# Performance Management to Program Evaluation:

# Creating a Complementary Connection

2013 American Evaluation Association Conference
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# Agenda

1. Performance Management and Program Evaluation Overview
2. Introduction to Case Study: *New Roads for New Visions*
3. Conducting the Needs Assessment
4. Creating the Logic Model
5. Building the Performance Management System
6. Linking to Program Evaluation
7. Conclusion

# Defining PM and PE

**PERFORMANCE**

*"an organization's ability to achieve its goals and objectives measurably, reliably, and sustainably through intentional actions"*

**PERFORMANCE MANAGEMENT**

*"the set of self-correcting processes, grounded in real-time data measuring, monitoring, and analysis, that an organization uses to learn from its work and to make tactical and strategic adjustments to achieve its goals and objectives."*

**PROGRAM EVALUATION**

*"the use of social research procedures to systematically investigate the effectiveness of social intervention programs."*

# Distinctions Between PM and PE

## Differing Objectives



INTERNAL V EXTERNAL

### PERFORMANCE MANAGEMENT
-Decide what data to collect
-Determine how to convert performance
data into actionable information to support
both tactical and strategic decision making

### PROGRAM EVALUATION
-Determine how and to what extent goals
and objectives are fulfilled.
-Judge efficiency, effectiveness, impact, and
sustainability

# PM and PE Compliments



PERFORMANCE MANAGEMENT
Cannot properly attribute actions to outcomes or confirm data validity
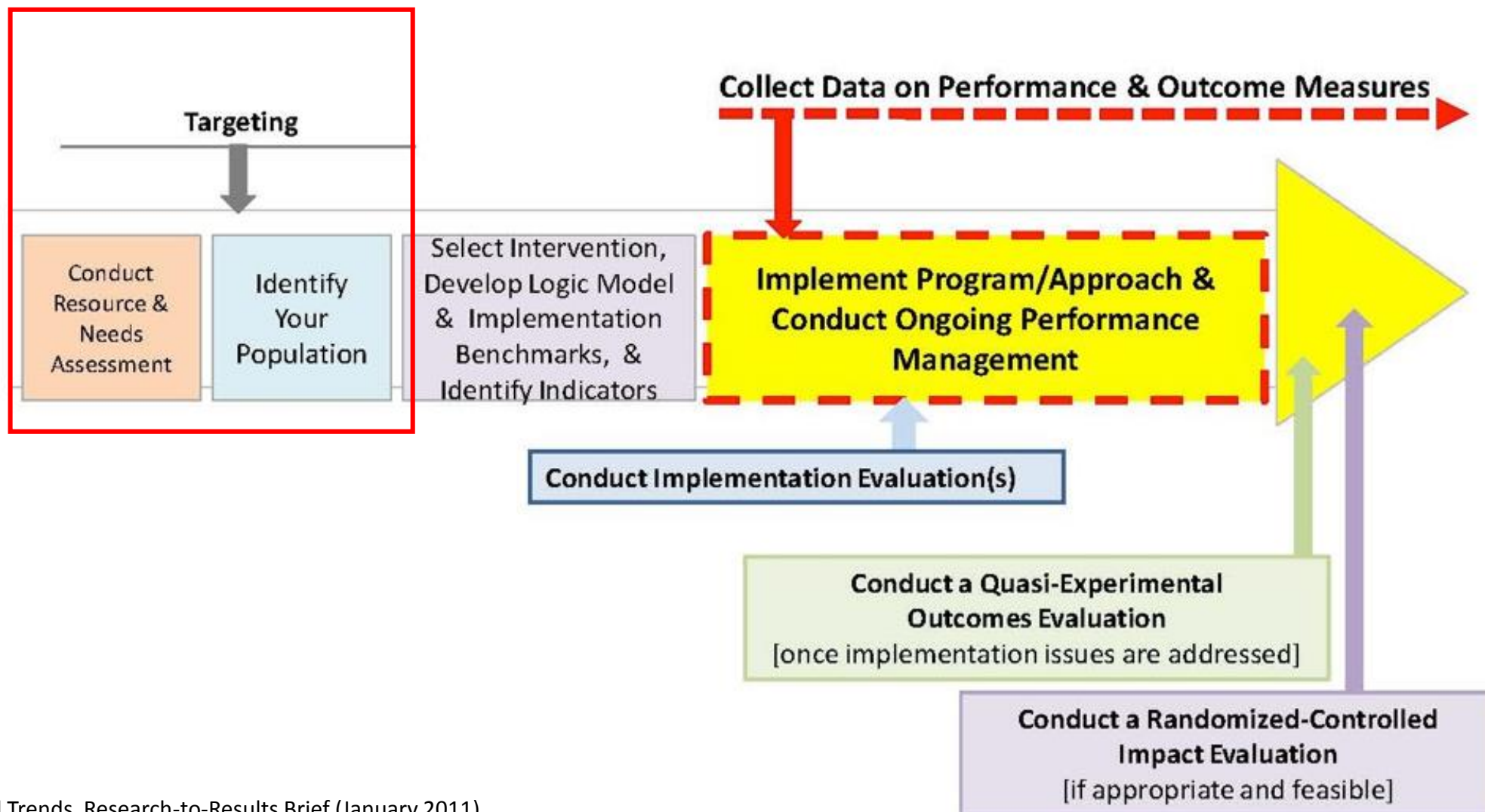
PROGRAM EVALUATION
Often does not build internal organizational capacity or provide consistent updates needed for ongoing improvement

# Case Study:
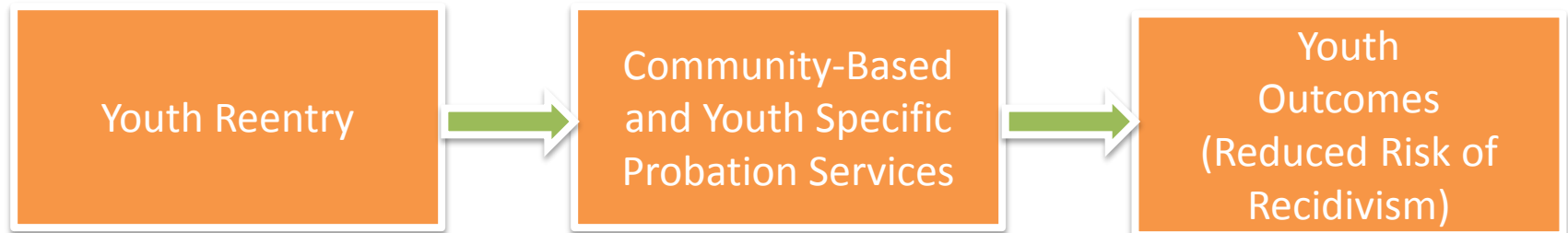A Nonprofit Organization in Need of PM and PE

# The PM/PE Pathway



Source: Child Trends, Research-to-Results Brief (January 2011)

# NRNV's Needs Assessment Using GIS and Community Data

1. **Siting the NRNV Students First Center**
2. Community Data
3. Spatial Analysis and Geoprocessing with GIS
4. Proximity and Access
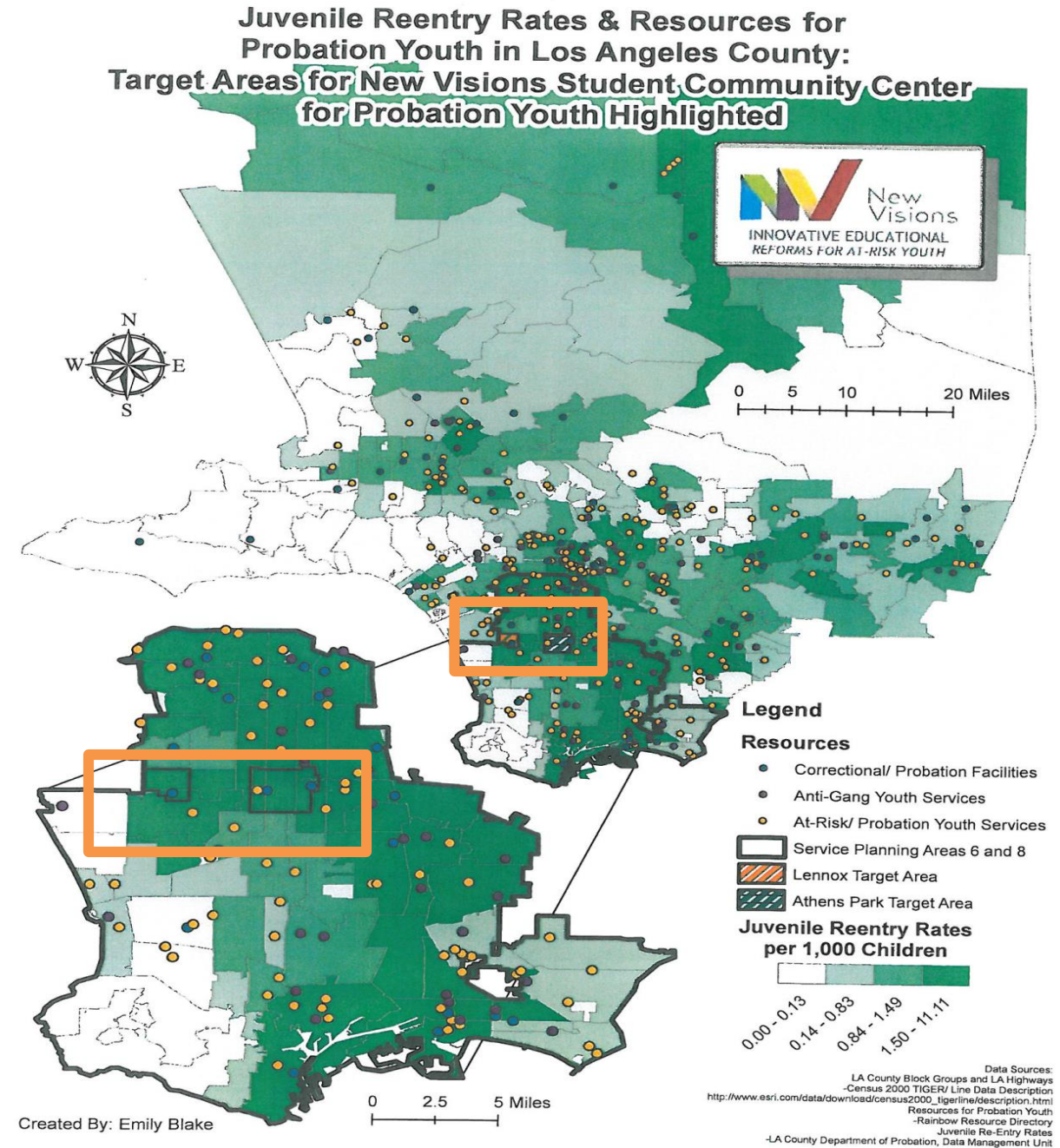5. Community Assets and Capacity
6. Risk Factors

Purpose

- Community center in a high reentry neighborhood in LA to serve NRNV youth
- Transition from in camp and reentry services, reduce risk of recidivism
- Target and serve only probation youth

| Youth Reentry | → | Community-Based and Youth Specific Probation Services | → | Youth Outcomes (Reduced Risk of Recidivism) |

**Community Data**

- Lennox and Athens Park target areas

- Juvenile reentry rates per 1,000 children

- Location of probation specific youth services from the Rainbow Resource directory (anti-gang, at risk, probation services)



Juvenile Reentry Rates & Resources for Probation Youth in Los Angeles County: Target Areas for New Visions Student Community Center for Probation Youth Highlighted

Created By: Emily Blake

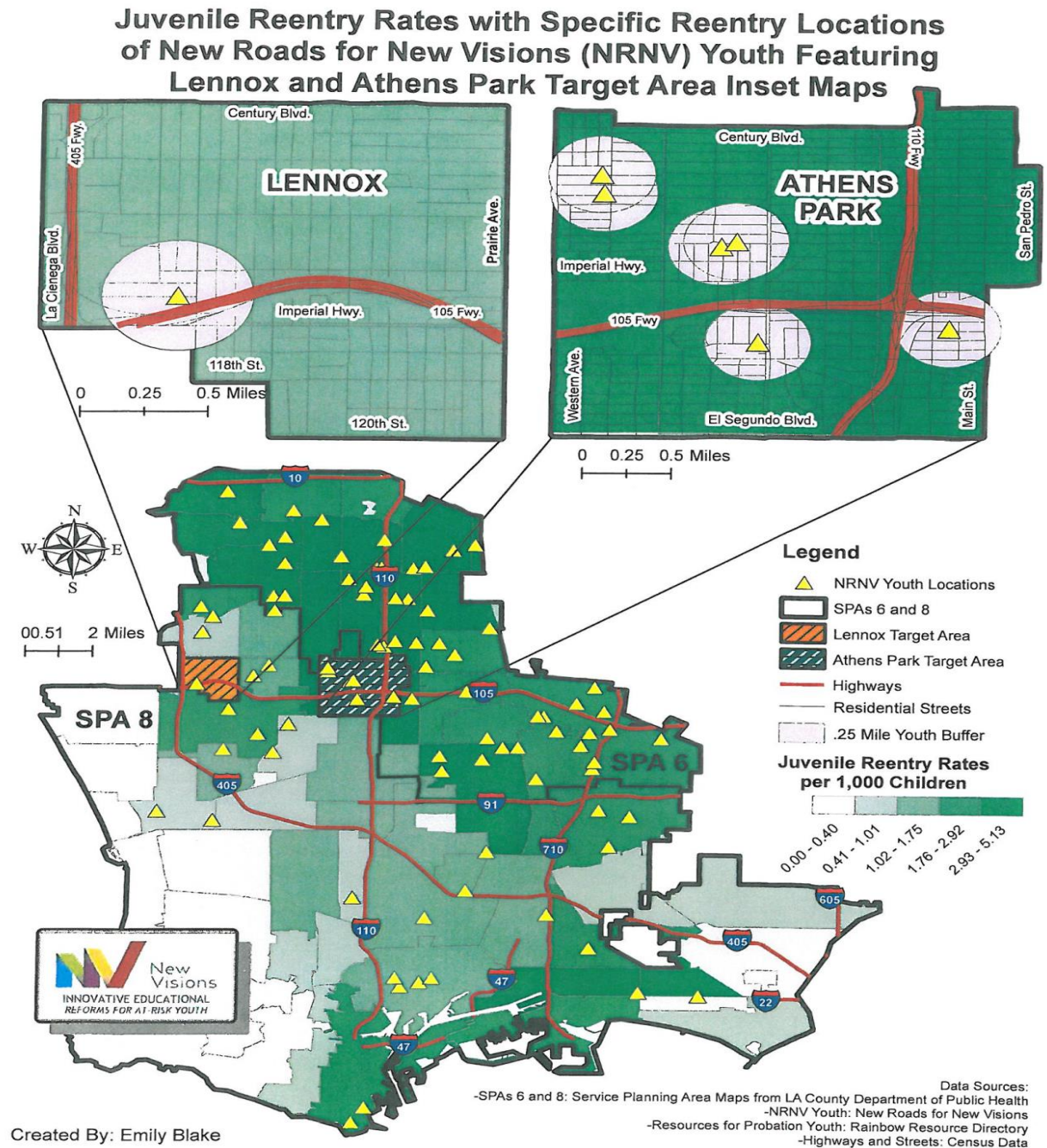# NRNV's Needs Assessment Using GIS and Community Data

1. Siting the NRNV Students First Center
2. Community Data
3. Spatial Analysis and Geoprocessing with GIS
4. Proximity and Access
5. Community Assets and Capacity
6. Risk Factors

Resources and Skills
- ArcGIS, QGIS
- Geocoding (point locations)
- Thematic Symbology (shading)
- Clip
- Buffer
- Dissolve
- Select by location and attribute
- Graduated symbology
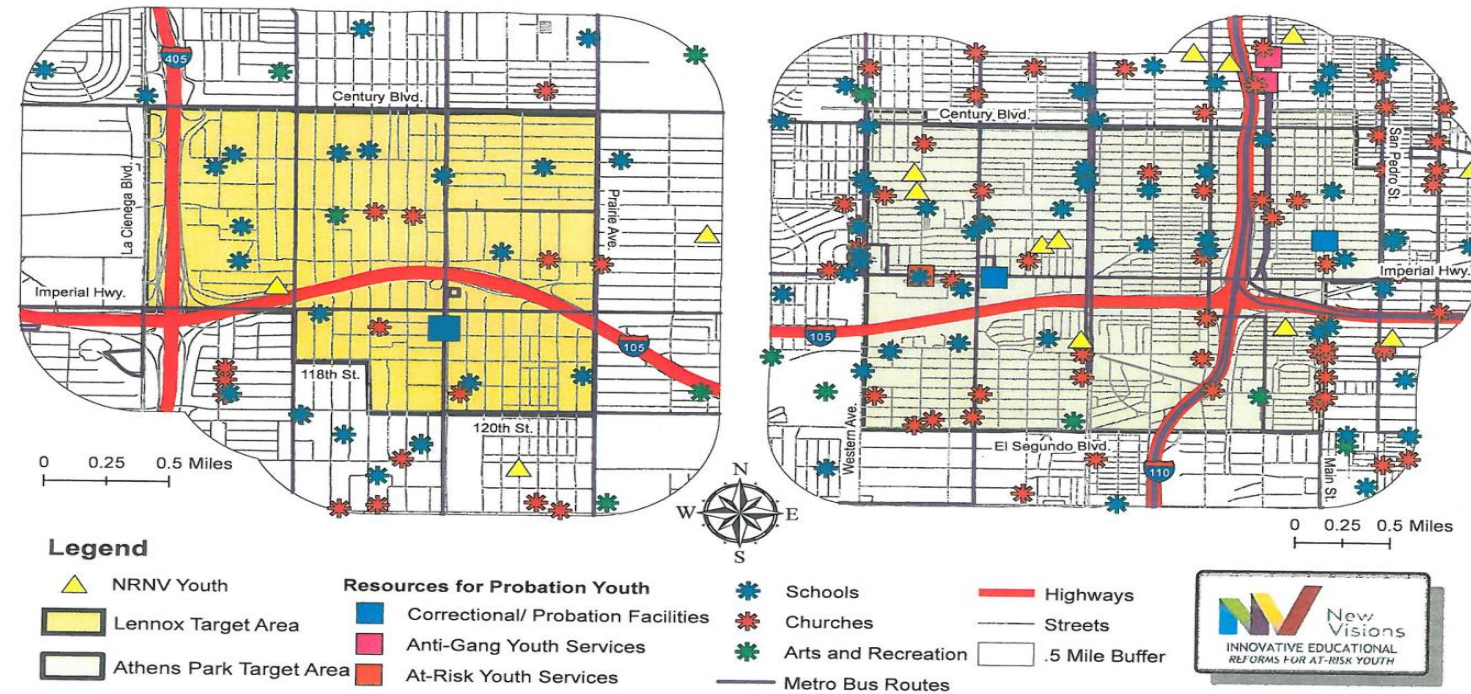
## Proximity and Access

- Existing NRNV youth reentry locations and .25 mile buffer

- Accessibility of youth to target areas by highways and streets



Juvenile Reentry Rates with Specific Reentry Locations of New Roads for New Visions (NRNV) Youth Featuring Lennox and Athens Park Target Area Inset Maps

Created By: Emily Blake

Data Sources:
-SPAs 6 and 8: Service Planning Area Maps from LA County Department of Public Health
-NRNV Youth: New Roads for New Visions
-Resources for Probation Youth: Rainbow Resource Directory
-Highways and Streets: Census Data

# Community Assets and Capacity

- Schools, churches, parks and recreation centers, bus routes
- Youth locations and youth probation resources
- Services to youth ratio


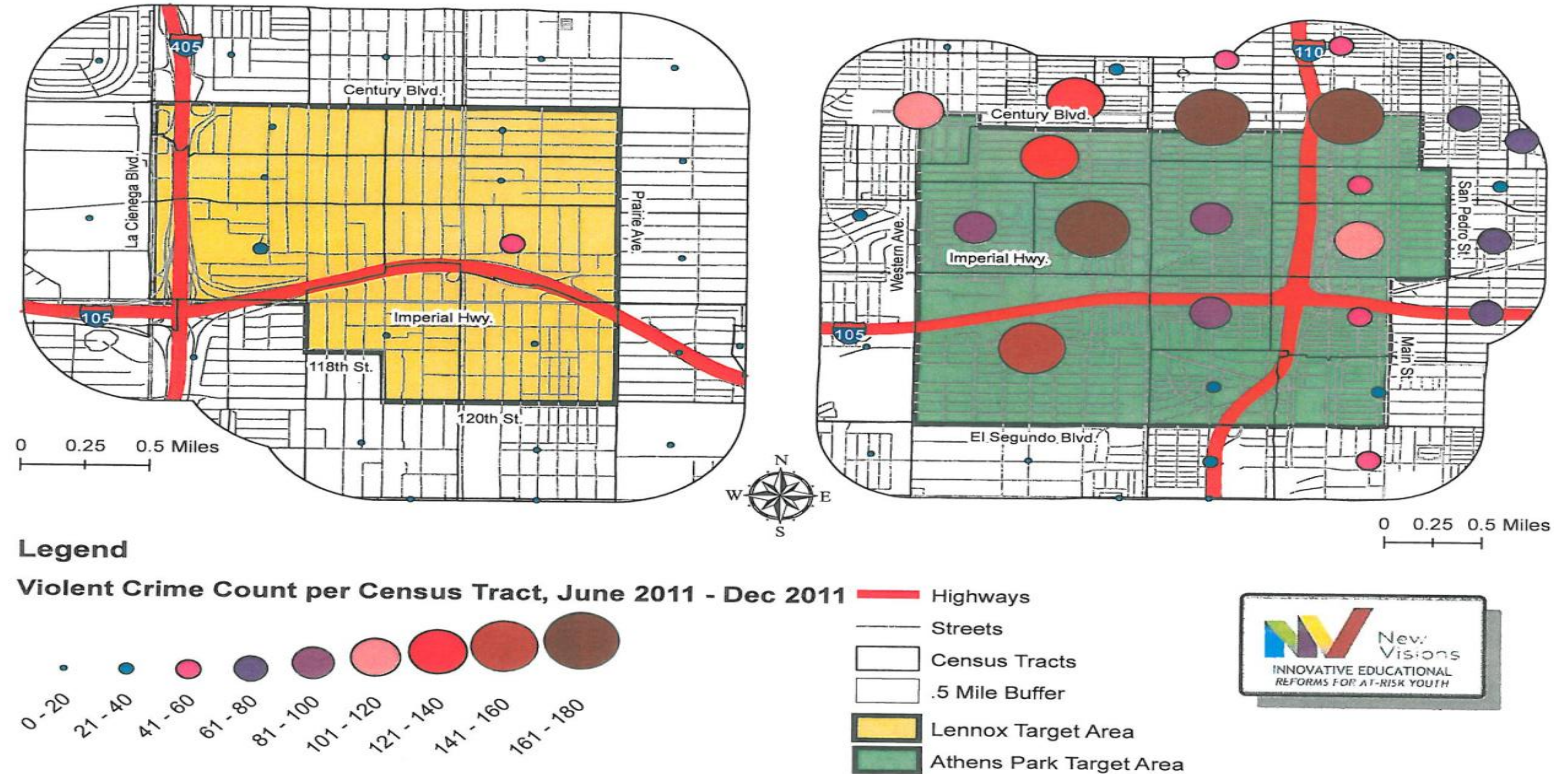
Comparison of Community Assets in Lennox vs. Athens Park

Legend

- △ NRNV Youth
- Lennox Target Area
- Athens Park Target Area

Resources for Probation Youth
- ■ Correctional/ Probation Facilities
- ■ Anti-Gang Youth Services
- ■ At-Risk Youth Services

- ✳ Schools
- ✳ Churches
- ✳ Arts and Recreation
- Metro Bus Routes

- Highways
- Streets
- .5 Mile Buffer

Created by: Emily Blake

Data Sources:
-New Roads for New Visions Youth Locations: Address Information provided by agency
-Schools, Churches, Arts and Recreation: Los Angeles County GIS Data Portal(http://egis3.lacounty.gov/dataportal/index.php/2011/03/24/locationspoints-of-interest-lms-data/)
-Probation Youth Resources: Rainbow Resource Guide
-Metro Bus Routes: Metropolitan Transportation Authority website(http://developer.metro.net/introduction/gis-data/)
-Highways and Streets: Census Data

# Risk Factors

- Violent crimes for previous 6 months
- Increasing violent crime by 20 incidents per graduated symbol



Comparison of a Community Risk Factor:
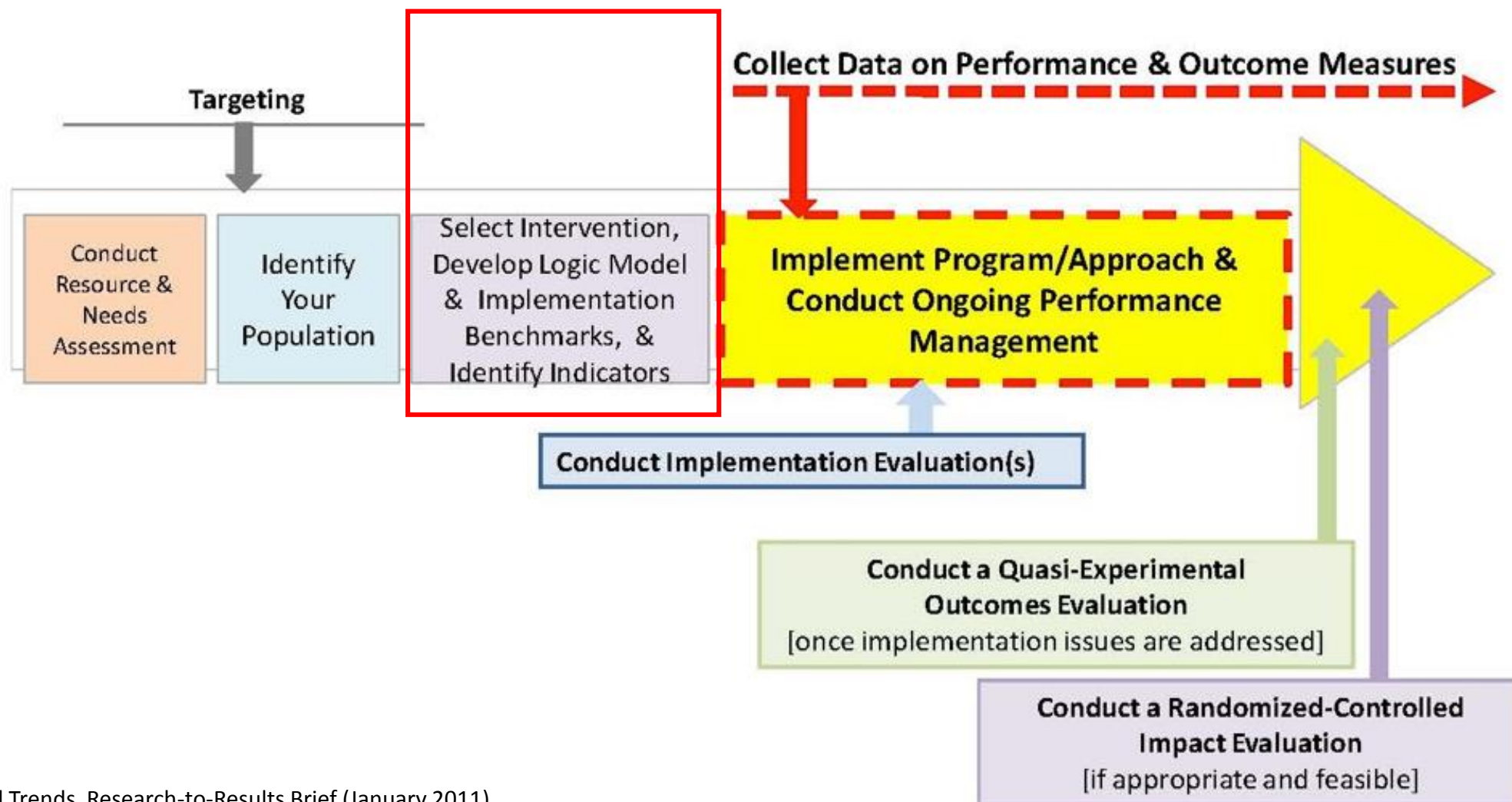Violent Crime in Lennox vs. Athens Park from June 2011 to December 2011

Legend

Violent Crime Count per Census Tract, June 2011 - Dec 2011

0 - 20  21 - 40  41 - 60  61 - 80  81 - 100  101 - 120  121 - 140  141 - 160  161 - 180

Highways
Streets
Census Tracts
.5 Mile Buffer
Lennox Target Area
Athens Park Target Area

Created By: Emily Blake

Data Sources:
Highways & Streets: Census Data
Census Tracts: UCLA Mapshare
Violent Crime Statistics: Crime Mapping (www.crimemapping.com)

# The PM/PE Pathway

# The Logic Model

Actions are Linked to Outcomes

## As a result…

Logic Model = Blueprint

*"defines a strategy with operational, measurable outcomes and objectives that can be used to set expectations and then drive performance," (118)*

# New Roads for New Visions Logic Model Process

1. Investment
2. Brainstorm
3. Draft
4. Feedback
5. Final Draft
6. Ongoing Revision

Framing the Logic Model for the Client:

- Explain what the Logic Model is and what it is used for.
- Present the Logic Model in the context of the entire PM project.
- Define Logic Model vocabulary
- Provide several examples

Need Resources? *See handout*

# New Roads for New Vision Logic Model Process

1. Investment

2. **Brainstorm**

3. Draft

4. Feedback

5. Final Draft

6. Ongoing Revision

Provide Client with brainstorm template and two or three suggestions for each category

Logic Model – Implementation
PROGRAM NAME _____

| Inputs What resources are needed? | Activities What efforts will you undertake? | Outputs Who and how many will you reach? What will be accomplished? | Outcomes What changes do you expect to see? |
|---|---|---|---|
| | | | |

Staff:
1 FTE Counselor

% Graduated from High School

4hrs of Employment Training

Improved Pro-Social Behavior

# New Roads for New Vision Logic Model Process

1. Investment
2. Brainstorm
3. **Draft**
4. Feedback
5. Final Draft
6. Ongoing Revision

Based on Client brainstorm, design logic model first draft

## New Roads for New Visions: Beyond Reentry Program Logic Model

Goal: New Roads for New Visions (NRNV) is an education and reentry program that *uses academic, creative arts and pro-social education to help juvenile justice involved youth achieve their career goals and realize their full human potential.*

| Resources (Inputs) | Program Components (Activities) | Outputs (Objectives) | Outcomes (Goals) |
|---|---|---|---|
| **Staff**<br>FT Program Director<br>FT Admin Assistant<br>FT Reentry Counselor<br>PT LCSW Supervisor<br>FT Interns (8)<br>FT Teachers (2 FT equivelent) | **Case Management & Assessment**<br>Student receives YLS assessment<br>Needs/barriers are identify and goals developed<br>(Entry, Prerelease, & Post camp) | Improved school and vocational attainment<br>Students enroll/complete high school<br>Students enroll in post secondary education and/or vocational certification program | **In-camp Outcomes:**<br>1. Reduce risk scores in designated areas of concerned measured by YLS<br>2. Increase opportunity to attain GED |
| **Facilities**<br>Camp site (Camp Gonzales)<br>Community site (Lennox/SLA) | **Enhance Education Services**<br>Creative Arts classes<br>Coping/ProSocial skills classes<br>Educational attainment | Improved employment attainment<br>Students complete employment training<br>Students attain legal employment docs | **Reentry Outcomes:**<br>1. Completion of GED or high school diploma by _% of eligible program participants |
| **Transportation**<br>for counselors<br>for program participants | **Reentry Supportive Services**<br>Probation Compliance<br>Educational/Vocational enrollment<br>Employment refferal services<br>Prosocial activities (leisure time) | Improved Criminal justice status<br>Students reduces contacts with law Enforcement.<br>Students successfully complete probation<br>Students seal juvenile records | 2. Entrance into post-secondary or vocational program by __% of eligible program participants<br>3. Successful completion of probation by ___% of program participants |
| **Equipment**<br>Classroom items<br>General office items | **Substance Abuse and Mental Health**<br>Screening<br>Outpatient treatment*<br>Referrals | Reduced client substance use<br>Student minimize the frequency and type of substance use,<br>The number of clients clean/sober increase | 4. No new petitions by ___% of program participants |
| **Trainings**<br>Adolecents bahavior, etc.<br>Parenting skills<br>Casemanemgent (general) | **Evaluation/data collection**<br>Monthly reports<br>Database maintanance | | |
| **Juvenile offenders (per year)**<br>Recruit: 100<br>Enroll/Service: 75<br>Retain/Rollover: 50 | **Sustainability planning (fundraising)** | Improved Prosocial Behavior<br>Identify hobbies & personal interest<br>Improved psychological status<br>(healthy family & living conditions) | |
| **Key Partners**<br>New Visions<br>UCLA Public Policy/SW<br>LA County Probation<br>BOS – District 2 & 3 (1?)<br>Community Colleges – (SW and El Camino) | **Partnership development** | | |

# New Roads for New Vision Logic Model Process

1. Investment
2. Brainstorm
3. Draft
4. **Feedback**
5. Final Draft
6. Ongoing Revision

<u>Typical Feedback Process:</u>
- Send first draft to client
- Client has a chance to review and respond with comments
- Evaluator discusses potential changes with client to make sure edits fit the logic model format and accurately reflect the client's program.
- If necessary, change column labels and add any visual cues such as arrows, bold words, etc…
- Make changes and return to client

# New Roads for New Vision Logic Model Process

1. Investment
2. Brainstorm
3. Draft
4. Feedback
5. **Final Draft**
6. Ongoing Revision

<u>Finalizing the Draft:</u>
1. Send revised draft back to client for any additional revisions
2. Ask client if the organization/program has any key stakeholders who should also review the logic model
3. If applicable, send logic model to stakeholders for review
4. Incorporate any additional edits and return to client for a final review
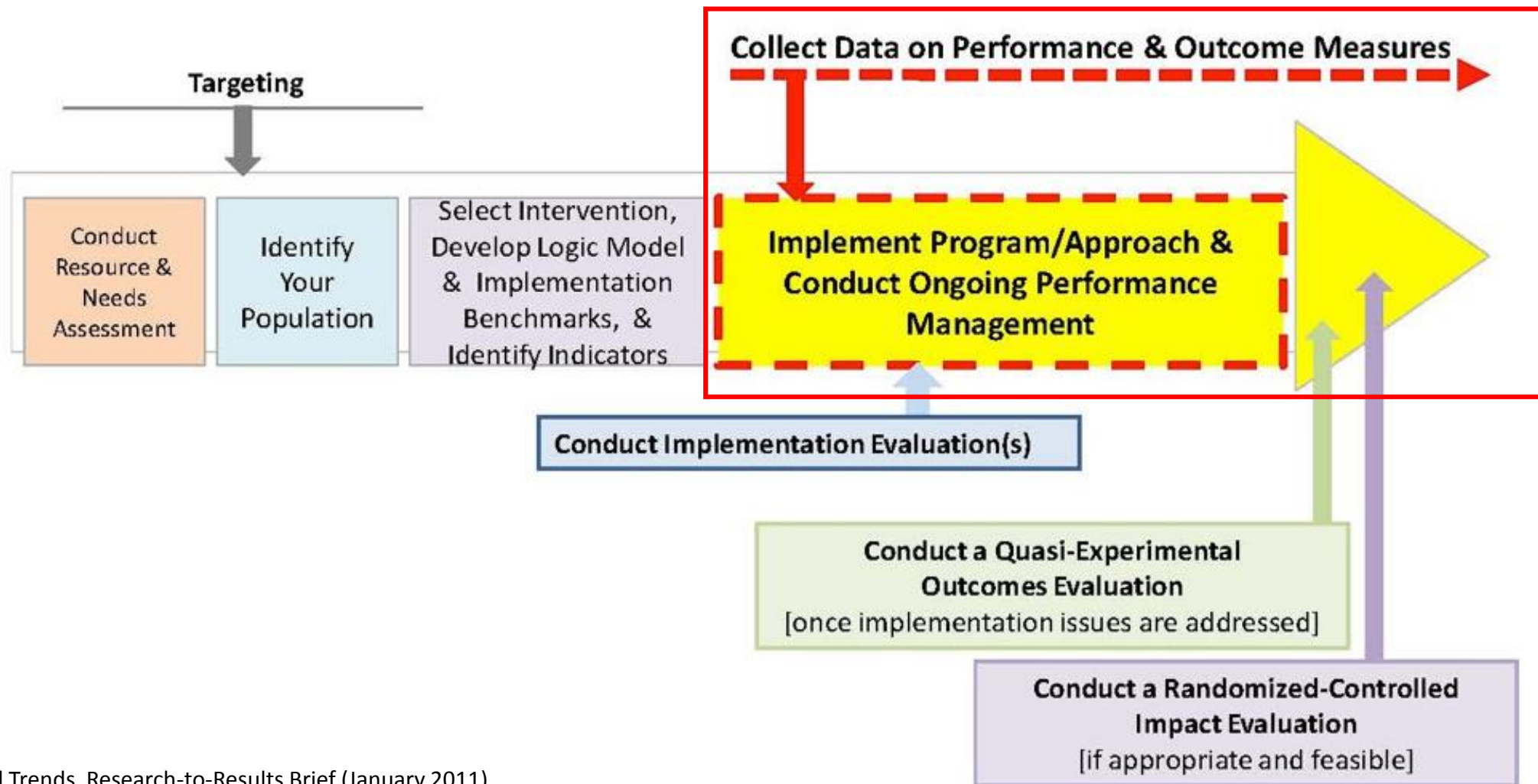
# New Roads for New Vision Logic Model Process

1. Investment
2. Brainstorm
3. Draft
4. Feedback
5. Final Draft
6. **Ongoing Revision**

<u>The Logic Model Should Always be a 'Living Document'</u>
- Emphasize to the client that the logic model can change as the program naturally evolves
- As the PM process continues, it is normal for the client to want to revise outputs/outcomes. These changes should be adjusted in the logic model.
- Save each logic model version separately; this way, the client (and evaluator) can have a record of the changes made.

# The PM/PE Pathway

# The Measuring and Monitoring System

*"Such systems are the means for keeping track of performance against a few key indicators that show whether (and how well) and organization is doing what it should, and the levels it should, with the quality it should, at the cost levels it should – and in doing so achieves the results that it should." (14)*

# Setting up the NRNV System

Extract the Outcomes and/or Outputs from the Logic Model and organize into a 'Data Outline.'

The Data Outline can be organized as a table with the following columns (example):

- Outcome

- Data Source

- Measure

*See NRNV Example for Further Details….*

# Setting up the NRNV System

Create any new data collection forms/fields: *NRNV needed to create a 'Post-Detention Survey' in an electronic format capable of storing responses to answers. Additionally, existing forms needed to be updated and modified.*

Create a data collection and storage plan: *See NRNV Example*

Select system platform: *NRNV had started to use Microsoft Access, so it made sense to continuing expanding upon this system.*

# A Note about PM Data Platforms –
## Do you need tech support?

Selecting the PM Data Platform should depend on your own expertise as well as your client's resources.

Points to Consider:

1) Can the client afford to purchase a 'built' platform such as Efforts to Outcomes or Microsoft Access?

2) Should you seek help and/or hire a developer capable of assisting with coding for programs such as Visualforce and Salesforce?

*See handout detailing commonly used PM Data Platforms*

# Reporting–
## Ask again: Do you need tech support?

Establish the client expectations for PM reporting
- Who is the report audience?
- Does the client have a budget for outsourced reporting?

Option 1: Create the report template on your own

- Depending on your own skills, create a report template using the fields established in Data Analysis Plan – Many PM platforms (such as Access and Salesforce) have built in reporting abilities that are easy to use

- *See Reporting Resources for webinars to enhance your skills*

Option 2: Outsource reporting to a data dashboard provider or tech savvy consultant

- *See reporting resources for reporting platform examples*

# NRNV's Year 1 Evaluation Plan

1. **Year 1 Evaluation Plan**
2. Program Impact Theory
3. Complementarities with PM
4. Formative Evaluation
5. Summative Evaluation

<u>Purpose</u>
- Culturally relevant, utilization-focused
- Document program implementation
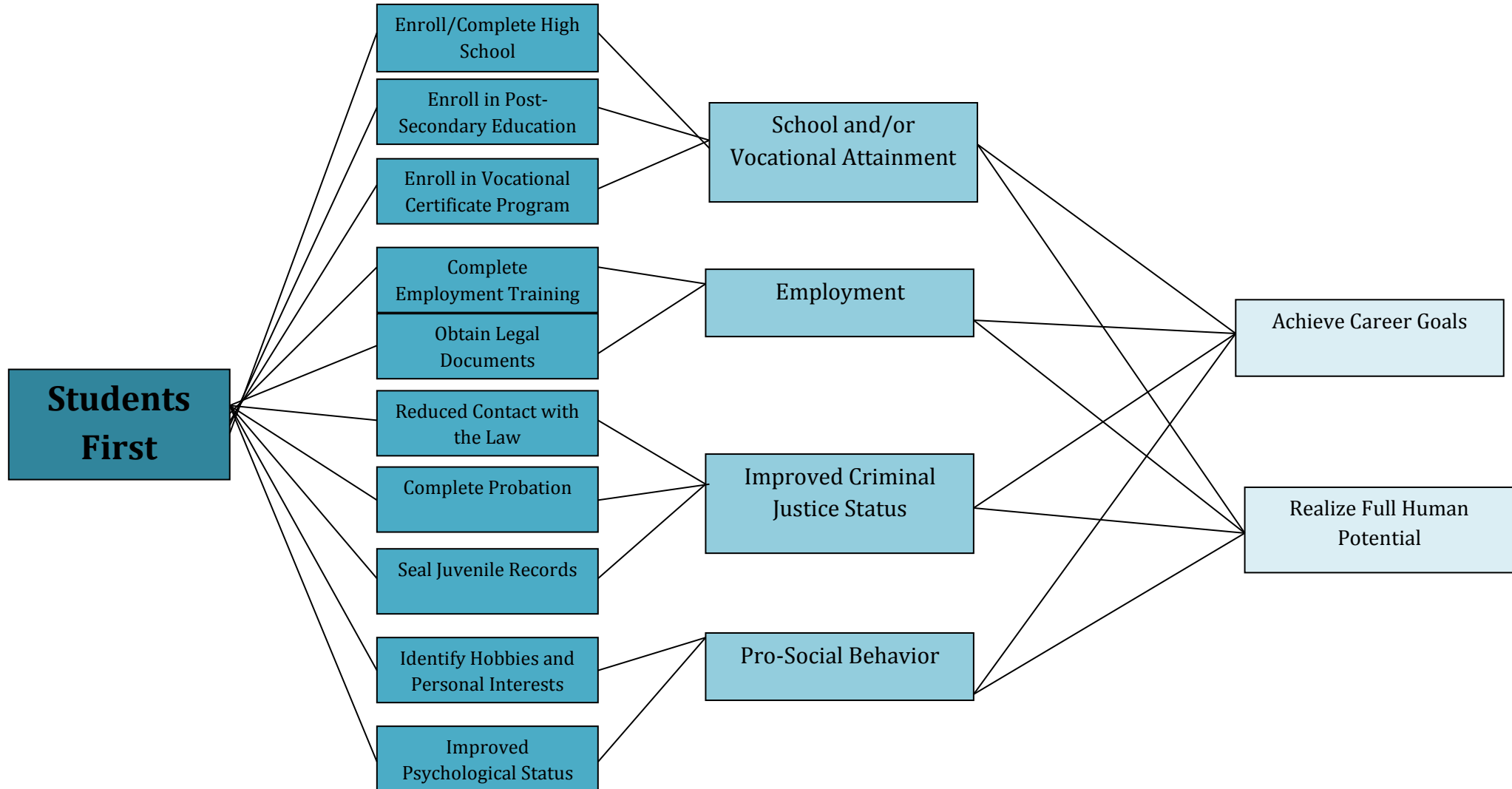- Measure programmatic outcomes
- Identify ways to improve the program

# NRNV's Year 1 Evaluation Plan

Theory of Change

- Based on Logic Model
- Informs evaluation questions
- Leads to more sensitive and valid evaluation designs
- Cause and effect sequences that link program services and activities to short-term and long-term outcomes

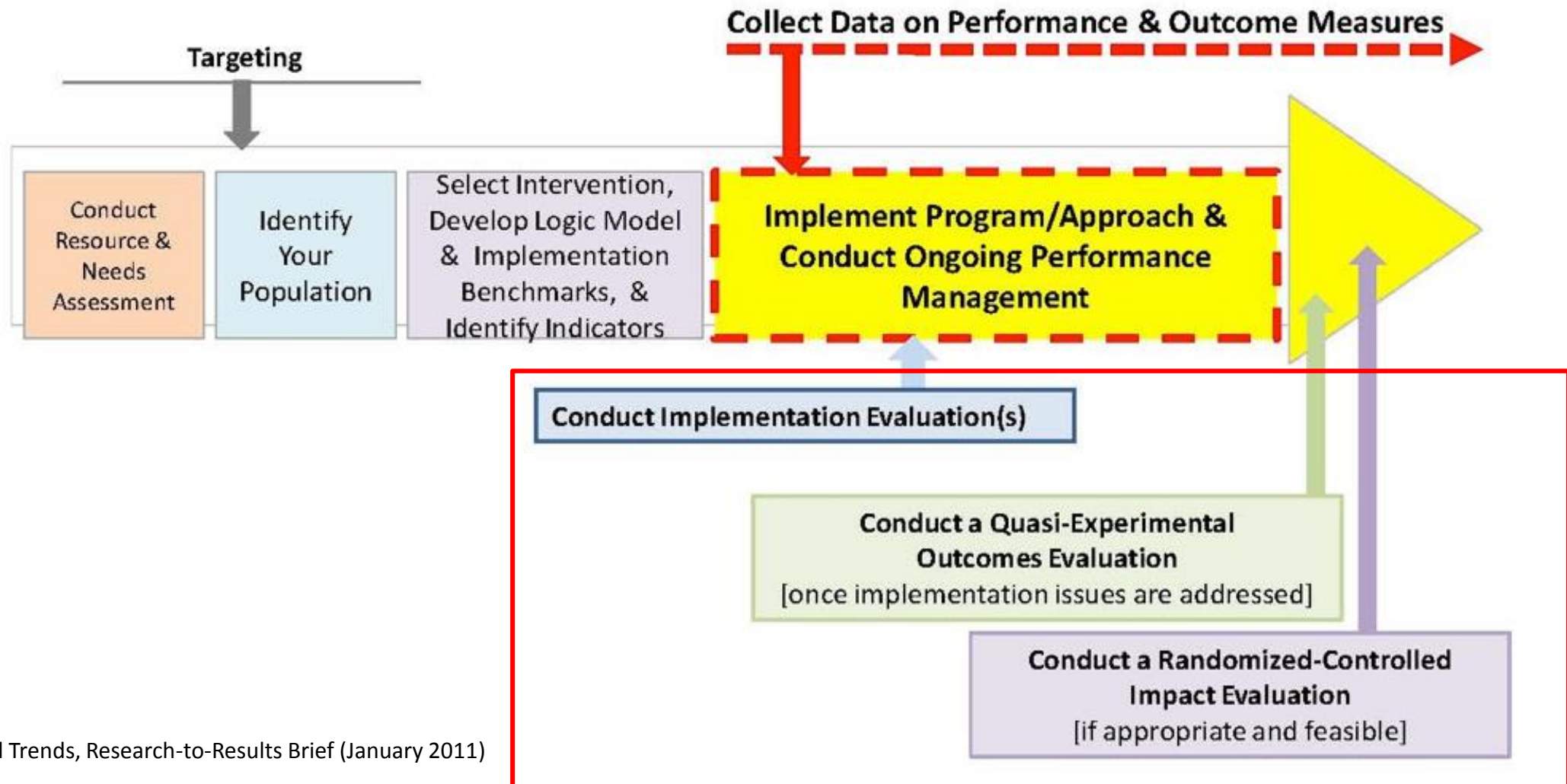# Students First Center: Program Impact Theory

# NRNV's Year 1 Evaluation Plan

<u>Complementaries with Performance Management</u>

- **Information**-use same data to answer different questions based on different analyses
  - o NRNV Database
  - o NRNV Post-Probation Survey
  - o Student Service Plans
  - o Student Transition Plans

- **Methodical**-similar processes and tools to collect and analyze data and convert data into actionable information

- Evaluator role=interpret data, feedback loop

# The PM/PE Pathway



Targeting

Collect Data on Performance & Outcome Measures

| Conduct Resource & Needs Assessment | Identify Your Population | Select Intervention, Develop Logic Model & Implementation Benchmarks, & Identify Indicators | Implement Program/Approach & Conduct Ongoing Performance Management |

Conduct Implementation Evaluation(s)

Conduct a Quasi-Experimental Outcomes Evaluation
[once implementation issues are addressed]

Conduct a Randomized-Controlled Impact Evaluation
[if appropriate and feasible]

Source: Child Trends, Research-to-Results Brief (January 2011)

# NRNV's Year 1 Evaluation Plan

Implementation Evaluation
- Often combined with performance management
- Process and Progress Questions and Measures
  - Who is being served?
  - Was the program implemented as expected?
  - Type and volume of service
- Provides information to summative evaluation and helps to explain findings
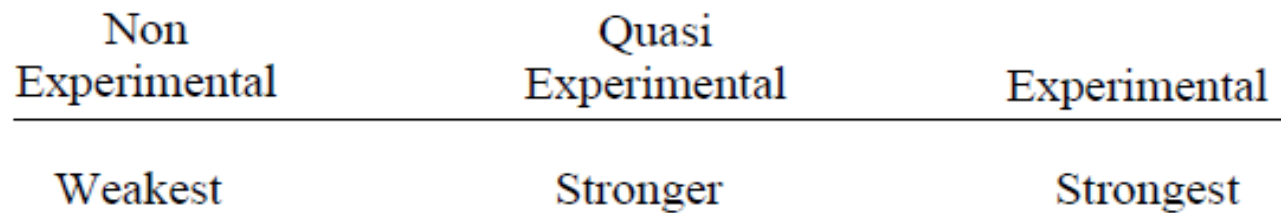
# NRNV's Year 1 Evaluation Plan

<u>Intermediate Outcomes</u>
- How well did the program work?
- What change occurred?
  - Achievement
  - Attainment
  - Status
  - Behavior

# Measuring Impact

- Long Term Outcomes
- Consequences of program on a broader scale
- Demonstrate Causality
- Counterfactual- What would have happened in the absence of the program?

| Non Experimental | Quasi Experimental | Experimental |
|---|---|---|
| Weakest | Stronger | Strongest |

# Examples of Impact Evaluation

## Randomized Control Trial

| Requirement | Implications | |
|---|---|---|
| *Experimental and control conditions* | Must be at least two groups: One that gets the program, one that does not | **Control group** - Other youth exiting Camp David Gonzalez who didn't participate in C2C or attend SFC |
| *Single experimental condition* | Must be only one activity or program that distinguishes the experimental and control conditions | **Treatment -** SFC and not other reintegration programs |
| *Random assignment to conditions* | Participants are just as likely to be assigned to experimental condition as to the control condition | **Random assignment**<br>• No treatment<br>• Different intensity or treatment |
| *Pre- and post-program measurements* | At a minimum, measures are taken from people in both conditions before the program begins and after it is over | **Pre/post measurements**<br>• NRNV post-detention survey<br>• Adapt pre and post NRNV surveys for control group |

100

# Wrap Up

- An effective, meaningful, and utilized performance management system informs the program evaluation.

- Evaluators have the skills and knowledge to help programs build evaluation capacity.

- Thus, evaluators can play a pivotal role in improving program evaluation by promoting continuous quality improvement and overall program effectiveness.

# References

- Hunter, D.E.K. & Nilsen, S.B. (2013). Performance management and evaluation: Exploring complementarities. In S.B. Nielsen & D.E.K. Hunter (Eds.), *Performance management and evaluation. New Directions for Evaluation, 137*, 7-17.

- Hatry, H.P. (2013). Sorting the relationships among performance measurement, program evaluation, and performance management. In S.B. Nielsen & D.E.K. Hunter (Eds.), *Performance management and evaluation. New Directions for Evaluation, 137*, 19-32.

- Nielsen, S.B. & Hunter, D.E.K. (2013). Challenges to and forms of complementarity between performance management and evaluation. In S.B. Nielsen & D.E.K. Hunter (Eds.), *Performance management and evaluation. New Directions for Evaluation, 137*, 115-123.

# Questions?

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- Laura Pryor: laurasusan@gmail.com