

## Chapter Five: Performance Management

### 5.1 Performance Measures

#### 5.1.1 Purpose of Performance Measures

Achieving RAP goals is essential for continued fiscal or other resource support which ultimately allows the delivery of critically needed services to troops and family members. Collecting data to measure progress toward an objective or to demonstrate program achievement to managers, decision-makers or other leaders is the purpose of performance measurement. It is imperative that RAP personnel engage in performance measurement at the “macro” level (the Marine Corps RAP as a whole) and the “micro” level (daily operations) to establish a critical link between program resources (funding, resources, personnel) and program outcomes.

Performance measures not only signify objectives being met but also can justify the need for additional resources. However, performance management is not just about the counting of numbers and making decisions. Rather, it is the practice of collecting the right metrics, the right data, translating the meaning of that data, and using the information to effectively manage an organization. To effectively manage performance, an organization must first measure performance. The process can be considered a cycle.

1. Must collect metrics to measure performance.
2. Must measure performance to yield specific information.
3. Must use specific information to manage performance.

David Osborne and Ted Gaebler, authors of *Reinventing Government*, succinctly summarize why performance measurement is essential to any government entity.

- If you don't measure results, you can't tell success from failure.
- If you can't see success, you can't reward it.
- If you can't reward success, you're probably rewarding failure.

- If you can't see success, you can't learn from it.
- If you can't recognize failure, you can't correct it.
- If you can demonstrate results, you can win public support.

Within DoD, organizations are increasingly being tasked with documenting program effectiveness and demonstrating good stewardship of the resources allocated. Measuring performance supports overall performance management within RAP in numerous ways.

1. Increases credibility as the need and requirement for the work is validated.
2. Allows visibility on the impact or direct result of the work performed.
3. Supports strategic planning. Without measures, there is no way to assess programmatic improvements or gains due to a new initiative or strategy.
4. Illuminates situational trends and needs of the target population served.
5. Allows a program to effectively position for resource competition.
6. Promotes fact-based decision making that takes the guess work out of program planning.
7. Demonstrates contribution made to mission readiness within the Marine Corps.

### 5.1.2 Measurement Challenges

Numbers do not always tell the whole story. Qualitative information (descriptive) of situations is required to interpret the information or augment its meaning. For example, two installations may count things in entirely different ways that may present a skewed picture of reality. A Marine may come in with his wife and two children; one RAP office counts it as one contact, while another RAP office counts it as four contacts. The second RAP office may then appear to have more visitors or appear more productive.

Qualitative or descriptive information is imperative to interpret measures, particularly when standard definitions and calculation methodologies do not exist. Standardized metrics across the Marine Corps can help alleviate disparity but qualitative information will always be necessary. Also, numbers cannot always tell the same story as a seasoned

RAP specialist. Performance management entails developing a healthy balance between hard data and informed judgment.

Measurements need to be realistic and attainable. Metrics and measures should not be implemented unless there is a sufficient and reliable data source. Additionally, when a measure is identified, an “owner” must also be identified who is then responsible for tracking and reporting the information. Measures should be an easy, natural process for those charged with tracking and reporting so personnel are free to focus on their work product vice an overly burdensome administrative process. Many managers make the mistake of measuring and counting things just because they can. It is a challenge to identify those few, critical metrics that best demonstrate overall contribution of a program or service.

### 5.1.3 MCCS Performance Measures

All activities within MCCS now require some level of quantification and measurement. Quality of life programs within the military community encompass benefits, entitlements, and services originating from multiple sources ranging from base facilities to medical care. Similarly, the numerous functional activities within MCCS are extremely diverse, but all contribute to quality of life issues that may influence manpower trends or support positive military outcomes such as readiness and retention within the Marine Corps.

Linking programmatic functions to these desired outcomes has long been a challenge. Most MCCS programs have established requirements that mandate the collection of information relating to program usage or patronage that is reported to higher headquarters, corporate headquarters of a government contractor, or installation commanders. MCCS recognizes that future funding requests and justifications for current resources will involve and require outcome-based cost information and related data. Toward that end, MCCS is actively engaging all functional areas to collect standard data and identify outcome measures that accurately assess/reflect the impact of the organizations contribution to positive military outcomes, as well as to identify situational

trends and provide context and analysis of those metrics specifically related to manpower issues such as retention, attrition, and quality of life.



**KEY POINT**

Overall Performance Management is the responsibility of the entire MCCA organization. Performance information reflects upon all levels of the organization to include the board of directors, MCCA directors, HQMC, and installation managers. All levels of the organization have some degree of accountability for the performance of the entire organization.

## **5.2 RAP Reporting Requirements**

### **5.2.1 OSD and HQMC Quarterly Reports**

Since RAP is a predominately OSD funded program, metrics deemed important for the continuation of fiscal resources are collected across the Services and are aggregated at the headquarters level. OSD then has standard data that presents a holistic view of the DoD RAP. MR is the sponsoring agent responsible for the submission of data on behalf of the Marine Corps. This report details RAP functions performed the previous three months and validates the appropriate use of the appropriations received and executed. MR receives and consolidates the data from each supporting installation and forwards the report to OSD. A copy of this report can be found at attachment 5-1.

HQMC also has reporting requirements that serve internal needs approved by the board of directors. The goal for HQMC is to have an automated web based reporting system for the Marine and Family Services Quarterly Report. Under development as a HQMC Marine and Family Services initiative, the quarterly report is designed to standardize program reporting procedures across installations and capture traditional M&FS capabilities. Currently in the design phase, the expectation is a system that is easily accessed by users in the field via a web-based software system with searchable data fields. The endeavor is challenging since most programs have numerous reporting

requirements that must be satisfied in different formats and venues. Eventually, the online data collection system will combine both the OSD mandated metrics as well as the Marine Corps requirements. Currently, installations are inserting their data onto quarterly reports which are consolidated by the MR RAP manager. In an effort to standardize RAP data across the Marine Corps and support the collection for the Marine and Family Services Quarterly Report, a working group convened during 2004 to define the metrics collected and standardize the calculation methodology. The following definitions are to be used when compiling information for the quarterly reports.

### ***1. PCS Moves***

Enter the number of PCS inbound personnel for all commands aboard the installation. (Administrative support activities can provide an inbound roster by MCC for each quarter.)

Enter the number of PCS outbound personnel for all commands aboard the installation. (Administrative office can provide an outbound roster by MCC for each quarter.)

### ***2. Total Customers Serviced***

Inbound – Enter the number of inbound personnel and family members serviced. Include the number of personnel and family members serviced individually in a relocation planning session as well as in a briefing, class, or workshop.

Outbound – Enter the number of outbound personnel and family members serviced. Include the number of personnel and family members serviced individually in a relocation planning session as well as in a briefing, class, or workshop.

### ***3. Inbound Services/Workshops***

Welcome Aboard Orientations – Enter the number of Welcome Aboard Orientations or Briefs that were conducted aboard the installation for new arrivals. Enter the number of participants (both service members and family members attending Welcome Aboard Orientations).

Cultural Adaptation – Enter the number of Cultural Adaptations Workshops or Classes conducted aboard the installation for inbound personnel and family members. Enter the number of service members and family members attending Cultural Adaptation Workshops or Classes for inbound personnel.

Home Buying Selling – Enter the number of Home Buying and Selling Classes conducted aboard the installation for inbound personnel and family members. Also enter the number of service members and family members attending Home Buying and Selling Classes.

Orientation Tours – Enter the number of Orientation Tours conducted aboard the installation for inbound personnel and family members. Also enter the number of service members and family members attending the tours.

Unit Briefs – Enter the number of unit briefs conducted at each installation for inbound personnel. Unit briefs may include unit sponsor training, unit relocation and welcome aboard orientation, and pre-deployment briefs. Also enter the number of service members attending the unit briefs.

Sponsor Training – Enter the number of Sponsor Training sessions conducted at each installation. Also enter the number of service members attending the sessions.

Lending Locker – Enter the number of issue transactions of basic household goods from the Lending Locker to arriving service members and family members. Additionally, enter the number of receipt transactions of basic household goods for those arriving service members who are returning borrowed Lending Locker items.

Relocation Planning Sessions – Enter the number of Individual Relocation Planning Sessions conducted for inbound personnel and family members where an IRP is developed or reviewed.

#### ***4. Outbound Services/Workshops***

PCS/Smooth Move Workshops – Enter the number of sessions conducted of PCS/Smooth Move Workshops for outbound service members and family members. Also enter the number of participants attending the workshops during the quarter.

Cultural Adaptation – Enter the number of Cultural sessions conducted for outbound service members and family members. Enter the number of participants attending the workshops during the quarter.

Home Buying/Selling – Enter the number of Home Buying and Selling sessions conducted for outbound service members and family members. Enter the number of participants attending these sessions.

Unit Briefs – Enter the number of unit briefs conducted at each installation for outbound service members and family members. Unit briefs may include unit relocation and pre-deployment briefs. Also enter the number of service members and family members attending the unit briefs.

Internet Searches – Enter the number of outbound service members and family members assisted with Internet searches for relocation information.

Lending Locker - Enter the number of issue transactions of basic household goods from the Lending Locker to departing service members and family members. Additionally enter the number of receipt transactions of basic household goods for those arriving service members who are returning borrowed Lending Locker items.

Relocation Planning Sessions - Enter the number of Individual Relocation Planning Sessions conducted for outbound personnel and family members where an IRP is developed.

### ***5. Time Expenditure***

Time Spent On – Enter the amount of work hours spent on direct services. Direct services include any service which you record time spent directly with relocating service and family members.

Time Spent On – Enter the amount of work hours spent on indirect services. Indirect services include any service which you record time spent indirectly within the program. Examples of indirect services include time spent preparing for and coordinating the activities of the Relocation Assistance Coordinating Committee, program marketing, community information gathering, unit liaison, and program administration to include budgeting, planning staff recruitment, supervision, and training.

### ***6. Welcome Aboard Packages***

Enter the amount of Welcome Packages (electronic or hard copy) sent within 72 hours of request.

Enter the amount of Welcome Packages (electronic or hard copy) sent greater than 72 hours of the request.

### 7. Performance Measurements

Divide a quarterly total of newly arrived personnel with the number of those attending the New Arrivals Orientations within a quarterly period.

Divide a quarterly total of departing personnel (PCS) with the number of those attending PCS Move Workshops in a quarterly period.

Divide total number of inbound services in a quarter with the number of outbound personnel to an installation for that quarter.

Divide total number of inbound services in a quarter with the number of inbound personnel to an installation for that quarter.

Divide total number of Inbound Customers Serviced in a quarter with the number of inbound personnel to an installation for that quarter.

Divide total number of Outbound Customers Serviced in a quarter with the number of outbound personnel to an installation for that quarter.



#### KEY POINT

Information collected and used to populate both the current and future RAP Quarterly Reports should be kept for three years. Such records include Individual Relocation Plans, classroom attendance rosters, and lending locker transactions.

### 5.2.2 Additional Measures

Within the *Marine Corps RAP Curriculum Guide* are pre-tests and post-tests for those modules designed for knowledge acquisition (as compared to those designed primarily

for the distribution of information such as the Welcome Aboard workshop). Prior to a workshop beginning, RAP personnel are encouraged to administer the pre-test which usually contains 5-10 multiple choice or true/false questions. The test can be reproduced and the participant be provided a hard copy, or the facilitator can read the questions and the participant respond on a piece of paper. After the workshop is completed, the post-test containing the exact same set of questions is administered. Once completed, the facilitator can simply ask the participants to compare their answers, and then ask by show of hands how many showed an improvement in the number of correct answers in the post-test. If there are ten participants, and eight report an increase in the number of questions they answered correctly, then 80% of participants demonstrated knowledge acquisition or an increase in learning.

Another outcome measure is contained at the bottom of the Individual Relocation Program for the provision of both individual inbound and outbound counseling that RAP personnel can utilize at the time services are rendered.

Outbound service provision: Was the customer satisfied with the service provided? RAP personnel may ask this directly to the participant: “Are you satisfied with the information you received today?” or “Did our discussion meet your expectation?”

Inbound service provision: Did the service or information assist the customer in the relocation process? RAP personnel may ask this question directly to the participant: “Do you feel that the information our program provided was helpful to you?” or “Did the information we provide help you understand the moving process?”

The responses to these questions can be periodically tabulated and presented as both a quantitative and qualitative expression. For example, “Over 75% of participants were satisfied with the services they received.” Or “Around 80% of Marines report that the information they received from RAP helped them in the relocation process.”

Macro-cost metrics can be easily calculated as well. Take the total funding obligated to the installation RAP and divide that number by (a) number of Marines stationed at your installation and/or (b) total number of Marines, family members, and civilians stationed at your installation.

### 5.2.3 Installation Requirements

In 2000, the Marine Corps invested in Activity Based Costing and Management (ABC/M) to serve as a standard management tool to track expended resources and model base operations more like a business. It is primarily a tool for financial measures. ABC/M relies on activity based cost information and performance measures to help determine assignment of cost for utilization or consumption of an organization's resources.

Ultimately, this assignment of costs will provide commanders an ability to quickly identify funding and/or performance deficiencies or surpluses across the installation's mission areas to look at the total cost, the resulting performance in efficiency and effectiveness, and to develop a plan to improve specific areas. Currently, all major organizations are contributing data to the local Business Performance Office aboard installations. RAP managers are encouraged to participate in the process and analysis of that data.

#### *Notional example of ABC:*

Traditional view \$45K purchased 1 RAP Specialist (*count: number of employees*)

ABC View \$45K purchased 23 relocation workshops, 142 Individual Relocation Plans, and distribution of 320 hospitality kits (*count: number of products and services*)

In addition to implementing ABC/M, installation commanders have the prerogative to request additional cost or performance information from those programs or functions

under their purview. Many installations have their own strategic plan that outlines the installation's mission requirements, of which MCCA is a part.

## **5.3 Program Evaluation**

### **5.3.1 Purpose of Program Evaluation**

Program evaluation is the process by which critical elements of a program are assessed against a criteria or standard set forth by a recognized national governing body or experienced senior leaders. Often referred to as quality assurance (QA), program evaluation involves the ongoing process of objectively and systematically monitoring the access to and appropriateness of services provided, and customer service. Per MCO P1700.24B, quality is the degree of adherence to generally recognized standards of good practice and achievement of anticipated outcomes for a particular service, procedure, assessment, or problem. Evaluations are conducted to ensure that Marine & Family Services, to include RAP, are being operated according to existing regulations, program standards and that qualified personnel are performing their assigned tasks in a timely and professional manner. Program evaluation is a necessary and critical component of Performance Management and can be conducted in a variety of ways.

### **5.3.2 Inspector General**

The primary agent for evaluations within the Marine Corps is the Inspector General of the Marine Corps (IGMC). Three types of inspections are conducted.

1. IGMC. Under the direction of the SECNAV and CMC, the IGMC coordinates, conducts, and evaluates inspections of Fleet Marine Forces, Reserve Forces, and supporting establishment commands, units, and activities. Typically, a team comprised of subject matter experts will travel to installations to conduct the inspection. Team members meet with program managers to discuss their programs, identify problems, and make recommendations to the commanding general and to CMC.

2. Commanding General Inspection Program (CGIP). On a biennial basis, commanding generals conduct inspections of all MCCS programs and personnel. Teams are comprised of local subject matter experts. Installations will often have agreements with one another to inspect each others perspective programs.
3. Command Inspection Program (CIP). These are IGMC sponsored inspections conducted on a triennial basis and are conducted on very short notice.

Inspectors use an existing inspection checklist comprised of questions and policy references for each identified function. The following questions apply specifically to RAP.

1. Has the installation assigned personnel to support the Relocation Assistance Program (RAP) according to minimum established staffing standards? Reference: MCO P1700.24B, PAR 4204.1
2. Are loan locker items available at the installation at no cost to relocating service members? Reference: MCO P1700.24B, PAR 4203.2K
3. Does the RAP provide mandatory pre-departure PCS Move Workshops to departing personnel? Reference: MCO P1700.24B, PAR 4203.1A; MCO 1320.11E, PAR 5B(5)
4. Does the RAP provide mandatory Welcome Aboard Briefs to newly arrived personnel? Reference: MCO 1320.11E, PAR 5C(4)
5. Are relocation assistance issues addressed in the installation multi-disciplinary council and/or in the Relocation Assistance Coordinating Committee? Reference: MCO 1700.24B, PAR 4203.3

6. Are cognizant personnel in command thoroughly knowledgeable of intent and mechanics of the Marine Corps Personnel Sponsorship Program? Reference: MCO 1700.1320.11E
  
7. Are sponsorship request forms made available to each Marine receiving permanent change of station orders? Reference: MCO 1320.11E, PAR 5



**KEY POINT**

Performance measures and program evaluations are integral elements of performance management. A good performance management process promotes the identification and assessment of RAP goals and allows this information to be easily communicated to key stakeholders.