

The “Whole of Government Strategy Map”

(on the 2007-08 Budget)

“.....The future depends on a partnership for the common good : a coming together of good, enabling Government with responsible and empowered companies and citizens. And I believe the new partnership must be founded on a clear set of objectives; a new contract between the citizen and Government, and a clear, long-term policy framework.”

**Dr The Hon. Navinchandra Ramgoolam, GCSK, FRCP
Prime Minister**

Faced with popular pressure, government agencies around the world are increasingly under scrutiny to perform better, to operate in a transparent and accountable manner, and to communicate their achievements to the population. Confronted with rising citizen expectations and budgetary constraints, many countries responded by introducing public management reforms aimed at improving the efficiency and effectiveness of government operations.

Conscious of these challenges, Mauritius has not lagged behind. Government responded by introducing in quick succession the Performance Management System (PMS) in 2006 and the Programme-Based Budget (PBB) in 2007 - perhaps the two most important frameworks introduced in the public service over the last decade. These reform initiatives emphasise the need to establish a strong link between the resources used to deliver public services (the inputs) and the outcomes of these services.

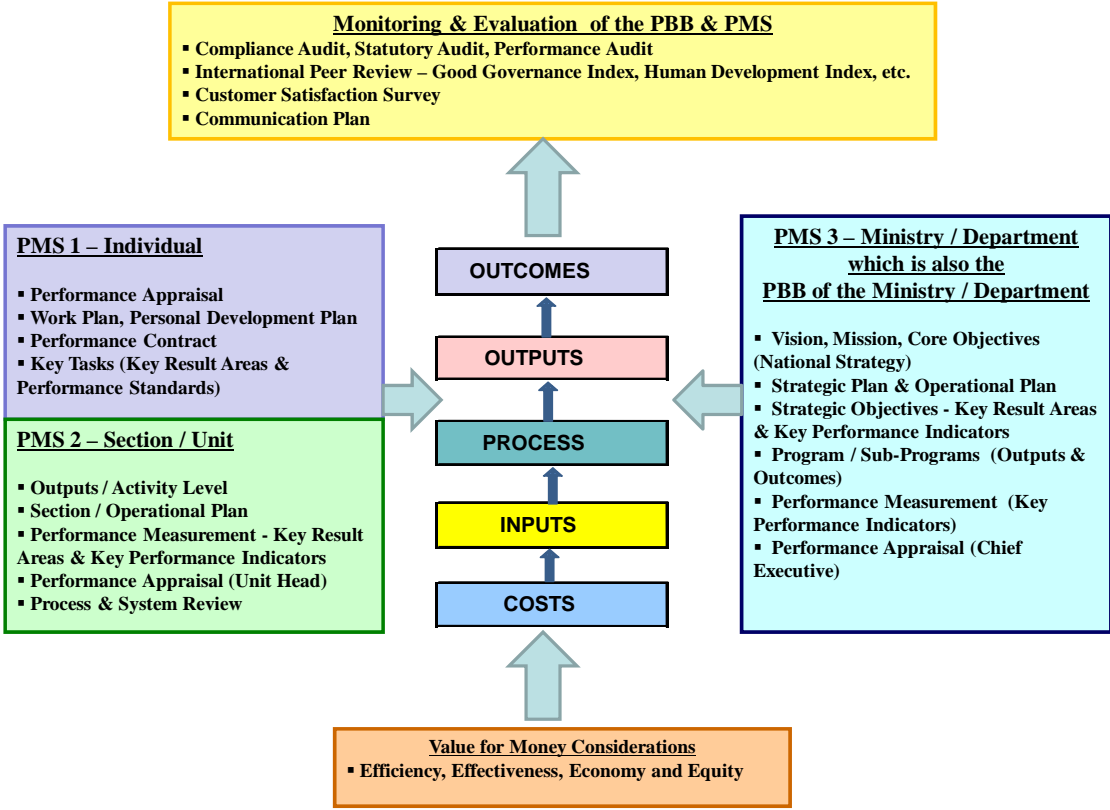
There is a missing link though between the PBB and the PMS. To ensure an effective alignment of the PBB and the PMS, the organisational structure of Ministries / Departments will have to be reviewed as we go along. As a way forward, it is being suggested that, in the first stage, a central agency takes the lead to periodically (say every 4-5 years) -

- review the mission, objectives, strategy, functions, programs and performance indicators,
- determine the optimal organisational structure and manpower (including staff recruitment / reductions, capacity building etc) around programmes,
- identify areas for cost-cutting, including contracting-out services, and
- review systems and procedures, including the use of new technology.

Once this is achieved, the PMS will automatically fall in line with the PBB as each government agency will have to (periodically) review -

- individual roles and responsibilities within the assessment of internal processes and overall structure,
- the needs of customers and stakeholders against current capabilities, and
- the resource mix (financial and human) to meet the organisation’s goals.

The relationship between the PBB and PMS was illustrated in last year’s budget, and is summarised in the diagram below -



Another framework that was introduced in last year’s budget was the **“Whole of Government Strategy Map”** (WOG). This concept, which enables government agencies to *“think across organisational boundaries”* and work in a collaborative mode across jurisdiction and portfolio boundaries, has, however, not captured the attention of many.

The drive for the *“Whole of Government”* approach is not new. It has existed under different names whenever governments were striving to improve **“horizontal integration”** of their services.

In the midst of today’s inter-connected agencies, the WOG concept retains a prime place to assist policy makers and analysts in planning ahead in a coordinated way such that government’s actions have the largest **“positive impact”** on the community. Many countries have adopted the cluster system (where Ministries are grouped into working clusters, e.g. the Social Cluster comprising Ministries of Health, Education, Social Security etc.) that work in a co-ordinated way rather than duplicating their efforts and resources and diluting the outcomes.

Another element that plays in favour of the WOG is the fact that many public policy issues are complex and cross-cutting in nature such that they do not fit into the portfolio of, or can be handled by, a single Ministry or Department. Addressing these cross-cutting issues (be it economic, social or environmental) is often dependent on actions and collaboration of other organisations, i.e. each organisation should understand and be fully aware of what other organisations are doing or intend to do such that their actions are harmonised. In practice, one agency *“champions”* the process and is

held accountable for the outcomes. For example, Mauritius lived through such an experience during the outbreak of the “chikungunya” fever in 2007 and the flash floods of March 2008. In these moments, all the services operated as a “team” to meet a common goal, i.e. to alleviate the suffering of the population.

In addition, the public sees Government as “**one entity**”, and not separate entities working independently of one another. In short, the public, and the international community, wants a “**seamless service**”, saving them time and money, instead of being referred from agency to agency to obtain the service they want.

The WOG also brings in its wake a paradigm shift in the “**mindset**” – public officials move beyond the “agency-bounded limits” to embrace a unique “**problem solving**” attitude that is focused on achieving “**shared outcomes**” across portfolios and jurisdictions. This is also known as the “**One Government**” concept.

In this regard, the WOG is seen as a fitting framework for Mauritius as it has the potential to bring significant improvements within government agencies to progress towards the efficient delivery of services and thus meet their various obligations. The WOG rests on the premise that -

- the core objective of all government agencies is to place the citizen at the centre of attention, and to constantly reinvent itself to serve its customers and the citizens (i.e. to be citizen-centric), and
- all government agencies work together in a collaborative mode and pool their resources (as opposed to a purely compartmentalised approach) as a “networked” government to ensure effective delivery of services (“**Outputs**” and “**Outcomes**”) to attain a common set of goals (the “**Vision**” of government).

In short, the WOG is a tool that calls for a concerted effort by all government agencies to work towards -

- identifying opportunities to improve upon the delivery and integration of government services and geared towards the satisfaction of the stakeholder in mind - change rules and procedures, reorganise and integrate processes around the needs of customers and citizens, and
- promoting high standards of governance (accountability, transparency, integrity, ethical conduct) and performance of public officials embedded with a strong desire to serve the public at large.

By working together, government agencies have a real opportunity to optimise their existing services, as well as to re-think policy-making functions, re-engineer agency structures, and simplify and standardise administrative processes and systems as they go along. In this way, the “**duplication**” of programmes / activities across agencies is eliminated.

It is strongly believed that by creating synergies across agencies, much benefit can be derived in terms of cost efficiencies, operational effectiveness and enhanced capabilities for quality service delivery to the nation. Given the technological advancements of this era, the “**integration**” process should not pose much of a problem.

The WOG and link with the PBB

Once the broad policies (National Strategy) have been laid out in the WOG, the next step is to align these with the budget cycle – i.e. develop the programmes for each government agency within the framework of the Programme-Based Budget. This will ensure that resources and budget are aligned with national goals and priorities, and may eventually be benchmarked against international best practices.

However, this should not be the end in itself. Government agencies must work on the basis that there may be many unknowns. To formulate new policies and programmes, government agencies must also seek the views of private sector experts, their customers and reach out and engage a dialogue with the citizens.

A well-structured “**Monitoring and Evaluation**” system and an effective “**Communication Network**” should also be put in place to receive feedback with a view to help officials make informed decisions.

With this framework in place, Ministry of Finance will retain a coordinating role – i.e. to monitor the “**strategic outcomes**” of Ministries / Departments against the allocated budget, and regularly inform Government of progress in implementation. In the case of continuous poor performance of a particular government agency, Ministry of Finance, in consultation with other agencies, will step in to provide all necessary assistance and advice to help that agency perform better. This framework would be supported by an independent “**Performance Audit**”.

The link between the WOG and the PBB is shown in the table below.

Aligning the “Whole of Government Strategy Map” and the “Programme-Based Budget”

WHOLE OF GOVERNMENT STRATEGY MAP			PROGRAMME-BASED BUDGET FLOWCHART
<u>VISION</u>			<u>Impact</u> <i>(Consequence of outcomes on the country / citizens)</i>
<p>Opportunity: We create the optimal conditions for Mauritians to succeed and be the best they can be.</p> <p>Rooted and Engaged Citizens: We foster a cohesive and harmonious society, based on respect, care and concern for fellow citizens.</p> <p>Home: We give Mauritians an improved standard of living in a dynamic nation.</p> <p>Security: We make Mauritius safe and stable</p>			→
<u>STRATEGIC OUTCOMES</u>			<u>Outcomes</u> <i>(Effect of output on the public, i.e. achieving the broad objectives of Government)</i>
<u>SUSTAINABLE ECONOMIC GROWTH</u>	<u>INCREASING QUALITY OF LIFE</u>	<u>STRENGTHENING NATIONHOOD</u>	→
<ul style="list-style-type: none"> . Macroeconomic Stability . Best for Business and Entrepreneurship . Robust Engines of Growth . Globally Competitive Workforce 	<ul style="list-style-type: none"> . Good, Affordable Healthcare . Affordable, Quality Public Housing . Financial Security . Food Security 	<ul style="list-style-type: none"> . Sovereign and Secure Mauritius . A Strong Mauritian Core . Strong National Identity and Resilience 	→
<ul style="list-style-type: none"> . Lifelong Employability and Good Job Opportunities . Clean Environment . Safe and Secure Home 	<ul style="list-style-type: none"> . Preparedness for Crises . Strong Families . Racial and Religious Harmony . Caring and Inclusive Society 		
<ul style="list-style-type: none"> . Robust Infrastructure, Good Connectivity . Rule of Law . Quality Education . Congenial International Environment 			<u>Outputs (Integrated Government)</u> <i>(Goods or services provided by state agencies to other state agencies, customers and the citizen. Includes measurement of performance indicators and standards of service delivery)</i>
			→
<u>PROCESSES</u>	<u>PEOPLE</u>	<u>FINANCE</u>	<u>Process / Activities</u>
<ul style="list-style-type: none"> . Accountability for Performance . Government in Time for the Future . Customer-centric Government . Consultative Government . Technological Support 	<ul style="list-style-type: none"> . Forward-looking Public Service Leadership . Incorruptible and Committed Public Officers . Public Service as Employer of Choice . Rational and Ethical Behaviour of citizens 	<ul style="list-style-type: none"> . Effective and Efficient Use of Resources . Optimally managed Public Debt . Fiscal Sustainability 	→
			<u>Inputs</u> <i>(Resources used in the production of goods and services)</i>
			<ul style="list-style-type: none"> . Standard operating procedures . Procurement / outsourcing policy . Consumer-centric policy <ul style="list-style-type: none"> . Services of people, building, equipment, vehicles and other entrants in the process . Money used to buy the inputs (Finance / Budget)