

Chapter 1

Principle 1: A New
Pragmatic and Results-
oriented Framework

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Principle 1: A New Pragmatic and Results-oriented Framework

1.1 Measuring organisational productivity in the public service

North-West Department of Health, South Africa

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Overview

Productivity is regarded as a key success factor both for the public sector and in the private sector. Traditionally defined as the ratio between output and input, productivity, in the context of the public service, has become an important measure of how effectively and efficiently public inputs (human labour, finances, infrastructure) are being translated into high-quality outputs (public goods and services) for the benefit of a fast-growing citizenry. Yet, despite the acknowledged importance of productivity in the public service domain, there is no standard measure of public service productivity (PSP) in South Africa.

To address this gap, the Department of Public Service and Administration (DPSA) has developed a generic PSP measurement instrument to assess the organisational productivity of public service entities in three sub-factors — namely, labour, operations and performance. This case study of the North West Department of Health (NWDoH) is a practical application of the generic PSP measurement instrument. It is anticipated that it will provide practical lessons for replicating the application of the PSP measurement instrument in the public health sector and the South African public sector at large.

1.1.1 Introduction and background

South Africa transformed from a race-based, closed and secretive apartheid state to a fully-fledged democratic state in April 1994 following the first national democratic election. Democracy in South Africa is premised on a progressive and transformative Constitution enshrining a Bill of Rights with universal adult franchise. The very process of constitution-making was consultative in the broadest possible sense, involving the participation of South Africans from every corner of the country.

The first 20 years of democratic transformation was characterised by legislative reforms and democratisation of the state, with an emphasis on increasing its capacity to advance the objectives of reconstruction and holistic human development. Significant progress was made during this period, resulting in unifying and rationalising the public service and setting in place a framework for new structures, systems and a democratic ethos based on the constitutional values and principles governing public administration in the country.

For the period 2014–30, South Africa's focus is geared towards deepening economic transformation and implementation of Vision 2030, the country's National Development Plan (NDP). Evolving from a consultative process facilitated by the National Planning Commission, the NDP has an emphasis on South Africa's desired destination and the roles different sectors of society need to play in reaching this shared goal.

In giving effect to its role in realising the NDP, the South African government's medium-term strategic framework for the period 2014–19 has identified 'An efficient, effective and development-orientated public service' as one of 14 key priority outcomes for improving public service delivery and accelerating economic transformation.

Although significant progress has been made in making public services more efficient and effective (e.g. revenue services and the processing of identity documents and birth certificates), a considerable number of government departments have not been as successful as would have been desired.

The DPSA is one of the departments at the centre of government that is responsible for leading the process of improving the efficiency, effectiveness and development orientation of the public service as a whole. As part of its leading role in this important transformation process, the DPSA has — through an extensive consultative process — developed a framework for measuring and managing organisational productivity in the public service.

1.1.2 Legislative and policy framework for public service productivity measurement

The public service Productivity Measurement and Management Framework (PMMF), which includes a generic measurement instrument, has its genesis in a number of laws and policies, foremost of which is the South African Constitution. This latter expressly calls on the public administration to be 'development-oriented' and 'accountable' and governed in a manner that promotes the 'efficient, economic and effective use of resources' (Section 195[1]). Also, the Public Service Act of 1994 explicitly calls on the minister for public service and administration to put in place 'mechanisms for the efficient and effective delivery of public services'.

With this efficiency, effectiveness and developmental orientation in mind, the government introduced a *Batho Pele* ('People First') programme in 2001, with the following specific objectives in mind:

- To operationalise a 'developmental' approach to public service delivery that puts people at the centre of service delivery planning and implementation processes;
- To improve the face of service delivery by fostering new attitudes, such as increased commitment to citizen consultation, courtesy and dedication;
- To improve the image of the public service, which is generally perceived as operating according to 'an outdated rules-based culture that is citizen-unfriendly, inefficient, and ineffective' (see Levine, 2004).

Despite the importance of PSP as a measure of how efficiently and effectively public inputs (labour, finances, infrastructure) are being translated into high-quality outputs (public goods and services) aimed at economic growth and addressing citizens' development needs, no overarching public service PMMF had been put in place for the South African public service.

This public policy gap was accentuated in the political space when President Jacob Zuma, in his inaugural speech, stated that, 'We will promote productivity within the public sector and ensure much tighter accountability, with firm consequences where there is a failure to deliver services to our people.'¹

In taking forward the president's call, the late Minister for Public Service and Administration, Mr Collins Chabane, made the following statement during his first week in office in May 2014: 'The DPSA must ensure a productive public service where staff is motivated, supported, focused and working efficiently and effectively.'²

The 2014 public service PMMF thus evolved from law and political commitment at the highest level of government. Also key to development of the PMMF has been general awareness of the multiplicity of benefits that can derive from improving public service organisational productivity. These include general benefits such as growth in the economy (see Bester, 2011) and improvements in living standards (see Productivity SA, 2014), as well as specific benefits for different sections of society. These are as follows:

- **Citizens** benefit from increased PSP when goods and services are available to them in the desired quantity and quality (and at the right time and in the right place).
- **Employees** (public officials) benefit from increased productivity through an improved and ergonomically functional working

environment and increased personal and job satisfaction (i.e. employee wellness improvements).

- **Organisations** in the public service benefit from increased productivity in that public resources (inputs) are used more efficiently and effectively to achieve stated goals.
- **Communities** benefit through improved service delivery, which leads to greater social and economic stability — that is, the creation of ‘a better life for all’.

In the South African context, the focus on public service organisational productivity is thus driven by alignment between legislative, political and administrative goals. This manifests as the optimal deployment of public resources (inputs) to address the needs of citizens through the provisioning of quality public goods and services (output) aimed at enhancing livelihoods in a sustainable manner (outcome).

1.1.3 Conceptual framework guiding public service productivity measurement in South Africa

It is well established that the choice of PSP productivity measurement ultimately depends on 1) the *purpose* of the measurement and 2) the *availability of data*.

In the case of South Africa, the stated purpose of the productivity measure is to present a valid, relevant and easy-to-understand method of improving the quality and quantity of public goods and services (output) through improvements in the efficiency and effectiveness of the bundle of inputs used in the public service delivery and goods production line (see DPSA, 2014).

After testing a range of productivity measurement approaches in a public service context — including the matrix method (see Riggs, 1986); monetary measurements (see Gronos and Ojaalo, 2004); output index methods (see Rosen, 1993); and scorecards (see Kaplan and Norton, 1992) — the matrix or multi-factor approach was identified as the most relevant, appropriate and easy-to-understand approach in South Africa (Jääskeläinen, 2009; Jääskeläinen and Lönnqvist, 2011).

Generic factors affecting the quality and quantity of public goods and services (output) were identified through a consultative process with 28 government departments, and these factors were clustered into three sub-factors: *labour productivity*, *operational productivity* and *performance productivity*. Table 1.1 describes the three sub-factors and lists their measures (indicators), for which 2013/14 financial year *datasets* are available.

Table 1.1 Sub-factors of the matrix approach to PSP

Generic factors affecting the quality and quantity dimensions of public services	Sub-factor	Description of sub-factor	Indicators
<ul style="list-style-type: none"> Service demand/ need Resource availability (human and financial) Capacity of facility/ current output quantity 	Labour (20%)	Labour is usually assumed to be the most important input for public services. Labour productivity has indicators that assess the cost of labour, labour force working days, days lost for a variety of reasons and vacancy rates.	<ul style="list-style-type: none"> Score achieved for ratio of salary cost to total budget Score achieved for number of days absent for various reasons Supervisor-employee ratio Organisational vacancy rate
<ul style="list-style-type: none"> Employee competence, capability and morale Physical working environment Operations management systems, processes and procedures Citizen consultations Citizen expectations (quality, quantity, reliability, care and compassion, value for money) Objective service norms and standards 	Operational (40%)	<p>Operational productivity measures include established organisational decision-making and implementation structures, systems, processes and procedures.</p> <p>They also include measures towards the optimisation of service delivery through critical path analysis ('business process mapping'), availability of standard operating procedures for job tasks, enforcement of approved service delivery standards, citizen feedback on implementation of service delivery, use of appropriate technology and behavioural change management programmes aimed at improved service delivery, like the <i>Batho Pele</i> programme.</p> <p>Performance productivity refers to personnel performance in relation to set targets in a set time. It also includes measures that directly affect personnel performance, like the leadership and management environment and personnel morale.</p>	<ul style="list-style-type: none"> Score achieved in implementing sector-specific norms and standards Score achieved in implementing operations management framework building blocks: service delivery model, business process mapping, standard operating procedures, service standards and charter, service delivery improvement plans Score achieved for workspace design (ergonomics) Score achieved for citizen feedback on service delivery performance Score achieved on citizen feedback on the implementation of the <i>Batho Pele</i> principles of courtesy, access, redress, value for money, service standards, consultation, information, openness and transparency Performance aggregate score for senior management (SMS), middle management (MMS) and lower-level employees Number of employees who underwent counselling and support Number of employees disciplined for various reasons Score achieved for employee satisfaction survey
	Performance (40%)		

In terms of the actual measurement of PSP, the following steps were followed:

First, each sub-factor was allocated its own weight based on its perceived contribution to overall organisational productivity. A higher weight allocation to a sub-factor means it is expected to contribute more towards improvements in organisational productivity. The allocation of weights was agreed to during consultations with national and provincial government departments.

Second, each sub-factor was deconstructed into a set of weighed indicators, as Table 1.2 shows.

Table 1.2 Generic PSP measurement matrix

Indicator	Weighting (β)	Total potential score for each indicator	Level achieved (δ)	Score achieved for each productivity level (α)
Labour (20%)				(200)
Ratio of salary cost to total budget	5%	50	1	50
Days absent	5%	50	1	50
Supervisor–employee ratio	5%	50	1	50
Vacancy rate	5%	50	1	50
Operations (40%)				(400)
% score in implementation of sector-specific norms and standards	8%	80	1	80
% score in implementing operations management framework	8%	80	1	80
Workplace design (ergonomics and work flow) ^a	8%	80	1	80
% score in citizen feedback on service delivery performance	8%	80	1	80
% score in citizen feedback on implementation of <i>Batho Pele</i> principles	8%	80	1	80
Performance (40%)				(400)
Performance aggregate for SMS, MMS and lower-level employees	20%	200	1	200
Number of employees on counselling and support	5%	50	1	50
Number of employees disciplined	5%	50	1	50
% score in employee satisfaction survey	10%	100	1	100
Total	100%	1 000		1000

^aWorkplace design refers to the arrangement of workspace so work can be performed in the most efficient way. Workplace design incorporates both ergonomics and workflow, which examine how work is performed in order to optimise layout.

Table 1.3 Progress in the implementation of South Africa's PMMF

Level of organisational productivity achieved	Range of scores 1,000 POINTS	%	Levels of achievement
LEVEL 4: High productivity	801–1,000	81–100%	Exceeds standards
LEVEL 3: Moderate productivity	601–800	61–80%	Full compliance
LEVEL 2: Average productivity	401–600	41–60%	Partial compliance with standards
LEVEL 1: Low productivity	0–400	0–40%	No compliance with standards

Third, a score of 1 to 4 was used to determine the level achieved in fulfilling the indicator, with 1 representing the lowest possible level achieved in fulfilling the indicator and 4 the highest possible level achieved. Then, scores achieved for each productivity level (α) were calculated based on the indicator weight (β) and level achieved (δ) in fulfilling the indicator.

$$\text{Individual productivity-level score } (\alpha) = \frac{\text{Indicator Weight} \times 10 (\beta)}{\text{Level Achieved } (\delta)}$$

Fourth, the individual productivity-level scores are added together to calculate the total productivity score of the organisation. Using a simple five-tier system, the total level of productivity achieved is defined based on the total productivity score achieved.

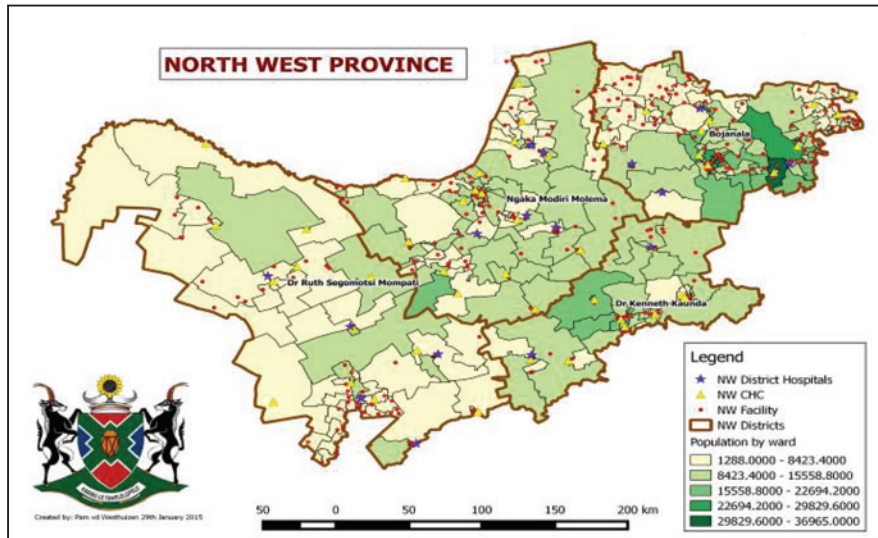
In 2015, the DPSA piloted the PSP measurement matrix for feasibility in the public health sector. The NWDoH was selected as the pilot site based on its progress in institutionalising a number of the measures (indicators) identified in the PMMF.

1.1.4 Background to the North West Department of Health

The NWDoH is one of 10 provincial government departments situated in South Africa's North West province. The head office of the department is located in the town of Mafikeng, which is also the seat of the provincial legislature and administration. All the health care facilities come under the management of the NWDoH, as Map 1.1 shows.

The department delivers its health care services in terms of a mandate it has through the legislative and regulatory frameworks of the national Parliament and the North West provincial legislature. This legal mandate is implemented through eight programmes: Administration; District Health Services; Emergency Medical Services; Provincial Hospitals; Central and Tertiary Hospital; Health Services Training; Health Care Support Services; and Health Facilities Management.

The vision of the NWDoH is to promote healthy, self-reliant communities in the province. The departmental mission is to render accessible, equitable

Map 1.1 NWDoH facilities in relation to population by municipal ward

and integrated quality health to the population while observing the following values: *Batho Pele* principles, the Patients' Rights Charter, the Victims' Rights Charter, the Children's Rights Charter, the Disability Rights Charter, the Older Persons' Pledge, accountability and transparency, community participation, excellence, caring, access, human dignity and respect.

1.1.5 Findings and analysis in the case of the NWDoH

Based on available datasets, the PSP measurement matrix below shows the individual productivity-level scores achieved as well as the total productivity score achieved by the NWDoH for the 2013/14 financial year.

An organisational productivity level of 506.7 was achieved out of a possible 770, which translate into an organisational productivity-level score of 65.8 (0.658) for the NWDoH, reflecting a '*moderate level of productivity*' for the department.

1.1.6 Challenges identified in the implementation process

The key challenges and limitations of developing and implementing the PSP measurement matrix are as follows.

The indicators used in measurement matrix are proxy indicators of PSP in the context of the health sector and they do not reflect the full set of measures of services delivered by the NWDoH. The total organisational productivity level achieved by the department is thus an opinion based on these proxy

Table 1.4 Measurement matrix: scores achieved per productivity indicator and sub-factor

Indicator ^a	Weighting	Total potential score for each indicator	Level achieved	Score achieved for each productivity level
Labour (15%)				(150)
Ratio of salary cost to total budget ^b (input indicator)	5%	50	1	50 ^c
Days absent ^d (indirect input indicator)	5%	50	1	50 ^e
Supervisor-employee ratio ^f (input indicator)	5%			
Vacancy rates ^g (indirect input indicator)	5%	50	3	16.7 ^h
Operational (32%)				(320)
% score in implementing National Core Standards for Health Establishment ⁱ (output quality indicator)	8%	80	2	40 [availability of medicines and supplies (87.3%); cleanliness (75%); patient safety and security (77.6%); positive and caring attitudes (82.9%); waiting times (75.3%); av. 79.6% or 2]
% score in implementing operations management framework ^k (process indicator)	8%	80	2	40 ^k [service standards (1), service charter (1), service delivery improvement plan (1), service delivery model (3), business process mapping (3), standard operating procedures (3); av. 60–79% or 2]
Workplace design (ergonomics and work flow) (input indicator)	8%			
% score in citizen feedback on service delivery performance ^m (outcome indicator)	16%	160	1	160 [Proxy: service standards (1); availability of medicines and supplies (1); cleanliness (2); patient safety and security (2); positive and caring attitudes (1); waiting times (2); av. 80–100% or 1]
Performance (30%)				(300)
Performance aggregate for SMS, MMS and lower-level employees ⁿ (output indicator)	20%	200	2	100 [An average of 2 was allocated as MMS and SMS members were not assessed in 2013/14]
Number of employees on counselling and support ^o (indirect input indicator)	5%	50	2	25 [5, 118 out of total number of 21,268 employees counselled and on proactive support programmes, i.e. 24% or 2]

(Continued)

Table 1.4 Measurement matrix: scores achieved per productivity indicator and sub-factor (Continued)

Indicator ^a	Weighting	Total potential score for each indicator	Level achieved	Score achieved for each productivity level
Number of employees that were disciplined ^b (indirect input indicator)	5%	50	2	25 [273 out of total number of 21,268 employees disciplined, i.e. 1.3% or 2]
% score in employee satisfaction survey ^c (indirect input indicator)	10%			
Total	100%	770*		506.7

^aIt is important to understand that, from a productivity perspective, service delivery is a result of a value chain of activities. Inputs are resources required to produce outputs and they are found in the early stages of the chain; outcomes are last in the chain (and external to the service). Therefore, the indicators should be expressed as input, process, output or outcome indicators.

^bThis indicator is an input-oriented measure. It reflects the cost of employing government workers and is an important part of 'production costs' in the provision of public services. It suggests the provision of public services is labour-intensive and thus is key in the analysis of productivity and efficiency of public services. From a productivity perspective, note that government has to produce a selected set of services within limits of budget constraints — that is, doing more with existing resources. As a suggestion, we need to link this ratio to a relevant output measure for each programme, for example number of targets achieved during 2013/14 *vis-à-vis* 2012/13. This means we can, for example, compare the rate at which the salary/budget ratio grew to the rate of growth of the actual targets achieved.

^cIn the 2013/14 financial year, the ratio was 57.9% — that is, below the 60/40 national norm.

^dAbsenteeism results in the loss of workdays/hours and consequently affects service delivery per month/year. Unauthorised or unscheduled absenteeism creates cost and productivity problems and puts an unfair burden on employees who turn out for work and ultimately hinders satisfaction and drains the economy. From a productivity perspective, we need to establish the impact of absenteeism on service delivery performance for each programme in order to be able to score levels of productivity.

^eThe average annual leave per employee was 26 days (out of 22 days). The average annual sick leave per employee was 9 days (out of 12 days in a 3-year cycle of 36 days). This translates into an estimated cost of sick leave of 0.1% of total personnel expenditure, which translates to an average score of 1.5 for days absent, which is rounded up to an average score of 1.

^fThis indicator provides an indication of a proportion of staff directly engaged in providing service delivery. It is desirable to prioritise frontline staff (e.g. nurses, doctors, physicians) in order to improve service delivery at grassroots level. The World Health Organization (WHO) Workload Indicator of Staffing Needs provides norms and standards to ensure an adequate and appropriate workforce for the workload. For example, it has been estimated that countries with fewer than 23 physicians, nurses and midwives per 10,000 population generally fail to achieve adequate coverage rates for selected primary health care interventions, as prioritised by the Millennium Development Goals (WHO).

^gIn some situations, a vacancy means that a current employee must do the work of the vacant position. This may frustrate an employee, causing them to lower their productivity. Of importance is identifying areas where service delivery is compromised by a high vacancy rate.

(Continued)

Table 1.4 Measurement matrix: scores achieved per productivity indicator and sub-factor (Continued)

Indicator ^a	Weighting	Total potential score for each indicator	Level achieved	Score achieved for each productivity level
<p>^hThe vacancy rate is 9.2% but for critical occupations (as prescribed by the DPSA) the vacancy rate is 10.1%.</p> <p>ⁱPublished in 2011, the main aim of the National Core Standards for Health Establishments is to develop a common definition of quality care, which should be found in all health establishments, as a guide to the public and to managers and staff at all levels; to establish a benchmark against which health establishments can be assessed, gaps identified and strengths appraised; and to provide for the national certification of compliance of health establishments with mandatory standards. These standards therefore describe the quality of care that should be found at health care facilities in South Africa. Quality of a service is linked to its intangible elements and is an important factor of productivity. These standards serve as a benchmark against which health care facilities can be assessed. There is a scoring methodology for the checklist, which shows how far the health facility is from complying. If the overall score is 80%, this suggests the health care facility is compliant; a score below 20% suggests the facility needs immediate attention. As a suggestion, we could link our scoring continuum to the scoring methodology used by the Health Department.</p> <p>^jFrom a productivity perspective, the design and implementation of plans, mandates, systems, processes and standard procedures are crucial in affecting the ability of public organisations to deliver services efficiently and effectively.</p> <p>^kIn 2013/14, public service departments were required to have the first three building blocks in place. However, capacity-building sessions on business process mapping and standard operating procedures for increased productivity were presented to the health sector in 2013/14. For this reason, the NWDoH is assessed against all six building blocks. In 2013/14, it partially completed a service delivery model, conducted business process mapping of three services and developed standard operating procedures for three services.</p> <p>^lWorkplace design refers to the arrangement of workspace so work can be performed in the most efficient way. This is an input measure that indirectly supports labour productivity.</p> <p>^mThe citizen satisfaction survey is an outcome measure that ensures what is measured within a department is what matters to the citizens. It is acknowledged that outcomes may be influenced by factors outside the control of governments or agencies delivering services. We grouped citizen satisfaction with service delivery together with the implementation of the <i>Batho Pele</i> principles.</p> <p>ⁿPerformance information enables government to measure progress towards achieving their policy and programme goals in order to enable improved decision-making. Use of performance information improves public sector productivity and efficiency. For scoring, we can compare growth rates of two financial periods.</p> <p>^oThis is an indirect input measure of labour. As a suggestion, we can compare the previous year's results to the current year.</p> <p>^pFrom a productivity perspective, increased disciplinary problems may point to weaknesses in workplace systems, processes and staff morale.</p> <p>^qEmployee satisfaction surveys can help improve employee retention and productivity as the survey may point to problems related to low staff morale or underlying problems causing employee dissatisfaction that leads to reduced productivity.</p>				

indicators. In further refining the measurement matrix, more indicators will be identified and included in the matrix.

Not all the required datasets were available at the time of the study. For example, data on the supervisor–employee ratio, workplace design and employee satisfaction were not available, and this severely limited the final opinion on the total organisational productivity level of the department. The NWDoH was advised to make the relevant datasets available to ensure improved measurement of its level of organisational productivity.

1.1.7 Lessons learnt from the implementation process

The following lessons emerged from the development and implementation processes of the PMMF. These should enrich the work of organisations concerned with measuring PSP:

PSP is not an oxymoron: There is a minority view in the literature on productivity that PSP is an oxymoron — that is, a word with a contradictory meaning. The view expressed is that the public service is — by design and nature — a massive bureaucracy that moves slowly through various legislative and systemic process (‘red tape’) to ensure the best possible output is produced for the good of the public, and that it is not in the interest of the public — who deserve due process — to put too great an emphasis on the rate at which inputs are converted to public service outputs.

Through the development and application of the PMMF, we learned that PSP is not an oxymoron and that improved PSP does not necessarily occur at the expense of legislative processes, but in support thereof. The Constitution, for instance, requires that the public administration in South Africa be governed by the democratic values and principles enshrined within it, including the principle that the ‘efficient, economic and effective use of resources must be promoted.’³ In support of this constitutional principle, the PMMF actively promotes the efficient, economic and effective use of public resources by advocating PSP improvements that would, all other things being equal, serve the public interest.

A rose by any other name is no longer simply a rose: From a private sector manufacturing perspective, productivity is usually defined as the ratio of output to input. However, from a public sector service delivery perspective, the productivity definition relates to the *quality and quantity* of service outputs (from a citizen perspective) to the *quality and quantity* of service inputs (as managed by public officials). Because of this major difference, ‘a rose by any other name cannot simply be a rose’: PSP is totally different from the ‘traditional’ private sector understanding of productivity. Hence, we learnt that we have to clearly define PSP in all its dimensions to avoid confusion with prevailing understandings of productivity in manufacturing.

Do not use bathroom scales to weigh an elephant: The public sector, inclusive of the public service, is massive in that it is the largest employer, representing a significant contribution to the economy of the country. It is, for all purposes, a big elephant. To weigh this elephant in order to determine the impact of its presence, one must use an appropriate weighing and measurement instrument or instruments. Bathroom scales will not do!

Similarly, when measuring the extent to which ‘elephant-sized’ public sector organisations are productive, we must use a measurement instrument that is appreciative of the magnitude of the task at hand. It was through trial and error, or testing and retesting, that the DPSA developed the PMME, which appreciates the many factors affecting the organisational productivity of public service institutions.

1.1.8 Way forward and conclusion

A number of recommendations were made to the NWDoH based on the lessons learnt from implementing the PSP measurement matrix. These recommendations included that the department:

- Continue its partnership with DPSA towards refining the PSP measurement matrix for the public health sector and improving the quality of data available.
- Address high vacancy rates and expand on its business process mapping and the development of standard operating procedures for core services.
- Participate in advocacy initiatives of the DPSA by sharing its experiences of the measurement of PSP with other stakeholders in the public health care sector, including provincial and national government departments.
- Work with the DPSA to include the following additional indicators in the PSP measurement matrix:
 - **Output ratio of department:** the ratio of departmental outputs (annual performance and targets) to delivery of *performance in the department* (output measure);
 - **Budget implementation:** the ratio of total annual budget to total annual expenditure (process indicator);
 - **e-governance infrastructure:** performance in this area is important for productivity as empirical evidence has shown that proper governance of information communication technology improves cost effectiveness, increases staff productivity, supports decision-making and increases the access of the public and stakeholders to information (process indicator).

Table 1.5 Score convertor

Indicator \ Scale	1 (Highest)	2	3	4 (Lowest)
Vacancy rate	≥4%	≥8%	≥10%	≤11
Sick leave	≥12	≥14	≥16	≤18
Annual leave	>22	23–27	28–31	≤32
Discipline	≥1%	≥5%	≥9%	≤10%
Operation management	7/7	5/7	3/7	0/7
Counselling and support	≥10%	≥25%	≥50%	≤50%

Overall, this case study demonstrates the application of the PSP measurement matrix in the NWDoH. It shows that the measurement of PSP in a health care environment is confronted by a number of challenges, foremost of which is a dearth of appropriate and reliable data.

These challenges are not, however, insurmountable, and, once they are overcome, the PSP measurement matrix can be a useful instrument for measuring the organisational productivity of the NWDoH and other provincial health care departments.

1.2 Transforming government delivery in Tanzania: Big Results Now!

By the President's Delivery Bureau, Tanzania

Overview

The Tanzanian Big Results Framework is a good example of South–South cooperation, for which the Commonwealth Secretariat is a strong advocate. Big Results Now! (BRN) was replicated from the Malaysian Big Fast Results (BFR). BRN is a strong and effective system that the government uses to oversee, monitor and evaluate the implementation of national development plans and programmes.

The methodology is applied to enforce strict prioritisation, develop detailed implementation plans with clear targets and assign accountability. BRN allows for rigorous implementation tracking, as well as addressing problems as soon as they arise so they do not become roadblocks to development.

1.2.1 Context of performance management in Tanzania

Tanzania's development aspirations are outlined in the Tanzania Development Vision 2025 (TDV 2025), generated in the late 1990s to guide economic and social development efforts up to the year 2025. TDV 2025 aims at transforming

Tanzania into a middle-income country by 2025, manifested in five main national attributes: high-quality livelihoods; peace, stability and unity; good governance; a well-educated and learning society; and a competitive economy capable of producing sustainable growth and shared benefits. TDV 2025 thus aspires to transform the economy from a predominantly agricultural one to a diversified and semi-industrialised one with a substantial industrial sector comparable with typical middle-income countries.

Reviews of TDV 2025 implementation undertaken between 2009 and 2011 underscored the need for a strong framework to facilitate systematic development planning, implementation and follow-up mechanisms. The government, through a Cabinet Retreat held in Dodoma on 22–24 October 2013, resolved to establish a strong and effective system to oversee, monitor and evaluate the implementation of its development plans and programmes. The system chosen is based on Malaysia's Big Fast Results (BFR) approach. To support implementation of the approach, the government engaged the Performance Management and Delivery Unit from the Prime Minister's Department of Malaysia. This initiative was branded Big Results Now! (BRN), or *Matokeo Makubwa Sasa!* in Kiswahili.

1.2.2 National key results areas

The government kicked off the BRN initiative with six priority areas, or national key results areas (NKRAs). These NKRAs were identified based on their potential to transform the lives of the majority of the population in a relatively short period of time. The NKRAs chosen were Agriculture, Education, Energy, Transport, Resource Mobilisation and Water. Implementation of BRN started in July 2013 in the identified six priority sectors, generally referred to as Wave 1 NKRAs. Through BRN's disciplined delivery methodology, these initiatives aimed to ensure greater food security and improved quality of basic education and water and electricity infrastructure. Taken together, these efforts are catalysing socioeconomic growth in Tanzania.

In 2014, a further six NKRAs were added under the Business Environment priority cluster. These were Realigning Regulations and Institutions, Access to Land and Security of Tenure, Taxation, Labour Laws and Skill Set, Curbing Corruption and Contract Enforcement. Health Care became the most recent addition, in 2015. This therefore represents a doubling of NKRAs within the first two years of BRN.

1.2.3 The Big Results Now! methodology

BRN is a delivery methodology focused on delivering specific goals within a stipulated timeline. The methodology is based on transforming the way

the government works by implementing some catalytic initiatives at critical points in a system so it can deliver more effectively and efficiently.

The BRN foundations comprise:

- Prioritisation with clear performance targets;
- Rigorous implementation supported by detailed monitoring of performance data by dedicated delivery staff;
- Transparent performance management.

The methodology comprises a highly adaptable set of tools for proactive tracking, monitoring and problem-solving across the implementation structure. The focus of these efforts remains the agreed priority areas (NKRAs), but the knock-on effects from the success within the sectors are expected to be significant, as other parts of the government learn and replicate the model to achieve delivery. In this regard, BRN should, according to the theory of change, not only deliver results in the NKRAs but also catalyse a wider transformation of the public service. The intention is the entrenchment of the delivery culture beyond the core delivery system, starting to establish a new norm for government effectiveness in Tanzania.

1.2.4 The steps methodology of Big Results Now!

BRN applies the tried and tested BFR methodology from Malaysia, adapted to the local context. The methodology is applied to enforce strict prioritisation, develop detailed implementation plans with clear targets and assign accountability. BRN allows for rigorous implementation tracking, as well as addressing problems as soon as they arise so they do not become roadblocks.

The methodology further provides a mechanism to escalate issues to ministerial and even presidential levels when such intervention is required. Through publication of the BRN targets and an annual report of progress towards achieving these, BRN also promotes transparency and enables the public to hold the government to account for delivery. Two and a half years into implementation, several countries, including Malawi, Malaysia, Mozambique and Uganda, are seeking to learn from Tanzania's experience.

The details of the eight-step methodology are provided below:

1. **Strategic direction and prioritisation through selection of a limited number of NKRAs:** Prioritisation ensures focus, of both the vision and the resources for achieving it, which maximises the likelihood of delivery. It forces decision-makers to clarify and specify what they are aiming to achieve, and to articulate this to the public so they can hold them to account. Reflecting on his three essential lessons about how to deliver real change in government,

Tony Blair has said, ‘The first lesson is to prioritise ruthlessly ... if everything is a priority, then nothing gets done⁴.’

2. **Running labs:** Labs are tools to achieve results swiftly through innovation and stringent deadlines. They comprise a team of experts and stakeholders that are jointly required to find solutions to a complex problem based on clear and rigorous analysis and prioritisation to develop detailed implementation plans with measurable key performance indicators (KPIs). Labs are a prerequisite for every NKRA initiated, and are a critical first step in the overall delivery process, where the system develops action plans and assigns the ownership necessary to implement.

In Tanzania, this has yielded remarkable results in overcoming the structural barriers — the silo approach, disparate agendas and competition for funding — that prevent all sections of government from working effectively and collaboratively to address a problem. Labs create a powerful link between planning and implementation: participants feel absolute ownership of the plan because they have painstakingly developed it, vigorously debated it and deeply understood it. They are also typically given positions of responsibility for implementation.

3. **Target-setting:** Establishing the right KPIs for each priority is critical. They must measure outcomes, not inputs. Instead of targeting an increase in technology spending or an increase in the total number of police officers or teachers, they should rather target a certain level of reduction in crime or improvement in education pass rates or other measures of quality. Where possible, performance should be measured against international benchmarks, and thus help ensure the robustness and integrity of the targets and also deal with a sceptical public.
4. **Open day:** At the end of the ‘lab’ process, an open day is held to reveal the results of the work done in the labs and to enable their discussion them with stakeholders. This event helps build both public pressure on the government to deliver and public support to assist in this delivery.
5. **Developing a clear roadmap:** The culmination of the labs is a roadmap for each NKRA, setting out measurable targets, a clear delivery chain and a transparent reporting framework. It is critical that these are made public and thereby establish the basis for accountability going forward.
6. **Implementation:** The real transformation is in the means of tracking, monitoring and ensuring delivery and the efficacy of government delivery that arises from this. Evidence shows that

performance improves when it is explicitly managed, particularly when you focus on managing the performance of people involved in the priority areas, beginning with assigning accountability for outcomes to individuals. Once accountability structures are established, performance dialogues (i.e. intensive, regular conversations between the leader of the government and the leader accountable for each outcome, informed by clearly presented, reliable and regularly updated performance management data) are essential. The success of Pakistan's Education Reform Roadmap testifies to the power of this approach.

7. **International panel and audit:** Independent verification of results is a critical step to ensure all stakeholders can have confidence that what is said to have been delivered has actually been achieved. In Tanzania, this has been conducted on both fronts. On the quantitative aspect, PricewaterhouseCoopers was engaged to conduct a series of 'agreed-upon procedures' and specific tests to review reported results for the KPIs.

On the qualitative aspect, the president convened an Independent Review Panel, comprising individuals with distinguished backgrounds and expertise, in Dar es Salaam on 14–16 January 2015. The prominent panellists included H.E. Festus Mogae, Dr Nkosana Moyo, Knut Kjaer, Siphon Moyo, Linah Mohohlo, Lord Peter Mandelson and James Adams. The panel was tasked with providing an objective, external perspective on BRN's methodology, strategic direction and implementation progress for the year in report.

8. **Annual report:** The annual report makes publicly available the verified results of the programme, ensuring continuation of the link with the public and stakeholders who participated in previous steps in the process, from the labs and open day to ongoing implementation. The annual report not only includes achievements for the year but also records challenges and delays to provide a clear picture of the implementation progress to the public.

1.2.5 Big Results Now! delivery system

The BRN eight steps are overseen by the BRN Delivery System, comprising the President's Delivery Bureau (PDB) and ministerial delivery units (MDUs) dedicated to overseeing implementation of priority projects and ensuring delivery of the agreed targets. The new delivery system works with and through existing structures to make the current government system deliver. While neither the PDB nor the MDUs are themselves the implementers of the BRN initiatives, they provide support to the ministries to adopt the BRN

discipline and strengthen the president and ministries' ability to deliver on their priorities in a sustainable and flexible way.

President's Delivery Bureau

The PDB was established as an independent unit within the Office of the President on 1 June 2013 through a Presidential Instrument, mandated to support the president in overseeing the implementation of BRN projects and initiatives. The PDB's primary functions include assisting the government in identifying NKRA and developing implementation programmes for quick and impactful results; supporting ministries in finding solutions to NKRA implementation challenges; and monitoring implementation of approved programmes and reporting on the results.

The PDB works together with the various ministries that lead implementation of the BRN priority areas. The underlying aim of the work conducted is to ensure the three-year action plan developed through a thorough consultative (lab) process is implemented within the stipulated timeframe. This is done through application of simple principles of rigorous discipline of execution, continuous problem-solving and constant monitoring of progress. Together with a highly adaptable set of tools for proactive tracking, monitoring and problem-solving, the BRN way of doing things 'business unusual' is transforming the way government works.

Ministerial delivery units

MDUs are established in each NKRA ministry responsible for delivering the KPIs and report directly to the respective ministers. They support the NKRA ministry by overseeing implementation, proactively seeking resolution of potential bottlenecks and preparing implementation reports for the PDB on a weekly basis. The MDUs work closely with the project owners in implementing agencies and with the PDB in problem-solving and reporting of progress.

1.2.6 BRN delivery structure

Implementation of BRN priority projects is aided by a delivery structure consisting of strong institutions at the NKRA ministry and central government levels. The structure comprises the following:

Transformation and Delivery Council

The Transformation and Delivery Council (TDC) provides strategic direction to the BRN programme and ensures the contribution of all relevant institutions and individuals in achieving the developmental objectives of the BRN initiatives. Chaired by the president, the TDC approves NKRA

implementation plans, KPIs and budgets, and is the ultimate source of problem-solving action for the programme as a whole.

Steering committees

Each NKRA has a steering committee comprising key stakeholders to deliver the NKRA's KPIs, chaired by the respective minister. The main role of these steering committees is the facilitation of problem-solving within the NKRA's. The role also includes reflection on the progress of KPIs to identify any critical interventions required to ensure targets are met by year-end. Any issues that cannot be resolved at the committee's once-a-month meetings are escalated to the TDC.

This monthly checkpoint allows for regular inter-agency and inter-ministerial engagement to forge better implementation collaboration and leverage towards meeting a common target. The teams also rigorously pursue timely disbursement of funds required for the implementation of initiatives and projects in order to maintain the momentum of execution.

Weekly problem-solving meetings

This is critical to the delivery system in that it allows for focus and attention on step-by-step delivery to ensure accountability. Through effective performance management using weekly reports, regular check-ups and updates to top leadership, the delivery system sets a tempo and environment in which results 'must' be achieved, translating the 'three-feet' plans designed in the lab process into action. In the process of executing the action plan, the discipline of continuous monitoring will ensure any barriers to successful implementation of initiatives are immediately identified. Solutions can then be applied in a timely manner to ensure progress is on track. This is a recursive exercise conducted across all initiatives. Stakeholder engagement between ministries and other parties involved in implementation often takes place.

Notes

- 1 Union Buildings, Pretoria, 24 May 2014.
- 2 Centurion, Pretoria, 4 June 2014.
- 3 Chapter 10, Article 196(1)(b).
- 4 Transcript: Delivering Results – A Conversation with Jim Yong Kim, Tony Blair, and Michael Barber April 10, 2013.