A RESULTS AND DELIVERY CULTURE

Twentieth Annual PPX Symposium 2016

Brian Pagan,
Assistant Secretary
Expenditure Management Sector
Treasury Board of Canada Secretariat

What are we talking about and why?

- The Government is committed to evidence-based decision making

- The Treasury Board President's Mandate Letter underscores the importance of government performance, experiments, innovation, and parliamentary reporting

- The Prime Minister has signalled the importance of achieving results in establishing the Cabinet Committee on Agenda, Results and Communications (ARC) and its supporting Results and Delivery Unit (RDU) at PCO

- In the PCO Report on Plans and Priorities, the Prime Minister also highlighted the need to develop new, simplified forms of reporting to Parliamentarians and Canadians

The Results Universe
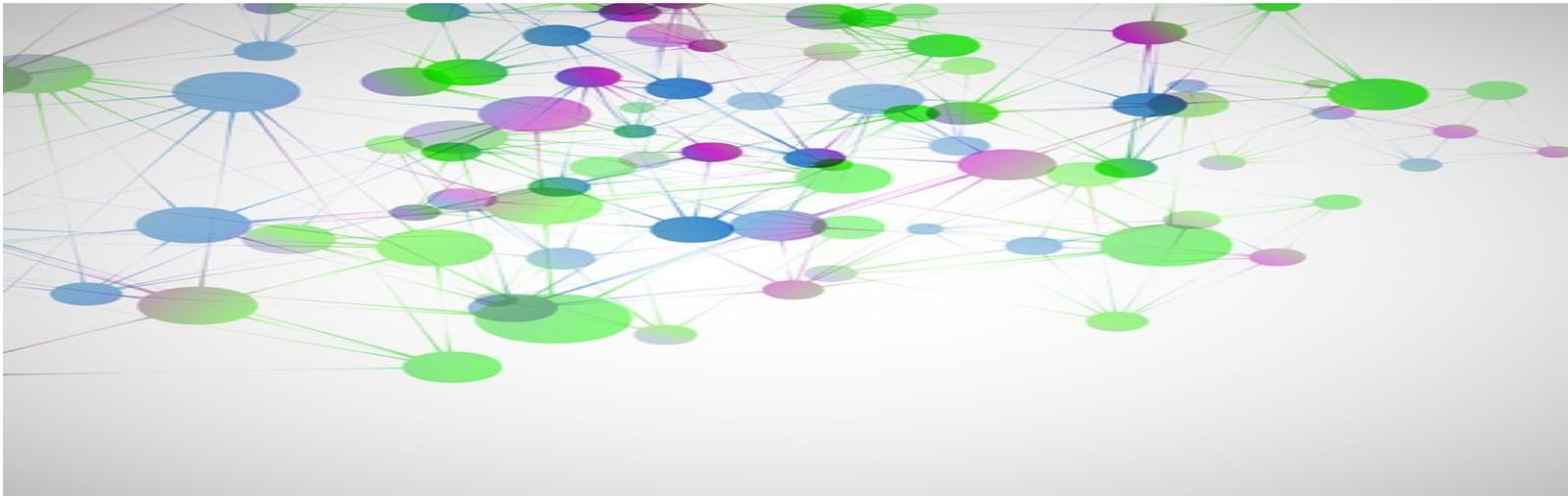
Departments …

Manage themselves internally	Create Program Alignment Architectures (PAA)	Evaluate their results	Propose new spending	Report performance to Parliament and Canadians
▪ Departments report performance measurement and financials to TBS	▪ Does not align with organizational structure ▪ Programs contribute to a unique strategic outcome ▪ Programs must hierarchically contribute to each other	▪ Departments evaluate all direct government spending, and make evaluations public ▪ Address a fixed set of five core issues	▪ To create a new program, departments submit a Memorandum to Cabinet and then a Treasury Board Submission to get policy and spending approval, respectively	▪ Reporting based on their PAA ▪ Reports made in Departmental Performance Reports, and Reports on Plans and Priorities

Learning from the past

Performance Measurement

▰ **PRAS** (1996): focused largely on what departments did (i.e. business lines) and was, accordingly, criticized for not focusing on results and establishing some link between what was being spent and what departments were seeking to achieve

▰ **MRRS** (2005): focused on results but introduced a program alignment architecture insufficiently focused on ensuring high-quality indicators and giving rise to an isolated planning regime geared to satisfying reporting requirements and divorced from the reality of how departments were actually run

Evaluation

◣ **Coverage**: from full (1977), to risk-based (2001), and back to full (2009). Full coverage was criticized for limiting resources that could be assigned to priority areas; risk-based was criticized for missing some programs that should be evaluated

We Can Do Better

We do a lot of reporting that is **not widely read**

Weak performance information and **unclear** contribution to government priorities

Departments organize their programs in ways **that don't always focus** on the results that matter to Canadians

Evaluations **stretched thin** to achieve comprehensive coverage every five years, limiting resources to cover riskier programming

Solutions

Telling **Canadians** a clear and compelling story of the difference departments are making in their lives

Working **collaboratively** to help departments improve their results focus

Adopting **simpler** and more **flexible** structures focused on more meaningful **outcomes** and **indicators**

Providing **ministers** with a clear understanding of what the department is focused on and how it's doing

What role does TBS play?

- The Treasury Board of Canada Secretariat serves as the government's **management board**, **expenditure manager**, **employer**, and **regulatory oversight** body.
- As such, it has a number of levers that affect how departments track and deliver results, including:
  - Performance measurement
  - Evaluation
  - Treasury Board Submissions
  - Parliamentary reporting

Support

To bring about a change, TBS will need to take a leadership role in collaborating with and supporting departments, serving as a centre of expertise on results and delivery.

An Integrated Approach

Agenda , Results and Communications Committee
Focused but deep

Identify and track top priorities. High-level support and attention to monitor implementation, clear roadblocks and ensure successful delivery.

A RESULTS CULTURE TO PERMEATE THE WHOLE OF GOVERNMENT

Treasury Board
Broad but lighter-touch

Authorize new departmental expenditures through TB Submissions. Ensure transparent and clear public reporting and an ethos of delivery across government

A Vision

MEASURE

Implementing clear responsibility and accountability for performance measurement, and encouraging centres of expertise to drive high-quality measurement and indicators

EVALUATE

Improving evaluations to allow for more flexibility in evaluation planning and to improve the impact of evaluation on learning and delivery and results

REPORT

Replace departmental PAAs to focus reporting on what matters to Canadians, and provide a clear and simple way of communicating what departments do, what they are trying to achieve, and how they will assess success

Benefits

☑ Departments tell Parliament and Canadians a **clear results story** about what they are trying to achieve, how they will achieve it, and how they will assess success

☑ **Results are achieved** across the board

☑ Performance measurement and evaluation are strengthened and provide the **evidence** needed to support the delivery of results

☑ Performance measurement and evaluation can be used to **inform decisions** as well as program and policy **learning** and **improvement**

☑ Departments are **transparent** on the difference they are making for Canadians
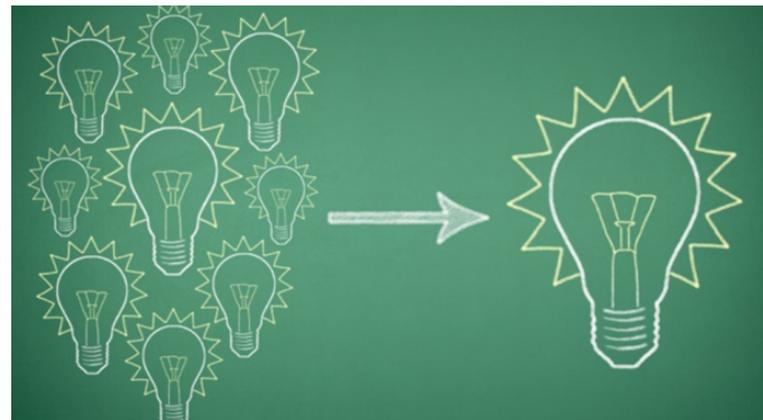
Considerations

- **Data** will need to be carefully managed to allow for trend analysis

- Changes will need to accommodate the wide **diversity** of departments in size, focus, and operations

- **Timelines** for any changes will need to be long enough to allow departments to manage the change

- Driving the change will require **capacity** for performance measurement and evaluation

- Achieving the benefits will require **engagement** and close **collaboration** between TBS, PCO, and departments
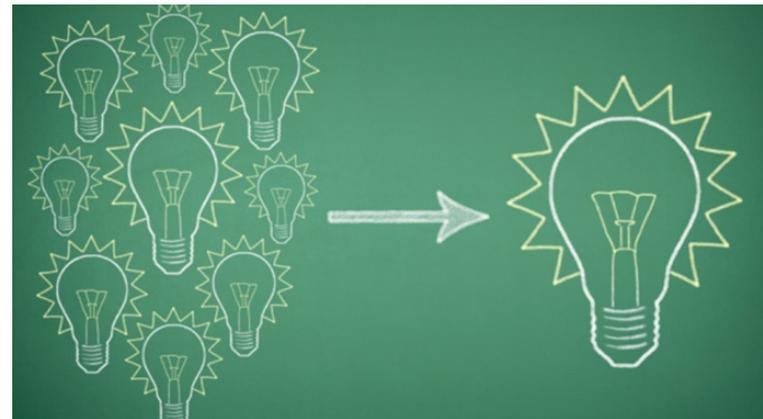
Managing the Change

Changing cultures requires ongoing involvement over time and a mix of requirements and support that drives the change from all angles.

Governance

- Changing the incentives departments face
- Modifying the policy and other requirements departments must comply with
- Creating new delivery and reporting routines
- Allowing flexibility, while encouraging departments to find their best option

Collaboration

- Providing training both directly and through the Canada School of Public Service to program managers, evaluators, and strategic planners on how to plan for, measure, and deliver results
- Working with departments in supporting and implementing change
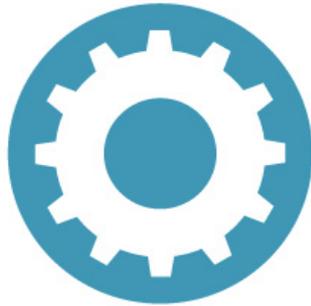- Providing 'hands-on' expert advice

Tools

- Supporting IT system changes in departments and TBS
- Enabling direct data collection from departments
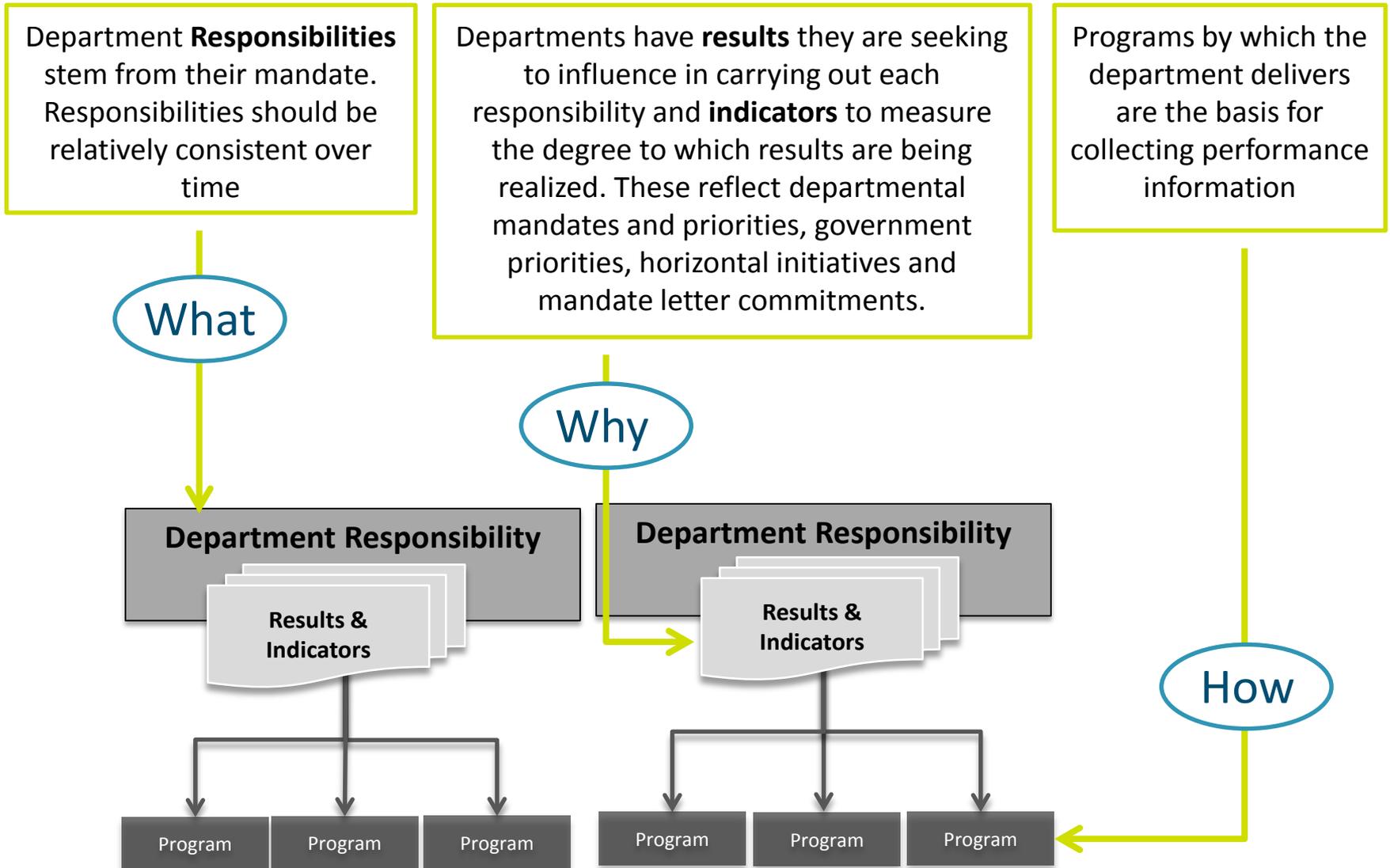- Enhancing InfoBase to allow for transparent and accessible information to Parliament and Canadians

QUESTIONS?

Gaps? Risks? Concerns?

Annex

Structure

Department **Responsibilities** stem from their mandate. Responsibilities should be relatively consistent over time

Departments have **results** they are seeking to influence in carrying out each responsibility and **indicators** to measure the degree to which results are being realized. These reflect departmental mandates and priorities, government priorities, horizontal initiatives and mandate letter commitments.

Programs by which the department delivers are the basis for collecting performance information

What

Why

How

Department Responsibility

Results & Indicators

Department Responsibility

Results & Indicators

Program	Program	Program

Program	Program	Program

Vision for performance measurement

Track results across government	• Ensure that at across government, results and performance are being tracked and data collected whenever possible	**High-quality indicators that are valid and reliable**	• Develop centers of expertise for performance measurement in departments and TBS to drive high-quality performance measurement
Indicators give Canadians a clear idea of the difference departments are making	• Strengthen high-level indicators so they speak to the issues Canadians care about • Increase flexibility for other indicators to best serve management needs	**Clear accountability for performance measurement**	• Establish clear accountability for performance measurement in departments, centralized in a single point
Use the best of what we have, but improve weak spots	• Encourage departments to continue to use their high-quality performance indicators, but develop new ones to replace those that are weak	**Expertise for performance measurement**	• Develop the community of performance measurement experts • Consider training and competency requirement opportunities

Vision for evaluation

Promote that all programs be evaluated periodically but allow flexibility	• Risk- and priority-based coverage • Introduce exemptions to FAA requirements • Fill information gaps with centrally-led evaluations	**Expand evaluation toolbox**	• Encourage use of a wider range of evaluation types (e.g., designed for the program life-cycle; tailored to user needs) • Promote more focused and rigorous analysis
Flexibility with core issues and timing	• Core issues no longer mandatory • Timing of evaluation based on needs	**Governance Committee**	• Strengthen and integrated oversight of the quality, utility and use of performance measurement <u>and</u> evaluation information
Alternative evaluation reporting	• Allow for dissemination of evaluation summaries rather than full reports • Encourage use of innovative data visualization tools and products	**Expertise for evaluation**	• Enhance training curriculum • Clear competency requirements • Opportunities to earn certification and professional designations

Vision for reporting

Focus Parliamentary reporting on what matters to Canadians	• **Enhance Canadian understanding of what departments seek to achieve, do achieve, and the resources used to do so**	**Ownership of key results at a high level within departments**	• **Ministers and deputy heads are involved in the process of developing the results their departments will seek to achieve**
Departmental results are clearly linked to government priorities	• **What departments do and are trying to achieve is clearly linked to government priorities, mandate letter commitments, and horizontal initiatives**	**Decisions are taken based on results in MCs, TB Subs, and other instruments**	• **Increase use of results information in allocating resources**
More flexibility	• **Provide departments with the flexibility to articulate an architecture that is more reflective of how their programs are managed**	**Central agency requirements and tools are aligned**	• **Coordinate among central agencies to minimize duplication of requirements and asks**

17