"TELLING YOUR STORY" USING PERFORMANCE MEASUREMENT

PRESENTING AN APPROACH TO PERFORMANCE MEASURE DEVELOPMENT

A Thesis

Presented to the faculty of the Department of Public Policy & Administration

California State University, Sacramento

Submitted in partial satisfaction of
the requirements for the degree of

MASTER OF PUBLIC POLICY & ADMINISTRATION

by

Kristen Noel Bennett

SPRING
2013

© 2013

Kristen Noel Bennett

ALL RIGHTS RESERVED

“TELLING YOUR STORY” USING PERFORMANCE MEASUREMENT

PRESENTING AN APPROACH TO PERFORMANCE MEASURE DEVELOPMENT

A Thesis

by

Kristen Noel Bennett

Approved by:

_____, Committee Chair
Mary Kirlin, D.P.A.

_____, Second Reader
Joseph Karkoski, M.P.P.A.

_____
Date

Student: Kristen Noel Bennett

I certify that this student has met the requirements for format contained in the University format manual, and that this thesis is suitable for shelving in the Library and credit is to be awarded for the thesis.

_____, Department Chair _____
Robert Wassmer Date

Department of Public Policy & Administration

Abstract

of

"TELLING YOUR STORY" USING PERFORMANCE MEASUREMENT

PRESENTING AN APPROACH TO PERFORMANCE MEASURE DEVELOPMENT

by

Kristen Noel Bennett

With an increased interest in government accountability and transparency, many strive to understand the role of our government and seek ways to gauge the success of public programs, departments, and agencies. Government has taken steps to measure and understand performance as well, especially following the passage of the Government Performance Results Act twenty years ago and, more recently, in response to the economic recession of the past five years. Performance measurement is a popular response amongst many municipalities in attempt to learn where they are succeeding and where they may need to improve. However, literature shows that many, if not most municipalities have fallen short of collecting the data needed to effectively pursue performance-based, results-oriented management.

In this thesis, commissioned by Yolo County's Administrative Officer, I design terminology and a customized training approach to help County departments develop performance measures, while avoiding the common challenges municipalities frequently face during their initial efforts.

Ultimately, two main factors continued to surface throughout the completion of this project, the need to include the appropriate people in the development of performance measures and to develop measures that clearly connect to goals. Developing this tool for Yolo County revealed that organizations need to be aware of the context of their work and their goals, in order to utilize the appropriate people to identify the accurate measures that will inform the performance of the organization. Only within the appropriate context and with connections drawn to goals, will the information gathered through performance measurement serve the need of informing the successes and failures of our government.

_____, Committee Chair
Mary Kirlin, D.P.A.

_____
Date

ACKNOWLEDGEMENTS

"To the generous mind the heaviest debt is that of gratitude, when it is not in our power to repay it." –Benjamin Franklin

Primarily, I would like to acknowledge my wonderful family. As educators, my parents instilled the importance of education in their children and opened doors for us through endless encouragement and the generous gift of our undergraduate educations. My sisters inspired me to pursue my graduate degree by setting a strong example with their graduate studies and their individual professional accomplishments. Secondly, I must thank my close friends Sarah and Matt who encouraged me through times of uncertainty and many long weekends of writing, helping to provide the ongoing motivation and support I needed to complete this project.

I must also thank my advisor Mary Kirlin, who I could always count on to push me when I needed pushing and reassure me when I needed reassuring. She taught me the vital importance of always asking questions, continuing to strive for understanding, and ultimately trusting your instincts. Thank you also to Joseph Karkoski for his generosity and willingness to support me through this project. Finally, I must thank and acknowledge Yolo County, specifically Patrick Blacklock and Mindi Nunes, for affording me this opportunity to complete this applied thesis and for always providing thoughtful feedback.

TABLE OF CONTENTS

Page

ACKNOWLEDGEMENTS vii

LIST OF TABLES x

LIST OF FIGURES xi

Chapter

CHAPTER 1: INTRODUCTION 1

Background: Initial Analysis of Yolo County Performance Measurement 2

Yolo County's Performance Measurement Initiative: Four-Box Model 3

Our Approach 4

Overall Challenges Expressed by County Administrator's Office 5

Overall Challenges Expressed by Sample Department 5

Recommendations from 2012 Analysis 6

Where is Yolo now? 7

My Product for Yolo County 8

2.

CHAPTER 2: REVIEW OF THE LITERATURE 11

Why Implement Performance Measurement?..... 11
What is Performance Measurement? 14

Challenges with Implementing Performance Measurement in Municipalities 18

Adoption versus Implementation 18

Staff and Stakeholder Buy-In and Response to Performance Measures..... 20

Organization's Capacity for Reform..... 22

Developing Appropriate Measures to Inform Planning and Decision Making..... 23

Summary of Themes for Successful Implementation 25

3. CHAPTER 3: DEVELOPING THE PERFORMANCE MEASUREMENT APPROACH

29

Telling Your Story: Using Performance Measurement 32

1. Including the Appropriate Stakeholders 33
2. Introducing the Process in a Way that Promotes Buy-In..... 34

3. Shared Understanding of Goals and Objectives 36

4. Developing Measures That are Connected to Goals and Objectives 38

Utilizing Appropriate Measures..... 44

Reflecting on Yolo County's Feedback 45

Concluding Remarks on Developing the Manual 46

CHAPTER 4: RECOMMENDATIONS AND CONCLUDING THOUGHTS 48

Recommendations to CAO to Address Common Performance Measurement Challenges 49

Revisiting the Six Recommendations from 2012 Analysis 54

Concluding Remarks..... 58

APPENDIX A: "Telling Your Story" Using Performance Measurement Manual 60

WORKS CITED..... 82

LIST OF TABLES

Tables Page

1. Table 2.1: Summary of Findings…….……..……..…… 20

2. Table 3.1: Summary of Performance Measurement Challenges and Major Themes for Successful Implementation…….……29

3. Table 3.2: Terminology Overview…….…….…….…….……...34

4. Table 3.3: Three Important Factors When Developing Measures……...…. 41

5. Table 3.4: Ideas to Keep in Mind While Identifying Outputs and Outcomes…… .43

LIST OF FIGURES

Figures Page

1. Figure 1.1: Four-Box Model…….……..…….…. 4
2.
3. Figure 2.1: Julnes: Logic Model on Performance Management……..……..13

4. Figure 2.2 Performance Measurement System ..…….…….……..…16

5. Figure 2.3: Basic Logic Model…….……..…… ……..……..17

6. Figure 3.1: Yolo County Performance Measurement System…….…… …… 31

7. Figure 3.2: Goal-Setting Section of Performance Measurement Worksheet……..….. 37

8. Figure 3.3: Basic Logic Model..…….…….…..…….39

9. Figure 3.4: How to Read a Logic Model……..…….…40

10. Figure 3.5: Organizing Travel Plans as a Logic Model Example…… ……40

11. Figure 4.1: Logic Model to Ensure Vulnerable Children Are Safe…….....51

CHAPTER 1: INTRODUCTION

The age-old debate around the role and cost of government has always included discussions about government efficiency, accountability, and success. Since the economic downturn in 2008 and the significant budget shortfalls that followed, there is heightened public interest in understanding our government, its accomplishments and failures. These difficult fiscal circumstances seem to have sharpened the divide in political opinions as well. Mixing the fiscal challenges with the strong difference of political opinions, further increases interest in finding a way to understand what our government is accomplishing or where it may be falling short. Obtaining a better understanding of the performance of government programs would provide a stronger evidence-based foundation upon which to make decisions, whether it is informing the voting public, the managers of the government programs, or elected officials.

At all levels of government, from the Federal government, to States, and municipalities, implementing performance measurement systems has been a popular response to the public's, managers', and top decision-makers' desire for more information about what is being accomplished (de Lancer Julnes & Holzer, 2001). Though many municipalities have proactively pursued performance measurement, studies show that there are significant challenges in integrating a comprehensive system that leads to evaluation of programs and provides valuable data to inform planning, management, and budgeting processes (Coplin, Merget, & Bourdeaux, 2002; de Lancer Julnes & Holzer, 2001; Melkers & Willoughby, 2005).

Like other municipalities across the country, Yolo County recently pursued performance measurement. The hope was that performance measurement would help the County Administrator's Office (CAO) and the Board of Supervisors with difficult decisions during these lean economic times. An analysis of the performance measurement initiative conducted last year by graduate students from Sacramento State resulted in recommendations designed to address some of the observed barriers to success and help Yolo County move forward. My thesis will help to implement two of the six recommendations through the development of a performance measurement manual including common terminology and definitions, as well as a reframing of an approach to performance measurement that Yolo County can use to provide one-on-one focused performance measurement training to their departments.

Background: Initial Analysis of Yolo County Performance Measurement

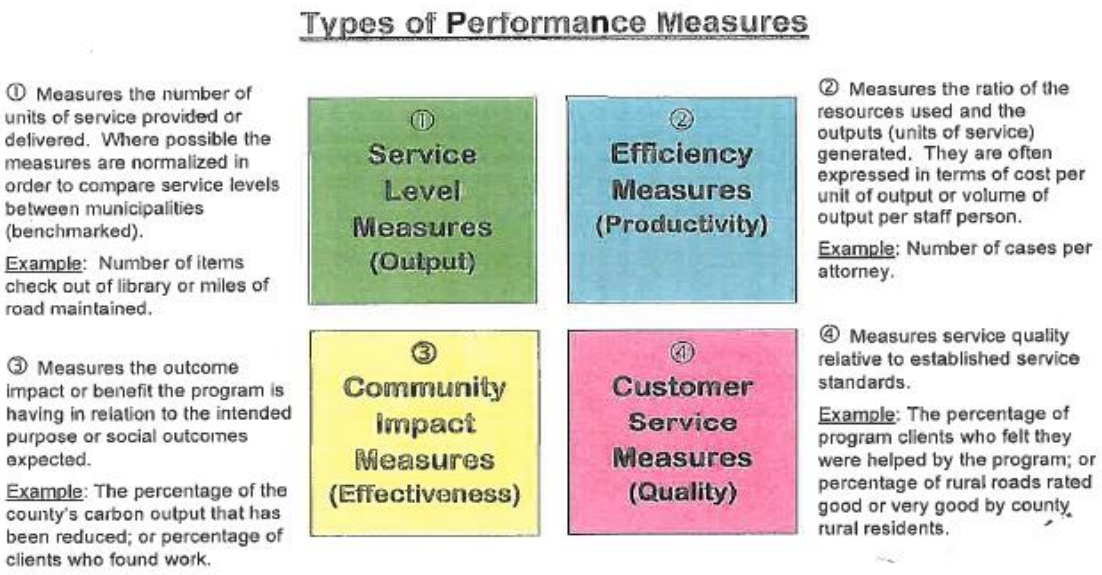
During the 2011-12 budget process, Yolo County took initial steps to outline countywide performance measures to better assess whether or not the County was achieving its goals and carrying out its mission. After these initial steps, County Administrator Patrick Blacklock requested the assistance of graduate students in the Master's in Public Policy and Administration program at California State University, Sacramento. As one of the six students in the group, the idea of marrying my studies in public policy and administration with my professional experience with performance measures intrigued me. We began with an analysis of the first two years of Yolo County's attempt to identify and track performance measures as part of their budget

process. An analysis of the steps taken to date, would allow us to identify recommendations or considerations for Yolo County as they move forward into subsequent years.

Yolo County's Performance Measurement Initiative: Four-Box Model

Yolo County's performance measurement initiative was based on a Four-Box Model the County Administrator was introduced to at a training. This model outlined four types of performance measures: Service Level Measures (Output), Efficiency Measures (Productivity), Community Impact Measures (Effectiveness), and Customer Service Measures (Quality). The CAO's intent was for each department to identify Output Measures in their budget documents during the first year. The departments would then add a new type of measure in each of the subsequent four years, until the budget documents included all four types of measures for each department. The approach wisely allowed Yolo County to phase performance measures into the budget process over time and it acknowledged the need to identify multiple measures to understand performance. Furthermore, this performance measurement initiative aimed to empower the departments to identify their own particular measures, rather than the CAO prescribing the indicators by which to measure the departments' performance.

Figure 1.1: Four-Box Model



Our Approach

To better understand the process and gauge the success, we wanted to get the perspective of both the County Administrator's Office who provided the directive for the process and a sample department that had attempted to identify measures through the process. We began by interviewing the Deputy County Administrator Mindi Nunes. From this, we were able to build a foundation and comprehend the expectations of the County Administrator's Office at the outset. Asking the County Administrator's Office to verbalize their initial expectations provided a barometer for us to use in gauging the communication of these expectations and the level of understanding the departments obtained. We then interviewed a representative from a sample department to hear their perspective of how the process went, in order to join the two experiences and formulate constructive feedback.

Overall Challenges Expressed by County Administrator's Office

One of the main challenges voiced by the CAO was the lack of common terminology and definitions. In addition, there was varied buy-in amongst departments, impeding the development of measures. Noted even amongst the CAO staff was a mixed understanding of definitions, terminology, and the messaging for performance measures. Different levels of understanding and the inconsistent messaging provided to departments made the task of educating the departments and creating buy-in even more arduous. An added challenge was the fact that due to budget constraints, the CAO was trying to introduce this new process with a shrinking staff of analysts. It was imperative that the process be strategic and efficient if it were going to be successful amongst the constraints. Overall, the confusion amongst the CAO staff, made it difficult to build understanding and create buy-in from departments where there was also a lack of understanding around performance measurement. These challenges became more apparent by the limited progress observed midway through the 2012-13 department budget process.

Overall Challenges Expressed by Sample Department

Our examination of the sample department revealed the difficulty associated with identifying measures really varied across departments depending on the type of services provided and work done in each department. The sample department felt that it was challenging to quantify their work and identify ways to measure their impact. There was hesitation that including performance measures in the budget process was an

incompatible and potentially prejudicial way to measure the organic and nuanced case-management type service they provide. Looking at a department with case-management type responsibilities, we could see where the initial misunderstanding and limited capacity concerning performance measurement expertise, acted as a significant hindrance to successfully identifying measures during the first two years of the performance measurement process.

Recommendations from 2012 Analysis

After gathering the perspective of a sample department and the County Administrator's Office, we were able to reflect on the first two years of this process and formulate six recommendations for the County Administrator to consider. Generally, our recommendations focused mostly on the challenges voiced by both the CAO and sample department. Specifically, the issues which contributed to a disconnect between the CAO's expectations and the final products presented by the departments. For this reason, we recommended pulling back and looking at the foundation of the process. This reflection included considering the appropriateness of the terminology, trainings, and the model, within the context of their expectations for the end-result. The following are the six recommendations resulting from our analysis, which we presented to the County Administrator's Office.

1. *Develop Consistent Communication:* Identify specific definitions and terminology, consistent strategic messaging, as well as clear instructions and expectations for the performance measurement initiative.

2. *Increase Individualized and Focused Training:* Provide trainings that bring each department up to speed in order to actively contribute to identifying their own performance measures.
3. *Present Performance Measurement as Internal Planning Tool for Departments:* Emphasize performance measurements as an integral tool for the departments to plan strategically and better assess their successes.
4. *Separate Performance Measurement Development from Budget Process:* De-emphasize performance measurement as strictly an accountability tool and make it so that the measures are not so closely and exclusively tied to the budget process.
5. *Utilize Performance Measurement to Influence County Culture:* Use the process of developing performance measures to promote strategic planning efforts and encourage progress toward dynamic, learning organization culture.
6. *Revisit Four Box Model:* Invest time in outlining the next steps in the process to ensure that they are aligned with the CAO's management strategies and will result in both correct representations of the performance of Yolo County departments and the information the Board of Supervisors' needs.

Where is Yolo now?

We presented our analysis and the above recommendations to the County Administrator's Office in May of 2012. The administration discussed the recommendations and reflected on the first two years of the initiative. After debriefing

internally, the County Administrator Patrick Blacklock expressed interest in pulling back from their original four-year plan and moving forward with some of our recommendations. Specifically, the CAO agreed that it would be prudent to start by developing consistent communication and a focused training plan. There was consensus that success was dependent on everyone speaking the same language within the CAO's office and that the departments will need a proper introduction to this common language. In moving forward with these initial two recommendations, there is opportunity for the administration to take into account the remaining four recommendations as part of their reframing of the initiative. Due to budget constraints and not being able to free up a substantial amount of resources to devote the personnel to reframing the performance measurement initiative, the process has not moved forward since the completion of the 2012-13 budget process. Because of these resource constraints, Yolo asked for my assistance in developing consistent communication and increasing their focused training on performance measurement as my graduate thesis.

My Product for Yolo County

My thesis project will build a foundation for the next steps of Yolo County's performance measurement initiative. To build this foundation, I will define terminology and definitions based on Yolo County's needs, as well as current best practices and models. I will incorporate these concepts and this new language for Yolo County into a performance measurement manual that will serve as a resource for both the internal CAO analysts, as well as the department personnel responsible for identifying future measures.

Lastly, I will design this manual as a guide for Yolo to present clear messaging and educate the departments of their expectations, the purpose of implementing performance measures, and the basics they will need to know in order to see how performance measures work for their specific department. Training on this manual will be on a focused, department-by-department schedule, per the recommendation from the group analysis last spring. The goal is for this performance measurement manual and redefining of performance measurement to provide Yolo with the necessary tools to create buy-in from departments and take a big step toward a comprehensive countywide performance measurement system.

The upcoming section of my thesis discusses the existing literature around implementing performance measures, including definitions of performance measurement, the conversation supporting performance measurement as a useful tool, and the commonly noted challenges with successfully implementing performance measurement systems. In addition, I include background on the major themes for successful implementation of performance measurement, to inform the decisions I made when developing the performance measurement manual for Yolo County. In the third chapter, I explain how the analysis of Yolo County's experience and the major themes for successful implementation of performance measurement informed the components of the performance measurement manual. I also explain how feedback from Yolo contributed to the final draft of the manual. My fourth and final section includes my comprehensive reflection on the process of developing the performance measurement manual, including the broader performance measurement system and strategy the County will need to

develop. I outline recommendations to the CAO as they utilize the manual moving forward and design the overall performance measurement system. I conclude by revisiting the original six recommendations from the 2012 analysis, as well as an overall discussion of performance measurement as a tool for understanding the efficiency and effectiveness of our government.

CHAPTER 2: REVIEW OF THE LITERATURE

In this chapter, I will review existing literature about the implementation of performance measurement systems. Throughout, I will provide some broader context from global or national references, but will focus on the literature that is specific to municipalities, pulling from analyses of situations similar or like that of Yolo County. First, I address the motivation for pursuing performance measurement and its value as a management tool. Second, I provide basic definitions of performance measurement. Then, I delve into the largest part of the existing literature, which covers the challenges associated with implementing performance measures to evaluate, plan, and manage municipalities. Lastly, I will conclude with the major themes to successful implementation of performance measurement, based on experiences of other municipalities.

Why Implement Performance Measurement?

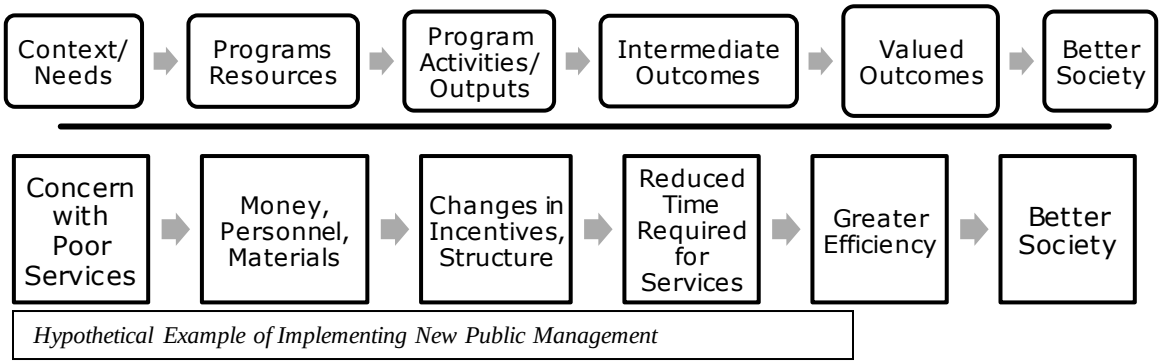
Performance measurement has become an increasingly popular tool for understanding performance within public and nonprofit organizations. The passage of the Government Performance Results Act (GPRA) of 1993 largely fueled this recent trend. The Federal government passed the GPRA to address Congress' concerns around waste, inefficiency, and effectiveness of government programs (Government Performance Results Act of 1993, 2005). The purpose of the GPRA was to require Federal agencies to initiate program performance reform, by setting objectives and goals to measure progress against, in order to improve the confidence of the American people and increase

accountability of the Federal Government (Government Performance Results Act of 1993, 2005). The GPRA encouraged performance measurement as part of a broader strategic planning process, stressing the importance of outlining comprehensive mission statements inclusive of major functions and operations, in order to measure progress toward general goals and outcome-based goals and objectives that inform advancement in the overall strategic planning efforts (Government Performance Results Act of 1993, 2005). The passage and implementation of this legislation resulted in an increased emphasis on performance and pursuit of performance measurement systems in Federal agencies and many State level governments as well.

Performance measurement is not just a bureaucratic pursuit of large Federal or State agencies. It has also been a popular tool for smaller municipalities and nonprofit organizations, where leaders and managers have struggled to meet service needs with fewer resources and a simultaneous pressure for results and accountability from the public (Wholey, 1999). Performance management or managing for results is a strategy offered by Wholey (1999) for managing amongst the challenges. He makes an important distinction; performance measurement is not the answer to the challenges, but the key is managing using performance data. Organizations pursue performance measurement as a way of gathering the appropriate data and organizing data in a logical way to measure progress toward goals, but the true value is not just in having that information, but also in using it to make strategic decisions about how to manage and operate moving forward (Wholey, 1999).

Much of the literature notes that performance measurement is pursued as a tool for gathering information about programs to better understand the level of progress being made (Behn, 2003; Berman & Wang, 2000; Coplin, Merget, & Bourdeaux, 2002; de Lancer Julnes & Holzer, 2001; Hatry, 2006; Melkers & Willoughby, 2005). Performance measurement can be very helpful in ascertaining whether an organization is successful or having its intended impact, if the right data is gathered and if the organization incorporates the information into planning and decision-making (Berman & Wang, 2000; Hatry, 2006; Wholey, 1999). Kaplan (2001) states that the quantification and measurement of an organization's strategy, allows organizations to reduce and even eliminate ambiguity and confusion around objectives and methods. Julnes (2007) emphasizes that the collection and analysis of outcome data through performance measurement, helps to promote evidence-informed governance, where decisions are made with consideration for the bigger picture of achieving goals to better serve the public. In Figure 2.1 below, Julnes (2007) demonstrates how performance measurement, focused on improvement or change, fits into the bigger picture of creating public value.

Figure 2.1: Julnes: Logic Model on Performance Management



Ultimately, there is not one single motivation for pursuing performance measurement. Behn (2003) describes eight purposes for identifying measures. His description is helpful in understanding the various motivations, as well as demonstrating the importance of being aware of what you are trying to accomplish when identifying measures. Below are the eight purposes for utilizing performance measurement outlined by Behn (2003).

1. To *evaluate* performance
2. To *control* behavior
3. To *budget*
4. To *motivate* people
5. To *promote* an agency's competence
6. To *celebrate* achievements
7. To *learn*
8. To *improve*

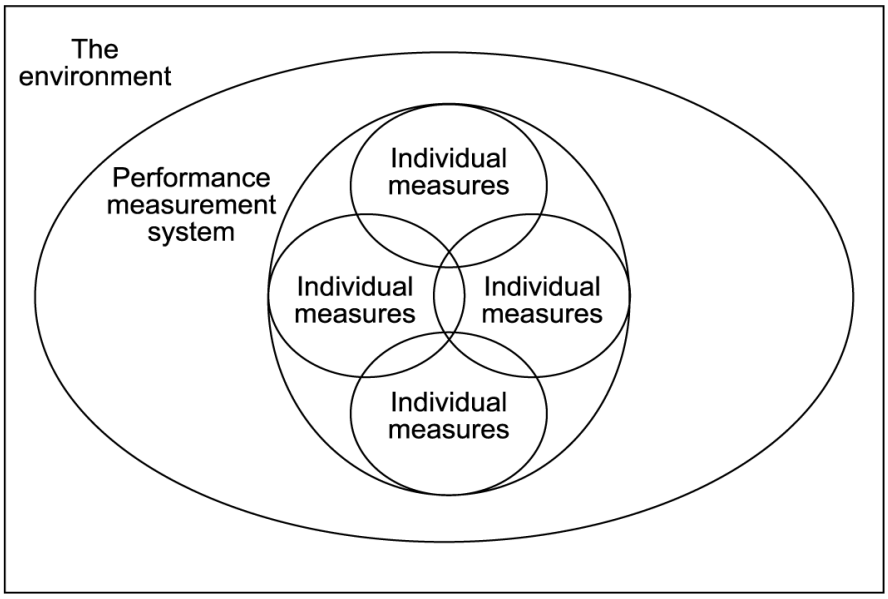
What is Performance Measurement?

It is important to first gain an understanding about what people are referring to when they talk about performance measurement and performance measures. Neely, Gregory, and Platts (2005) introduce performance measurement as a routinely discussed, yet rarely defined topic. This captures the level of confusion around the subject, especially among organizations who attempt to implement performance measurement systems. To understand how best to utilize performance measurement it is pertinent to first define the topic. Neely, Gregory and Platts (2005) use the following definitions:

1. "*Performance measurement* can be defined as the process of quantifying the efficiency and effectiveness of action."
2. "A *performance measure* can be defined as a metric used to quantify the efficiency and/or effectiveness of an action."
3. "A *performance measurement system* can be defined as the set of metrics used to quantify both the efficiency and effectiveness of actions."

These definitions are helpful in understanding that there is an overarching performance measurement system with a structure and a focus on the overall purpose and goal. Further, performance measurement is the actual process of measuring and collecting data, using specific, individual performance measures. Emphasizing the difference between performance measures, performance measurement and the performance measurement system helps to isolate their purposes. Thus, it is clearer that the individual measures mean to get into the specifics and minutia of what you are measuring, whereas the performance measurement system means to draw a connection between the information gathered by the performance measures and the progress toward accomplishing your comprehensive goals. To demonstrate the system, Neely, Gregory and Platts (2005) provide a model representing the way that individual measures fit into the bigger, overall performance measurement system, as demonstrated on the following page in Figure 2.2.

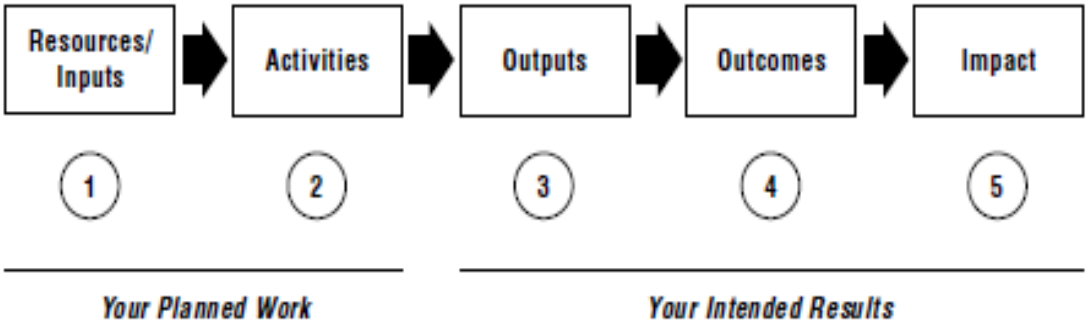
Figure 2.2: Performance Measurement System



Similar to the way that Neely, Gregory, and Platts (2005) draw connections between individual measures and the overarching performance measurement system, the "logic model" approach to defining performance measurement offers a way to understand the connections between specific components of measures and how connecting these specific components will inform progress toward goals. The W.K. Kellogg Foundation's *Logic Model Development Guide* (2004) defines the logic model as "a picture of how your organization does its work." The context for the logic model approach and examples provided in this guide is that of understanding and evaluating programs. This context may be valuable in looking at organization sub-units or departments. It goes on to describe that the logic model approach links outcomes or goals, with activities or processes and various theoretical assumptions or principles of the program (W. K. Kellogg Foundation, 2004). Various diagrams like the one in Figure 2.3 are included in the The Logic Model

Development Guide (2004) as simple overviews of the connection between the components of measures and understanding the overall impact.

Figure 2.3: Basic Logic Model



The basic definitions outlined indicate that performance measurement is a way to measure the actions taken by an organization and the results of those actions. When there is a strong understanding and a clear outline, performance measurement allows organizations to quantify their actions. Performance measurement also allows organizations to collect the appropriate data to understand if the inputs (e.g. funding, employee time, etc.) going into a system through actions, will result in moving the organization toward the completion of outcomes, or goals. These definitions and models incorporated above present the foundation for understanding the importance of the specific measures, as well as the larger goals to which they connect.

Challenges with Implementing Performance Measurement in Municipalities

"The problem of utilization of performance measures emerges as a multifaceted one, where measures are often not developed, developed only selectively, or, most notably, developed but not used or selectively used, highlighting the claim that utilization is not a singular event, but a process"- (de Lancer Julnes & Holzer, 2001)

The literature discussing the challenges associated with introducing performance measurement to public organizations, specifically municipalities, emphasizes many challenges. These include moving beyond adoption of the performance measurement policy to actual implementation, limited or insufficient buy-in from staff and stakeholders, the organization's capacity including technical abilities, and measure development falling short of actual outputs and outcomes to inform management processes. These challenges serve as barriers to successful implementation of the measures and to the optimal use of performance measurement by management to inform planning and decision-making.

Adoption versus Implementation

The literature first recognizes the divide between adopting a policy to identify and utilize performance measures and the actual implementation and utilization of the measures. Coplin, Merget, and Bourdeaux (2002) draw attention to the idea that the public's interest in increased accountability from their governments is not enough to be the sole driving force for performance measurement. They go on to note that appealing to

reason will not wipe away the barriers to successful implementation of performance measurement, because of the significance of potential resource and political obstacles (Coplin, Merget, & Bourdeaux, 2002). For instance, it may be possible to get stakeholders on board with the idea of reform, but attitudes may change once the costs of implementation are realized. Specifically, the costs associated with allocating staff-time to the reform. During times of restricted resources, employees are often asked "to do a lot with little," and asking them to take on a new reform effort may not be positively received. The political barrier comes into play when one considers the competitive environment that comes with being evaluated or measured. People are hesitant to be measured and evaluated, fearing what may happen if the results are unfavorable. The political implications associated with a designation of underperforming, or unsuccessful, can lead to individuals boycotting performance measurement, or not investing in implementing a successful performance measurement system.

This idea of buy-in and support beyond the initial adoption of the policy is also supported by de Lancer Julnes and Holzer (2001) in their examination of the utilization of performance measures in public organizations. They examine how performance measurement initiatives can crumble or dissolve as organizations move from the decision phase to adopt performance measures to the active implementation phase. They completed a multiple regression analysis of the data collected through a survey of Governmental Accounting Standards Board (GASB) members and individuals on mailing lists from International City/County Management Association, and the National Association of College and University Business Officers (de Lancer Julnes & Holzer,

2001). The results of the regression identified there are different factors that influence the adoption versus implementation of performance measures. Their conclusion was that rational/technocratic factors, such as external or internal requirements and goal orientation influence the adoption of performance measurement. However, political/cultural factors, such as external interest, percent unionized, and attitudes toward risk are strong influences on the implementation of performance measurement. A summary of their findings is below in Table 2.1. Due to the pressure of these political/cultural influences, de Lancer Julnes and Holzer (2001) stress that the level of buy-in needed for the actual utilization of performance measures is much more significant, than garnering initial support.

Table 2.1: Summary of Findings

	Adoption	Implementation
Rational/technocratic	External Requirements Internal Requirements Resources Goal Orientation Information	Resources Information
Political/cultural	Internal interest groups	External interest groups Percent unionized Risk taking Attitudes

Staff and Stakeholder Buy-In and Response to Performance Measures

Studies analyzing surveys of representatives from municipalities across the country show that while there is broad use of performance measures in many municipalities, the performance measures are often insufficient means of clearly

understanding performance. Because of a lack of internal support, the measures are inadequate in informing planning, management, or budget decisions (de Lancer Julnes & Holzer, 2001; Melkers & Willoughby, 2005). Success depends on internal support because it affects the identification of appropriate measures and whether the environment will be open to learning from the information gathered through the process. Since internal support is crucial to the success of a performance measurement system, it is prudent to keep in mind the economic, political, and cultural factors that influence such buy-in (Coplin, Merget, & Bourdeaux, 2002; de Lancer Julnes & Holzer, 2001; Melkers & Willoughby, 2005)

Performance measurement can have significant economic dimensions; specifically the potential role performance measures can play in budgeting decisions. Performance measurement has become popular due to the hope that the data collected and analyzed through performance measures can inform funding decisions. However, presenting this as a primary or sole purpose of identifying and tracking performance measures can influence the way the process is received internally (Coplin, Merget, & Bourdeaux, 2002). Commonly referred to as "performance based budgeting," this focus can imply that the entire motivation for pursuing performance measurement is to determine the worthiness of a program, department, or agency for funding. There is obvious value in using the analysis of performance measures to inform funding decisions, but framing the process as such presents a potentially legitimate organizational hurdle.

The sensitive nature of introducing a solely budget-based motivation touches on the importance of framing the introduction of performance measures correctly, to allow

for internal politics and culture. Whereas the culture can hinder the acceptance of new measures, the new measures can also influence the culture, so it is possible for internal politics to play a large role. Coplin, Merget, and Bourdeaux (2002) draw attention to the fear that sometimes comes with someone measuring or evaluating you, especially if there is a threat that these measurements will be the basis for funding decisions. They stress that fear can be influential to an environment, culture, and decision-making. Measuring performance creates a competitive environment where interdepartmental or interagency politics may exist and breed. One must consider the political atmosphere after a potential reallocation of funds from one area to another due to performance measure analysis. In addition, consider the motivation incorporated into developing measures for a program or department that previously may have missed the mark on their performance measure goals. De Lancer Julnes and Holzer (2001) discuss the uncertainty and risk among employees that can result from being measured. They go on to stress, that to ensure that employees, stakeholders, and decision makers remain on board when it comes time to pay for the implementation of performance measures, or to use the information gathered to make tough decisions, it is necessary to include them in highly political processes like identifying indicators to measure performance (de Lancer Julnes & Holzer, 2001).

Organization's Capacity for Reform

Berman and Wang (2000) outline the key factors in an organization's capacity and ability to accept the reform that comes with implementing performance measures. They draw attention to having an awareness of the needed technical abilities to design

measures, the aptitude to overcome barriers that may arise due to a lack of this technical knowledge in this area, and the level of buy-in that exists, whether from boards, legislators, managers, or employees. Berman and Wang (2000) draw attention to the connection between the capacity for reform, the technical abilities, and the level of buy-in that may exist. Employees are often more supportive of performance measurement and willing to participate when they understand its purpose and what can be accomplished through performance measurement (de Lancer Julnes & Holzer, 2001). Tying together the important considerations of who identifies measures, who tracks progress, what the information will be used for, and how individuals will react, is important in considering an organization's capacity to support reform (Berman & Wang, 2000). These connections may not naturally exist, but organizations can outline them and train their employees on roles, so that the reform is more likely to be successful (Berman & Wang, 2000; de Lancer Julnes & Holzer, 2001).

Developing Appropriate Measures to Inform Planning and Decision Making

It is common to see performance measures implemented in a silo. This means that an initial motivation could lead to creating performance measures, without a comprehensive understanding of the many ways to utilize performance measures. For this reason, Melkers and Willoughby (2005) explain that the level of inclusiveness throughout the development of the measures influences the longevity and overall success of the process. Consider a situation where department heads are solely responsible for identifying measures. It is possible that these measures would not address the overall

needs of the municipality, the interests of the community, or be relevant in the budget process. On the other hand, consider a situation where budget officers alone identify measures. In these cases, there is a loss of content expertise, as well as the valuable perspective of the department people who innately understand the impacts of their work.

Coplin, Merget, and Bourdeaux (2002) further this discussion around performance measurement in government with the hopes of better understanding the role that professional researchers can play in moving the practices forward, so that performance measurement is better utilized in the public sector. Their examination of existing efforts revealed the same thinking, which is that performance measurement is a popular topic and there is an increasing trend of performance measurement implementation. However, the efforts still fall short of integrating performance measures into management and planning processes. This indicates that simply having measures and collecting data does necessarily result in anything, unless the measures and the information are actually used for something (Behn, 2003). Coplin, Merget and Boudeaux (2002) delve into implementation of performance measurement and share their belief that municipalities need to move beyond measures of workload to develop outputs and outcomes that speak to performance. This will inform public officials and the public, as well as the planning and management practices of the municipalities.

Identifying the appropriate process and measures is necessary to move into performance management, where the information gathered by performance measures is actually used. To do so, the measures need to go beyond simple inputs and outputs, so that the organization is collecting information on long and short-term outcomes (Hatry,

2006). This is crucial since outcomes focused on change or improvement of some kind, rather than just simple tally counts of outputs; actually help determine if there is progress toward significant goals and objectives. Tracking change, which could be reductions, improvements, or growths, is the information that is most useful for organizations to understand performance and make informed decisions. In addition, outcome measures that capture the impact on the community can represent the priority of the public who rely on government, yet often do not feel like they have much influence on government policies (Fountain, 1991; Frisby, 1996; Ho & Coates, 2004).

Summary of Themes for Successful Implementation

Through my research, I learned that there is a significant amount of literature about the challenges associated with implementing performance measure. Best practices and suggestions for implementation of performance measurement surface in response to the challenges experienced by municipalities. Challenges are understandable considering that there is no one measure you can apply across the board or one performance measurement system that works for every organization. That said, much of the literature outlined in this section thus far (Behn, 2003; Berman & Wang, 2000; Coplin, Merget, & Bourdeaux, 2002; de Lancer Julnes & Holzer, 2001; Melkers & Willoughby, 2005; Neely, Gregory, & Platts, 2005; Wholey, 1999; W. K. Kellogg Foundation, 2004), emphasizes the same themes and key concepts that need to be in place for successful implementation of performance measurement. These themes are as follows: including the appropriate stakeholders, introducing the process to them in a way that promotes internal

support and buy-in, developing measures that connect to the shared goals and objectives, and having a shared understanding of goals and objectives.

1. *Including the appropriate stakeholders*— Performance measurement processes are more successful when stakeholders understand the purpose of performance measurement and are included in the development of measures. This includes those who will track the measures and those whose progress will be evaluated by the measures (Berman & Wang, 2000; Fountain, 1991; Frisby, 1996). The inclusiveness is important to ensure that the appropriate content expertise is at the table. In addition, it is crucial to empower the individuals who are potentially being evaluated through performance measurement, by involving them in the process of identifying the indicators by which their performance is evaluated (Coplin, Merget, & Bourdeaux, 2002; Melkers & Willoughby, 2005). The less prescribed measures appear to be, the more likely individuals are to support the process.

2. *Introducing the process in a way that promotes buy-in*— Since a lack of internal support can be a significant barrier to the success of a performance measurement process, the framing and introduction of performance measurement to an organization is very significant, This will impact overall buy-in as individuals identify measures, collect, compile and analyze data, and utilize the gained information. Performance measurement processes are more likely to be successful

when line managers and employees are included, buy-in, and understand the measures (de Lancer Julnes & Holzer, 2001; Poister & Streib, 1999).

3. *Developing measures that are connected to goals/objectives*— The most informative measures are those that are aligned and connected to the organization's goals and objectives (De Lancer Julnes & Mixcoatl, 2006; Government Performance Results Act of 1993, 2005; Hatry, 2006; Ho & Coates, 2004; Julnes, 2007; Kaplan, 2001; Melkers & Willoughby, 2005; Neely, Gregory, & Platts, 2005; Wholey, 1999; W. K. Kellogg Foundation, 2004). Organizations are more likely to base management decisions on performance, when the specific data and information collected through performance measurement informs progress toward goals (Behn, 2003). The context for the data is important in determining whether the information is going to be used, or set aside (Berman & Wang, 2000; Coplin, Merget, & Bourdeaux, 2002; de Lancer Julnes & Holzer, 2001; Melkers & Willoughby, 2005).

4. *Shared understanding of goals and objectives*— Performance measurement is meant to measure and quantify progress toward goals, so it is crucial that there is a shared understanding of the long-term and short-term goals (Government Performance Results Act of 1993, 2005; Neely, Gregory, & Platts, 2005). After all, you need to know where you are going in order to map a route to get there.

The literature discussed in this chapter stresses the importance of planning for the employee response to the performance measurement initiative. Employees play a vital role in the overall success of performance measurement. There is also an emphasis on evaluating the skills and personalities within the organization to know how best to include employees in the development process. Lastly, it is vital that there is a clear understanding of the expectations for the performance measurement process, so that the design of the measures is in line with their planned use. In the following chapter, I will outline the contents of the performance measurement manual that I developed for Yolo County, keeping in mind the background on performance measurement pulled from the literature. The chapter will provide insight and overview of the terminology and the performance measure development process I recommend for Yolo County.

CHAPTER 3: DEVELOPING THE PERFORMANCE MEASUREMENT APPROACH

In this chapter, I outline the performance measurement manual that I developed for Yolo County. First, I revisit a summary of the challenges and themes for successful implementation from the literature. The analysis of Yolo County's initial efforts, as well as the major themes for successful implementation from the literature, serve as the foundation for the decisions made when developing the manual. Second, I provide an overview of the manual, outlined in the context of the major themes for successful implementation. I then discuss the importance of revisiting and evaluating the measures after implementation, to ensure they are appropriate. Lastly, I conclude by reflecting on Yolo County's feedback of the initial manual draft, including how their feedback informed the final version of the manual.

Table 3.1: Summary of Performance Measurement Challenges and Major Themes for Successful Implementation

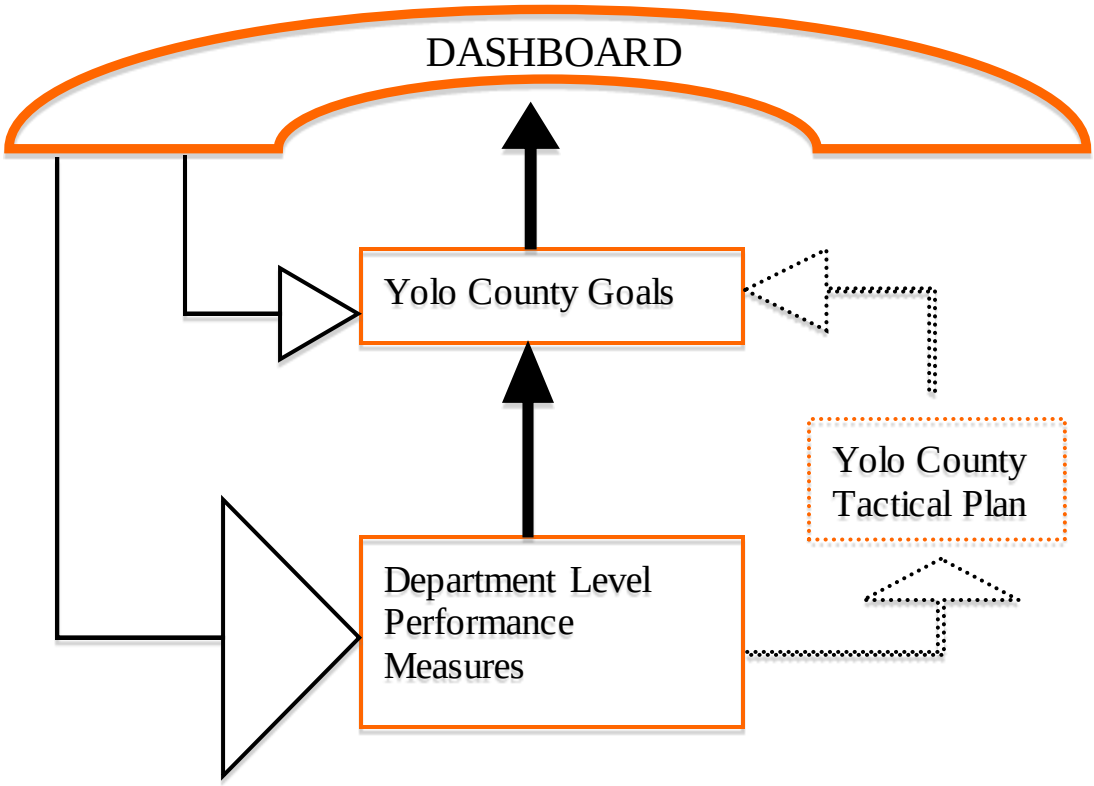
Major Challenges	Major Themes for Successful Implementation
1. Moving beyond adoption to actual implementation 2. Limited or insufficient buy-in from stakeholders 3. Organization's capacity including technical abilities 4. Development of inappropriate measures	1. Including the appropriate stakeholders 2. Introducing the process in a way that promotes buy-in 3. Shared understanding of goals and objectives 4. Developing measures that are connected to goals/objectives

Table 3.1 above, summarizes the challenges and major themes for successful implementation identified through my review of the literature. The challenges are similar to those Yolo County experienced during the first two years of their performance measurement efforts. Therefore, in developing the performance measurement manual, I made decisions based on both the challenges Yolo experienced firsthand and the major themes for successful implementation from the literature. Overall, the analysis revealed the need to develop a manual presenting a very goal-oriented direction, focusing on aligning measures to specific goals. In order to involve the necessary people and create buy-in, the framing of the concepts needed to empower the departments by giving them ownership over their measures and by showing the value performance measurement brings to them.

The intention behind the manual was to provide Yolo with a tool to facilitate the development of performance measures with the departments; it was not to develop an overall performance measurement system from beginning to end. However, the six recommendations from the previous analysis of Yolo County's performance measurement efforts and the themes that surfaced in the literature emphasized that this manual and the development of performance measures, are components of a bigger picture. Therefore, though the intention was not to develop the entire system, it was important to keep in mind the remaining recommendations and the bigger system concepts. This was crucial to ensure the manual presents an approach that allows the County to incorporate the development of measures into a strategic overall system.

To account for the entire system I mapped Yolo's current county goals and tactical plan, with the new tools Yolo commissioned, the department performance measures and an overall county dashboard. Below, Figure 3.1 illustrates how all of the components fit together and interact within the performance measurement system.

Figure 3.1: Yolo County Performance Measurement System



Considering this overall performance measurement system, I knew that the department measures would need to connect to overall county goals. This would be necessary if the performance measurement efforts were going to inform county performance, rather than just inform department performance. In addition, I knew that the county is currently pursuing a potential dashboard, a mechanism to present the

performance data on their website. Therefore, the department measures needed to align with both the county goals and the indicators that will eventually represent the county performance through the dashboard. Ultimately, my decision-making during the development of the manual kept in mind this overall performance measurement system, the conversations with Yolo representatives, my professional experience working with organizations to develop measures, and the major themes for successful implementation from the literature.

Telling Your Story: Using Performance Measurement

The title of the manual is "Telling Your Story: Using Performance Measurement." Yolo County leadership indicated that they want performance measurement to help them understand what they are doing and how well they are doing it. They asked for my assistance with creating terminology and developing a training that they can use to introduce the concepts of performance measurement to their departments during one-on-one training sessions. As I developed the manual, I used the county's previous challenges and the major themes for successful implementation as the foundation for my analysis. In the following section, I discuss the main components of the manual and the approach to developing measures, presented in the framework of the major themes for successful implementation: including the appropriate stakeholders, introducing the process in a way that promotes buy-in, shared understanding of goals, and developing measures that are connected to goals and objectives.

1. Including the Appropriate Stakeholders

Performance measurement processes are more successful when stakeholders understand the purpose of performance measurement and are included in the development of measures. This includes those who will track the measures and those whose progress will be evaluated by the measures (Berman & Wang, 2000; Fountain, 1991; Frisby, 1996). During the 2012 analysis, Yolo County agreed that the performance measure development process did not include all of the necessary people from the departments. Yolo acknowledged that only working with the budget representatives from the departments did not produce comprehensive measures across departments. It was apparent that Yolo needed to expand the process to include more individuals with content expertise to ensure measures capture the appropriate performance data.

Since including the appropriate stakeholders is a major theme, and Yolo's expectations are that each department will develop its own measures, I composed the manual as if I were talking directly to the departments. This allowed me to frame guidance for Yolo that is appropriate for their one-on-one discussions with departments to develop aligned measures. Whether an individual comes to the process with extensive background in performance measurement, or a limited understanding of the concepts, the manual outlines terminology and builds a foundation, so that everyone is on the same page. For that reason, one of the first pieces of the manual is an overview of the terminology used in the process, as presented below in Table 3.2.

Table 3.2: Terminology Overview

Terminology Overview	
Performance Measurement	The process of quantifying the efficiency and effectiveness of action
Performance Measure	A metric used to quantify the efficiency and/or effectiveness of an action
Performance Measurement System	The set of metrics used to quantify both the efficiency and effectiveness of actions
Inputs	Resources it takes to accomplish the activity (i.e. human, financial, organizational, and community)
Activities	The specific work done to accomplish the goal
Beneficiaries	Who or what is expected to be "changed" by the activities
Output	The product of the activities, such as the amount of service provided, or the number served
Outcome	The change that results from the activities
Target	The short-term goals for your outputs and outcomes, which you plan to accomplish as a step toward meeting long-term goals
Indicator	The thing you look at to determine progress toward the target
Result	What you expect to address if targets are met
Impact	Long-term overall goal
Instrument	The actual data collection tool used to gather data to measure indicators

2. Introducing the Process in a Way that Promotes Buy-In

A lack of internal support can be a significant barrier to the success of performance measurement process. This was evident in the county's initial efforts, confusion led to a lack of buy-in. Therefore, performance measurement processes are more likely to be successful when line managers and employees are included, buy-in and

understand the measures (De Lancer Julnes & Mixcoatl, 2006; Poister & Streib, 1999). The likelihood that one will encounter barriers to implementation are even greater when potential political or economic implications are associated with a new process being introduced (Coplin, Merget, & Bourdeaux, 2002; de Lancer Julnes & Holzer, 2001). Observations of the process in Yolo revealed that the departments did not have a clear understanding of the expectations. Against a backdrop of significant budget cuts, there was heightened concern about being measured, especially through a process that people did not fully understand. This hesitation from participants contributed in part to the stalled progress during the first two years. Realizing that this was a common and significant challenge organizations face when implementing performance measurement, framing of the manual needed to plan for the employee reaction, and proactively strive for employee buy-in and internal support.

To address needing to introduce performance measurement strategically and thoughtfully, I chose the "Telling Your Story" approach to frame the information in a way that illustrates the value of performance measurement for each County department. This approach stresses the importance of measuring performance in relation to stated goals, hence articulating successes and progress toward the goals (Hatry, 2006). This emphasizes a self-reflective evaluation method, through which departments have significant influence, rather than an external evaluation method that they may feel is completely out of their control. Ultimately, empowering the departments to take ownership over the process should limit the pushback against the implementation of performance measurement.

3. Shared Understanding of Goals and Objectives

Since performance measurement intends to measure and quantify progress toward goals, a shared understanding of the long-term and short-term goals is crucial (Government Performance Results Act of 1993, 2005; Neely, Gregory, & Platts, 2005). This shared understanding of goals and objectives is necessary to reach the optimal use of performance measurement, where it informs the direction and progress of the organization (Hatry, 2006). In the case of Yolo, it did not appear that goals were the driving force behind developing the initial measures. My understanding was that the Four-Box Model approach did not really encourage the bigger picture discussions about goals and overall objectives. From the 2012 analysis, it appeared that some participants might have spent more time trying to understand the expectation behind identifying a "productivity" measure, than understanding the overall purpose for the performance measurement process. Hence, participants overlooked that the purpose of the process was not just about identifying a productivity measure, but was more about learning where the county may be excelling and where it may be struggling. Since goals were not the primary focus of the previous approach to developing measures, I assume the discussions around goals may not have been robust enough to gain a shared understanding of the departments' goals and objectives. For these reasons, the approach I took in the manual is completely rooted in goal setting.

Therefore, after introducing performance measurement as a way to "tell your story," and outlining the terminology used when developing aligned performance measures, I emphasize that the departments will start by outlining their goals. Not only do

they need to identify their goals, but also understand how their goals fit into broader county and community goals. Goal identification is important in order for the departments and the CAO to comprehend where the departments are trying to go. Once they know where the departments are trying to go, they can design a plan for tracking progress toward that goal. Since the CAO intends to work one-on-one to train departments on performance measurement, this goal-identifying step of the process will provide the opportunity for the administration and the department to reach a shared understanding of goals and objectives. To further hone in on the importance of the connections between department goals and countywide goals, the development process in the manual instructs the departments to identify not just the department goal, but also the overarching countywide goal and broader dashboard indicator that the goal intends to address. Figure 3.2 below demonstrates this portion of the process.

Figure 3.2: Goal-Setting Section of Performance Measurement Worksheet

Performance Measure Title:			
		Output	Outcome
1	Dashboard Indicator: *What is the broad countywide indicator this measure addresses? What does the community want to see?*		
2	County Goal /Board of Supervisors' Goal: *What broader county goal does this address?*		
3	Department Goal: *What overall Department goal does this address?*		

Following the outlining of goals, departments need to have a clear understanding of their work and the day-to-day tasks. The departments also consider the ways they already measure performance and success. Focusing on current practices supports the value of their current approach and shows that performance measurement does not have to be something prescribed that goes against current best practices. Lastly, the departments are encouraged to bring all existing measures to the table to utilize, or possibly build upon. It creates buy-in to embrace and recognize prior effectiveness, rather than ignoring previous efforts by starting over.

4. Developing Measures That are Connected to Goals and Objectives

Though there are many types of measures organizations can develop, the literature strongly supports that the most informative measures are those which align and connect to the organization's goals and objectives (De Lancer Julnes & Mixcoatl, 2006; Government Performance Results Act of 1993, 2005; Hatry, 2006; Ho & Coates, 2004; Julnes, 2007; Kaplan, 2001; Melkers & Willoughby, 2005; Neely, Gregory, & Platts, 2005; Wholey, 1999; W. K. Kellogg Foundation, 2004). The absence of measures that connect to goals and objectives is perhaps the most dominant theme in the literature covering performance measurement in municipalities. As touched on above, the Four-Box Model utilized by Yolo did not focus on identifying measures connected to goals. Rather the Four-Box Model attempted to approach performance measurement by measuring areas, such as productivity, effectiveness, and quality, in a disconnected way. To address the previous disconnect and the major theme for successful implementation of

developing measures connected to goals, I chose an approach to developing measures that is completely centered on drawing the connections between an organization's actions/inputs, their outputs, outcomes, and overall impacts. This approach utilizes a logic model.

After introducing performance measurement as a tool for collecting vital information for "telling your story" and rooting the entire process in the context of goal setting, I outline the concept of a logic model and the specific components of an aligned measure. Ultimately, the examples and the overview provided, show how important it is to develop performance measures that track progress toward goals. Rather than prescribed measures that do not align with goals. This logic model approach, addresses the major theme for successful implementation of developing measures that connect to goals and objectives. Below are figures included in the manual to introduce a logic model.

Basic Logic Models Developed from W.K. Kellogg Foundation Examples (2004)

Figure 3.3: Basic Logic Model

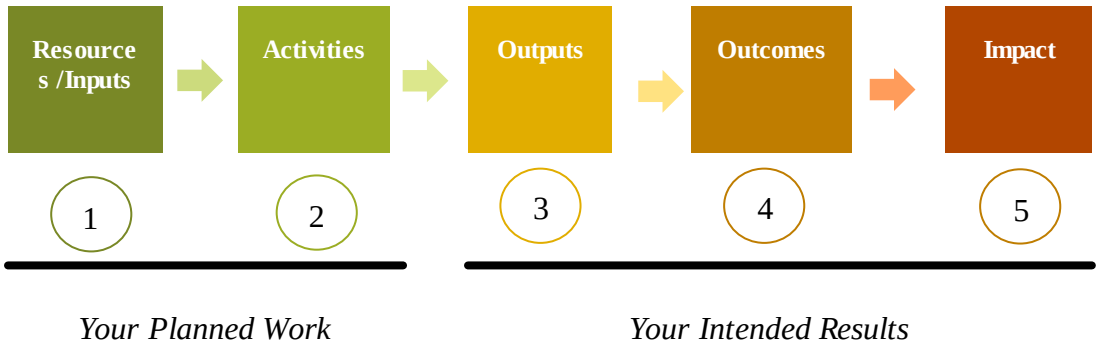


Figure 3.4: How to Read a Logic Model

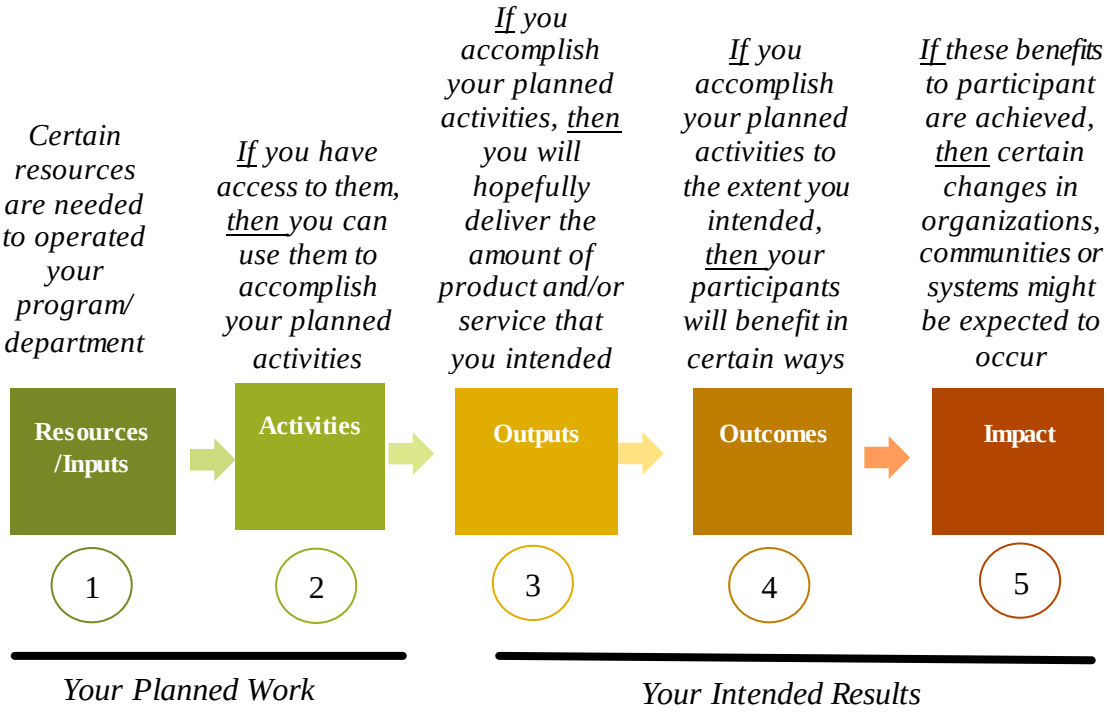
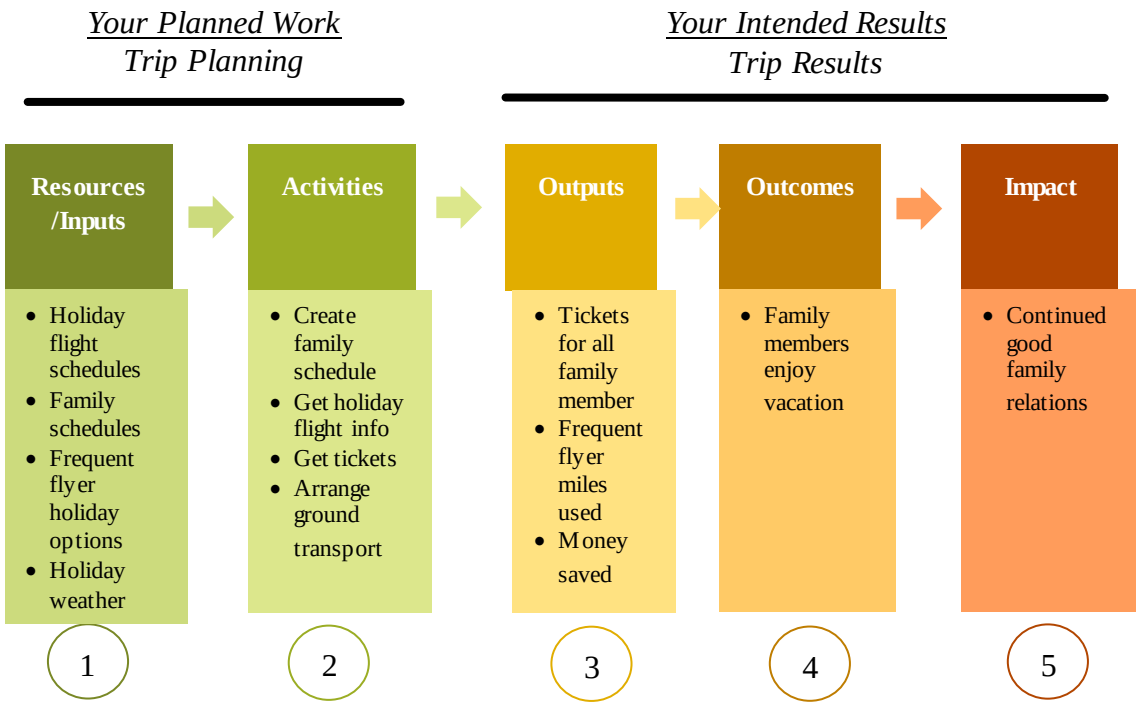


Figure 3.5: Organizing Travel Plans as a Logic Model Example



Since, outlining measures connected to goals is the most significant finding in the literature, the manual offers guidance for how to align measures, and connect inputs, activities, outputs, outcomes, and long-term goals. I outline three important factors below in Table 3.3 to assist departments.

Table 3.3: Three Important Factors When Developing Measures

Three Important Factors When Developing Measures
1. *Understand expectations and discuss goals to come to a common understanding, both up and down.* This means create a shared understanding of goals and expectations with the County Administrator's Office, your superiors, as well as the managers and employees within your department who will shoulder the responsibility of meeting targets and goals.
2. *Involve the appropriate people.* Identifying measures should involve people who are familiar with the work and have a working knowledge of the department goals and current data collection processes. Bring in the colleagues you feel are appropriate in order to bring all of the necessary knowledge and perspectives to the table. Also, consider who will be integral in the data collection and analysis of the outlined measures and whether they need to be involved in this process as well.
3. *Do not limit yourself to only the data you currently collect.* In this process, think outside the box and do not put barriers in front of yourself from the beginning. Consider what you want to measure and what you want to know. Afterwards, you can think about the "how" as far as the feasibility of data access and collection. Not limiting yourself to currently available data will provide you the opportunity to identify measures that are truer to your goals rather than a product of your current capacity to collect data.

In addition, in the manual I introduce two performance measurement worksheets for departments to utilize when drafting aligned measures. The first worksheet is a very simple logic model that departments can use to broadly outline the resources, activities, outputs, short-term and long-term outcomes, which lead to the bigger impact and long-term goals of the department. The second worksheet, which includes the goal-setting

section, is a more detailed performance measurement worksheet. This worksheet will be used to outline more specific details in the logic model, including who or what will be impacted, what specific indicators the department will look at to understand progress toward short-term goals, and how the specific measure fits into the bigger picture of county-wide goals. I present the logic model worksheet as a starting place, but ultimately the second performance measurement worksheet allows the departments to outline the measures in greater detail and will help them understand the connections at a deeper level. The entire manual, including the two worksheets, is available in Appendix A.

Following a description of the worksheets, departments are encouraged to create a worksheet for each goal toward which they want to track progress. For each goal, they will then outline target outputs and outcomes to reflect short-term goals they plan to accomplish as steps toward the broader long-term goals. These first steps focus on the goals and identifying a path to accomplishing those goals. Departments are encouraged to include any appropriate outputs that they already track. On the following page, Table 3.4 outlines important ideas for departments to consider when determining outputs and outcomes.

Table 3.4: Ideas to Keep in Mind While Identifying Outputs and Outcomes

Keep in Mind While Identifying Outputs	***Keep in Mind While Identifying Outcomes***
1. *List the outputs you already track and collect data on.* Fill in existing outputs into the appropriate measures. If you currently collect data on outputs that are not appropriate for any of the goals you have noted on worksheets, note these outputs and set them aside. You will still want to track these data, just not as part of this specific aligned measure.	1. *SMART outcomes* (W. K. Kellogg Foundation, 2004) *Specific* *Measurable* *Action-oriented* *Realistic* *Timed* Outcomes need to be precise and set to be accomplished in a given time period. They are not broad, amorphous goals.
2. *Identify any new outputs that will need to be tracked to understand progress toward goals noted on your performance measurement worksheets.* Note the data you would like to collect to inform progress, regardless of barriers such as access or feasibility of collection. The first priority should be identifying the output that is best for understanding progress toward the goals; the limitations can be discussed afterwards. Start with the best-case scenario and adjust afterwards if needed.	2. *What changed?* Remember that an outcome represents some form of change. Consider what/who changed, as well as what kind and how much change occurred.

Once outputs and outcomes are associated with the goals on the worksheets, filling in the inputs, resources, and activities should not be too difficult for most departments. Usually, the most challenging part of the process is identifying what the department plans to accomplish through the target outputs and outcomes. However, Yolo may encounter some departments that find it challenging to draw the connections between the specific activities that contribute to specific goals. This is one of the reasons

the approach to measure development utilizes worksheets. The use of worksheets acknowledges that departments may need to write components down, move components around, and ultimately start a new worksheet to capture its work.

Once measures for all of the goals are complete, it is possible departments will discover there is information that does not fit into the aligned measures. This information might be certain activities the department performs, or data they currently track. If this is the case, this information might indicate that the department is 1. doing work that does not support any of their current goals (although there are sometimes statutory reasons for this); 2. there are underlying goals that have yet to be identified; or 3. there may be department goals not currently being addressed through the department's work. Therefore, it is always possible that this process will help departments to identify gaps in service, or outline new goals.

Utilizing Appropriate Measures

Given that, tracking inappropriate measures that do not inform progress is a challenge many municipalities face when implementing performance measurement, it is imperative that organizations evaluate the appropriateness of performance measures. For this reason, the concluding section of the manual focuses on the analysis of the data once it is collected. Evaluating the appropriateness of the data afterward and the potential lessons learned should help to prevent resources going toward the ongoing tracking of measures that may not inform planning or management processes. Departments are to consider what the data reveals about their performance and effectiveness. Can they now

tell an impactful, evidence-based story about their work and their impacts now that they have tangible data to reference? Departments are encouraged to consider what lessons they learn about their work or operations based on the progress made toward targets. I coach departments to revisit their measures regularly, since performance measurement is a cyclical "Plan, Do, Evaluate, Adjust" process. Over time, the collected data informs whether the goals or the measures tracking progress toward goals need to evolve. Ultimately, this is important because it allows the departments to circle back and determine if the measures are appropriate, or if there are areas for improvement in their operations.

Reflecting on Yolo County's Feedback

After developing the draft of the manual, I had the opportunity to meet with CAO representatives who were integral in the first two years of Yolo County's performance measurement process. This meeting allowed me to present the manual and the main themes from the literature that informed the manual. In the meeting with the CAO representatives, I highlighted that the "Telling Your Story" approach to performance measure development strategically starts with goal identification, in particular the connections between department goals, countywide goals, and dashboard indicators. These connections were intentional to ensure that there was a mechanism for the CAO to identify the context for the individual department measures within the overall strategy for the county and its performance measurement system.

Even still, the majority of our discussion focused on the CAO representatives concerns about capturing the bigger picture and interests of the county, while encouraging departments to outline their own measures. Their concerns relate to the fact that it is common for organizations to focus so much on the day-to-day work that it becomes easy to lose sight of how the day-to-day work connects to organization objectives and goals. This disconnect can lead to the operations and work driving the direction of the organization, rather than the original mission or goals. This disconnect also occurs within departments and sub-units. The Yolo representatives agreed that it was important to pursue a process that empowers departments to identify their goals and measures. Yet, they also acknowledged the importance of those goals capturing the bigger picture. This discussion acknowledged the possibility that individuals who are close to the work, may benefit from a process that pulls back to account for the bigger picture. Reflection on this conversation, led me to revise a section of the manual to emphasize the idea of creating public value and meeting community needs. I emphasized the focus on meeting community needs, especially when outlining goals and the departments' responses to those needs through services. These revisions help to frame the measure development process in a way that guides the departments to set goals and annual targets in the context of their larger charge to serve the residents of Yolo County.

Concluding Remarks on Developing the Manual

In this chapter I outlined the "Telling Your Story: Using Performance Measurement" manual that I designed for Yolo County. The county will use this manual

when meeting with their departments to outline and identify aligned performance measures to learn more about what they are doing and whether they are succeeding. Throughout this chapter, I explain my approach to the manual, specifically how the analysis of Yolo's previous efforts and the major themes for successful implementation from the literature informed its specific components. Ultimately, the manual serves as a reframing of performance measurement to support an inclusive and empowered approach to developing countywide performance measures department by department. In the upcoming chapter, I provide further analysis of this process, including a discussion of recommendations for Yolo County as they pursue introducing the manual to their departments.

CHAPTER 4: RECOMMENDATIONS AND CONCLUDING THOUGHTS

In the final chapter, I provide my analysis of the process as a whole, in particular a discussion of the larger context for the individual department measures. I follow with recommendations for Yolo to consider when utilizing the manual in the future. I intend for these recommendations to help provide the broader context. Encouraging the CAO to consider what the administration will potentially need to have in place, in order to guide the departments successfully through the development of measures. I conclude with my final thoughts on implementing performance measurement in municipalities as a means to measure and understand the work of our government.

Though my charge was to develop terminology and a training tool that Yolo could use when working with their departments to develop measures, it was necessary that the approach to measure development allows Yolo to incorporate the individual measures into an overall performance measurement system and strategy for the County. The need for an overall strategy and performance measurement system became clearer after meeting with the Yolo representatives. The discussion around measures needing to capture the community needs and create public value, hinted at a strategy or philosophy that the administration may be considering. Through further reflection, I realized that the major ideas from the literature apply not just to the departments as they identify measures, but also to the administration as they guide the overall process. Through the review of the literature, it became evident that it is important that one must understand their goals when identifying measures, as well as the purpose for pursuing performance measurement to ensure the gathering of appropriate information (Fountain, 1991; Frisby,

1996; Hatry, 2006; Ho & Coates, 2004). Considering that the administration will bring this broader framework, direction, and the overarching goals to the process, it is important that the CAO be prepared to provide this context as they lead the departments through the process. Therefore, I formulated recommendations to highlight the need for this broader context and the role of the administration as Yolo County moves forward.

Recommendations to CAO to Address Common Performance Measurement Challenges

Below are two recommendations for the CAO. My intent is for these recommendations to apply the major themes from the literature to the CAO role in the performance measurement process. Specifically, the recommendations are to help the CAO avoid the common challenges municipalities face when implementing performance measurement. The major challenges that surfaced in the literature include moving beyond adoption of the performance measurement policy to actual implementation, limited or insufficient buy-in from staff and stakeholders, the organization's capacity including technical abilities, and measure development falling short of actual outputs and outcomes that inform management processes.

1. *Set Countywide Goals as Context for Department Goals Within Overall Performance Measurement System*

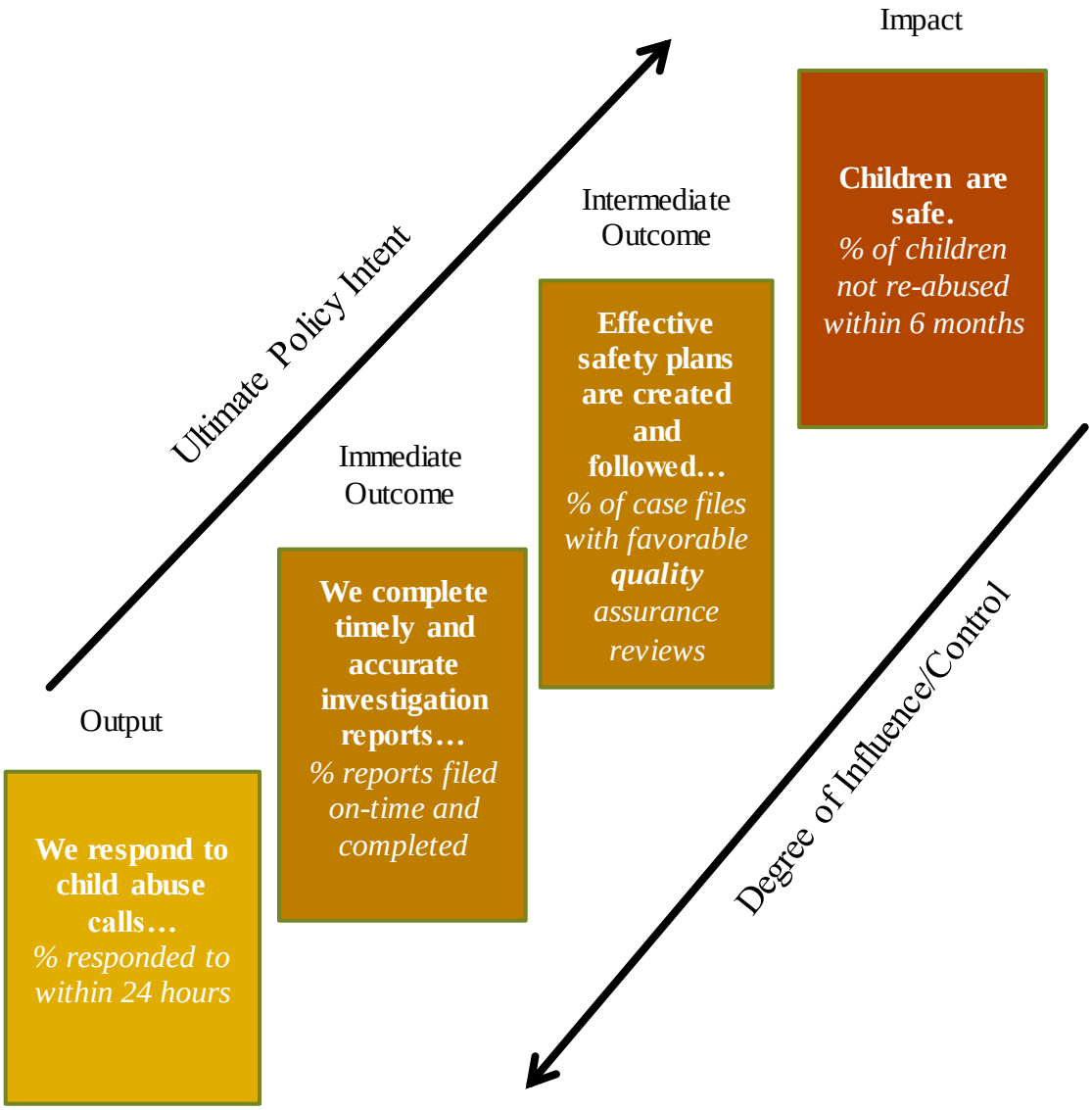
Perhaps the most significant challenge discussed in the literature is the identification and use of inappropriate measures that do not inform planning or decision-making (De Lancer Julnes & Mixcoatl, 2006; Government Performance Results Act of 1993,

2005; Hatry, 2006; Ho & Coates, 2004; Julnes, 2007; Kaplan, 2001; Melkers & Willoughby, 2005; Neely, Gregory, & Platts, 2005; Wholey, 1999; W. K. Kellogg Foundation, 2004). Studies show that many municipalities' performance measurement efforts fall short of informing planning, or decision-making, because it is common that they implement measures that do not track progress toward goals (Behn, 2003; Coplin, Merget, & Bourdeaux, 2002). Without the context of goals, the information collected through measures does not allow an organization to truly understand performance. Since a goal-oriented approach to performance measurement is crucial, the entire measure development process for Yolo centers around the idea that one must know where they are trying to go, if they are going to be able to recognize when they get there. The entire philosophy demonstrates the importance of identifying goals and then outlining a plan for accomplishing those goals.

Neely, Gregory and Platts (2005) highlight how individual performance measures are mechanisms to gather the data to inform progress toward the broader comprehensive measurement system goals. This distinction is important because it emphasizes the importance of the bigger context and the overall goals. If the expectation is for the departments to think big picture and identify goals within the context of bigger countywide goals, then there needs to be an agreed upon set of countywide goals to provide that context for the departments. Ultimately, the county goals will serve as the strategic framework for the performance measurement system. Figure 4.1 below illustrates the connections between larger goals and

broader community interests, such as the safety of children, and the individual measures departments may outline and track. This also helps to demonstrate the idea of individual measures being components of the broader system. Seeing these connections emphasizes the importance of the county goal as a strategic context for individual department measures.

Figure 4.1: Logic Model to Ensure Vulnerable Children Are Safe



Yolo County currently has the following eight county goals: advance innovation; champion job creation and economic opportunities; collaborate to maximize success; enhance and sustain the safety net; preserve and ensure safe and crime free communities; preserve and support agriculture; protect open space and the environment; and provide fiscally sound, dynamic and responsive services (Values, Goals & Tactical Plan). The county also has a Tactical Plan to address the goals. However, discussions with the CAO representatives raised questions about how well these goals and the tactical plan currently influence planning and decision-making. If the goals are not currently driving planning and decision-making, it may be appropriate to consider whether 1. the goals are appropriate; or 2. the departments are familiar and understand the countywide goals. Both the appropriateness and the communication of the goals to the departments are important, as they provide the context for the performance measurement system.

Since the goals serve as the overall context, it is important the goals are appropriate if the County's performance will align with these goals. Goal setting can be challenging and an ongoing process that requires revisiting. Just as a department may learn that its goals or certain aspects of its work require revisiting while outlining the components of an aligned performance measure, the administration may also learn that county goals require revisiting while trying to outline the aligned components of the overall performance measurement system. If Yolo needs to identify new goals, it is important to consider that support of new goals is less likely

if the administration and the Board outline them in a vacuum isolated from all of the necessary perspectives. This process is crucial considering that creating a shared understanding of goals plays a large role in preventing the development of inappropriate measures and ensuring that the departments are working toward shared objectives that contribute to the overall strategy of the County (de Lancer Julnes & Holzer, 2001; Poister & Streib, 1999).

2. *Constantly and Consistently Communicate and Translate Expectations*

The CAO will play a critical leadership role in this process. This role will need to include communicating and translating expectations. These expectations include communicating who will participate in the process, but also extend to expectations around proactively incorporating performance into management processes within the county. De Lancer Julnes and Holzer (2001) stress the importance of viewing performance measurement as a process, which can crumble at multiple points, including adoption of the policy, development of measures, or evaluation of measures. For this reason, it is important that the process have leadership to move all of the participants through each phase. Without leadership communicating the expectations during each phase, it is possible that the process may never move from adoption to true implementation, or that the necessary connections between the individual measures and the overall performance measurement system are never drawn to ensure they are appropriate (Neely, Gregory, & Platts, 2005).

It is also important that the CAO consider the overall capacity of the organization to implement reform efforts that will both influence and be influenced by the organizational culture. The communication of expectations will help to develop the organization's capacity to build understanding around the performance measurement reform. This will improve the organization's aptitude to adapt and overcome barriers that may arise due to an initial lack of technical abilities or internal buy-in (Berman & Wang, 2000). Employees are often more supportive of performance measurement and are more willing to participate when they understand its purpose and all that it can accomplish (de Lancer Julnes & Holzer, 2001). Therefore, how well the county communicates expectations will factor into individuals' willingness to participate. Finally, the quality of the communication during the process will factor into whether or not the administration has access to feedback throughout, to help gauge if there is a need for adjustments.

Revisiting the Six Recommendations from 2012 Analysis

The commissioning of my thesis was to focus on recommendations one and two, by designing terminology and a training tool for Yolo County to utilize as they met with departments one-on-one. However, the recommendations are quite intertwined; therefore, I kept in mind the thinking and motivation behind all six of the recommendations as I designed the "Telling Your Story" approach. The result is an approach that will help Yolo County move forward with not only the first two, but the remaining four recommendations as well. Below is a quick summary of the recommendations, including

how the "Telling Your Story" approach is a step in the right direction for addressing the challenges identified in 2012, or potentially where the approach still falls short of fully addressing the recommendations.

1. *Develop Consistent Communication*

   The manual will help Yolo with the need to develop consistent communication by providing terminology for everyone to use. The manual also includes messaging around the value of performance measurement as a tool for understanding progress. Outlining the terminology and messaging will help build a foundation for understanding performance measurement. If everyone is speaking the same language, it helps a great deal with ensuring there is consistent communication. However, my recommendation above shows that communicating constantly and consistently is something that needs continued attention if the process is going to be successful, specifically concerning communicating expectations.

2. *Increase Individualized and Focused Training*

   The measure development process outlined in the manual, lends itself perfectly to one-on-one training meetings. This approach to developing measures is individualized because it focuses on specific department goals and activities. In addition, the approach is focused because the manual explicitly addresses the development and utilization of performance measures. As Yolo begins training departments, I encourage that these one-on-one training meetings be strictly about performance measures, rather than incorporating the performance measure

training into a bigger meeting about the department's budget or functions. This will help to emphasize the focus on performance measurement and the specific purpose for the training.

3. *Present Performance Measurement as Internal Planning Tool for Departments*

   The "Telling Your Story" approach embodies performance measurement as a resource for departments to understand their performance, including successes and areas for improvement. This framing of the approach and the manual empowers the departments to develop measures that are helpful and informative to them, while simultaneously providing the information needed to tell an impactful story to their funders.

4. *Separate Performance Measurement Development from Budget Process*

   Though the approach does not separate measure development from the budget process completely, I do believe it creates some distance. It introduces the concepts of performance measurement more as a way to understand progress, than strictly a budget tool. Yolo County intends to maintain performance measurement as an integral portion of their budget documents, but the development of measures is somewhat more independent now that there is separate guidance for the process and since more than budget representatives will participate.

5. *Utilize Performance Measurement to Influence County Culture*

While pursuing performance measurement, Yolo County simultaneously pursued a number of projects in an attempt to understand and potentially influence the existing County culture. As discussed in the literature, an organization's culture can hinder the implementation of performance measurement, yet performance measurement can also influence a shift in the organization's culture (Coplin, Merget, & Bourdeaux, 2002). Utilizing the "Telling Your Story" approach to empower departments, will encourage departments to actively engage and support the process. This empowerment and engagement may help Yolo take a step toward a culture of performance, efficiency, and transparency. Using the process as a tool for influencing the culture, is an idea to further research and consider during the development of the overall performance measurement system and strategy for the County.

6. *Revisit Four Box Model*

The "Telling Your Story" approach provides a reframing and an alternative model for developing performance measures. Different from the Four Box Model, the logic model approach focuses on drawing connections between actions, outputs, and outcomes, which are rooted in short-term and long-terms goals for both the departments and the county. This aims to create the necessary context to understand whether the "progress" measured through the process reflects an actual step toward accomplishing goals. The challenge with the Four Box Model

was that it did not encourage participants to identify aligned measures connecting to goals.

Concluding Remarks

Through this project, both the review of the literature and the exercise of developing a manual to introduce performance measurement to county departments, two important conclusions became clear: organizations must include the appropriate people in the process and the measures organizations track need to connect to broader organization wide goals. Both of these provide context for performance measurement and highlight the importance of organization culture in successful performance measurement efforts. Bringing in the appropriate people with various perspectives ensures that understanding of the actions quantified through performance measures is as comprehensive and accurate as possible. This collaborative approach helps to build a sense of shared ownership, making the overall performance measurement system much more likely to continue into the future. Utilizing a goal-oriented approach to performance measurement ensures that the development of measures and the method used to collect performance data is all within the context of what the organization is trying to accomplish. This context is crucial in allowing an organization to understand their work. Without a goal to provide context, there is no telling emergency response times, or maintenance project backlogs are acceptable for the county. Involving the right people and concentrating on tracking progress toward goals provide the needed context to accurately quantify actions, leading to understanding performance.

Performance measurement can be a very helpful tool in collecting the information needed to understand our government, in the absence of clear indicators of success like profit in the private sector. The trend to pursue performance measurement is positive and serves to build a culture of transparency and accountability. However, implementing performance measurement in order to move towards performance management, using the data collected to identify successes and failures to budget, plan, and manage; presumes an organization culture that is prepared for the issues that will likely arise as the data becomes clear. In addition, it relies on the quality of work that goes into the development of measures and designing an overall strategy for collecting and analyzing performance data. There is no one-way to go about measuring performance and there will never be one universal set of measures that work for all organizations. In order for municipalities to utilize performance measurement to learn about their performance and inform both the public and decision-makers, they will need to give credence to the needed planning in the front end and potential adjustments following the analysis of the data. In many cases, successfully implementing performance measurement requires a shift in organizational culture, where an organization moves toward functioning within the context of clear goals and diligently collects the data needed to understand progress toward said goals. Once this shift occurs, we are one-step closer to having the information needed to have a more informed and productive discussion about the efficiency, accountability, and successes of our government.

APPENDIX A: "Telling Your Story" Using Performance Measurement Manual

YOLO COUNTY

Telling Your Story

Using Performance Measurement

By Kristen Bennett

2013

"If you don't know where you're going, how are you gonna' know when you get there?"

– (Yogi Berra)

Table of Contents

Background	
Why Measure Performance?	1
Approaching Performance Measurement to "Tell Your Story"	2
What is a Logic Model?	3
Relationships Underlying the Logic Model	5
Terminology	7
Getting Started	
What are your goals?	8
What does your department do to fulfill your charge?	9
How are you already measuring success?	9
Do you already have identified "measures" you use?	10
Outlining Aligned Performance Measures	
Three Important Key Factors	11
Overview of Performance Measure Worksheet	11
Aligning Measures: Connecting Inputs, Activities, Outputs, and Outcomes to Overall Goals	12
What do the data tell you?	
Using Performance Data to "Tell Your Story"	14
Plan, Do, Evaluate, Adjust	15
Worksheets	
Basic Logic Model Worksheet	16
Detailed Performance Measurement Worksheet	17

Background

Why measure performance?

Performance measurement has many different uses and there are a number of reasons why organizations utilize performance measurement. Proper performance measurement allows organizations to do all of the following:

1. To *evaluate* performance
2. To *regulate* behavior
3. To *budget* strategically
4. To *motivate* people
5. To *promote* an agency's competence
6. To *celebrate* achievements
7. To *learn*
8. To *improve*

Many people focus on performance measurement as a way to evaluate, control, and budget, but that perspective can lose sight of performance measurement as a valuable tool to identify successes and areas for improvement. Ultimately, a performance measurement approach focused on celebrating achievements, learning, and improving, provides your organization with the information needed to tell your story and plan for the future. It allows organizations to gather information and use the analysis of that information to inform future goals and plans. Collecting performance data can be

invaluable in helping you tell your story because this data can point to what is working and leading to your successes. Overall, performance measurement allows you to function strategically within the context of identified short-term and long-term goals, using the collection and analysis of data to gauge progress toward goals, share successes, and evaluate how best to move forward in the future. This strategic approach offers great learning opportunities, leading to more informed decisions and overall better service to our communities.

Approaching Performance Measurement to "Tell Your Story"

There are different approaches to performance measurement, yet in order to ensure you that gather the appropriate information to tell your story and paint a picture of your successes, it is crucial that the performance measurement system focuses on goal achievement and that all of the individual measures are clearly connected to mutually shared and understood goals. This ensures that you are collecting the appropriate data and that the analysis of the data will inform the status of operations and services. This is different from approaches that focus on collecting prescribed data points, which may or may not offer a gauge of progress toward goals. These prescribed data points may or may not provide you with the information you need to formulate a narrative to support that you are accomplishing what you set out to accomplish. This approach of identifying measures within the context of goals is often referred to as the "logic model" approach.

What is a logic model?

A logic model outlines the specific components of a performance measure that is aligned with goals. Specifically, the logic model draws connections between the planned work, including the inputs and the activities, and the intended results (i.e. outputs, outcomes, and overall impact). The figures below provide an example of a very simplified logic model, as introduced by the W.K. Kellogg Foundation. From figure to figure, you can see how more detail is provided as examples of what each component represents. Following the figures, you will see an outline of terminology used in logic models and performance measurement. This terminology should help later as you work to identify the specific components of measures for your department.

Basic Logic Models Developed from W.K. Kellogg Foundation Examples

Figure 1. Basic Logic Model

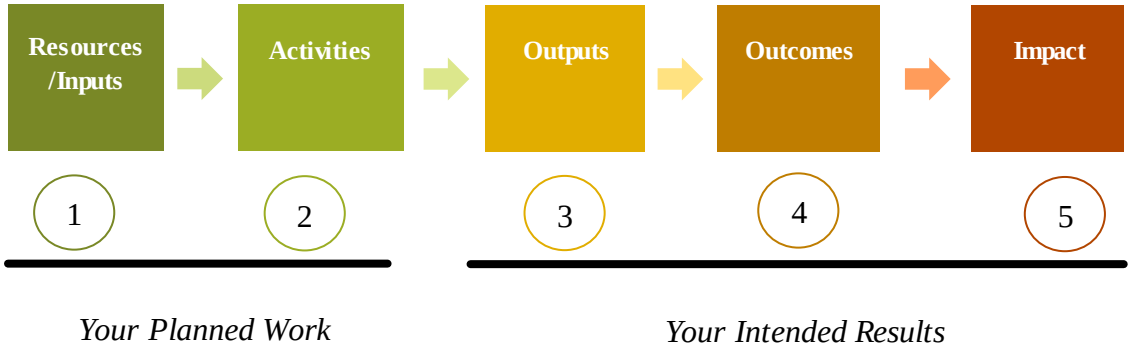


Figure 2. How to Read a Logic Model

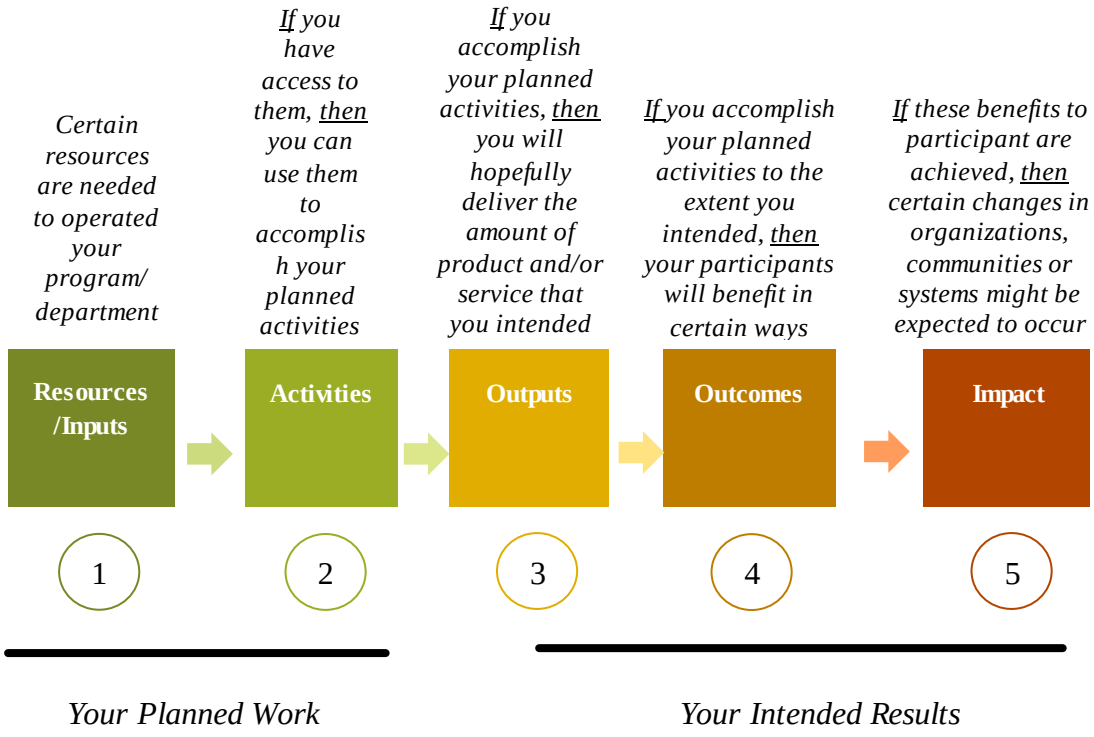
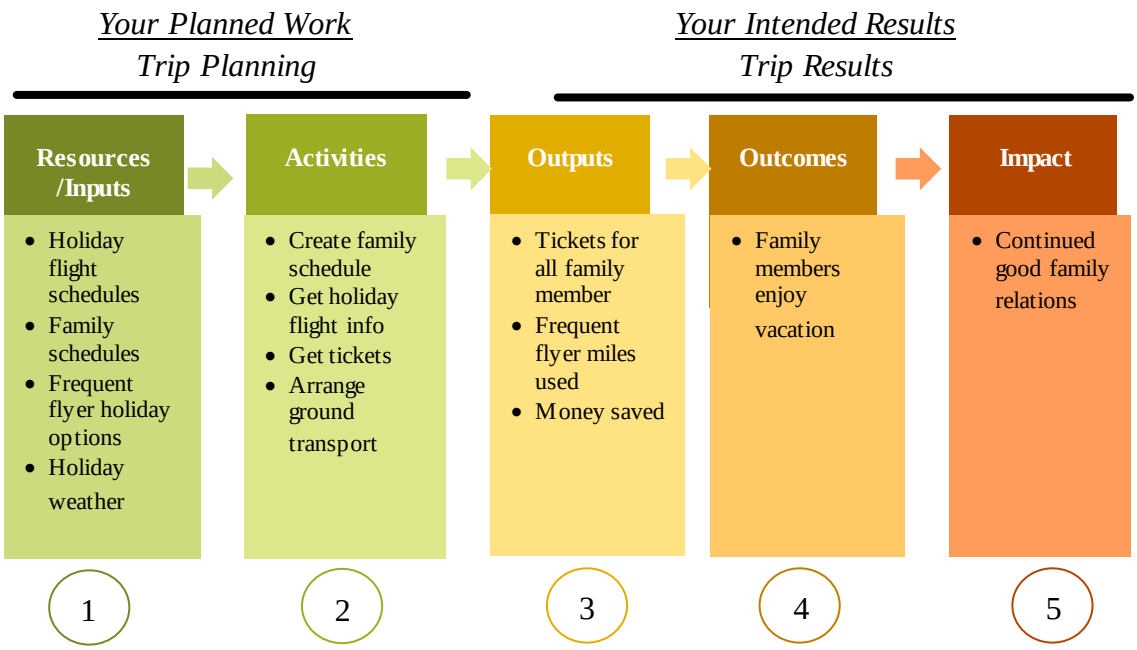


Figure 3. Organizing Travel Plans as a Logic Model Example



Relationships Underlying the Logic Model: Developed from GMAP State of Washington Examples

The figures below show how activities influence immediate, short-term outcomes, which translate into intermediate outcomes that ultimately influence the overall impact, which is the ultimate outcome. This is similar to the relationship and the way your short-term goals should influence your long-term goals, which help meet overall countywide goals, with the overall impact displayed using benchmark indicators.

Figure 4. Logic model to Ensure Vulnerable Children Are Safe

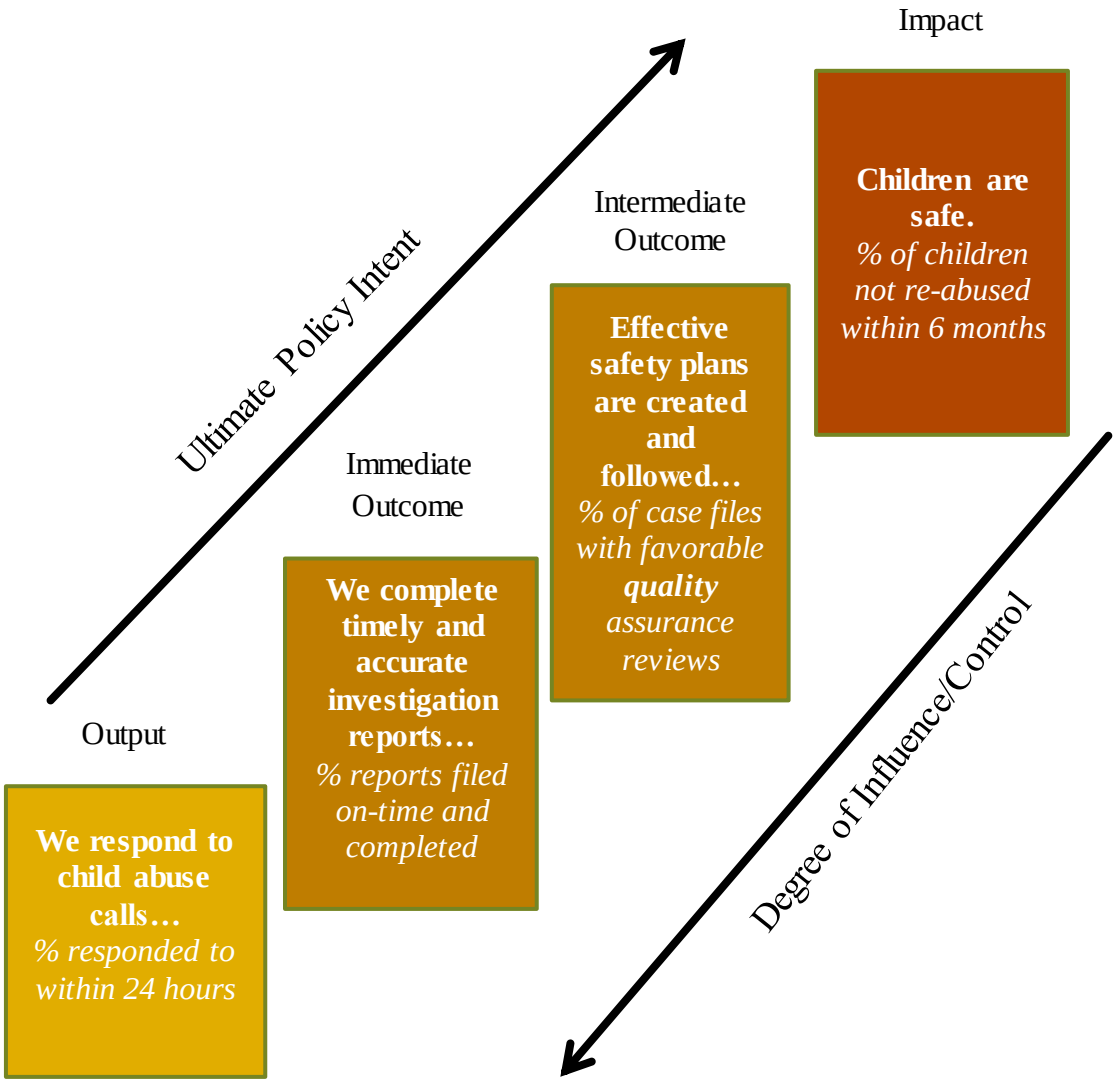
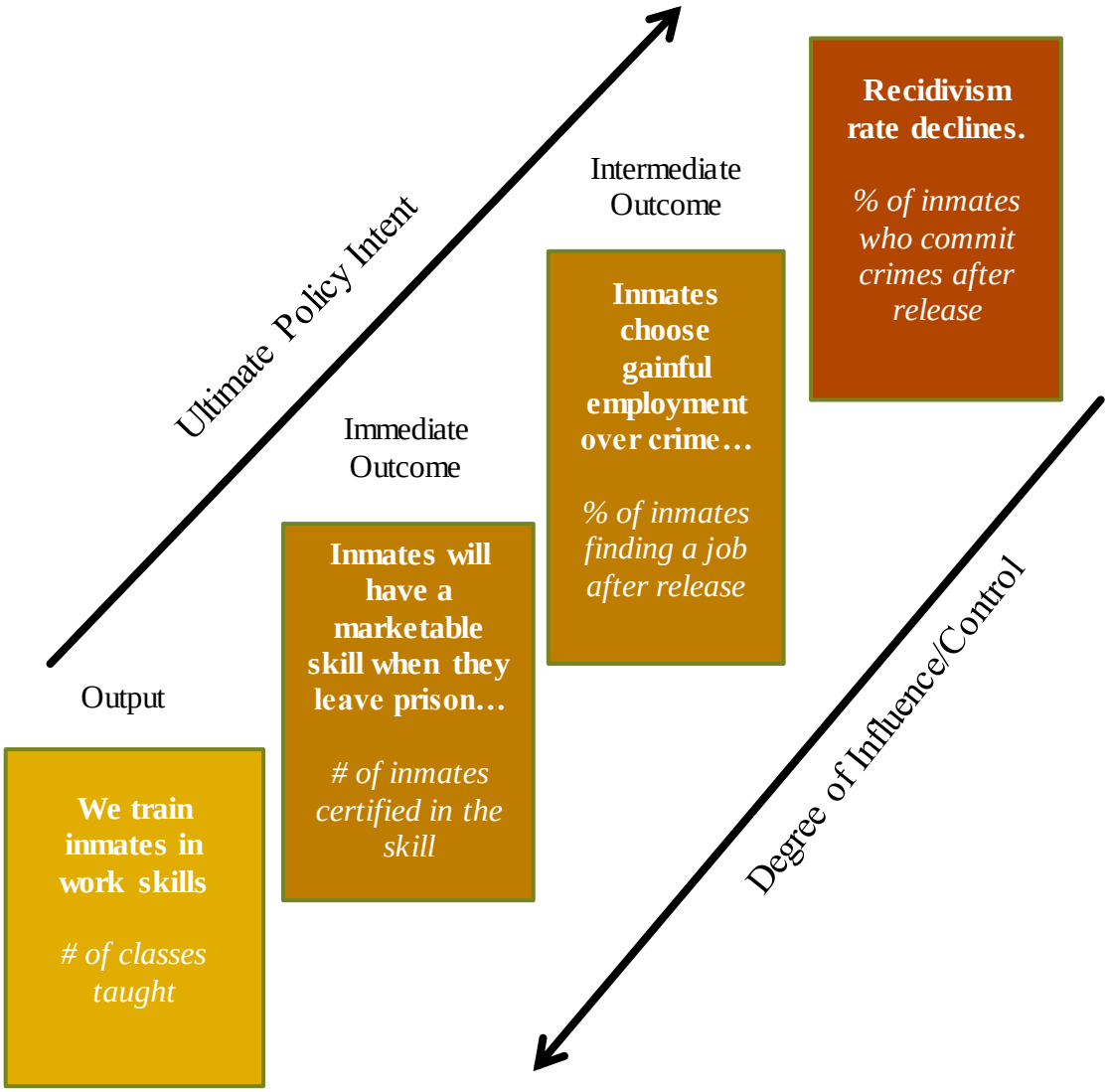


Figure 5. Logic Model to Reduce Recidivism



Terminology Overview	
Performance Measurement	The process of quantifying the efficiency and effectiveness of action
Performance Measure	A metric used to quantify the efficiency and/or effectiveness of an action
Performance Measurement System	The set of metrics used to quantify both the efficiency and effectiveness of actions
Inputs	Resources it takes to accomplish the activity (i.e. human, financial, organizational, community)
Activities	The specific work done to accomplish the goal
Beneficiaries	Who or what is expected to be "changed" by the activities
Output	The product of the activities, such as the amount of service provided, or the number served
Outcome	The change that results from the activities
Target	The short-term goals for your outputs and outcomes, which you plan to accomplish as a step toward meeting long-term goals
Indicator	The thing you look at to determine progress toward the target
Result	What you expect to address if targets are met
Impact	Long-term overall goal
Instrument	The actual data collection tool used to gather data to measure indicators

Getting Started

What are your goals?

Yogi Berra said it best when he said "If you don't know where you are going, how are you gonna' know when you get there?" This quote epitomizes the purpose of performance measurement. Performance measurement is all about knowing where you are, where you are trying to go, and how you are doing while trying to get there. For this reason, it is important to have clearly stated goals. This means countywide goals, department goals, and sub-unit and program goals. In public sector work, this is even more important since profit cannot be used as the go to gauge of success and progress. Your purpose is to meet the needs of the community and create public value for the residents of Yolo County. It is imperative that the first step be outlining your goals and understanding how they fit into broader county goals and overall interest in serving the community.

As you identify goals, keep a strong focus on your overall responsibility and charge as a department. What does the community expect from your department and its services? It is crucial that you gather and understand the perspective and interests of the community as you set your goals, as well as determine the process for measuring progress. Remember that no matter the specifics of your work, the common charge in the public sector is to create public value and serve Yolo County residents. Ultimately, an accomplished goal is insignificant if the needs of the public go unaddressed, so your goals must represent the needs of the community.

What does your department do to fulfill your charge?

Next, you must have a clear understanding of what you do in order to fulfill your charge to the community. This means fully knowing your department, including sub-units or programs, and the work that takes place on a daily basis. As you go through the process of connecting inputs, activities, outputs, and outcomes, it is important that you approach it comprehensively and take into account how all of the resources and activities within your department interact, be it dependently or independently. It is then easier to attribute impacts to the appropriate activities when this relationship is fully understood. In addition, having a clear outline of your work (i.e. resources and activities), allows you to draw the connection to results and impacts; this creates an opportunity for potential adjustments to processes and operations if you are able to identify situations where activities are not contributing to any of the goals. Similarly, you may also find the opportunity to identify underlying goals, which might not have been clearly identified in the past, as you potentially become more aware of activities that are not tied to previously identified goals.

How are you already measuring success?

As you prepare to outline performance measures to track progress toward goals, start by considering how you already measure your successes. Performance measurement can sometimes be a daunting task, especially if the approach utilizes measures and requires you to collect data to report on measures that are identified and prescribed by someone else, which may or may not connect to your department mission or goals.

However, this logic model approach puts the power in your hands to select measures that are logical for the type of work your department does. For this reason, it may be a slight reframing, but should not differ too much from the way you already look at progress and success. Start by considering how you currently measure success. Do you already look at specific metrics? Do you focus on anecdotal stories of success shared by clients? Regardless of the current method, this provides the context for how you gauge your progress and should inform your new measures.

Do you already have identified "measures" you use?

Bring all existing measures to the table. This process is not about fitting every department into one box, or asking every department to track all of the same data; it is about identifying the best measures of success and progress for your specific work. Consider how helpful your current measures are in helping you gauge successes and areas for improvement. Think about how informative they have been in helping you plan. Do you actively use this information? Can you connect your measures to specific goals? If so, are there goals for which you do not currently have measures to track progress? These may be the areas where your department will need to focus on the most.

Outlining Aligned Performance Measures

As you start to identify new measures, or work to draw connections between your goals, your activities, and the measures you already have, you will want to focus on staying true to your department and consider the ways you may already gauge success.

This is your opportunity to define your path and determine how you are going to gauge success and how you will expect others to evaluate you.

Three Important Factors When Developing Measures
1. *Understand expectations and discuss goals to come to a common understanding, both up and down.* This means create a shared understanding of goals and expectations with the County Administrator's Office, your superiors, as well as the managers and employees within your department who will shoulder the responsibility of meeting targets and goals.
2. *Involve the appropriate people.* Identifying measures should involve people who are familiar with the work and have a working knowledge of the department goals and current data collection processes. Bring in the colleagues you feel are appropriate in order to bring all of the necessary knowledge and perspectives to the table. Also, consider who will be integral in the data collection and analysis of the outlined measures and whether they need to be involved in this process as well.
3. *Do not limit yourself to only the data you currently have or collect.* In this process, think outside the box and do not put barriers in front of yourself from the beginning. Consider what you want to measure and what you want to know. Afterwards, you can think about the "how" as far as the feasibility of data access and collection. Not limiting yourself to currently available data will provide you the opportunity to identify measures that are truer to your goals rather than a product of your current capacity to collect data.

Overview of Performance Measurement Worksheets

At the end of this document, I include two performance measurement worksheets to help you identify aligned measures. The first worksheet is a simple logic model worksheet that you can use to broadly outline the resources, activities, outputs, short-term and long-term outcomes, that lead to the bigger impact and long-term goals. The second worksheet is more detailed and challenges you to outline more of the specific details, including who or what is being impacted, what specific indicators you will look at to

understand progress toward short-term goals, and how the specific measure fits into the bigger picture of county-wide goals. The logic model worksheet is a great place to start. The more detailed performance measurement worksheet will help you to fill in gaps, which ultimately helps you better understand the connection between your work, the data collected, and progress toward accomplishing goals. The more detailed your outline, the more likely you are to understand any potential disconnects between work being done and actual outputs and outcomes recognized. As you work through identifying aligned measures, you will probably utilize multiple worksheets and come up with several aligned measures.

Aligning Measures: Connecting Inputs, Activities, Outputs, and Outcomes to Overall Goals

The best way to start is to create a worksheet for each goal. You may find that you will have measures specific to sub-units or programs and some that are department-wide, depending on what is appropriate based on your work. Always start with where you are going and what you are trying to accomplish. Once the goals are identified, you will want to note target outputs and outcomes you intend to accomplish. As you approach this step, remember that an output is the product of the activities (e.g. the number of clients served, or the number of potholes repaired). An outcome represents a change resulting from the activities completed (e.g. the number of clients becoming self-sufficient after receiving services, or the number of roads with improved safety after pothole repair). This connects back to the importance of knowing where you are going. Once the goals, outputs, and outcomes are decided, you should be able to populate the other sections without too much

trouble, filling in the necessary activities and the resources used in order to accomplish the targets.

Keep in Mind While Identifying Outputs	***Keep in Mind While Identifying Outcomes***
1. *List the outputs you already track and collect data on.* Fill in existing outputs into the appropriate measures. If you currently collect data on outputs that are not appropriate for any of the goals you have noted on worksheets, note these outputs and set them aside. You will still want to track these data, just not as part of this specific aligned measure.	1. *SMART outcomes* (W. K. Kellogg Foundation, 2004) *Specific* *Measurable* *Action-oriented* *Realistic* *Timed* Outcomes need to be precise and set to be accomplished in a given time period. They are not broad, amorphous goals.
2. *Identify any new outputs that will need to be tracked to understand progress toward goals noted on your performance measurement worksheets.* Note the data you would like to collect to inform progress, regardless of barriers such as access or feasibility of collection. The first priority should be identifying the output that is best for understanding progress toward the goals; the limitations can be discussed afterwards. Start with the best-case scenario and adjust afterwards if needed.	2. *What changed?* Remember that an outcome represents some form of change. Consider what/who changed, as well as what kind and how much change occurred.

Once you have drafted measures using the performance measurement worksheets, I encourage you to identify resources, activities, or outputs that you currently have, do, or track that do not seem to fit into any of the measures you outlined. Are these outstanding items connected in any way? Do they tell you anything about your current work or goals? You may see that there is work that you do for one reason or another that does not clearly connect to or influence your goals. Alternatively, you may learn that there is an underlying goal that your department works toward, yet the goal itself may not be clearly outlined at this point. Lastly, do you find there are goals that are not actively being addressed by your department's activities?

What do the data tell you?

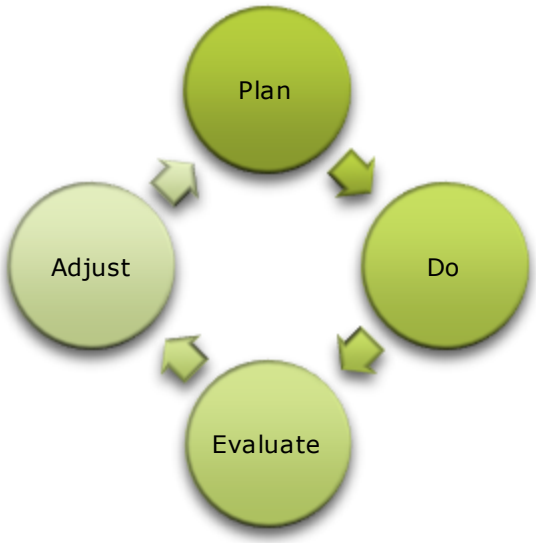
Using Performance Data to "Tell Your Story"

Once you have identified aligned measures, they should facilitate the collection of the data needed to "Tell Your Story" in the most impactful way possible. Aligned measures allow you to show what and how the change occurred, thus making it easier to attribute your successes to your work. If you were only tracking input or output data you would potentially only be able to create a narrative around the number of employees who served a certain number of Yolo residents. If you have an aligned measure, you should now have the data to formulate a narrative around how the work done by the County has actually made a certain number of residents, streets, or buildings cleaner, safer, or improved in some way. The strongest evidence you can provide to a funder, external

stakeholder, or Yolo County resident will be the tangible numbers you can point to showing your department is one-step closer to accomplishing the goals at hand.

More and more, funders, legislators, and decision-makers are looking for evidence-based interventions and service-delivery models. The best evidence you can present is your own performance data, demonstrating your accomplishments and capacity to deliver on identified targets. Collecting performance data using aligned performance measures focused on accomplishing short-term targets which demonstrate progress toward long-term goals, allows your department to build a foundation and tell an evidence-based story about your work. This becomes even more valuable as you collect data and analyze performance over several years, allowing you to tell your story in the context of the bigger picture over a longer period of time.

Plan, Do, Evaluate, Adjust



Performance measurement is a cyclical ongoing process. Initially you "Plan" by identifying aligned measures. Then you "Do" the work and collect data. Analysis of the data and progress toward targets, allows you to "Evaluate" the performance measures and the process as a whole. After collecting and analyzing data to see how much progress you make toward performance measurement targets, you can then

consider what you have learned about the work you do and the goals you have for your department. Now that you have the data in front of you, are the measures appropriate to tell you what you need to know about your progress? Were you able to reach your targets? This evaluation should allow you to "Adjust" if necessary. Circling back and looking at the results of the logic model, allows you to conduct a gap analysis. This may mean making adjustments in your work, or the outline of measures for the upcoming year. This period of analysis is crucial to maintaining performance measures that are most informative, as well as ensuring that you use the information collected to reflect on your work.

Basic Logic Model Worksheet by W.K. Kellogg Foundation

Resources	Activities	Outputs	Short- & Long-Term Outcomes	Impact
In order to accomplish our set of activities we will need the following:	*In order to address our problem or asset we will conduct the following activities:*	*We expect that once completed or under way these activities will produce the following evidence of service delivery:*	*We expect that if completed or ongoing these activities will lead to the following changes in 1-3 then 4-6 years:*	*We expect that if completed these activities will lead to the following changes in 7-10 years:*

Detailed Performance Measurement Worksheet Modified from California Volunteers Worksheet

[A] Department Name:	
[B] Sun-Unit/Program Name: (if applicable)	

Performance Measure Title:			
		Output	Outcome
1	Dashboard Indicator: *What is the broad countywide indicator this measure addresses? What does the community want to see?*		
2	County Goal: *What broader county goal does this address?*		
3	Department Goal: *What overall Department goal does this address?*		
4	Result: *This should reflect what the County, the Department, and the Community expect to see addressed. (Short-term goal)*		
5	Indicator: *What will you look at to see that the Target in Row 10 is being accomplished? This should also align with what the community would look at to gauge success in Row 10. (This is not the instrument, but the data that is collected by the instrument.)*	The number of…	The number of…

6	Inputs/Resources: *What is needed to accomplish the Target in Row 10? Consider human, budgetary, and other resources.*		
7	Beneficiaries: *Who or what is expected to be "changed" by the functions/tasks in this performance measure? Consider how many you anticipate serving and/or "changing"?*		
8	Activities: *What activities will take place to accomplish the Target?*		
9	Instrument: *What data and instruments will be used to measure the indicators? For each indicator, identify the name of the instrument, and how often data will be collected. This is the actual data collection tool.*	[Name of instrument] to collect data on - _____	
10	Target: *This should reflect what you expect to accomplish in a year.* *Outcomes: Consider…* *1. % of things/people that changed* *2. What changed?* *3. Amount of the change?*		

WORKS CITED

Government Performance Results Act of 1993. (2005, November 7). Retrieved January 16, 2013, from Office of Management and Budget: http://www.whitehouse.gov/omb/mgmt-gpra/print/gplaw2m.html

AmeriCorps Performance Measurement Worksheet. (n.d.). Retrieved from CaliforniaVolunteers: www.californiavolunteers.org

Behn, R. D. (2003, September/October). Why Measure Performance? Different Purposes Require Different Measures. *Public Administration Review, 63*(5), 586-606.

Berman, E., & Wang, X. (2000, October). Performance Measurement in U.S. Counties: Capacity for Reform. *Public Administration Review, 60*(5), 409-420.

Coplin, W. D., Merget, A. E., & Bourdeaux, C. (2002). The Professional Researcher as Change Agent in the Government-Performance Movemnet. *Public Administration Review, 62*(6), 699-711.

de Lancer Julnes, P., & Holzer, M. (2001, Nov-Dec). Promoting the Utilization of Performance Measures in Public Organizations: An Empirical Study of Factors Affecting Adoption and Implementation. *Public Administration Review, 61*(6), 693-708.

De Lancer Julnes, P., & Mixcoatl, G. (2006, June). Governors as Agents of Change: A Comparative Study of Performance Measurement Initiatives in Utah and Campeche. *Public Performance & Management Review, 29*(4), 405-432.

Fountain, J. J. (1991, Winter). Service efforts and accomplishments reporting. *Public Productivity and Management Review, 15*(2), 191-198.

Frisby, M. (1996, February). What we have here is a failure to communicate. *Public Management, 78*(2).

GMAP Accountability & Performance. (n.d.). Retrieved March 9, 2013, from GMAP State of Washington: http://accountability.wa.gov/leadership/framework/tools/Logic%20Model.pdf

(2006). Performance Measurement: Getting Results. In H. P. Hatry, *Results-Based Budgeting*. Washington, D.C.: The Urban Institute Press.

Ho, A., & Coates, P. (2004, March). Citizen-Initiated Performance Assessment: The Initial Iowa Experience. *Public Performance & Management Review, 27*(3), 29-50.

Julnes, G. (2007, June). Promoting Evidence-Informed Governance: Lessons from Evaluation. *Public Performance & Management Review, 30*(4), 550-573.

Kaplan, R. S. (2001, Spring). Strategic Performance Measurement and Management in Nonprofit Organizations. *Nonprofit Management & Leadership, 11*(3), 353-370.

Melkers, J., & Willoughby, K. (2005, March/April). Models of Performance-Measurement Use in Local Governments: Understanding Budgeting, Communication, and Lasting Effects. *Public Administration Review, 65*(2), 180-190.

Neely, A., Gregory, M., & Platts, K. (2005). Performance measurement system design: A literature review and research agenda. *International Journal of Operations & Production Management, 25*(12), 1228-1263.

Poister, T. H., & Streib, G. (1999, Jul.-Aug.). Performance Measurement in Municipal Government: Assessing the State of the Practice. *Public Administration Review, 59*(4), 325-335.

Values, Goals & Tactical Plan. (n.d.). Retrieved April 12, 2013, from www.yolocounty.org: http://www.yolocounty.org/Index.aspx?page=1378

W. K. Kellogg Foundation. (2004). *Logic Model Development Guide*. Battle Creek, MI.

Wholey, J. S. (1999, March). Performance-Based Management: Responding to the Challenges. *Public Productivity & Management Review, 22*(3), 288-307.

Yogi Berra. (n.d.). Retrieved February 24, 2013, from Wikiquote: http://en.wikiquote.org/wiki/Yogi_Berra