

## 5<sup>TH</sup> EUROPEAN CAF USER EVENT OSLO, 27-28 SEPTEMBER 2012

---

CAF as a driver for innovation  
Tracking the way ahead. Improving coherent policy development by  
common dashboards.

---

### 1 Identification of the organizations

- Name of the organizations:
  - Departement Welzijn, Volksgezondheid en Gezin – Vlaamseoverheid / Department of Welfare, Public Health and Family – Flemish authorities
    - Name of the person in charge: Mr.Marc MORRIS, Secretary-general
    - Email: [frank.kuylen@wvg.vlaanderen.be](mailto:frank.kuylen@wvg.vlaanderen.be)
    - Phone: Mob. 00 32 495 57 10 57
    - Website: [http://wvg.vlaanderen.be/departementwvg/brochure/en/lres\\_broch\\_dept\\_en.pdf](http://wvg.vlaanderen.be/departementwvg/brochure/en/lres_broch_dept_en.pdf)
    - Level: Regional
    - Sector: Policy development welfare, public health and family
  - Departement Bestuurszaken – Vlaamseoverheid / Department of Public Governance – Flemish authorities
    - Name of the person in charge: Mr.Luc LATHOUWERS, Secretary-general
    - Email: [sven.geldof@bz.vlaanderen.be](mailto:sven.geldof@bz.vlaanderen.be)
    - Phone: Mob. +32 491 868 472
    - Website: <http://www.governance-flanders.be/>
    - Level: Regional
    - Sector: Public Governance

## 2 Short description

### 2.1 Title of the case

Tracking the way ahead. Improving coherent policy development by common dashboards.

### 2.2 Keywords

Policy development –coherency in planning - management contract – policy declaration –setting objectives – monitoring execution of policy declaration

### 2.3 Summary

After the organizational reform of public administration in Flanders in 2006 succeeding self-assessments in our departments pinpointed the challenge of the increasing need for more coordination between agencies, ministers and department.<sup>1</sup>Using the CAF, organizations often put a stringent focus on internal efficiency of the organizational structure. Apart from this debate, both departments were confronted with the task of supporting the policy design and implementation within a given set of one or more ministerial portfolios: clarifying and selecting strategic objectives were repeatedly prioritised as actions of improvement after each self-assessment.

As a result of these self-assessments our departments proposed on the level of their policy area a common strategy to couple management contracts for departments and performance contracts for agencies with the policy objectives of the minister – strategy that proved to be a most interesting measure.<sup>2</sup> The installing of common instruments for both strategy development and for monitoring the execution of the ministers' policy declaration required a change of the administrative culture, emphasising the need of mutual trust between administration and ministers. The planning and monitoring dashboards that were installed, guaranteed mutual access by ministers and administrative entities to validated information on strategic objectives and their implementation on operational and activity-level, including agreeing upon milestones and indicators.

The tools installed provide clear lines of accountability serving not as much as management control function, but mainly as the accurate communication between the minister's cabinet and administrative entities on the degree of progress that is being made in executing the strategic objectives – as well on policy as on organizational themes.

In supporting the new cabinet on establishing the policy declaration with a limited set of strategic objectives, on translating this policy into annual letters of policy, and into operational objectives, the coherence of these objectives improved. Steering in detail could be avoided; targets were chosen more selective and more focused on outcomes rather than on outputs alone, and proved to be also enduring and consistent over time.

Moreover the planning and monitoring tool facilitates deriving team and personal objectives from the clear cascade of strategic, operational objectives to actions and their mile-

<sup>1</sup> Cf.: VERHOEST, K., VAN THIEL, S., BOUCKAERT, G., LAEGREID, P., 'Agencification in Europe and Beyond. Public sector organizations. Practices and lessons from 30 Countries', European Cooperation in Science and Technology - COST

<sup>2</sup> Idem

stones and indicators. It is most stimulating that every member of the administration's workforce can refer to his or her own contribution to the larger context of the policy area's tasks and performances. Also at the team and the individual level, the integration of policy and organizational themes works as an important leverage for internal discussion and for the actual use of both kind of objectives as a real driving force for improvement, thus creating a higher employee involvement. In both departments, working on efficiency and effectiveness isn't seen as a separated task, dedicated to the quality officer, but as a challenge that is incorporated in the daily work of every employee.

The combination of planning facilities and monitoring in one instrument serves as well the ex-ante assessment of available factors and desired results, as the ex-post assessment of delivered output and effective outcome – not only as an asset for internal control, but mainly as a framework for taking the right decisions on policy and administrative management level.

In its assessment of the maturity of the organizational control of these departments the Internal Audit of Flemish Authorities<sup>3</sup> concluded: 'The Department disposes of a defined system of organizational management for the theme 'objectives, process and risk management.' 'Defined' meaning: standardized, documented, communicated and applied.

Participants to the CAF Users' Event will also be made familiar with an overview of the database components and its reports, thus illustrating the effective use of the dashboards in both of the departments.

---

<sup>3</sup> Interne Audit Vlaamse Administratie (IAVA)



## 5<sup>th</sup> European CAF Users' Event CAF as a Driver for Innovation

Oslo (NO), 27-28 September 2012

### Improving coherent policy development by common dashboards

*Flemish Authorities – the Department of Welfare, Public Health and Family &  
the Department of Public Governance*



Can your organization account for the effectiveness of its goals in order to convince the public and the political level of its capabilities?

And do you feel safe in sharing these results?

Not at all?

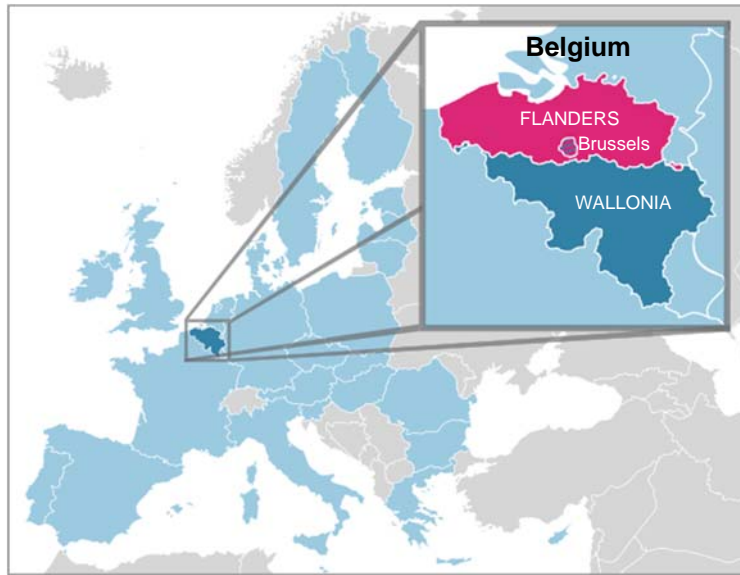
To a very limited extent?

In a modest way?

To a large extent?

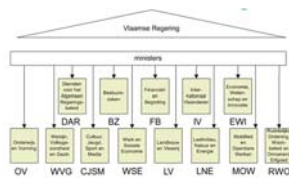
## Agenda / Table of contents

- 1 Reform of the Flemish Public Administration
- 2 The origin of objectives
- 3 Managing objectives and results in practice: three questions
- 4 Examples
- 5 Advantages and success factors of integrated monitoring
- 6 Questions



# 1. Reform of the Flemish Public Administration

## 'Better Administrative Policy' (2006)



- 13 policy areas e.g.:
- Education and Training,
  - Mobility and Public works,
  - Flemish Foreign Affairs,
  - Welfare, Public Health and Family,
  - Public Governance,
  - Etc.

- Each policy area comprises:
- a policy council,
  - a department,
  - a number of (semi-) independent agencies,
  - and a strategic advisory council.



## 1. Reform of the Flemish Public Administration



**Policy councils** are meetings for the minister and the senior officials of each policy area



**Departments** coordinate the policy development, monitor and evaluate the policy execution



**Agencies** implement the policy



**Strategic Advisory Councils**, comprising representatives of community-based organisations and independent experts, offer advice

## 2. The origin of objectives: Various interlinked cycles...

- The Policy cycle
- The Management cycle
- The Financial cycle
- The HRM cycle

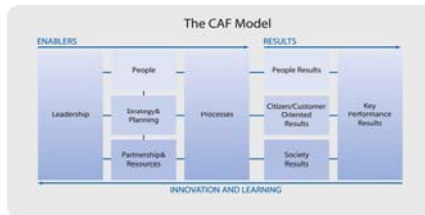
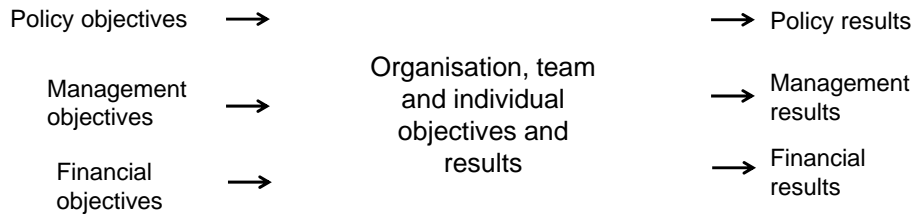


## 2. The origin of objectives: ... resulting in various plans

- **The Policy cycle**  
coalition agreement (5 years), Policy memorandum (every 5 years) and policy paper (annually)
- **The Management cycle**  
management and performance contracts (every 5 years), business plan (annually)
- **The Financial cycle**  
Annual budget elaboration and adaptation and adjustment of the multiannual estimate
- **The HRM cycle**  
Planning, monitoring and evaluating employees and Leading Officials (annually) + mandate evaluation of the leading officials (every 6 years)



## A holistic view on objectives



## Coherence in planning and monitoring

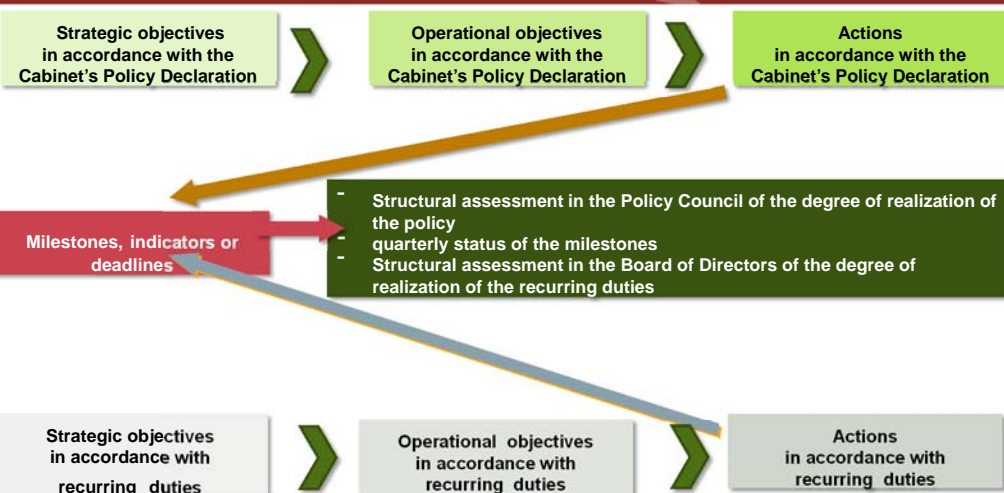


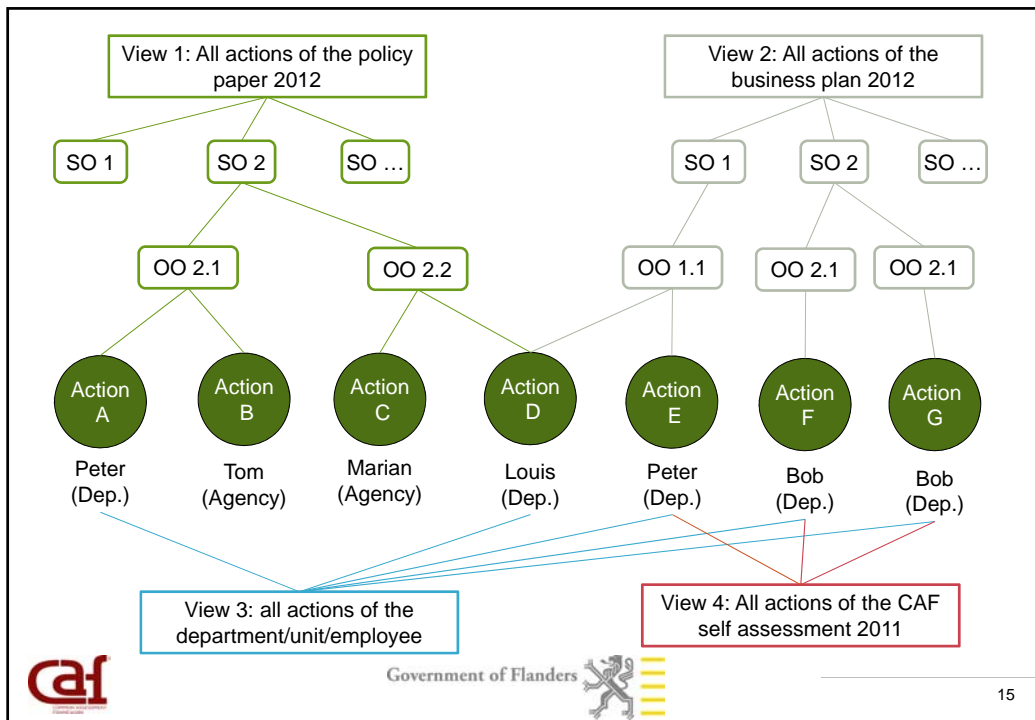
Department X ?

### 3. Managing objectives and results in practice

1. Which actions serve the various goals and who is accountable?
2. Do we realize our actions according to the plans?
3. Do we obtain the desired results?

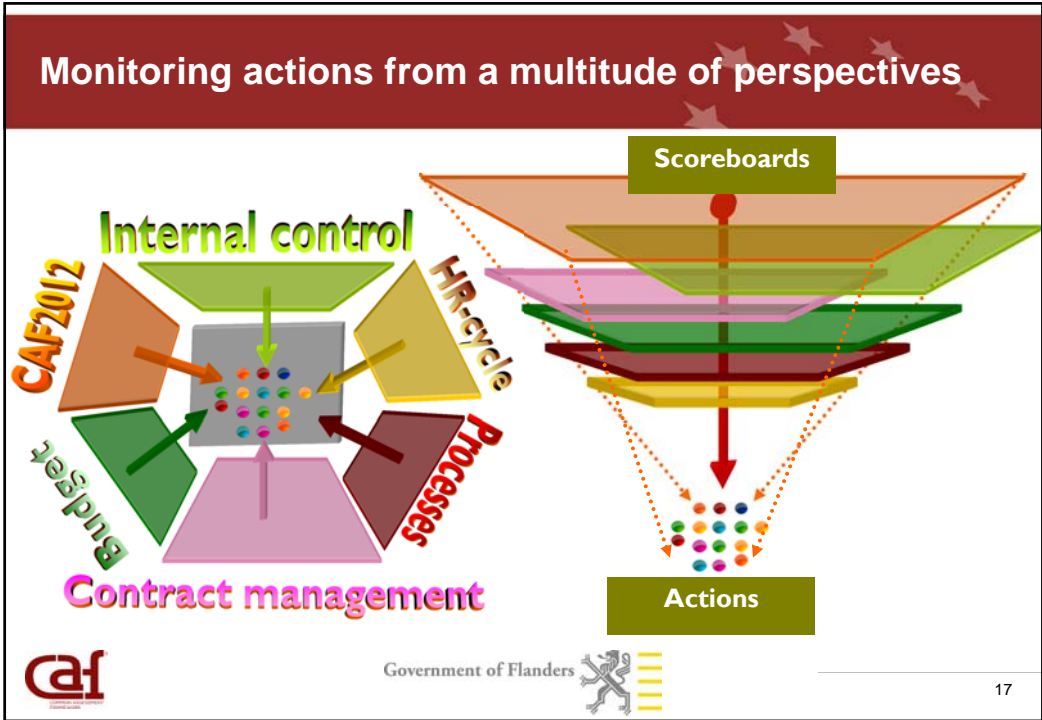
### A cascade of goals down to the individual level





### 3. Managing objectives and results in practice

1. Which actions serve the various goals and who is accountable?
2. Do we realize our actions according to the plans?
3. Do we obtain the desired results?



## A common dashboard (for the policy area)

Different scorecards (views): policy goals, management goals, goals of a specific organisation/team and goals of a specific program

Strategic objective

Operational objectives

Actions

Werkelijk	Doel	Eigenaar	Periode
1,00	1,00	Verstraete, Ronny	Jul 2012
1,00	1,00	Verstraete, Ronny	Jul 2012
1,00	1,00	Spanhove, Jurgien	Jul 2012

Government of Flanders

18

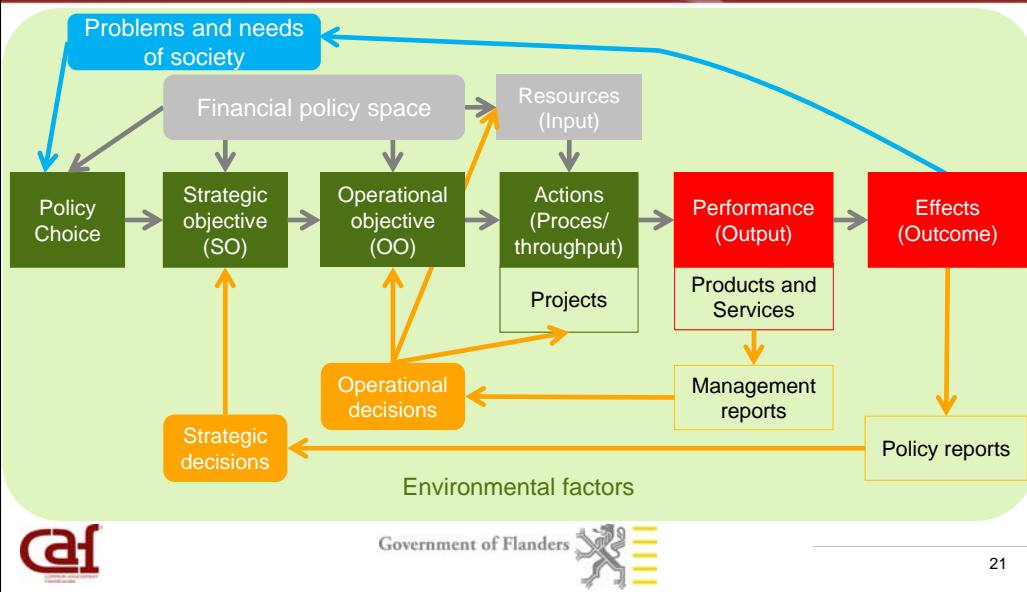
## Milestone reached?

- **When a required action is fully completed or no longer necessary**
- **When a parameter or indicator has been fulfilled according to the commitment**
  - Agreed upon between the Minister and the leading official of the department
  - As prescribed in accordance with the department's mission statement

## 3. Managing objectives and results in practice

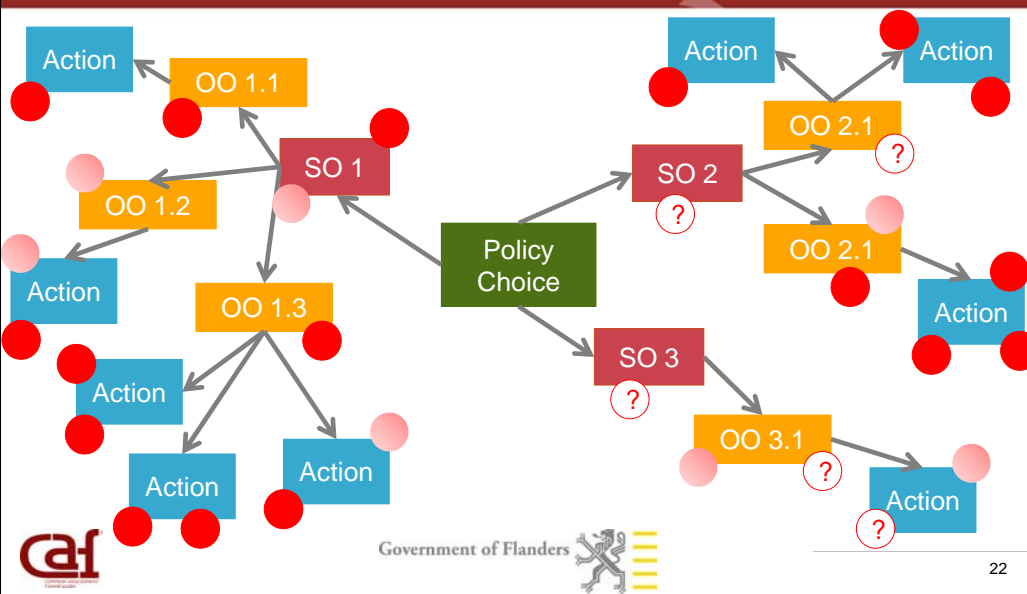
1. Which actions serve the various goals and who is accountable?
2. Do we realize our actions according to the plans?
3. Do we obtain the desired results?

## Why monitoring results?



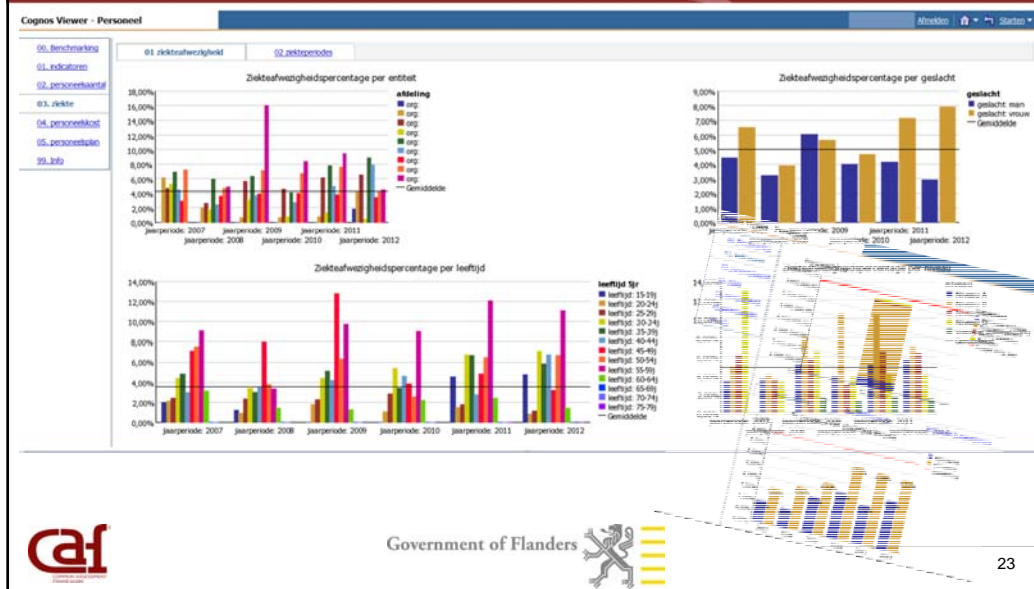
21

## Defining indicators



22

## Underpinning indicators, parameters: start with the essentials...



## Underpinning indicators: start with the essentials ...

- To be convincing indicators should be:

- Universal: applicable to similar organisations
- Reliable: trends should confirm the theory (and not vice versa)
- Available (!)

- Interpret the indicators

Indicators themselves are neutral. They have no 'meaning'. Looking for explanations makes us wiser.

- Public support by all stakeholders is crucial
- Historical data have a baseline, you should start once
- **Therefore: swallow the (uncountable) objections and go ahead...**

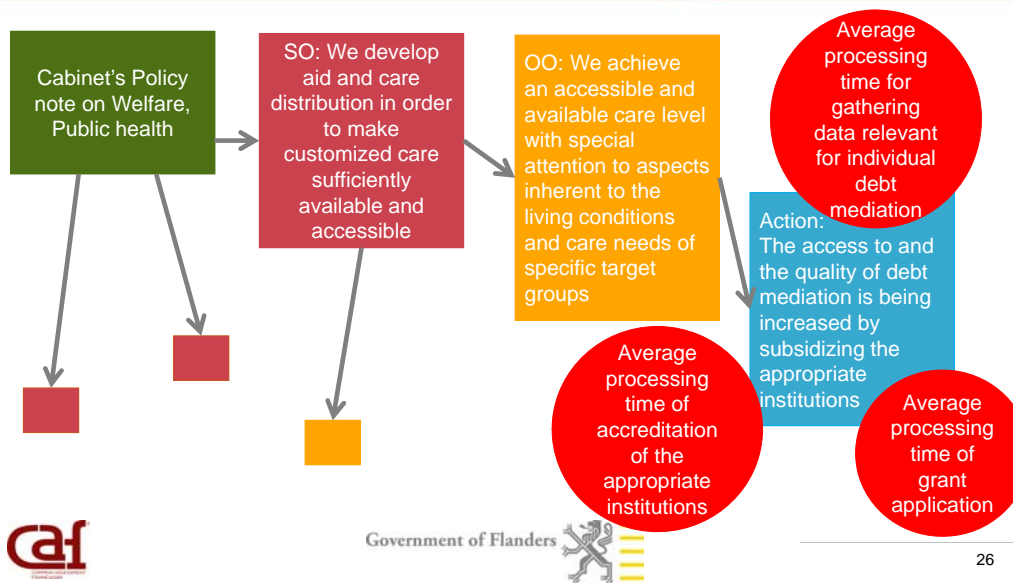


## Clustering indicators of efficiency

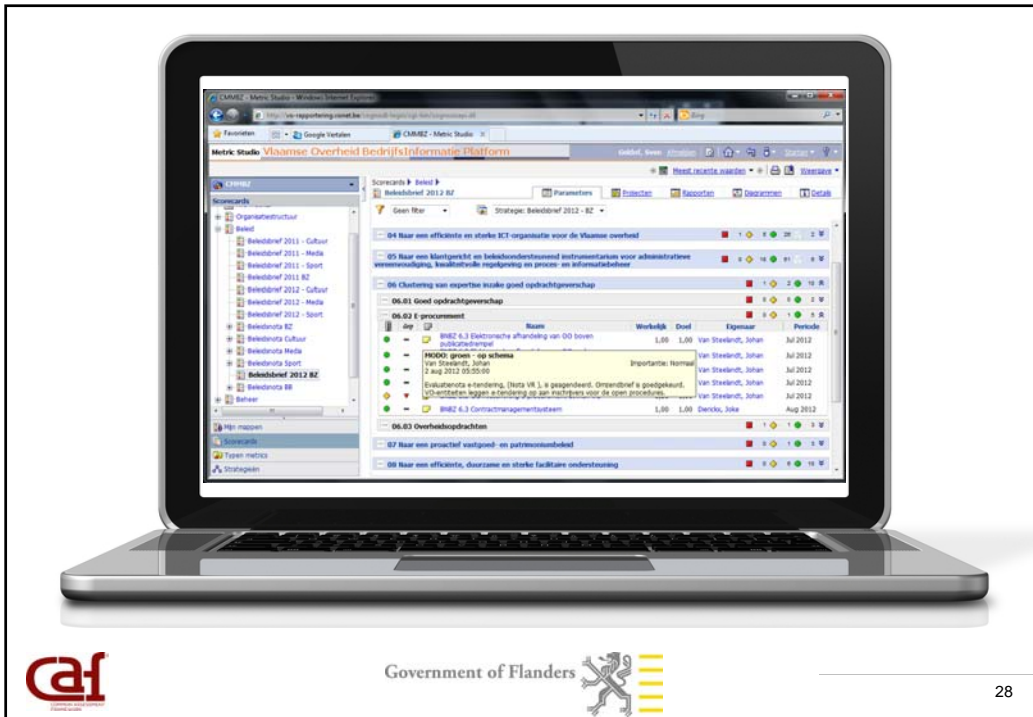
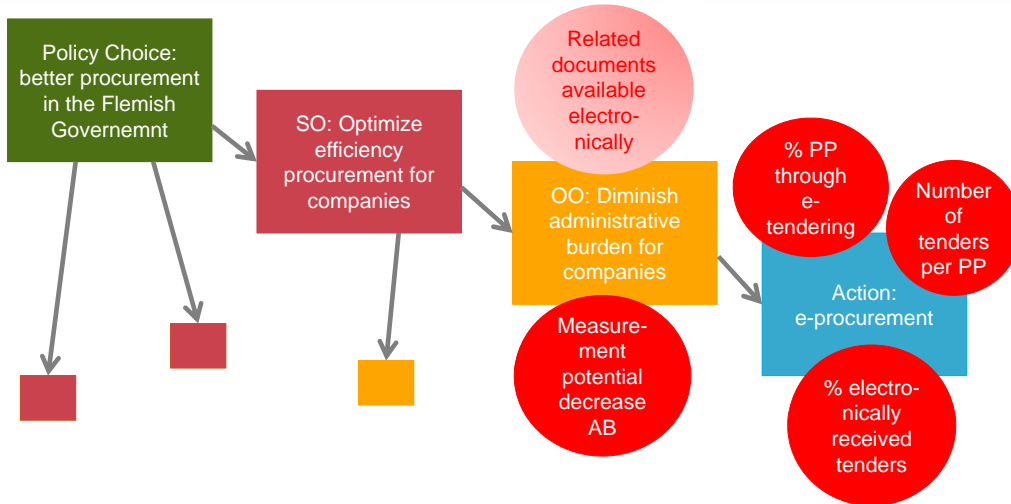
### ▪ By investigating relationships between

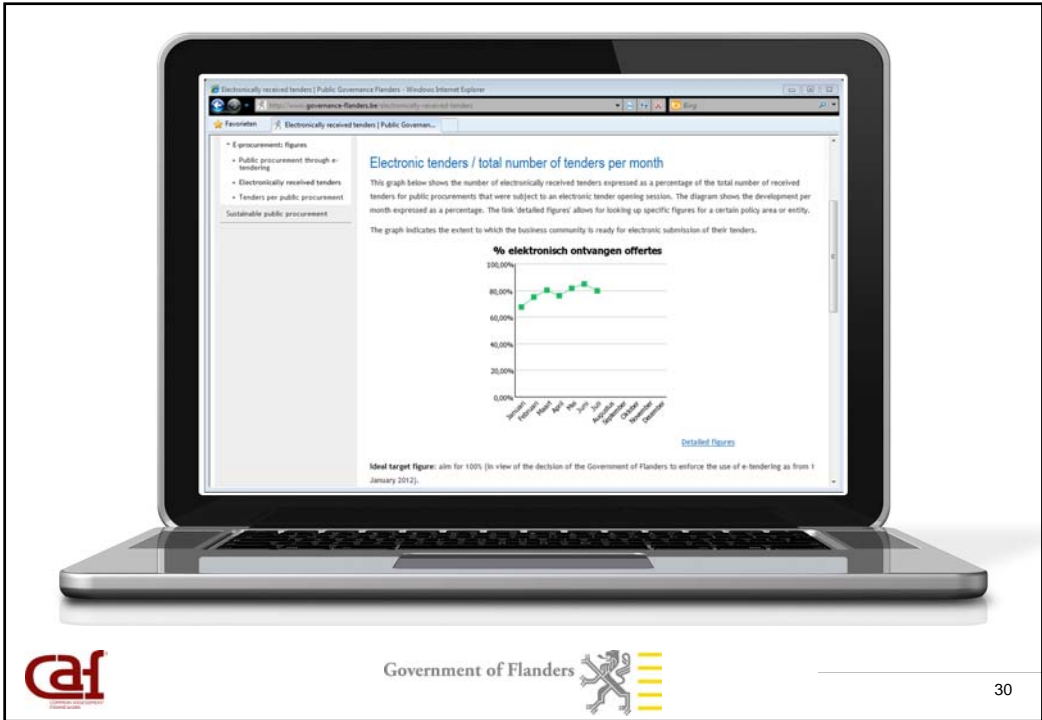
- **Process- or project-related input** (FTE, operating costs) and **internal administrative burdens**,...
- Desired and well defined **administrative output** (workload, quality requirements, turnaround, employees' satisfaction...)
- Desired and well defined **input for external partnerships and institutions** (procedures, subsidies, ...) vs. **external administrative burdens** (forms, data to deliver, applications,...)
- Desired and well defined **output of external partners and institutions** (staffed beds, patients treated, care needs treated, customer satisfaction,...)
- **(Un)wanted effects** (outcome) with regard to the citizens-users and to the institutions
- **Interpretation of the outcome** by means of scientific research, monitoring activities,...

## 4. Example A: Organising dept mediation



## 4. Example B: public procurement





## 5. Advantages of integrated monitoring

- Clear lines of accountability (control & communication)
- Deriving team and personal objectives
- Integration of management and policy objectives
- Transparency
- Efficiency gains (planning, monitoring and evaluation)
- A framework for taking the right decisions

## Success factors

- Coherence of objectives
- Define SMART objectives
- Setting targets (process, output and outcome)
- Define the right indicators
- Unanimity between political and administrative level on objectives, actions and targets
- Trust and collaboration
  - Between the political and administrative level
  - Between different institutions (within a policy area)
- Project management



## Contact us:



The Department of Welfare, Public Health and Family

**Frank Kuylen**

[frank.kuylen@wvg.vlaanderen.be](mailto:frank.kuylen@wvg.vlaanderen.be)

0032 495 571 057

Koning Albert II-laan 35 bus 30

1030 Brussels, Belgium

[http://wvg.vlaanderen.be/departementwvg/brochure/en/lres\\_broch\\_dept\\_en.pdf](http://wvg.vlaanderen.be/departementwvg/brochure/en/lres_broch_dept_en.pdf)



The Department of Public Governance

**Sven Geldof**

[sven.geldof@bz.vlaanderen.be](mailto:sven.geldof@bz.vlaanderen.be)

0032 491 868 472

Boudewijnlaan 30 bus 30 - zone 7B

1000 Brussels, Belgium

<http://www.governance-flanders.be/>



Government of Flanders



34