Creating a Management Culture Receptive to the Use of Measurement and Evaluation to Inprove Programmatic Results

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The Problem...

- Integration of Performance Measurement and Evaluation into the management of government programs has been uneven despite 20 years of mandates, processes, incentives, and control mechanisms
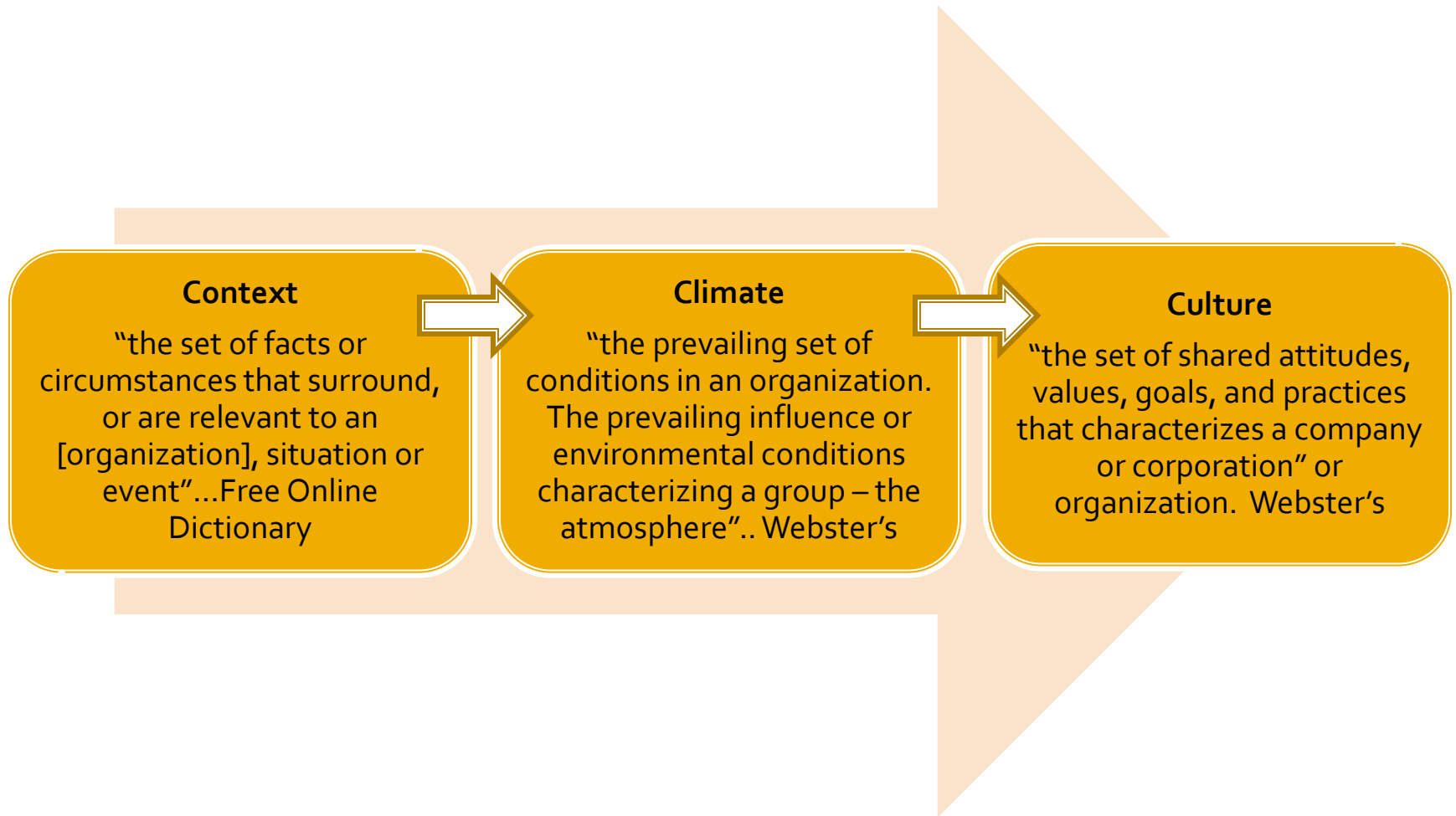
One Solution…

- Organizational culture is an important factor in the extent to which Performance Measurement and Evaluation penetrates agency/program management

Road Map...

- **Briefly review the Current Context for Performance Measurement and Evaluation in the Federal Government**

- **Provide our Conceptual Model/Framework**

- **Explore Empirical Relationships**
  - **Present analyses of OPM, GAO and OMB's PART data**

Examining Context, Organizational Climate and Culture

Context

"the set of facts or circumstances that surround, or are relevant to an [organization], situation or event"...Free Online Dictionary

Climate

"the prevailing set of conditions in an organization. The prevailing influence or environmental conditions characterizing a group – the atmosphere".. Webster's

Culture

"the set of shared attitudes, values, goals, and practices that characterizes a company or corporation" or organization. Webster's
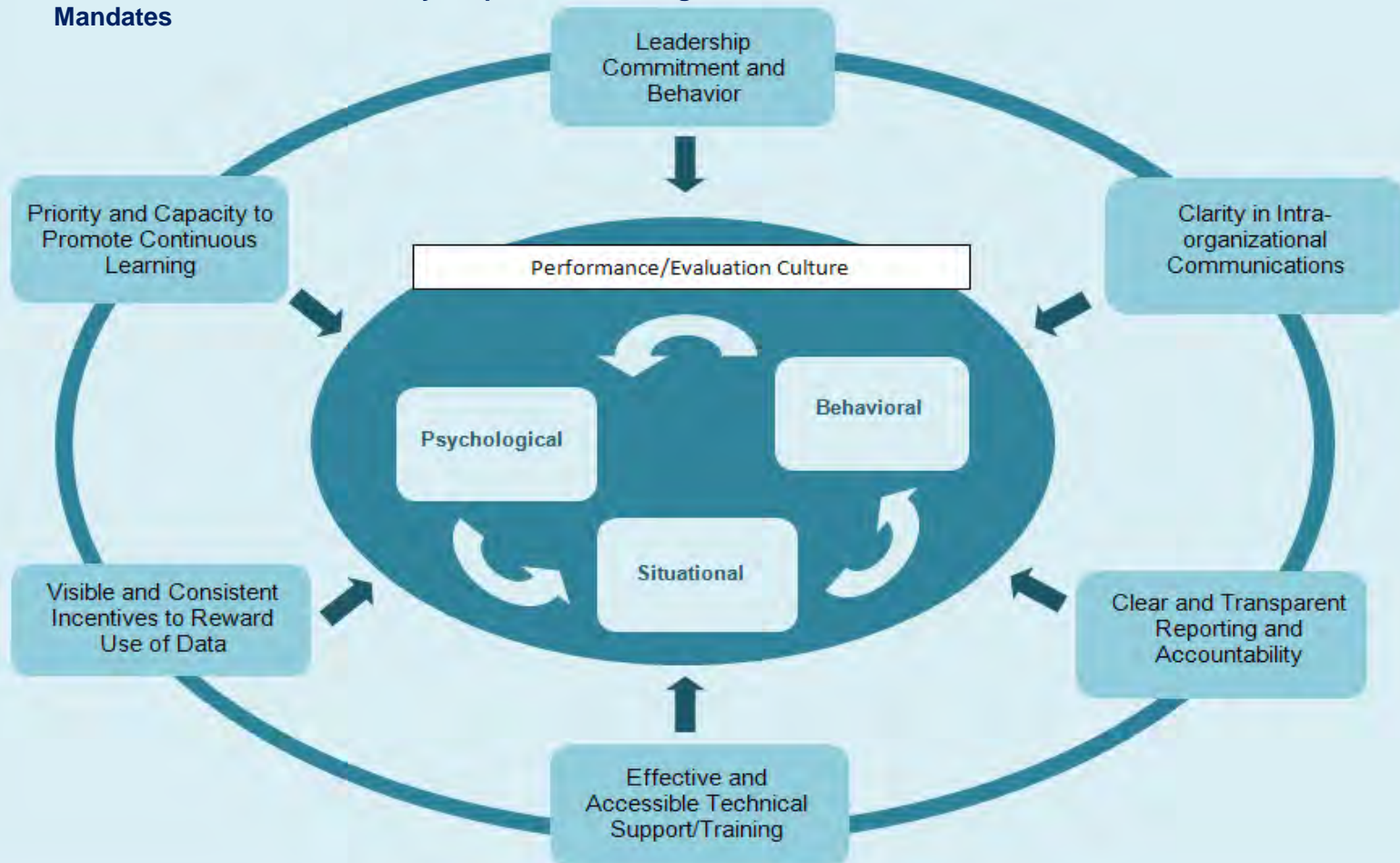
Current Context for Performance Measurement and Evaluation

- Statutory Requirements
  - GPRA 1993
  - GPRA Mod Act 2010
- Transparency and Reporting
  - Performance.gov Portal
  - ARRA Stimulus tracking
- Congressional Interest
- Fiscal
  - Budget Guidance
  - Fear of Budget Cuts
  - Debt/Deficit Choices

- Policies/Mandates
  - E.O. 13450
    - Performance Improvement Officer (PIO)
    - Performance Improvement Council
  - High Priority Performance Goals
  - Program Evaluation Initiative
  - Zients May 18, 2012 Memo on Evidence and Evaluation
  - Emphasis on Impact Evaluations and use of RCTs

Conceptual Model/Framework

The External Context: Statutory Requirements, Congressional Interest, Fiscal Considerations, Policies and Mandates

Leadership Commitment and Behavior

Priority and Capacity to Promote Continuous Learning

Clarity in Intra-organizational Communications

Performance/Evaluation Culture

Psychological

Behavioral

Situational

Visible and Consistent Incentives to Reward Use of Data

Clear and Transparent Reporting and Accountability

Effective and Accessible Technical Support/Training

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Internal Climate

- **Leadership Commitment and Behavior**
  - Officials at the highest level of management are committed to using performance information and evaluation results in decision-making.
  - Top administrators are champions and ensure that performance measurement and evaluation receive the attention, resources and support needed.
  - Leaders regard measurement and evaluation as less of a response to external mandates for accountability and more as an important step toward continuous learning and program improvement.

Internal Climate

- **Clarity in Intra-organizational Communications**
  - Difficult issues are discussed freely and openly.
  - Decisions are explained honestly.
  - Employees at every level of the organization feel comfortable questioning the basis for decision making, including the evidence that was used, as a normal part of discussion.
  - Communications highlight what we don't know, including assumptions and limitations of the data, as equally important as what we do know.

Internal Climate

- **Visible and Consistent Incentives to Reward Use of Data**

  - Executives, managers, and front-line employees routinely are asked for data to back up program decisions, options, and professional judgments.

  - Data and analyses often drive re-thinking program priorities and strategies.

  - Individual performance plans value the use of data, and appraisals reward use of data in managing programs.

  - Funding decisions are clearly based on data.

Internal Climate

- **Priority and Capacity to Promote Continuous Learning**
  - Evidenced by a commitment to continual self-examination of current management practices and performance, and a resistance to complacent acceptance of the unexamined status quo.
  - A formal process exists to routinely identify, plan and conduct program evaluations and use their results to inform management decisions.

Internal Climate

- **Clear and Transparent Reporting and Accountability**
  - Performance data are reported consistently and available in a format that is easily understood and are used to set goals.
  - An analysis of the data shed light on how well programs or strategies are working and are used to inform when further evaluation is needed.
  - Data are used to set goals and assess progress towards achieving goals and objectives.

Internal Climate

- **Effective and Accessible Technical Support/Training**
  - Staff have access to internal (in-house) and external program evaluation experts with knowledge of the state-of-the art methods of program evaluation.
  - Capacity-building efforts provide agency staff with the skills to:
    - frame pertinent evaluation questions about programs and operations,
    - clearly articulate their evaluation needs, and
    - manage or conduct evaluations as needed.

Performance and Evaluation Culture

- Psychological
  - Individual attitudes, beliefs, and values regarding production and use of performance data and evaluation within the organization ; and interpersonal trust

- Behavioral
  - Current practice regarding production and use of performance data and evaluation within the organization

- Situational
  - Reflexive behavior that innately values and relies on performance data and evaluation

An Empirical Look at Culture and Receptivity toward Measurement and Evaluation

- Key questions we considered:
  - How does organizational culture affect receptivity toward evaluation and measurement?
  - How can it be measured empirically?
  - What aspects of culture promote and which deter use of evaluation and measurement for continuous learning?

Exploring Empirical Relationships: Overview of Research Scope and Methods

- Conducted Literature Review
- Interviewed staff from select agencies
- Examined Data Sources
  - OPM's Federal Employee Viewpoint Survey (EVS) 2004, 2006, 2008, 2010 & 2011
  - GAO Surveys of Federal Managers Regarding Use of Performance Data 2007
  - PART Scoring For Performance Measurement and Results sections (parts 2 and 4)
- Established Criteria for Receptivity Index
- Surveyed Gs-14 and above in select agencies (N=99 so far)
 - EPA, FRA, NASA, NHTSA, NOAA, and NRC

Scope and Methods, cont.

- Our Receptivity Index using OPM's Federal Viewpoint Data (% giving 4 or 5 on the scale) includes:
  - Employee Work Experiences
    - I feel encouraged to come up with new and better ways of doing things
    - I know how my work relates to the agency's goals and priorities
    - I am held accountable for achieving results
  - Agency
    - Employees have a feeling of personal empowerment with respect to work processes
    - Creativity and innovation are rewarded
    - I believe the results of this survey will be used to make my agency a better place to work
  - Employee Supervisor/Team Leader
    - My supervisor/team leader listens to what I have to say
  - Agency Leadership
    - Managers communicate the goals and priorities of the organization
    - Managers review and evaluate the organization's progress toward goals and objectives

Scope and Methods, cont.

- Our GAO "Use" Index (% giving 4 or 5 on the scale) includes **Using performance data to:**
  - Set Program Priorities
  - Allocate Resources
  - Adopt new program approaches or change work processes
  - Coordinate program efforts with other internal or external organizations
  - Refine program performance measures
  - Set new or revising existing performance goals
  - Set individual job expectations for the government employees I manage or supervise
  - Reward government employees I manage or supervise
  - Develop and managing contracts
  - Develop Program Strategy
  - Identify program problems to be addressed
  - Take corrective action to solve program problems
  - Identify and share effective program approaches with others

Receptivity Index by Year for selected agencies
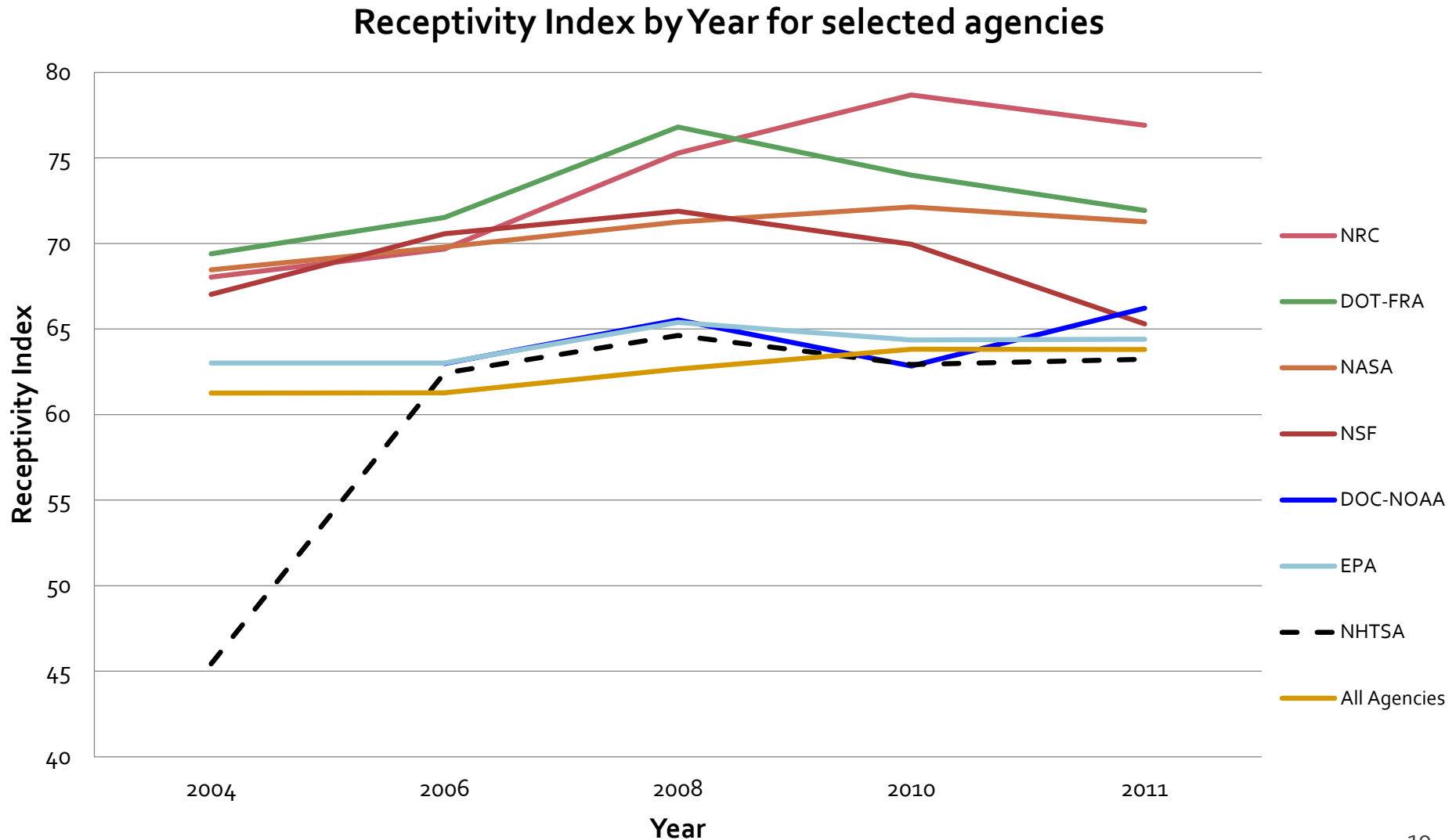
How does our receptivity index correlate with GAO Use data?

Dependent Variable:
Use of Performance Data (GAO 2007 survey responses)

Independent Variables	Slope	R-Squared
Receptivity index 2004	.84**	39%
Receptivity index 2006	.68*	26%
Receptivity index 2008	.69**	30%
Receptivity index 2010	.60*	24%
Receptivity index 2011	.66*	23%

*   Statistically significant at the 95% level
**Statistically significant at the 99% level

Scatterplots of GAO Use Index 2007 by Receptivity Index 2006
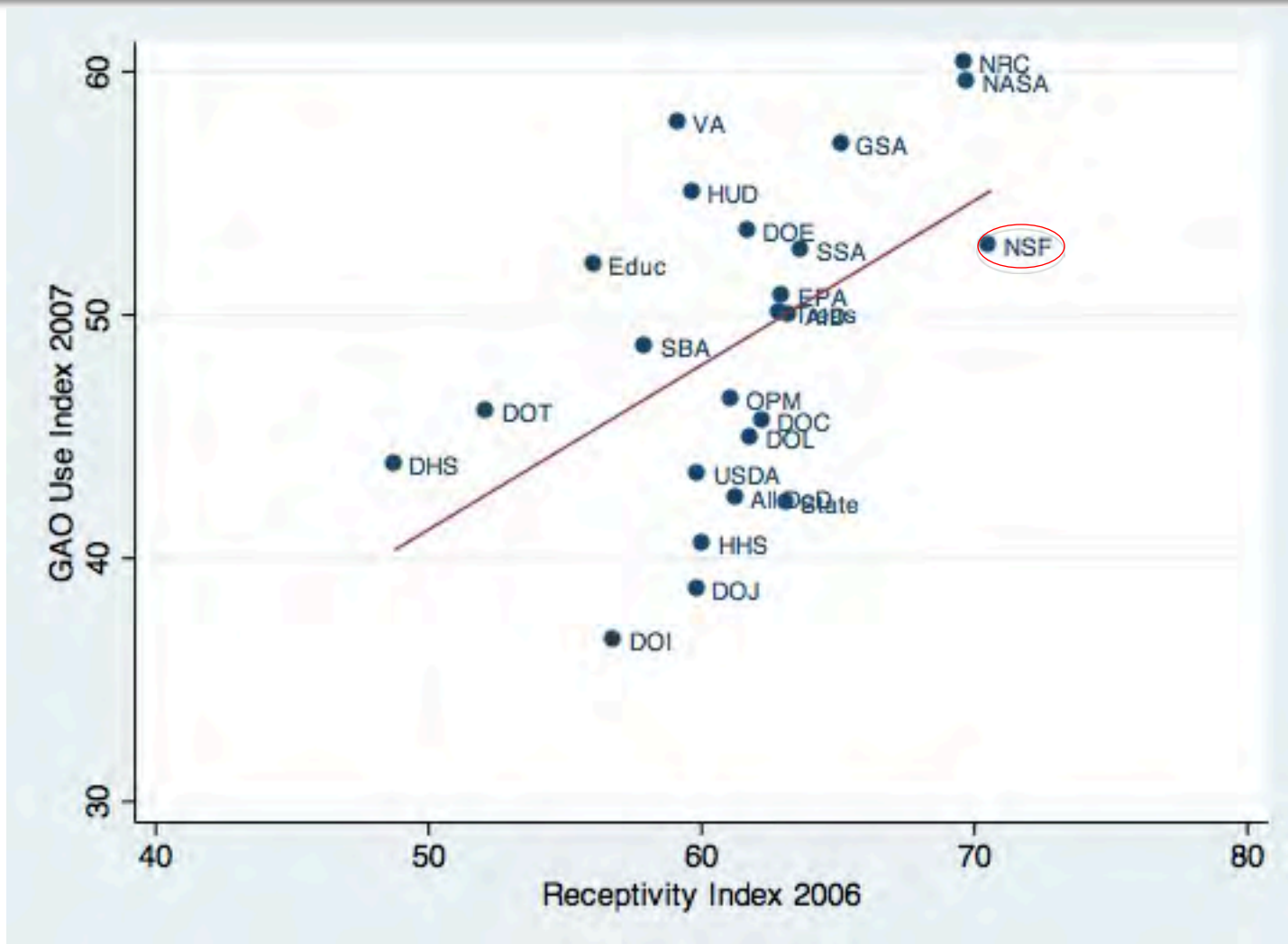
How does our receptivity index correlate with GAO Use data for each activity?

Dependent Variable- GAO Use data for each activity   Independent Variable: Receptivity index for each year

GAO Use data for:	2004	2006	2008	2010	2011
Setting Program Priorities	NS	NS	NS	NS	NS
Allocating Resources	*	NS	*	**	**
Adopting new program approaches or changing work processes	*	*	**	NS	NS
Coordinating program efforts with other internal or external organizations	*	NS	NS	NS	NS
Refining program performance measures	*	NS	NS	NS	NS
Setting new or revising existing performance goals	*	NS	NS	NS	NS
Setting individual job expectations for the government employees I manage or supervise	*	*	*	*	*

* Statistically significant at the 95% level; **Statistically significant at the 99% level; NS not significant

How does our receptivity index correlate with GAO Use data for each activity, cont.

Dependent Variable- GAO Use data for each activity   Independent Variable: Receptivity index for each year

GAO Use data for:	2004	2006	2008	2010	2011
Rewarding government employees I manage or supervise	**	*	*	**	**
Developing and managing contracts	**	**	**	NS	NS
Developing Program Strategy	*	*	*	NS	NS
Identifying program problems to be addressed	**	*	**	*	*
Taking corrective action to solve program problems	*	*	*	*	NS
Identifying and sharing effective program approaches with others	**	*	*	NS	NS

* Statistically significant at the 95% level; **Statistically significant at the 99% level; NS not significant

# How does our receptivity index correlate with PART (results) Scores?

Dependent Variable:
PART Scores (average of part 2 and 4 results for each agency)

Independent Variables	Slope w/ all agencies	Slope w/out big agencies	R-Squared with all agencies	R-Squared w/out big agencies
Receptivity index 2004	.04	-.13	.03%	.26%
Receptivity index 2006	.41	.38	2.9%	1.93%
Receptivity index 2008	.52	.55	4.4%	4.4%
Receptivity index 2010	.69	.71	5.9%	6.1%
Receptivity index 2011	.63	.64	4.6%	4.3%

Slopes are not statistically significant

Scatterplots of PART Scores by Receptivity Index 2004
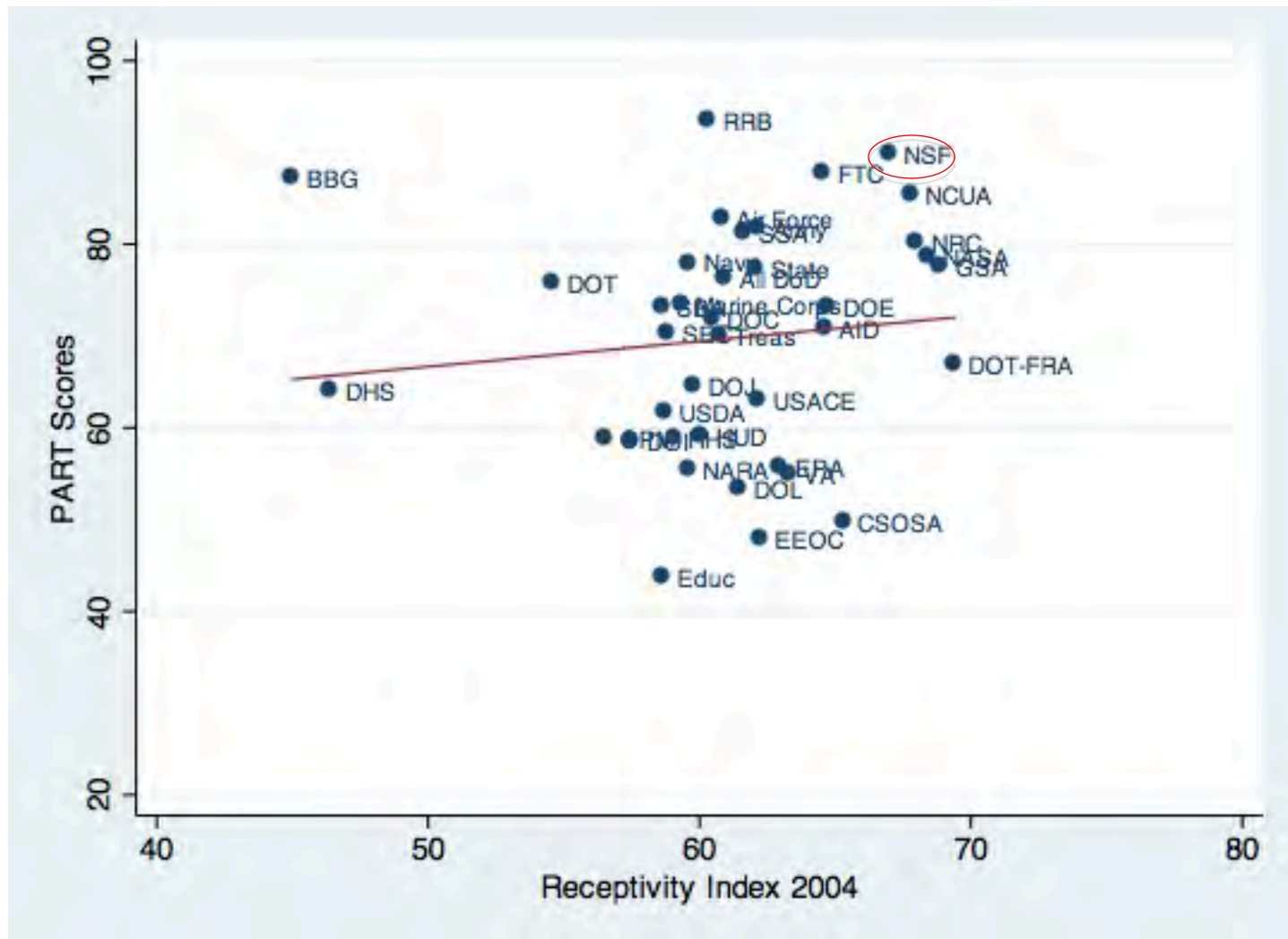
Scatterplots of PART Scores by Receptivity Index 2010
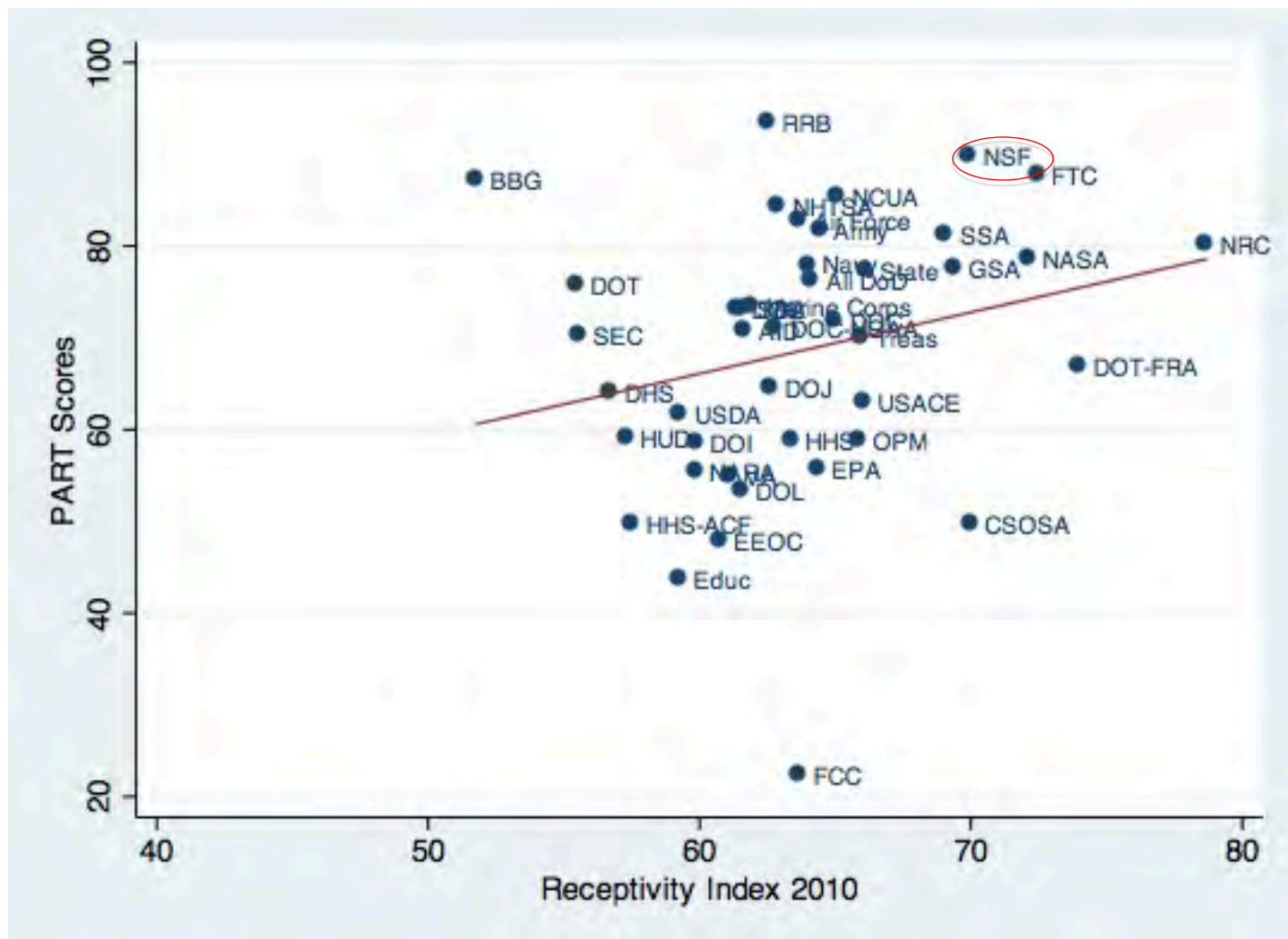
Which internal practices influence the use of evaluation and measurement? (% giving 4 or 5 on the scale for practices today and 5 years ago)

Question	Today	5 years ago
Executives, managers, and frontline employees routinely ask/asked for data to back up program decisions, options, and professional judgments.	64.3	54.2
Officials at the highest level of leadership are/were committed to using PROGRAM EVALUATION results in decisionmaking.	54.3	54.3
Top administrators serve/served as champions to ensure that PERFORMANCE MEASUREMENT receives the needed attention, resources and support.	54.3	45.8
Data and analyses drive/drove rethinking program priorities and strategies.	52.9	51.4
Top administrators serve/served as champions to ensure that PROGRAM EVALUATIONS receive the needed attention, resources and support.	52.8	43.5
A formal process exists/existed to routinely identify, plan and conduct program evaluations and use their results to inform management decisions.	51.4	45.6
Difficult issues about performance are/were discussed freely and openly.	50	35.2
Data are/were used to set goals and assess progress towards achieving goals and objectives.	49.2	51.4
Management is/was committed to critical examination of current management practices and performance, and resistant to complacent acceptance of the status quo.	48.6	42.9
Leaders regard/regarded measurement and evaluation as less of a response to external mandates for accountability and more as an important step toward continuous learning and program improvement.	48.6	38.6

Which internal practices influence the use of evaluation and measurement, cont.

Question	Today	5 years ago
Officials at the highest level of leadership are/were committed to using PERFORMANCE INFORMATION in decisionmaking.	48.5	45.7
Performance data are/were reported consistently, available in a format that is easily understood and are/were used to set goals.	46.3	38.8
Employees at every level of the organization feel/felt comfortable questioning the basis for decision making, including the evidence that was used, as a normal part of discussion.	44.3	38.6
Analyses of data shed light on how well programs or strategies are working and are used to inform when further evaluation is needed.	44.1	42.6
Individual performance plans value/valued the use of data, and appraisals regarding use of data in managing programs.	42.9	32.9
Funding decisions are/were clearly based on data.	42.8	39.1
Decisions about performance are/were explained honestly.	42.8	37.1
Staff have/had access to internal (in-house) and external program evaluation experts with knowledge of the state-of-the art methods of program evaluation.	39.1	43.4
Communications highlight/highlighted what we don't/didn't know, including assumptions and limitations of the data, as equally important as what we did/do know.	36.2	34.7
Capacity-building efforts are/were provided to agency staff to help them manage or conduct evaluations as needed.	27.5	20.3

Which external factors influence the use of evaluation and measurement?

Question	Today	5 years ago
The High Priority Goals	50.7	N/A
Your Budget Office interest in performance data	50	41.2
Congressional committee interest in performance data	48.5	36.8
Your OMB Resource Management Office, including the RMO supervisor, interest in performance data	41.5	38.2
Change in top agency leadership	41.5	32.4
Annual GPRA performance reporting	37.6	30.9
The Quarterly Reviews	36.7	N/A
Other external factors	17.3	18.9
The PART process	N/A	16.2

What factors do federal executives believe have the most positive influence on the use of evaluation and measurement?

Internal and External Factors	Total Number of Responses
Senior Leadership Interest and Commitment	14
Internal Agency Specific Routines (including those driven by good data, results, and agency mission)	10
Congressional interest and accountability measures in place	7
Stakeholder Interest and Collaboration	4
Internal Reviews	3
Link to individual performance plans	2
Funding	1
Tools to assist with data analysis	1
Experienced workforce	1

What factors do federal executives believe have the most negative influence on the use of evaluation and measurement?

Internal and External factors	Total Number of Responses
Inefficient internal systems	8
Incorrect measurement and/or misuse of Data	7
OMB Oversight	6
Congressional Interest	5
Managers lack of interest	5
Lack of Resources	4
Politics	4
Too quantitative	2
Projects without a clear link to outcome	1
Lack of understanding of Performance Measurement and Evaluation	1

Establishing a Culture Receptive to Performance Measurement and Evaluation

1. Organization cultures can become more receptive to the use of program evaluation and performance measurement – when top leaders are consistent in their commitment to both.

2. It is possible to measure "receptivity" to evaluation and measurement.

3. Our data suggest that federal managers and executives are more receptive to the use of evaluation and measurement now than they were 5 years ago.

Establishing a Receptive Culture, cont.

4. Within agencies, senior leadership interest and commitment and agency specific routines are even more critical factors for establishing and sustaining a receptive culture than they were 5 years ago.

5. Managers are more like to link PM&E to individual performance and recognition, and to use data to help identify problems to address, and solve problems not than they were 5 year ago.

6. Inadequate data and/or systems, and burdensome OMB requirements deter receptivity and use.

7. There is strong evidence to support the conceptual model we have presented.

Thank you!

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