Implementing Results-Based Decisionmaking:

Advice from the Field

by Sara Watson

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and The Finance Project

FOREWORD

Over the last ten years, governors and other innovative leaders have led the charge for strengthening the accountability of government for achieving results. They have shifted the focus of accountability away from error-rate reduction and regulation of how and by whom programs should be operated to accountability for results or outcomes that will be achieved by the program for those they are intended to serve. For example, governors have implemented education standards, school-based accountability systems and performance report cards in the K-12 system. They have put in place performance-based budgeting systems and implemented performance-based contracting under workforce, welfare and healthcare programs. Some are using performance management strategies to promote greater coordination of effort among state and local agencies.

Most efforts to strengthen accountability for results have focused on improving the performance of government agencies or programs. However, there is another strand of the "accountability for results" movement directed at mobilizing communities to take greater responsibility for improving their conditions, especially the well being of children and families. Improving results such as the quality of life in communities and changing the life trajectories of children in the community involves more than the work of one government agency. It requires partnerships between those inside and outside of government, alignment of resources around common purposes, and shared accountability for contributing to the achievement of shared goals. Almost half of the states have established broad indicators of family, child and community well being, and information systems to help communities and other stake-holders keep track of changes in these conditions.

Although these two aspects of accountability largely have evolved separately in different program areas, they are interrelated. They can be mutually reinforcing as the performance expectations of programs are aligned with the larger, common purposes that people and communities care about. The latter aspect of accountability is likely to grow in importance as states consider options for engaging communities and decentralizing decision-making authority in a wide range of human resources programs.

This is one of two papers being issued by the National Governors Association Center for Best Practices that draw on state and community experiences to share lessons learned in bringing a results orientation to community mobilization, strategic planning, budgeting, management and accountability processes. Although the focus of these papers is on child and family policy, the lessons learned and advice given are just as relevant to other policy areas.

The Power of Outcomes: Strategic Thinking to Improve Results for Our Children, Families, and Communities by Cornelius Hogan, former Secretary of Human Services in the State of Vermont is a passionate essay on the remarkable improvements in child and family well being that can be achieved by focusing on outcomes.

Implementing Results-Based Decision-making: Advice from the Field by Sara Watson, program manager of the Better Results Group for The Finance Project, distills strategic advice from more than 50 leaders in using a results orientation to drive profound changes in the systems serving children and families. It contributes to a growing body of work that is moving the field from conceptual and language issues, to the politics and strategies of implementation.

These publications and other information on the state strategies to strengthen accountability for results across policy areas can be found at NGA's new *Managing for Results* Web page. Please see the NGA Center for Best Practices web site at www.nga.org.

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State leaders

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Local leaders

Phyllis Becker, Jane Campbell, Susanne Daily, Tana Ebbole, Randall Franke, Sara Hoffman, Molly Irvin, Richard (Jake) Jacobsen, Thomas Kelley, William Laaninen, Christina Linville, Michael Monteith, Bette Meyers, John Skidmore, Robert Stoughton, and Alexandra Turk.

Cross-site leaders

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This guide is based on document reviews and dozens of interviews with and presentations from people who are implementing these ideas across the country, and across the world. When a person is cited in this guide without a footnoted, the information came from these personal interviews. Some of the ideas and strategies described in this report emerged the Managing for Results conference, April 27, 2000, Austin, Texas.

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PREFACE

A massive shift in thinking and working has begun to permeate the structures that support children and families in growing and thriving. Senior leaders, individual service providers, teachers, community members and others increasingly are using results to drive and measure success in supports for children and families.

The National Governors Association (NGA) Center for Best Practices has taken a leading role in assisting states in the design and implementation of results-based decisionmaking (RBD) systems across a variety of policy areas. Since the mid-1990s, The Finance Project (TFP) has been a leader in this field by conceptualizing and developing materials that present a framework for results-based planning, budgeting, management and accountability—what we term results-based decisionmaking—and that start the shift from theory to practice.

Both organizations are pleased to continue this tradition with the publication of *Implementing Results-Based Decisionmaking: Advice from the Field*, by Sara Watson.

This guide gives targeted, strategic advice on implementing the wide variety of approaches to RBD. It aims to help state and local leaders answer questions such as: "should we do this?"; "can we do this?"; "how do we do this?"; "how long will it take?"; and "what can we expect?" It discusses using results to develop an agenda to improve the lives of children and families, to align resources to support that agenda, to align management practices and organizational cultures with that agenda, and to measure performance and hold organizations and individuals accountable for continuous improvement. It also provides suggestions for eliciting the support of key stakeholders, such as executive and legislative branch officials, the media, auditors, and communities. It aims to go beyond descriptions of state and local experiences and to draw the political and strategic lessons that can help state and local leaders avoid pitfalls and move ahead.

The guide is based on extensive interviews and discussions with more than 50 leaders in the field, including those working across sites and in national, state and local leadership positions. We are grateful to these individuals for generously sharing their insights and ideas.

We hope this guide will be useful to state and local decisionmakers whose wisdom and hard work will help us all move towards better lives for children and families.

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In addition to this version published jointly by NGA and TFP, a full-length version with more detailed advice, examples and appendices is also available from The Finance Project. That version, entitled *Informed Consent: Advice for State and Local Leaders on Implementing Results-Based Decision-making*, can be read or ordered online at www.financeproject.org.

SUMMARY

Across the nation and, indeed, across the world, policymakers and practitioners are driving their investments and measuring the success of their supports for children and families by the results or outcomes they achieve for individuals, families and communities. These leaders have found that focusing on results can rebuild public faith in government's ability to partner with communities to support families. It can energize tired workers and advocates who can now see progress. It can catalyze needed changes among those who, at last, are rewarded—not only for following the rules but also for using their creativity and energy for change.

This guide draws on the experience of more than 50 leaders who have pushed the frontiers of results-based decisionmaking (RBD) to give state and local leaders advice about what to expect and how to successfully design and implement such systems. It provides advice on various dimensions of RBD, including strategic planning that logically connects strategies to the broad conditions of well-being to be achieved; allocating resources according to chosen results; assuming accountability or responsibility for using results to improve performance; and changing the management practices and culture of individuals and organizations to support the use of results.

The guide is designed to help leaders give their informed consent about how much political capital to invest in refocusing these traditional government processes on the achievement of desired results—what they can expect to gain and what they risk by doing so. The guide gives suggestions on how to implement such strategies. Although it does not promote a particular approach to results-based decisionmaking, it does assume that states will give communities more flexibility in how to achieve results in exchange for improved performance. Key insights include:

- **A two-pronged strategy works best.** The most powerful RBD system combines a focus on improving the performance of agencies and programs with strategies to foster partnerships and mobilize communities so that they, not government, drive systemic change. A singular concentration on agency performance can affect mainstream funds but doesn't affect cross-agency work or a community's role in improving the lives of children and families. Focusing only on devolving responsibility for results to communities mobilizes the energy in communities and brings public and private leaders together to improve statewide results, but it often involves only small pots of money.

- **Shifts to RBD has its risks.** While shifting to RBD has immense appeal, it also poses significant challenges. Officials risk criticism for poor results (or, even if results are good, criticism for setting the standard too low or for missing poor results among different populations). With an inextricable link between authority for results and autonomy to achieve those results, agency staff and community members will make mistakes in using their newfound latitude. Any initiative has an opportunity cost. While RBD can make many parts of a governor's agenda more successful, it still requires energy and attention that cannot then be focused elsewhere.

- **Don't depend on "trickle-down" messages.** Many states have sophisticated systems to collect data but no system to help people use the data to change how they operate. A message from the top is not likely to translate into improvements at the front line unless workers get specific support in using the data to improve.
- **Take small steps at a brisk pace.** Too often, efforts to use results are stymied by the overwhelming amount of change that needs to occur. One of the most persistent pieces of advice is to keep pushing, one step at a time. Don't get stuck at the planning stage. Even if all the leaders are not in place, use those that are. If changing all agencies at once is too daunting, start with a subset. If all the computer systems aren't aligned, use the data available.
- **Be strategic in going after small changes in results to achieve major improvements in well-being.** One of the keys to success in RBD is determining a strategy in which positive, but small, changes in well-being will eventually leverage the larger results society demands. This will help avoid the problem of watching seemingly small negative changes in conditions mushroom into bigger problems or of finding that even though individual programs perform well, the larger results across populations continue to worsen.
- **All parties must have something to gain—and something at risk.** For a results-based system to be fair and effective, those managing the results and those producing results must have something to gain and something at stake. Too often, all of the risk in improving performance is borne by the community or service provider.
- **Change the budgeting conversation rather than the budgeting rules.** Rather than generating resistance by attempting to change the formal budgeting process, leaders have focused budget-related conversations on the resources needed for desired results within the executive branch and between the executive and legislative branches. Some ways to do this include asking questions about performance, offering or participating in joint agency reports on results to the legislature, and developing budgets for children and family programs that link resources to results can do this.
- **Create a variety of responses for good or poor performance.** While a results-based system that has no teeth is unlikely to succeed, a system whose only response is too draconian to employ won't be able to use its teeth. The answer is to create a continuum of consequences—including peer pressure, changes in autonomy and changes in resources.

- **Win over key constituencies.** Building support among stakeholders, such as agency staff, legislators, the media and others, is crucial to success. While RBD focuses on results as the measure of success, a role remains for the important process measures that have been developed to safeguard the use of public funds. Other strategies include giving stakeholders opportunities to see how RBD can make a difference to the people they serve; gaining their agreement up-front that this is a worthwhile, though risky, venture; and showing them how RBD can help meet their goals and enhance their sense of job satisfaction.

RBD has the power to transform formal agencies, the role of communities and the lives of children and families. However, as with any change, best practices take time to evolve. State and local leaders are still learning how to use this tool most effectively to improve results for children and families.

SETTING THE STAGE

This guide was born out of a deep desire by state and local leaders implementing and supporting results-based decisionmaking (RBD) systems to gather "lessons learned" on how to do it and what to expect.[1] Implementing RBD is still a grand experiment. No nation, state or locality has a complete system in operation, and only a few places have gone through a full accountability cycle of measuring performance and making changes based on performance. But leaders in many places have begun to make profound changes in how governments and communities support families and in accountability measures for performance. There are success stories and rueful tales—victories and mistakes. There is much to learn in steering a true course for using RBD.

Before launching into a discussion of how best to accomplish RBD, some introductory notes may be helpful.

- In this guide, RBD is a shorthand phrase[2] for a variety of approaches that focus on results rather than on activities as the goal of public acts and expenditures.[3]
- The purpose of the guide is to give state and local leaders strategic advice about what to expect and how to successfully design and implement RBD systems. It will help leaders make informed decisions about how much to invest in these ideas, what they can expect to gain and what they risk by doing so.
- The advice herein is not dependent on a state or locality adopting a particular results framework. It does not describe the different approaches taken by states and localities in any detail, since there are many such studies.[4]
- This is not a cookbook or step-by-step guidebook but a compendium of advice drawn from experience and strategic thinking. It is based on interviews with more than 50 leaders and document reviews from dozens more who are implementing these ideas across the country and around the world.[5] While each place is unique, the concerns and strategies are similar from Tillamook, Oregon, to New York City, to Oslo, Norway.
- Finally, before launching into advice on how to do RBD, it is helpful to consider whether this latest reform will last longer than many similar-sounding predecessors. There is considerable optimism that this approach will endure, even if in slightly different forms. The public demands this kind of accountability and it has taken root across a wide spectrum of policy domains. The dramatic changes in information technology make it more feasible to collect and analyze necessary data. As Jonathan Walters writes, "even though arguing the pros and cons of performance measurement is lots of fun…this time it's a moot point. Chances are that when performance measurement rolls your way, it won't be an optional exercise."[6]

INITIAL DECISIONS

As state and county leaders consider how to structure the use of results to improve the conditions of children and families, they need to make a number of initial decisions.

What will the structure be? *There are many ways to use results in a formal system. What are the options for structuring the overall approach?*

One of the first decisions state and local leaders must make is what the overall structure will be to implement results-based decisionmaking (RBD). State and local initiatives for RBD take many forms. The most distinct difference is between approaches that emphasize formal agency changes and approaches that emphasize community mobilization and responsibility. While each approach has distinct advantages, each also has drawbacks.

Focus on agency change. Florida, Texas, and Washington have developed RBD systems that focus on changes within the executive branch agencies. This approach to RBD is powerful in many ways. It has the potential to address mainstream funding sources and to affect large numbers of families. It also dominates the public service industry and public administration literature.

There are three major concerns about the current status of this type of reform.

First is the focus on single-agency change. The most important results require cross-agency work and even work outside agencies. Yet this form of RBD often focuses on measuring performance only within individual agencies or even within individual programs. There are exceptions to this, and proponents say states and localities are addressing these two issues in their use of RBD.[7] For example, Oregon, Pennsylvania and Washington have developed some cross-agency performance measures for their workforce programs.

A second concern is that while some states and cities using this approach, such as Texas; Mecklenburg County, North Carolina; and Hampton Roads, Virginia, are improving their management of public programs, others are not yet using RBD for decisions of service delivery and resource allocation.

A third issue is that this approach to RBD does not focus on a community's role. Agencies do not benefit from the good ideas and energies of communities, and community-driven reforms do not affect decisionmaking in the major systems. This approach would be much more powerful if it were coupled with an approach to mobilize communities and to focus not just on limited performance measures but on cross-agency results.

The agency-focused approach to RBD would be much more powerful if it were coupled with an approach to mobilize communities and to focus on cross-agency results.

Focus on community collaboration. Maryland, Missouri, Oregon, Vermont, and Washington have implemented RBD systems that focus on moving responsibility for results from centralized, formal agencies to communities. This approach often involves a statewide organization that brings together public and private leaders to pursue cross-agency work to move toward statewide results. It also involves establishing community collaboratives (composed of leaders from many different sectors of the community) that are given resources to fund services and/or to recommend policy changes for better results.

This community-focused approach to RBD, as it is often implemented, has some strong advantages. It utilizes the increasing recognition of a community's importance in supporting families. Many agency leaders recognize that agencies are not the sole or even the major factor in improving child and family results in many communities. Improving agency performance is a necessary, but almost never sufficient, step to reducing teen pregnancy or achieving other important results. Each state using a strong, community-focused approach to RBD can point to examples where community collaboratives have contributed to improved results for specific populations. A few, such as Vermont, have even seen changes in results for statewide populations.

However, this approach has some limitations. It focuses less on changing mainstream agency policies and sources of funds. As a result, local implementers, especially local government officials, are often expected to achieve major results with tiny amounts of money and little authority.

Focus on specific populations. Other places have taken a different tack, focusing on cross-agency and community mobilization work but for selected populations. Three examples are North Carolina's Smart Start (a major initiative of former Governor James B. Hunt Jr.), California's Proposition 10 (a public ballot initiative), and Florida's School Readiness Councils (enacted by the state legislature). All set statewide results and charged local groups with improving results at the community level. This approach to RBD has the advantage of focusing on a specific population and riding a wave of public interest in that population.

Focus on the legislative or executive branch structure. Another way states can approach institutionalizing RBD is to initially emphasize legislative or executive branch leadership.

For example, the late Mel Carnahan, Governor of Missouri, initiated the state's Caring Communities, while Washington's Community Networks were created by legislative statute.[8] Requirements in statute can give initiatives an institutional basis; they can also establish rules that are difficult to change.[9]

What rationale and risks are there for state and local leaders? *Do leaders really want to do this? Why do state and local leaders pursue RBD and what do they risk?*

There are three main reasons why leaders pursue RBD and three major sources of risk. While there can be quick successes, leaders need to remember that implementing RBD is a long-term process. Much of the advice in this guide is aimed at minimizing or avoiding the dangers from the risks below.

Rationale	Risks
Addresses the public's demand for better results for children and families. Satisfies the public's demand for government to work in new ways and for government and communities to work together more effectively. Resonates with leaders' own beliefs about how to support children and families.	Leaders risk criticism for poor results. Everyone—from senior leaders to front-line staff—will make mistakes in implementing RBD. There are opportunity costs—initiatives foregone to focus energy and attention on RBD.

> *"Clarifying objectives is managerially sound but politically irrational…From experience, elected officials have learned that they can win more praise, support and votes by being fuzzy about what results government will produce than they can by being specific."* —Robert Behn[10]

What kind of leadership is required? *Every guide says that using results effectively requires leadership. What if all of the right people aren't in place?*

The prevailing advice is to start where leadership exists—leadership that not only sets results but also takes action to improve those results. As Jolie Bain Pillsbury puts it, "start wherever you are." If leadership exists at the state level, start there. When Caring Communities was created, Missouri had a governor, a state agency head and other state leaders who were excited about RBD and ready to move forward. If county or city leaders are excited, move ahead with implementing these ideas at that level. For example, Mecklenberg County, North Carolina, has created a results-driven system at the county level that has affected real change in how leaders measure success and plan resources. One caveat: For RBD to succeed with significant numbers of families, it must be more than a grassroots movement and involve more than small, token pots of resources and the attention only of community volunteers.

When Portland, Oregon, Mayor Vera Katz announced at a meeting of the U.S. Conference of Mayors that she would produce a citywide report card on the status of children and families, she was greeted with disbelief. Many mayors were concerned that she would be criticized for numbers that largely reflected factors outside her control and before her tenure. But she felt voters would support her efforts to know and publicize performance, while giving her time to improve them.

What should the initial focus be? *Using RBD seems to be a huge undertaking. How can state or local leaders decide where to start?*

The "bottom-line" advice seems to be to start where the opportunities are. As Joe Dear, former chief of staff to Washington Governor Gary Locke, said, "Use what you have. Start where you are. Do what you can."[11] There are two sets of advice on which opportunities to pursue.

One, espoused by Connie Revell of Washington State, is to find a "**good news**" story—an outcome that is improving—and figure out how to spread credit for it and build on it. The other advice is to find a **"bad news"** story. Mark Friedman points out that what motivates change is dissatisfaction with the status quo. He recommends looking where there is significant dissatisfaction to motivate action. Similarly, Jeff Tryens of the Oregon Progress Board suggests looking for examples where there is general agreement that there is a problem, there is public interest in the problem, and there are agreed-upon strategies to address the problem.

Should change occur all at once? *Should the state or local leadership start the RBD initiative all at once or phase it in over time?*

Like a swimmer trying to decide whether it's better to enter a cold pool one toe at a time or to jump off the diving board, states and localities need to decide whether to enact RBD across an entire state or region at once, or to phase it in. These are two very different approaches. Florida chose a phased-in approach for its agency-focused system, allowing two volunteer agencies to start and then adding others. The phased-in approach makes the whole measurement approval process more manageable and enables staff to learn from their experiences, according to Martha Wellman from the Florida Office of Program Policy Analysis and Government Accountability. However, leaders in other places, such as Texas and Louisiana, chose to do it all at once. This approach can have the benefit of speeding up the process and preventing debates over subsequent expansions

The same advice applies to efforts to set up a community collaborative approach to RBD. Oregon and Washington created a statewide network of community collaboratives all at once, while Georgia's and Missouri's networks have grown over time. The advantage of the former approach is that it creates a presence that is harder to eliminate, but it can strain resources and it requires tremendous commitment to build capacity over a large area all at once.

LAYING THE GROUNDWORK WITH KEY CONSTITUENCIES

Instituting results-based decisionmaking (RBD) into the fabric of government, and using it to change how formal agencies work and how communities can support families, requires the support of a wide variety of constituencies. Each plays a key role in using results—each can support it actively, oppose it actively or simply wear it down by passive resistance. Leaders who wish to institutionalize RBD need to carefully consider the interests of each and how they can be aligned with using results.

Agency Staff

Too often, RBD is used to threaten and punish public staff. However, experts in the change process advise avoiding this approach and instead introducing RBD as a vehicle for joint problemsolving. It's best to assume from the outset that staff want to do a better job and, given assurances that assuage their most basic fears, can and will use this tool to do so.

Communities

Many results-based reform initiatives have focused more on agencies and less on community roles for a variety of reasons. Agencies are reluctant to engage communities when they feel they will be criticized or that they will have to give up power and resources. Communities are often fragmented along economic, racial, historical or other lines. Any results-based reform initiative must find ways to combine the strengths of agency-based reforms with the power of community involvement. For example, community groups may:

- contribute to the statewide vision of results;
- provide ideas on ways to improve performance;
- try out new service delivery ideas;
- watch for populations that fall through the cracks;
- implement results accountability within a distinct program or population; and
- find out the reasons behind performance.

> *"Sometimes agencies and community groups don't know how to do much with each other except fight, and we need to get beyond that."*—Bill Laaninen, Skagit County Community Network
>
> *"Results-based reforms will not significantly improve the lives of children and families without a major emphasis on community involvement and empowerment."*—Steve Renne, Missouri Department of Social Services

State Legislators and City/County Councils

A comprehensive RBD system can originate from the executive or legislative side of government; however, fewer legislative members than agencies have embraced RBD. One issue may be the expectation that senior leaders, such as legislators, focus on high-level results and allow implementers the flexibility to achieve those results. Many legislators are concerned this approach would impair their ability to set public policy, protect the public from abuses and ensure certain specific policy goals are carried out. However, there are ways legislators can use RBD and still preserve their responsibilities. Louisiana State Representative Jerry Luke LeBlanc says, "This can be done in any state in the country, no matter what budget system they have. Legislators can move away from line-item budgeting to using results without losing the ability to set public policy."[12] Maryland Representative Mark Shriver, the co-chair of the Joint Legislative Committee on Children, Youth and Families, describes their effort: "The joint committee is institutionalizing in Maryland government the revolutionary idea that government agencies can and should be held jointly responsible for the well-being of children."[13] Legislators have started to use RBD ideas by:

- asking for performance data—carefully presented, tightly analyzed, and limited in scope;
- asking questions at budget time about how resource allocation decisions support chosen results;
- asking agencies to prepare joint reports on results, strategies and resources;
- directing new roles for state and local officials that support RBD; and
- supporting new strategies that research or experience supports as affecting desired results.

How to build legislative support in an era of term limits is another issue. Oregon State Senator Neil Bryant suggests building a core of support for RBD within each district and organizing local supporters to show legislators why this will make a difference in their neighborhoods.

What Can Legislators Do?

The National Conference of State Legislatures has developed a list of actions legislators can take to reinforce the effective use of results in the legislative process.

1. Articulate results in many different forums

- in community meetings and other constituent contacts
- at public hearings
- during media interviews
- at press conferences
- at committee meetings
- at hearings for new initiatives
- at oversight hearings for existing initiatives or programs

2. Use intent language

- to identify results for the state (e.g., Oregon Benchmarks–1991 Or. Laws, Chap. 565, Sec. 1-9)
- to identify results for state-community partnerships (e.g., Iowa Community Empowerment areas—1999 Iowa S.F. 439, Sec. 2.2)

3. Use appropriations language

- to encourage state agencies and state-local partnerships to achieve results (e.g., Vermont—1998 Vt. H.B. Sec. 100a)

4. Use intent language or appropriations

- to require state agencies to establish and track indicators:
  - in agency strategic plans; and
  - in budget requests.
- to require communities to establish and track indicators:
  - in community strategic plans; and
  - in requests for state funds.

5. Ask for meaningful data

- at committee meetings
- at oversight hearings
- at budget hearings
- in requests and instructions to state agencies
- at local gatherings

6. Express support for state and community efforts.

—Susan Robison, *Improving the Well-Being of Children and Families: A Results Toolkit for State Legislators* (Denver, Co.: National Conference of State Legislatures, forthcoming).

Budgeting and Financial Management Staff

Using the existing budget structure will help win support from fiscal staff. Instead of trying to decategorize whole-fund sources, states and localities should direct resources to the chosen results within the existing rules or with a bit of additional flexibility. Demonstrating how these changes will make a profound difference in people’s lives will also help gain support from budget staff. Lizbeth Leeson, formerly with the Michigan Department of Mental Health, says this made a profound difference in how budget staff viewed these ideas: “We took chief accountants, who said these changes couldn’t be done, to see the programs in action. They made a complete turnaround and on the way back, on the plane, they began to brainstorm the ways it could happen—and then they ran the show.”

Auditors

Like budgeting staff, auditors are responsible for regulatory compliance that may be at odds with the increased flexibility required by RBD. To effectively implement RBD:

- consider new roles for auditors that include performance audits;
- distinguish between public expenditures that may be unorthodox but still defensible and those that violate basic fiduciary, civil rights or other laws;
- consider "hold-harmless periods" while both program officials and auditors learn their new roles;
- help elected auditors see how support for RBD can be a positive factor in their campaigns; and
- give audit staff opportunities to see the impact of increased flexibility in communities.

Internal Systems

The staff of internal management systems, such as personnel and procurement, can have a tremendous impact on the ability to implement RBD and its success. One strategy is to involve these leaders early in the process—often they are brought in only at the later stages when buy-in is more difficult to achieve. Another strategy is to quickly start measuring their processes (e.g., length of time to hire staff or to order supplies) so specific numbers can illustrate the problem and the need for improvement. A third strategy is to explicitly show staff how their work contributes to better results.

The Judiciary

While the courts have been less prominent players in results accountability, RBD proponents can pique judges' interest several ways. One way is to demonstrate how RBD can help improve courtroom proceedings. For example, in Dallas County, Texas, the performance measurement system includes the county courts. RBD can assist judges in their role as monitors of executive branch agencies, such as child welfare systems. The implementation of effective RBD systems can give judges data that help them set targets and assess how an agency is performing.

Media

Inviting the media into the decision to pursue RBD can result in more informed coverage of the events. It can also prevent criticism for the obstacles and pitfalls that are an inescapable part of change. Gary Stangler, the former director of the Missouri Department of Social Services says, "Everything we do has a communications strategy. The media like to find a scapegoat—it makes good news. The key is to find the right scapegoat—one that shows that the problem is often a difficult situation, not necessarily a person." When Washington Governor Gary Locke began his system of results accountability, he met with media representatives to explain the rationale behind his plan and to elicit their buy-in. Joe Dear, Governor Locke's former chief of staff, stresses how important it is to build up "money in the bank"—credibility with the media—to be able to depend on that credibility when it is needed.

> *Everything we do has a communications strategy. The media like to find a scapegoat – it makes good news. The key is to find the right scapegoat – one that shows that the problem is often a difficult situation, not necessarily a person.*—Gary Stangler, former director of the University of Missouri Center for Family Policy and Research

Advocates, Civic Groups, Advisory Committees and Citizen Commissions

At some point, state and local leaders must make decisions about priority results and strategies. They must also consider populations, problems or programs that are not chosen as the first priority and potential objections. One strategy is to show how one result is connected to others, emphasizing that working on one issue (such as teen pregnancy) may also help improve others (such as child abuse and neglect). Many interest groups may have a stake in an existing situation, perhaps because they provide services for the target population, they feel they understand the existing system, or for other reasons. Leaders need to think about how these advocates fit into the new environment to win their support.

Public Employee Unions

A few places have made strides in eliciting union support by bringing unions in early and working with them to increase their comfort level with the accountability system. Two trends have been helpful. Privatization of formerly public responsibilities has exposed union workers to more competition than before. Competing with private organizations for everything from garbage collection to child abuse investigations has helped unions recognize the usefulness of RBD in increasing their members' productivity and their ability to compete successfully with outside firms. Second, unions, especially teachers' unions, feel public pressure to demonstrate wise expenditures of public funds and improved results for children and families. Voters are less willing to support new revenues for schools, including teacher salaries, without accountability for improved test scores. For example, in Montgomery County, Maryland, the new school superintendent has unveiled a strong accountability system that has the support of the teachers' union because the union was involved in its design and it recognized the public demanded accountability. The head of the teachers' union noted the dramatically different approach to collective bargaining in this new environment: "We championed and negotiated a contract that emphasized improvements in the quality of teaching and learning, including specific accountability at the district, school and classroom level."[14]

Businesses

Businesses can be strong allies because RBD increases their confidence that government is working more effectively. Con Hogan, the former secretary of the Vermont Agency of Human Services, found that talking about results for children and families helped overcome strong resistance by businesses in the state to support increased access to health insurance.

There was more trust that the state government was acting like a business. One business leader said to him, "I don't always understand exactly what you are doing, but I have more confidence in you now that you're focusing on results because you're thinking like we do."

All of these groups play crucial roles in supporting, slowing down or stopping RBD systems. Working with these groups, recognizing their interests and how to accommodate them can help build their support.

STRATEGIC PLANNING

An initial stage in moving to results-based decisionmaking (RBD) is to choose the desired results and then develop a plan to achieve them. To develop this plan, leaders need to choose results, indicators and performance measures (or their own variations on these measures); decide what existing or new strategies are necessary to achieve those results (including necessary partners); develop and implement an action plan to carry out those strategies; measure performance; and decide how to use data to improve performance over time. This phase of using results has been relatively well documented,[15] and there are several lessons to be learned.

- **Keep the focus on "the big picture" of results for children and families.** One of the most powerful aspects of RBD is its ability to help senior leaders "take the high ground," according to Con Hogan. They can set a proactive agenda rather than always reacting to bad news. However, this works only if leaders focus on the goal of improving results for children and families rather than on processes, positions and traditional ways of working.

- **Align different approaches.** Many states or counties have two, three or four different results-based budgeting, strategic planning or accountability processes underway at any one time. These may not need to be condensed into one approach, but some coordination, especially for indicators and data collection requirements, will help make the best use of everyone's energies.

- **Treat RBD as a better way of doing existing work and not just another process to be added on.** If RBD is simply added as a layer on top of existing, input-driven accountability or planning systems, it will not succeed in fundamentally improving conditions for children and families.

- **Develop a common language—or at least a translator.** It is helpful to have a "Rosetta Stone" that can help translate results language and framework across federal, state, local, and private agencies.

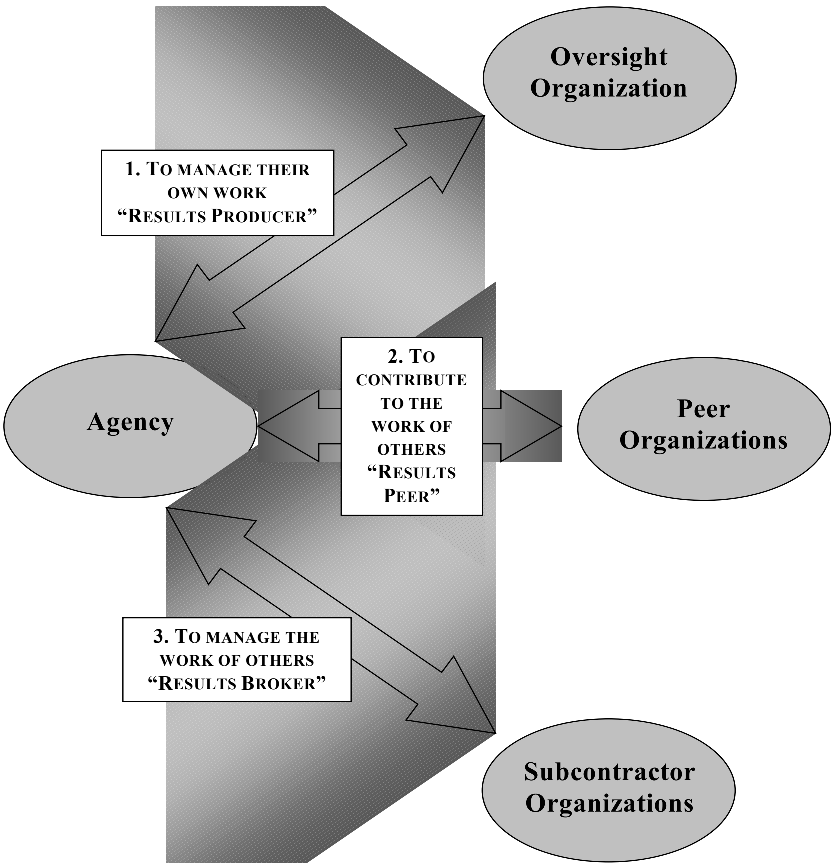
- **Develop an explicit framework to show how all pieces fit together.** A model that illustrates the relationship among all of the elements—vision, results, benchmarks, targets, strategies, process measures, etc.—can help ensure no pieces are missing or inconsistent. This model can help highlight gaps and inconsistencies between an agency or program's scope and the accountability measure as well as indicate where partnerships are needed.

- **Recognize changes in results are more than the sum of changes in performance measures.** Many states have experienced the dilemma of watching individual programs perform well, while larger results across populations continue to worsen. In other situations, seemingly small changes mushroom into bigger effects. One of the keys to success in RBD is knowing what small changes will add up to more than the sum of individual successes and leverage the larger results society demands.[16]

Separate and support the different roles of results brokers, results peers and results producers. Any person in a new RBD system will often have a variety of different—and new—roles.[17] These roles include:

- producer of results for another entity with responsibility for producing changes in results for children and families;
- partner in achieving results with another entity working collaboratively with peers who have their own accountability-for-results requirements; and
- broker of results produced by another entity managing or overseeing the performance of other entities in producing results.

Three Accountability Roles and Relationships


Oversight Organization
1. To manage their own work
“Results Producer”
Agency
2. To contribute to the work of others
“Results Peer”
Peer Organizations
3. To manage the work of others
“Results Broker”
Subcontractor Organizations

Source: Sara Watson, *Using Results to Improve the Lives of Children and Families: A Guide for Public-Private Child Care Partnerships* (Washington D.C.: Child-Care Partnership Project, 2000).

For example, a state agency head might be a producer of results in terms of his/her accountability to the governor; a manager of results in terms of his/her leadership for the agency and its partners; and a partner with other agency heads in improving results that cut across agency lines. These may be very new functions for the people involved, and they will need support to know when to wear each "hat" and how to function with these new responsibilities.

- **Select indicators carefully, but don't get mired in the process.** A common dilemma is picking too many indicators (or choosing indicators that cannot be measured or communicated well). Mark Friedman has identified three major criteria for indicators: *communication power* (does it send a clear message?), *proxy power* (does it reflect accurately the status of children and families?) and *data power* (are reliable data available?).[18] Missouri's framework uses the criteria of "compelling, available and nonintrusive."

- **Move rapidly beyond the vision and planning stages to "pick something and do it."** Many planning processes get stuck at the vision and planning stages. Leaders should use what has already been done and move ahead while momentum is strong. Con Hogan points out that "anything leads to everything." Focusing on one result will inevitably lead to improvements in others, so groups should choose a course and pursue it or risk losing momentum.

- **Start with available data and build from there.** Don't allow initiatives to become stymied by the difficulty of changing large computer systems. Decide what data can be collected and used, and start building data capacity over time. According to Sara Hoffman, assistant administrator for Contra Costa County, California, until data show that using results improves the lives of children and families, these initiatives are solely dependent on rhetoric and personalities for public support. "Like Blanche DuBois, 'we're 'dependent on the kindness of strangers,'" she says.

- **Create a data development agenda.** This requires further work to develop the capacity and analyze the data. Mark Friedman recommends that indicators that communicate well and are good proxies, but lack good data, are primary candidates for a data development agenda.

- **Describe and present data clearly.** An Urban Institute study of state agency efforts to engage legislatures in performance management found several communication problems. These problems include: too many variables, few summaries of data with key highlights, few clear graphics, and little attention to analysis and interpretation.[19] Shelley Metzenbaum of Harvard's Kennedy School of Government provides an example of clear communication of results. She says the Cambridge mayor gives a letter grade (A, B, C, etc.) for the "swimmability" of the Charles River every year. The event is closely watched by the public and attracts substantial media coverage. While the technical data for the water quality may be more accurate, the letter-grade version of the data makes the impact and attracts attention. Leaders need to put at least as much thought into how the data are presented and communicated as to how they are collected and analyzed.

- **Recognize that using indicators and performance measures are separate from evaluation.** Tracking indicators and performance measures is not a substitute for evaluations that track whether an intervention caused a better result or was only correlated with it.[20]

- **Decide how public to make this RBD initiative.** Making a public pledge to implement RBD, as Illinois Governor George Ryan expressed in a campaign white paper called "Transforming Government", can help overcome resistance. On the other hand, starting small and out of the limelight gives leaders time to fix mistakes before too much public scrutiny.[21]

- **Take small steps at a brisk pace.** Should initiative leaders aim for large institutional changes that set a precedent or for smaller changes over time? While each state or county will need to make its own decisions, the preponderance of advice seems to be, as Iowa Director of Human Services Jessie Rasmussen says, "small steps at a brisk pace."

ALIGNING RESOURCES

Once desired results and strategies are chosen, resources should be aligned with priorities so that sufficient funds are devoted to the achievement of desired results. This dimension of results-based decisionmaking (RBD) can take place at many levels—from small community-based projects to entire state budgets. When the latest round of using results started in the mid- to late 1980s, there was hope that a results framework could transform the formal public budget systems. Ideally, executive and legislative budgets would be developed based on desired results and effective performance rather than on what was funded before or what was politically popular. However, this has proved to be immensely difficult, and most places now aim for more incremental changes. As Ron Snell of the National Conference of State Legislatures commented, "Thinking that managing by results would solve the budgeting problems of the early 1990s was the wrong road. What we have found is that results do enrich the policy and budgeting debate."[22] Rather than aiming for objective results to replace subjective politics in budgetary decisions, most leaders try to use results to inform and affect the budget debate.

Short of allocating entire budgets of large programs to certain results, there are several steps states and communities can take to align resources with support results.

- **Change the budgeting conversation rather than the budgeting rules.** Attempting to change the formal budgeting process can generate resistance from those who are trained in and supportive of that process. Leaders have instead focused on changing the conversations within the executive branch and between the executive branch and the legislative branch. Simply asking questions about performance, without trying to tie dollars to data, can help agencies focus on producing better answers about performance.

- **Develop budgets for children and family services to show how resources support results.** These budgets can take several different forms, such as a list of results with programs and their budgets assigned to each or a "check-box" format to show how each program contributes to one or more result.[23] Each has its advantages and disadvantages; what is important is that these documents can help focus the public conversation on how resources are allocated to chosen results.

- **Increase the flexibility of categorical funds.** Completely decategorizing large funding sources may not be feasible nor advisable. However, leaders can take steps to increase the ability to align funds with results without eliminating protections many stakeholders want to protect. One step is to allow savings from improved results to be channeled into greater investments in prevention of bad results. Another is to coordinate funds that remain in their categorical silos. A third step is to pool similar funds. A fourth step is to allow funds to be rolled over from one fiscal year to the next.

- **Use small amounts of mainstream funds as specific incentives for improvement.** Even small amounts of very flexible money can be enough to help organizations improve. For example, the Texas legislature in 1999 used a small portion of the higher education budget to allocate $1.5 million to institutions whose performance met or exceeded standards and $500,000 to institutions whose performance improved. While it was a small percentage of the overall budget, the action was significant enough to capture the attention of the higher education system.

- **Align smaller budgets with results.** Even if aligning entire agency budgets with results may not currently be feasible, staff can allocate smaller pots of monies based on desired results. This is happening within agency-run programs and as agencies pass funds onto local collaboratives. Over the past decade, the Vermont Agency of Human Services has shifted various program funds to emphasize prevention services in the area of its priority results and it has seen those results improve substantially.[24] Missouri has decategorized and combined funds from eight different state agencies and shifted them to local Caring Communities partnerships to spend according to their desired results. In fiscal 2000, the state budget for Caring Communities was approximately $22 million.

- **Make room for varied strategies, including no- and low-cost ones.** When deciding what strategies should be supported to accomplish desired results, room must be made for different ideas. Too often, state and local groups believe they need to endorse only one strategy, but people will be most energized to help if they can pursue goals they believe in. It is also important to consider strategies that do not necessarily require large amounts of cash, but rather decisions, political support, changes in policies and other resources.

- **Show auditing, budgeting and finance people the advantages of aligning resources with results.** Often these people do not have an opportunity to see first-hand how system changes can improve the lives of citizens in their communities. Demonstrating the benefits of change can help increase their willingness to take the necessary risks. Many have found it helpful to start with a core group that can begin the shift to RBD and then bring along others.

- **Realize focus can be more powerful than money.** Money may not be the most important resource a leader can apply to implementing RBD. Too much focus on money is unnecessary and it can create tensions and divisions that threaten an initiative's success. Con Hogan and Cheryl Mitchell, deputy director of the Vermont Agency of Human Services, emphasize that outcomes have changed in Vermont not so much because of new or realigned money but because of a constant focus on how each person's or organization's work contributes to the chosen results.

ASSUMING ACCOUNTABILITY/RESPONSIBILITY FOR RESULTS

As important as planning and aligning resources are to results-based decisionmaking (RBD), the bottom line is: Are organizations and individuals using performance data to enhance efforts to improve the lives of children and families? Do they move beyond planning, service provision and data collection to actually using data to make policy and program changes? Relatively few places have actually gone through this complete cycle, but there is enough experience and wisdom to offer some insights.

- **All parties must have something to gain—and something at risk.** In a results-based system, one partner (usually a community or service provider) receives more freedom and/or resources from the other partner (usually the state) in exchange for promises of improved performance on results. As Jolie Bain Pillsbury points out, too often all of the risk in this agreement is placed on the community or service provider. To be fair and effective, those managing the results, as well as those producing results, need to have something to gain and something at stake. Consequences and rewards must apply to both sides.

- **There should be an explicit set of steps between collecting data on performance and taking action because of that performance.** There must be an analytical process between learning about the achievement levels of an agency, program or individual, and administering the positive and negative consequences of that performance.

  A process to determine what level of performance is acceptable or unacceptable is the first step. For example, not all accountability systems consider demographic or other factors that can make it more difficult to achieve outcomes from one group over another.

  Then, there needs to be an assessment of the causes behind the performance. A poor level of achievement may be the result of many different factors: the wrong strategy; the right strategy, but poorly implemented; the right strategy, well-implemented but inadequately funded; outside forces no one anticipated; a population with more challenges than anticipated; or even faulty data that misrepresented the result. The participants in this analytical process should examine results measures and process measures to determine the reason for the poor performance before deciding on a course of action to improve.

- **A variety of responses to good or poor performance is necessary.** Too often, one hears “collect the data and then cut the budget or fire somebody” as though cutting the budget or firing somebody were the only responses to poor performance. This creates several problems. First, it justifiably sets off alarm bells within the population vulnerable to criticism and throws up a firewall of resistance. Second, it will often exacerbate the problem. Third, if a system only has one major consequence, such as reduced funding or a job action, staff will be reluctant to use the sanctions until the situation has deteriorated to an unacceptable level.[25]

On the other hand, performance measurement with no consequences, good or bad, is a toothless tiger. There is so much cynicism about the effectiveness of public organizations that an accountability system with no hard-edged consequences will likely meet considerable skepticism. The key is to develop a series of consequences appropriate for each setting. The tone and exact procedures that work in Vermont may not work for the New York City Police Department. But the basic approach is the same. Below is a framework for a full range of consequences. It illustrates positive and negative consequences states and localities may consider applying to providers. These consequences can be applied at the individual and/or organizational levels. For example, performance bonuses can be awarded to organizations and/or individual workers. Few, if any, RBD systems use all of these, and they are not neatly sequential.

A Series of Consequences

After collecting data on performance and analyzing the information to determine the reasons for the level of performance, a wide range of consequences to support improvement at the individual and organizational level should be considered. These include:

- private reward and pressure (by supervisors and peers);
- public reward and pressure;
- tangible rewards for success;
- increased autonomy;
- increased assistance;
- reduced autonomy/increased oversight;
- reduced or transferred funding; and
- changed or terminated employment.

- **All parties in a performance contract should understand their responsibilities and be able to carry them out.** For partnerships, service providers and others to participate equitably, all need to understand every element of the contract, including how measures are chosen, what level of performance and timeline is expected and how consequences will be assessed.[26]

- **Setting performance targets is an inexact science.** Part of accountability is deciding what is an acceptable level of performance and what is not. Two points are key. The first is to use baselines—knowing how an individual, population or program has performed in the past is essential to setting reasonable expectations and knowing whether the current data indicate a satisfactory or unsatisfactory performance.

Second is to ensure performance expectations are commensurate with time and resources. One mistake often made in using RBD is expecting changes in the client population of one program to translate into changes in the status of larger populations. It is quite common for performance measures among clients of a particular program to show improvement, while indicators among the population at large continue to worsen. For example, no entity should expect to change the rate of school readiness for all children if they only have funds to serve 3 percent of the children who need help or they are providing only one element when the children need much more. However, they can to be held accountable for smaller changes or changes within a smaller population.

CHANGING MANAGEMENT AND CULTURE

Often changing the culture and management/administrative processes of an organization to support results-based decisionmaking (RBD) is the hardest part of this entire process. Much has been written about the concerns of the "results brokers" and the "results producers."[27] These concerns—mostly that they will be held unfairly accountable for results over which they have insufficient control—are logical and need to be addressed. The RBD system needs to include safeguards and processes that consider the many external variables that affect performance on results. However, the hard truth is that many people outside government are held responsible for results over which they have little or no control, and this will not be sufficient to stem the shift to RBD. The key is building a process that moves inexorably forward while building in safeguards along the way. Some lessons learned follow.

- **First impressions are important.** As with other aspects of life, first impressions are important for setting the tone of the whole initiative to use results. If an initiative is presented as a way to "catch" wrongdoers or fix a broken system, it will generate resistance among those who have built that system and are a part of it. If it is presented as a joint effort to work smarter and better, it will more likely generate support among the staff members who need to implement this new way of work.

- **Change everyday interactions.** When faced with the need to change an entire system, it is often tempting to aim directly for the formal rules and processes. However, a more indirect approach often works better. Instead of immediately tackling formal procedures and rules, change everyday interactions and conversations. For example, instead of trying to change an entire agency at once, Vermont leaders just started asking people how their work supported the chosen results. Once people are accustomed to thinking about results, they are more likely to support changing the formal structure.

- **Don't make organizational changes until—and unless—there is a compelling need.** There is often a temptation to move offices around or change organizational flow charts. But these changes often waste valuable time and energy. Leaders emphasize moving ahead as far as possible within the existing structure.

- **Train people—from senior leaders to front-line workers—to use data to improve performance.** Don't assume a message from the top will translate into improvements at the front line unless workers get specific support in using data to change. Christina Linville, deputy administrator for Contra Costa County, California, emphasized that timely feedback is a means to build front-line support for RBD. "When people got regular reports that showed the outcomes of their work, they got excited and understood why the data were so important. But it was essential that they knew how to use the data to help them do their jobs better, rather than someone else just using the data to criticize them." Specific aspects of this work include:

- **timeliness**—providing data early enough so workers can promptly make changes;
- **balance—**choosing a variety of measures, such as the "balanced scorecard" approach, that give a complete picture of performance;[28]
- **front-line access**—making data available to front-line staff; and
- **training**—ensuring that staff know how to use the data.

> *If leaders are serious about improving performance, they need to work individually up and down the line—not just send a message and expect it to trickle down. We cannot overestimate the need for capacity—building and support at the line level.—* Judy Chynoweth, the Executive Director of California's Foundation Consortium

- **Support people in each of their roles.** Each role requires a different set of skills and has within it its own set of tensions and responsibilities. Leaders of initiatives to implement RBD should consider how to support the people in these roles.

- **Help managers realize that either RBD will be imposed from the outside or they can participate in the process.** Public managers may be more willing to participate if they recognize that refusing to participate will not make RBD disappear. Participating will enable managers to have input into what measures are chosen and how they are held accountable.

- **Provide periodic training and back it up with management support.** People need to learn the skills that will help them carry out their new responsibilities, and they need to be able to apply them immediately in a supportive environment.

- **Provide sufficient staff time, from the state to community levels, to get the work done.** Implementing RBD requires paid staff dedicated to the work. It is too time-intensive, technical, sophisticated and controversial to be pursued in spare minutes by people who have to fit this in around their other jobs.

- **Create a safe support group.** Cheryl Mitchell, deputy director of the Vermont Agency of Human Services suggests creating a small management support group where agency staff can discuss their concerns and obstacles they face without fear of exposure.

- **Recognize the burden on middle managers.** Mid-level managers are often stuck with much of the new and unglamorous administrative work associated with implementing RBD. They assume a level of exposure they have never experienced before and often cannot see the immediate benefit of this new way of work.[29] No wonder they are reluctant. Any system that requires their commitment (and this one does) should recognize the burdens on them and take steps to ensure they share in the tangible and intangible rewards of the new system.

- **Start with volunteers.** Several states and localities have taken the tack of starting with volunteers who are more willing to adopt RBD. This helps build support, generate quick wins and gain experience.
- **Praise people incessantly.** Con Hogan points out that public managers rarely have the opportunity to bask in the limelight of a job well done, while they are often asked to shoulder unpleasant and unrewarding administrative work. Sharing credit—early and often—is essential to building support.
- **Enable people to work across agency and system boundaries.** Any major result requires work across agencies and programs, and staff must be supported as they work across these boundaries. A deliberate strategy to identify areas of cross-agency vision and concern, as well as permission to pursue an agenda that meets the needs of *all* the partners, are critical to success.
- **Recognize that implementing a RBD system creates a riskier, less controlled environment.** Jolie Bain Pillsbury points out that while one cannot remove all of the risk associated with the shift to RBD, leaders can take steps to remove the unnecessary fear associated with it.[30]
- **Keep pushing 'til it gives.** When senior leaders are asked how to overcome institutional obstacles to results, their answers sound remarkably similar. "Recognize that this takes time" and "keep finding ways to move forward," are common responses. Change will not happen at once. RBD is sometimes a cyclical process that requires patience and the ability to look for, and then take advantage of, opportunities to move forward.

LOOKING TO THE NEXT ELECTION: HOW FAR CAN A STATE OR CITY/COUNTY GO IN THREE YEARS?

Common sense dictates results and systems that have taken decades to develop will not be changed overnight. However, most leaders of results-based decisionmaking (RBD)—governors, city/county officials and grassroots advocates—must demonstrate some progress within two to three years to maintain public support. More specifically, elected officials, often with four-year terms, want specific accomplishments they can use for their next campaigns. This is especially true if an official was elected on a platform of improvements in the status of children and families or increased government accountability.

Exactly how far one can go depends on a variety of factors, including past history, current leadership and willingness to invest time, political capital and other resources. However, leaders can expect visible progress in several areas.

- **Statewide or countywide vision for results.** Leaders can substantially complete a process to elicit public input into, and support for, at least an initial set of results that reflect the initiative's overall vision.

- **Data on the status of children and families.** Even with imperfect data systems, states and counties can develop basic "report cards" that reflect the status of children and families.

- **Results accountability for specific systems.** Within the elected officials' term of office it is possible to establish sets of accountability measures—results, indicators, performance measures—for specific agencies, systems or populations.

- **Improved results for specific populations.** The most impressive accomplishment, of course, is demonstrated improvements in the knowledge, skills, behavior or status of children and families. If leaders focus their attention on a particular population in an environment where the results are poor, interest is intense and strategies are promising, they can expect to see some changes in smaller results within two to three years.

CONCLUSION

Results-based decisionmaking (RBD) has the power to transform formal agencies, the role of communities and the lives of children and families. It can rebuild public faith in government's ability to partner with communities to support families. It can energize tired workers and advocates who can now see progress. It can catalyze needed changes among those who, at last, are rewarded—not only for following the rules but also for using their creativity and energy to create change.

As with any change, there are risks. This is still a learning process, a huge experiment, albeit one that resonates deeply with many who have struggled for decades to improve the lives of children and families. The next stage will be watching and working with states and localities as they go through full cycles of accountability. It will be important to see how consequences are administered, if results improve, and whether there are unintended effects. It will be equally important to explore the different approaches to RBD—agency focused, community collaborative focused, etc.—and see if and how they move towards each other. The advice and ongoing experiences of people working in and across sites will help communities, states and other nations find better ways of using financial and human resources to improve the lives of children and families.

END NOTES

[1] A longer version of this guide, *Informed Consent: Advice for State and Local Leaders on Implementing Results-Based Decision-making,* is available from The Finance Project at www.financeproject.org. It contains more detailed explanations, advice, examples, sample materials from states and localities, complete titles for each person interviewed, a bibliography and list of Web sites. Another important guide to implementing RBD can be found at www.raguide.org.

[2] Other terms commonly used to convey this spectrum of activities include "performance management," "managing for results," and "results and performance accountability" (the latter term coined by Mark Friedman). To avoid repetition, to convey there are different approaches to using results, and to use terms that may be familiar to other audiences, the guide occasionally uses these other phrases with similar intent.

[3] Mark Friedman defines a result as a broad condition of well-being for children, adults, families, or communities; it is also known as an outcome. Indicators are quantifiable measures of communitywide progress on the result; performance measures track an individual's or organization's efforts for or affect on program populations. To prevent repetition of "results, indicators and performance measures," this guide will also use "result" as an umbrella term covering all three terms when appropriate.

[4] See, for example, the series of state case studies produced by the Harvard Family Research Project, *Reaching Results* (Cambridge, Mass.: Harvard University, various dates).

[5] When a person is cited in this guide without a footnote, the information came from personal interviews.

[6] Jonathan Walters, *Measuring Up: Governing's Guide to Performance Measurement for Geniuses (and other Public Managers)* (Washington, D.C.: Governing Books, 1997).

[7] Federal programs, such as the Workforce Investment Act and the Carl Perkins Vocational Education Act, which offer incentive grants for superior performance across employment and training, adult education and vocational education programs, can help facilitate this cross-agency collaboration.

[8] Both Caring Communities and the Washington State Community Networks are statewide initiatives to create local collaboratives that take responsibility for improving certain results in exchange for flexible resources.

[9] See also The Finance Project, *Building Strong Communities: Crafting a Legislative Foundation* (Washington, D.C.: The Finance Project, 1996).

[10] Robert Behn, *Democratic Accountability* (Washington, D.C.: The Brookings Institution, forthcoming).

[11] Joe Dear, speech, Managing for Results Conference, April 26, 2000, Austin, Texas.

[12] Louisiana State Representative Jerry Luke LeBlanc, speech, Managing for Results Conference, April 27, 2000, Austin, Texas.

[13] Maryland State Representative Mark Shriver, personal communication, September 14, 2000.

[14] Mark Simon, President of Montgomery County (Maryland) Education Association, personal communication, October 14, 2000.

[15] See, for example, Atelia Melaville, *A Guide to Results and Indicators* (Washington, D.C.: The Finance Project, 1997).

[16] The need to choose and act upon small changes that will eventually leverage the larger results society demands is discussed in two insightful publications: George Kelling, Catherine Coles, and James Q. Wilson, *Fixing Broken Windows: Restoring Order and Reducing Crime in Our Communities* (New York, N.Y.: Free Press, 1998); and Malcolm Gladwell, *The Tipping Point: How Little Things Can Make a Big Difference* (New York, N.Y.: Little, Brown and Company, 2000).

[17] Sara Watson, *Using Results to Improve the Lives of Children and Families: A Guide for Public-Private Child Care Partnerships*. (Washington, D.C.: The Finance Project, 2000). Some of these role names come from Iowa Director of Human Services Jessie Rasmussen.

[18] Mark Friedman, *A Guide to Developing and Using Performance Measures in Results-based Budgeting* (Washington, D.C.: The Finance Project, 1997).

[19] Harry Hatry, speech, Managing for Results Conference, Austin, Texas, April 29, 2000.

[20] Child Trends, *Children and Welfare Reform: A Guide to Evaluating the Effects of State Welfare Policies on Children* (Washington, D.C.: Child Trends, 1999).

[21] Robert Behn, *Leadership Counts: Lessons for Public Managers from the Massachusetts Welfare, Training and Employment Program* (Cambridge, Mass: Harvard University Press, 1991).

[22] Ron Snell, speech, Managing for Results Conference, April 28, 2000, Austin, Texas.

[23] The longer version of this guide includes examples of children and family budgets.

[24] Cornelius Hogan and David Murphey, *Towards an "Economics of Prevention": Illustrations from Vermont's Experience* (Washington, D.C.: The Finance Project, 2000).

[25] Dan O'Brien, Oklahoma Department of Vocational Rehabilitation, personal communication, April 27, 2000.

[26] Mark Friedman, *Trading Outcome Accountability for Fund Flexibility* (Washington, D.C.: Center for the Study of Social Policy, December 28, 1995).

[27] Lisbeth Schorr, with Frank Farrow, David Hornbeck and Sara Watson, *The Case for Shifting to Results-based Accountability* (Washington, D.C.: Center for the Study of Social Policy, 1996).

[28] Robert Kaplan and David Norton, *The Balanced Scorecard: Translating Strategy Into Action* (Boston, Mass.: Harvard Business School Press, 1996).

[29] Eugene Bardach, *Getting Agencies to Work Together: The Practice and Theory of Managerial Craftsmanship* (Washington, D.C.: Brookings Institute Press, 1998).

[30] See, for example, Morris Schechtman, *Working Without a Net: How to Survive and Thrive in Today's High-risk Business World* (Englewood Cliffs, N.J.: Prentice Hall, 1994).