OUTCOMES AND PERFORMANCE MEASURES

TRAINING FOR JAG, STOP VAWA, AND VOCA SUBGRANTEES

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PURPOSE OF TODAY'S TRAINING

- Introduction
- Definitions
- Why Measure Performance?
- Developing Measures and Outcomes
- Examples
- Conclusions
- Questions?

INTRODUCTION

- Who am I?
- Purpose of the presentation (*i.e., what outcomes do the Crime Commission hope to achieve?*):
  - Improve the quantity of evidence the Crime Commission generates
  - Integrate evidence into program, practice and policy decisions within Crime Commission grant funding
  - Improve the translation of evidence into practice

DEFINITIONS

General premise:

- An **organization** is an interconnected set of **processes**
- A **process** is a set of activities that produce **products** or **services** (results)
- Desired **outcomes** reflect the successful delivery of these products or services
- **Performance measures** are quantitative evaluations of the products or services of an organization

PROCESSES

Examples:

- Processes can be *large* and *complex*, such as the case management of the supervision of a probation client
- Processes can also be simpler, such as administering UAs and tracking UA failure by probation clients
- The latter are easier to track and more appropriate for performance measures

SERVICES

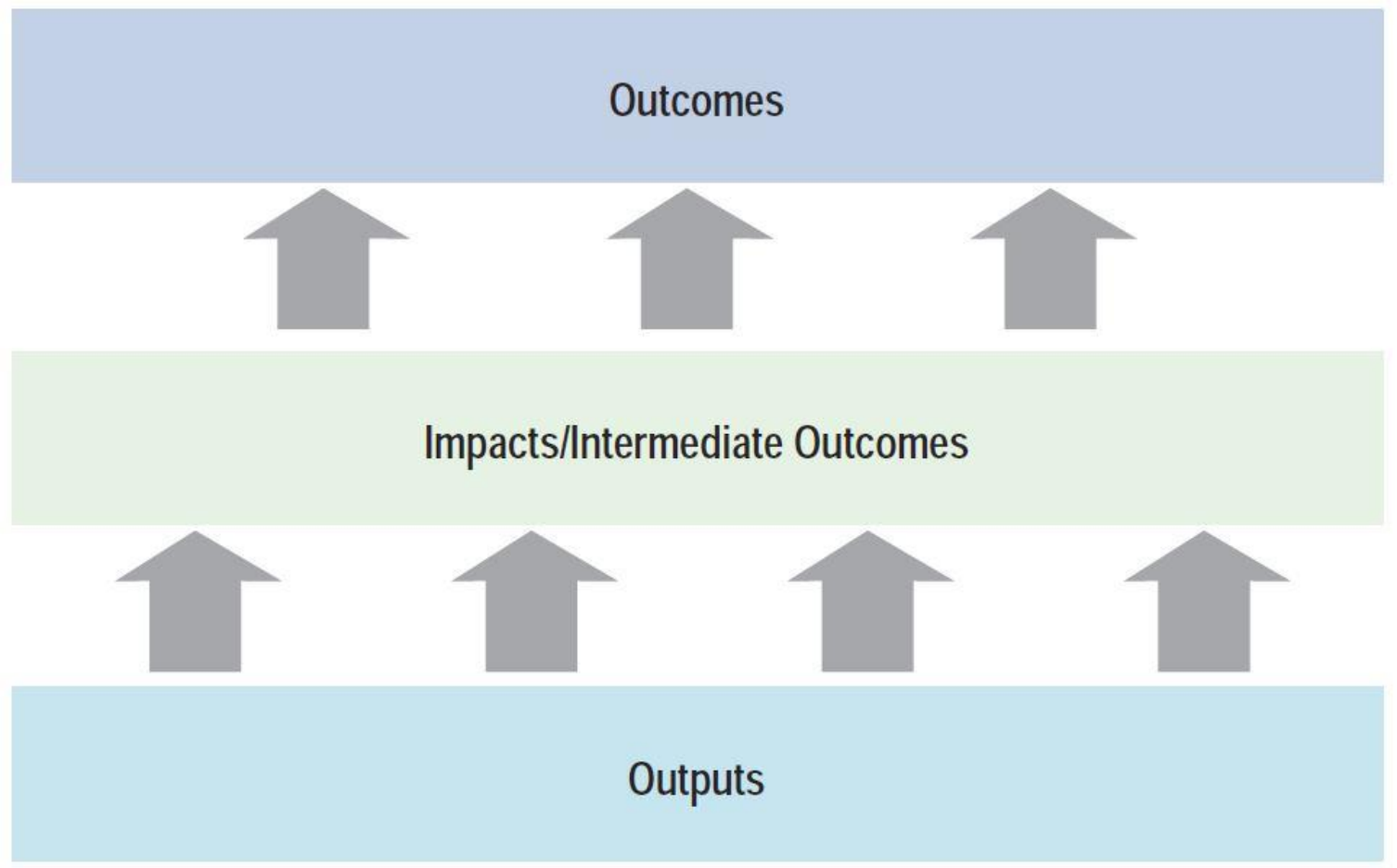
Sticking with the probation example:

- The service provided by a probation agency is the supervision of offenders in the community according to agency standards and the court-ordered conditions of probation

PERFORMANCE MEASURES

- As their name implies, performance measures are designed to measure the performance of an organization
- *Performance measurement* is the regular collection and reporting of data to track work produced and results achieved

PERFORMANCE MEASURES



OUTPUTS

- Outputs represent the means your organization uses to create impact; the services delivered by your agency
- Output measures address questions such as: *“What service was provided?”; “Who got it?”; “Was delivery efficient and effective?”*
- In the probation example, outputs would include the supervision of clients and connecting clients with treatment/services

IMPACTS / INTERMEDIATE OUTCOMES

- Allow you to articulate the *effect* of your agency's services (near-term results)
- Understanding intermediate outcomes allows your agency to determine what difference it is making through the services it is providing with its outputs, and to discern progress towards the achievement of its outcomes
- In other words it will help you answer: "W*hat difference are we making for Nebraska?*"
- For probation, they would include restitution collected, employment procured, and education/training completed by clients

OUTCOMES

- Outcomes set out the broad goals your agency is seeking to achieve
- They are measured to enhance decision-making
- Performance measurement should begin with the ‘vital few’ outcomes that are priorities for your organization
- These should be the outcomes that your agency has the most direct influence in achieving
- Probation example: successful completions, recidivism

DESIRED OUTCOMES

- An organization often has many desired outcomes which may or may not be in conflict
- For example, our probation office might view public safety as a desired outcome
- Another desired outcome might be cost-effective services
- These outcomes might be congruent, but protecting the public might also be very expensive, while functioning in a cost-effective manner might put the public at risk

QUESTIONS?

WHY USE PERFORMANCE MEASURES?

- Participants in an activity need to know what outcome is expected, where their work contributes to the overall goal, how well things are progressing, and what to do if results are not occurring as they should
- This approach places performance measures right where they should be: *integrated with the activity*

WHY USE PERFORMANCE MEASURES?

- Performance measurement is about whether or not we are doing things right, following guidelines, meeting standards
- Programs should be held accountable to whether or not they are doing things well

WHY USE PERFORMANCE MEASURES?

Internal:

- Supports informed/objective decision making
- Helps foster accountability and responsibility
- Supports evaluation & improvement of processes
- Fosters a learning environment

External:

- Demonstrates performance against customer needs
- Meet regulatory requirements
- Meet grant requirements
- Objective response to public and media requests

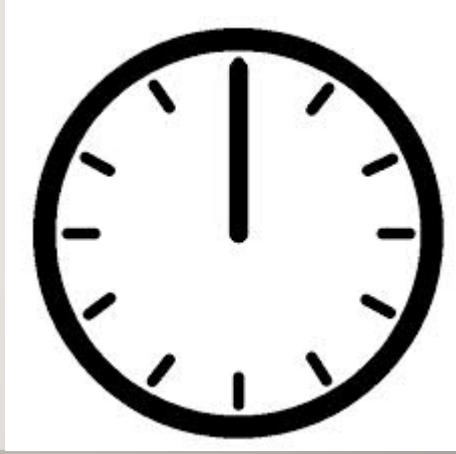
DEVELOPING PERFORMANCE MEASURES FOR YOUR AGENCY

THE BEST MEASURE IS:

- Sensitive
- Consistent (Reliable)
- Accurate

However, perfect accuracy is not necessary for quality improvement!

Which clock is more sensitive?



SENSITIVITY

- Sensitivity has another important meaning in this context: how sensitive is an outcome to the manipulation of organizational efforts?
- Adopting measures that are insensitive to your agency's activities sets you up for failure (or success that was caused by other factors!)

- Example: do arrest rates directly impact future crime rates or are arrest rates only one factor among many that indirectly influence future crime rates?

CRITERIA FOR DEVELOPING MEASURES

1. Does the measure reflect an important organizational-wide performance dimension?
2. Are the data on this measure likely to lead to improvement?
3. Does the measure reflect stakeholder needs?
4. Can the measure be communicated to and understood by a wide audience?
5. Is the direction clear (would an increase be clearly desirable or undesirable)?

CRITERIA FOR DEVELOPING MEASURES

6. Can units accountable for providing the data be identified?
7. Will the measure be sustainable over a period of years?

SMART GOALS

You've probably all heard of SMART goals…this is a good place to start in thinking about developing your own performance measures and outcomes

S ~ specific

M ~ measurable

A ~ achievable

R ~ relevant

T ~ time-based

SPECIFIC

- Clear and unambiguous
- Often addresses the five “W” questions:
  - What: What do I want to accomplish?
  - Why: Specific reasons, purpose or benefits of accomplishing the goal
  - Who: Who is involved?
  - Where: Identify a location (city, county, statewide?)
  - Which: Identify requirements and constraints

MEASURABLE

- Are data available?
- Can the data be operationalized in a consistent and accurate fashion?

ACHIEVABLE

- Is your goal something that can be reached?
- For probation, a 0% revocation rate is not likely achievable

RELEVANT

- Relevant goals are often described as worth the resources the accomplishment of the goal will consume

- Other terms paired with the “R” are “realistic”, “results-oriented”, and “resource-based”

TIME-BASED

- Set a time for the achievement of the goal

- The chosen time-period may intentionally be chosen as challenging (do we all work more diligently in the face of an approaching deadline?), but should not set an *impossible* time-frame for goal achievement

FABRIC TOUCHSTONES

- ***Focused*** on the agency's and sector's aims and objectives
- ***Appropriate*** to, and useful for, the stakeholders who are likely to use it
- ***Balanced,*** giving a picture of what you are doing, covering all significant areas of work
- ***Broad,*** covering the different dimensions and levels of performance
- ***Robust,*** in order to withstand organizational, output or personnel changes
- ***Integrated*** into your business planning and management processes
- ***Cost Effective,*** balancing the benefits of the information against the costs of producing it

Criteria	Questions
Relevant	• Does the measure attempt to capture success around a key objective? • What does it tell you about how the organisation is performing? • Does it accurately represent what you are trying to assess?
Avoids Perverse Incentives	• Does the measure encourage unwanted behaviour (e.g. not reporting mistakes)? • Could you improve the measure without improving performance in real life? • Does it allow innovation? Or does it discourage improvements to service delivery?
Attributable	• Is the measure influenced by the agency's (or sector's) actions? • Are you clear where accountability for the measure lies? • How strongly does your agency affect the measure? • Can a SMART (Specific, Measurable, Achievable, Relevant, Timed) target be set?
Well-defined	• Is the measure expressed clearly, so that it is easy to understand? • Does it have an unambiguous definition, so it can be collected consistently? • Can you gather all the data or evidence you need to produce the measure?
Timely	• Does the measure provide information in time for action to be taken? • What's the lag between the event and information becoming available? • Can it provide information frequently enough to track changes and take actions?
Reliable	• Is the performance measure accurate enough for its use? • Has the measure been checked by appropriate specialists? (for example statisticians, social researchers, accountants or scientists.) • Is it responsive to change? Will it show significant changes in performance? Will the measure change because of random 'noise' rather than actual performance?
Comparable	• Have you defined useful comparison groups? • Does the measure allow comparison with past performance? • Does it allow comparison with other agencies delivering a similar service?
Verifiable	• Given the documentation, could an objective outsider come up with the same results? • Does documentation exist so that the process behind the measure can be validated?

NO PAIN, NO GAIN

The **PAIN** is worth it if the goals are:

- **P**rofitable *(Is it worthwhile to improve this? Favorable Benefit/Cost?)*
- **A**chievable *(Can it be improved? How? Who will do it?)*
- **I**mportant *(Does it matter to anyone?)*
- **N**umerical *(Without a number, you won't know when you get there.)*

The **GAIN** is in reaching the goals, because: **G**oals **A**re **I**mprovement **N**umbers

PERFORMANCE MEASURE LIMITATIONS

- Performance data do not, by themselves, tell why a result occurred; they do not necessarily reveal *cause*
- Some outcomes cannot be measured directly; is a *proxy* available?
- Measures need to be understood in a context; understanding of variation over time and sources of variation

SOURCES OF VARIATION

Not all factors that influence our outcomes are variable and/or controllable

Leadership

Staff

Morale

Funding

Turnover

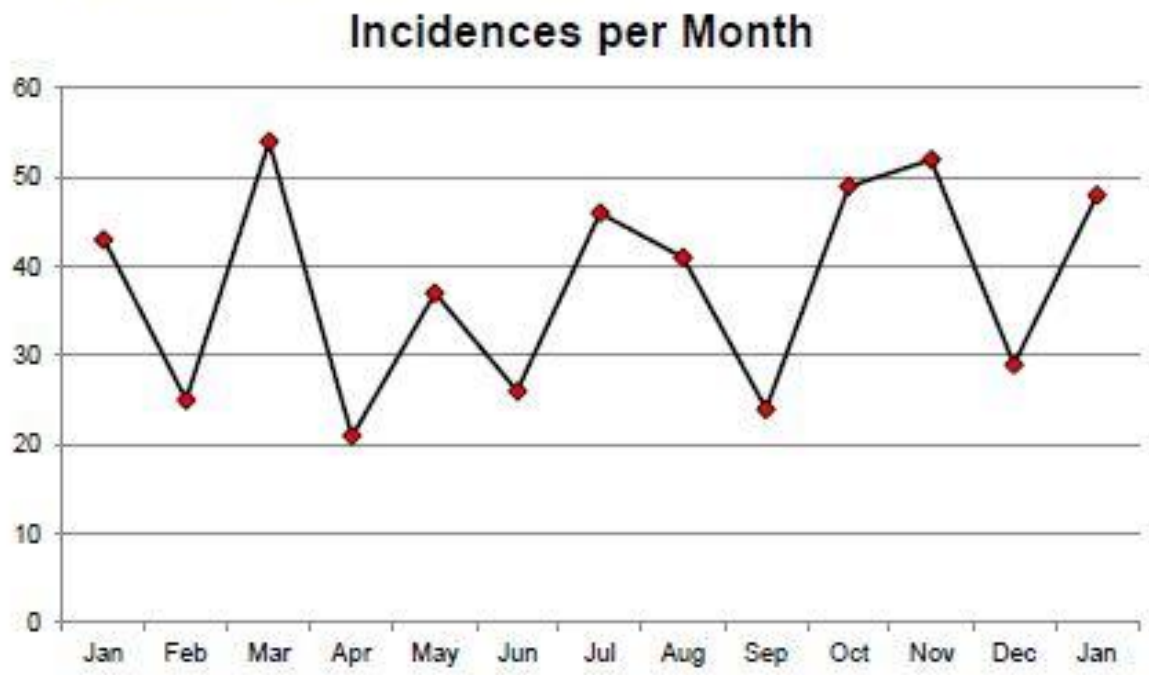
Broader economy

Which among these are variable?

Which among these are controllable?

MEASUREMENT AND VARIATION

Understanding process variation over time



Hmmm. What causes this variation and what's within our influence?

WE MUST MAINTAIN "FIDELITY" FOR THE PROGRAM OR INTERVENTION

- *Program fidelity* is extent to which the defined core program elements of the intervention are provided as intended.

  - Correct program length?
  - Correct dosage?
  - Correct target population?
  - Adequate training of staff?

LIKE FOLLOWING A RECIPE

- If you give me your grandma's delicious chocolate cake recipe, I bake a cake from the recipe, and it tastes like sawdust, there are two relevant possibilities:

  1. I followed the recipe and your grandma's cake is yucky
  2. I failed to follow the recipe for your grandma's yummy cake

FIDELITY

- Fidelity has to do with the quality with which one implements a practice or intervention
- Fidelity is related to factors such as:
  - Commitment of leadership
  - Training of staff
  - Evaluation of staff
  - Evaluation of the process

QUESTIONS?

POOR PERFORMANCE MEASURES

- Measures that are events or milestones (activity instead of results)
- Very infrequently calculated
- Measures related to impacts/outcomes that we do not have strong influence over (insensitive)

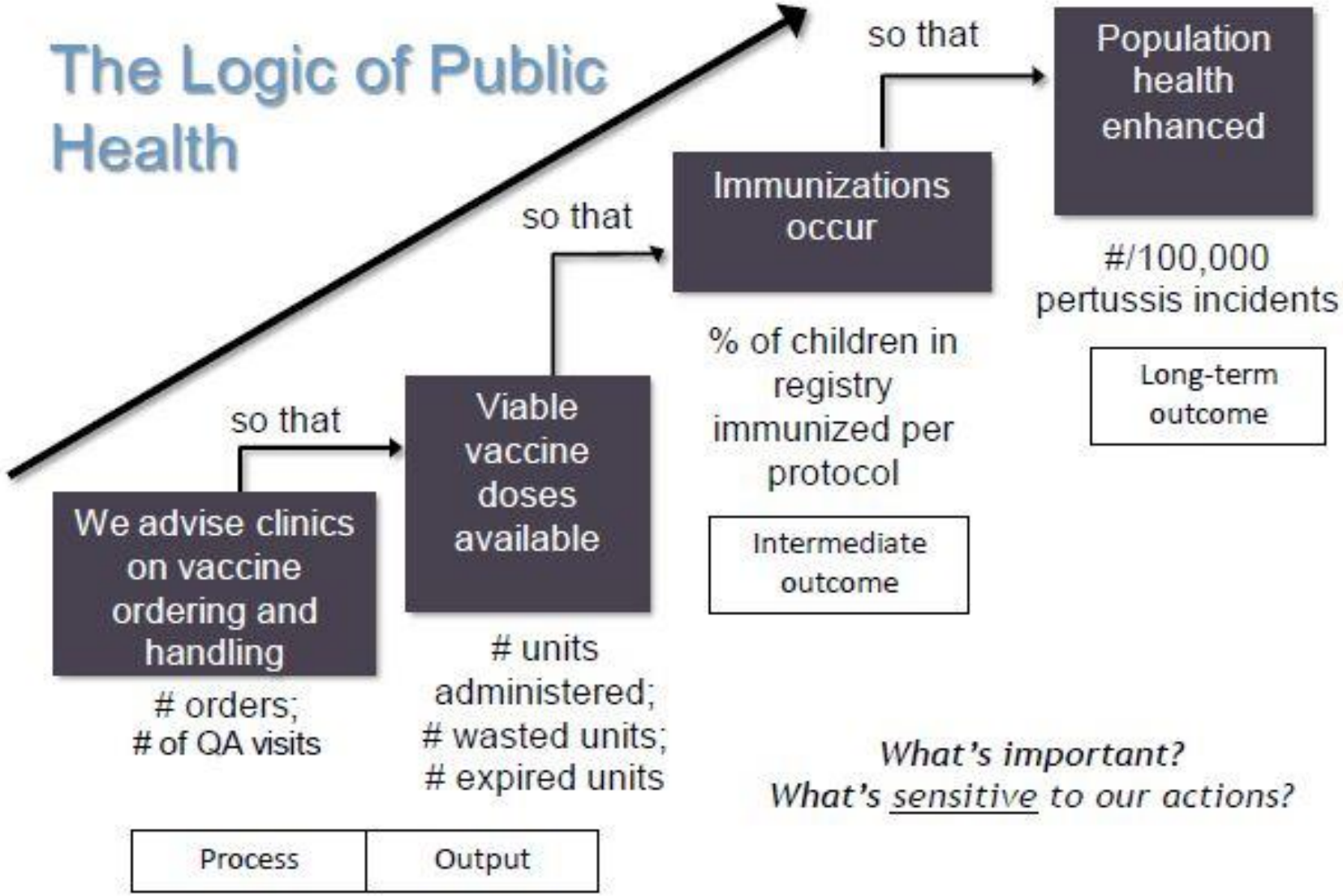
DATA SOURCES

- ***Primary data*** is source data. It is typically collected from administrative processes or the group that experiences the impact or outcome sought
- ***Secondary data*** is once removed from the primary source. It often comes from other state sector agencies, private sector partners, academics or researchers

EXAMPLES

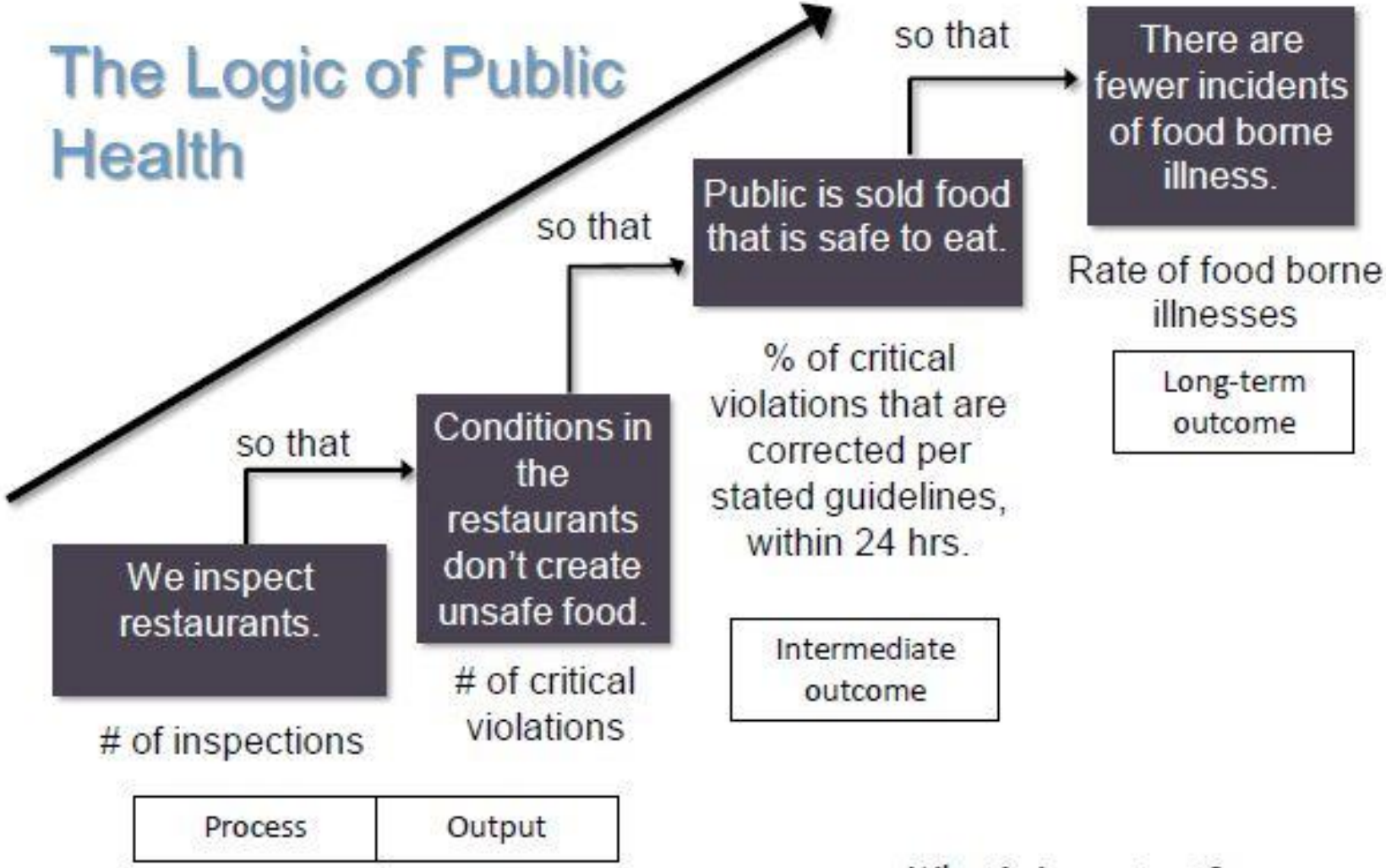
Type of Result	Level	Focus On	Examples of Common Measures
EFFICIENCY OF PROCESS	Input Utilisation	Efficiency Economy	Real output price trend (inflation adjusted) Price per unit, vs. benchmarks % prison beds full / max. capacity used Real input cost trend (eg. per policeman or nurse)
QUANTITY	Output	Volume produced	People receiving training / rehabilitation Cases / complaints processed
QUALITY	Output	Quality of delivery Timeliness Acceptability	% output fully meeting specification % ministerials / passports / etc on time % who would use again / recommend use
COVERAGE (or Reach)	Output	Coverage Targeting efficiency Access	% population in need receiving output % in 'treated' group who met entry criteria % targets who did not access / use service Transit time (or other 'big' barrier to use)
NEAR-TERM	Impact or Outcome	Completion rate Knowledge retained Reduction in queue Receipt of benefits Incentives changed Unintended effects	% finishing / getting qualified / in service % core messages remembered Average wait time / number in queue % impoverished with more money % believing regulatory change matters Higher incident or reduced survival rates
INTERMEDIATE	Impact or Outcome	Cognitive change Behaviour change Risk reduction Lifestyle change Survival Unintended effects	% aware of risks / able to use new idea % investing / saving / quitting / working Fewer drunken drivers / 'bad' incidents % in jobs / new career / crime free % alive after 30 days / time event-free Graduates migrating or excessive uptake
END or FINAL	Impact or Outcome	Aggregate improvement More equity Cost effectiveness Unintended effects	Greater health / wealth / happiness Less difference across deciles / areas Fewer deaths / accidents / kids in care Cost per unit of improvement in outcome Increased welfare dependency, risk, etc

The Logic of Public Health



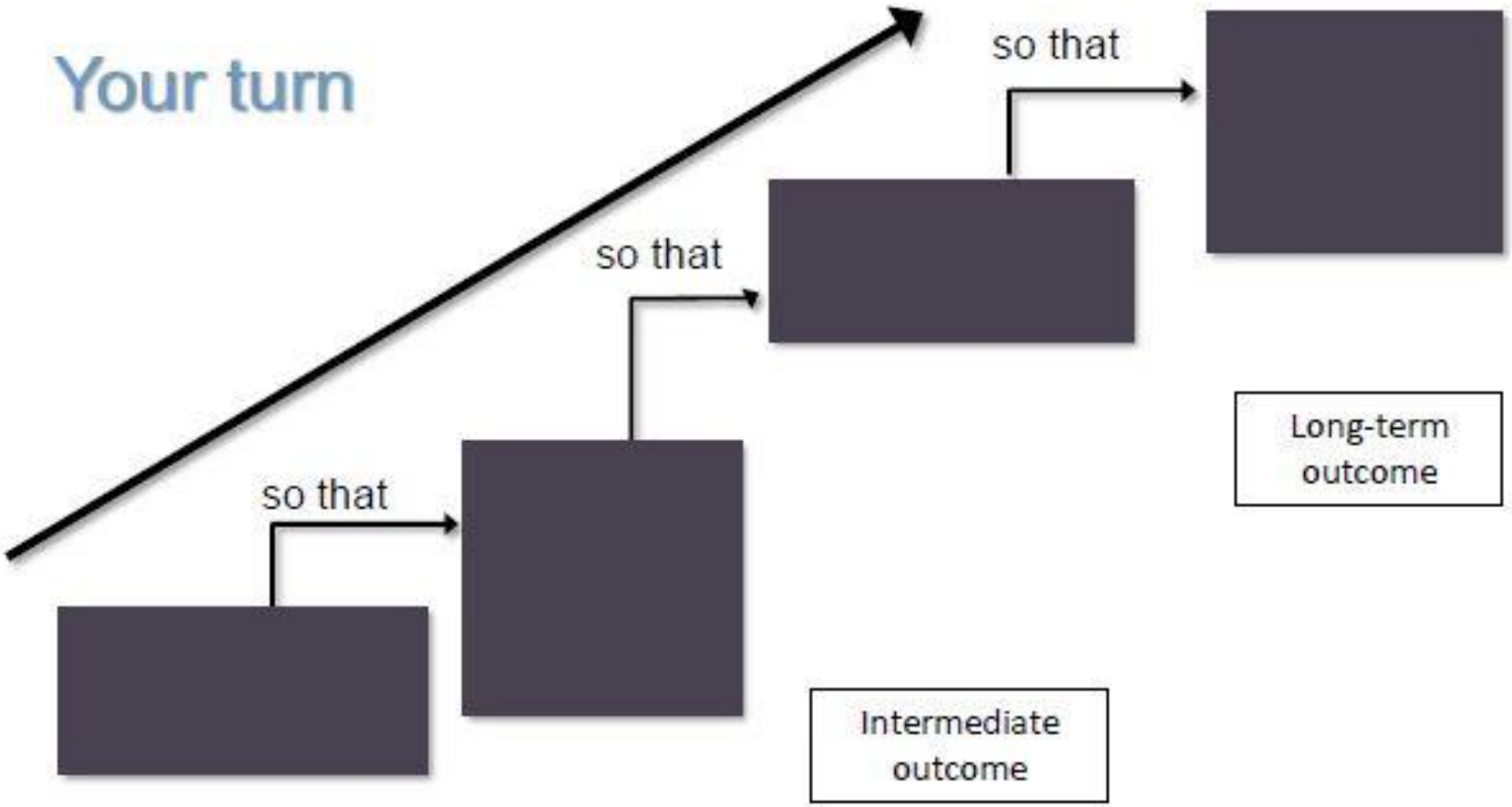
What's important?
What's sensitive to our actions?

The Logic of Public Health



What's important?
What's sensitive to our actions?

Your turn



Process	Output

OUTPUT, INTERMEDIATE OUTCOME, OR OUTCOME?

Road safety performance measures

Fatal crashes	Down 20-22%
Hospital bed-days	Down >22%
Safety-related tickets	Up 11-400%
Cars exceeding 110 km/h	Down 14%
Speed-related fatal crashes	Down 14%
Rear seat belts worn	Up 23%
Fatalities avoidable by belt	Down 22%
Breath tests administered	Up 23%
Drunk driving offences	Down 14%
Safety funding for enforcement and education	Up 27%

Source: Taylor, Duigan, Barry Ltd and Parker Duigan Ltd, *Initial Evaluation ("Stocktake") of Road Safety to 2010 Strategy*, November 2004.

CONCLUSIONS

- Performance measurement is a growing requirement for public agencies and grant recipients
- Not always intuitive, but it is a learned skill that can be instrumental for enhancing your agencies performance
- Performance measurement allows your agency to highlight successes and trouble-shoot shortcomings and challenges

QUESTIONS?

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