

Tales from Two Worlds: Solving Different Pieces of the Same Puzzle

*Towards a Cross-Fertilization of International
& Domestic Performance Management Tools*

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The Challenge of Managing in the Government Sphere

- Private sector firms have an obvious, measurable bottom line
- Government Agencies exist to achieve broader societal goals
 - Must live within a financial bottom-line but performance focus is on achieving goals in the public realm
 - Often difficult to measure achievement of this kind of goal
 - More natural to focus attention on day to day activities
 - Easy to lose site of the ultimate goal
- Thoughtful management required to shift the collective gaze to a focus on results

An Evolution in Approach

Process Management

Inputs and activities

Continuous monitoring and management

Detailed

Comfortable for many managers

Performance Management

Clear articulation of desired outcomes and results

Periodic monitoring and management (monthly/quarterly)

Big Picture

New to many managers

Focus the Precious Commodity of Organizational Attention
Where it is Most Needed

Different Tools in Different Worlds

International Development

- Results Frameworks, Logical Frameworks (Logframes)
- Emphasis on determining WHAT to measure

U.S. Domestic Practice (City & State Level)

- Rise of “Stat” approach to USING data effectively to drive improved performance

Excellent Performance Management Requires Both

Results Frameworks & Logframes: More than Just Logic Models

- Portray the hypothesized causal chain for an intervention/program



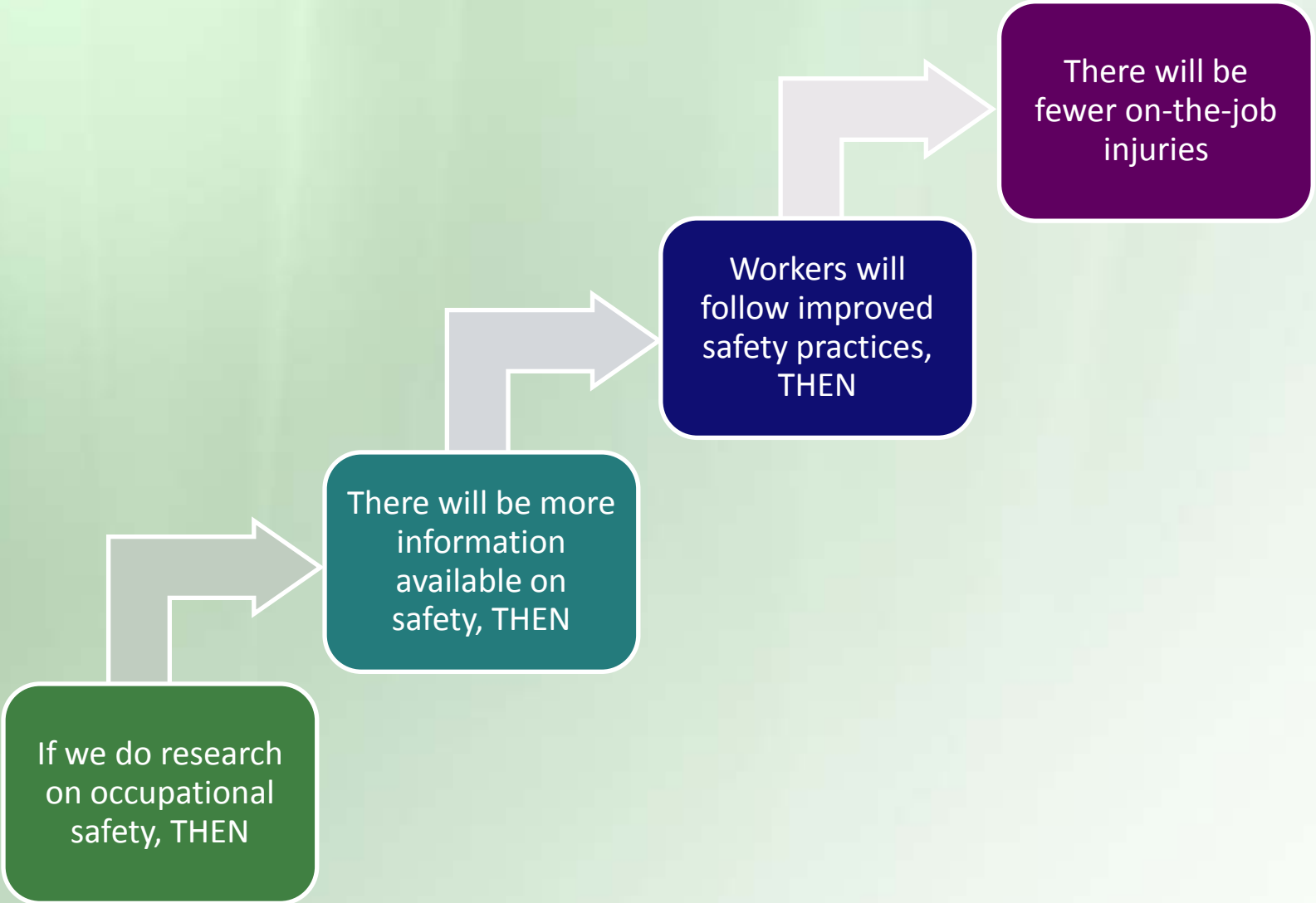
- Particularly rigorous in the requirement that lower level results be “NECESSARY & SUFFICIENT” to achieve higher level results
- Emphasis on phrasing each element as a RESULT rather than a process

“teachers use
new technology in classroom”

vs.

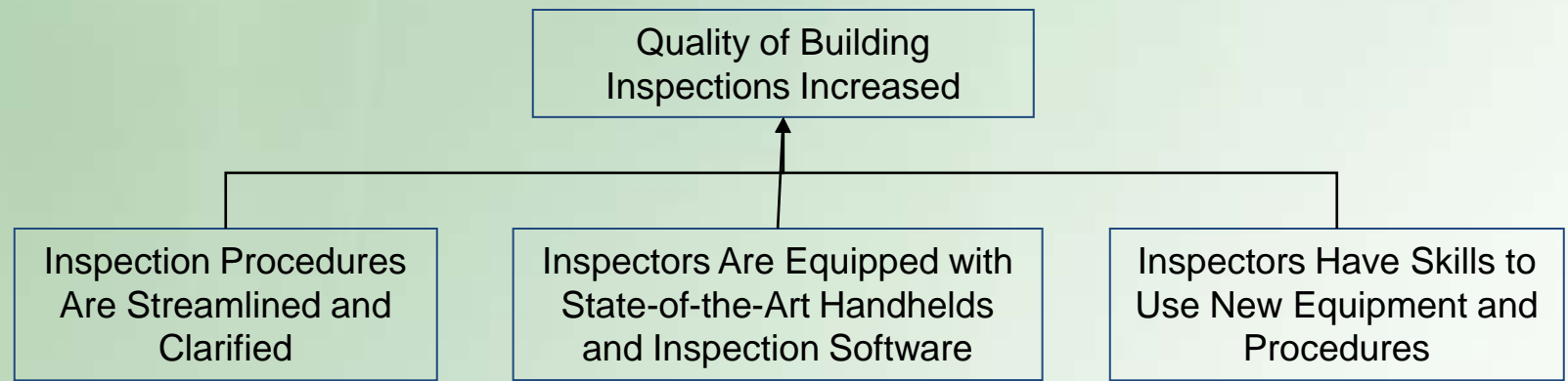
“train teachers”

Example of Chain of Results



Most Programs Require More than One Intervention

- Linear chains of results are often an oversimplification
- Typically several things required to achieve an desired result



The Rigorous Construction of the Logical Chain Drives Indicator Selection

- Indicators selected for each “box” in the chain

DIRECT measures of the result

- Mental trick of phrasing each element as a result makes indicator selection obvious

Use only as many indicators as are ADEQUATE

- Fewer is better; extra data wastes time and money and is distracting
- Typically one for each key attribute/adjective-verb of the result

Trade these off with

- PRACTICALITY & OBJECTIVITY

These Tools also Require Articulation of Critical Assumptions

Critical Assumptions:

Conditions which much prevail or actions which must be taken by others which are **OUTSIDE THE CONTROL OF THE PROJECT**

Critical assumptions articulate potential risks so they can be monitored and managed

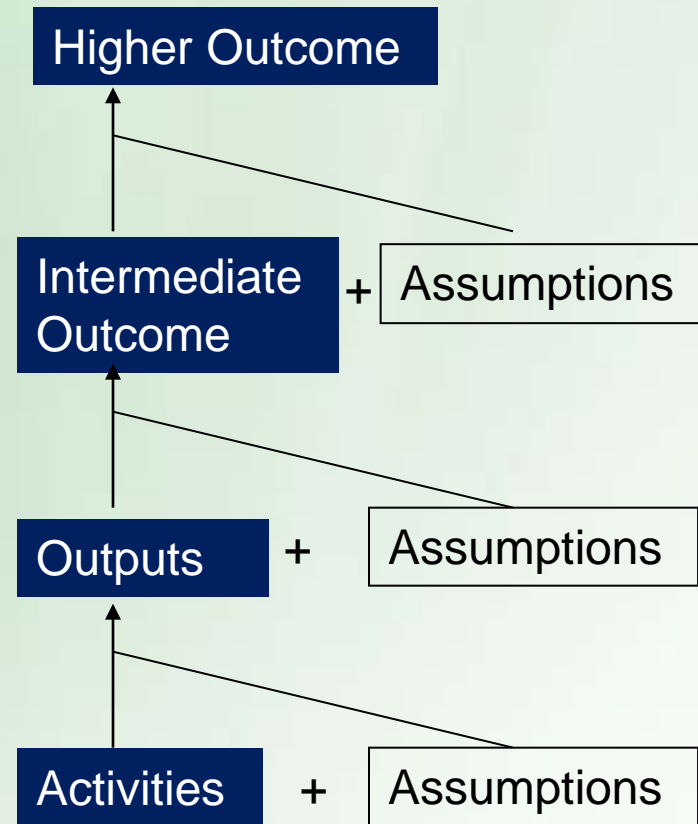
*If I board my regular bus at 8:00 am, then I will be at work on time....
What could go wrong?*

Good managers manage the transformation of activities into outputs and outputs into outcomes

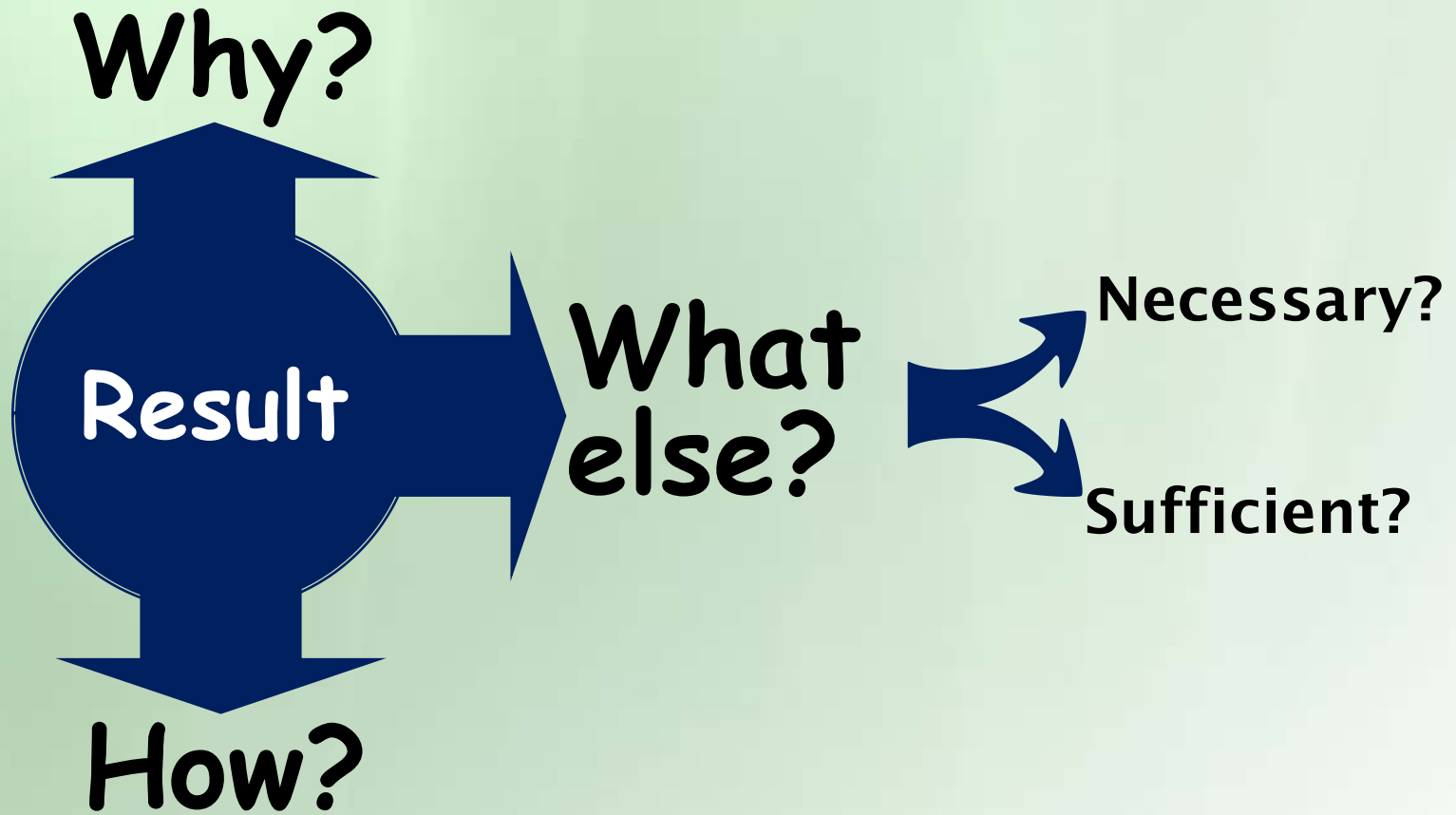
Great managers manage around the assumptions that can get in the way and flexibly adapt their program efforts as needed

Understanding “Necessary and Sufficient”

- All objectives and assumptions must be necessary for reaching the next level of the chain
 - Unnecessary objectives and assumptions waste resources and clutter the logic
- Together the objectives and assumptions must be sufficient to reach the next level of the chain
 - Any other required conditions needed to reach the next level must be addressed either via an objective or an assumption



Results Compass



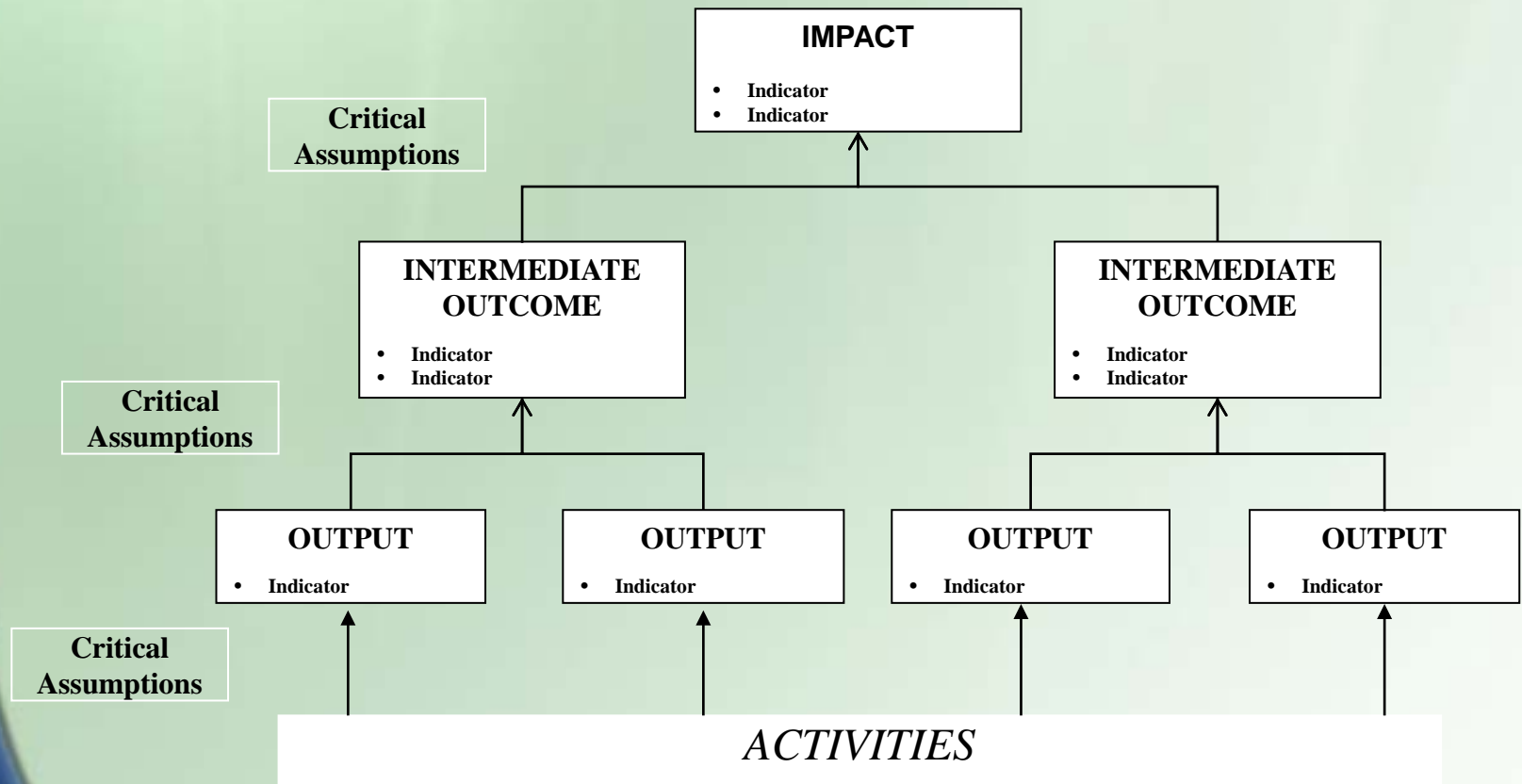
Logframes

- Developed late 70s, early 80s
- Shows program strategy, planned indicators and assumptions in a grid

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
Goal			
Purpose			
Outputs			
Activities			

Results Frameworks

- Evolutionary next step beyond Logframe
- Same information, presented more intuitively in graphical format



Results Framework: Safe Drinking Water Project

Contextual Goal: Health of People in Targeted Villages Improved

- Infant mortality
- Days of work lost due to illness

All People Living in Targeted Villages Have Sustainable Access to Safe Drinking Water

- Percent of villagers who report drinking exclusively from the well -- Target: 100%
- Number of wells out-of-service due to maintenance issues >2 days/quarter – Target: <5%

Critical Assumptions

- Wells not damaged by natural disaster

Wells Drilled or Rehabilitated in Convenient Locations

- Number of wells drilled – Target: 60
- Number of wells rehabilitated – Target: 75
- Percent of villagers living within 300 meters of new or rehabilitated well -- Target: 90%

Critical Assumptions

- Geologic conditions allow successful well drilling in appropriate locations

Well sites identified

Well drilling company hired

Community Well Management Committees Operational

- Percent of wells with well management committees that have met 1+ times in previous quarter – Target: 80%
- Percent of wells receiving required maintenance within 3 months of target date – Target: 80%

Critical Assumptions

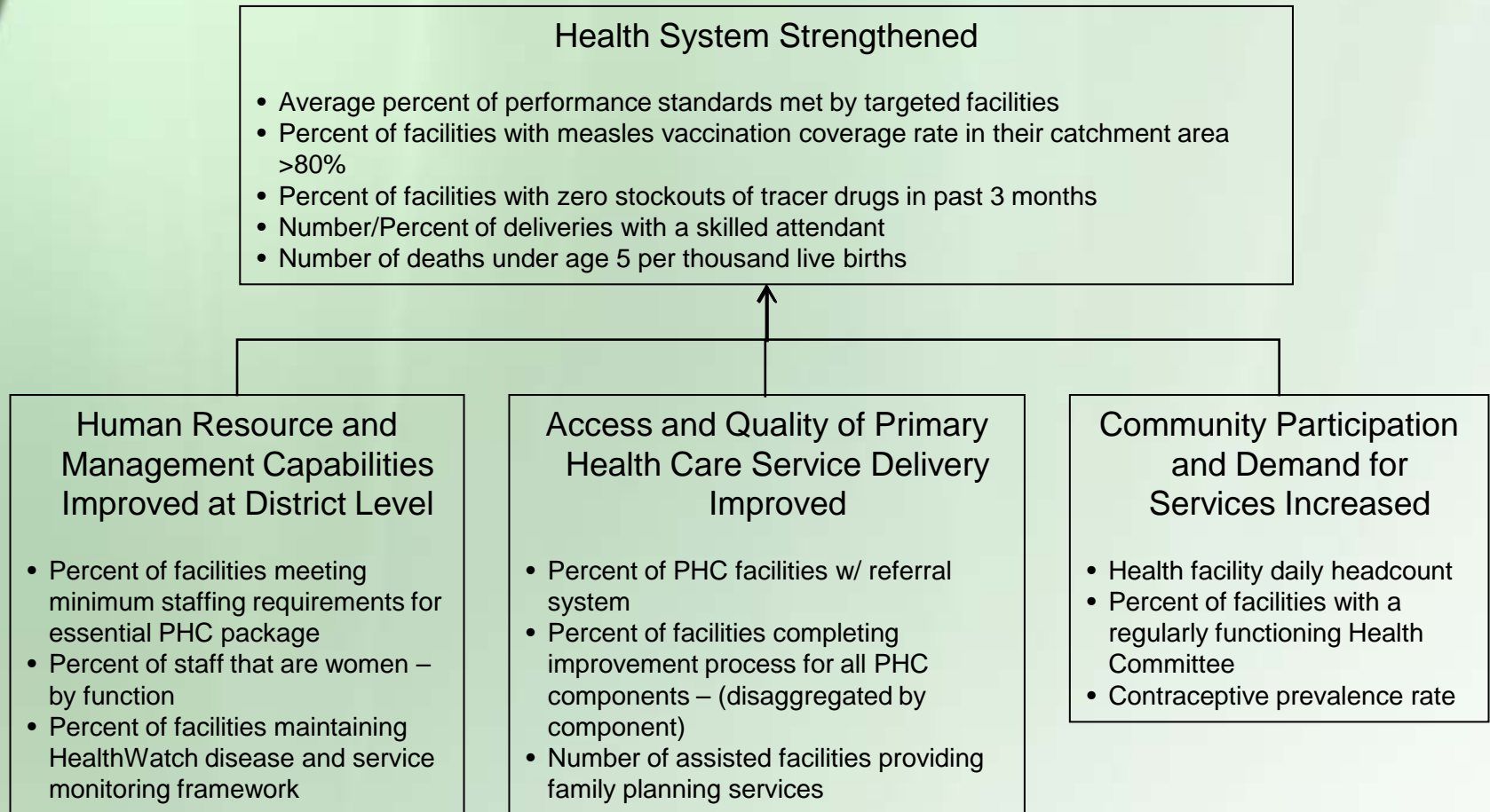
- Villagers willing to serve on committees

Water committee members recruited

Water committee members trained on maintenance

Results Framework: USAID Country X Post-Disaster Reconstruction Program

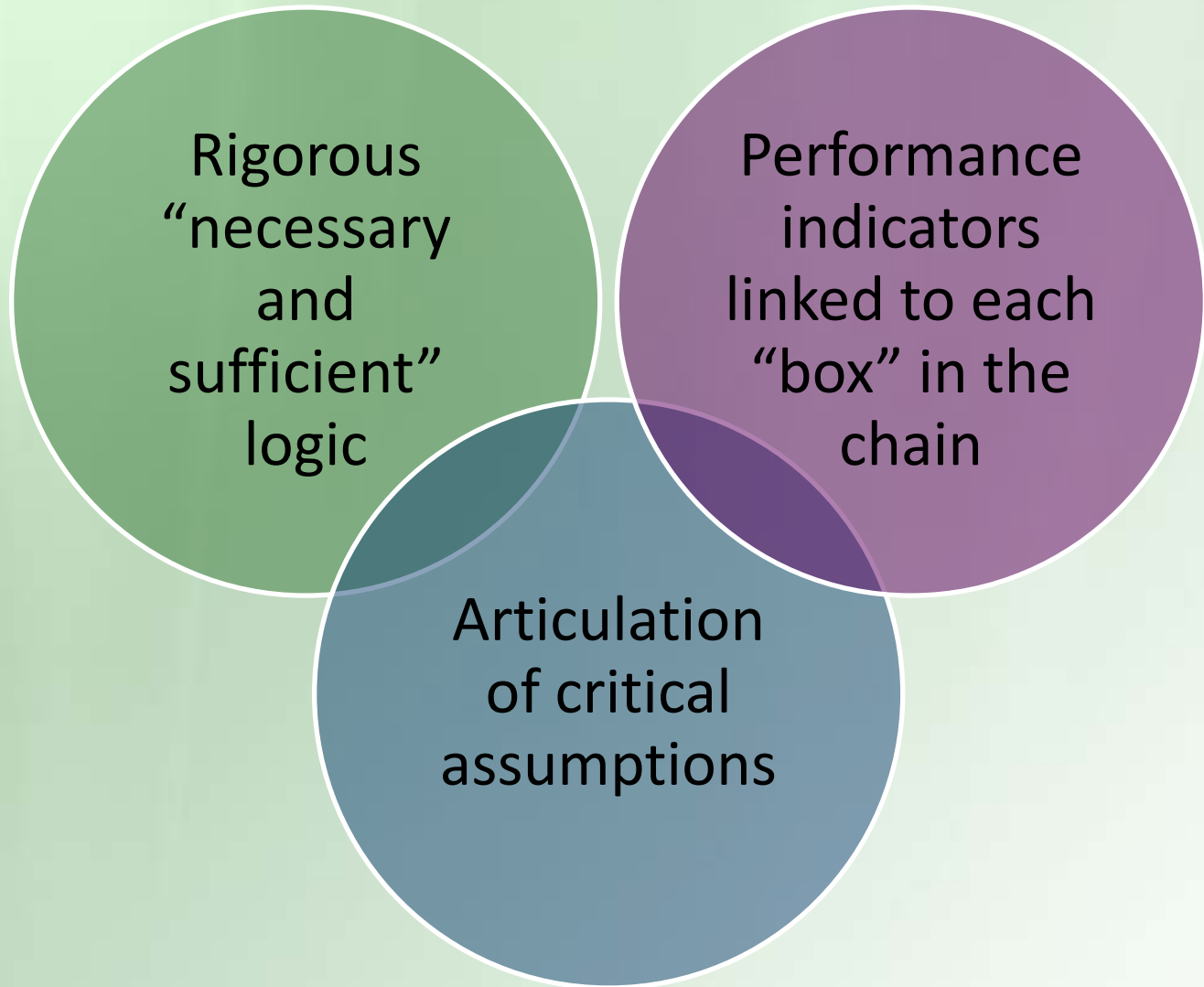
Health System Component



Critical Assumptions

- Transfers among district officials are not of a scale that precludes capacity building efforts taking hold
- Process of devolution is realized in all provinces

Three Keys to These Frameworks



Great Tools Are Not Enough

- International Development organizations rarely use this data effectively

Reports up-the-line for accountability

- Skimmed by superiors for obvious issues

Bragging about whatever sounds like a big number

- Typically just outputs and little context provided

No mechanisms in place to convene managers, stakeholders, beneficiaries to interpret the data

- No regular way of ensuring insights are used to modify programming to improve impact

Work Teams are Like Horses....



Using Data to Drive Performance

- “Stat” model offers a structure for ensuring that data is effectively used
 - Periodic formal group review of data
 - All relevant stakeholders & department managers
 - Led by the Executive
 - Collective problem solving
 - Cross departmental collaboration
 - On-the-spot decisions about how to improve
 - Relentless follow-up between meetings and at next meeting

A Mindset and Expectation of Continuous Improvement

With Stat Meetings, Tone is an Issue

Confrontational, putting people on the spot

- Macho NYC police culture

We're all in this together, let's figure it out

- Governor Gregoire's GMAP sessions

What does "Accountability" mean?

- Humiliation? Fear? Off with their heads!
 - Ensure mistakes will never happen again

"No one ever got in trouble if the crime rate went up. They got in trouble if they did not know why it had gone up and did not have a plan for dealing with it."

- Bill Bratton, originator of Compstat

Do 'Stat' Efforts Measure the Right Things?

- Some use of logic models in Washington GMAP program
- Low hanging fruit of available data
 - Agency-collected output data often most easily available
 - Optimizing outputs valuable, as long as they are the right outputs
 - Note that police departments unusual in routine availability of outcome data (crime incidence)
- A focus on measures of desired outcomes & impacts identified through strategic planning would be optimal
 - Data-mining of 311 data a valuable exception to this rule
 - More supplementation of agency collected data with rigorous external evaluations would also be helpful

Bringing the Tools Together



Results Frameworks and Logframes can help ensure that the RIGHT DATA are measured, including outcomes and impacts



Institutionalizing “Stat” sessions can help ensure that data are actually USED to drive improved performance

The Vision for a Performance Management Enhanced World

All public and non-profit agencies....

... are clear on their goals and the required intermediate outcomes needed to achieve them

...collect performance data regularly regarding the degree to which they are reaching those outcomes and goals

...use that performance data as a management tool, reviewing it regularly and making changes as needed to further strengthen results

...communicate to stakeholders about desired results, progress in achieving those results and any performance issues

...use goals and measures to clarify priorities and progress to staff