LIHEAP Performance Management

2021 NATIONAL VIRTUAL LIHEAP TRAINING CONFERENCE

STATE SESSION - MARCH 3, 2021
Session Objectives

- Orientation to the development of LIHEAP Performance Measures
- Progress in reporting LIHEAP Performance Measurement Data
- Importance of Performance Reporting for OCS
- Important of Performance Reporting for Grantees
- Understanding the Performance Management Indicators
- Using the Performance Management Indicators
- Next Steps in Validating and Using Performance Management Data
Agenda

• **Akm Rahman** – OCS/DEA
  Welcome and Introductions

• **Lauren Christopher** – OCS/DEA
  - Why do we need performance data?
  - Who developed the performance indicators?
  - What progress have grantees made in reporting?

• **Melissa Torgerson** – Verve Associates
  - What are the components of the LIHEAP Performance Management system?
  - What are the specific LIHEAP Performance Management indicators?
  - What is the role of the Performance Management Implementation Work Group?
Agenda (Continued)

- **Lisa Goben** – Oregon / Performance Measures Integration Team
  - Performance Management Executive Summary
  - Performance Management State SNAPSHOT

- **Tracy Smetana** – Minnesota / Data Case Studies Team
  - Performance Measures Trends
  - Case Study Team Initiatives
  - Accessing Data

- **Sheri Shepherd** – Montana / Data Reliability Team
  - Next Steps
    - Data Reliability Webinar – April 2021
    - Data Case Studies Webinar – May 2021
    - Performance Measures Reports Webinar – June 2021
Submitting Questions

• There will be a question-and-answer period at the end of the presentation.

• If you have questions during the presentation, please submit them via the Zoom chat box.

Click here to open the Zoom chat box.
LIHEAP Performance Management

WHY WE NEED IT, HOW WE GOT HERE, AND HOW WELL WE ARE DOING
Challenges for the LIHEAP Program

- FFY 2018 Budget
  - 2003 – OMB PART Assessment:
    - Finding - “Results not Demonstrated” for the LIHEAP Program.
  - 2010 – GAO Report – LOW-INCOME HOME ENERGY ASSISTANCE PROGRAM:
    - Finding - “Results not Demonstrated” for the LIHEAP Program.
LIHEAP Performance Measures

- 1994 – Model Performance Goals and Measures requirement
- 1996 – Model LIHEAP Performance Measures and Goals Published in Report to Congress
- 2003 – OMB PART Assessment – “Results not Demonstrated”
- 2008-2010 – Performance Measures Work Group (PMWG)
  - LIHEAP Logic Model
  - LIHEAP Performance Measures
- 2010-2012 – Performance Measures Implementation Work Group (PMIWG)
  - Review of Existing Performance Management Systems
  - Specifications for Performance Management Data Collection Procedures
- 2014 – OMB Approval for Performance Management Data Collection
- 2015 – Optional Reporting
- 2016 – 2020 – Mandatory Reporting
Did the Grantee Submit Data?

Indicator 1 – Submitted Data

- FY 15: Yes (40), Partially (10), No (10)
- FY 16: Yes (40), Partially (10)
- FY 17: Yes (50), No (0)
- FY 18: Yes (40), Partially (10)
- FY 19: Yes (50), Partially (10)
- FY 20: Yes (50)

Legend: Yes, Partially, No
FY 2019 Performance Measures

FY 2019 Performance Measures Completion

- Submitted FY19 Data: Yes
- Received Integration Guide: Yes
- Submitted FY19 Data w/o TA: Yes
- Energy Data for > 10%: Yes
- Energy Data Across Fuels: Yes
- Electric Bill Data: Yes
- High Burden Households: Yes
- Restoration Data: Yes
- Prevention Data: Yes
- Equipment R&R Data: Yes
- FY20 Data Expected: Yes
- FY20 Data Expected w/o TA: Yes

Legend:
- Yes
- Partially
- No
- N/A
Did the Grantee Collect Data for More than 10% of Households?

Indicator 4 – Data for More than 10% of Households

<table>
<thead>
<tr>
<th>Year</th>
<th>Yes</th>
<th>No</th>
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<tbody>
<tr>
<td>FY 16</td>
<td>45%</td>
<td>55%</td>
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<tr>
<td>FY 17</td>
<td>40%</td>
<td>60%</td>
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<tr>
<td>FY 18</td>
<td>35%</td>
<td>65%</td>
</tr>
<tr>
<td>FY 19</td>
<td>30%</td>
<td>70%</td>
</tr>
</tbody>
</table>

Legend: Yes, No
Did the Grantee Collect Data Across All Energy Fuel Types?

Indicator 5 – Collected Data Across Energy Fuel Types

FY 16  FY 17  FY 18  FY 19

Yes  Partially  No
Did the Grantee Collect Electric Bill Data for All Households?

Indicator 6 – Collected Electric Bill Data

- FY 16
  - Yes: 40
  - Partially: 1
  - No: 9

- FY 17
  - Yes: 40
  - Partially: 1
  - No: 9

- FY 18
  - Yes: 40
  - Partially: 1
  - No: 9

- FY 19
  - Yes: 40
  - Partially: 1
  - No: 9
Value of Performance Measures

- **Value to OCS**
  - Budget Documents
  - Understanding the Program

- **Value to Grantees**
  - Empowered to Collect Energy Expenditure Data and Use to Better Serve Clients
  - Effective in Discussions with Management, Legislature, and Stakeholders
LIHEAP Performance Management

Why Does Performance Management Matter to Grantees?
What is Performance Management?

**Performance management** is the process of evaluating data (together with other information) to make educated program decisions.

Performance Management is a cycle of continuous **learning** and **improvement** over time.
What Data is Available to Grantees for Assessing Performance Management?

LIHEAP grantees have had data available to inform program evaluation and planning for many years.

- **LIHEAP Model Plan**
  *How* LIHEAP will be administered

- **LIHEAP Household Report**
  *Who* is assisted with LIHEAP

- **LIHEAP Performance Data Form - Section I. Grantee Survey**
  *Where* LIHEAP funds are obligated
Information for Performance Management does not always look like “data.”

Many grantees are also using the following to evaluate whether LIHEAP is working as intended in their state, tribe, or territory:

- Feedback from subgrantees, vendors
- Household comments, complaints
- Fair Hearing transcripts
- Fiscal, spending information
- Management reports (e.g., application rates, denial detail)
- Subgrantee monitoring reports

In many cases, these types of resources inform grantees about the effectiveness of LIHEAP processes in their state, tribe or territory.
Performance Management Indicators from Performance Measures Data

LIHEAP Performance Measures data provides grantees with important additions to their “suite” of Performance Management tools. These include:

- Indicators measuring **impact of LIHEAP on household energy burden**
  - Average pre-LIHEAP Energy Burden (by fuel type)
  - Average post-LIHEAP Energy Burden (by fuel type)
  - Average energy burden reduction as a result of LIHEAP

**Energy Burden is the portion of income a household is paying toward home energy bills.** Most experts agree that an affordable energy burden for households is 6%.

Understanding the average energy burden of households before and after LIHEAP allows grantees to make better decisions about who to serve and how best to serve them.
Performance Management Indicators from Performance Measures Data

- Indicators measuring the impact of LIHEAP on the continuity of home energy service
  - Instances where LIHEAP prevented Home Energy Loss
  - Instances where LIHEAP resulted in Restoration of Home Energy Service

Households must assist households experiencing energy crises within expedited time frames. However, grantees find that “reactive” assistance (e.g., utility reconnection) can be costly, and exposes low-income households to health and safety risks associated with home energy loss.

Prevention and restoration data can help grantees more effectively manage LIHEAP crisis policies and procedures—potentially reaching more households before disconnection (thereby reducing health risks and optimizing limited funding).
Performance Management Indicators from Performance Measures Data

• Targeting Indices to evaluate compliance with statute
  - Benefit Targeting Index
  - Burden Reduction Targeting Index

Section 2605(b)(5) of the Low Income Home Energy Assistance Act of 1981 (42 U.S. C. §8624(b)(5)) requires LIHEAP grantees to provide, in a timely manner, that the highest level of energy assistance will be furnished to those households that have the lowest incomes and the highest energy costs or needs in relation to income, taking into account family size.

Grantees can use LIHEAP Targeting Indices to measure the extent to which they are in compliance with the federal statute.
Benefit Targeting Indices

Benefit Targeting Index

• This measure tells us whether high energy burden households receive higher LIHEAP benefits than average households.

Burden Reduction Targeting Index

• This measure tells us whether high energy burden households have a larger share of their energy bill paid with LIHEAP than average households.
Benefit Targeting Indices

Demonstrating the difference between Benefit Targeting and Burden Reduction Targeting Indices.
How do LIHEAP Grantees Use Performance Data?

- Policy and program evaluation
- Policy and program design
  Examples: Benefit matrices, outreach policies
- Identifying households with outstanding needs
  Examples: Assurance 16, Weatherization program referrals
- Pinpointing areas for further partnership
  Examples: Utilities, social service programs
- Testing pilot programs or alternative program designs
- Sharing information with stakeholders and the public
The LIHEAP PMIWG

The Performance Measures Implementation Work Group (PMIWG) includes fifteen representatives from various states. A key priority of the PMIWG is to assure that grantees have resources necessary to:

- Understand LIHEAP data collection and reporting requirements
- Be confident in the reliability and quality of data they are collecting and reporting
- Use the data they are reporting to evaluate their program and make informed decisions
- Talk to others about their program using data

During the remainder of this training, work group members will present some of the resources they have developed to help grantees with Performance Management in their own states.
LIHEAP Performance Management

WHAT KEY STATISTICS ARE AVAILABLE FOR GRANTEES TO ASSESS THEIR PROGRAM?
Performance Management Integration (PMI) Team

Role: To help grantees understand LIHEAP Performance Measures and program management. Team members also create and organize tools and resources that will help grantees implement performance measures in their own programs.

Members:

1. Lisa Goben (OR) – Presenter
2. Andrew Bryk (NY) – Contributor
3. Heather Jones (MO) – Contributor
4. Iris Curtis (OCS) – Contributor
LIHEAP Performance Measures State Executive Summary and Snapshot

- The *LIHEAP Performance Measures State Executive Summary and Snapshot* were designed by the Performance Measures Implementation Work Group (PMIWG) and APPRISE.

- The purpose of these tools are to make it easier for grantees to interpret, share, and use their LIHEAP Performance Measure data.
Does LIHEAP furnish higher benefits to higher burden households?

**Yes.** In Oregon, the total LIHEAP benefit received by high burden households in FY 2019 was about **$84 (22%) more** than the total LIHEAP benefit received by the average recipient household.

In this example, LIHEAP staff in Oregon can quickly see that in FY 2019, the LIHEAP benefit received by high burden households was 22% higher than the average household benefit. **Therefore, Oregon is in compliance with the statute requiring targeting of benefits to higher burden households.**
Executive Summary: Oregon Example

Does LIHEAP pay a larger share of the home energy bill for high burden households?

**No.** In FY 2019, LIHEAP paid 29.9% of the energy bill for average households in Oregon, while LIHEAP paid 27.3% of the energy bill for high burden households.

It is important to understand the extent to which the LIHEAP benefit is reducing household energy burden. In **Oregon**, although high burden households are receiving a $84 higher LIHEAP benefit, they are having less of their bill paid than average households (and therefore, less of their energy burden reduced).
LIHEAP Performance Measures State Snapshot

The LIHEAP Performance Measures State Snapshot contains charts that compare the following statistics between average and high burden households, and across fuel types:

- Annual Income
- Annual Total Residential Energy Bill
- Energy Burden Before LIHEAP
- Annual Total LIHEAP Benefit
- Energy Burden After LIHEAP
- Percentage of Energy Bill Paid
Does LIHEAP furnish higher benefits to higher burden households across all fuel types?

Yes. In FY 2019, high burden households in Oregon received higher benefits than average recipient households, regardless of fuel type.

However, the extent of the difference between average and high burden household benefits varied between fuel types.

State Snapshot: Oregon Example

![Figure 2-4: Average Annual Total LIHEAP Benefit Comparing Average Households to High Burden Households](chart)
LIHEAP Performance Measures State Snapshot

Does LIHEAP pay more of the energy bill for high burden households across all fuel types?

No. In FY 2019, high burden households in Oregon had less of their bill paid with LIHEAP than average households, regardless of fuel type.

However, this graph also shows that for all households, the percentage of bill paid with LIHEAP varies significantly between fuel types.
APPRISE sends each LIHEAP Grantee their Executive Summary each year (after the Performance Data Form is reviewed and approved).

Grantees can also access previous years’ Executive Summaries on the LIHEAP Performance Management Website at:

https://liheappm.acf.hhs.gov/performance-measures/
Grantees can also build custom reports using their Performance Data in the Data Warehouse section of the LIHEAP Performance Management website.
LIHEAP Performance Management

DATA CASE STUDIES: ENERGY BURDEN TARGETING
Data Case Studies Team

**Role:** Examine ways in which grantees use data to inform program decisions and highlight examples through reports, webinars, and multimedia presentations.

**Members:**

1. Tracy Smetana (MN) – Presenter
2. Christine Taylor (IA) – Contributor
3. Debra Brown (CA) – Contributor
4. Brian Sarensen (WA) – Contributor
5. Brian Whorl (PA) – Contributor
6. Sharnice Peters (OCS) – Contributor
Energy Burden Targeting Results: Minnesota

Observation: Index scores were about the same in FY 17 and FY 18 but increased in FY 19.

Factors to assess:

1. Did we make program changes (e.g. benefit levels)? Are these results what we expected?
2. Were energy costs different? Weather different?
3. Did client demographics or housing characteristics change?

<table>
<thead>
<tr>
<th>Benefit Targeting Index</th>
<th>Average Benefit</th>
<th>FY 17</th>
<th>FY 18</th>
<th>FY 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Burden</td>
<td>$899</td>
<td>$1,001</td>
<td>$1,077</td>
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<tr>
<td>All Households</td>
<td>$681</td>
<td>$766</td>
<td>$767</td>
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<td>Index</td>
<td>132</td>
<td>131</td>
<td>140</td>
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<table>
<thead>
<tr>
<th>Burden Reduction Targeting Index</th>
<th>Share of Bill Paid</th>
<th>FY 17</th>
<th>FY 18</th>
<th>FY 19</th>
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</thead>
<tbody>
<tr>
<td>High Burden</td>
<td>39.1%</td>
<td>41.7%</td>
<td>40.0%</td>
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<tr>
<td>All Households</td>
<td>36.4%</td>
<td>39.0%</td>
<td>35.3%</td>
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</tr>
<tr>
<td>Index</td>
<td>107</td>
<td>107</td>
<td>113</td>
<td></td>
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</tbody>
</table>
## Energy Burden Targeting Results: California

**Observation:** We have limited information on our clients who use delivered fuels. What information is available to help us develop targeted benefit determination procedures while treating these households equitably?

**What and how to assess:**

1. Assess public data sources (e.g. EIA’s SEDS)
2. Form working group to develop procedures

### Benefit Targeting Index

<table>
<thead>
<tr>
<th></th>
<th>FY 17</th>
<th>FY 18</th>
<th>FY 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Burden</td>
<td>$461</td>
<td>$480</td>
<td>$516</td>
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<tr>
<td>All Households</td>
<td>$387</td>
<td>$388</td>
<td>$419</td>
</tr>
<tr>
<td>Index</td>
<td>119</td>
<td>124</td>
<td>123</td>
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### Burden Reduction Targeting Index

<table>
<thead>
<tr>
<th></th>
<th>FY 17</th>
<th>FY 18</th>
<th>FY 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Burden</td>
<td>11.6%</td>
<td>13.3%</td>
<td>12.3%</td>
</tr>
<tr>
<td>All Households</td>
<td>15.6%</td>
<td>19.9%</td>
<td>17.5%</td>
</tr>
<tr>
<td>Index</td>
<td>75</td>
<td>67</td>
<td>70</td>
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</tbody>
</table>
Energy Burden Targeting Results: Iowa

Observation: We target higher benefits but not burden reduction to high burden households. What factors could we use to better target energy burden?

What and how to assess:

Use demographic, housing characteristics, and energy bill data collected through the Performance Measures initiative to simulate changes to the benefit matrix prior to implementation to assess potential impact.

### Benefit Targeting Index

<table>
<thead>
<tr>
<th>Average Benefit</th>
<th>FY 17</th>
<th>FY 18</th>
<th>FY 19</th>
</tr>
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<tbody>
<tr>
<td>High Burden</td>
<td>$552</td>
<td>$515</td>
<td>$519</td>
</tr>
<tr>
<td>All Households</td>
<td>$468</td>
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<td>$456</td>
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<tr>
<td>Index</td>
<td>118</td>
<td>109</td>
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### Burden Reduction Targeting Index

<table>
<thead>
<tr>
<th>Share of Bill Paid</th>
<th>FY 17</th>
<th>FY 18</th>
<th>FY 19</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Burden</td>
<td>23.9%</td>
<td>24.5%</td>
<td>23.1%</td>
</tr>
<tr>
<td>All Households</td>
<td>27.0%</td>
<td>27.6%</td>
<td>25.0%</td>
</tr>
<tr>
<td>Index</td>
<td>89</td>
<td>89</td>
<td>92</td>
</tr>
</tbody>
</table>
Energy Burden Targeting Results: Pennsylvania

Observation: Our benefit and burden reduction targeting improved. What caused these measures to improve?

Factors to assess:

1. Did we make program changes (e.g. benefit levels)? Are these results what we expected?
2. Were energy costs different? Weather different?
3. Did client demographics or housing characteristics change?

<table>
<thead>
<tr>
<th>Benefit Targeting Index</th>
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<th>FY 17</th>
<th>FY 18</th>
<th>FY 19</th>
</tr>
</thead>
<tbody>
<tr>
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<td>$479</td>
<td>$498</td>
<td></td>
</tr>
<tr>
<td>All Households</td>
<td>$349</td>
<td>$324</td>
<td>$323</td>
<td></td>
</tr>
<tr>
<td>Index</td>
<td>141</td>
<td>148</td>
<td>154</td>
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<tr>
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<th>FY 17</th>
<th>FY 18</th>
<th>FY 19</th>
</tr>
</thead>
<tbody>
<tr>
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<td>20.4%</td>
<td>18.5%</td>
<td>19.1%</td>
<td></td>
</tr>
<tr>
<td>All Households</td>
<td>21.1%</td>
<td>18.2%</td>
<td>17.4%</td>
<td></td>
</tr>
<tr>
<td>Index</td>
<td>96</td>
<td>102</td>
<td>110</td>
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</tbody>
</table>
Energy Burden Targeting Results: Washington

Observation: Some of our clients receive a utility-funded energy assistance program in addition to LIHEAP. How do outcomes if we factor in those additional benefits?

What and how to assess:

Using information from our statewide database, we can examine the combined impact of LIHEAP and the utility-funded assistance program. We can calculate the targeting indexes for clients who received both programs and compare to clients who only received LIHEAP to assess the additional impact of ratepayer-funded assistance.

<table>
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<tbody>
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<td>Average Benefit</td>
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<tr>
<td>FY 17</td>
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<tr>
<td>High Burden</td>
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<tr>
<td>$576</td>
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<tr>
<td>All Households</td>
</tr>
<tr>
<td>$402</td>
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<td>Index</td>
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<td>31.4%</td>
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<tr>
<td>All Households</td>
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<tr>
<td>31.2%</td>
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<tr>
<td>Index</td>
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<tr>
<td>101</td>
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</table>
Energy Burden Targeting: Next Steps for Team

- Among data case studies team members, three of our states have relatively high Benefit Targeting Index results in FY 2019 (MN = 144, PA = 154, and WA = 145) while two have lower Benefit Target Index results (IA = 118, CA = 123)
- Conduct in-depth case study on ways to improve benefit targeting in Iowa by examining performance measures data and modeling changes to benefit determination procedures.
- Performance among data case studies team members has been relatively consistent over time, but in Pennsylvania, the Benefit Targeting Index results increased from 141 in FY 2017 to 154 in FY 2019.
- Explore why the benefit targeting improved in Pennsylvania as a good lesson in how to “move the needle.”
Accessing your Performance Measures data

You can access your own Performance Measures data on the LIHEAP Performance Management Website.

We’ll take a look at some of the resources available to you, starting with the Data Warehouse.

https://liheappm.acf.hhs.gov
LIHEAP Performance Management

NEXT STEPS IN PMIWG TRAINING CURRICULUM
Data Reliability Team

**Role:** To research grantee concerns about the quality of their Performance Measures data and how that data can best be used to inform good decisions. Team members also create and organize tools and resources that will help grantees assess the reliability of their data.

**Members:**

1. Sheri Shepherd (MT) – Presenter
2. Jenni Sullivan (MT) – Contributor
3. Lorraine Portis (MS) – Contributor
4. Kinisha Floyd (TN) – Contributor
5. Casey Killion-Letran (OK) – Contributor
6. Peter Edelman (OCS) – Contributor
## Training Overview - Webinars

<table>
<thead>
<tr>
<th>Month</th>
<th>Presenters</th>
<th>Topic</th>
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<tbody>
<tr>
<td>March</td>
<td>APPRISE</td>
<td>LIHEAP Performance Management Website Updates</td>
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<tr>
<td>April</td>
<td>PMIWG Data Reliability Team</td>
<td>Data Reliability Tool for Electric Baseload Expenditures</td>
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<td>May</td>
<td>PMIWG Data Case Studies Team</td>
<td>Benefit Matrix Case Studies</td>
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<tr>
<td>June</td>
<td>PMIWG Performance Measures Integration Team</td>
<td>Benefit Matrix Updates: Planning and Process</td>
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Performance Management Website Updates

- **New System**
  - Improved access on mobile devices
- **New Structure**
  - Helping you find what you need
- **New Accessibility**
  - The public will have access to more data
Data Reliability Team

- June 2020 Webinar
  - Main Heating Expenditures Assessment Tool

- March 2021 Webinar
  - Electric Baseload Data Assessment Tool

- In Development
  - Household Income Assessment Tool
  - Main Heating Fuel Type Assessment Tool
  - Benefit Assessment Tool
Data Case Studies Team

- Ongoing
  - Self-Assessment

- May 2021 Webinar
  - Iowa Benefit Determination Assessment

- Soon
  - Wisconsin Benefit Determination Vignette
Performance Measures Integration Team

- June 2021 Webinar
  - Benefit Matrix Update: Planning and Process

- Ongoing
  - Grantee Reports Database
  - Updates to LIHEAP Virtual Library and LIHEAP Website Navigator
Facilitator Comments

- Lauren Christopher – LIHEAP Performance Management History
- Melissa Torgerson – LIHEAP Performance Management Framework
- Lisa Goben – PMIWG Tools and Resources
- Tracy Smetana – Data Case Studies: Energy Burden Targeting
- Sheri Shepherd – Next Steps in the PMIWG Training Curriculum
Questions?

- Reminder: Questions can be submitted via the Zoom chat box.

Click here to open the Zoom chat box.