

U.S. Department of Labor Women's Bureau
Strategic Community Outreach Study

Overview Report

August 2017

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NEXIGHT GROUP

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I. Introduction

The U.S. Department of Labor (DOL) Women’s Bureau (WB) works toward reducing barriers that inhibit or prevent women’s access to—and retention in—better jobs and toward ensuring women’s fair treatment in the workplace. To achieve these goals, the WB employs a range of approaches, a key one of which is conducting community engagement (CE) activities to raise awareness of working women’s issues and encourage policies that benefit and support working women.

As part of the WB’s CE approach, 10 regional offices across the country monitor the issues that affect working women in their geographical areas and work to address these issues while pursuing goals established by the national office. The regional offices also build relationships and engage with partner organizations to support their CE activities and to monitor the pulse of current issues for working women. With a small network of staff throughout the nation, the WB engages in a wide range of education, outreach, and relationship-building activities with a variety of audiences—including community-based interest groups, policymakers, employers, and current or future working individuals—to elevate conversations at the regional and national level. With almost a century of experience in CE and outreach, the WB has a wealth of knowledge about CE approaches.

To further understand and strengthen the WB’s CE approach, the DOL’s Chief Evaluation Office (CEO)—in collaboration with the WB—contracted with Nexight Group to conduct a qualitative review of its CE activities, develop a logic model and potential performance measures, and identify new approaches it could consider implementing. As part of this project, Nexight conducted the following activities:

- **Developed an understanding of WB regional CE activities** by conducting a review of more than 60 documents related to the WB’s CE efforts, facilitating meetings with the national office staff, and conducting multiple interviews with each of the regional offices and members of the national office staff.
- **Conducted a review of similar CE practices** through open-source desk research on CE measures and practices used by other organizations that might be relevant to or considered by the WB.
- **Developed options for the WB to consider implementing in the future**, including a logic model, performance measures, and an updated tracking tool to aid in decision-making and help the WB communicate the story of their success.

This Overview Report presents a high-level look at the CE project approach and analysis, and presents options that the WB may consider for future exploration.

It is important to note that this project was not conducted as a rigorous assessment of the impact of the WB’s work overall or the work resulting from its CE approach. Rather, the focus was on understanding the CE activities the WB conducts at the regional level and developing potential options the WB could consider to strengthen its approach in the future.

II. Approach

The WB Strategic Community Outreach CE Project involved reviewing the WB’s current CE approach; building a clear understanding of the WB’s goals and regional-level CE activities to achieve these goals; and conducting a review of promising CE practices. Facilitated meetings and individual interviews with

both national and regional office staff comprised the bulk of the cross-office analysis from November 2016 through January 2017.

Nexight conducted phone interviews with each of the Regional Offices and both phone and in-person interviews with the members of the National Office staff to gain insight into the performance measurement process and how WB conveys the value of its activities. In addition to these interviews, Nexight reviewed and analyzed the current set of measures, existing Quarterly Reporting Sheets (QRS), and performance data provided by the WB to determine how current activities were being measured and where possible improvements to the process could be made. Using the information collected from these interviews and analysis, Nexight developed a CE Logic Model for the WB to consider, identified a set of measures that convey the value of the WB's work and align with common CE best practices, and summarized common CE strategies that the WB regional offices use to advance WB issues.

Specific steps that were taken include the following:

- **Document Review** – Nexight reviewed more than 60 documents provided by the WB, including previous agency-wide logic models, quarterly discussion guides, data collection spreadsheets, survey results, and annual operating plans. The purpose of this review was to provide an understanding of previous and current WB efforts to measure CE, and to conduct more focused interviews.
- **Community Engagement Research** – Nexight conducted open-source research on community engagement measures used by other organizations and used it to inform the type of measures that could be relevant to the WB. This included analyzing the most recent Annual Performance Reports from 17 federal agencies available through www.performance.gov.¹
- **Interviews** – Nexight conducted interviews with each of the regional offices and the members of the national office staff to gain insight into the performance measurement process and how the WB conveys the value of its activities.²
- **Facilitated Sessions** – Nexight conducted two facilitated sessions with representatives from both the regional and national offices to first better understand WB goals and then, in a later session, review and validate a draft logic model and CE themes emerging from the interviews.
- **Gap Analysis** – Nexight identified the current set of CE performance measures used by the WB and identified potential gaps where additional performance metrics may help measure and communicate WB's CE efforts, inform decision-making regarding CE, and provide increased accountability.
- **Brainstorming** – Nexight conducted a brainstorming session to identify potential measures and then applied screening criteria to determine which measures to propose.
- **Quarterly Reporting Sheet Analysis** – Nexight assessed the extent to which the current QRS reflects the work of the WB, and identified areas that could be adjusted to capture any new measures, eliminate duplications, and streamline the performance measurement reporting process.

¹ See Appendix C for a list of the 17 agencies reviewed.

² See Appendix B for the list of interview questions used.

This project was exploratory in nature and, therefore, the findings have limited generalizability. However, the project is an important step in understanding the CE work currently being conducted by the WB and provides options to consider that could be more rigorously tested at a later date.

III. Findings

CE Topic Areas

The WB engages in a variety of activities in a number of topic (or goal) areas that work toward reducing barriers that inhibit or prevent women's access to—and retention in—better jobs and toward promoting women's fair treatment in the workplace. The WB's topic areas are outlined in its yearly Operating Plan, and are part of the overall DOL Strategic Plan. Topics are based on the Administration's priorities.

Based on analysis of the data provided by the WB in the FY16 Operating Plan and data collection spreadsheets and interviews, the topic areas that the WB engaged audiences on most frequently in fiscal year 2016 included the following:

- Equal Pay
- Apprenticeship
- Paid Leave
- Non-Traditional Occupations
- Worker's Rights
- Older Workers

While topic areas such as Equal Pay, Apprenticeship, and Paid Leave were frequently employed in the data collection spreadsheets from fiscal year 2016 and were repeatedly mentioned during interviews and meetings with national office staff, other topics such as Workplace Flexibility, Career Counseling, Transportation, and Pregnant and Nursing Mothers were less prevalent and may reflect the specific priorities of a region. In addition, based on feedback provided in interviews with WB staff, Apprenticeship and Non-Traditional Occupations categories currently describe similar actions and outcomes and could therefore potentially be combined.

It should be emphasized that the topic areas are dependent on the prioritization of topics by the Administration and may change from one Administration to the next. This prioritization is reflected as an External Factor that affects the WB's work and is further discussed below.

Overarching CE Strategies/Outcomes

As part of its overall approach to CE, the WB reports focused on building relationships and engaging with constituents to potentially increase adoption of programs or policies that help move WB priority areas forward. The intended outcomes of this engagement typically include the following:

1. State or local government programs are strengthened or created to support a WB goal
2. Individuals in the workforce become aware of the value to them from a WB goal and take individual action related to the goal
3. Workplaces integrate practices to support a WB goal

The WB staff in each region reported engaging in various CE activities. Nexight analyzed the variety of CE activities across all regions, and grouped them by similar activity type, intended output, target audience, and intended outcome. In doing so, there were six CE strategies that emerged across the WB regions

that seek to achieve near-term (or immediate) outcomes that may ultimately lead to intermediate outcomes and to the three longer-term outcomes above.

The six CE strategies applied by the WB include the following:

- **Connecting State or Local Government Offices with Resources** – Disseminating timely information on WB goals and connecting state or local government program managers to facilitate sharing of promising practices and lessons learned.
- **Strengthening Information Conduits** – Maintaining a robust network of universities, community colleges, community development organizations, nonprofits, and other organizations that serve as vital information conduits for sharing up-to-date information with individuals.
- **Informing Individuals** – Exposing individuals to knowledge by disseminating information directly to individuals, including through panel presentations or a WB event like a conference or webinar.
- **Supporting Community-based Interest Groups, Task Forces, and Coalitions** – Coordinating meetings among those interested in WB goals, disseminating reliable data among groups, providing spaces for information and networking, or hosting webinars that provide educational programming.
- **Educating State or Local Policymakers** – Supplying up-to-date research on the benefit of a WB priority issue or research-backed practices to educate and inform policymakers via a roundtable, panel presentation, or conference presentation.
- **Encouraging Employer Support** – Providing employers with the information they need to champion or take action to advance practices in support of a WB goal.

Each of these six strategies seeks to target a distinct audience and elicit specific behavior change or action based on the WB's priority areas. In addition, each strategy often uses one or more of a set of defined CE activities to reach the target audience. While the WB is not alone in working to achieve these ultimate outcomes and there are many external factors that are beyond the WB's control, these longer-term outcomes serve as guideposts to provide focus to the WB's CE activities.

For example, for its goal area of Non-Traditional Occupations (NTOs), the WB may have an ultimate outcome of increasing the number of women in non-traditional occupations. The WB could decide to accomplish this by aiming to increase the number or quality of programs offered in a state that support apprenticeship or on-the-job training for women (an intermediate outcome). These intermediate outcomes could potentially be advanced through WB efforts to increase awareness in state program offices of the benefits of apprenticeship programs (an immediate outcome). The WB could also facilitate the sharing of promising practices or lessons learned between states. External factors that could potentially affect the WB's ability to achieve these immediate, intermediate, and ultimate outcomes could include the current attitude in the states toward apprenticeship programs, the priority of NTO within the Administration or the U.S. Department of Labor, and the health of the economy and businesses in influencing its openness to adopting women-in-apprenticeship-friendly programs.

External Factors/Inputs

The six strategies above are used individually or in concert, depending on the external factors at play in specific regions, states, or communities. These external factors are outside of the WB's control, but influence progress toward the WB's CE outcomes. Based on insights provided by WB staff during in-

person meetings and interviews, and common external factors for CE and outreach activities, Nexight identified the following external factors for the WB:

- **Maturity of the priority issue or systems in specific states;** for example, while one state may be ready to advance on-the-job training in engineering, in other states, the conversation may be focused on how small businesses, who may not be able to dedicate resources to training programs, can retain qualified workers.
- **Economic health of businesses and states** may also influence whether the WB’s goals are ripe for action or may be delayed until the job market or business base improve.
- **Current attitudes in the states or regions** inform the framing of the WB’s goals in that specific geography and influence whether or not these issues are of interest to citizens.
- **Interests of a new Administration or the U.S. Department of Labor leadership** may re-prioritize certain audiences or approaches.

WB CE strategies are also influenced by a range of inputs that can inform and help shape the activities a regional office pursues. These include the following:

- WB goals (topic areas)
- Resources for staff and events
- Communications products containing data or information to support a WB topic area at the national, regional, and state level
- Staff expertise on regional/state partners, priorities, and audiences
- Staff understanding of current attitudes in the region for engaging on WB issues
- Results of WB grants or research
- Promising practices and lessons learned from WB regions

CE Activities

The WB typically conducts the activities outlined in Table 1 when pursuing CE at the regional level. Supporting strategy and planning activities, outlined in Table 2 below, are also conducted to help gather information and inform the CE activities process.

TABLE 1. COMMUNITY ENGAGEMENT ACTIVITIES

| ACTIVITY | AUDIENCE | SIZE | OBJECTIVE(S) |
|--------------------|--|------------|---|
| CONFERENCE | <ul style="list-style-type: none"> • Service Providers • Community-based Interest Groups/Task Forces/Coalitions • Individuals • State/Local Program Office • Employers/Employee Representatives • State/Local Policymakers | >50 people | <ul style="list-style-type: none"> • Increase attendee awareness and understanding of a WB goal. • Network and make connections with other attendees that result in collaborative efforts. • Share research and resources on the benefits of a WB goal. • Gather information on gaps, barriers, and issues related to a WB goal. • Amplify and promote awareness of the WB to promote it as a viable resource. • Acquire information on gaps, barriers, and issues relevant to a WB goal. |
| ONE-ON-ONE MEETING | <ul style="list-style-type: none"> • State/Local Program Office • Service Providers | >3 people | <ul style="list-style-type: none"> • Increase awareness and understanding of a WB goal. • Identify and connect with attendees to form |

| ACTIVITY | AUDIENCE | SIZE | OBJECTIVE(S) |
|----------------------------------|---|--------------|---|
| | <ul style="list-style-type: none"> Community-based Interest Groups/Task Forces/Coalitions | | <ul style="list-style-type: none"> coalitions or task forces by connecting those with mutual interest in a WB goal. Develop champions for a WB goal. Share research and resources on the benefits of a WB goal. Network and make connections with other attendees that result in collaborative efforts. |
| PANEL | <ul style="list-style-type: none"> Service Providers Community-based Interest Groups/Task Forces/Coalitions Individuals State/Local Policymaker | 15–50 people | <ul style="list-style-type: none"> Increase awareness and understanding of a WB goal. Share research and resources on the benefits of a WB goal. Gather information on gaps, barriers, and issues related to a WB goal. |
| ROUNDTABLE | <ul style="list-style-type: none"> Service Providers Community-based Interest Groups/Task Forces/Coalitions State/Local Policymaker Employers/Employee Representatives | 5–15 people | <ul style="list-style-type: none"> Gather information on gaps, barriers, and issues related to a WB goal. Develop champions for a WB goal. Network and make connections with other attendees that result in collaborative efforts. Share research and resources on the benefits of a WB goal. |
| TASK FORCE PLANNING/ DEVELOPMENT | <ul style="list-style-type: none"> Community-based Interest Groups/Task Forces/Coalitions | 5–15 people | <ul style="list-style-type: none"> Identify and connect with attendees to form coalitions or task forces by connecting those with mutual interest in a WB goal. Develop an action plan that coordinates action among attendees to advance a WB goal. |
| WEBINAR | <ul style="list-style-type: none"> State/Local Program Office Service Providers Community-based Interest Groups/Task Forces/Coalitions Employers/Employee Representatives | <50 people | <ul style="list-style-type: none"> Increase awareness and understanding of a WB goal. Share research and resources on the benefits of a WB goal. Gather information on gaps, barriers, and issues related to a WB goal. Share promising practices among attendees. |
| WORKSHOP | <ul style="list-style-type: none"> Individuals | 5–15 people | <ul style="list-style-type: none"> Share research and resources on the benefits of a WB goal. Increase awareness and understanding of a WB goal and actions that WB may take. |

TABLE 2. SUPPORTING STRATEGY & PLANNING ACTIVITIES

| STRAT & PLAN ACTIVITY | AUDIENCE OR PARTNER | SIZE | OBJECTIVE(S) |
|-----------------------|---|-------------|--|
| LISTENING SESSION | <ul style="list-style-type: none"> Regional WB Offices National WB Office | 5-15 people | <ul style="list-style-type: none"> Gather information to identify issues of interest to state or local stakeholders related to a WB goal(s). |
| ONE-ON-ONE MEETING | <ul style="list-style-type: none"> Regional WB Offices | >3 people | <ul style="list-style-type: none"> Gather information on gaps, barriers, and issues related to a WB goal. Share research and resources on the benefits of a WB goal. Make connections and network with attendees that results in collaborative efforts. |

CE Audiences

As part of its CE approach, the WB works at the regional level to educate specific audiences through the activities it conducts. Thoughtfully selecting audiences based on their characteristics and associated intended outcomes enables the WB to target specific outcomes and make informed decisions about which activities to pursue. Table 3 includes the list of audiences the WB typically engages with and the potential outcomes that each audience can achieve.

TABLE 3. COMMUNITY ENGAGEMENT AUDIENCES

| AUDIENCE | DESCRIPTION | ASSOCIATED OUTCOME(S) |
|---|---|---|
| COMMUNITY-BASED INTEREST GROUPS/TASK FORCES/ COALITIONS | <p>Community-based interest groups are groups that seek to influence public opinion; build awareness around a topic; or promote, create, strengthen, or change public or organizational policy.</p> <p>Task forces are groups of individuals or organizations that are generally formed to think about or develop a specific output on a topic area. A task force is generally formed or commissioned by an organization or a community-based interest group.</p> <p>Coalitions are collections of interest groups or individuals with particular interests, expertise, or influence in a topic area, geography, or method of action who have formally or informally formed a partnership to reach a shared goal or to coordinate action on a shared topic area.</p> | <ul style="list-style-type: none"> Provide insight about a position and possibly recommendations or outreach in support of it. Drive implementation of state, local, or national policy on a WB goal. Increase communication of services or program options in support of a WB goal. |
| EMPLOYERS/ EMPLOYEE REPS | <p>Employers are people or organizations that employ one or more individuals in a workplace.</p> <p>Employee representatives are people or organizations that act on behalf on employers. Employee representatives may include human resource managers or others in positions of influence or leadership in an organization, as well as industry organizations comprising employers (e.g., trade organizations).</p> | <ul style="list-style-type: none"> Gain an increased understanding of the benefits of a WB goal. Become champions of a WB goal. Create workplace buy-in to emerging norms related to a WB goal. |

| AUDIENCE | DESCRIPTION | ASSOCIATED OUTCOME(S) |
|----------------------------|--|--|
| INDIVIDUALS | Individuals are future, current, or former employees. | <ul style="list-style-type: none"> Gain an increased awareness of options that support a WB goal. Take action related to that awareness of the WB goal. |
| SERVICE PROVIDERS | Service providers are organizations or individuals that offer services to others. They include community organizations that may provide training or outreach to specific demographics or geographic groups. | <ul style="list-style-type: none"> Gain an increased awareness of information that supports a WB goal. Increase communication of options for women through their communication channels associated with a WB goal. |
| STATE/LOCAL POLICYMAKER | A state/local policymaker is a person responsible for decision-making regarding policy at the state or local government level. Policymakers include state/local legislators, executives (mayor, county executive), and their senior staff. | <ul style="list-style-type: none"> Gain an increased understanding of the latest information regarding the topic area. |
| STATE/LOCAL PROGRAM OFFICE | A state/local program office is the governmental office and its staff that support program implementation at the state or local level. These programs are often the result of policy or may be governed or influenced by policy. The program's flexibility in design, implementation, or reporting – independent of policy – varies across state, locality, and topic area. | <ul style="list-style-type: none"> Gain an increased awareness of approaches for improving a WB goal in other states/regions. Integrate promising practices in state/local programs in support of a WB goal. |

CE Partners

The WB engages with partners to help conduct CE activities and gather knowledge about upcoming moments, opportunities for collaboration, and shifting priorities at the national, regional, and local level. Building and maintaining relationships with current and potential partners helps the WB maximize resources at the local level and amplify the impact of a CE activity by reaching a wider audience. A number of partners were identified in the data provided by the WB in the FY16 Operating Plan, from the data collection spreadsheets provided by the WB, and in interviews and facilitated meetings with regional and national staff. The list below includes the types of potential partners the WB most commonly engages with on CE activities:

- Academic Institutions
- Community-based Interest Groups/Task Forces/Coalitions
- Community/Nonprofit Organizations
- Industry Groups/Trade Organizations
- Other DOL Offices/Government Agencies
- Subject Matter Experts
- Women's Commissions

IV. Options for Future Exploration

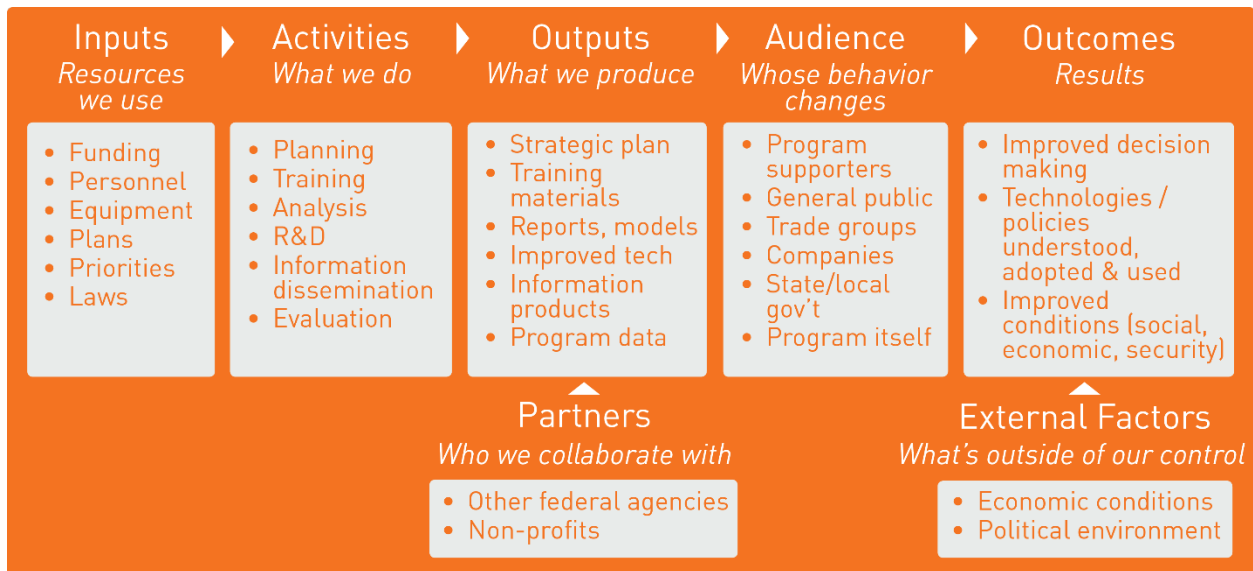
The WB is engaging in a variety of strategies and activities with its partners with the aim of bringing about change in target audiences that will help reduce barriers that inhibit or prevent women's access to—and retention in—better jobs and help ensure women's fair treatment in the workplace. The WB uses a logical framework, performance measures, and a data collection spreadsheet to track progress in

advancing these activities. The WB may consider exploring the use of an updated WB CE logic model; new CE performance measures; and updated data collection, tracking, and analysis. Together, these tools can further enhance decision-making, aid internal and external accountability, and help communicate the value of the WB’s CE activities. In addition, the process used in this study and the potential solutions may be of use to other organizations that are seeking to strengthen the way in which they align and assess the progress of similar community engagement efforts.

Logic Model

It can be difficult for organizations to achieve and maintain a clear line of sight from actions to outcomes. A logic model helps visually and logically link actions with ultimate goals by mapping the activities to outputs and desired outcomes. Logic models vary in complexity, but in general, they include the key components highlighted in Figure 1.

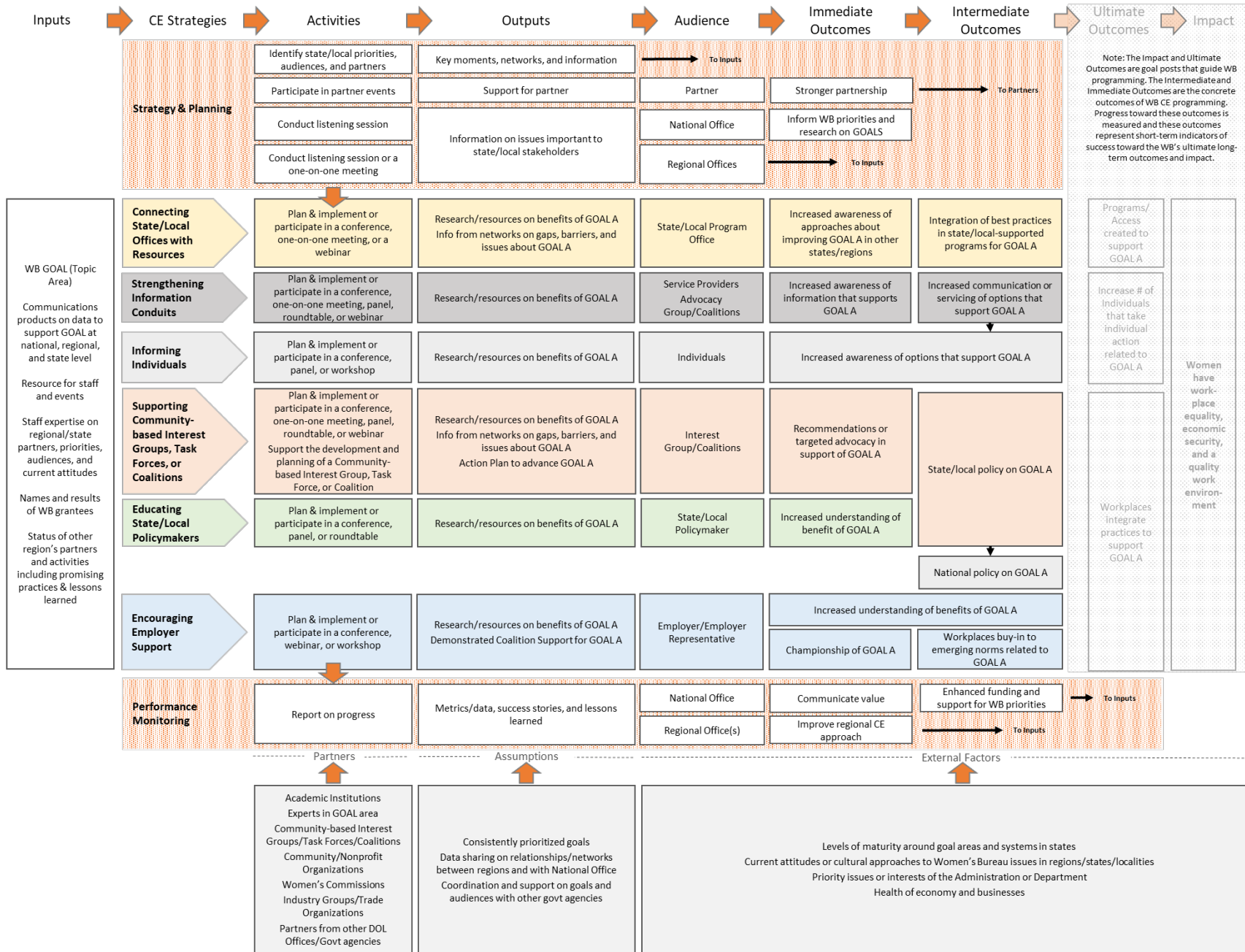
FIGURE 1. LOGIC MODEL COMPONENTS



Nexight developed a logic model representative of WB CE (see Figure 2) by reviewing the WB’s approach and reporting on CE, building a clear understanding of the WB’s goals and regional-level CE activities to achieve those goals, and conducting a review of promising CE practices. The resulting logic model visually ties the WB’s current regional CE activities to its ultimate outcomes. In doing so, the logic model can serve as a tool that could be used for the following purposes:

- Enable the WB to more effectively communicate the value of its CE program to internal and external stakeholders
- Enable the WB to make critical decisions about its CE strategies both at the beginning of a planning cycle and as opportunities arise throughout the year
- Aid in the redesign of existing CE program efforts as new priority areas arise
- Support discussions and thinking about how programs bring about longer-term change
- Develop performance measures that help tell WB’s CE story

FIGURE 2. WOMEN'S BUREAU COMMUNITY ENGAGEMENT LOGIC MODEL



Performance Measures

As background, performance measures assist in tracking progress toward a program’s goals, which helps leaders invest resources in activities with the greatest potential impact, communicate program values to relevant stakeholders, effectively and efficiently plan and adjust activities, and provide internal and external accountability. For performance measures to be meaningful, they need to be developed around the organization’s goals and activities. A logic model that links an organization’s activities to its goals can help identify a suite of potential measurement areas.

An initial list of performance measures were identified using the WB CE logic model as a framework for measurement areas. They reflect a review of WB’s existing CE measures, and the brainstorming of additional measures. Nexight conducted open-source research to determine what other existing measures and approaches could be leveraged to improve on the WB’s existing measures. There are a number of organizations that conduct outreach, but it was challenging to find an organization with publicly available measures that conducts similar CE activities that depend on relationship-building and an organization’s unique role in the communities they serve.

The proposed performance measures below (Table 4) include new measures and a refinement of the WB’s current measures. These measures were developed by applying criteria such as whether it is feasible to collect data on the measure, and how useful the data would be for decision-making, accountability, and communicating value. Definitions for each performance measure are included to ensure consistent understanding and data tracking.

TABLE 4. PROPOSED WOMEN’S BUREAU COMMUNITY ENGAGEMENT MEASURES

| ACTIVITIES | OUTPUTS | AUDIENCE | OUTCOMES |
|--|---|---|--|
| Number of CE activities by: <ul style="list-style-type: none"> • Total CE activities • Topic area • CE Strategy • Type of CE activity • Led, co-led, or participated • WB role | Total number of unique products disseminated at CE activities Total number of products disseminated at CE activities | Total number of participants at CE activities Total number of participants at CE activities by audience type Total number of organizations at CE activities | Percent of respondents that plan to share materials received at CE activity Percent change in understanding of the topic prior to, and following, the CE activity Percent of respondents who will explore further options following the CE activity Percent of respondents who will conduct outreach activities following the CE activity Percent of respondents who will contact the WB following the CE activity |
| Number of requests for the WB to present at events | Percent of respondents that found the products disseminated to be informative | | Percent of respondents who will use the information from the CE activity to further their career |
| Total number of partners by partner type | Percent of respondents that found the CE activity to be informative | | Percent increase in public discussion of WB topic area following a CE activity |

The proposed performance measures aim to:

- capture the full scope of the WB strategy and planning activities, outputs, audience, and outcomes
- tie CE outputs to specific CE activities
- capture outcomes of CE activities
- segment the number of participants by audience type

In addition, an updated survey³ is being developed that, if approved by the Office of Management and Budget (OMB), could be distributed at WB-led events to track more qualitative data about a given activity's success. By obtaining feedback and maintaining an up-to-date tracking spreadsheet, WB may be able to understand and communicate the extent to which internal planning and strategy activities are meeting overarching program goals and adjust its strategy as needed, as well as demonstrate program value to external stakeholders.

Data Collection, Tracking, and Analysis

Data collection is crucial for a successful performance management program. If data is not collected in a standardized way, it is impossible to aggregate and analyze the data in a way that identifies meaningful conclusions to inform decision-making and develop effective communications.

The WB currently tracks data in an Excel spreadsheet with dropdown functionality. The organization may consider updating this spreadsheet to streamline data collection to a single worksheet, minimize options available in the dropdowns, and capture the data points needed to calculate the proposed performance measure options for consideration. A master spreadsheet with all data from current and previous fiscal years may allow for historical comparisons and trend analysis (given consistent performance measures). As the WB grows its performance management program, it could consider some of the more resource-intensive tracking employed by others, such as monitoring mentions via social media, interviews, and speaking events to determine if there is a shift in attitude, behavior, or action toward a topic WB is targeting.

The WB may also consider developing an interactive dashboard, such as using Tableau software, to visually display data and view critical performance data at different timescales and levels of detail. For example, examining the breakdown of CE activities led, co-led, or participated in across regions by WB strategy area; or identifying the percent change in understanding of a topic by type of activity by region.

V. Conclusion

In summary, the key findings from this exploratory study include:

- Topic areas are prioritized in the yearly DOL Operating Plan and may change based on the priorities of an Administration. However, the topic areas that the WB most frequently engages in include Equal Pay, Apprenticeship, Paid Leave, Non-Traditional Occupations, Workers' Rights, and Older Workers. Given the similarities in audiences and desired outcomes for Apprenticeship and Non-Traditional Occupations, the WB may consider combining these measures.

³ See Appendix A for a copy of the proposed updated survey.

- There are three intended outcomes of the WB CE efforts that align with specific topic areas or goals. These intended outcomes help crystallize the desired outcome for a specific target area and audience.
- The WB staff in each region report engaging in various CE activities that group into one of six CE strategies. These strategies may be used to better share promising practices across regions, prioritize activities within specific regions, and strengthen the line of sight from a specific CE activity to the intended audience and outcome.
- There are a number of common external factors, outside of the WB's control, that influence progress toward achieving the WB's CE outcomes. Alternately, there are a range of inputs that can help shape CE activities. Both of these factors are taken into account in planning, implementing, responding to, and reporting on the WB's regional CE activities.
- The WB targets specific audiences with an immediate outcome in mind. Designing and analyzing CE activities by distinct audiences helps to identify the most promising type of activity for that audience and strengthens the ability of the WB to measure progress toward desired outcomes.
- The WB frequently engages with partners. Building and maintaining relationships with potential partners helps the WB maximize resources at the local level and amplify the impact of a CE activity by reaching a wider audience.

Various federal agencies utilize some form of community engagement to achieve their mission. Thinking broadly about applications from this exploratory study, there are some promising practices for choosing effective CE strategies, determining the target audience, and optimizing the outcomes of community engagement activities. These strategies include the following:

- **Establish clear goals and objectives.** Developing clear goals and objectives and communicating them across the entire organization can help staff understand how their individual work efforts support the achievement of these goals.
- **Understand target audiences.** CE programs typically seek to reach key people and organizations—the desired audiences—that can drive action to advance goals and objectives. Once these audiences are identified, an organization can direct resources to efforts and activities that target these individuals or groups.
- **Understand partners.** CE programs typically cannot bring about the desired change by themselves. It is useful for CE programs to identify partners it needs to work with to either reach its target audience or share resources and knowledge to reach a common goal. It is also important to differentiate a partner from an audience and to recognize that some organizations can play either role based on the circumstance or the desired outcome.
- **Develop strategies for influencing target audiences.** A strategy helps clarify the CE program's purpose for engaging a particular target audience and is usually based on an assumed theory of change. For instance, a strategy might be to educate policy makers on an issue or connect new programs in one state with successful programs in other states with the assumption that doing so will elicit the desired action from the specified audience.
- **Define appropriate activities for engaging different audiences.** While a CE program may use a variety of activities to engage audiences—such as conferences, one-on-one meetings, and webinars—not all activities are equally effective or efficient in reaching those audiences. Analyzing which activities appear to be achieving their desired outcomes and creating an activity/audience typology may help identify promising practices.

- **Simplify and streamline data collection and reporting.** A performance management program needs to avoid being overly burdensome while still helping an organization measure its progress toward achieving its goals. Clearly defining measures so all parties understand what is being tracked and why; implementing a single data collection format; and communicating clear expectations for how and when information will be provided can all help to accomplish a simplified and streamlined data collection and reporting approach.
- **Aggregate data and performance measures into an easily accessible format.** Most organizations have some required reporting, but they also may receive ad-hoc requests for data and information. At a frequency that makes sense for their work, an organization may consider compiling a summary of key performance measures that could be easily accessed by their staff. If feasible, a more dynamic or visual format, such as that provided in software like Tableau, should be considered to provide even more data visualization options.

The logic model and performance measurement tools presented here may be of utility in selecting and implementing promising CE activities and monitoring progress toward overarching goals. Tools like these can help government programs quantify difficult-to-measure aspects of their operations and visually and logically link activities conducted across divisions with cross-cutting goals. As a result, organizations can clearly identify how its current activities support its ultimate goals, measure performance with clearly defined and consistent measures, communicate the value of its CE program to internal and external stakeholders, and ensure continual effectiveness and efficiency in its CE program.

Appendix A. Revised CE Survey

Below are suggested questions to strengthen the WB's customer service survey to provide richer data and better inform the performance management process. This survey could be distributed in WB-led roundtables or panels.

Name of CE Activity: _____

1. What type of organization do you represent?

1. Coalition/Task Force/Community-based Interest Group
2. State/Local Policymaker or their staff
3. Employers/Employer Representative
4. Service Provider
5. State/Local Program Office
6. Individual
7. Other (please specify) _____

2. Please rank your understanding of the topic prior to the panel or roundtable.

1. Not at all knowledgeable
2. Slightly knowledgeable
3. Somewhat knowledgeable
4. Moderately knowledgeable
5. Extremely knowledgeable

3. Please rank your understanding of the topic following the panel or roundtable.

1. Not at all knowledgeable
2. Slightly knowledgeable
3. Somewhat knowledgeable
4. Moderately knowledgeable
5. Extremely knowledgeable

4. The information from this panel or roundtable was informative.

1. Strongly disagree
2. Disagree
3. Neutral
4. Agree
5. Strongly agree

5. With the information I received through this event, I will explore options for implementing a program, benefit, or policy for workers.

1. Strongly disagree
2. Disagree
3. Neutral
4. Agree
5. Strongly agree

6. With the information I received through this event I will explore options for changing an existing program, benefit, or policy for workers.

1. Strongly disagree
2. Disagree
3. Neutral

- 4. Agree
- 5. Strongly agree
- 7. With the information I received through this event, I will take action to educate others about issues affecting working women.**
 - 1. Strongly disagree
 - 2. Disagree
 - 3. Neutral
 - 4. Agree
 - 5. Strongly agree
- 8. As a result of the information I received through this event, I will contact the Women’s Bureau regarding collaborating on future activities or events.**
 - 1. Strongly disagree
 - 2. Disagree
 - 3. Neutral
 - 4. Agree
 - 5. Strongly agree
- 9. I will use the information from this event to further my own career; take specific actions to improve my earnings or benefits; or directly assist a client, subordinate, or other individual.**
 - 1. Strongly disagree
 - 2. Disagree
 - 3. Neutral
 - 4. Agree
 - 5. Strongly agree
- 10. If you received materials at today’s event please answer the following:
The materials I received were informative.**
 - 1. Strongly disagree
 - 2. Disagree
 - 3. Neutral
 - 4. Agree
 - 5. Strongly agree
- 11. If you received materials at today’s event please answer the following:
I will share the materials I received at the event with others.**
 - 1. Strongly disagree
 - 2. Disagree
 - 3. Neutral
 - 4. Agree
 - 5. Strongly agree
- 12. Please offer any additional comments or suggestions in the space below**

Appendix B. WB Staff Interview Questions

The first round of Regional Office interviews was conducted between October 26, 2016 and November 3, 2016. These one-hour interviews focused on understanding each region's priority areas, target audiences, and the CE activities they use to reach these audiences. Calls were held with the Regional Administrators from each Region, and in some cases program analysts or other staff were included to provide additional insights. Questions asked during the calls included:

1. What are the most important issues you're working to address through community engagement (CE) in your region?
 - What is it about your region that makes these most important?
 - How do you decide which issues to work on?
2. What CE activities do you conduct to address these issues? Which have you found to be the most/least successful and why?
 - How do you decide which CE activities to conduct?
 - Who do you partner with to conduct these activities and why?
3. Who are the audiences you aim to reach through these activities?
 - Please describe their characteristics and what motivates them.
 - What action(s) do you hope they will take as a result of your engagement with them?
 - How do you decide who to engage with?
4. What external factors impact your ability to conduct these activities?
 - What tools, information, or resources would make your CE activities more successful?
 - What outside factors prevent you from conducting CE activities the way you would like to?

These interviews clearly identified a superset of CE activities, across all regions. In addition, the interview responses allowed Nexight to connect the CE activities to individual topic area priorities that were identified in the meeting with national office staff. By analyzing commonalities across the background information, outputs of the national office meeting, and the interviews, Nexight was able to fully develop an initial, consolidated view of the WB CE logic model that directly connected a CE activity, regardless of region, with specific audiences, outputs, and outcomes (the horizontal dimension). This analysis resulted in a framework with logic that could be validated through discussions with national office staff and in the next round of regional office interviews.

In addition, Nexight conducted individual interviews with National Office staff focused on performance measures and understanding additional context around WB CE activities on October 12, 2016; October 14, 2016; October 19, 2016; and November 16, 2016. These one-hour interviews were more casual, and were an opportunity for Nexight to learn more about the programmatic promising practices of the WB and the history of performance measures in relation to components of the logic model.

A second round of interviews with the Regional Offices focused on how the regions define and measure success, and was an opportunity for Nexight to better understand how the existing processes worked in practice. These were also opportunities to use the existing performance measures as proxy validators of the horizontal dimension of the logic model—understanding the measures provided greater clarity on the types of outputs or activities—and test some assumptions about how the vertical dimension of planning, implementing, and reporting occurred and influenced CE. Nexight also used these calls to clarify information provided during the first round of interviews. The second round of one-hour

interviews was conducted between November 18, 2016 and December 6, 2016, with Regional Administrators and any support staff they chose to include on the call. Questions asked included:

1. What measures do you currently collect?
 - a. The Women's Bureau quarterly performance discussion guides were included in the background information we received. These documents appear to be an aggregate of all measures across the Women's Bureau, including the regional offices. We have also reviewed the quarterly spreadsheets submitted by the regions. Do these two documents capture all of the measures you track and collect?
 - b. How effective do you think these measures are in capturing your activities and conveying value?
 - c. Do you track or collect any additional measures at the regional level? If so, what are those measures? Why do you collect them? How do you use them?
 - d. What data do you currently have available to you? How do you use it in the regions?
 - e. What measures would you like to see collected? Why? What are the barriers to collecting them now?
2. How are the measures used?
 - a. Do you use them internally?
 - b. Are they only part of required reporting?
3. How do you currently collect your measures?
 - a. Is it required? If so, when/how often?
 - b. Who currently collects/analyzes measures in your region?
 - c. How do you track the measures for roundtables, conferences, meetings, etc.? When do you gather this data?
 - d. How do you track the measures for other activities, such as collaborations?
 - e. What level of effort is involved with the collection? What do you think is working well with the process? What could be improved upon?
4. Our understanding is that there is an OMB-approved survey that is available for use. How is it used?
 - a. Do you use the survey? If not, why? If so, how often do you use it? For what events?
 - b. What type of response rate do you get from the survey?
 - c. What do you think is working well with the survey? What could be improved upon?
5. What is the process for setting annual targets for your measures?
 - a. Who is involved?
 - b. How do you determine how aggressive or conservative targets are?
 - c. Do you receive any guidance from the national office on setting targets? Who determines the targets? What is the process like?
 - d. How do the targets shape/direct your efforts in the regions?
 - e. What do you think is working well? What do you think could be improved upon?
6. Is there anything we haven't talked about regarding performance measures or the collection process?

Appendix C. Performance.gov Research

Nexight conducted open-source research on other CE programs to identify existing measures the WB could adapt and use. The research included reviewing more than 50 different organizations across federal-, state-, and local-level CE programs in all sectors.

As part of Nexight’s open-source research on community engagement measures, Nexight reviewed the most recent Performance Reports from federal agencies available through www.performance.gov. This review found 17 agencies with measures and programs that did not apply to WB, one agency that did not include any measures in their most recent report, and four agencies’ measures that WB can adapt for its own use. This review included the following federal agencies:

| | |
|---|---|
| Department of Agriculture | Department of the Interior |
| Department of Commerce | Department of the Treasury |
| Department of Defense | Department of Transportation |
| Department of Education | Department of Veterans Affairs |
| Department of Energy | Environmental Protection Agency |
| Department of Health and Human Services | General Services Administration |
| Department of Homeland Security | National Aeronautics and Space Administration |
| Department of Housing and Urban Development | National Science Foundation |
| Department of Justice | Office of Personnel Management |
| Department of Labor | Small Business Administration |
| Department of State and USAID | Social Security Administration |

Measures that Can be Adapted

Of those agencies noted above, the following agencies included measures that the WB may choose to adapt for its own use (Table 5).

TABLE 5. U.S. GOVERNMENT AGENCIES WITH APPLICABLE MEASURES

| AGENCY | MEASURE | COMMENTS |
|---|---|--|
| Department of the Interior, U.S. Geological Survey | “Number of outreach activities provided to customers” | The WB could use a similar measure to demonstrate the level of outreach efforts. The proposed measure, “Number of CE activities” by activity type, WB role, and strategy incorporates the same concept. |
| Department of Labor (in addition to the existing WB measures) | “Number of policy positions adopted by international fora and countries that reflect ILAB and DOL | This metric is a partial indicator of the effectiveness of DOL engagement efforts and is a measure the WB could adapt for its own use to proximately indicate the WB’s contribution to specified outcomes. |

| AGENCY | MEASURE | COMMENTS |
|---|---|--|
| | priorities.” | |
| Department of Veterans Affairs | Metrics that relate to participation as measures for outreach | The WB may choose to refine some of these measures. |
| Small Business Administration, Women’s Business Centers program | “Number of Clients Advised and Trained” | This measure was the only measure they report publically and could be modified for WB use. The proposed measures for audience are similar to this measure. |

Appendix D. Text Description of Figures

Figure 1. Logic model components

The logic model consists of seven main components. The first component is inputs that consist of the resources we use, for example: funding, personnel, equipment, plans, priorities, and laws. Second is activities or what we do; this includes planning, training, analysis, R&D, information dissemination, and evaluation. The third component is outputs which are what we produce; this includes strategic plan, training materials, report, models, improved tech, information products, and program data. Fourth is audience, whose behavior changes, which includes program supporters, general public, trade groups, companies, state/local government, or the program itself. Fifth is outcomes or results, for example: improved decisions making; technologies/policies understood, adopted and used; and improved conditions (social, economic, security). The sixth components is partners or who we collaborate with and include other federal agencies and non-profits. The seventh component is external factors, which is what's outside of our control and can influence the outcomes; for example: economic conditions and political environment.

Figure 2. Women's Bureau Community Engagement Logic Model

The logic model consists of nine main components: Inputs, CE Strategies, Activities, Outputs, Audience, Immediate Outcomes, and Intermediate Outcomes. Inputs include the WB Goal (Topic Area), communications products on data to support goal at national, regional, and state level, resource for staff and events, staff expertise on regional/state partners, priorities, audiences, and current attitudes, names and results of WB grantees, status of other region's partners and activities including promising practice sand lessons learned.

CE Strategies include: strategy and planning; connecting state and local offices with resources; strengthening information conduits; informing individuals; supporting community-based interest groups, task forces, or coalitions; educating state and local policymakers; encouraging employer support; and performance monitoring. Figure 2 depicts these strategies in correspondence to activities, outputs, and audience as well as outcomes.

Activities for strategy and planning include identifying state and local priorities, audiences and partners, participating in partner events, and conducting listening sessions or one-on-one meetings. Outputs for strategy and planning include: key moments, networks, and information; support for partner; and information on issues important to the state and local stakeholders. Audience for strategy and planning includes partner, national office, and regional offices. Immediate outcomes for strategy and planning include: stronger partnership and to inform WB priorities and research on GOALS.

Activities for connecting state and local offices with resources consist of planning and implementing or participating in a conference, one-on-one meeting, or a webinar. Outputs are research/resources on benefits of GOAL A info, as well as info from networks on gaps barriers and issues about GOAL A. Audience is state and local program office. Immediate outcomes are increased awareness of approaches about improving GOAL A in other states or regions. Intermediate outcomes are the integration of best practices in state and local supported programs for GOAL A.

Activities for strengthening information conduits include planning and implementing or participating in conference, one-on-one meeting, panel, roundtable, or webinar. Outputs are research and resources on benefits of GOAL A. Audience are service providers and advocacy group/coalitions. Immediate outcomes are increased awareness of information that supports GOAL A. Intermediate outcomes are increased communication or servicing of options that support GOAL A.

Activities for informing individuals consist of planning and implementing or participating in conference panel or workshop. Outputs include research and resources on benefit of GOAL A. Audience are individuals. Immediate and intermediate outcomes are increased awareness of options that support GOAL A.

Activities for supporting community-based interest groups, task forces, or coalitions include planning and implementing or participating in a conference, one-on-one meeting, panel, roundtable, or webinar, as well as supporting the development and planning of a Community-based Interest Group, Task Force, or Coalition. Outputs are research and resources on benefits of GOAL A, info from networks on gaps, barriers, and issues about GOAL A, and an action plan to advance GOAL A. Audience are interest group/coalitions. Immediate outcomes are recommendations or targeted advocacy in support of GOAL A and intermediate outcomes are state and local policy on GOAL A.

Activities of educating state and local policy makers consist of planning and implementing or participating in a conference panel or roundtable. Outputs are research and resources on benefits of GOAL A. Audience are state and local policymaker. Immediate outcome is increased understanding of benefit of GOAL A and intermediate outcome of is national policy on GOAL A.

Activities of encouraging employer support include planning and implementing or participating in a conference, webinar, or workshop. Outputs are research and resources on benefits as well as demonstrated coalition support for GOAL A. Audience is employer or employer representative. Outcome is increased understanding of benefits of GOAL A. Immediate outcome is championship of GOAL A and intermediate outcome is that workplaces buy-in to emerging norms related to GOAL A.

Activities for performance monitoring include reporting on progress. Outputs are metric/data, success stories, and lessons learned. Audiences are the national office and regional offices. Immediate outcomes are that it will communicate value and improve regional CE approach. Intermediate outcome is enhanced funding and support for WB priorities.

Ultimate outcomes and Impact are goal posts that guide WB programming. The intermediate and immediate outcomes are the concrete outcomes of WB CE programming. Progress toward these outcomes is measured and these outcomes represent short-term indicators of success toward the WB's ultimate long-term outcomes and impact. Ultimate outcomes include programs/access created to support GOAL A, increase number of individuals that take individual action related to GOAL A, and workplaces integrate practices to support GOAL A. The Impact is woman have workplace equality, economic security, and a quality work environment.

Partners include academic institutions, experts in goal area, community-based interest groups/task forces/coalitions, community/nonprofit organizations, women's commissions, industry groups/trade organizations, and partners from other DOL offices/government agencies.

Assumptions include consistently prioritized goals, data sharing on relationships/networks between regions and with National office, and coordination and support on goals and audiences with other government agencies.

External factors include levels of maturity around goal areas and systems in states, current attitudes or cultural approaches to Women's Bureau issues in regions/states/localities, priority issues or interests of the administration or department, and health of economy and businesses.