

# **FY22 Budget Kick-Off:**

**Developing Your Program Description Forms** 

AUGUST 2020

# Today's agenda

Time	Topic
11:00-11:10 am	Introduction: Overview of FY22 Budget process
11:10-11:15 am	Why measuring performance matters
11:15-11:20 am	Overview of Program Description Forms
11:20-11:30 am	Tool 1: What's the problem – the central issue statement
11:30-11:40 am	Tool 2: How to measure – four kinds of measures
11:40-11:45 am	Tool 3: How to assess – targets
11:45-11:55 am	Tool 4: How to visualize data – the right chart
11:55-12:00 pm	Conclusion



## **Guiding principles**

- It is the People's money
- Priorities matter
- Performance measures help us prioritize
- We can keep getting better

## FY22 Budget Calendar: July 2020 – January 2021

### **July 2020**

- Budget & Planning sends out FY22 budget submission instructions
- FY22 Budget Kick-off meeting with Gov. Parson and state budget officers



### **August to September 2020**

- Performance measures training for program and budget staffs: August 6 & 11
- Performance measures open coaching and feedback sessions

### **July to September 2020**

 Departments formulate budget requests for mandatory items, high priority new decision items, and update Program Description Forms, including Performance Measures

#### October 1, 2020

Departments submit their budget requests to Gov. Parson and Budget & Planning

#### October to December 2020

 Budget & Planning works with departments to collect information to assist Gov. Parson in creating his FY22 recommended state budget

### **Early December 2020**

Consensus Revenue Estimate is created to estimate funds available in FY22

### January 2021

Governor presents final recommendation to General Assembly



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## Effective management is driven by a fact-based cycle



**Continuous Improvement** 



## Why do we care about performance measures and targets?

# "What gets measured gets managed."

Peter F. Drucker



## How good performance measures and targets help us

- 1) They help us **know** where we are, what is working, and what is not working as planned (e.g., dashboards, program and project reviews)
- 2) They help us **decide** what programs or initiatives we should continue, expand, accelerate, learn from, scale back, stop, or help
- 3) They help us **communicate** to our citizens and stakeholders what we do, why we do it, and what we recommend is the right approach (e.g., Program Description Forms; reports; testimony; NDIs)

### Our objective with performance measures and targets

Missouri will be among the top tier of all state governments...

... for its strategic and fact-based, approach...

... to decision-making and budgeting...

... that delivers impact for our citizens



## uses measures to improve transparency and accountability



"As the state budget grows increasingly more complex, I'm glad the administration has put a tool in place to make spending and accountability information readily available to all Missourians."

- Representative Cody Smith, Chairman of House Budget Committee



"As the chairman of the Missouri Senate's Appropriations Committee, these performance measures allow lawmakers to take advantage of critical data when it comes to measuring how a state agency or department is using their appropriated resources. This information will provide lawmakers with another tool to hold agencies accountable, and it has the potential to empower lawmakers to be better stewards of state resources."

Senator Dan Hegeman, Chairman of Senate Appropriations Committee



"Missouri citizens have a right to know how their money is being spent, and featuring department performance measures will further enhance transparency throughout the state."

State Treasurer Scott Fitzpatrick

### Celebrating success: National recognition for doing budget measures well



## 2020

## Invest in What Works State Standard of Excellence

The Invest in What Works State Standard of Excellence sets a national benchmark—a "north star"— for how state governments can consistently and effectively use evidence and data in budget, policy, and management decisions to achieve better outcomes for their residents.



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### **Program Description Forms help us improve in two ways**

## Help us manage our programs:

- Review program performance
- Inform decisions about program and resource allocation



### **Help us communicate** to stakeholders:

- Your department and team
- Governor's Office
- General Assembly
- Our citizens





## **Program Description Forms – format**

	PROGRAM	DESCRIPTION				
Department		+	HB Section(s):			
Program Name						
Program is found in the following core budget(s):						
1a. What strategic priority does this program address?						
1b. What does this program do?						
			PRO	GRAM DESCRIPTION		
	Department			+	HB Section(s):	
	Program Name					
	Program is found	in the following core bu	dget(s):			
2a. Provide an <b>activity</b> measure for the program.	2d. Provide a mea	sure of the program's <mark>(</mark>	efficiency.			
		_				
						hen available, the Governor's
2b. Provide a measure of the program's <b>Quality</b> .	recommended fur	ding for the upcoming t	iscal year. (Note: Amount	s do not include fringe ber	nefit costs.)	
2b. Provide a measure of the program's <b>quality</b> .						
	Program Expenditure History					
	6,000,000					_
2c. Provide a measure of the program's impact.	4.000.000					
	1,000,000	FY 16 Actual	FY 17 Actual	FY 18 Actual	FY 19 Planned	FY 20 Recommended
			0 <sub>CD</sub> 0 <sub>CC</sub>	EDERAL OTHER TOTAL		
			USR FE	EDERAL OTHER TOTAL		
	4 14/1-4 41					
	4. What are the so	ources of the "Other "fu	nas?			
	5. What is the aut	horization for this progr	am, i.e., federal or state sta	atute, etc.? (Include the fee	deral program number, i	f applicable.)
	_					
	6. Are there federal matching requirements? If yes, please explain.					
	7. Is this a federa	lly mandated program?	lf yes, please explain.			
			•			

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# First, define the problem.

### A framework for measuring performance and setting targets



**Problem** 



What **specific need or objective** is your program addressing?

Activity



Is the organization Is the doing what it said it well? would do?

Quality



Is the activity done well?

**Impact** 





Does it **deliver**? Is the activity causing meaningful impact?

Is it worth it? How much effort is invested to achieve the impact?

**Tools** 

Central issue statement Issue trees\*

Tool

**SMART Measures** 

\*Issue trees are an advanced tool to help identify performance measures. They are covered in future in-depth trainings on problem structuring and performance measures



## A central issue statement provides a starting point for your measures

### Basic elements of a program's central issue statement :

My organization, [fill in: Department, Division/agency], ...

is [fill in: **key activity** such as developing/coordinating/overseeing/monitoring/implementing, etc.] ...

to help [fill in: target audience or whom receives the service or impact – be as specific as possible, e.g., "unemployed Missourians"; "families with loved ones with developmental disabilities"; "Missourians and others interested in enjoying our State Parks"; etc.] ...

by [fill in: describe **impact** on target audience, how you are addressing need, etc.] ...

### Illustrative example of a central issue statement: standard program

### Illustrative example:

My organization, <u>Department of Corrections</u>, <u>Division of Adult Institutions</u>,...

Is <u>providing Missouri's correctional facilities with a community standard of healthcare, including medication, hospitalization, psychiatric care, and other specialized care...</u>

To help incarcerated individuals...

By <u>ensuring their quality of care meets constitutional requirements and that they return to their communities healthier than when they entered the institution</u>.

You will likely need to iterate to get to a sharp central issue statement



### Illustrative example of a central issue statement: grant program

### Illustrative example:

My organization, Missouri Department of Transportation,...

Is administering grant funding to AMTRAK ...

To help the citizens of Missouri and other travelers...

By <u>ensuring they have reliable, affordable, twice a day rail transportation</u> <u>between St. Louis and Kansas City</u>.

You will likely need to iterate to get to a sharp central issue statement



# This is how a good central issue statement provides the starting point for your Program Description Form

Department Program Name

Your central issue statement provides basis for your answer to section 1b on the Program Description Form.

The "is" section of your central issue statement provides the <u>core activities</u> to measure in section 2a.

The "to help" and "by" sections of your central issue statement together provide the <u>impact to measure</u> in section 2c.



1b. What does this program do?

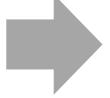


2a. Provide an activity measure(s) for the program.

Program is found in the following core budget(s):

1a. What strategic priority does this program address?

2b. Provide a measure(s) of the program's quality.



2c. Provide a measure(s) of the program's impact.



## **Template – central issue statement**

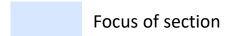
Statements should be concise, understandable, and jargon free



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### A framework for measuring performance and setting targets



**Problem** 



What specific need is your program addressing?

**Activity** 









Is the activity **done** doing what it said it well?



Does it **deliver**? Is the activity causing meaningful impact?



much effort is invested to achieve the impact?

**Tools** 

**Central** issue statement Issue trees\*

Tool

would do?

**SMART Measures** 

Is the organization



<sup>\*</sup>Issue trees are an advanced tool to help identify performance measures. They are covered in future in-depth trainings on problem structuring and performance measures

### Good measures are the foundation for fact-based performance management

### **Purpose of measures**

- Provide a quantifiable or sometimes qualitative metric that reflects how well an organization is achieving its stated goals and objectives
- Clarify a program's objective or what it is really aiming to accomplish
- Help leaders, staff, and stakeholders focus on what matters most strategically and what they need to accomplish for the year
- Provide transparency for decision making and public communication
- Establish a fact-based foundation for performance management including resource allocation decision making

### **Key points to remember**

- It is better to start with a "good enough" measure rather than wait for perfection
- If data for a good measure is currently not being collected, start with what you have while putting in place data collection for the new measure (e.g., a new citizen survey)

### We use four types of measures to monitor and manage performance

### Measures can tell you about:



**Activity:** Is the organization doing what it said it would do?

- Example: Frequency, rates, numbers of actions completed, etc.
- How many of our program managers have been trained in the new approach to Program Descriptions and Measures by the next budget cycle?



Quality: Is the activity done well?

- Example: Satisfaction levels, assessment against benchmarks, etc.
- How did they rate the quality of the training and value add at time of training and 6 months later?



Impact: Does it deliver? Is the activity causing meaningful impact?

- Example: Outcomes, effectiveness, etc.
- How many of Program Descriptions are updated with meaningful Measures and Targets by October?

Do the Governor's Office and OA Budget & Planning see improvement in the quality of measures in the updated Program Descriptions and were they useful during budget reviews?



**Efficiency:** Is it worth it? How much effort is invested to achieve the impact?

- Example: Productivity
- How many hours were invested in the effort (e.g., training, problem solving, revising documents) relative to the outcomes achieved?

## A framework for measuring performance – example

are they watering

per day during the

season?

**Problem** Quality **Activity Efficiency Impact** Are your children Was the effort Your children need Are your children Is the garden extra spending doing the work? doing the work providing worth it? well? vegetables and money. spending money? What is the How many seeds How many seeds How many \$/hour Their plan is to germinate during amount of profit of work did they are they planting grow a vegetable earned by selling the first month? per day in the first make compared to garden. vegetables during month? their alternative What is the ratio of the season? sources of income productive to nonduring the season? How many seeds productive plants

during the second

month?

## Good measures follow the "SMART" principle

C			
J	im	pl	le

- Does it have a clear definition?
- Is it straightforward and easy to understand?

# Measurable

- Is it easy to measure?
- Can it be benchmarked against other organizations or outside data?

## Achievable

- Do we understand the drivers that are behind the measure?
- Can we take action to deliver impact?

# Relevant

Is the measure aligned with the State's and/or the department's strategy and objectives?

# Timely

- Is the time to impact defined and is it practical?
- When will we monitor it? Can the measure move between periods?

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### Targets show whether a program is on track or not

### **Purpose of targets**

- Set clear and transparent expectations for performance
- Get everyone on the same page through agreement on what constitutes good and bad performance
- Prevent surprises or consequences
- Help leaders, staff, and stakeholders focus on exactly what matters most –
   i.e. results and what they need to accomplish for the year
- Clarify accountabilities or ownership, which increases the probability of delivery and improves organizational alignment

### **Key points to remember**

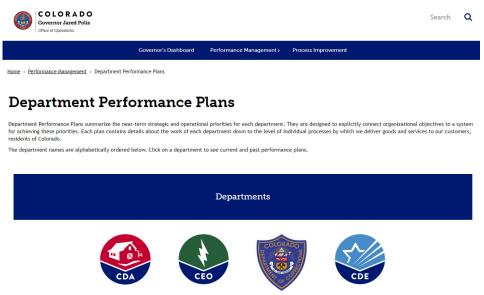
- Targets should be practical and specific
- Targets should roll up so that they would "move the needle" on a strategic priority
- Try to set individual program targets at two levels base (minimum acceptable) and stretch (truly distinctive)

## Performance targets can be set using a combination of approaches

Approach	Description	When to use Most common
External benchmark	<ul> <li>Other organizations' performance under similar operating conditions is used to develop aspirational targets</li> </ul>	<ul> <li>Organization is a below average performer with aspirational goal of becoming top tier, best-in-class</li> <li>Comparable organizations exist</li> </ul>
Internal benchmark	<ul> <li>Best period performance for comparable units under similar operating conditions is used to develop challenging targets</li> </ul>	<ul> <li>Units have similar characteristics and can be compared</li> <li>Organization tracks performance and can share information across units</li> </ul>
Transformational (top-down)	<ul> <li>Step-change targets that require fundamentally redesigning the way work is done</li> </ul>	<ul> <li>Organization must improve its performance through a step-change to survive or preserve support (e.g., program on verge of being discontinued)</li> </ul>
Continuous improvement (top-down)	<ul> <li>Consistent year-to-year incremental (e.g., 3%-5%) performance improvement targets</li> </ul>	<ul> <li>Organization is already high performing</li> </ul>
Theoretical limit (top-down)	<ul> <li>Absolute limits used to set targets (e.g., technical limits, theoretical limits based on laws of nature)</li> </ul>	<ul> <li>Organization possesses motivation and resourcefulness to drive toward the most challenging targets</li> </ul>
Grass roots (bottom-up)	<ul> <li>Managers at every level develop improvement plans and define achievable targets, then iterate to align plans with top-down need</li> </ul>	<ul> <li>Organization depends on frontline buy-in, motivation, and ownership</li> </ul>

### Tip: start by looking at how others measure performance and set targets

Colorado: https://operations.colorado.gov/performance-management/department-performance-plans Maryland: https://dbm.maryland.gov/Pages/ManagingResultsMaryland.aspx





## Quick Links Managing for Results: Performance-Informed Budgeting in Maryland

Managing for Results (MFR) is a strategic planning, performance measurement, and budgeting process that emphasizes use of resources to achieve measurable results, accountability, efficiency, and continuous improvement in State government programs.

#### State Agency Performance Data

Annually, in concert with the Governor's budget submission, the Department of Budget and Management publishes MFR strategic plans outlining each agency's mission, vision, goals, objectives and performance metrics. To view these documents, please select a year below:

FY 2021

Pandemic Flu Attendance

Operations Level - Flexible

> Maryland Department of

Health - Coronavirus Disease 2019 (COVID-19)

> Citizen's Guide to the

Maryland SmartWork

and Leave Policy

Operations

Information

Budget

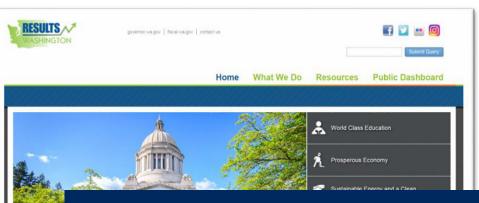
Initiative

> Equal Employment

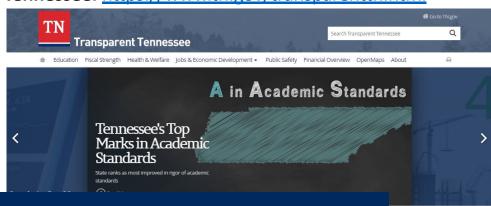
Opportunity

- FY 2020
- FY 2019
- FY 2018

### Washington: <a href="http://www.results.wa.gov/">http://www.results.wa.gov/</a>



#### Tennessee: https://www.tn.gov/transparenttn.html



- Ask "who is the best in the country at this sort of program or activity? If a direct one-to-one comparison does not exist, what other organizations might provide analogies?"
- Research other states, professional associations (e.g., National Association of State Chief Administrators), federal government, and even private sector organizations measure



# Tip: Monitoring performance measures through time helps you assess programs and adjust course if needed

**Activity** 















If the "right" activities...

Are done consistently with good quality...

But the impact does not improve...

Then it is time to rethink the program design

## **Template – draft performance measures and targets**

**Problem Activity** Quality **Impact** Efficiency Does it deliver? Is the Is the organization Is the activity done Is it worth it? How **Draft core issue** activity causing doing what it said it well? much effort is statement would do? meaningful impact? invested to achieve the impact?

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### Getting your presentation of your measures and targets right matters

- Getting your presentation of data right makes it easier for people to understand your measures and targets
- The best data "visualizations" are clear, precise, and efficient
- Quality data visualizations will:
  - Make your measures easier to understand and remember
  - Demonstrate relationships and patterns quickly
  - Help show and explain trends and any outliers
  - Provide insight that allows us to make better decisions



## **Choosing the right chart**

## What comparison are you making?

#### Description

#### Commonly used words

- Component
- The size of each part as a percentage of the whole
- "Percentage of total"
- "Accounted for X percent"

Ranking

- The relative rank of a group of items: are they the same, or is one more or less than the others?
- "Larger than"
- "Smaller than"
- "Equal"

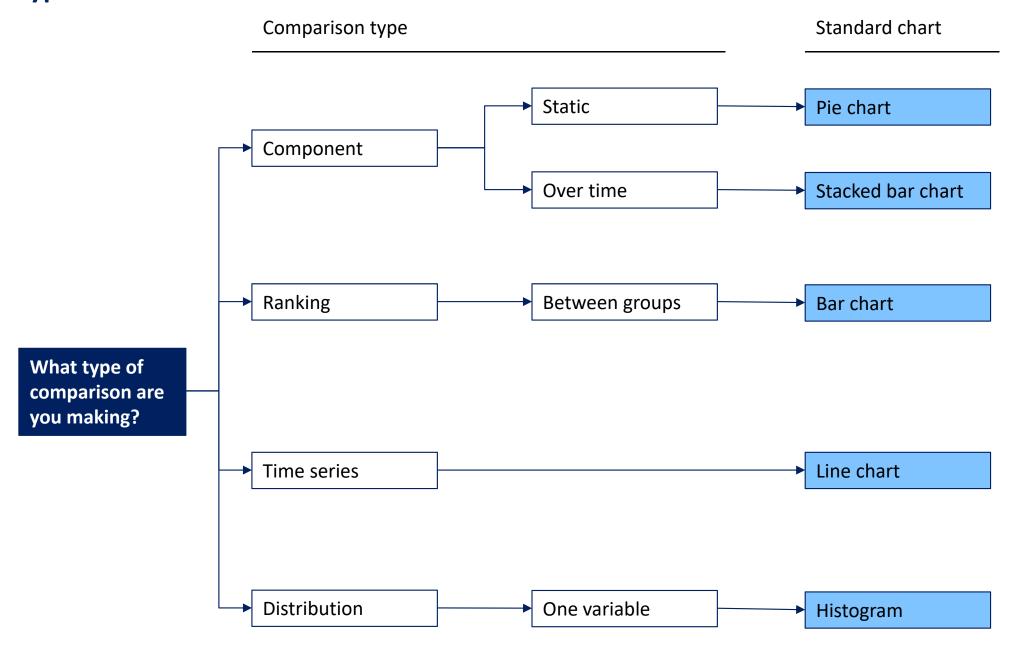
**Time series** 

- The trend in how items change over time
- "Change" or "variation"
- "Growth"
- "Decline"

- **Frequency** distribution
- How many items fall into a series of ranges
- "Concentration"
- "X to Y range"
- "Frequency"



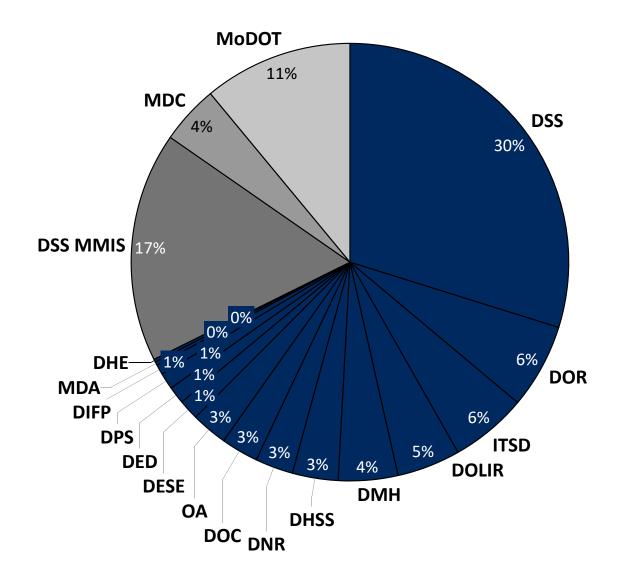
### **Types of charts**



# Component comparison: static (example) The size of each part as a percentage of the whole

**Pie Chart** 

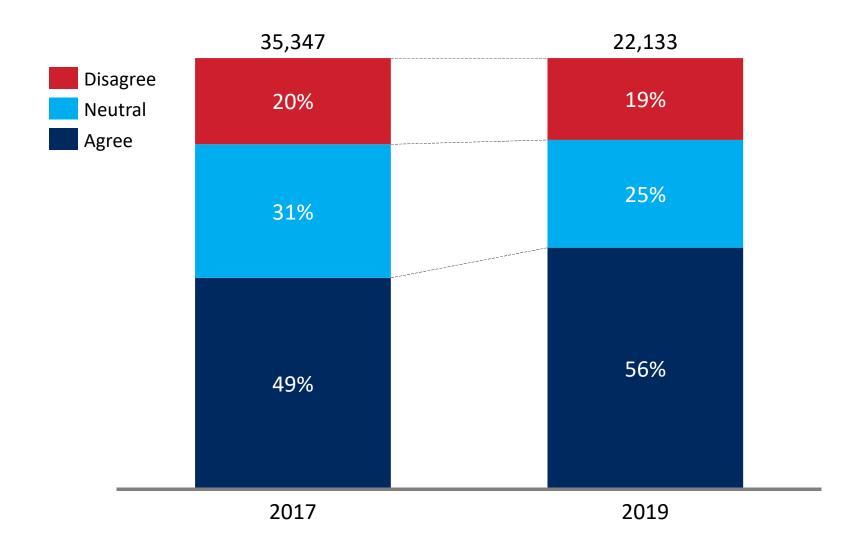
FY18 IT department expenditures as a share of total IT spend



# Component comparisons: over time (example) The size of each part as a percentage of the whole

**Stacked Bar Chart** 

Responses to the question, "Employees receive the training and development they need to be effective in their jobs"

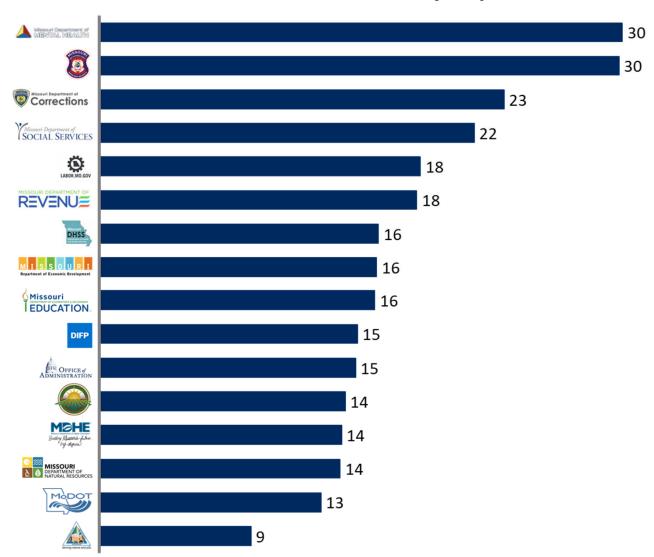


#### **Ranking comparisons (example)**

# The relative rank of a group of items: are they the same, or is one more or less than the others?

**Bar Chart** 

% of State of Missouri staff turnover by department, January 1, 2018 to December 31, 2018

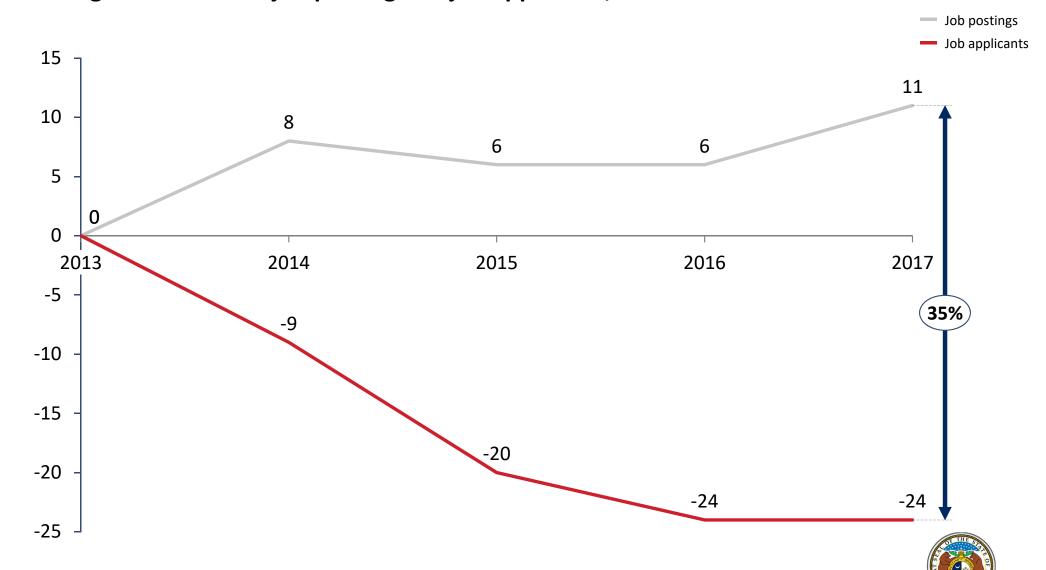




# Time series comparisons (example) The trend in how items change over time

#### **Line Chart**

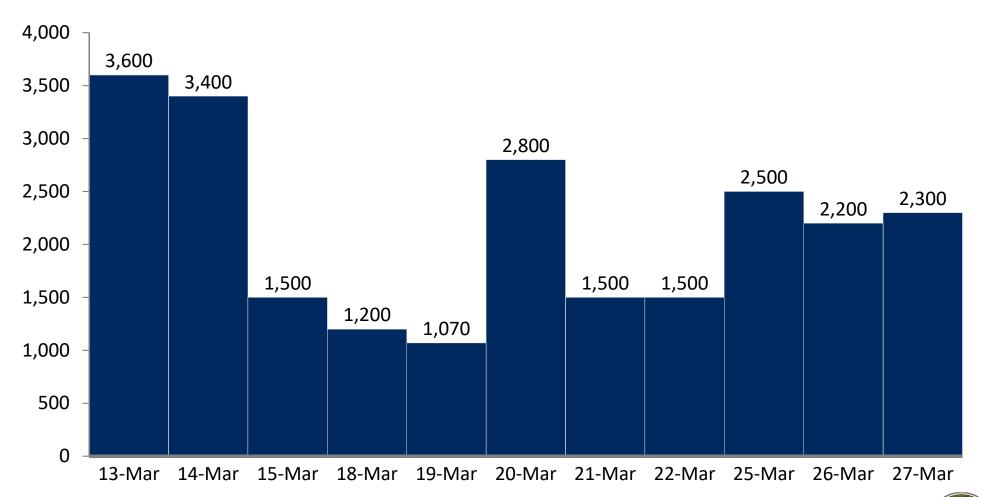
% change since 2013 in job postings vs. job applicants, 2013-2017



# Distribution comparisons (example) How many items fall into a series of ranges

Histogram

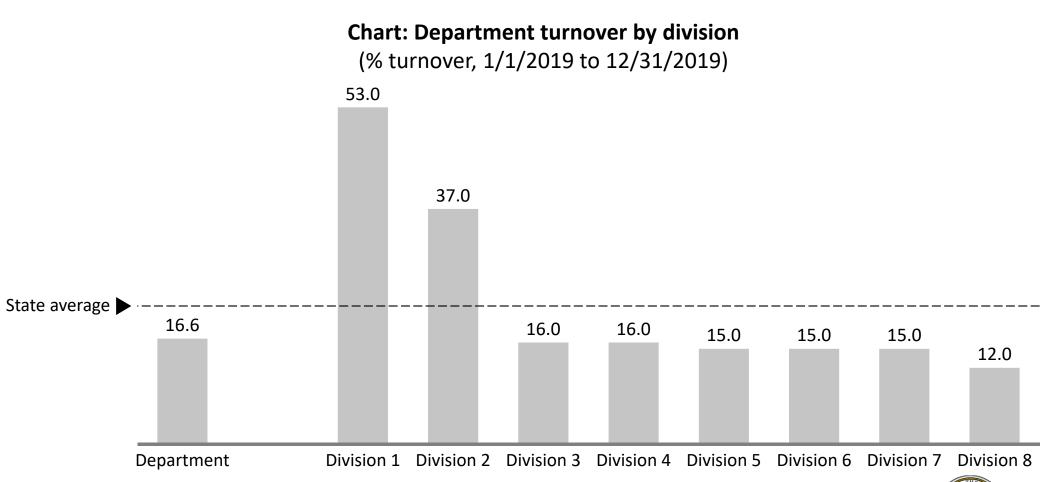
# Distribution of March 2019 Quarterly Pulse Survey responses throughout survey period



#### Quick tip: Sometimes aggregate data obscures more than it reveals

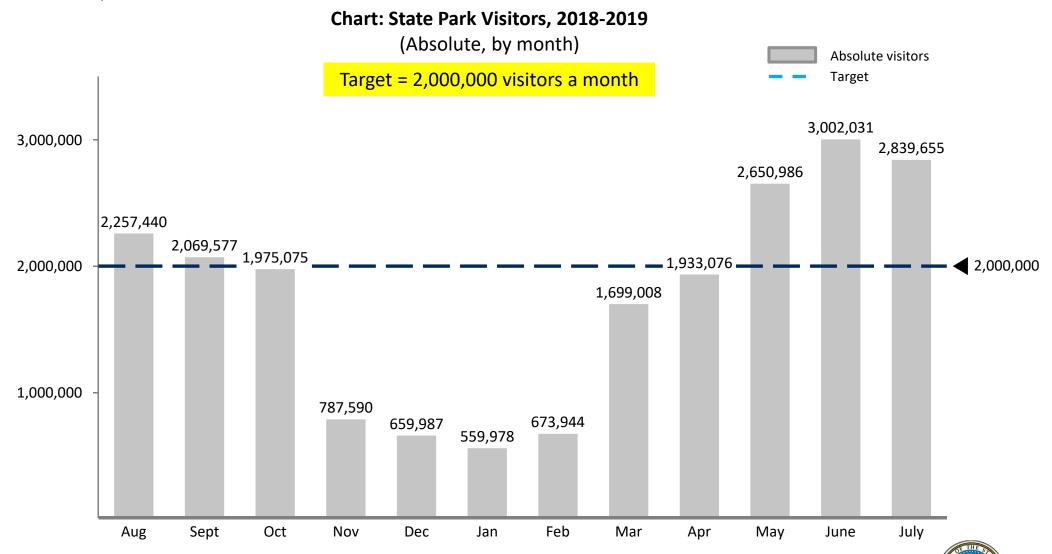
**The problem:** Sometimes an aggregate measure can look "good" and, therefore, not highlight significant variations in performance across divisions (or geographies, facilities, teams, etc.) for the same measure. This prevents a team from asking the right questions and digging deeper to understand the root cause of the variation (good or bad). In this case, the department measure is below the state average for turnover, but two divisions are much higher than the average.

**The solution:** While you are developing your measures, disaggregate major measures into their constituent parts. Look for meaningful variations. This will help you learn where there are variations at the local or unit level that you should track regularly.



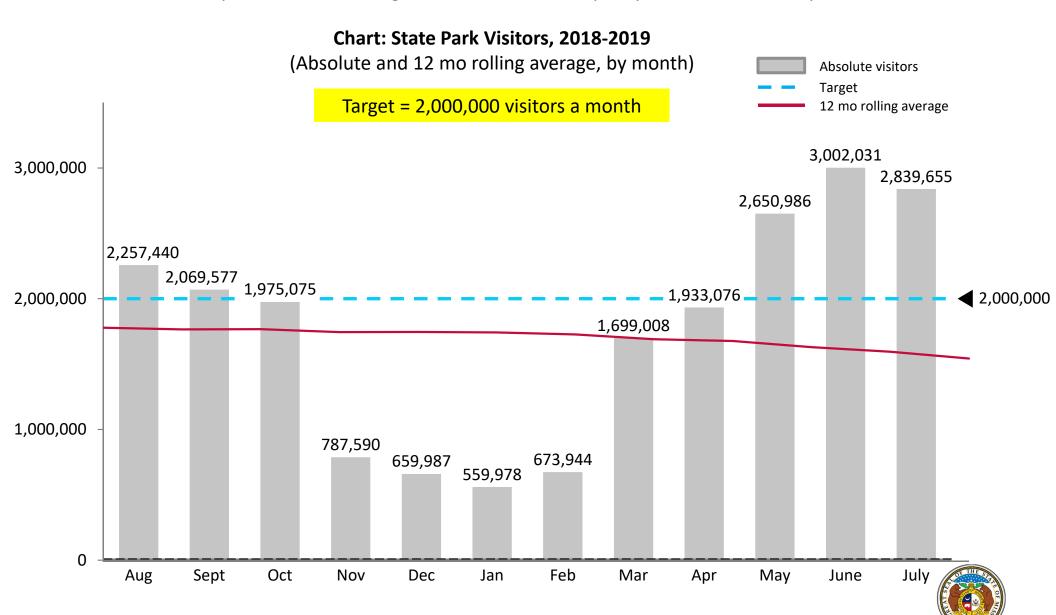
### Quick tip: Smoothing seasonal or annual variation (1 of 2)

**The problem:** Some of our measures vary based on the time of year (e.g., seasonal variations in park attendance, volume of tax returns, etc.) See the chart below. It looks like you are exceeding your target on some months, and falling below your target in other months. This misrepresents what is actually happening – you expect different outcomes at different points in time.



### Quick tip: Smoothing seasonal or annual variation (2 of 2)

**The solution**: What you want is to understand the trend through time. Include a 12-month rolling average on top of the absolute numbers. This shows you the trend over the past year without the monthly variation. Your target in the chart below reflects expectations for average attendance over the past year, not the monthly outcome.



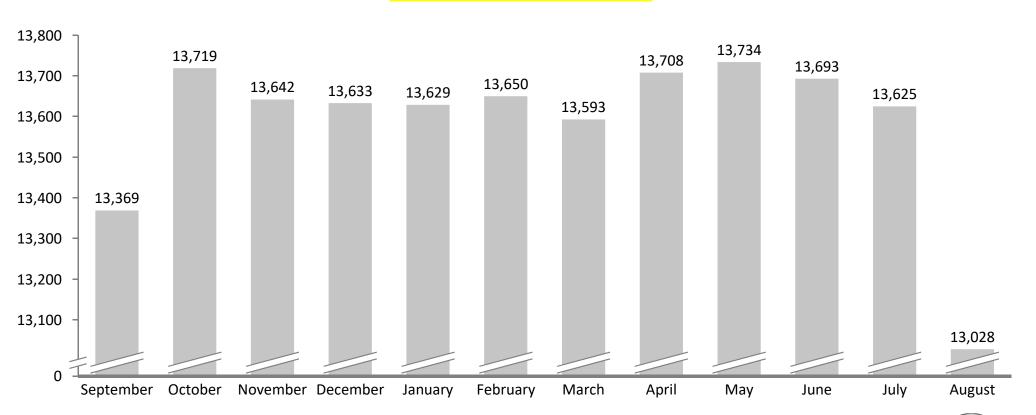
## Quick tip: Measuring activity when you don't control volume (1 of 2)

**The problem:** Many of our processes deal with a volume of activity that is mostly or entirely outside of our control (E.g., how many foster care kids enter the system). In these cases, measuring the activity is not very useful and it's difficult to set targets. See the chart below. This is just a count of the volume of Children that the Department of Social Services must manage. It does not reflect the activity of what they do.

**Chart: Total # of Children in Foster Care, 2018-2019** 

(Absolute #, by month)

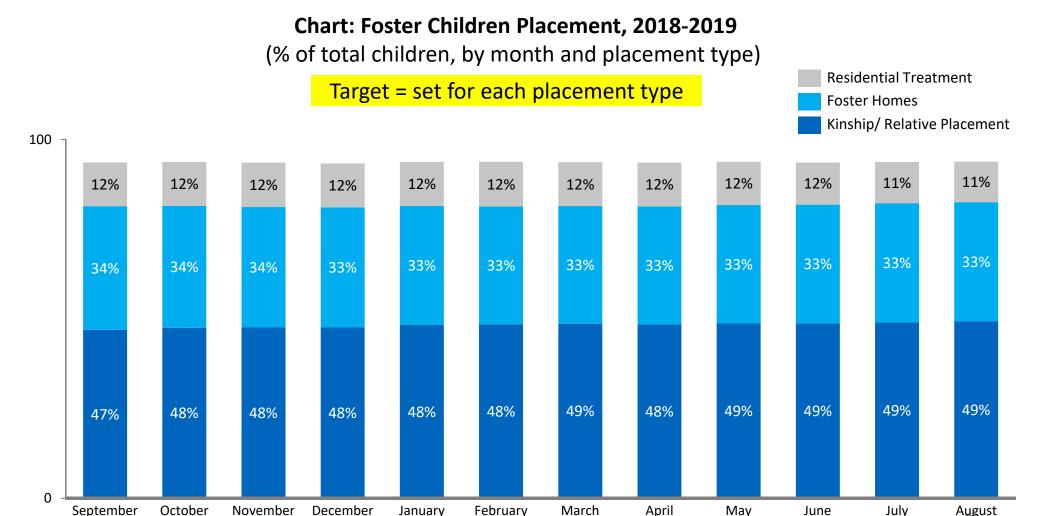
Target = ?



### Quick tip: Measuring activity when you don't control volume (2 of 2)

January

**The solution**: Showcase what you do control. For example, what percentage of your incoming volume do you deal with according to a set standard? This could be a time frame or a specific action. In the chart below, we are measuring what percentage of the total is placed in different types of homes. DSS can then set targets for whichever outcomes they find most desirable, and manage to that outcome.



April

May

June

**August** 

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#### A framework for measuring performance and setting targets

**Problem** 

**Activity** 

Quality

**Impact** 

**Efficiency** 

What **specific need** is your program addressing?

£07.503

Is the organization Is the doing what it said it well? would do?



Is the activity **done** well?



Does it **deliver**? Is the activity causing meaningful impact?



Is it worth it? How much effort is invested to achieve the impact?

#### **Tools**

Central issue statement Issue trees\* Tool

**SMART Measures** 

\*Issue trees are an advanced tool to help identify performance measures. They are covered in future in-depth trainings on problem structuring and performance measures



## **Checklist to develop a Program Description Form**

targets – to ensure clarity, and revise as needed

Draft a central issue statement that describes in clear language the program's:  ☐ Connection to department strategic goals (What placemat goal does this program connect to?)  ☐ Core activities (What are your program's primary activities?)  ☐ Primary impact (Who is your program helping? How does your program help them?)  ☐ Additional details on program design, activities, and secondary impacts (if appropriate)	
Ask someone outside your program to review the draft central issue statement to ensure clarity, and revise as needed	
<ul> <li>□ Research "who is the best in the country at this sort of program or activity? If a direct one-to-one comparison does not exist, what other organizations might provide analogies?"</li> <li>□ Review how other organizations measure performance and define their targets: where appropriate, adapt; where needed, improve or create new measures and targets</li> <li>□ Draft version 1.0 measures and targets</li> <li>□ Core activities: start with "what is the most important activity to implement the program?"</li> <li>□ Quality: then "how to we measure the quality of the core activities?"</li> <li>□ Impact: consider "what impact matters most to our citizens and/or major stakeholders?"</li> <li>□ Efficiency: this typically involves some sort of ratio or relationship between activities (or total effort) and impact</li> </ul>	
Review measures and targets to ensure they meet best practice standards:  You should be able to describe all the measures and targets in clear language  All measures use SMART principles  All targets are clearly identified  All charts follow best practices for displaying information (e.g., component, ranking, time series, distribution)	
Ask someone outside your program to review the draft central issue statement – and measures and	



## **Critical roles to get work done by October 1**

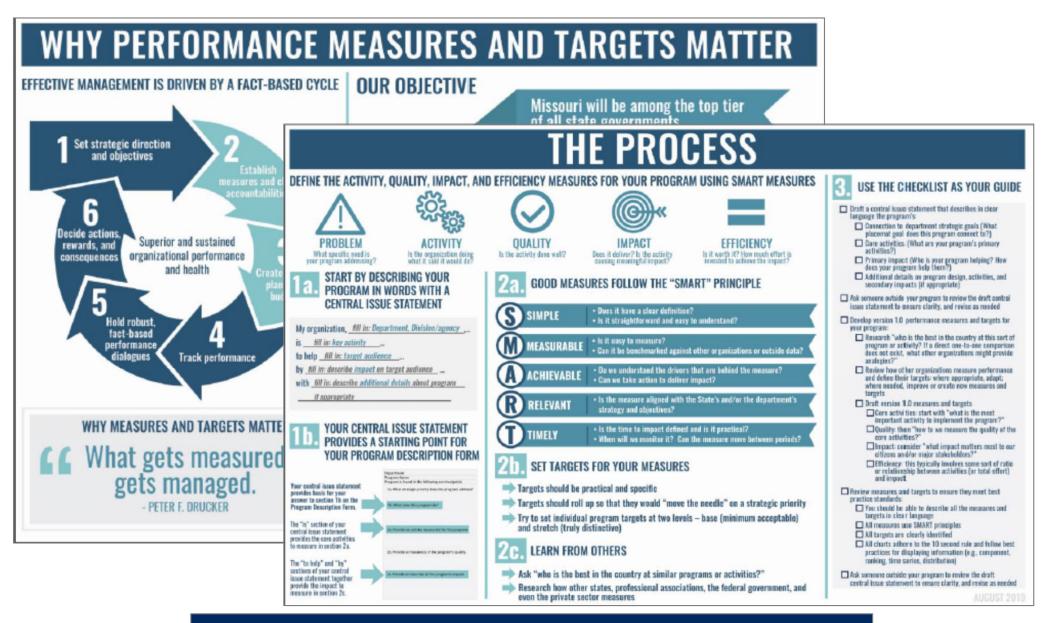
⊔ Dep	artment-level and division-level leadership Reinforce importance and expectations of quality measures Participate in final review and refinement of Program Description Forms/measures before submission
□ Dep □ □	artment program leaders  Build capabilities within teams to develop and use performance measures  Research other states' examples of measures, targets, etc.  Review and update all Program Description Forms with focus on identifying priorities, clarifying program design, and improving measures and targets
Dep	Build capabilities within teams to develop and use performance measures Provide coaching and problem solving help to department program leaders and teams Coordinate internal department reviews, quality assurance, and transmission of documents to OA, Budget & Planning
Gov	ernor's Office team and OA Budget & Planning team Support Governor's Office review Develop and implement training, feedback, and additional work sessions Provide coaching and problem solving support

# Thank you!

See reference materials in next slides

## **Appendix: Reference materials**

#### Standard guidelines – performance measures and targets "placemat"



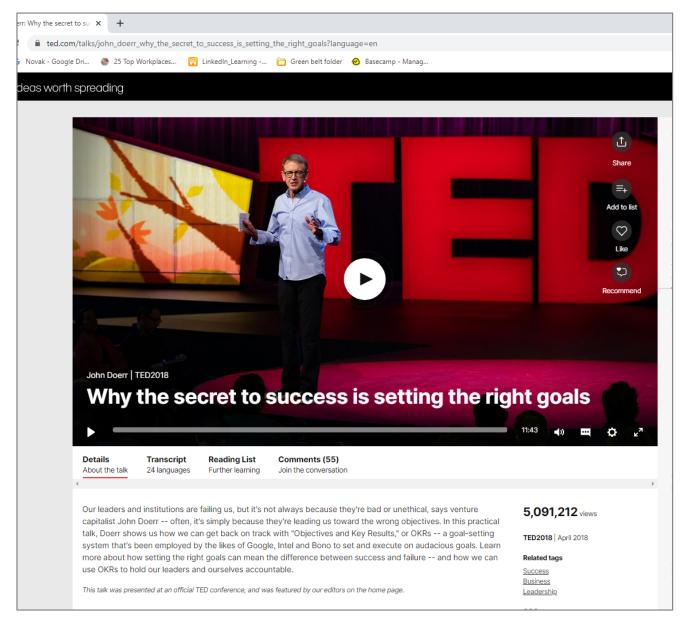
Guidelines and reference materials available at:

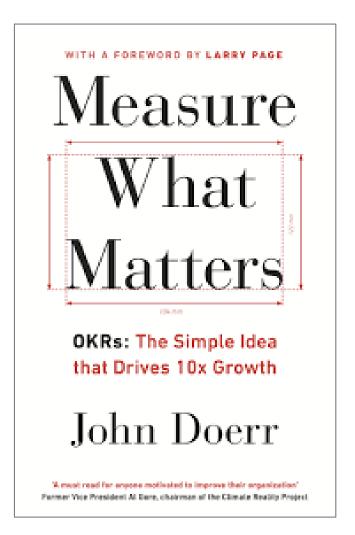
https://oa.mo.gov/budget-planning/budget-planning-and-performance-measure-resources



#### For additional perspectives on the power of measures and targets...

#### Check out John Doerr's TED talk and his recent book







#### Other resources

#### **Performance measures:**

- OA Budget and Planning: performance measure resources
  - Link: https://oa.mo.gov/budget-planning/performance-measure-resources
- LinkedIn Learning: "Measuring Business Performance", Eddie Davila.
  - Link: <a href="https://www.linkedin.com/learning/measuring-business-performance/welcome?u=27863722">https://www.linkedin.com/learning/measuring-business-performance/welcome?u=27863722</a>
- Book: Government that Works: The Results Revolution in the States, by John M. Bernard

#### **Examples from other states:**

- Colorado: https://operations.colorado.gov/performance-management/department-performance-plans
- Maryland: <a href="https://dbm.maryland.gov/Pages/ManagingResultsMaryland.aspx">https://dbm.maryland.gov/Pages/ManagingResultsMaryland.aspx</a>
- Tennessee: <a href="https://www.tn.gov/content/tn/transparenttn.html">https://www.tn.gov/content/tn/transparenttn.html</a>
- Washington: <a href="https://results.wa.gov/">https://results.wa.gov/</a>

#### **Data visualization:**

- LinkedIn Learning: "Data Visualization: Best Practices", Amy Balliett.
  - Link: <a href="https://www.linkedin.com/learning/data-visualization-best-practices/welcome?u=27863722">https://www.linkedin.com/learning/data-visualization-best-practices/welcome?u=27863722</a>
- LinkedIn Learning: "Excel Data Visualization Part 1", Chris Dutton.
  - Link: <a href="https://www.linkedin.com/learning/excel-data-visualization-part-1-mastering-20-plus-charts-and-graphs/part-1-introduction?u=27863722">https://www.linkedin.com/learning/excel-data-visualization-part-1-mastering-20-plus-charts-and-graphs/part-1-introduction?u=27863722</a>
- Book: Say It With Charts: The Executive's Guide to Visual Communication, by Gene Zelazny

