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Employment Services
Performance Management System for
Service Delivery Site Managers

Participant Guide

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Thank you for participating in this session of the Performance Management System (ESPMS) training for ES Service Delivery Site (SDS) managers. During this session you will acquire information to assist you to manage outcomes-based employment services within your organization.

During this training you will require the following documents:

- ES Service provider guidelines
- Business Plan
- Schedule B
- Detailed Service Quality Report



Employment Services Performance Management System for Service Delivery Site Managers

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Acronyms

-BI Business Intelligence
-CI Continuous Improvement
-EO Employment Ontario:
-EOIS Employment Ontario Information System: EOIS
-EOIS-CaMS Employment Ontario Information System CAMS (spell out)
-ES Employment Service
-ESPMS Employment Service Performance Management System
-PM Performance Measures
-PMF Performance Measurement Framework
-PMS Performance Management System
-SDS Service Delivery Site
-ES-SP Employment Service- Service Provider

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Employment Services Performance Management System for Service Delivery Site Managers

Introduction



Introduction

Background

The vision of the Ministry of Training, Colleges and Universities (MTCU) is for Ontario to have the most educated and highly skilled workforce in North America in order to build the province's competitive advantage.

The Ministry invests in the knowledge and skills of Ontarians to ensure they have maximum opportunities for success. The two key strategies that support the Ministry's vision to remove barriers to education and training and to strengthen the links between training and employment are:

1. Reaching Higher, a strategy to transform Ontario's post-secondary education system
2. Employment Ontario, a strategy to transform Ontario's labour market training and employment system.

Employment Ontario's (EO) service promise is to be the primary source of help and information about employment and training in Ontario. Employment Ontario will:

- Ensure the highest quality of service to help individuals meet career or hiring goals;
- Provide opportunities to make it easier for individuals to improve their skills through education and training;
- Ensure that no matter which Employment Ontario office an individual walks into they will get the help they need;
- Work with employers and communities to build the highly skilled, highly educated workforce Ontario needs to be competitive.

Employment Service

One component of the Employment Ontario Service Delivery Framework is the Employment Service (ES)¹. ES is an outcomes-based employment program whereby Ontarians are supported to find sustainable employment. ES bridges the gap between individuals seeking employment and employers seeking people with the skills to meet their business needs.

¹ For more detail see the Employment Service Service Provider Guidelines.

The ES is designed to be customer-focused, effective, and efficient and is delivered by a network of third-party Service Delivery Sites (SDSs). With the expertise and local knowledge of service providers, the Employment Service provides the most appropriate service to individuals and employers to reach the best outcomes. To ensure all government services are delivered consistently throughout Ontario, the Ontario Public Service (OPS) relies on Performance Management Systems (PMS) to support high quality customer service and outcomes in a manner that is transparent and accountable.

Employment Service Performance Management System (ESPMS)

The ESPMS supports ongoing program design, development, innovation and decision-making. It sets out core measures of performance that contribute to an overall service quality standard. It ensures that results are assessed on customer service, effectiveness, and efficiency and that all three are balanced and evaluated as part of overall service quality. The ESPMS provides a structure for service providers to achieve contracted commitments and to build solid, sustainable, customer-focused employment services.

Purpose of this Training

The ES Network commenced the transition to the new ES in August 2010. All ES Service Delivery Sites (SDSs) should be equipped to deliver the full suite of both unassisted and assisted service components by March 31, 2011. In addition to delivering these services, SDSs must focus on building the organization's capacity to deliver and sustain customer-focused, effective, and efficient employment services.

This one-day session is to support SDS managers to build this capacity and includes:

- The approved ESPMS as it applies to the ES during the interim agreement period (now until March 31, 2012) as well as at maturity;
- Four ESPMS concepts: Performance Measurement, Reporting, Monitoring and Business Planning, and how they interact to enable SDSs to deliver consistent quality service within the ES program.



Employment Services Performance Management System for Service Delivery Site Managers

Introduction

By the end of the session managers will know:

- The definition and components of the ES Performance Management System;
- How MTCU measures performance within the ESPMS;
- The responsibilities of SDSs to achieve the commitments set out in the MTCU agreement and Schedule B and to build organizational/service provider capacity to deliver quality services;
- The processes and tools available to help SDSs deliver and manage outcomes-based employment services.
- Their next steps to managing the ES transition.

While this session will provide a high-level overview of the ESPMS concepts, this manual contains more detailed information which you are encouraged to read and to share with your SDS staff. In addition, the ES Guidelines and other ES documents on the EOPG provide additional resources related to ESPMS and the ES transition.

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Employment Services Performance Management System for Service Delivery Site Managers

Unit 1: ES Performance Management System

Unit 1: ES Performance Management System

Performance Management in the OPS

Performance Management is an outcomes and evidence-based process that is comprehensive and government-wide that informs decision making and ensures that funded activities align with government priorities. This allows for the reporting and analysis of the results of those investments over time.

Government needs to have a clear statement on the return on its investment in order to show the people of Ontario what it is getting for its dollar. Return on investment is about the impact on clients and communities not just about sound financial controls. Ontarians expect a demonstrable link between the government interventions and positive outcomes for dollars spent.

The Ontario Government is committed to multi-year, priority driven, performance management, where results are integrated with budgeting; where explicit performance targets are set and where there is regular reporting on progress. Every year, every Ontario Ministry has to commit to measurable outcomes and report results on a quarterly basis.

Managing performance is not only about “controlling activities”, it’s also about “controlling results”. This is not unique to Government; research indicates that performance management is part of the foundation of successful, sustainable organizations, regardless of the sector.

What is Performance Management?

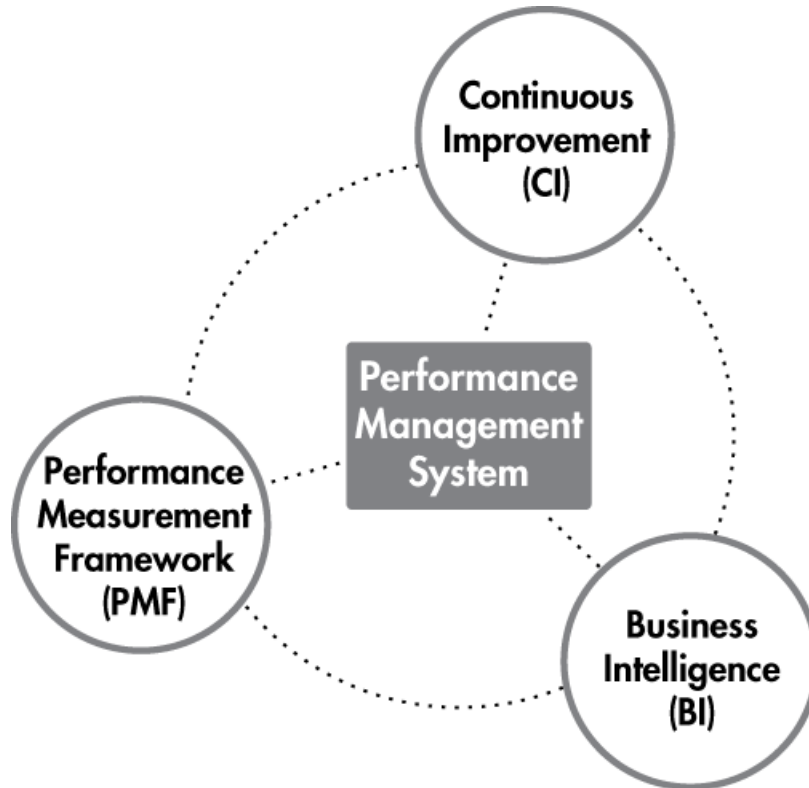
An outcomes-and-evidence based Performance Management System in a continuous improvement model enables strategic and consistent decision making at a contract, regional and provincial program level. Performance Management:

1. Is a clear, strategic system for managing in a way that provides maximum benefits for clients, employers, communities and MTCU while ensuring resources are being effectively allocated and managed;
2. Is a system in which MTCU management and staff, service providers and clients have the same understanding of what’s important, what’s expected, and what the incentives and consequences are;

3. Is an MTCU enterprise-wide approach that builds organizational capacity in the regions to deliver and manage quality customer services, either directly or through a third party;
4. Identifies clear measures and standards of program performance and transparently links them to funding and business decisions;
5. Informs change in all organizational business systems, for MTCU and service providers, such as: Information Management System (IMS) development, program contract and administration, HR development, organizational development, program design, development and evaluation.
6. Supports ongoing program development and innovation, priority setting (what gets measured gets improved), resource allocation (what gets measured, get funded) evidence-based problem solving and decision making and continuous improvement based on data driven decisions.
7. Enables local planning, decision making and accountability and ensures the integrity of a provincial framework of commitments, measurements and standards;
8. Enables Strategic Program and Service Management: formalizes the use of evidence (reliable data) in fulfilling government commitments;
9. Ensures results are assessed against consistent factors: customer service, effectiveness and efficiency, which improves service to all customers.

The Components of a Performance Management System

A performance management system includes elements of three inter-related components.



The Performance Measurement Framework (PMF) includes:

- Dimensions of service success, weighted to reflect their contribution to overall quality
- Performance measures—key elements of each dimension that demonstrate value—i.e. a measure of who participates in the service evaluates whether or not the program is serving the intended client group.
- Data indicators—consistent, reliable and verifiable data that supports each performance measure—i.e. there are many indicators of the intended client group such as age, education and work experience.
- Overall Service Quality Indicator—a calculation that combines each performance measure from each service dimension according to their value in the assessment of overall quality.

Business Intelligence (BI) capability includes:

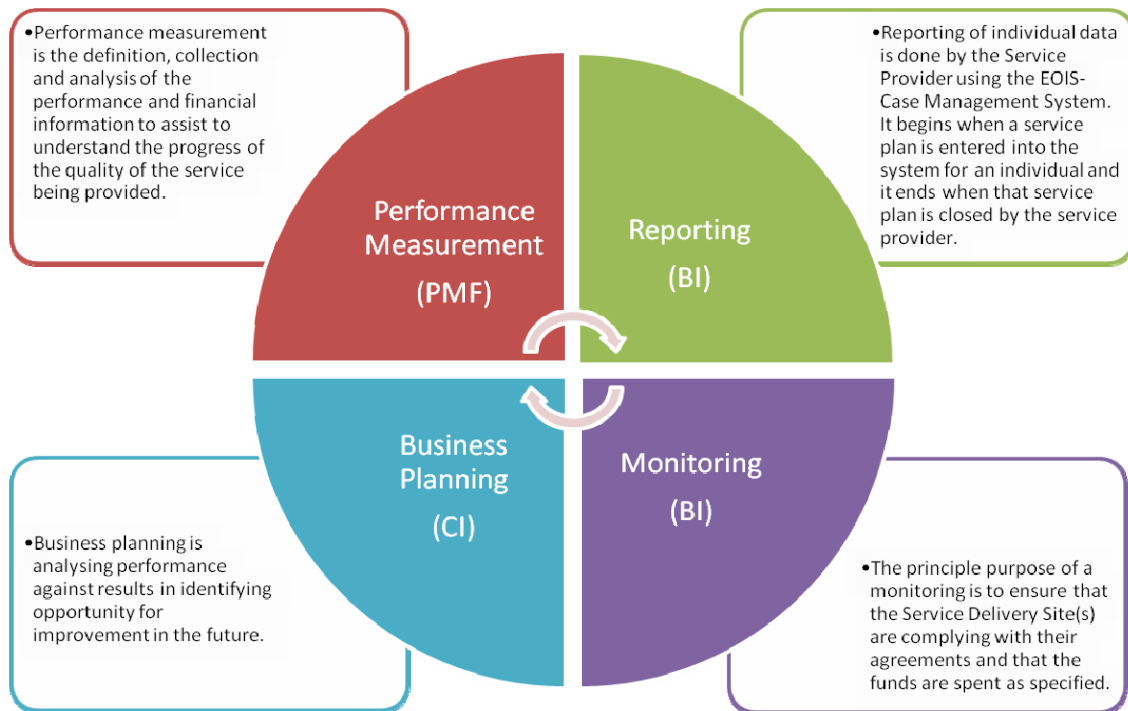
- An information management system, clear business rules, regular reports that support analysis of actual data against performance standards and planned targets and the ability to “mine” data for further analysis.
- Performance-based management decision models—i.e. service selection and funding decisions models linked to performance.
- Performance-based business planning/submission processes linked to performance against standards and continuous improvement.

Continuous Improvement (CI), performance-based, business processes. Continuous improvement is the integration of performance measurement into the daily operations of an organization. Its purpose is to continuously seek to improve the quality of service, and if implemented in a clear, consistent way, it will enable even the strongest performing SDS to continue to improve. CI includes:

- Review and analysis of key results, not activities and processes.
- Gap and impact analyses to inform future investment.
- Forward-looking planning for improvement or changes based on actual results.

The Concepts

The four main concepts covered in this session are inter-related and nested within the three components of the ESPMS: Performance Measurement Framework (PMF), Business Intelligence (BI) and Continuous Improvement (CI). The boxes include the content that will be covered during this Session.



Roles and Responsibilities

One of the key benefits of an effective performance management system is the clarification of roles and responsibilities between the third-party service provider and MTCU.² In short,

MTCU:

- Defines the service, sets baseline standards for service delivery and quality;
- Develops the community service plan;
- Ensures transparency and accountability.

Service Provider:

- Delivers services in accordance with the agreement, service guidelines, performance and accountability requirements, standards and the community service plan;
- Manages resources;
- Manages business systems.

Shared responsibilities include:

- The ongoing review and evaluation of service design, performance management framework and customer service expectations;
- Seeking to raise the level of service quality across the province so that all Ontarians have access to high quality services;
- Identifying leading edge and innovative practices in service design, delivery and performance management.

² More detail about these roles can be found in the Employment Service, Service Provider Guidelines.

Common Misconceptions and Challenges

- Performance measures (PM), a performance measurement framework (PMF) and a performance management system (PMS) are “interchangeable”. In fact, performance measures are ONE critical component of an effective PMF, which is ONE critical component of the PMS. A PMS is much broader and more comprehensive.
- Outcomes-based means only the client outcome is measured and valued. In fact, a balanced and complete PMS measures inputs (who is receiving service?), activities (how is that service delivered and experienced?), outputs (how many complete the service?) and outcomes (what was the impact on the individual in terms of results and satisfaction?)

Above and Below the Waterline



Visualize an iceberg, whereby 10% of its mass is above the waterline and 90% is below the waterline then relate this to the Employment Service (ES) and Performance Management System PMS).

“Above the waterline” are the products and services you provide to your primary customers to respond to their needs and expectations. For example, from a service delivery perspective, it is the service location, the services delivered, customer service practices etc. Within a Performance Management System this includes performance measures within the performance measurement framework.

“Below the waterline” is your solid business foundation, the organizational/service delivery capacity (i.e. your business systems) to deliver on your commitments and to deliver sustainable customer focused, effective and efficient services.

Organizational/service delivery capacity³ includes:

- **Planning:** You are able to develop, implement, monitor and modify action plans to achieve stated goals and to meet contracted to commitments with MTCU. ES indicators include demonstrated use of data.
- **Resourcing:** You are able to allocate and develop resources (i.e. administration, finance, human resources and information technology) to achieve stated goals and to meet contracted commitments with MTCU. ES indicators include: Administrative processes and Financial Performance Results.

³ The Employment Service, Service Provider Guidelines includes more detail regarding organizational/service provider capacity indicators and definitions.

- **Communicating:** You are able to interact with staff, the Ministry and with the community in terms of issues, policies and programs that affect clients and community. ES indicators include Community Coordination and Governance.
- **Measuring:** You are able to evaluate your success against your business plan, the Ministry's program agreement, guidelines, service quality standards, documentation standards, and policies and procedures. ES indicators include Customer Satisfaction and Results Management and Service Delivery.

While these are inherent dimensions of the ESPMS, they contribute indirectly to the measureable standard of overall service quality. In a mature model the demonstration of organizational/service provider capacity is key to the Ministry's service funding decision matrix and to rewards and recognition. During transition your organizational/service provider capacity will demonstrate to MTCU that you are building the business foundation for a customer-focused, effective, efficient and sustainable Employment Service. For your organization, these are the business systems "below the waterline".

All successful, sustainable organizations, regardless of business sector, manage above and below the waterline including MTCU.



Exercise: Primary Customers

Think of your primary customers, the person(s) or organization(s) without whose support your program would cease to exist. Who are they, what do they expect and how will they measure your success “above the waterline”?

Your Primary Customers	Expectations	Success Measures



Employment Services Performance Management System for Service Delivery Site Managers

Unit 1: ES Performance Management System

The Transition

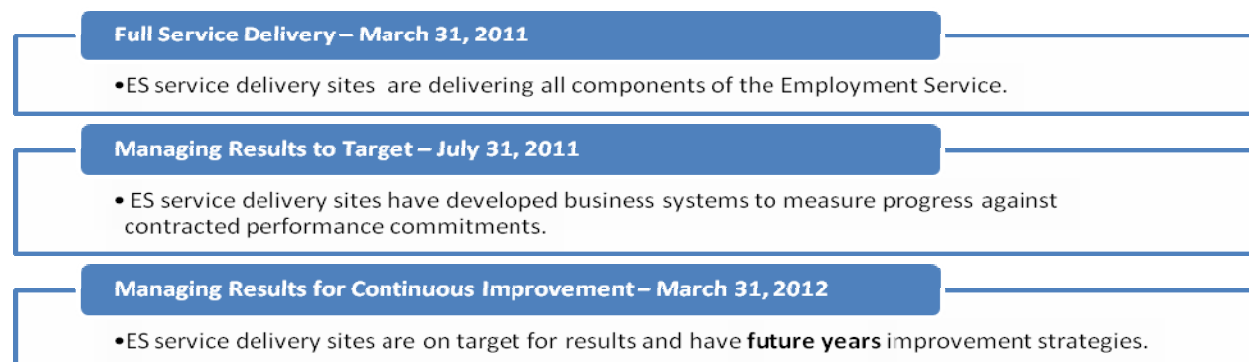
The new Employment Service (ES) has required changes to all of MTCU's program delivery business practices, including business planning, contracting, data gathering and reporting, funding and fiscal management. The ESPMS has and is being implemented in stages and will take several years to fully implement.

During transition the ESPMS will enable MTCU decision makers to make informed decisions on the Employment Service implementation process and determine when changes must be made to the implementation plans and support strategies.

The ESPMS at maturity will support service providers to deliver customer-focused, effective and efficient services and achieve a high standard for overall service quality.

Start with the End in Mind

As you know, the new ES has required, and will require, your organization to make significant changes as well. Since your agreement commenced in August 2010 you have been managing above and below the waterline to get to the desired destination by March 31, 2012 (which, quite frankly, is just another stop on the journey). The following diagram shows the “stops along the way”, the key milestones, to transition to the full-suite Employment Service aligned with the ES Performance Management System.



During the transition service providers will focus on:

- **Service/contract compliance:** All service providers must deliver all of the components of the ES in accordance with the ES Service Provider Guidelines and the agreement.
- **Development of capacity to manage results:** All service providers must demonstrate that business systems and management practices are being established to manage services in accordance with the principles and standards of the Employment Ontario PMF; this includes the capacity to manage “below the waterline.”
- **Consider strategies for Continuous Improvement** in the post 20 month agreement environment. Continuous Improvement is the integration of performance measurement into the daily operations of an organization with the purpose to constantly seek to improve the quality of service.



Exercise: The Transition

As you reflect on your journey from August 1, 2010 until now....

What products and services do you now have in place for primary customers?

What have you done to build a solid business foundation “below the waterline” to enable these results?

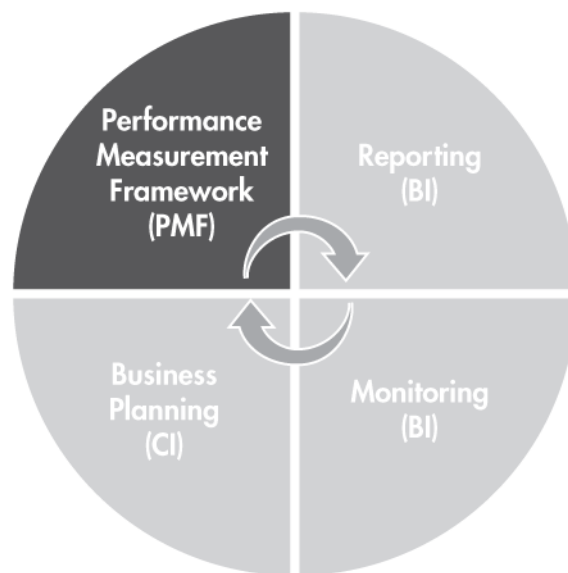
As you review the key milestones, from July 2011 and March 2012....

What results will your primary customers expect?

What will you need to do to build a solid business foundation “below the waterline” to enable these results?

Employment Services Performance Management System for Service Delivery Site Managers

Unit 2: Performance Measurement



Unit 2: Performance Measurement

Performance Measurement Framework:

As mentioned previously, the Employment Service Performance Measurement Framework includes:

- Dimensions of service success, weighted to reflect their contribution to overall quality—i.e. is a service successful because it's customer-focused, effective, or efficient? Which is more important?
- Performance measures—key elements of each dimension that demonstrate value—i.e. a measure of who participates in the service evaluates whether or not the program is serving the intended client group.
- Data indicators—consistent, reliable and verifiable data that supports each performance measure—i.e. there are many indicators of the intended client group such as age, education and work experience.
- Overall Service Quality Indicator—a calculation that combines each performance measure from each service dimension according to their value in the assessment of overall quality.

During the transition you will focus on “performance measurement”; therefore, in this section you will learn:

- The 3 dimensions of performance measurement;
- The 7 core measures that nest under these dimensions;
- The service quality targets;
- Financial and service delivery components.

Performance Measurement

By the end of this Unit you should be able to:

- Describe that Performance Measurement is based on three dimensions of service delivery success (Customer Satisfaction, Effectiveness and Efficiency).
- Explain how the three dimensions as well as their 7 associated core measures are interconnected.
- Assess how these measures make up the Service Quality Target and their role in its achievement.
- Recognize the importance of financial and service delivery analysis and reporting in assessing the quality of service being provided to clients.

What is Performance Measurement?

Performance Measurement is an integral part of the Performance Management System and processes. It is the phase that requires the definition, collection and analysis of the performance and financial information of each service provider to assist in understanding the progress and quality of the service being provided. MTCU and service providers analyse this information at different levels and sometimes for different purposes.

Performance Measurement is important because⁴:

- What gets measured, gets done;
- If you don't measure results you can't tell success from failure;
- If you can't see success, you can't reward it;
- If you aren't rewarding success, you are probably rewarding failure;
- If you can't see success you can't learn from it;
- If you can't recognize failure you can't correct it;
- If you can demonstrate results you can win public support.

⁴ From the Ontario Public Service (OPS) Performance Measurement Guide.

The performance of the service provider and the overall Employment Service is not measured by an exclusive focus on activity and intake, an exclusive focus on results, an exclusive focus on expenditures, or an exclusive focus on customer satisfaction. Success is measured by a combination of:

- Who is served (i.e. profile of suitability);
- What happens to them (i.e. outcome or impact of service);
- How well individuals and employers think they have been served (service coordination and customer satisfaction) and,
- The value for the investment (efficiencies).

A provincial performance measurement framework means that performance measures, data indicators, data definitions and data sources are the same for every service provider contract. This does not mean that there is a “cookie cutter” approach to the delivery of the Employment Service. In fact, the ES was designed to be flexible so service providers can respond to the unique needs of their clients, employers and communities.

The Performance Measurement Framework includes dimensions of service delivery and core measures to assess service provider performance and the overall performance of the Employment Service. In a mature model, standards will be based on verified data about what is being delivered provincially, not on what should be delivered. The standard will be developed from the collected data of the 20 month agreement.

The Schedule B of your agreement identifies the Service Delivery Site commitments and defines target performance measures and the target overall service quality indicator. The data indicators are defined by MTCU and you enter data in CaMS related to the indicators; service quality reports include information on these data indicators which you must use to monitor your performance “below the waterline”.

Employment Service Dimensions and Core Measures

The dimensions of service delivery are the primary components of the service delivery experience included in the overall evaluation of service delivery provider and program performance and quality. As outlined in this diagram, the three Employment Service dimensions: customer service, effectiveness, and efficiency, are weighted to indicate their value when combined to measure overall service quality. Achieving the standard of overall service quality is key to stable and ongoing funding. Note the “below the waterline” components in this diagram, Service Provider Capacity and Agreement and Guideline Compliance.

Employment Service—Service Quality Dimensions, Measures, Weights—Service Quality Dimensions of Success



Also noted in the diagram are Seven Core Measures (the activity being evaluated within each dimension) and standards (during transition interim targets have been established and standards will be set based on actual performance in a mature model) have been established in order to assess the performance of service providers and Employment Services overall.

Some of these core measures include data indicators, variables of data elements used to create and define a performance measure. This is “below the waterline” information available to service providers to enable them to manage the Employment service and to build organizational/service provider capacity (plan, measure, communicate, resource).

Dimension: Customer Service

The customer service dimension is measured by how satisfied clients and employers are with the Employment Service and how well the Employment Service is integrated into each community. Customer Service includes two core measures:

- Customer Satisfaction of the client/participant and employer
- Service Co-ordination

Dimension: Effectiveness

The effectiveness of the program will be measured by who the Employment Service serves and the impact of the service received. Effectiveness includes three core measures:

- Employment/Career Path
- Training/Education
- Suitability (i.e. participant profile)

Dimension: Efficiency

The efficiency of the program measures the extent to which resources are used appropriately to achieve the commitments set out in the Schedule B. Efficiency includes two core measures:

- Intake in Assisted Services
- Intake in Workshop Activities/Information Sessions

Exercise: Performance Measurement

Review the Employment Service Guidelines and fill in the blanks

Dimensions and Core Measures	Interim Core Measure Target	Weight	SQT Value	Maximum Value
Customer Service (____%)				
Customer Satisfaction (Client/participant/employer)				
Service Coordination				
Effectiveness (____%)				
Employed/Career Path				
Training/Education				
Suitability (Participant Profile)				
Efficiency (____%)				
Intake in Assisted Services				
Intake in Workshop Activities/ Information Sessions				
Interim Service Quality Target				

Employment Services Performance Management System for Service Delivery Site Managers

Unit 3: Reporting



Unit 3: Reporting

Business Intelligence Capability

As mentioned previously, BI capability includes:

- An information management system with a data dictionary, clear business rules, regular reports that support analysis of actual data against performance standards and planned targets and the ability to “mine” data for further analysis.
- Performance-based management decision models—i.e. service selection and funding decisions models linked to performance.
- Performance-based business planning/submission processes linked to performance against standards and continuous improvement.

MTCU has built the foundation for business intelligence capability: the Employment Ontario Information System (EOIS) including CaMS; business plans; and agreements and Schedule B. The information you enter into CaMs supports the business intelligence capability of MTCU as well as your organization. Business intelligence capability is included in the “measuring” dimension of organization/service provider capacity so you will need to determine what you need to do “below the waterline” to manage your business.

During the transition you will focus on “reporting”; therefore’ in this Unit you will learn:

- The relationship between site data and,
- how to evaluate site performance against commitments.

Reporting

By the end of the Unit you should be able to:

- Examine the relationship between site data collection and the posted Employment Services performance reports.
- Evaluate site performance against provincial standards and agreement commitments and identify challenges to be expressed in the Quarterly Status and Adjustment Reports (QSARs).

What Does Reporting Mean?

As noted in the SDS agreement, service providers are required to report to the Ministry on the delivery of Employment Service and the use of funds provided by the Ministry. Service providers are required to report in three areas:

1. Client/individual Data—Individual client-level data and outcomes, reported through EOIS-CaMS. Data elements for reporting are clearly defined so that results from different SDSs are comparable
2. Service Provider Performance by SDS—reported through the Quarterly Status and Adjustment Report (QSAR).
3. Financial Management and Accountability—reported through both the two Estimate of Expenditure reports as well as the yearly Audit.

Reporting Client/Individual Data

Collecting and reporting individual data is done by the Service Provider (SP) using the EOIS-Case Management System. It begins when a client service plan is entered by the service provider into the CaMS system and it ends when that service plan is closed by the service provider. This is a significant shift in the way information has been reported in the past and it is key to managing in an “outcomes-based” environment. “Above the waterline” you need to demonstrate to your primary customers that your service achieves the outcomes as outlined in your ES agreement.

Part of the ETC’s monitoring responsibilities is to validate that reported data from a site level is valid and accurate. A service provider should have quality assurance systems in place “below the waterline” to ensure the data is entered and is accurate.

Below the Waterline Opportunity!

Clients access your services because they believe they will be better off with your support; that your assisted services will enable them to find and keep employment. As a service provider, it is important that you build organizational capacity “below the waterline” to ensure the assisted services are appropriate and timely. Raw data is housed within the system and eventually you will be able to extrapolate this information through various reports.



Points to Ponder:

What do you think you need to record and/or monitor “below the waterline” to ensure your services are appropriate and timely? What are the risks if you don’t? What are the benefits if you do? For example, even though Assisted Service clients aren’t “counted” in EOIS until Exit you should know the number, and profile, of clients receiving Assisted Services at any given time. This will help you monitor the effectiveness and efficiency of your intake process, your decision making model, your suite of assisted services etc.

Report Types

The following reports will be available to MTCU and to Service Providers:

- Employment Service- Service Quality
- Employment Service- Detailed Service Quality
- Employment Service- All Data
- Employment Service Employers
- Employment Service Case Activity
- Service Provider Follow Up Cases
- Service Provider Inactive Cases

Some of these reports are available now; others are in progress. More detailed information pertaining to these reports will be provided once available⁵.

⁵ Reports schedule: http://www.tcu.gov.on.ca/eng/eopg/publications/eois_cams_reports_ref.pdf

Detailed Service Quality Report

This report is the first performance report available with the launch of the Case Management System. The Detailed Service Quality report integrates: the Interim Service Quality Targets; the Service Provider's performance commitments; the actual performance against the interim targets; and financial commitments and actual expenditures. A review of this report provides a comprehensive view of each Service Delivery Site's performance.

Performance details:

- Year-to-date service provider information of actual outcomes against each of the 7 core measures (including RI and assisted services intake), culminating in an overall service quality "score" against performance targets.
- The report includes Dimensions, core measures, interim targets and year to date results. It also identifies the overall Interim Service Quality Target.
- All ES performance measures and their indicators are based on monthly Resource and Information (R&I) data and assisted service participants with closed service plans. These are defined as participants receiving: Job Search, Job Matching and Placement and or Job Training and Retention.

Financial details:

- Year-to-date information of allocations and expenditures for both employer incentives and individual client supports.

Exercise: Detailed Service Quality Report Part A

The purpose of this exercise is to familiarize yourself with the specific areas of the Detailed Service Quality Report that must be reviewed regularly.

In your review you will want to identify the following:

- Three dimensions and the seven related core measures
- Employment Service Core Measure Provincial Targets
- Performance Commitment Annual Targets (Schedule B core measure targets by SDS)
- Year to date Core Measure Actuals—% target achievement, review numerators and denominators
- Service Quality Interim Target
- Site Level Service Quality Target Value
- Allocations
- Expenditures

Roles and Responsibilities

The analysis of the collected data is done by both the service provider and MTCU staff and will provide valuable information for the monitoring, planning and improvement process.

Service providers will:

- Review operational monthly and quarterly performance reports specifically the ES-Detailed Quality Service Report;
- Examine and analyze the monthly ES-Service Quality Report to monitor their performance;
- Complete the Quarterly Status and Adjustment Report;
- Complete the Estimate of Expenditure Report for each funded site;
- Submit an Audited Statement of Revenue and Expenditure Report .

Below the Waterline Opportunity!

Service providers should collect and analyze additional information, not required by MTCU, to manage “below the waterline”.



Points to Ponder:

What additional information do you need to collect internally to build your organizational/service provider capacity? For example, in order to access the hidden job market you need to build relationships with employers. It would be helpful to collect and track employer related data to determine if your strategies are working for example, the number and method of employer contacts...that lead to the number and type of job postings...that lead to the number and type of jobs filled.

MTCU will:

- Review the Quarterly Status and Adjustment Report;
- Review and analyze the monthly ES- Service Quality report;
- Review Service provider core measure targets, service quality target, deliverables and milestones using Schedule B of the agreement;
- Review the Estimate of Expenditure reports.

MTCU will review monthly ES-Service Quality Reports to identify if service providers are meeting or exceeding their interim targets and monitor ongoing flow-through budget expenditures. During the transition MTCU will monitor service delivery and transition deliverables and milestones outlined in the service providers Employment Service business plan.

Quality Status Adjustment Report (QSAR)

The QSAR report is designed to provide a consistent approach for reporting and providing feedback against target/milestone achievement and budget management for all funded Service Delivery Sites.

It is a key reporting and monitoring tool that will be used by both service providers and MTCU through the 20-month agreement (the transition) and beyond.

The QSAR report, during the transition period⁶, requires the completion of the following 5 questions:

1. Have any Schedule B targets not been achieved this quarter? If so what strategies and actions will you take to achieve these targets by year end?
2. If you are not projected to spend by year end, 100% of the placement incentives for employers and/or the training supports for individuals, please explain what strategies or actions you will take to achieve 100% by year end.
3. Have any ES Service Delivery Plan deliverables/milestones targeted for this quarter not been achieved? If so what strategies and actions will you take to achieve these targets by year end?
4. Have any ES Service Transition Plan deliverables/milestones targeted for this quarter, not achieved? If so what strategies and actions will you take to achieve these targets by year end?
5. Transition Funding:
 - a. Have any deliverables/milestones related to your approved transition funding requests targeted for this quarter not been achieved? If so what strategies or actions will you take to achieve them?
 - b. Have any deliverable/milestone related to your approved Pre-determined transition funding targeted for this quarter not being achieved? If so what strategies or actions will you take to achieve them?

⁶ After transition, the QSAR questions will be revised.

QSAR Process

The Service Delivery Site is required to complete the QSAR on a quarterly basis and submit to MTCU at pre-determined times. Service providers will use the QSAR to report on any performance targets and/or service delivery/transition milestones that are not being met, or not expected to be achieved, as well as adjustments being made to achieve them. While not an audit tool, ES SPs are also being asked to report through the QSAR on the status of flow-through budget expenditures.

MTCU staff will provide written feedback to acknowledge the QSAR submission and to identify any Service Delivery Site actions/strategies that are outside of MTCU program policy and/or direction (e.g. areas of concern pertaining the ES guidelines, Employment Standards Act etc.). Further discussion of results and strategies to meet targets may also occur. During the transition MTCU's feedback will primary focus on the transition rather than performance. MTCU expects service providers to demonstrate that: they understand the results they need to achieve and why they are not achieving them; they know what their actual results are telling them and they develop and implement improvement plans—these are key activities to manage an effective, sustainable organization.

Below the Waterline Opportunity!

In addition to complying with MTCU reporting requirements the QSAR provides the opportunity for internal business planning, the QSAR could be an “output” of internal business planning to demonstrate your organization’s capacity to measure and plan “below the waterline” to build a solid business foundation.



Once you understand what the reports are telling you, you can start to think about how you can use the data “below the waterline” to build organizational capacity and to support continuous improvement.

Standard business self-assessment often includes processes to:

- **Understand Results:** to have a clear understanding of the organization’s actual results, its strengths and areas requiring improvement;
- **Understand Cause:** to have a clear understanding of why the organization is achieving (or not achieving) results;
- **Develop Improvement Plans:** to develop a plan to build on strengths and address areas requiring improvement;
- **Review and Adjust:** to assess progress toward desired outcomes, celebrate successes and take corrective action as necessary.

Points to Ponder:

What internal structures and processes do you have in place to celebrate successes and continuously improve your Employment Service?

Exercise: Detailed Service Quality Report Part B

In order to complete the QSAR you must have a clear understanding of your actual results, your strength areas and those areas that require improvement; the Detailed Quality Service Report is an important part of understanding your results/performance.

The purpose of this exercise is to understand the case study's current performance against their Schedule B commitments.

Instructions:

1. Review the Detailed Quality Service Report and fill in the four columns for each core measure: Performance Commitment Annual Target (Perf. Com. Ann. Target), Year-to-date numerator (YTD Num.), Year-to-date Denominator (YTD Den.), Year-to-date Actual (YTD Actual).
2. Calculate the variance for each core measure.
3. Rank the core measure from strength to weakness (1 is strongest, 7 is weakest).

Dimensions and Core Measures	Perf. Com. Ann. Target	YTD Num.	YTD Den.	YTD Actual	Variance (+ -)	Rank (1-7) (S-W)
Customer Service						
Customer Satisfaction (Client/participant/employer)						
Service Coordination						
Effectiveness						
Employed/Career Path						
Training/Education						
Suitability (Participant Profile)						
Efficiency						
Intake in Assisted Services						
Intake in Workshop Activities/ Information Sessions						
Interim Service Quality Target						



Exercise: QSAR

In order to identify improvement plans (strategies and actions) in the QSAR you must first understand why you are achieving the results so you can design the best course of action (remember: diagnosis before treatment!). Causes are business or management processes that if changed can improve core measures; they are factors within your control.

The purpose of this “below the waterline” exercise to help you to think through the case study’s performance to date and consider the potential causes of this performance. When analyzing cause, it is important to go from the whole to the parts—from the forest to the trees.

Review the table from the previous exercise and look for a story the data is telling you.

Part 1:

What is your overall impression of this service provider’s performance?

What are the potential reasons for this performance?

What additional information would help you understand their current performance?



Employment Services Performance Management System for Service Delivery Site Managers

Unit 3: Reporting

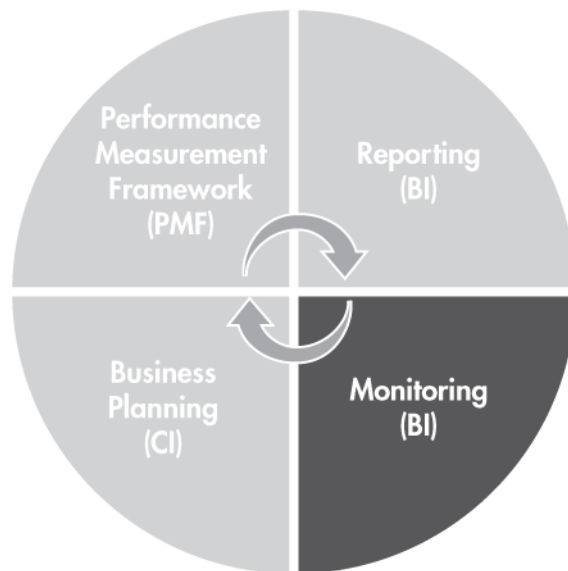
Part 2:

What are the areas of improvement you think they should include in their QSAR? Why?

What are the probable causes?

Employment Services Performance Management System for Service Delivery Site Managers

Unit 4: Monitoring



Unit 4: Monitoring

Business Intelligence Capability

As mentioned previously, Business intelligence capability includes:

- An information management system with a data dictionary, clear business rules, regular reports that support analysis of actual data against performance standards and planned targets and the ability to “mine” data for further analysis.
- Performance-based management decision models—i.e. service selection and funding decisions models linked to performance.
- Performance-based business planning/submission processes linked to performance against standards and continuous improvement.

MTCU has built the foundation for business intelligence capability: the Employment Ontario Information System (EOIS) including CaMS; business plans; and agreements including the Schedule B. The information you enter into CaMs supports the business intelligence capability of MTCU as well as your organization. Business intelligence capability is included in the “measuring” dimension of organization/service provider capacity so you will need to determine what you need to do “below the waterline” to manage your business.

During the transition you will focus on “monitoring” therefore in this Section you will learn:

- The role of monitoring in PMS.
- Compliance with agreement.
- SDS business processes.
- The role of TCU and SDS financial monitoring and reporting.

MTCU will be monitoring and analyzing this information in relation to the key milestones established for the 20 month agreement. The data collected will then be used to inform any decisions to be made regarding the 2012–2013 agreements, and the establishment of community, regional and provincial standards.

By the end of this section you should be able to:

- Understand the role of monitoring in a performance management system.
- Recognize the responsibility for ensuring compliance with the Employment Services agreement (including the ES guidelines).
- Recognize how ES-SP's business processes may influence their ability to achieve performance as required by provincial standards.

What is Monitoring?

The principle purpose of monitoring process is to ensure that Service Delivery Sites are complying with their agreements and that the funds are spent as specified. In addition, the process is meant to provide the Ministry with information regarding compliance to the ES guidelines and the demonstration of organizational/service provider capacity. Through monitoring (which includes the validation of data from the files against the EOIS-CaMS system), MTCU can determine how effectively Service Delivery Sites are performing based on their targeted commitments as well as against the provincial standard and can provide support and feedback related to the Service Delivery Sites' outcomes and activities.

Although the monitor completed by MTCU may include financial aspects it is not the same as a financial audit (see "Audit and Accountability Requirements for Service Providers" document for more information).

The monitoring process covered in this Unit outlines how MTCU will monitor during the 20 month transition agreement phase; these practices may apply to a monitoring within a mature model as well.

How Does Monitoring Occur?

MTCU is required to monitor the implementation of the Employment Service at regulated intervals throughout the ES agreement. Monitoring can be achieved through both a formal and informal approach. A site compliance visit is the formal approach to monitoring. Its purpose is to ensure that the SP is complying, by site, with activities set out in the agreement and that funds are spent as specified. Informal monitoring is the examination of ongoing activities as they relate to the service provided by the SDS. This can be such things as reviewing reports and other related data.

Key Transition Milestones

The diagram outlines the ES program and contract management focus between August 2010 and March 2012.



As mentioned previously, during this transition service providers will focus on:

- Service/contract compliance: All service providers must deliver all of the components of the ES in accordance with the ES Service Provider Guidelines and the contract;
- Development of capacity to manage results: All service providers must demonstrate that business systems and management practices are being established to manage services in accordance with the principles and standards of the Employment Ontario PMF; this includes the capacity to manage “below the waterline.”
- Consider strategies for Continuous Improvement in the post 20 month agreement environment. Continuous Improvement is the integration of performance measurement into the daily operations of an organization with the purpose to constantly seek to improve the quality of service.

Reporting, Monitoring and Transition Funding

As part of the Audit and Accountability requirements to support financial accountability, ES SPs are required to submit two kinds of Estimate of Expenditure Reports (general and transition-specific), twice yearly, as well as a statement of revenue and expenditures based on their yearly audit. The Estimate of Expenditure reports are due Dec 10, 2010; Feb 11, 2011; Oct 14, 2011, Feb 10, 2012. The audited financial statements are due June 30, 2011 and June 29, 2012.

Employment Services Performance Management System for Service Delivery Site Managers

Unit 5: Business Planning



Unit 5: Business Planning

Continuous Improvement Business Processes

As mentioned previously, Continuous Improvement (CI) is the integration of performance measurement into the daily operations of an organization. Its purpose is to continuously seek to improve the quality of service, and if implemented in a clear, consistent way, it will enable even the strongest performing SDSs to continue to improve. CI includes:

- Review and analysis of key results, not activities and processes.
- Gap and impact analyses to inform future investment.
- Forward-looking planning for improvement or changes based on actual results.

During the transition you will focus on “business planning”; therefore, in this Unit you will learn:

- The business planning process and the CIPMS principles.
- Tools for reviewing business and analytical processes.
- Tools to analyze and identify improvement areas.

Business Planning

By the end of the Unit you should be able to:

- Recognize that the business planning cycle is an annual cycle that is continuous in nature as per Continuous Improvement Performance Management System (CIPMS) principles.
- Identify tools for reviewing business and analytical processes.
- Use these tools to analyze performance against contractual expectations and commitments with the province.
- Use these tools to identify key areas of improvement for achieving targets and/or standards for the business planning year and increasing organizational capacity for the benefit of clients.

What is Business Planning?

MTCU operates on an annual business management cycle. Within the business management cycle⁷, the service provider and MTCU work together to address the employment needs of the community (included in community service plan) to ensure continuous improvement of the Employment Service. The business plan addresses the service provider's commitment to service levels, service quality standards and continuous improvement targets.

The QSAR is part of a quarterly process for MTCU and the service provider to monitor progress against contracted commitments; this is a less formal business planning process to analyze performance against results and identifying future opportunities for improvement.

Your current business plan covers the 20 month transition period which commenced on August 1, 2010 and will end on March 31, 2012. Business planning for 2012–2012 will commence in the Fall of 2011.

Below the Waterline Opportunity!

Planning is a dimension of organizational/service provider capacity as results need to be achieved by design not by accident. Although not directed by MTCU, service providers should be business planning and monitoring on a daily, monthly and quarterly basis "below the waterline". Solid business planning at the macro and micro levels allow you to build a solid, sustainable organization.



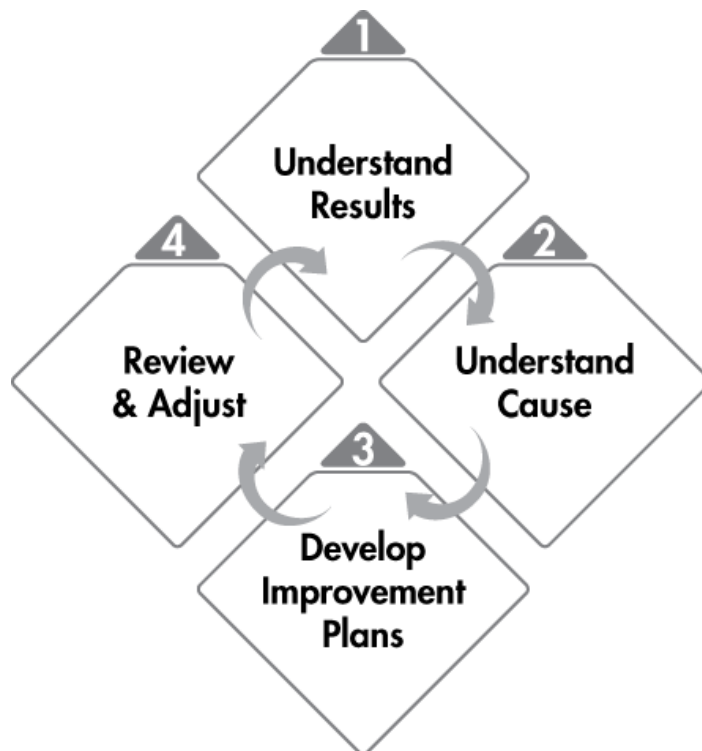
Point to Ponder:

How do you measure your results and plan for improvement on an ongoing basis?

⁷ The Employment Service Service Provider Guidelines provide additional information on the Ministry's annual business planning cycle.

Continuous Improvement Process

The following diagram is the centre of the ES annual business planning cycle and represents a business planning process service providers can use to manage the success of their services on an ongoing basis. This process describes a logical sequence of actions that a Service Provider should take in order to measure, understand, plan, implement, monitor and adjust their activities. The philosophy behind the model is one of continuous improvement to meet or exceed business plan targets.



Step 1: Understand Results

The objective of this step is for the Service Provider to obtain a clear understanding of their actual results, its strength areas and areas that need improvement. In a mature model, the Service Provider must review past performance and compare those results to MTCU's standards, their annual business plan targets and network benchmarks. The Service Provider should solicit feedback from primary customers, partners and other key stakeholders in order to obtain a clear view of customer needs and the service provider's areas of strength and improvement.

Step 2: Understand Cause

The objective of this step is for the Service Provider to understand why they are achieving the results that they are and to identify possible causes for the results. Causes are to be either business processes or management processes that if changed could improve outcomes. Causes are not external factors beyond the control of the Service Provider.

From the list of possible causes the Service Provider would select the most likely probable cause for each strength area and areas for improvement. The Service Provider must identify the "vital few" areas that they believe they have the ability to improve and will have the greatest impact on overall service delivery outcomes. The vital few will include one strength and two areas for improvement.

Step 3: Develop Improvement Plans

The objective of this step is for the Service Provider to develop a plan to improve results based on its understanding of strength and opportunity areas. The Service Provider will define this desired outcome in each of the areas; the outcome should be expressed in a measurable way. Based on the understanding of the causes of past results in each area the Service Provider will list alternative approaches to impacting improved results. The Service Provider will develop a written plan with measurable targets, timelines and activities to achieve the desired outcomes.

Step 4: Review and Adjust

The objective basis of this step is for the Service Provider to assess progress toward desired outcomes and to take corrective action as necessary (and of course, to celebrate successes!). Review internal results and compare them to the target levels of performance as described in the annual business plan. Develop adjustment plans were



Employment Services Performance Management System for Service Delivery Site Managers

Unit 5: Business Planning

necessary to respond to changes in the situation and to ensure achievement of the business plan targets.

The following facilitated exercise is intended to walk you through a (very quick, high level) “below the waterline” planning exercise. This is one suggested process for planning and is NOT mandated by MTCU. An output of this planning exercise could be the strategies and actions required for your QSAR.

As you work through this exercise think about:

- The current processes you have in place to ensure planning is done on a daily, weekly, monthly and quarterly basis;
- The benefits of engaging your staff team in the business planning process;
- The “forced structures” you have in place to review and adjust your plans and to celebrate successes.
- The opportunities to continue to build your organizational/service provider capacity.

Exercise: Business Planning

Understand Results

Potential Causes

Start with the End in Mind: SMART Objective — Specific, Measurable, Achievable, Realistic, Timely

How might we....(SMART goal)

Brainstorming

Keep Doing	Stop Doing	Start/Improve Doing

Priority Matrix

The priority matrix is used to prioritize ideas using 3 evaluation criteria:

- Ease of doing (9 – easy, 3 – somewhat difficult, 1 – very difficult)
- Cost of doing (9 – few resources, 3 – some resources, 1 significant resources)
- Effectiveness of doing (9 – very effective, 3 – somewhat effective, 1 – ineffective)

Idea	Ease	Cost	Effectiveness	Total

Employment Services
Performance Management System for
Service Delivery Site Managers

Unit 6: Summary

Unit 6: Summary

ES Performance Management System

The implementation of the outcome-based Employment Service in August 2010 was a new beginning for employment services in Ontario. It is expected that the network of SDSs across Ontario will contribute their local knowledge and expertise to deliver and sustain customer-focused, effective and efficient employment services. The ES Performance Management System (ESPMS) provides a solid foundation to support high quality customer service and outcomes in a transparent and accountable manner.

During this session you learned that ESPMS is a:

- A clear, strategic system for managing yourselves and your operations in a way that provides maximum benefits for clients and employers while ensuring your resources are being properly allocated and managed by your sponsors;
- A system that builds organizational capacity to deliver sustainable, quality customer services;
- A system in which MTCU, service providers and clients have the same understanding of what's important, what's expected, and what the incentives and consequences are.

You learned the four concepts that are relevant during the transition and in a mature model: Performance Measurement, Reporting, Monitoring and Business Planning.

It is expected that at this time you have a deeper level of understanding regarding:

- The definition and components of the ES Performance Management System;
- How MTCU measures performance within the ESPMS;
- The responsibilities of SDSs to achieve the commitments set out in the MTCU agreement and Schedule B and to build organizational/service provider capacity to deliver quality services;
- The processes and tools available to help SDSs deliver and manage outcomes-based employment services.



Employment Services Performance Management System for Service Delivery Site Managers

Unit 6: Summary

In this summary, it is important to remember that this one-day of training is just the beginning of the learning process for service providers and Service Delivery Sites to truly understand the ES Performance Management System. While the training provided a high-level overview of the ESPMS concepts, this manual contains more detailed information which will help you to manage your ES. You are encouraged to use this material, along with other resources such as the ES Guidelines and documents on the EOPG website, to train your staff and to develop your business foundation “below the waterline.”



Exercise: ESPMS

What are two things you know now about the ESPMS that you didn't know before today?

1

2

What are two things you need to know about ESPMS that you don't know yet?

1

2

What are the two things you learned during this session that you need to implement when you return to work?

1

2

The Transition

Prior to the implementation of ES, the employment services within SDSs were steady, stable, highly organized and efficient. The focus was to “keep the service going”. The transition to ES is requiring SDSs to significantly change service delivery practices and to build new management processes; it is almost like starting all over again at an “embryonic stage” where things are unstable and chaotic. During this stage it is necessary to take risks and to be creative and innovative; the focus during this stage is to “find the right ideas”. Mistakes are expected during the embryonic stage and your role as a leader is to focus on continuous improvement. To continuously measure, plan, review and adjust and celebrate your successes (even the small “quick wins”) in order to achieve, and maybe even exceed, your Schedule B commitments.⁸

Your responsibility as a leader is to support yourself and your staff team through “through the wilderness”⁹ of transformation—to build the organizational capacity, including the human resource capacity, in order to deliver customer-focused, effective and efficient employment services.

Significant organizational changes, such as the transition to ES, have a significant impact on you and your team members at a personal level. Change is uncomfortable and it is important not to fall into the trap of assuming that it is MTCU’s responsibility is to keep everything safe, familiar and comfortable.

As you and your team become more knowledgeable about the ESPMS you will all start to be more comfortable and confident delivering outcome-based employment services. Before you know it, performance management and measurement will be ingrained in the culture of your SDS. You will be at the mature stage, delivering customer-focused, effective and efficient employment services that positively impact clients and employers who put their trust in you.

⁸ Thanks to Scherer Leadership Center for the permission to use this content related to the “mature” and “embryonic” states.
www.scherercenter.com

⁹ Managing Transitions, William Bridges, <http://wmbridges.com>



Employment Services Performance Management System for Service Delivery Site Managers

Unit 6: Summary

Exercise: The Transition

What has been the most difficult challenge for your staff team during the transition to ES?

How have you supported them on a personal, emotional, level during this transition?

What are two things, from this session, that you will share with your staff team that may help them on their journey “through the wilderness”?