Performance Management and Evaluation

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David E. K. Hunter
Editors

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Editorial Policy and Procedures

New Directions for Evaluation, a quarterly sourcebook, is an official publication of the American Evaluation Association. The journal publishes works on all aspects of evaluation, with an emphasis on presenting timely and thoughtful reflections on leading-edge issues of evaluation theory, practice, methods, the profession, and the organizational, cultural, and societal context within which evaluation occurs. Each issue of the journal is devoted to a single topic, with contributions solicited, organized, reviewed, and edited by one or more guest editors.

The editor-in-chief is seeking proposals for journal issues from around the globe about topics new to the journal (although topics discussed in the past can be revisited). A diversity of perspectives and creative bridges between evaluation and other disciplines, as well as chapters reporting original empirical research on evaluation, are encouraged. A wide range of topics and substantive domains is appropriate for publication, including evaluative endeavors other than program evaluation; however, the proposed topic must be of interest to a broad evaluation audience. For examples of the types of topics that have been successfully proposed, go to http://www.josseybass.com/WileyCDA/Section/id-155510.html.

Journal issues may take any of several forms. Typically they are presented as a series of related chapters, but they might also be presented as a debate; an account, with critique and commentary, of an exemplary evaluation; a feature-length article followed by brief critical commentaries; or perhaps another form proposed by guest editors.

Submitted proposals must follow the format found via the Association’s website at http://www.eval.org/Publications/NDE.asp. Proposals are sent to members of the journal's Editorial Advisory Board and to relevant substantive experts for single-blind peer review. The process may result in acceptance, a recommendation to revise and resubmit, or rejection. The journal does not consider or publish unsolicited single manuscripts.

Before submitting proposals, all parties are asked to contact the editor-in-chief, who is committed to working constructively with potential guest editors to help them develop acceptable proposals. For additional information about the journal, see the “Statement of the Editor-in-Chief” in the Spring 2013 issue (No. 137).

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Harry P. Hatry
This chapter highlights the recent history of program evaluation, performance measurement, and performance management in the United States. It then discusses the relationships among program evaluation and performance measurement and desirable improvements, including linking data on costs and effectiveness.

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Petri Uusikylä
This article discusses efforts by the Finnish central government to reform performance management. It is argued that monitoring and evaluation lack integration, resulting in limited use of both. It is considered that this is a result of a governance model that lacks a holistic approach to addressing societal problems.

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despite emphasis on both monitoring and evaluation, emphases on management and accountability have shifted and a more balanced and strategic approach is needed.

5. Performance Management and Evaluation in the Danish Public Employment Service
Joachim Boll, Lars Höeberg
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6. The Emergence of Performance Measurement as a Complement to Evaluation Among U.S. Foundations
Elizabeth T. Boris, Mary Kopczynski Winkler
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8. Performance Management and Evaluation in Norwegian Local Government: Complementary or Competing Tools of Management?
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9. Managing for Results in the U.S. Not-for-Profit Sector: Applying Complementary Approaches of Knowledge Production at the Center for Employment Opportunities
Brad Dudding, Steffen Bohni Nielsen
In this article the authors survey how the Center for Employment Opportunities manages its performance through the use of both performance measurement and monitoring and evaluation. Against this background it is argued that these, taken together, inform operational, tactical, and strategic decision making.

10. Challenges to and Forms of Complementarity Between Performance Management and Evaluation
Steffen Bohni Nielsen, David E. K. Hunter
This chapter outlines challenges to implementing performance management, and in doing so analyzes the differing contexts in which contributions to this issue are situated. Finally, the five different types of complementarity between evaluation, performance management, and performance measurement are outlined.

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STATEMENT OF THE EDITOR-IN-CHIEF

With this issue, Sandra Mathison’s long and able tenure as New Directions for Evaluation (NDE) Editor-in-Chief (EIC) ends and my tenure begins. I am honored to have been selected to fill the EIC role and humbled to follow 11 distinguished predecessors. The EIC role changed hands after a year of transition in which I shadowed Sandra electronically, oversaw the journal’s adoption of the ScholarOne electronic submission system for both proposals and final manuscripts, and gradually took responsibility for proposal and manuscript review and submission. Lois-ellin Datta and Brad Cousins have agreed to serve as associate editors (in largely consultative roles), and 33 esteemed colleagues from several countries have agreed to serve as Editorial Advisory Board members.

I have four aspirations for my period as EIC. First, I will seek to encourage evaluation practitioners, methodologists, and theorists from around the globe to consider submitting proposals. Evaluation is a global enterprise, as manifested by the substantial number of professional organizations that have been born in recent years; as a publication of the American Evaluation Association, NDE has an obligation to encourage the wide participation of our colleagues around the world to contribute to the discussion of new trends in evaluation. Second, the journal is actively recruiting issues on topics that have not been covered recently or at all. NDE’s focus is program evaluation, but topics about broader conceptualizations of evaluation will be considered, as well. Furthermore, the journal is about topics useful for evaluation, not simply topics occurring in evaluation. Third, it is hoped that more issues will report original empirical research on evaluation. Empirical research has been growing in recent years in our sister journal the American Journal of Evaluation, among other respected evaluation publications; more of it should be seen within the pages of NDE. When feasible and appropriate, guest editors will be asked to work with their chapter authors to ensure that they describe the methods for gathering, analyzing, and reporting the information that is presented. For chapters in which original findings are reported, this will mean including traditional accounts of data collection, analysis, and summarization; for essay-like chapters or reflective narratives, this will mean including at least some information about how the authors’ accounts were prepared and presented. Proposals with empirical evidence beyond personal reflection are preferred, within reason and taking into consideration what evidence feasibly can be provided. Finally, guest editors are encouraged to keep the first word in the journal’s title in mind. NDE is a source for presenting timely discussions of leading-edge issues. The journal has served well its purposes as a compendium of evaluation sourcebooks and a venue for consolidating the results.
of scholarship about new or emerging evaluation topics. The profession and
discipline of program evaluation might be past the heyday of the develop-
ment of major new approaches to evaluation, but many variations, innova-
tions, and responses to technology and context make for opportunities to
contribute to the knowledge base.

I look forward to working with guest editors in continuing to inform
our colleagues around the globe about timely topics of evaluation theory,
methods, practice, and the evaluation profession and discipline. I am avail-
able at all times to discuss possible issue topics and the steps in proposal
review and manuscript preparation. The details of the process of submitting
full proposals are available at http://www.eval.org/Publications/NDE.asp.

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Editors’ Notes

This issue of New Directions for Evaluation will explore the relationship between evaluation and performance management. Although there is a growing recognition that evaluators need to embrace performance measurement and management as complementary to evaluation (Rist, 2006), it is also true that performance measurement and management has been viewed with considerable skepticism in some corners of the evaluation community (Blalock, 1999). The various contributors to this issue analyze different ways in which evaluation and performance measurement relate to one another in a wide range of contexts where performance management is being used within different nations, cultures, and organizations—all with differing rationales and orientations. Our hope is that this issue will provide the conceptual framework and relevant case examples to bridge this divide.

Contributions to This Issue

When considering the various contributions to this issue it was clear that the role and purpose of an organization require differences in evaluative knowledge; specifically differences in type, frequency, and depth.

The cases in this issue make clear that these and other factors shape the design and implementation of performance management systems (e.g., de Lancer Julnes, 2009; de Lancer Julnes & Holzer, 2001; Mayne, 2007; Nielsen & Ejler, 2008).

David E. K. Hunter and Steffen Bohni Nielsen analyze the constituent components of performance management. They argue that both evaluation and performance monitoring are essential sources of performance information that must be used in managing operations, especially when there is a focus on outcomes.

Harry P. Hatry surveys the history of performance measurement and program evaluation at various levels of government in the United States. He further explores the potential contributions that program evaluation, performance measurement, and cost analyses can make to operational decision making.

Petri Uusikylä explores the evolution of performance management in the Finnish public sector. Uusikylä argues that, despite a comprehensive monitoring and evaluation (M&E) framework, Finnish performance-management seems to fall short on supporting an overall strategic focus that connects agency performance objectives to the achievement of societal outcomes.
Robert Lahey and Steffen Bohni Nielsen analyze the results-based management framework that has been implemented across the Canadian federal government. Against this backdrop they argue that the current M&E system still has room for improvement, as monitoring and evaluation serve differing institutional purposes and requirements.

Joachim Boll and Lars Høeberg investigate the evolution of an evidence-based policy-making approach in the Danish National Labor Market Authority. But although the M&E system is intended to support organizational learning and local management’s ability to drive results, this is to some extent vitiated by other policy initiatives that regulate minute details regarding the delivery of activities and the use of labor market measures that effectively impede managers’ discretionary power at the local level.

Elizabeth T. Boris and Mary Kopczynski Winkler discuss the growing uses of evaluation and performance management by foundations in the United States. They note the need for foundations to support both external evaluations and the building of internal performance measurement systems among grantees.

Patria de Lancer Julnes discusses the use of community indicators for performance management in the United States, and how they could be strengthened by applying evaluation tools such as logic models.

Åge Johnsen explores how Norwegian municipal government connects evaluation and performance measurement in ways that are both complementary and, in some contexts, competing forms of knowledge.

Brad Dudding and Steffen Bohni Nielsen examine the Center for Employment Opportunities, an American nonprofit agency that serves just-released criminal offenders. They detail the remarkable development of the organization’s capacity to implement and use evaluative inquiry and research evidence to achieve (some of) its intended impacts.

In the final chapter, Steffen Bohni Nielsen and David E. K. Hunter undertake a deeper consideration of complementarity as it relates to evaluation and performance management. Our thoughts have been refined as we have read and engaged with the case studies presented here. We hope that readers will find this issue as rich, informative, engaging, and valuable as we do.

References


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**David E. K. Hunter**

Editors

**Steffen Bohni Nielsen** is head of department at the Danish Board of Social Services. When writing this chapter he was senior director at Ramboll Management Consulting.

**David E. K. Hunter** is managing partner of Hunter Consulting LLC. He has been working on issues related to performance management in a variety of public and nonprofit settings for the past three decades.