

SECTION 9

MOTIVATION AND MEASUREMENT OF PERFORMANCE

TOPICS

Measuring Organizational Performance

The Power of a Positive Enabling Environment

Assessing the Political and Economic Context for Success

Strategies to Enhance Demand for High Performance

Fostering a Passion for Continuous Performance Improvement

This section probes how to define and remove challenges to governing body success when the local context and situation do not support high levels of health systems performance. It examines factors that can frustrate or facilitate political, social, and economic conditions in which your health program or organization is most likely to achieve its mission. An essential factor in this success is developing measures of performance.

THE CHALLENGE

A community group in a small village has become frustrated with poor service from community health workers who do not come to work for their health clinics and often do not have needed medicines. What might be causing these issues? And what can members of the local health governing body do to improve the situation?

MEASURING ORGANIZATIONAL PERFORMANCE

The purpose of your work in the governing body is to protect and promote efforts to achieve the mission of your organization. In order to yield significant and sustained results in pursuit of this mission, however, you must lead the work of the governing body to strategies and investments that maximize organizational per-

formance and vitality. The drive for ever-higher levels of organizational performance is motivated by external events and stakeholders, as well as by internal stakeholders, plans, and motivations.

But what if the context in which you work is so weak or disorganized that there is little external pressure to measure and report on your performance? Politicians, the media, purchasers, and your beneficiaries may be too distracted to motivate you toward peak performance.

In such a situation, you and your governing body need to generate a passion to excel from within. You need to draw upon the following: the heritage and history of your organizational founders; the pride of your leaders, members, and health workers; and the recognition that your reason for existence is the enhanced health and wellbeing of the people, families, and communities of your area. To guide this passion and encourage continuous progress, it is important to develop clear measures of your performance that align with your mission, vision, and values.

How can your governing body best define bold and clear performance targets? And how can you establish plans and budgets that guide and motivate your health workers to accomplish these performance measures?

You can draft some key indicators to measure the organization's performance against its plans, but you should not finalize these measures until you engage with your many stakeholders. Their engagement will yield better measures, and they are more likely to understand and help accomplish these measures if they are engaged in the planning processes.

The measures you choose will, of course, vary by the type of your health sector organization and the health needs and resources in your region. You should also make sure the governing body measures are at a high level and focus on strategically important challenges and opportunities. See the sample indicators in Figure 9.1.

FIGURE 9.1 Indicators of health system performance. The governing body of a health system should regularly monitor indicators such as these so that the organization is encouraged to consistently perform well.

DOMAINS	EXAMPLES
Technical quality of services	Low maternal death rate, low infant death rates, low post-surgical infection rates, high levels of immunizations, low levels of medication errors, high levels of at-risk people in treatment for HIV & AIDS
Patient/client satisfaction	Convenience, quality, ethics, ethnic or cultural norms, attitudes of workers
Health worker satisfaction	Safe and comfortable working conditions, access to medicines and supplies, fair compensation, competent supervisors
Service utilization	High use of services that protect, promote, and restore health, and reasonable use of expensive chronic disease services and technologies
Financial vitality	Reasonable unit costs; efficient use of medicines, supplies, and health workers; new sources of revenue; continuous process improvements that avoid corrupt procurements

What Is Performance Management?

The website on performance management of the US Department of Health and Human Services is a starting point for exploring how your governing body can discuss how to strengthen the vitality and quality of your health services work with managers and health workers.¹ [The Centers for Disease Control and Prevention](#)² and the [National Health Service of England](#)³ provide additional resources for performance planning.

Many governing bodies define their performance measures in a “balanced scorecard.” The original authors, Kaplan and Norton, define the balanced scorecard as follows:⁴

“The balanced scorecard translates an organization’s mission and strategy into a comprehensive set of performance measures that provide the framework for a strategic measurement and management system. The balanced scorecard retains an emphasis on achieving financial objectives, but also includes the performance drivers of those financial objectives. The scorecard measures organizational performance across four balanced perspectives: financial, customers, internal business processes, and learning and growth.”

1. US Department of Health and Human Services (DHHS), Health Resources and Services Administration (HRSA), Quality Improvement Methodology: Performance Management & Measurement (Washington, DC: DHHS/HRSA, 2012). Available at: <http://www.hrsa.gov/quality/toolbox/508pdfs/performanceandmeasurement.pdf>
2. Centers for Disease Control and Prevention (CDC), National Public Health Performance Standards, Version 3 (Atlanta, GA: CDC, 2013). Available at: <http://www.cdc.gov/nphsp/materials.html>
3. National Health Service England (NHS), Quality and Service Improvement Tools: Performance Measures Sheet (Leeds, UK: NHS Institute for Innovation and Improvement, 2008). Available at: http://www.institute.nhs.uk/quality_and_service_improvement_tools/quality_and_service_improvement_tools/performance_management.html
4. Robert S. Kaplan and David P. Norton, “The Balanced Scorecard: Measures That Drive Performance,” *Harvard Business Review* 1992; 71-79.

You should aim to develop specific performance measures relating to these four areas according to your needs and circumstances, by considering the following questions.

- **Financial:** How should we appear to our stakeholders in order to succeed financially? (In the public sector, the financial perspective tends to emphasize cost efficiency.)
- **Beneficiary:** How should we appear to the customers/patients and departments with which we work in order to achieve our vision?
- **Internal business processes:** Which internal processes must we excel at in order to satisfy our stakeholders and customers/patients and departments?
- **Learning and growth:** How will we sustain our ability to change and improve in order to achieve our vision?

The [US Department of Health and Human Services⁵](#) and [National Health Service of England⁶](#) provide more resources related to the balanced scorecard. Examples of categories of performance measure are provided in [Sections 14](#) and [27](#).

THE POWER OF A POSITIVE ENABLING ENVIRONMENT

The setting in which your health services organization seeks to accomplish its mission may have many obstacles to success and sustainability. These might include: shortage of money and health workers; confusing procurement regulations; corruption; weak information systems; and a lack of experience in performance service excellence.

In contrast, an environment or organizational culture that enables positive performance should do the following 10 things.

1. **Clearly define what winning looks like:** Look across the entire organization and define what it looks like from a variety of perspectives, such as quality of services and outcomes; beneficiary and health worker satisfaction; procurement; and finance.
2. **Spell out your “preferred culture:”** In the same way that leaders shape and communicate a vision, they also spell out a picture of the culture they are striving for. This can often be just a set of guiding principles or values, but the best seem to go further by establishing preferred behaviors that support these values with answers to these questions: (1) Which aspects of our current culture are we happy/unhappy with? (2) What behaviors are needed to create the culture we want? (3) What behaviors are actually rewarded? (4) Which unacceptable behaviors are tolerated? (5) How do we measure up against each of our preferred behaviors?

5. US Department of Health and Human Services, Health Resources and Services Administration (HRSA), *Balanced Scorecards for Small Rural Hospitals: Concept Overview & Implementation Guidance* (Sterling, VA: HRSA, no date). Available at: <https://www.ruralcenter.org/sites/default/files/Final%20BSC%20Manual%2010.18E.pdf>

6. National Health Service (NHS) England, Quality and Service Improvement Tools: Balanced Scorecard (Leeds, UK: NHS Institute for Innovation and Improvement, 2008). Available at: http://www.institute.nhs.uk/quality_and_service_improvement_tools/quality_and_service_improvement_tools/balanced_scorecard.html#B

3. **Set stretch targets:** Employees tend to rise to the standard set for them. The more you expect, the more they will achieve. But there is a fine line between good stretch targets, which can energize an organization, and bad ones, which can dampen morale.
4. **Connect to the big picture:** The majority of employees want to be a part of a compelling future. They want to know what is most important at work and what excellence looks like. For targets to be meaningful and effective in motivating employees, they must be tied to larger organizational ambitions. Employees who don't understand the roles they play in company success are more likely to become disengaged. Employees at every level should be able to articulate exactly how their efforts feed into the broader company strategy.
5. **Develop an ownership mentality:** When individuals understand the boundaries within which they can operate and where the company wants to go, they feel empowered to make decisions. They most often make the right choices as they begin to think and act like “owners.”
6. **Improving performance through transparency:** By sharing financial information with employees, you can increase employees' sense of ownership. However, being open is not enough. Employees should be trained to understand financial statements. But they should also have an understanding of how their own jobs affect the numbers. Focus on additional metrics besides the financial ones. Employees who are not in the financial world will be able to relate better to the results and will feel more included in the process.
7. **Increase performance through employee engagement:** Employees who are engaged are motivated to give more than is required of their jobs. Engaged employees are committed and loyal to the organization.
8. **Use storytelling:** Storytelling can be a powerful tool when you want to drive organizational change and performance improvement. Leaders must be able use stories to motivate their employees to achieve more than they thought possible.
9. **Communicate with employees:** Internal communication to promote understanding needs to be at the top of the agenda. Have employees heard the message leaders are trying to convey? Do they believe it? Do they know what it means? Have they interpreted it for themselves, and have they internalized it?
10. **Take the time to celebrate:** Celebrate milestones once they have been reached. (see [Section 28](#)). Taking the time to celebrate is important because it acknowledges people's hard work, boosts morale, and keeps up the momentum.

High-performance health organizations do not take their culture for granted. They plan, monitor, and manage it so that it remains aligned with what they want to achieve. Remember the words attributed to Peter Drucker: “Culture eats strategy for breakfast.”

In Wales, the national improvement program for health services offers examples of how health systems encourage high performance.⁷ USAID maintains a [website for high-impact practices](#)⁸ for family planning services, and EngenderHealth has found that high-impact family planning organizations benefit from a positive enabling environment with these nine features:⁹

1. The family planning (FP) program has effective leadership and management.
2. Supportive laws, policies, and guidelines for FP are operational at all levels.
3. Human and financial resources are available for FP and are allocated effectively.
4. Programmatic decision-making is evidence-based.
5. Contraceptive security measures are in place.
6. Advocacy efforts support the FP program.
7. Champions at all levels advocate for FP.
8. Communities are engaged in addressing barriers to FP use.
9. The FP program works to foster positive social norms and transform gender roles.

ASSESSING THE POLITICAL AND ECONOMIC CONTEXT FOR SUCCESS

Recent work by the Overseas Development Institute, the UK's leading independent think tank on international development and humanitarian issues, reinforces the recognition that political and economic policies can make or break the performance of health organizations.¹⁰ With that in mind, governing bodies need to take action to make themselves aware of political and economic factors that could frustrate or facilitate success.

Management Sciences for Health encourages health service organizations to consider such actions that are part of the MOST ([Management and Organizational Sustainability Tool](#)) process.¹¹ MOST is a structured, participatory process that allows organizations to assess their own management performance, then develop and carry out a concrete action plan for improvement. The cornerstone of the MOST process is a three-day workshop. During the workshop, organizational leaders and selected staff come together to build consensus about the stages of development of their organization's management, the improvements

7. National Health Service (NHS) Wales, "1000 Lives Plus of Fywydau" (NHS Wales: Cardiff, no date). Available at: <http://www.1000livesplus.wales.nhs.uk/home>
8. USAID, HIP: Family Planning High Impact Practices (Baltimore, MD: JHPIEGO, 2015). Available at: <https://www.fphighimpactpractices.org/>
9. EngenderHealth, *SEED™ Assessment Guide for Family Planning Programming* (New York: EngenderHealth, 2011). Available at: <http://www.engenderhealth.org/files/pubs/family-planning/seed-model/seed-assessment-guide-for-family-planning-programming-english.pdf>
10. Robert Nash, Alan Hudson and Cecilia Luttrell, *Mapping Political Context: A Toolkit for Civil Society Organizations* (London: Overseas Development Institute, 2006). Available at: <http://www.odi.org/publications/152-mapping-political-context-toolkit-civil-society-organisations>
11. Management Sciences for Health (MSH), *Management and Organizational Sustainability Tool: A Guide for Users and Facilitators*, 3rd ed. (Medford, MA, MSH, 2010). Available at: <http://www.msh.org/resources/management-and-organizational-sustainability-tool-most>

needed, and a plan for making those improvements. This process is aided by detailed instructions for using MOST, including the MOST assessment instrument, a facilitators' guide, and four modules that comprise the workshop agenda.

Governing bodies must also be prepared for the difficult task of finding and removing instances of health systems corruption. [A handbook from USAID](#) offers strategies for such actions.¹²

Given your unique situation, what actions should your governing body take to conduct an assessment of the context in which you will seek to achieve higher organizational performance?

STRATEGIES TO ENHANCE DEMAND FOR HIGH PERFORMANCE

To create an engine for high performance, your governing body will want to take actions to generate internal and external drivers of high performance. Convene a planning session with your leaders to consider the advantages and disadvantages of the possible actions shown in Box 9.1.

BOX 9.1 Actions to increase demand for high performance

Based on conversations with your governing body members, try to develop some ideas for actions to increase demand from within your organization and from outside your organization. Some prompts to stimulate your conversations in each area are below.

- From within your organization. Think about a governing body policy calling for clear job descriptions and a performance management process with merit pay or recognition programming. Also consider a policy that asks for and publishes the results from an annual employee satisfaction survey. What does your organization believe would be good ways to increase demand for more disciplined performance among your staff and colleagues?
- From outside your organization. Is there a Ministry of Health Annual Awards Program for innovations in service excellence among health workers in each province? Can your organization move to establish competency-based certification for governing body member service? Also consider any published guidance from the Ministry of Health for characteristics of a model performance management program.

12. Bertram I. Spector, Michael Johnston, and Svetlana Winbourne, *Anticorruption Assessment Handbook: Final Report*. Prepared by Management Systems International (MSI) for the US Agency for International Development (Washington, DC: MSI, 2009). Available at: http://pdf.usaid.gov/pdf_docs/PNADP270.pdf

FOSTERING A PASSION FOR CONTINUOUS PERFORMANCE IMPROVEMENT

Low-resourced organizations in the health sectors of low- and middle-income countries need to work creatively to stimulate and nurture a passion for continuous improvement that extends from the governing body to the frontline health workers. Here are few ideas to discuss with your governing body:

- Clarify the organizational calls for better performance and stakeholder expectations for more responsive services to meet their needs.
- Learn about high performance and benchmarking with high-performance health organizations.
- Assess current organizational strengths and weaknesses. Focus on developing and celebrating the strengths and reducing the weaknesses.
- Create an organizational operating philosophy that celebrates high performance for the people you exist to serve.
- Identify key differences in the technical service delivery system and the human resource development systems for health workers.
- Design the work system, including jobs, roles, and responsibilities.
- Design a performance measurement and management plan that recognizes and rewards continuously improving results.
- Create a capacity-building plan, including training and staff development.
- Develop a transition plan to manage change.
- Provide for continual renewal to ensure adapting to the changing environment.

Governing bodies can borrow ideas about recognizing and rewarding high performance in civil service settings from a study of health leaders attending the Judge School of Business International Health Leaders Program at Cambridge University. See [Section 28](#).

Discuss these actions with governing body leaders to adapt them to your unique realities.