on QIP implementation and progress on program improvement
- Grantee made significant progress on or met their QIP goals

Continuing a QIP may involve revising the QIP or increasing frequency of monitoring. If the CoCB Grant Committee determines a QIP has failed for two consecutive years, then the grantee may be required to develop a QIP for additional periods or may lose renewal of HUD CoC funding or City of Des Moines ESG funding. If the CoCB Grant Committee determines a QIP has failed for three consecutive years yet the grantee has received renewed HUD CoC funding, then renewed project funds may be reallocated in the next CoC application cycle. If the grantee receives City of Des Moines ESG funds, the project will be ineligible for funding in the next ESG application cycle.

Grantees who do not develop required QIPs or do not participate in quarterly monitoring will be considered to have failed in their QIP. These grantees may be required to develop another QIP or may be excluded from the PCCoC consolidated application for HUD CoC funding or City of Des Moines ESG funding.

Impact of QIP on Annual CoC Application

Renewal CoC Applications and City of Des Moines ESG Applicants

Grantees with an ongoing QIP at the time of the annual HUD CoC application process or biannual City of Des Moines ESG application process will have points deducted from their applications for any QIP-targeted projects. Grantees in any ongoing QIPs extending beyond one year at the time of

the annual HUD CoC application process or biannual City of Des Moines ESG application process will have additional points deducted from their applications for any QIP-targeted projects.

New CoC and City of Des Moines ESG Applicants

Grantees with an ongoing QIP are permitted to submit a new CoC or City of Des Moines project application. However, new project applications will be scored, in part, on the grantee's required QIP participation, implementation, and program improvement. If a first-year QIP grantee is showing substantial improvement and is on track to implement all QIP activities and achieve all QIP goals, such facts may be considered by the CoCB Grant Committee in evaluating the new project application. Such new project applications are eligible for funding under the HUD CoC application process and the City of Des Moines' ESG application process. Conversely, if a grantee subject to an ongoing QIP fails to show substantial improvement or otherwise fails to undertake actions required under the QIP, such facts may be considered by the CoCB Grant Committee in evaluating the new project application.