

Micro to Macro and Back Again

Performance Management and
Measurement in Support of Strategic
Goals



Session Objectives

1. Understand the relationship between performance measurement and management and audacious strategic goals
2. Identify some macro and micro level tools to help make the connection between performance data and strategic success
3. Learn about some real life examples of how to do it.



Standard justifications for performance measurement

1. It helps us save money.
2. It helps us be more efficient.
3. It helps us identify our core [services, processes, projects, roles,.....].
4. It keeps the tax rate down.
5. It helps us be more effective.



Standard objections to performance measurement

1. Government is too complex for simplistic data.
2. Everything we do is unique, there is no way to create comparisons [year / year, with other agencies,].
3. Council makes political decisions and they don't care about data.
4. Its just about cost cutting.



And so here we are

Unless implementation is given equal weight, new policy and whiz-bang ideas will never fully prosper. Public servants below the fault line [strategy / policy level] are struggling to cope with bolts of lightning from politicians and senior bureaucrats above the fault line, as well as from a growing number of oversight bodies and the media, all the while trying to make performance accountability work in world where it simply has no footing. At the same time, they are aware that society no longer values their work or their performance as it once did.

In What is Government Good At?, Savoie, Donald, McGill-Queen's, 2015 at page 280.



Budgeting in Government

“In government, the budget steals the stage. It decides who wins and who loses, and it lays down government priorities in the most concrete of terms. Two students of public administration have observed that “budgeting is the most important annual ritual of governing – the World Series of Government, or perhaps the Grey Cup of Government, within the Canadian context”.

The private sector does not operate anything like government. Budgeting in government and in the private sector is different in virtually all respects. The budget in government is akin to market forces, market share, and the bottom line all rolled into one, but without the market forces, market share, and a bottom line.”

Savoie, at page 65.



And if all of the above are true?

Public executives who seek to improve performance are certainly in the complexity business. Indeed, it is the complex environment in which public managers must work that imposes limits. Yet, I suspect, appreciating, predicting, and understanding complexity is much more of a challenge in public management than it is in computer design. After all the vagaries of silicon and software languages are much more limited and comprehensible than are the vagaries of the humans—employees, citizens, legislators, journalists—with whom public managers who seek to improve delivery must deal daily, and whose behavior affects the results.

Behn, ibid, note 5 on page 107



Reasons that performance measurement goes wrong

1. Short time horizons – public sector change often takes generations or at least years, not months, or election cycles.
2. Over-simplification and ‘siloification’ – decisions about roads affect poverty, decisions about climate change affect bus maintenance.
3. Over-complication – ‘the perfect is the enemy of the good’.
4. Measuring people and departments instead of services.



I don't want it good,
I want it Tuesday

We Will Change Our FUTURE



Creating Jobs

Through a diversified economy, and by supporting entrepreneurship and small business, Windsor will have jobs



Windsor's Image

Through rebranding, and by celebrating all successes, emphasizing its fiscal sustainability, and encouraging favourable conversation about the city, Windsor will be positive place



Population Growth in Windsor

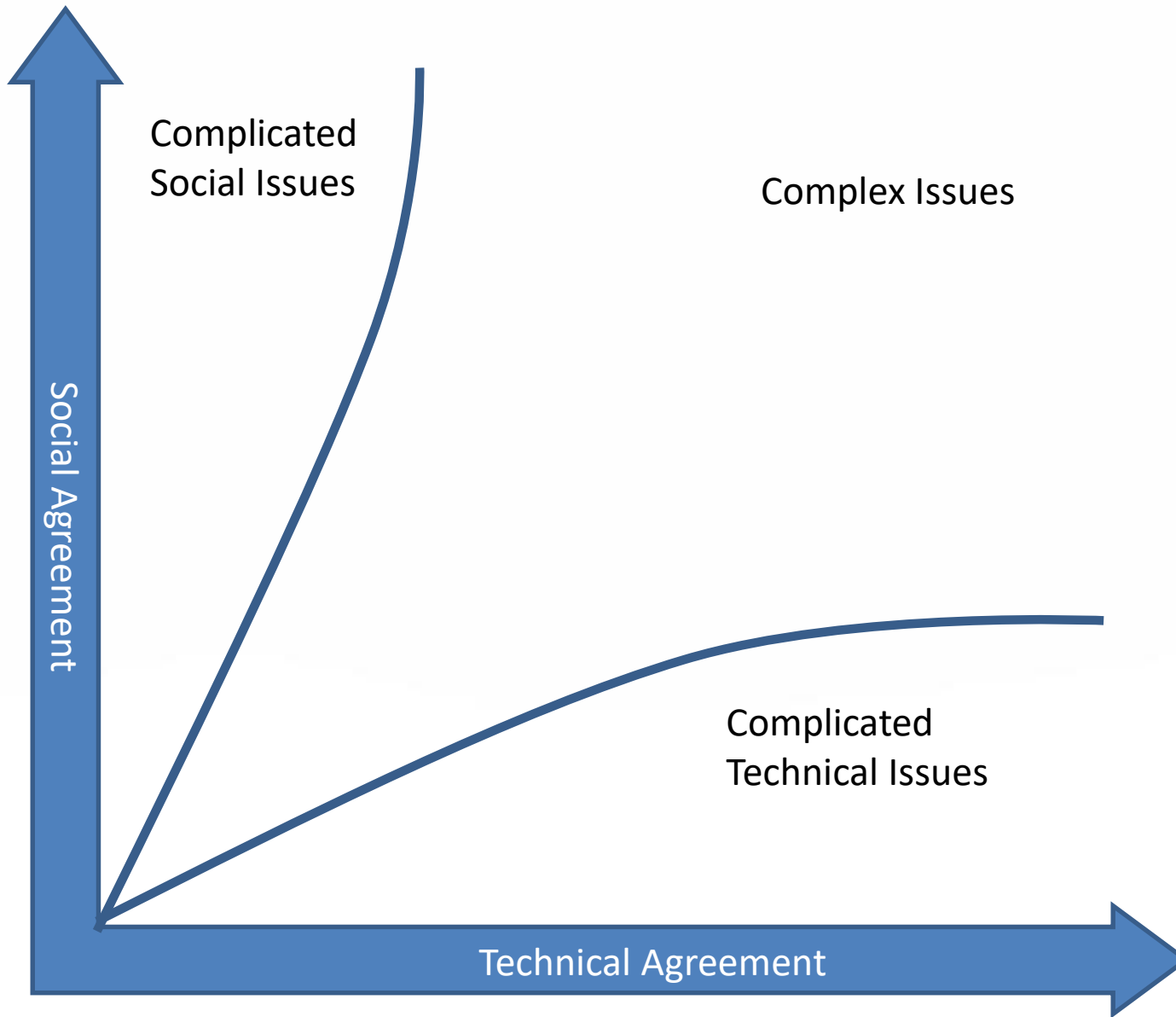
By strengthening the city as a whole through supporting its neighbourhoods and districts, encouraging convenient transit and transportation options, and excellent service delivery, Windsor will attract new residents and businesses



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Michael Quinn Patton



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When the moon is in the 7th house ...

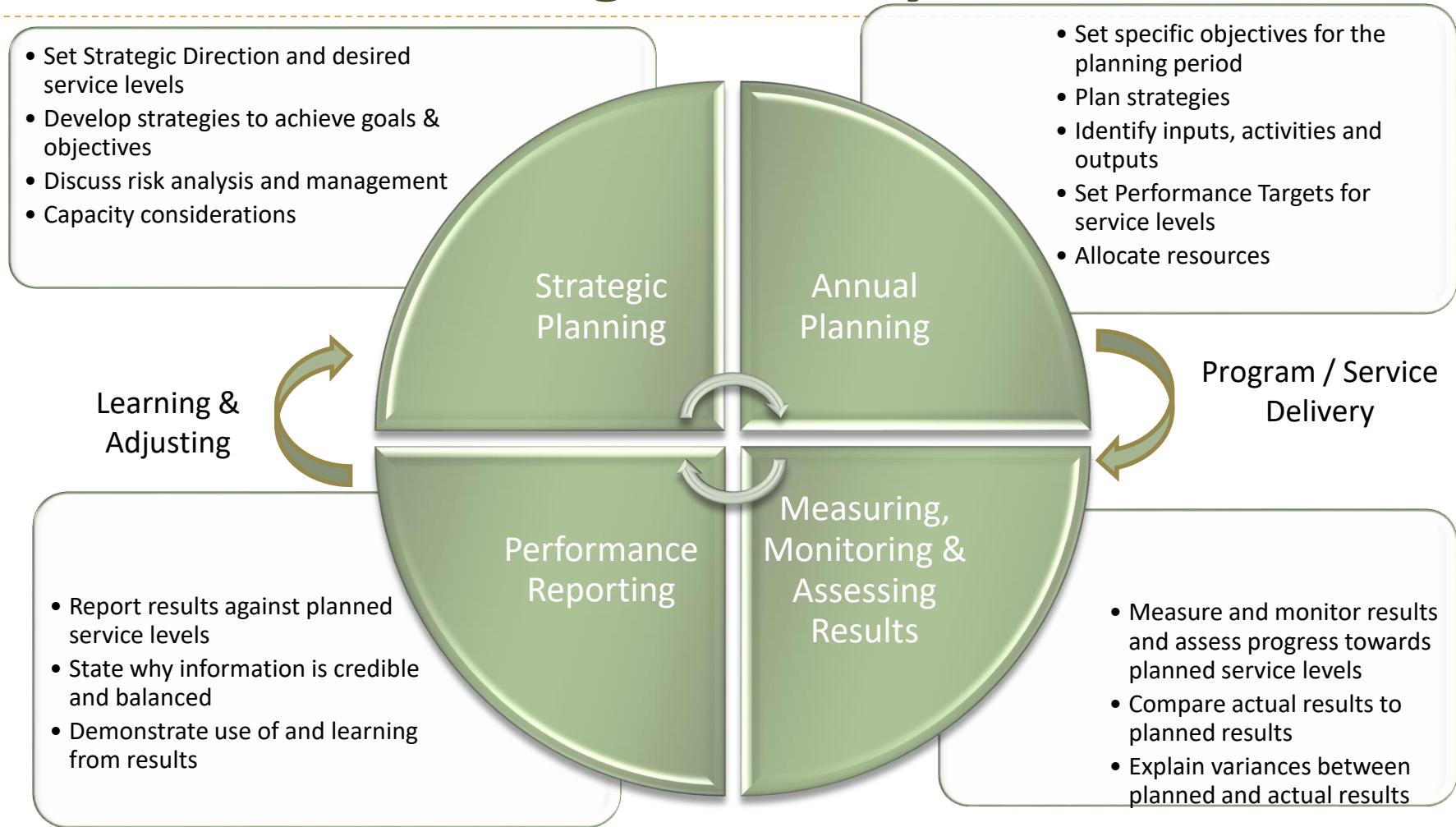
“But just because a management team employed the combination of Z, Y, and Q in situation S, and result R occurred, does not mean that, for S, Z+Y+Q caused R. The Z+ Y+Q might have, indeed, been the cause. Or it might have been Z+Q. Then, again, it could have been only Y. Or maybe Jupiter was aligned with Mars.”

“How Scientific is the 'science of delivery’” Robert D. Behn in Canadian Public Administration volume 60, No. 1 pp. 89-110 at page 96



Real Life - Sudbury

Continuous Management Cycle



Continuous Management Cycle



Back to Theory



Aligning Services to Strategic Goals

For this part of the workshop we will use two common strategic goals as examples:

1. Decrease single vehicle, single occupant mode share. [Mode Share]
2. Reduce the number of people living below the LICO cutoff. [Poverty]

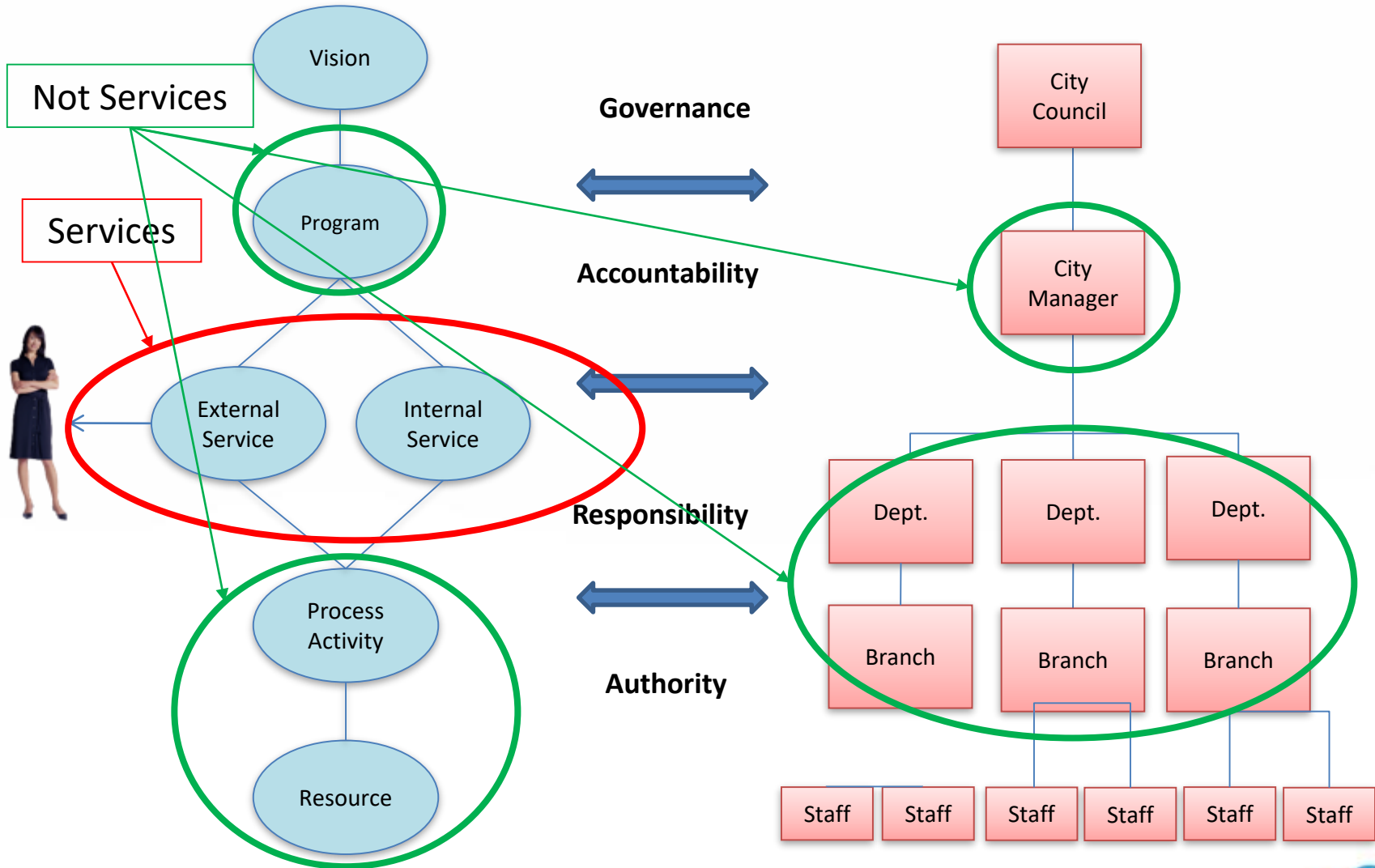


Starting In the Middle

Describing What Government Does with
a Service Inventory



Service Inventory Schematic



Services and Strategy – More Specifically

Service
Stormwater Collection and Control
Waste Collection
Waste Diversion
Recreation and Culture: Cultural Interpretation
Community Standards Bylaw Enforcement



Ask what conditions you are trying to create with your strategy.



The Seven Population Accountability Questions

1. What are the quality of life conditions that we want for the children, families and adults in our community?
2. What would these conditions look like if we could see them?
3. How can we measure these conditions?
4. How are we doing on the most important of these measures?
5. Who are the partners that have a role to play in doing better?
6. What works to do better, including no-cost and low-cost ideas?
7. What do we propose to do?



Identify the services that will have to be involved in tackling your strategy.



Services related to Mode Share

Service	Client	Output	Output Type
Scheduled Transit	Transit Rider	Ride	Movement
On-Demand Transit	Transit Rider	Ride	Movement
Roads	Roadway User (not just cars)	Lane-km of Road	Resource
Sidewalks	Sidewalk User	Km of Sidewalk	Resource
Off Road Paths	Off Road Path User	Km of Off Road Path	Resource
Parks and Natural Areas	Parks and Natural Area User	Hectare of Park or Natural Area	Resource
Police (Incident Intervention)	Traffic Law Violator	Ticket	Period of Sanction
Parking	Parker	Parking Space	Resource
Business Licensing	Business Owner (eg: taxi company)	License	Period of Permission



Hint: Services related to Poverty Reduction

Service	Client	Output	Output Type
Financial Assistance	Eligible Recipient	Money	Funds
Job Training	Eligible Student	Class	Educational Encounter
Homeless Shelter	Homeless Person	Bed	Resource
Social Housing	Eligible Tenant	Unit of Housing	Resource
Sidewalks	Sidewalk User	Km of Sidewalk	Resource
Parks and Natural Areas	Parks and Natural Area User	Hectare of Park or Natural Area	Resource
Police (Incident Intervention)	Panhandling Bylaw Violator	Ticket or Summons	Period of Sanction
Transit	Rider	Ride	Movement



Then ask key questions about how the services support the strategy



The Seven Performance Accountability Questions

1. Who are our clients (consider primary and secondary customers)?
2. How can we measure if our clients are better off?
3. How can we measure if we are delivering services well?
4. How are we doing on the most important of these measures?
5. Who are the partners that have a role to play in doing better?
6. What works to do better, including no-cost and low-cost ideas?
7. What do we propose to do?



More Real Life

What's A "Service Level"?

A Service Level is:

A direction or requirement for a particular service area against which performance may be measured.

Why Define Service Levels?

Understand Expectations

- ▶ Clarify whether “the way things have always been done” is acceptable, or just habit

Identify Priorities

- ▶ Whether service is acceptable or change is needed, clarify where resources/effort should be directed

Manage Resources

- ▶ Shift discussions away from spending levels and toward service efforts



Metrics - Mode Share

Service	Metric	Metric Type
Scheduled Transit	Riders	How much did we do?
Scheduled Transit	Riders per Hour	How well did we do it?
Scheduled Transit	Cost per Rider	Cost
Scheduled Transit	y/y change in # of Riders	Is anyone better off?
Scheduled Transit	y/y change in % of Riders	Is anyone better off?
Scheduled Transit	y/y change in Transit Mode Share	Is anyone better off?
Roads	#lane-km rated good to very good quality	How well did we do it?
Sidewalks	y/y change in number of slip and fall notices	How well did we do it?
Roads	Cyclists per lane-km	How much did we do?



Metrics - Poverty Reduction

Service	Metric	Metric Type
Financial Assistance	# people on assistance	How much did we do?
Financial Assistance	# of people who exited assistance to employment in the last year	Is anyone better off?
Financial Assistance	Time from first contact until eligibility decision	How well did we do it?
Financial Assistance	Cost of delivery per dollar of assistance provided	Cost
Social Housing	Number of people housed in the last year	How much did we do?
Social Housing	NOI (net operating investment) per unit of social housing	Cost How well did we do it?
Social Housing	Number of people remaining in stable housing for more than 1 year	Is anyone better off?



Service Levels are All Very Well – but...

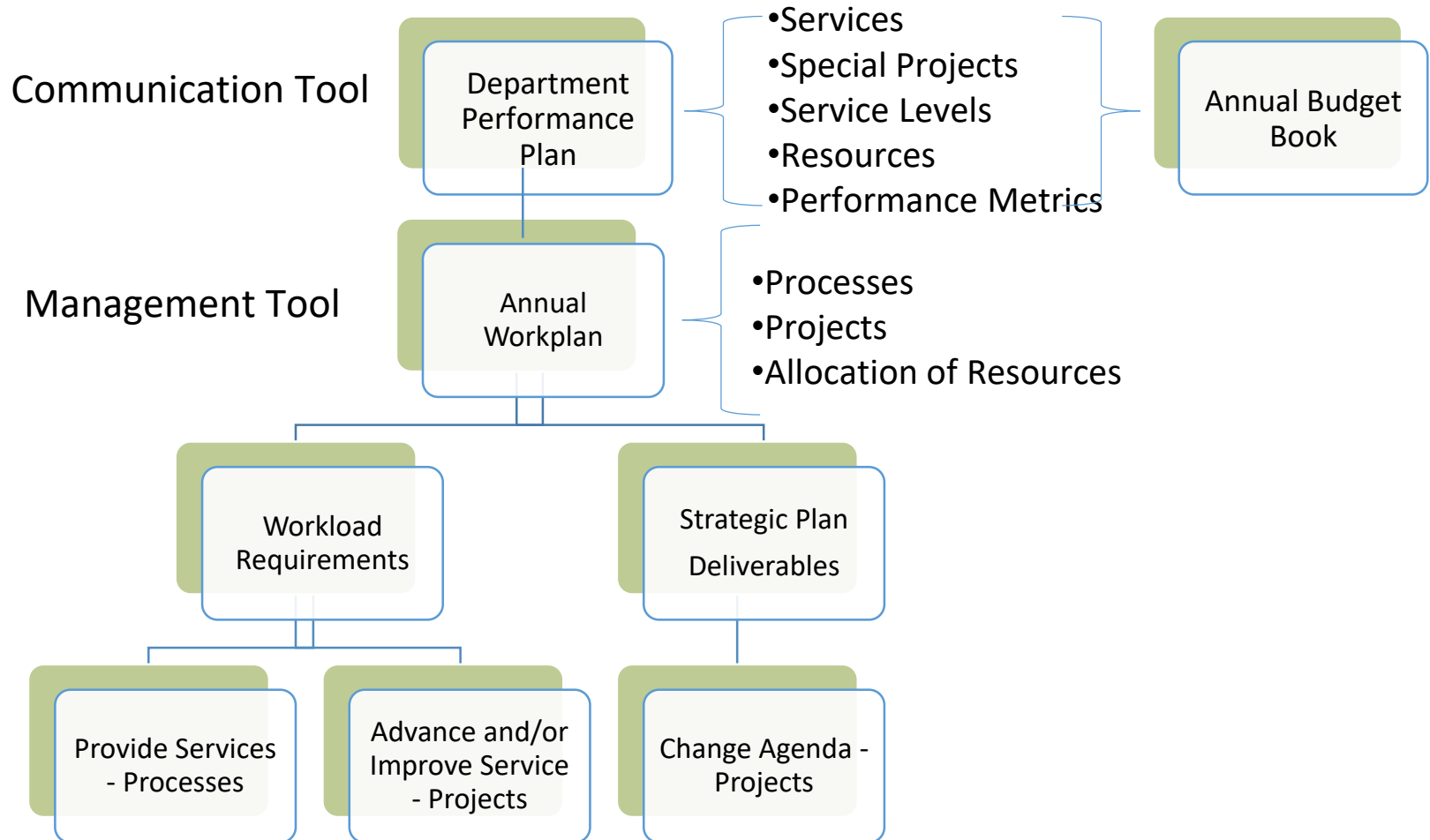
- But why if the end of my service, hits the process on your face?
- Or rather, what if in the ‘budgeting world series’, sewers always win over arts and culture?



Managing Complexity in Sudbury

Annual Business Planning

Annual Planning



Workplan Application



Projects Processes Staff Reports ▾

Configuration ▾

Welcome to Work Plan Application

What would you like to do?

Create

A Project
A Process

Review

My Projects
All Projects
[My Processes](#)

Reports

Projects requiring Resources

▼ Name ▼ Division ▼ StartDate ▼ EndDate

There are no items to display

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Objectives of Greater Sudbury's Business Planning & Budgeting Process

- ▶ Establish a shared understanding of priorities, expected levels of service and planned results
 - ▶ Performance Plans
 - ▶ Department workplans

Objectives of Greater Sudbury's Business Planning & Budgeting Process

- ▶ Obtain resources to complete the plan
 - ▶ Base Budgets
 - ▶ Business Cases for Service Level Change
- ▶ Build trust and confidence by demonstrating accountability
 - ▶ Strategic Plan Status Reports
 - ▶ Variance Reports
 - ▶ Performance indicators
 - ▶ Individual performance appraisals

Accountability Defined:

Accountability is a concept that calls for one to answer to others to justify the provision of resources, explain how resources were used and provide information to assess performance.

Department Workplans

Describe the rationale for the
Base Budget



Figuring out what works



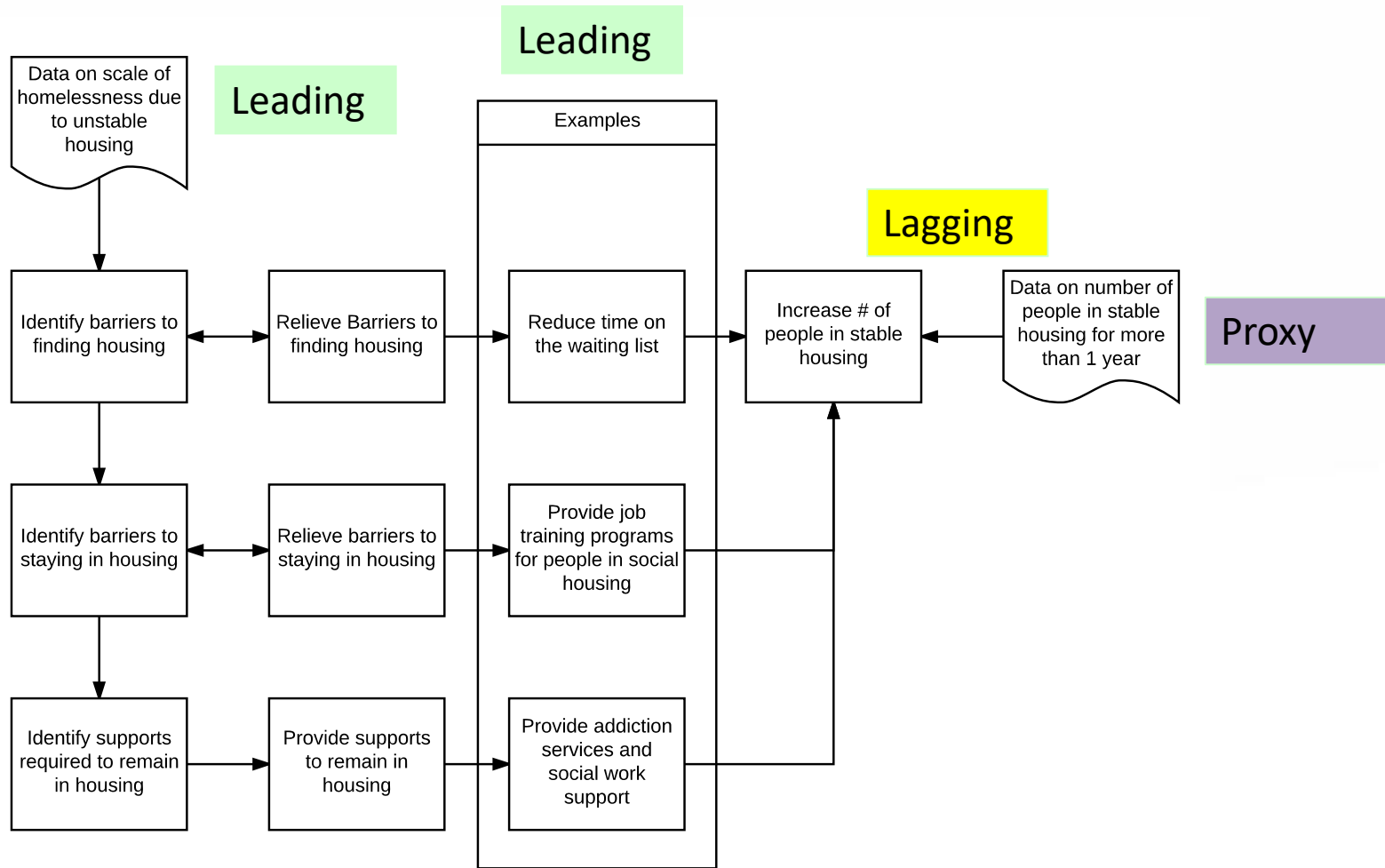
Intelligent Guesses

For public managers, learning from data about results is rarely easy (Behn 2014: chapter 9). The manager is not running a controlled experiment, carefully changing nothing in half of the jurisdiction while making only one change in the other half (and denying those running the control-group half any knowledge about the treatment). Typically, the manager is making a number of changes, which means that there exist a number of possible causal explanations for any improvement in results. Thus, the manager's ability to assign causal credit is difficult. And if the management team is just starting out—if this is the team's first effort to improve performance—which of the team's multiple actions deserves how much of the credit? The answer to this question cannot be called "science." It could, however, be an intelligent guess.

How Scientific is the "science of delivery"? Robert D. Behn in Canadian Public Administration volume 60, No. 1 pp. 89-110 at page 96



Using Logic Models and Leading, Lagging and Proxy Indicators



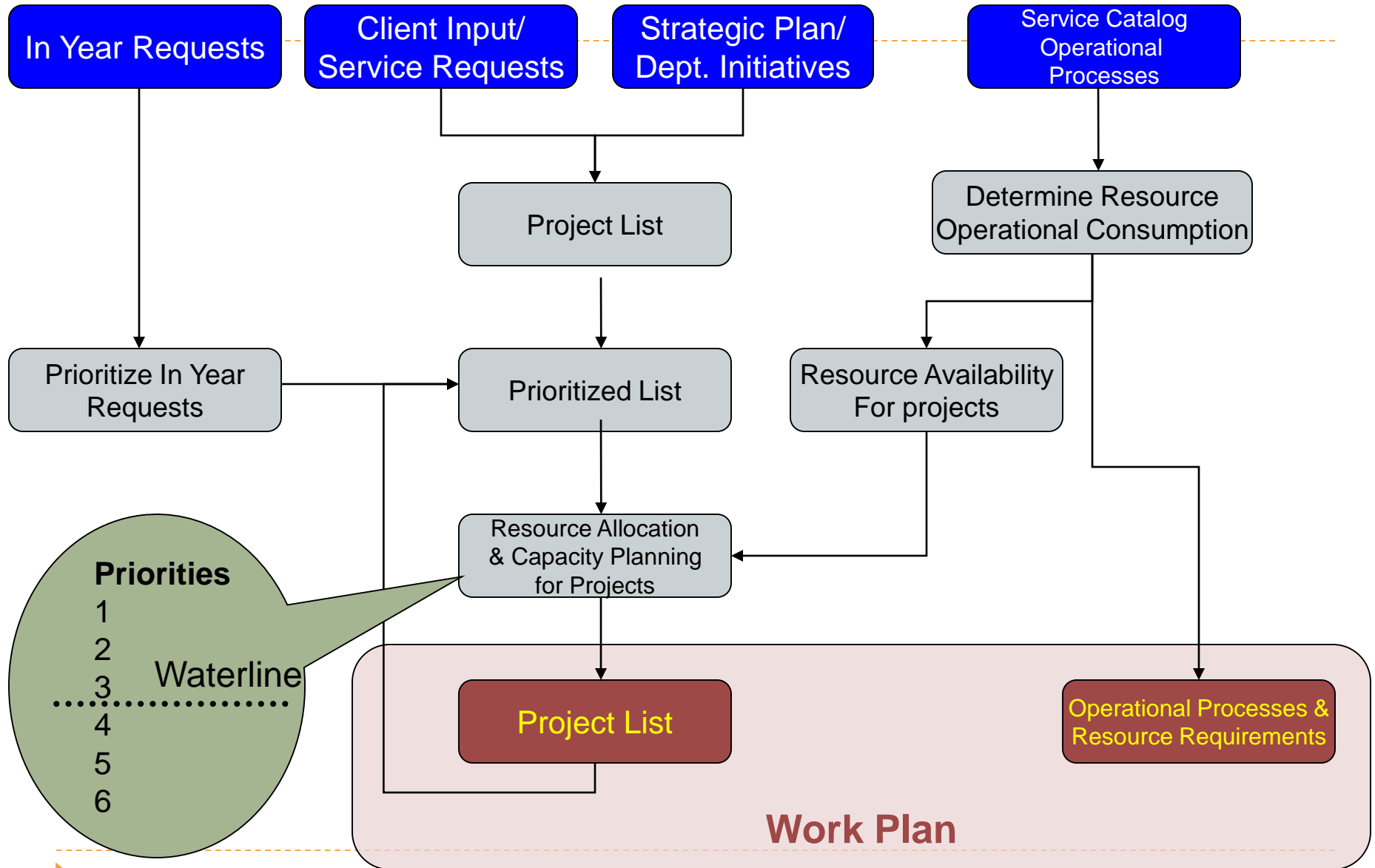
Workplan Objectives

- ▶ Serve as the driver for the annual budget process by matching base budget resources with planned outputs
- ▶ Provide a structure for work planning and proactively identify service needs and priorities
- ▶ Connect resources with anticipated service demands
- ▶ Make departmental performance visible, clarify accountability relationships and service expectations

Work Plan Process Overview

- ▶ Segment workplan into “ongoing processes” and “projects”
- ▶ Assign 100% of available resources in the workplan
- ▶ Identify process metrics
- ▶ Experiment and learn - focus is on better resource management, not meeting quotas
- ▶ Monitoring, follow up and reporting
- ▶ Assign lead responsibility for each process, project

Work Plan Development Process



1. Identify Work Processes

- ▶ Define processes that reflect tangible outputs and would resonate with staff, users
- ▶ Group individual activities into departmental work processes, according to Directors' perceptions of the appropriate level of detail
- ▶ The nature of several work processes is such that they rely on inputs from other parts of the organization to be able to produce outputs either for other departments/divisions, or for the corporation as a whole
- ▶ Processes are described in each Department's workplan

CAO's Office Processes



Office of the C.A.O. (Change)

Projects Processes Staff Positions Reports

Configuration Security Hello, Edward Archer!

Processes

Create New

Year	Name	Description	Total Hrs			
2018	Collaboration	Attend and advise Council or its standing committees on strategic and policy matters	100			
2018	Communication		250			
2018	Divisional Operational Business Processes	General administration processes	250			
2018	Executive Support	Office management, administrative tasks and issues follow-up/management	850			
2018	Professional Development & Training	Personal development/training and related travel time.	70			
2018	Staff Report Review	Review and finalize staff reports	192.5			
2018	Team Leadership	Attend ELT meetings, conduct one:one staff meetings and respond to ad hoc inquiries/support requests	240			



Connecting Process to Strategy and then Improving It



Connection to Process Level - Poverty

Service	Metric	Metric Type	How could Lean Help?
Financial Assistance	# people on assistance	How much did we do?	Case loads per case worker, days to open file, minutes of contact between case worker and client?
Financial Assistance	# of people who exited assistance to employment in the last year	Is anyone better off?	# of job opportunities available, # of employer partners, cost of job grant per job?
Financial Assistance	Time from first contact until eligibility decision	How well did we do it?	Cycle time from first contact to case worker assignment, cycle time from case worker assignment to decision?
Social Housing	Number of people housed in the last year	How much did we do?	Number of units available, unit turnover rate, unit turnover cost, cycle time from waiting list placement to offer?

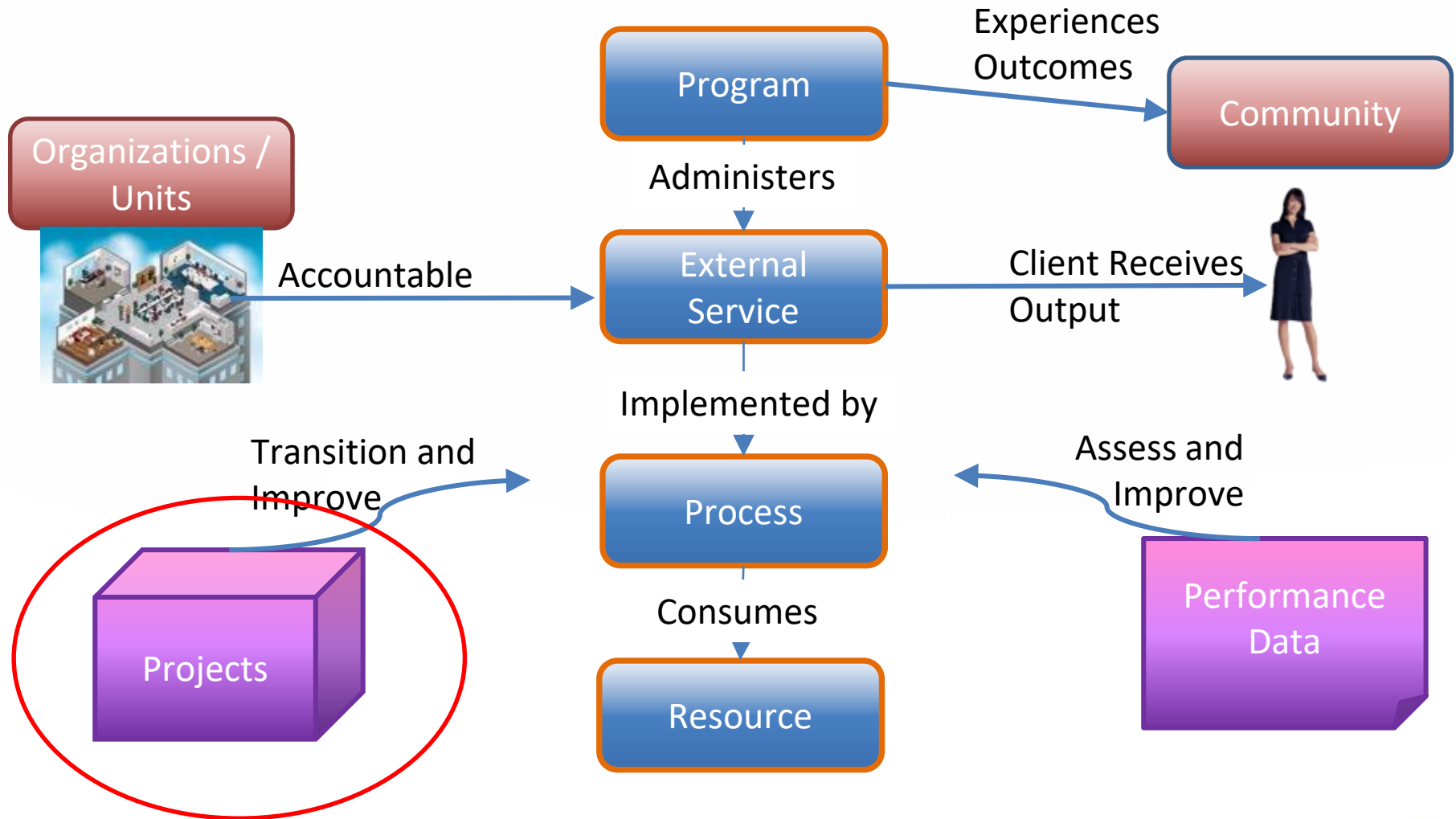


Connection to Process– Mode Share

Service	Metric	Metric Type	How could Lean help?
Scheduled Transit	Riders per Hour	How well did we do it?	Busiest routes, Rider wait times, Bus utilization rates, Bus downtime rates, ??
Scheduled Transit	Cost per Rider	Cost	Cost / time to issue passes, cost / time to collect fares, bus utilization rates?
Scheduled Transit	y/y change in % of Riders	Is anyone better off?	Busiest routes, Rider wait times, route locations?
Scheduled Transit	y/y change in Transit Mode Share	Is anyone better off?	Travel time per mode type, rider cost per mode type, rider retention factors?
Roads	#lane-km rated good to very good quality	How well did we do it?	Cost per lane-km of winter control, equipment downtime, cost per asphalt type?



Improving Processes and Services



2. Identify Projects

- ▶ Projects are time-bound, non-recurring work that have clear start and end dates
- ▶ Reflect contributions to Council's Strategic Priorities or other departments' projects that require analytical support from Corporate Services
- ▶ Projects are published separately from processes in the workplan

Project Setup Creates Link to Goals & Services



Office of the C.A.O. (Change)

Projects Processes Staff Positions Reports ▾

Configuration ▾ Security ▾ Hello, Edward Archer!

Create

Name *

Business Unit ▾

Importance * ▾

Urgency * ▾

Services * ▾

Strategic Goal * ▾

Capital Budget

Start Date *

End Date *

Rank

2	1
4	3

Status * ▾

Contributors

[View List of Contributors](#)

Include all Contributors?

Description



Project Setup Creates Link to Goals & Services



Office of the C.A.O. (Change)

Projects Processes Staff Positions Reports ▾

Configuration ▾ Security ▾ Hello, Edward Archer!

Create

Name *

Start Date *

Business Unit

 ▾

End Date *

Importance *

 ▾

Rank

2	1
4	3

Urgency *

 ▾

Status *

 ▾

Services *

 ▾

Strategic Goal *

---Select---

N/A

Provides administrative support to the CAO, including scheduling, travel arrangements, conference attendance, meeting management, and office support.

Provides leadership and strategic direction to departments to assist in achieving project or program objectives.

Leads the development of business plans across dozens of service areas within the organization.

Engages with key stakeholders to advance Council and City priorities.

Leads a workforce of approximately 2,500 employees in the delivery of excellent public services.

Capital Budget

Contributors

Include all Contributors?

Description



Project Setup Creates Link to Goals & Services

Create

Name *	<input type="text"/>	Start Date *	<input type="text" value="2017-Aug-30"/>				
Business Unit	<input type="text" value="Office of the C.A.O."/> ▾	End Date *	<input type="text" value="2017-Nov-30"/>				
Importance *	<input type="text" value="Slightly Important"/> ▾	Rank	<table border="1"><tr><td>2</td><td>1</td></tr><tr><td>4</td><td>3</td></tr></table>	2	1	4	3
2	1						
4	3						
Urgency *	<input type="text" value="Slightly Urgent"/> ▾	Status *	<input type="text" value="Pending"/> ▾				
Services *	<input type="text" value="--Select--"/> ▾						
Strategic Goal *	<input type="text" value="--Select--"/> ▾						
Capital Budget	<input type="text" value="--Select--"/> ▾						
Contributors	<input type="text" value="--Select--"/> ▾ <ul style="list-style-type: none">—Select—Growth and economic developmentResponsive, fiscally prudent, open governanQuality of life and placeSustainable infrastructureNot Applicable	<input type="text"/>	<input type="button" value="View List of Contributors"/>				
		<input type="checkbox"/>	Include all Contributors?				
Description	<input type="text"/>						

CAO's Office Projects

Projects

New

Copy Excel PDF Print My Projects All Projects Show 25 entries

Search

Name	Business unit	Services	Status	Rank	Start Date	End Date	
2019 Budget Book	Communications and Community Engagement Division	N/A	Pending	1	2018-Jul-02	2018-Nov-30	
ACR/CRM replacement	Communications and Community Engagement Division	N/A	Pending	1	2017-Jun-14	2019-Apr-30	
Arena Development	Office of the C.A.O.	Engages with key stakeholders ...	Pending	1	2017-Apr-03	2018-Apr-03	
Council Orientation	Corporate Services Department	N/A	Pending	1	2018-Mar-01	2018-Dec-21	
Customer service strategy	Communications and Community Engagement Division	N/A	Pending	1	2017-Jul-17	2018-Dec-31	
Employee Expenses quarterly reporting	Accounting Section	Coordinates internal and ...	Pending	4	2018-Jan-01	2018-Dec-31	
Implement new Performance Planning and Development for Non-Union Staff	Organizational Development, Safety and Wellness Section	Enhances organizational ...	Pending	3	2017-Jan-02	2018-Jun-30	
Talent Benchmarking Forum	Organizational Development, Safety and Wellness Section	Enhances organizational ...	Pending	4	2017-Aug-28	2018-Apr-30	
Workplace Inspection Software Program	Organizational Development, Safety and Wellness Section	Provides leadership and ...	Pending	3	2017-Aug-06	2017-Nov-06	

3. Seek Input

- ▶ Directors contact their peers to learn about specific service needs/collaboration opportunities
- ▶ Input received from each department would be included in the workplan - either as a distinct project or by assigning a portion of available capacity to accommodate the departments' requests
- ▶ Where requests exceed the resources available, Directors will be asked to assist in prioritizing to ensure the most important needs are addressed

4. Match Resources with Service Requests

- ▶ Directors and Managers estimate process volumes, time requirements for projects
- ▶ Identify process capacities and the time available for providing project support
- ▶ Result = staff hours/days of effort required for each process, project
- ▶ Can identify performance indicators for each process/project
 - ▶ Link to MBNCanada data, Departmental Performance Plan

Use Reports to Check Capacity

The screenshot shows the 'Greater Grand Sudbury Work Planning' application. The header includes the logo, navigation links (Projects, Processes, Staff, Positions, Reports), and user information (Configuration, Security, Hello, Edward Archer!). Below the header, there is a 'Year' dropdown menu set to '2018' and a 'Submit' button. The main content area is titled 'Assigned Hours' and contains a table with the following data:

Name	Title	Assigned Hrs	Available Hrs	Difference	%
Ed Archer	Chief Administrative Officer	1005.5	1498	492.5	67.12
Lisa McAuley	Ex Ass't to CAO	1192	1708	516	69.79

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Monitoring and Reporting

- ▶ Workplan is available for reference so that:
 - ▶ Everyone knows what we are doing for them
 - ▶ Everyone knows what we are doing for others
 - ▶ Everyone knows the impact of unplanned, emergency requests
- ▶ Regular updates on plan progress, results to GMs, ELT
- ▶ More frequent monitoring/reporting will occur on specific projects/processes within a department or project team

Work Plan Risks

- ▶ Projects are Dynamic – scope changes occur which impacts resources
- ▶ In-year projects may bump existing projects
- ▶ Shared commitment required – workplan highlights how results are delivered by collaboration, not individual departments

What's In It For You?

- ▶ Improved dialogue with Council
- ▶ More and better stakeholder engagement
- ▶ Opportunity to focus attention on key performance drivers like proper, and properly funded, asset management activities
- ▶ Improved information for management to ensure that process improvement opportunities are capitalized on

What's In It For You?

- ▶ More reliable long range plans and reduced risk of unmet expectations
- ▶ Improved opportunities to address increasing service demands of the public
- ▶ Increased public trust and confidence

Key Takeaways

- ▶ Taking deliberate steps to understand the connections between strategy and operating results makes service delivery easier and builds trust
- ▶ This doesn't happen by accident – but simple tools and regular reporting will make an enormous difference to your success.
- ▶ Focusing everyone's attention on services and service levels, not just cost, helps manage risk and increases the likelihood that you'll get the results you want. It takes the whole team.
- ▶ This isn't just pie in the sky – real municipalities like Sudbury are doing it. Reach out to your colleagues for help and sharing.

“Just right enough.”

“We don’t get paid to do it right. Right is infinite money, time, processes. We get paid for the art of doing it just right enough...”



Adam Steltzner, Mars Rover Engineer

