

# Results-Based Management 101

November 25, 2010



Mark Schacter  
Murray Kronick, FCMC

## AGENDA

8:15 Introduction

8:30 RBM . Conceptual Overview

**10:15 Break**

10:30 Realizing the Promise of RBM

11:00 Exercise 1: Logic Model / Outcomes Map

**12:00 Lunch**

13:00 Exercise 2: Performance Management Framework

14:00 Validity and Reliability of Performance Measures

**14:30 Break**

14:45 Exercise 3: Reporting on Performance

16:00 Plenary Panel discussion . Q&A

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## Questioning the fundamentals

- “ what is a result?
- “ what is results-based management?
- “ what does it mean to be a results-based manager?
- “ what is performance measurement?
- “ what is results-oriented performance information?

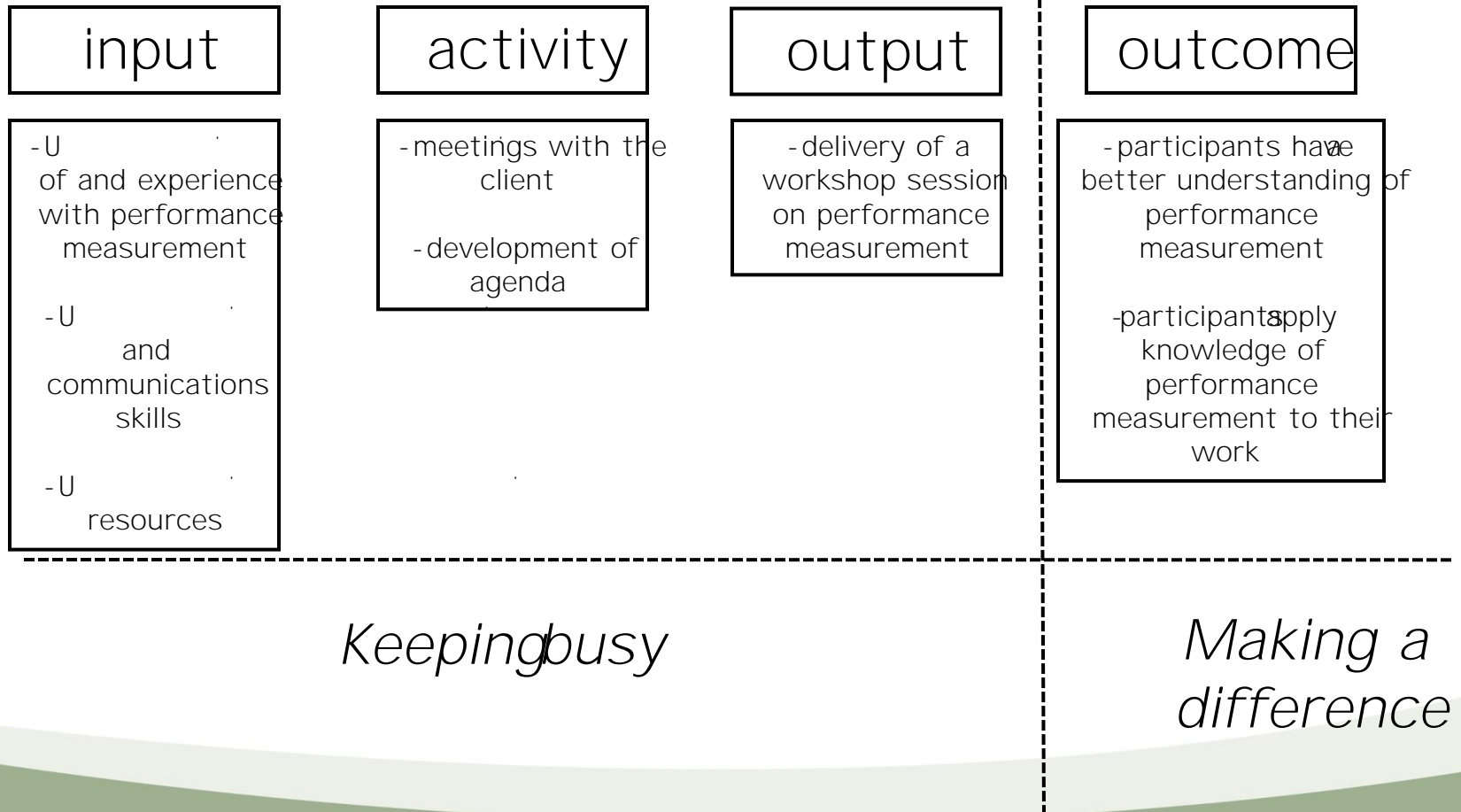
## Why do it?

- “ helps you make a case to the public that you are making a difference
- “ \ Y` d g` m c i` h f U W\_` h \ Y` Y I h Y b h` h c` k \ X Y` ] j Y f Ł` U f Y` W c b h f ] V i h ] b [ ` h c` í c i Canadians)
- “ provides information needed to make program adjustments
- “ sends a message to staff about why their work matters

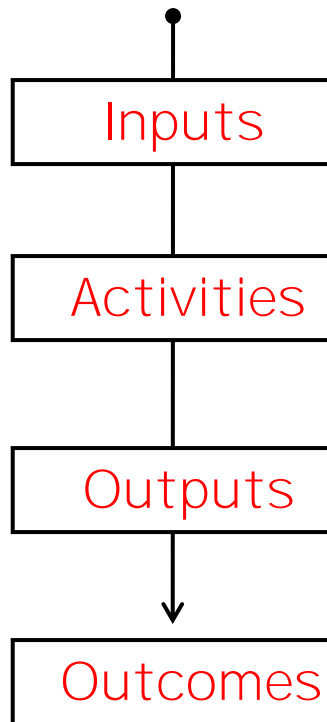
## 3 key questions

- “ **what is it that we want to make better?**
  - “ identify the outcomes
  
- “ **how do we expect to make things better?**
  - “ describe the logic of what you are doing
  
- “ **are we moving in the right direction?**
  - “ describe what evidence of good performance would look like

**For example: A U f \_ D g ' d Y f Z c f a**



## Logic Model



*“explains how you expect to get from where you are now to where you want to be*

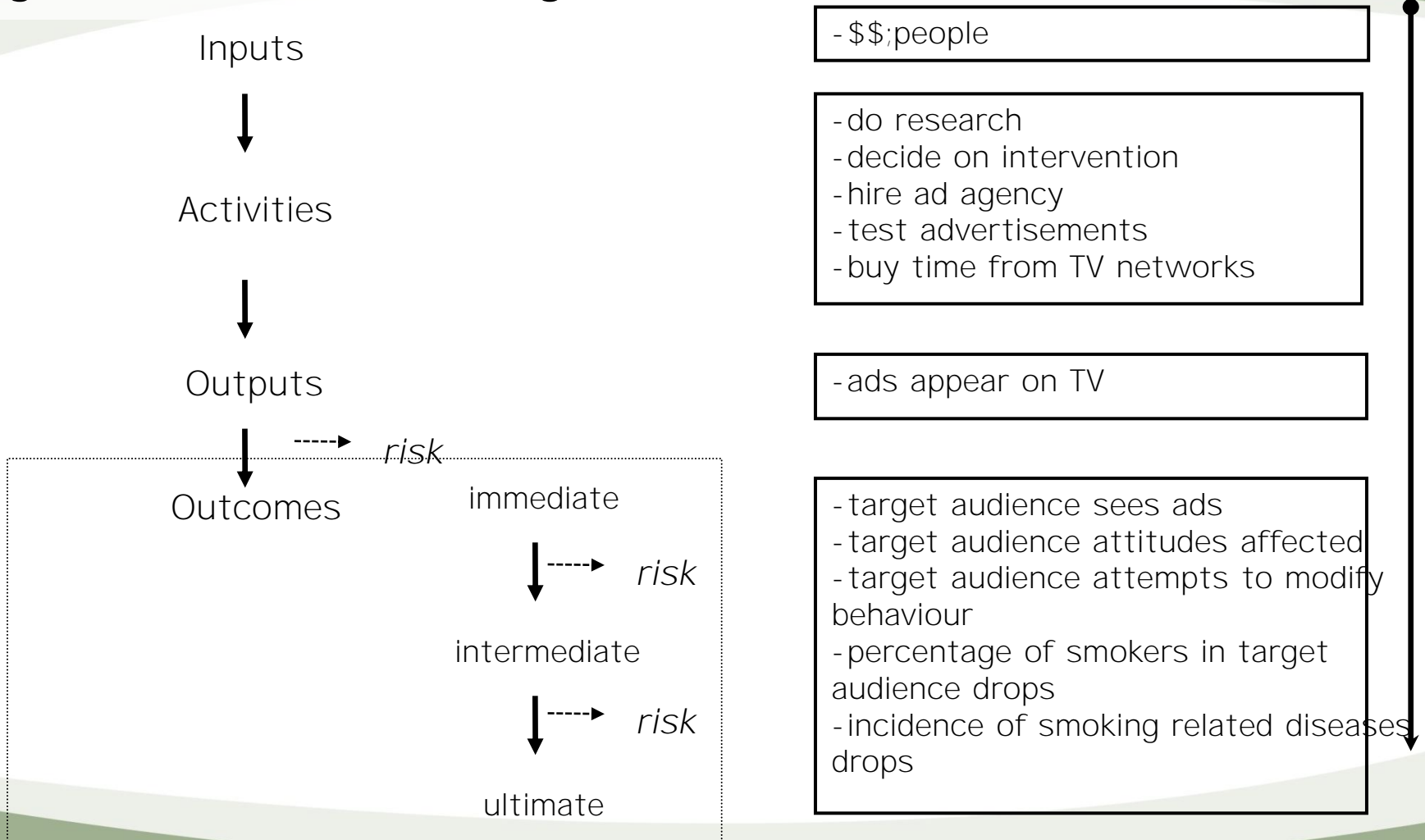
*“basis for developing performance measures*

*“basis for developing risk assessment*

*“basis for developing an evaluation framework*



# LogidModel *antismoking ads on TV*



# Measurement Challenges

- 1. Multiple high-level outcomes**
- 2. Measurability**
- 3. Time Lag**
- 4. Attribution**
- 5. Perverse Incentives**

## **Challenge # 1. Multiple high-level outcomes**

- “ **economic vs. social**
- “ **quality vs. quantity**
- “ **must balance competing outcomes?**

## Challenge # 2. Measurability

“ % b c h ' Y j Y f m h \ ] b [ ' h \ U h ' W c i b h g ' V

“ k \ Y b ' c i h W c a Y g ' U f Y ' U V c i h ' Í W U d U V  
 Í W c b Z ] X Y b W Y Î ž ' Í [ c c X ' f Y ` U h ]  
 the measures are not obvious

## Challenge # 3. Time Lag

“ **problem: the pace of progress is out of synch with the pace of performance reporting**

“ **h c X U m D g ' c i h d i h g ' X c ' b c h ' m ] Y ` X `**

## **Challenge # 4. Attribution**

- “ who deserves the credit? (or the blame?)**
- “ social/political/economic outcomes have multiple causes**

## Challenge # 5. Perverse Incentives

“ *Í k \ U h ' [ Y h g ' a Y U g i f Y X ' [ Y h g ' X*

“ **bad measures motivate bad behaviour**

*. Y j Y b ' Í [ c c X Î ' a Y U g i f Y g ' a U m ' W U i g Y ' c*

**A Y U g i f ] b [ ' Í G c Z h Î ' C i h**

“ **Reduce the qualitative idea to quantitative terms**

“ **Direct approach**

. *measure the idea itself*

“ **Proxy (indirect) approach**

. *measure something that has a logical relationship to the idea*



## Summary of Key Points

- “ **K \ U h Ð g ´ h \ Y ´ g h c f m3**
  - *what do you want to accomplish?*
  - *what are the outcomes, and how do they follow from your outputs?*
- “ **What part of the story is a reflection of your performance?**
  - *over what outcomes do you have a reasonable degree of control?*
- “ **What elements of your performance can be reduced to quantification in a meaningful way?**
  - *when does evaluation make sense, as opposed to performance measurement?*
- “ **K \ U h Ð g ´ Y g g Y b h ] U ` 3**
  - *Í a c f Y Î ´ ] g ´ b c h ´ b Y W Y g g U f ] ` m´ Í V Y h h Y f Î*
- “ **What could go wrong?**
  - *bad measures motivate bad behavior*

## What is Evaluation?

- “ **detailed assessment of some or all key aspects of a program or project**
  
- “ **often, an attempt to determine if the program**
  - . *was implemented as planned*
  - . *was the best possible response to a given problem*
  - . *produced the observed social or economic changes (or would the changes have happened anyway?)*

## Monitoring vs. Evaluation

“ D Y f Z c f a U b W Y ' A Y U g i f Y a Y b h ' fl Í A c b ] h c

- . observation and description of program implementation
- . (more or less) continuous flow of information
- . tells you that outputs are being delivered as planned
- . gives you a rough idea of whether outcomes are occurring
- . provides information to be used, later, for evaluation

“ Evaluation (Impact Evaluation)

- . assessment of whether or not outcomes have occurred (i.e. did things get better for beneficiaries?)
- . an in-depth study (as opposed to a continuous flow of information)
- . attempts to link cause and effect (if beneficiary population is better off now, was it because of our project?)

“ Before intervening . . .

Í : c f a U h ] j

- *to define the problem to be solved*
- *to determine the best intervention for solving the problem*

“ During the intervention . . .

- *to see if outputs are being delivered according to plan*
- *to see if processes (e.g. administration, service delivery) are working as intended*

“ After the intervention . . .

Í G i a a U h ] j

- *to see if everything was implemented as planned (wells dug, people trained, health centers established, resources transferred, etc.)*
- *h c ´ g Y Y ´ ] Z ´ h \ Y ´ ] b h Y b X Y X ´ c i h W c a Y g ´ f l c f ´ Í ] a wealthier, etc.)*
- *to see if the outcomes can be attributed to the program intervention*

## Why evaluate?

- “ **Provide useful feedback that will support program & policy implementation**
  - improve current implementation; do a better job next time around
  
- “ **Provide information that serves as a basis for accountability**
  - accountability for results requires understanding of what results occurred and why they occurred

## Typical steps in an evaluation

1. describe the program
2. agree on evaluation questions
3. develop an evaluation design
4. gather the evidence
5. analyze the data; present findings & recommendations

## **Step # 2. Evaluation questions**

### **“ Relevance**

- . did we do the right things?
- . did our interventions make sense, given the problems to be addressed?

### **“ Effectiveness**

- . did we deliver what we said we would deliver?

### **“ Efficiency**

- . could we have delivered the same outputs, at lower cost?

### **“ Impact (*on Ultimate Outcomes*)**

- . did we help improve the lives of the beneficiaries?

### **“ Sustainability**

- . will benefits continue to flow after external funding ceases?

## Step # 3. Evaluation design

*Key challenge*

- “ what changes would have occurred if the program had not happened?
- “ **WU b Đ h ' c V g Y f j Y ' k \ U h ' h \ Y ' g ] h i U h ] c b ' intervention**
  - . *g c W ] U ` # Y W c b c a ] W ' d \ Y b c a Y b U ' W U b Đ h ' V Y ' d i h ' in a laboratory experiment*
  - . *a i ` h ] d ` Y ' Z U W h c f g ' U h ' d ` U m ' h \ U h ' W U b Đ h ' V Y ' ethical issues*
  - . *practical concerns (time, money, nature of the intervention)*
- “ **\ U j Y ' h c ' W c b g h f i W h ' c f ' U g g i a Y ' U ' Í k ] (counterfactual) scenario**
  - . *various options with varying degrees of rigor*
  - . *b c ' X Y Z ] b ] h ] j Y ` m ' Í f ] [ \ h Î ' c f ' Í k f c b [ Î ' U d d f*



## Evaluation designs

### Experimental

- . *Í h f Y U h a Y b h [ f c i d Î U b X*
- . *Í W c b h f c [ f c i d Î ž f U b X c a*
- . *selected*

### Quasi-experimental

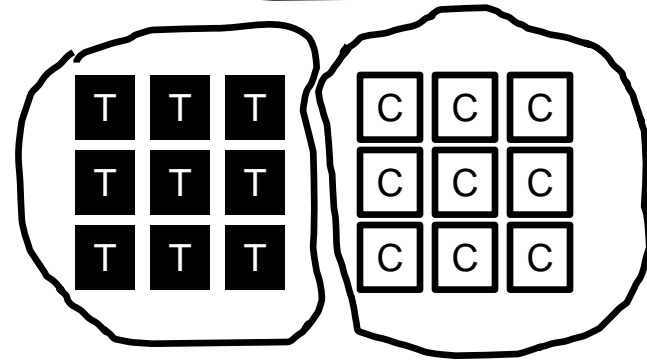
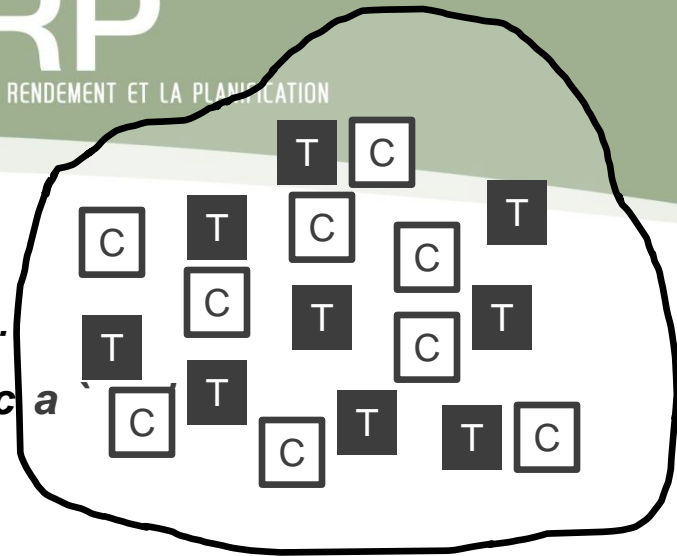
- . *non-random selection of treatment and control groups*

### Observation of Treatment Group

- . *interviews*
- . *surveys*
- . *case studies*
- . *focus groups*
- . *field observation*

↑  
rigor

↑  
technical complexity



# Typical biases in evaluation designs

*- bias can mask true impact of an intervention*

## “ Positive bias

- *funders; implementers; evaluators Ë all have strong incentive to put*  
*d c g ] h ] j Y` Í g d ] b Î` c b` Yj U` i U h ] c b` Z ] b X ] b [ g*

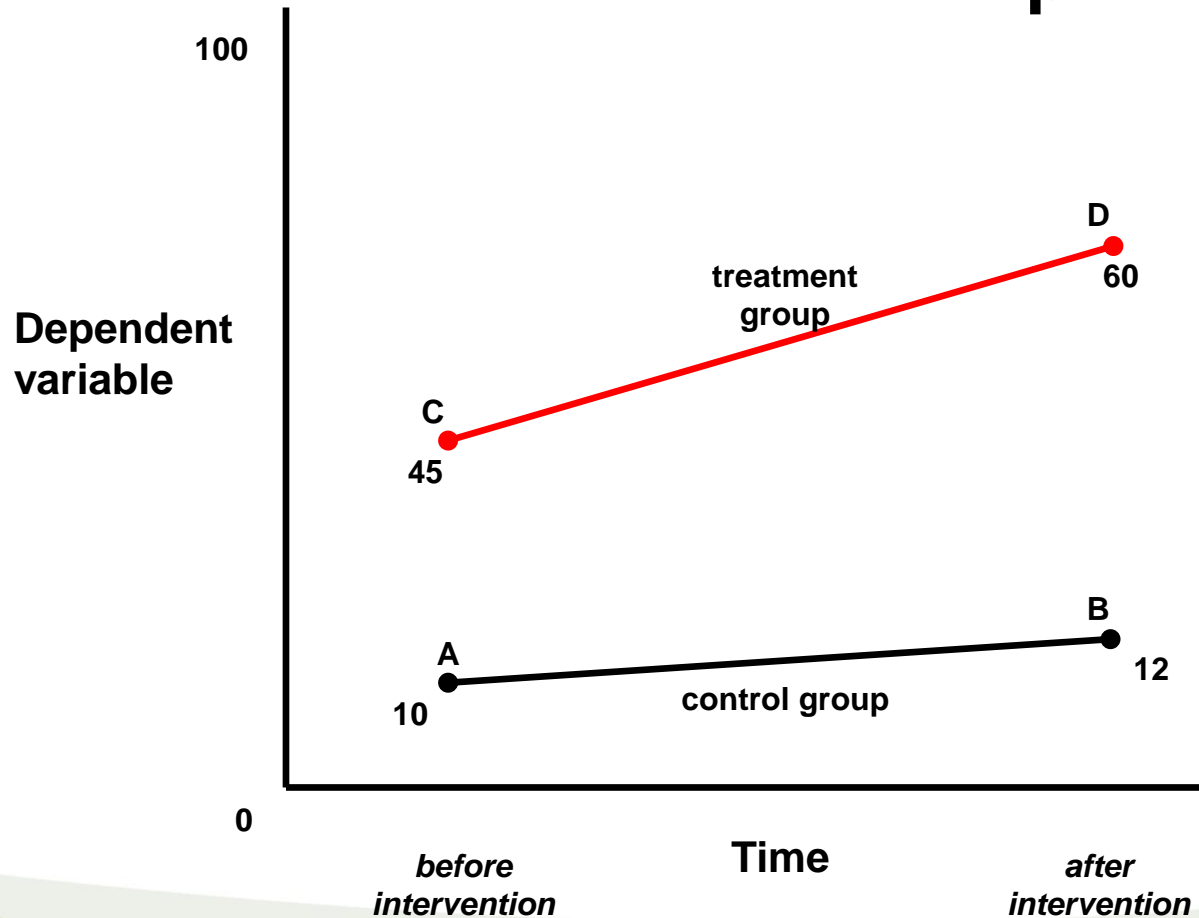
## “ Short-term bias

- *evaluations carried out during the program or immediately after its*  
*conclusion are reaching conclusions too soon; appearance of early*  
*Í g i WWY g g Î` c f` Í Z U ] ` i f Y Î` a U m` V Y` a ] g ` Y U X ]*

## “ Selection bias

- *participants in a program self-select for characteristics not typical of*  
*general population; they may have done well even without the project*
- *` Y U X g` h c` c j Y f j U` i ] b [ # i b X Y f j U` i ] b [ ` h \ Y`*

## What is the real impact?



$D - B = 400\%$   
 $D - C = 33\%$   
 $(D - C) - (B - A) = 13\%$

## Choice of evaluation design depends upon . . .

- “ **level of rigor required regarding attribution of outcomes to the program**
  - . do you need definitive proof that your program is causing intended outcomes?
  - . or is it sufficient to demonstrate the likelihood that the program is contributing to outcomes?
  
- “ **time, budget and expertise available to you**
  - . *experimental designs can be time-consuming, expensive and require specialized expertise*
  
- “ **nature of the intervention**
  - . *sometimes it will be difficult or impossible to identify a control group*

## Step # 5. Analyze data, present findings & recommendations

- “ data do not speak for themselves
- “ analysis should be provided in a way that requires minimal interpretation by the reader
- “ tailor findings and recommendations to the purpose of the evaluation
  - *findings and recommendations for evaluation focusing on efficiency very different from study focusing on impact, or on sustainability*
- “ tailor presentation of findings and recommendations to the needs and perspectives of the audience

. *dfc [ f Ua ' a Ub U [ Yf g Ð ' ] bh Yf Yghg ' a Um' X ] ZZ Yf*  
 . *Xc bcf g Ð ' ] bh Yf Yghg ' X ] ZZ Yf ' Zf ca ' [ cj Yf ba Y*  
 . *[ cj Yf ba Ybh Ðg ' ] bh Yf Yghg ' a Um' X ] ZZ Yf ' Zf ca*

# K \ c · Í c k b g Î · h \ Y · Y j U ` i

## Í 7 ` U g g ] WÎ · a c X Y Participatory evaluation

“ *g d c b g c f ] b [ ` c f [ U b ] n U h* **facilitated outcomes of full on-going local evaluation control** ”

“ *[ Y U f Y X ` h c ` c f [ U b ] n U h ]* **gained local understanding of requirements for control, information and accountability** ”

*i b X Y f g h U b X ] b [ ` c Z ` Í g i* **learning and capacity building**

“ *[ Y U f Y X ` h c ` W c a a i b ] h ] Y* **control programs and hold funders/governments accountable** ”

*X Y g ] [ b Y X ` / ` W c b X i W h Y X*

“ *evaluator extracts information from stakeholders* ”

## Summary of key points

- “ **monitoring & evaluation provide unique angles on performance**
  - *monitoring describes; evaluation analyzes and explains;*
  - *data requirements overlap; same logic model / Outcomes Map is common to both*
  
- “ **start planning evaluation at beginning of program design**
  
- “ **Wc f Y ' c Z ' ] a d U Wh ' Y j U ` i U h ] c b ' ] g ' h c ' Í**
  - *Wc i b h Y f Z U Wh i U ` ' W U b Ð h ' V Y ' Z i ` ` m ' \_ b c k b / ' \ c*
  
- “ **Í d Y f Z Y Wh ] c b Î ' ] g ' b c h ' h \ Y ' [ c U `**
  - *seek rigor appropriate to (i) purpose of the evaluation, (ii) time, budget & capacity constraints*
  
- “ **respect the value of beneficiary participation**

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## Discussion Points

1. Where is your organization today with RBM?
2. What is the direction for RBM?
3. What is working well?
4. What are some of the challenges for RBM?
5. Who are your sources of expertise for RBM?
6. What are your expectations for the future?
7. Other questions?

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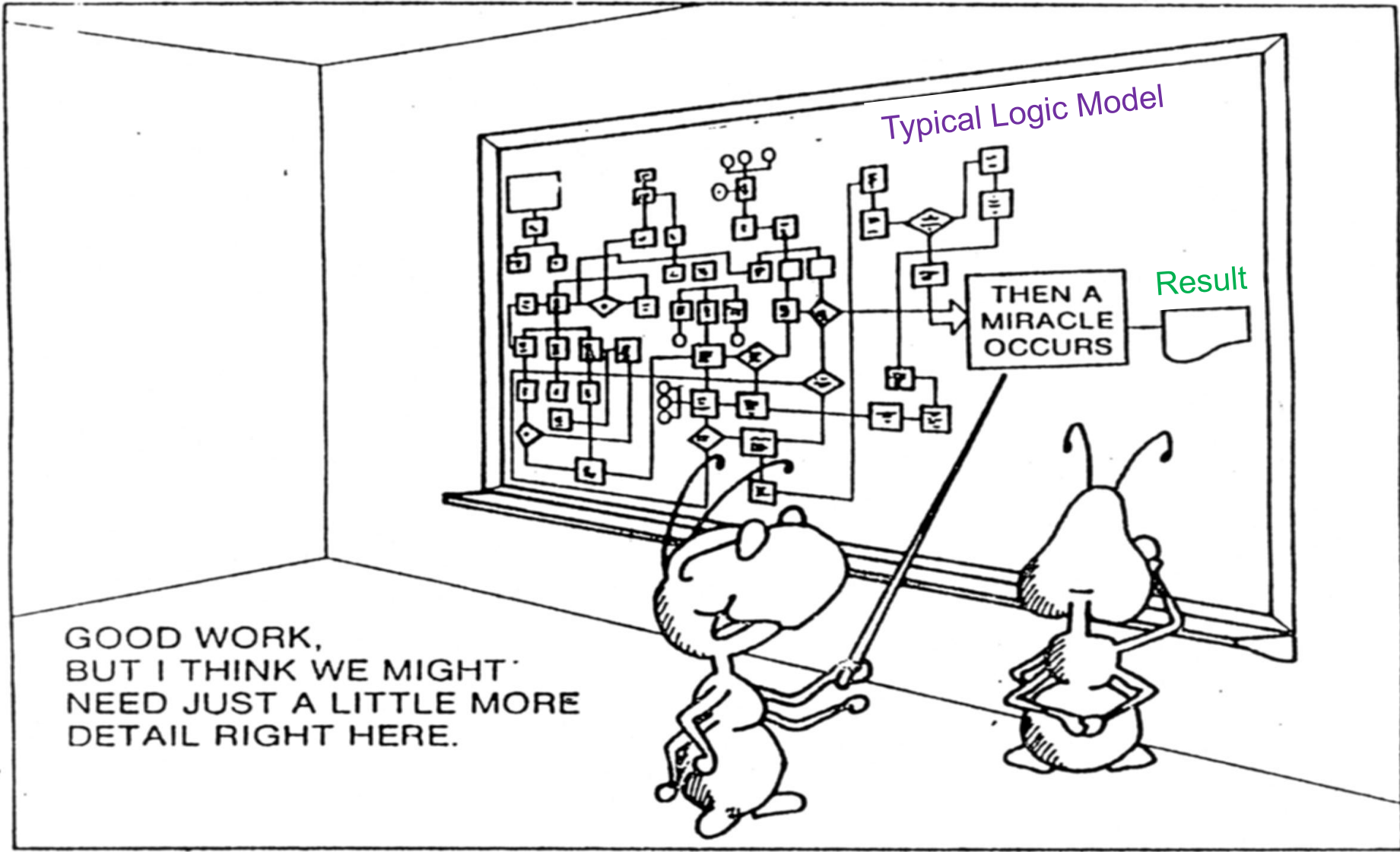
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# What is Outcome Management?

- “ It is the management strategy focused on the achievement of **results and outcomes** from a set of inputs and deliverables
- “ It contains the graphical representation of the cause-and-effect of how outcomes are created (Outcomes Map) and then measured to demonstrate success (Outcomes Register)
- “ Treasury Board Secretariat, CIO Branch has adopted the Outcome Management approach, and has published it at:  
<http://www.tbs-sct.gc.ca/emf-cag/outcome-resultat/guide-guide/guide-guide00-eng.asp>

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... and then a miracle happens..



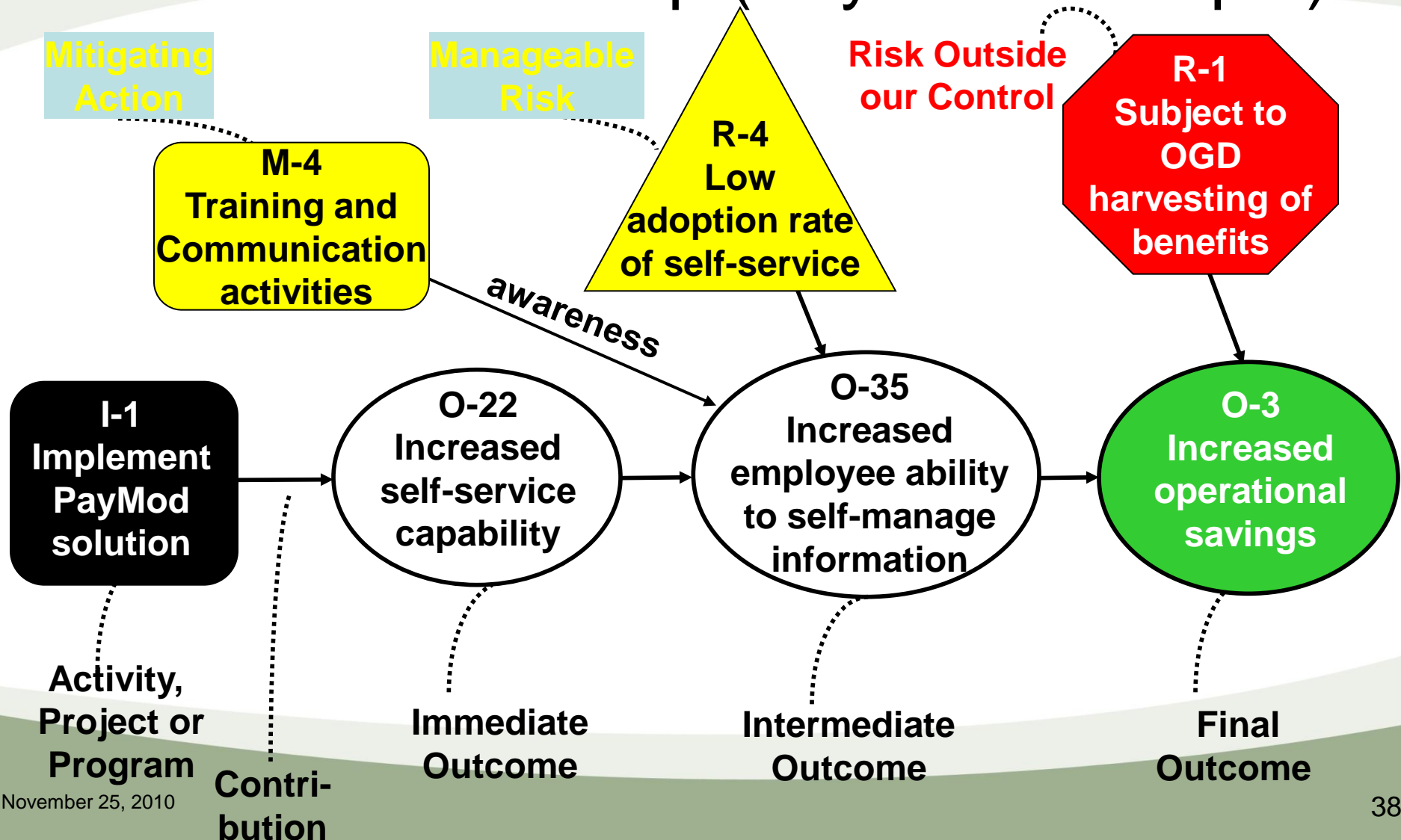
Typical Logic Model

THEN A MIRACLE OCCURS


Result

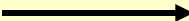
GOOD WORK,  
BUT I THINK WE MIGHT  
NEED JUST A LITTLE MORE  
DETAIL RIGHT HERE.

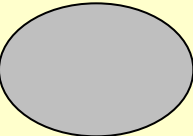
# The Outcomes Map (PayMod example)

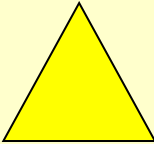


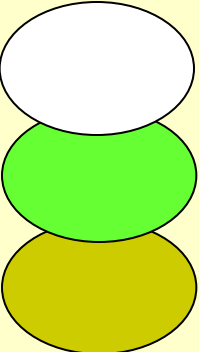
# Outcomes Map Components


**Initiative / Activity**  
 Activity, Project or Program that contributes to outcomes

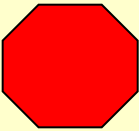

**Contribution**  
 The cause and effect relationship between one component and the next


**Output**  
 The deliverable / artifact created by the activities


**Manageable Risk**  
 Uncertainty about the outcome that can be managed to some extent


**Outcome**  
 Results associated with initiatives / activities  
  
 White: Immediate or Intermediate  
 Green: Final  
 Gold: Ultimate


**Mitigating Action**  
 Specific action to be taken to deal with the Manageable Risk


**Risk Outside our Control**  
 Uncertainty about the outcome that cannot be managed

# Outcomes / Targets Terminology

Specific / Measurable / Attainable / Relevant / Time-bound

7

Created  
 Eliminated  
 Increased  
 Decreased  
 Reduced  
 Maintained

8

Improved  
 Enhanced  
 Streamlined  
 Better

Strengthened  
 Promoted  
 Positioned  
 Š ^ ç ^ | æ\*



# Home Office Exercise # 1 - Instructions

- 1) Open the envelope, remove the Post-it notes and blank Outcomes Map sheet
- 2) Work in your teams to create the Outcomes Map:
  - a) identify each symbol as an Initiative or Activity / Output / Outcome / Controllable or Uncontrollable Risk and draw the appropriate shape on it
  - b) lay out the logical outcomes flow on the Outcomes Map sheet
  - c) connect the symbols with arrows (contributions) and label them
  - d) complete the Outcomes Map
- 3) Report back - what went well, what was difficult, what you learned

# Home Office Outcomes Map Exercise

Activities

Outputs

Intermediate Outcomes

Final Outcomes

Ultimate Outcomes

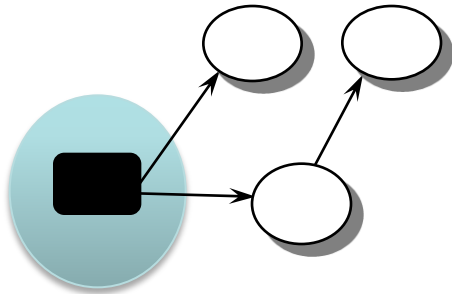
# Take up discussion



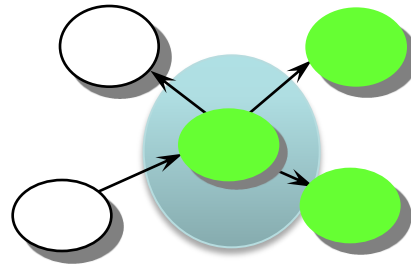
- 3 How did you approach the Outcomes Map?
- 3 What worked well?
- 3 What was difficult to do?
- 3 What did you learn?

# Outcomes Map Starting Points

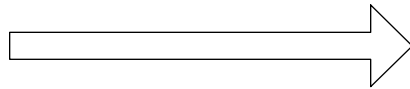
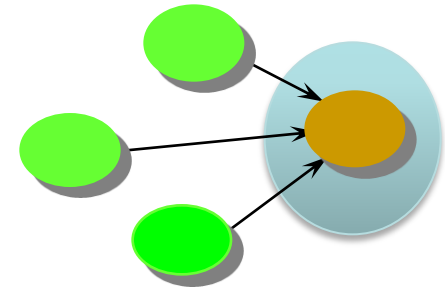
**Initiative driven**



**Issue Oriented**



**Outcome driven**



***Left to Right***



***Center-out***



***Right to Left***

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# A Sample Outcomes Register

Unit of Measure, frequency, duration

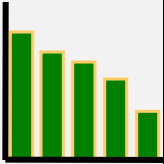
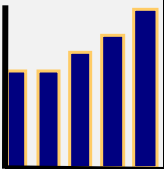
Data gathering technique

Current level

Desired future state

Permitted variance / corrective action

Person responsible to deliver result

Outcome	Metric / Frequency	Measurement Method	Base-line	Target Value	Profile	Tolerance Limit	Action if outside Tolerance	Account-ability
Increased Level of Airline Safety	Accidents per 100K hours / quarterly	Incident Reports	0.7	40% reduction by 20xx		+/- 0.1	Increase oversight activities	DG CivAv, Directors
Increased Public Confidence in CivAv	Level of confidence / semi-annually	Public Opinion Survey	77%	90% by 20xx		+/- 2%	Revisit communication plans	DG CivAv

# The Outcomes Register - attributes

Outcome ID (O-xx)	Outcome Name	Description	Comments	Metric	Frequency / Duration	Measurement Method	Estimated Cost of Measurement
-------------------	--------------	-------------	----------	--------	----------------------	--------------------	-------------------------------

Baseline Value	Highest Level Target Value / Date	Most Likely Level Target Value / Date	Profile	Tolerance Limit	Action if outside Tolerance	Responsibility for reporting outcome	Accountability for attaining outcome
----------------	-----------------------------------	---------------------------------------	---------	-----------------	-----------------------------	--------------------------------------	--------------------------------------



# Exercise # 2 . Outcomes Register

Outcome ID (O-xx)	Outcome Name	Description	Comments	Metric	Frequency / Duration	Measurement Method	Estimated Cost of Measurement
-------------------	--------------	-------------	----------	--------	----------------------	--------------------	-------------------------------

Baseline Value	Highest Level Target Value / Date	Most Likely Level Target Value / Date	Profile	Tolerance Limit	Action if outside Tolerance	Responsibility for reporting outcome	Accountability for attaining outcome
----------------	-----------------------------------	---------------------------------------	---------	-----------------	-----------------------------	--------------------------------------	--------------------------------------

**O-1 Increased Family Time**

**O-11 Decreased Auto Expenses**

# Discussion



- ' Who is accountable for the outcomes?
- ' How did you establish baselines and targets?
- ' What went well?
- ' What was difficult?
- ' What issues arise when you set targets for your

[ , } Á [ ! \* æ} ã : æc ã [ } q • Á ] ^ ! ~ [ !

## Outcome Management - Summary

- “ identifies the linkage between your projects, programs, activities and their intended outcomes
  - “ clearly defines the Performance Measurement Framework
  - “ defines the basis for Program Evaluation
  - “ provides the business outcomes required for the Business Case/Investment Plan/TB Submission
- <http://www.tbs-sct.gc.ca/emf-cag/business-rentabilisation/business-rentabilisation-eng.asp>

8 c b Ð h ' a Y U g i f Y ' ^ È r e a s u r e t o m a n a g e i f

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# A performance measure should be...

“ **an enabler**  
· *rather than a burden*

“ **motivating**  
· *rather than annoying*

“ **a valuable management tool**  
· *rather than an administrative requirement*

## A good measure is...

“ **valid**

- . *it is linked to the question you are interested in*

“ **reliable**

- . *repeated measurements under the same circumstances give the same result*

“ **understandable**

- . *users can easily figure out what it is saying*

“ **economical**

- . *is worth the time and money spent on gathering and analyzing the information*

# Í J U` ] X Î

“ Í 6 c X m` h Y a d Y f U h i f Y Î` 1` j U` ] X` a Y U  
 . = Ð a` h f m] b[` h c` X Y h Y f a] b Y` k \ Y h \ Y f` c f

“ Í 6 c X m` h Y a d Y f U h i f Y Î` ©` j U` ] X` a Y U  
 . = Ð a` h f m] b[` h c` X Y h Y f a] b Y` k \ Y h \ Y f` c f` b

# Í F Y ` ] U V ` Y Î

- “ **J Y f m ` f Y ` ] U V ` Y . ` ` = ` h U \_ Y ` g c a Y c b Y Ð g `**  
 . . . whoever else uses the thermometer will get the same reading
  
- “ **@Y g g ` f Y ` ] U V ` Y . ` ` = ` h U \_ Y ` g c a Y c b Y Ð g `**  
**forehead**  
 . . . someone else might report a different reading
  
- “ **The more a measurement depends on subjective judgment, the less reliable it is likely to be**  
 . **" ` " ` " ` X c Y g b Ð h ` a Y U b ` m c i ` g \ c i ` X b Ð h ` i g Y ` g i**  
**the limitations**



Í I b X Y f g h U b X U V ` Y Î

“ what measurement data may mean is not always immediately obvious

. . . . *data often have to be interpreted*

“ measurement data must be reported in a way that allows correct interpretation

“ e.g.  $\ddot{I} \acute{b} i a V Y f \cdot c Z \cdot k c f \_ g \backslash c d g \cdot h \backslash ] g \cdot m Y U f$   
 $f U h ] b [ \cdot c Z \cdot U h \cdot \cdot Y U g h \cdot ( " \$ \cdot c i h \cdot c Z \cdot ) " \$$

. . . . *why might this be misinterpreted?*

. . . . *what is missing?*

# 19 Wc b c a ] WU` Î

“ XU h U` Wc ` ` Y Wh ] c b ž ` Ub U` mg ] g ` / ` f Y d c f h  
 . *benefits of having data should outweigh costs of collection, analysis, reporting*

“ minimize burden on others inside/outside your organization

“ try to anticipate costs & annoyances

“ k c f \_ ` k ] h \ ` k \ Uh ` mc i Ð j Y ` [ c h ` fl h c ` h \ Y`

“ U` k U mg ` Ug \_ . ` ` Í 8 c ` k Y ` f Y U` ` m ` b Y Y X ` h \

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8:15 Introduction

8:30 RBM . Conceptual Overview

**10:15 Break**

10:30 Realizing the Promise of RBM

11:00 Exercise 1: Logic Model / Outcomes Map

**12:00 Lunch**

13:00 Exercise 2: Performance Management Framework

14:00 Validity and Reliability of Performance Measures

**14:30 Break**

14:45 Exercise 3: Reporting on Performance

16:00 Plenary Panel discussion . Q&A

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# **Exercise 3 – Reporting on Performance**

Please see the handout on the anti-smoking public service campaign

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# Plenary Panel Discussion

Parking lot issues / Questions / notes

## For further reading

[www.schacterconsulting.com/publications.html](http://www.schacterconsulting.com/publications.html)

- of particular interest:

High Performance Organizations in the Public Sector

Journal of Public Administration and Theory, Volume 11, Number 4, Winter 2001

Journal of Public Administration and Theory, Volume 11, Number 4, Winter 2001

Journal of Public Administration and Theory, Volume 11, Number 4, Winter 2001

Interis Consulting actively conducts research into Public Sector

Journal of Public Administration and Theory, Volume 11, Number 4, Winter 2001

Telfer School of Management.

Our first paper, High Performance Organizations in the Public Sector, was published in the June 2010 issue of Optimum Magazine

(registration required) <http://www.optimumonline.ca/article.phtml?id=365>



# Course Summary / Evaluation

Mark Schacter

Murray Kronick

President

Mark Schacter Consulting

(613) 277-6777

[mark@schacterconsulting.com](mailto:mark@schacterconsulting.com)

Principal

Interis Consulting Inc.

(613) 237-9331

[murray.kronick@interis.ca](mailto:murray.kronick@interis.ca)