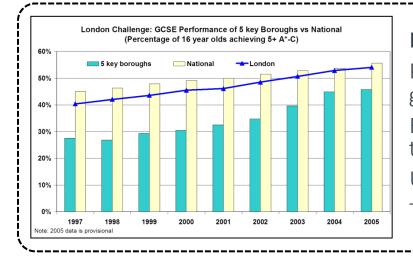
## **Government performance management systems:**

- 1. The UK's Prime Minister's Delivery Unit in the 2000's slides 2–22
- 2. The implementation unit 2012 onwards slides 23–39

## Why look at PMDU: delivery successes



Improving the performance of London Schools. PMDU/DfES identified 60 schools with a performance gap of 17.5 percentage points. Expert practitioners, most of whom were head teachers, went into the schools Used best practice to construct a tailored package. They more than halved the gap in 3 years.

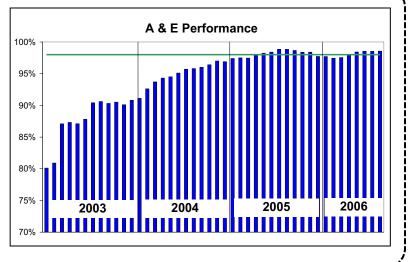
Reduced waiting times – 98% of patients treated or admitted within 4 hours.

Weekly monitoring was introduced;

A proven best practice encouraged "see and treat" dealing with minor injuries promptly

Failing programmes refocused or bypassed.

Best practice was identified and increasingly adopted. Struggling hospitals got extra support from experts.



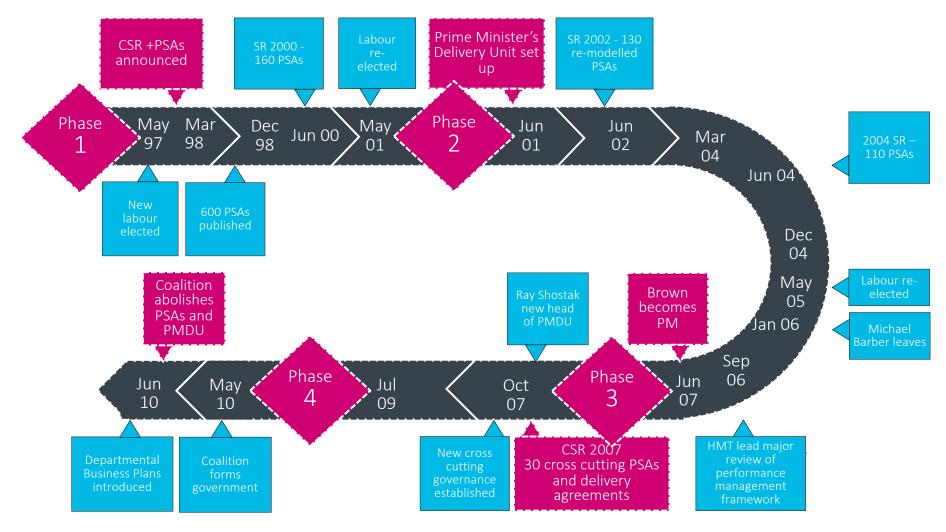
Source: Panchamia, N., and Thomas, P., Civil Service Reform in the Real World, Institute for Government, 2014.

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### Why set up a unit: legacy

- The reform fundamentally changed the accountability of civil servants and ministers for delivery they accept that delivery is a major part of their day job.
- The use of objectives, performance indicators and measurement to make progress transparent
- Greater value placed on the quality of leadership and management
- Learning and adopting new ways of working and good performance 'routines' which outlasted the reform that introduced them.
- A more outward-facing organisation connected to other organisations, perspectives and ways of thinking to inform the policy development process

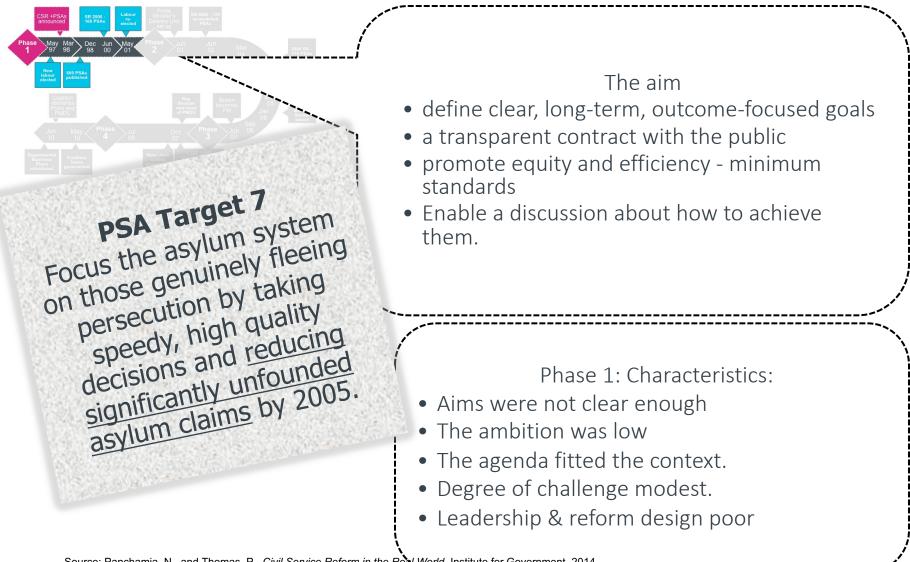
### **Public Service Agreements and PMDU**



Source: Panchamia, N., and Thomas, P., Civil Service Reform in the Real World, Institute for Government, 2014.

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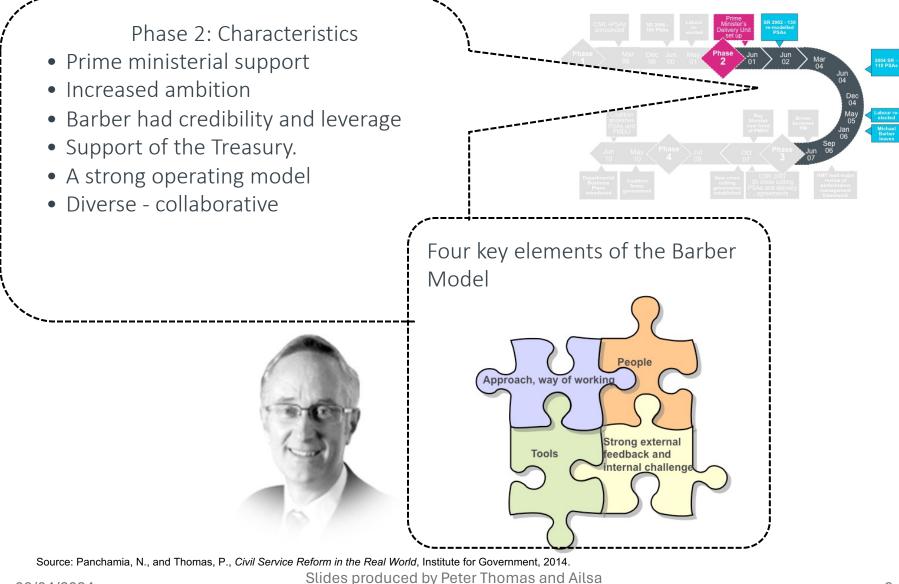
### Phase 1: The accidental birth of PSAs



Source: Panchamia, N., and Thomas, P., Civil Service Reform in the Real World, Institute for Government, 2014.

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### Phase 2: PMDU electrifies PSAs



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## Keep asking 5 very good questions...

**Question 1: What are you trying to do?** We wanted clear priorities and a clear definition of success. Our goals were intentionally ambitious. Whether not it is a target I secondary.

**Question 2: How are you trying to do it?** We wanted plans that drove action. Our requirement for a visual trajectory forced clarity about the link between actions and impact. They allow progress to be monitored and enable lessons to be learned.

**Question 3: How, at any given moment, will you know you are on track?** We introduced monitoring "stocktakes," between the ministers and Blair. We examined the data, had an honest conversation, and made decisions.

**Question 4: If you are not on track, what are you going to do about it?** Some problems are relatively simple to fix; others are much harder. For the latter, what matters is that you try something—and if that doesn't work, try something else, and keep trying until you get a result.

**Question 5: Can we help?** The PMDU rolled up its sleeves and helped solve problems. We never yelled at people. Instead we built trusting relationships. We shared responsibility for the outcomes but didn't take credit for success.

### Priorities, trajectories, actions, plans

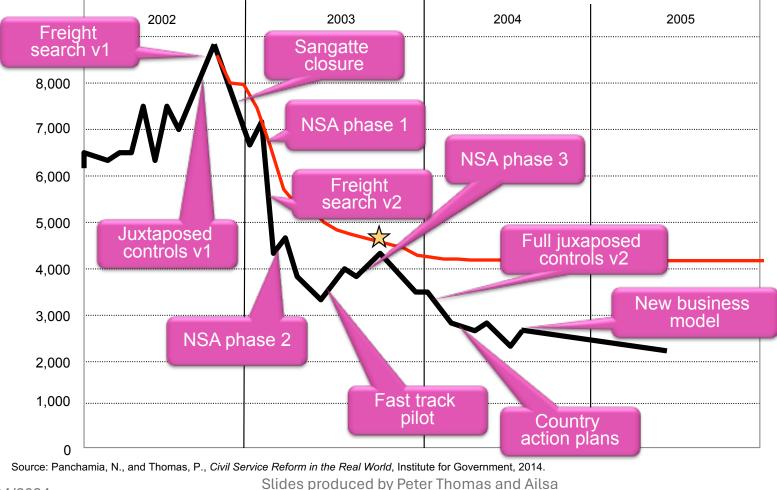
**Question 1: What are you trying to do?** We wanted clear priorities and a clear definition of success. Our goals were intentionally ambitious. Whether not it is a target I secondary.

**Question 2: How are you trying to do it?** We wanted plans that drove action. Our requirement for a visual trajectory forced clarity about the link between actions and impact. They allow progress to be monitored and enable lessons to be learned.

### What action will deliver the priority?

Trajectory (visual plan showing impact of actions) Actual performance

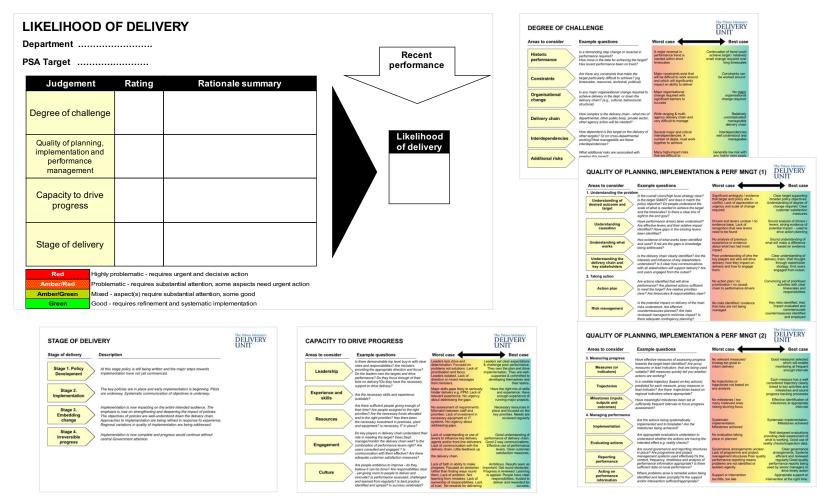
Monthly Asylum Applications (principal applicants only)



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### Assessing likelihood of delivery

We started by assessing their plan: this is the start of the dialogue and relationships that are at the heart of the PMDU model.



Barber, M., et al., Deliverology 101: A Field Guide for Educational Leaders, Corwin, 2011.

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### Monitoring, accountability and action

**Question 3: How, at any given moment, will you know you are on track?** We introduced monitoring "stocktakes," between the ministers and Blair. We examined the data, had an honest conversation, and made decisions.

**Question 4: If you are not on track, what are you going to do about it?** Some problems are relatively simple to fix; others are much harder. For the latter, what matters is that you try something—and if that doesn't work, try something else, and keep trying until you get a result.

There were three elements to understanding progress, holding people to account for progress and agreeing action to get on track.

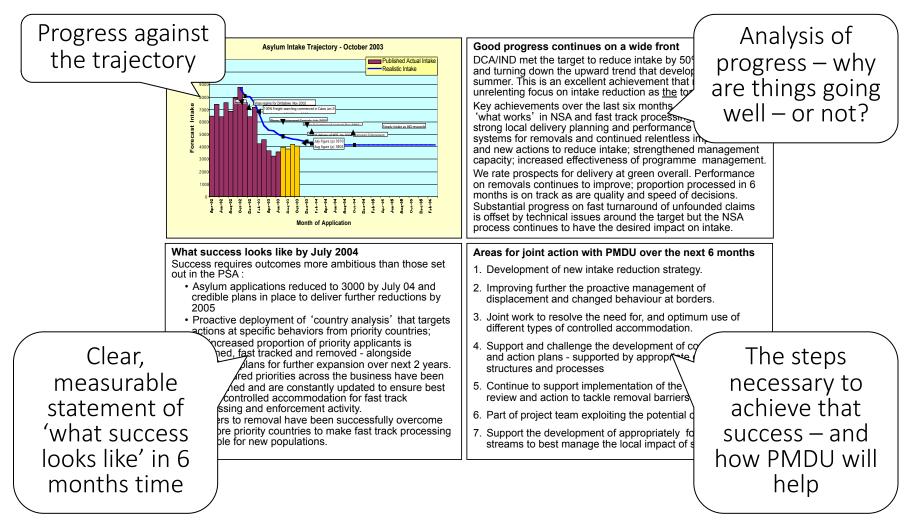


Source: Etheridge.Z & Thomas.P, Adapting the PMDU Model, Institute for Government, 2015.

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## Six monthly delivery report

This report was a big deal – a lever that made departments take action and make sure their minister had a good story to tell.



### Face to face accountability

The 'prime ministerial stocktake' approach was designed to:

- ensure that there was focus, clarity and a sense of urgency on issues affecting delivery
- hold individuals to account
- update the Prime Minister on progress
- discuss options and gain agreement on key actions needed (often on the basis of a priority review report)
- identify new policy needs
- ensure cross-departmental co-operation
- celebrate success when key milestones were met





Source: Etheridge.Z & Thomas.P, Adapting the PMDU Model, Institute for Government, 2015.

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### **Regular assessment and follow-up**

We started by assessing their plan, and then regularly assessing progress in six monthly delivery reports.

	December 02			July 02				December 03								
Assessment of Delivery	Degree of challeng e	Quality of planning	Capacity to drive progress	Stage of Delivery	Likelihoo d of Delivery	Degree of challeng e	cuanty or planing, implementa tion and performanc e	Capacity to drive progress	Stage of Delivery	Likelihoo d of Delivery	Degree of	challeng quality of planning,	mplementa tion and serformanc e	Capacity to drive progress	Stage of Delivery	Likelihoo d of Delivery
Ensure effective asylum process	Н	AR	R	2	R	Н	AG	AG	2	AG		н 💋	AG	AG	3	G
Reducing significantly unfounded asylum claims	н		l WR I I	2	R	н	G	G	3	//AG//		н 💋	AG //	G	3	G
Fast turnaround of manifestly unfounded cases	н		\\\AR\\\	1		н	//AG///		2	\\Wk\\\		н	AR \	AG	2	
By 2004 75% of substantive asylum applications are decided within 2 months	1	G	G	3	G		G	6	3	G		L	G	G	4	G
By 2004 a proportion (tba) of substantive asylum applications including final appeal, are decided within 6 months	н	R	R	2	R	N			2			M	G	G	2	AG
Taking high quality decisions	м		R	1	R	L	G	G	3	G		L	G	G	3	G
Remove a greater proportion of failed asylum seekers	Н	R	R	2	R	М	11144117		2			M	G	//AG///	3	G

This is an increasingly well managed and sustainable organisation. Our assessment shows that their capacity and performance has been transformed over the last 12 months. Leadership has rightly focused effort on increasing the capacity of the organisation to deliver. There is impressive progress on the eight challenges identified in the last delivery report:

**1. Maintain ambition and challenge** - JPB is leading by example and used evaluation of key projects to provide challenge to priorities, structures and processes. It is critical these challenges are carried through into the new strategy. They have provided the clear signal that further progress on intake is required.

**2. Accelerate effective performance management** - The programme boards have matured to provide increasingly effective challenge to performance, drive new actions and identify key strategic issues for resolution. The review of programme management identified the need for an effective mechanisms to deal with cross cutting issues. The most important of these is a 'country focus' to challenge strategy, actions and impact across all programme boards.

**3. Establish effective corporate management to join up the organisation** - JPB collaboration, focus and performance continues to improve. An outstanding challenge is to find the right way to lead cross cutting issues/projects.

**4. Engage and energise staff** - some progress has been made at more senior levels but there remains a major challenge to align staff more widely with clarified priorities. Success will depend on developing more effective internal communications and requires a stronger approach to organisation development that gets regular direction, drive and challenge from JPB.

5. Strengthen and develop middle management - substantial progress has been made - targeted on critical business areas with some excellent new managers in place.

**6.** Re-build the big picture to shape the next delivery plan (and make time to evaluate, learn, and inform strategy) - well underway as part of the strategic planning cycle. High quality evaluation of NSA & fast track has provided a crucial platform for the new delivery plan. But there remains a lack of capacity to support strategy thinking and cross cutting work.

7. Managing the impact of SR2002 settlement - The JPB has taken a grown up approach to this challenging area.

## Joint problem solving 'priority reviews'

**Question 5: Can we help?** The PMDU rolled up its sleeves and helped solve problems. We never yelled at people. Instead we built trusting relationships. We shared responsibility for the outcomes but didn't take credit for success.

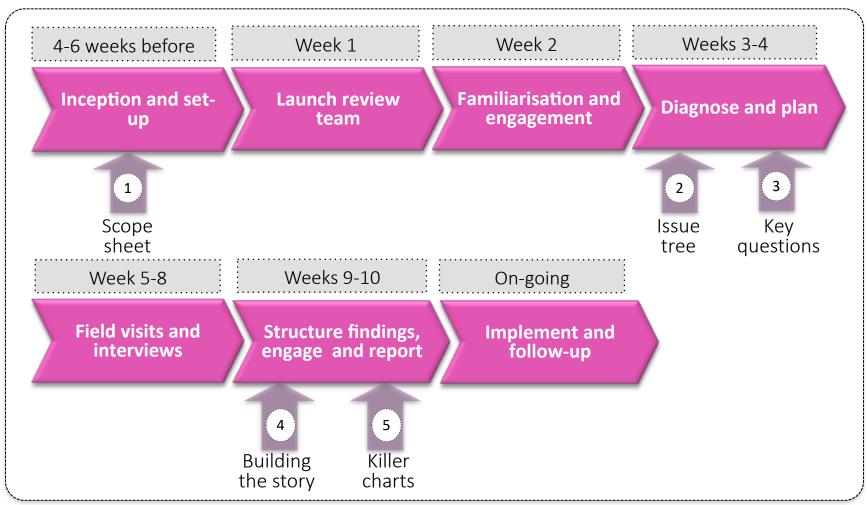
Key features of 'priority reviews'

- 1. A partnership to engage departments and create commitment to action
- 2. Pace and urgency a report in 6-12 weeks
- 3. Proven tools and methods
- 4. A strong team approach mix of expertise and skill
- 5. Outside challenge to stress-test existing strategies
- 6. Sharply focussed on the key delivery issues
- 7. Fieldwork that tracks delivery down to the front line
- 8. Firmly rooted in evidence and data
- 9. Produces results through a prioritised action plan

Source: Etheridge.Z & Thomas.P, Adapting the PMDU Model, Institute for Government, 2015.

## The priority review process

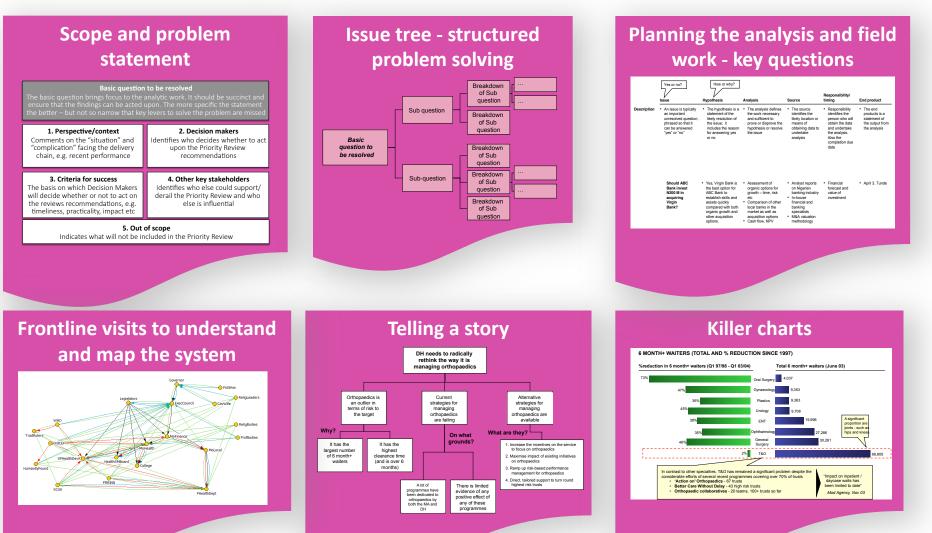
The approach uses key tools that bring rigour and is obsessive about building in engagement throughout the review.



Source: Etheridge.Z & Thomas.P, Adapting the PMDU Model, Institute for Government, 2015.

## 6 tools bring focus, discipline and impact

Six review tools are essential to deliver the insights and impact...



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06/04/2024

Acronyn

Name of Actor

Actor Category

## **Lessons from reviews**

The reviews were key to the credibility and effectiveness of PMDU...

- They help you to build trust and good relationships with ministers and officials
- You have helped them succeed and they will want to work with you again
- The strong focus on action to tackle evidenced problems not just hunches or treating symptoms
- They create clear actions with timescales that can be monitored
- You keep looking at your delivery trajectory to see if the actions are working
- By doing things you learn about what works and what doesn't
- You are building capability in the people, departments and organisations you work with

Source: Etheridge.Z & Thomas.P, Adapting the PMDU Model, Institute for Government, 2015.

## Approach, way of working

PMDU valued partnership working, frontline know-how and impartial, evidence based problem solving

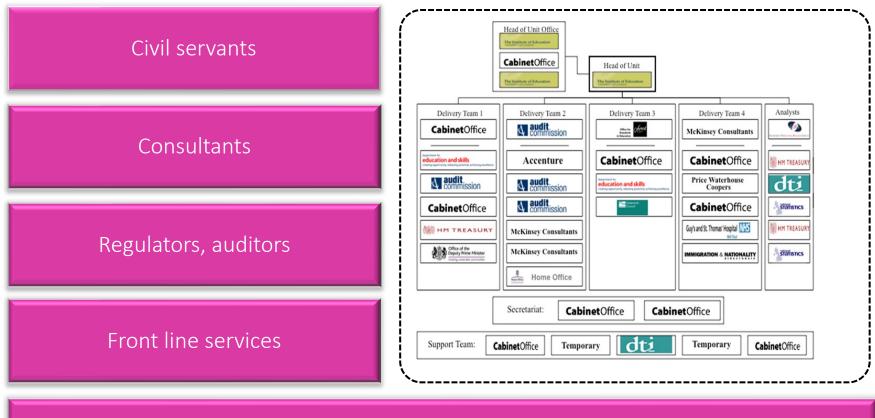
Strong partnership with departments	to ensure a shared understanding of issues and a shared commitment to action					
Engagement with the front line and all levels in the delivery system	to understand the impact of existing policy and the benefits and risks of proposed action					
Impartial, external challenge to departments	to add real value to delivery planning and implementation					
High quality analysis and evidence based data	to monitor progress against trajectory, identify the impact of key policy elements and focus what matters most					
Source: Etheridge 7 & Thomas P. Adapting the PMDU Model. Institute for Government. 2015						

Source: Etheridge.Z & Thomas.P, Adapting the PMDU Model, Institute for Government, 2015.

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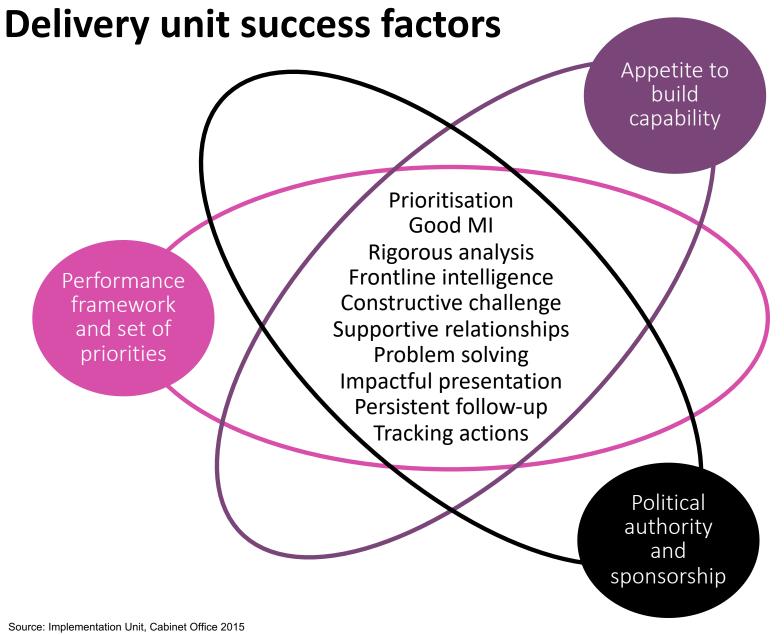
### People

High quality staff in teams with right skill and knowledge mix. Trained and coached to use unit tools.



Training for all staff in core tools and skills: problem solving; facilitation; presentation; negotiation; and, engaging the front line

Source: Etheridge.Z & Thomas.P, Adapting the PMDU Model, Institute for Government, 2015.



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## Setting up a delivery unit

What are the key steps?

Barber describes three key components of the PMDU approach, with a fourth strand that runs throughout:

- establishing a small team focused on performance
- gathering performance data to set targets and trajectories
- having routines to drive and ensure focus on performance.
- Through each of these components runs a critical thread: relationship building.

We have added to this and broken parts of it down into 11 elements or stages of creating a delivery unit. Some overlap or run in parallel.

### ONE: SET UP A SMALL TEAM FOCUSED ON PERFORMANCE

- making the case for a delivery unit
- establishing the delivery priorities
- designing the operating model
- establishing, staffing and training the unit

### TWO: GATHER DATA TO CREATE TRAJECTORIES

- engaging and communicating with leaders of delivery priorities
- clarifying ambition, success and measures
- developing and assessing delivery plans and delivery trajectories

### THREE: ROUTINES TO DRIVE AND FOCUS ON PERFORMANCE

- regular reporting and updates on delivery
- delivery stocktakes
- priority reviews to solve delivery problems
- continuous engagement with delivery leaders.

### THROUGHOUT: RELATIONSHIPS BUILDING

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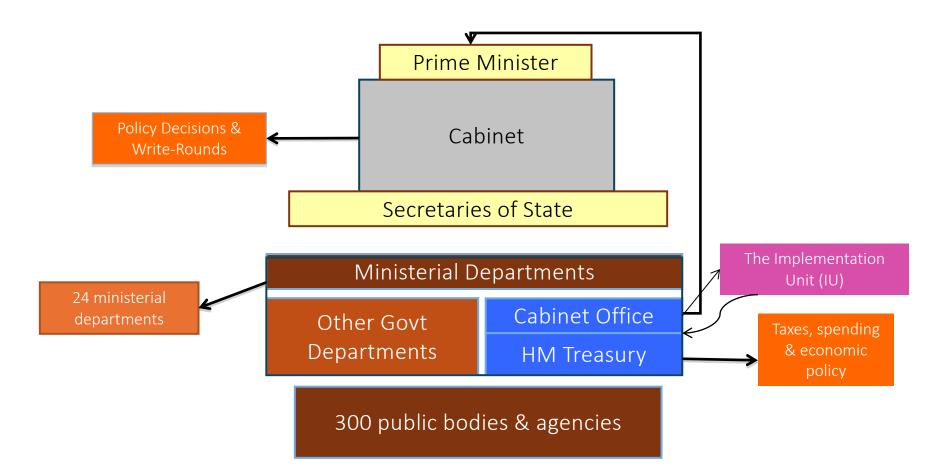
Source: Etheridge.Z & Thomas.P, Adapting the PMDU Model, Institute for Government, 2015.

# **The implementation unit:** departmental plans, and task forces

### **Implementation Unit reinvents PMDU**

19	998 20	00 20	07 201	.0 2015
	BI	air	Brown	Coalition
	Birth of PSAs	Priority PSAs and PMDU	Comprehensive & cross-cutting PSAs	Business Plans
Performance plans	<ul> <li>Ed Balls designs PSAs shortly before 1998 CSR</li> <li>Replacing proposed Output Performance Analyses (OPAs)</li> <li>600 targets hurriedly developed</li> </ul>	Effort to align 15-20 PM priorities with HMT PSAs Good buy-in from depts: • Barber's personal relationships • PM support	<ul> <li>30 cross-cutting priorities developed</li> <li>Reduce top-down targets</li> <li>Aim to fix complex issues</li> </ul> 2010 PMDU ABOLISHED	Coalition government abolish PSAs and PMDU Departmental business plans with no targets developed in 2010 2012 IU ESTABLISHED
Support structures	Departments supposed to manage performance overseen by HMT	<ul> <li>PMDU established after 2001</li> <li>election under Michael Barber</li> <li>To support 17 priority PSAs across 4 depts</li> <li>Sufficient team (~40)</li> </ul>	<ul> <li>Shared governance for each</li> <li>PSA: <ul> <li>Delivery board reporting to Cab cttee</li> <li>Shared delivery agreement</li> </ul> </li> <li>PMDU now responsible for all 30 PSAs</li> </ul>	Little support to 2012 Implementation Unit established in 2012 • Priority chasing • Performance reporting
Accountability	<ul><li>Little traction</li><li>Little attention from Blair or Brown</li><li>No accountability mechanisms</li></ul>	<ul> <li>Accountability through:</li> <li>PMDU RAG ratings and league tables</li> <li>Regular PM stocktakes</li> <li>Progress slowed</li> <li>PM interest waned Michael Barber left</li> </ul>	<ul> <li>Less intense reporting <ul> <li>6-monthly delivery</li> <li>reports</li> </ul> </li> <li>Little time with PM</li> </ul> <li>Even less attention after 2008 financial crisis</li>	Parallel reporting structures evolve in order to report effectively Frequency and quality of reporting increases from 2012

### **Implementation Unit in UK Government context**

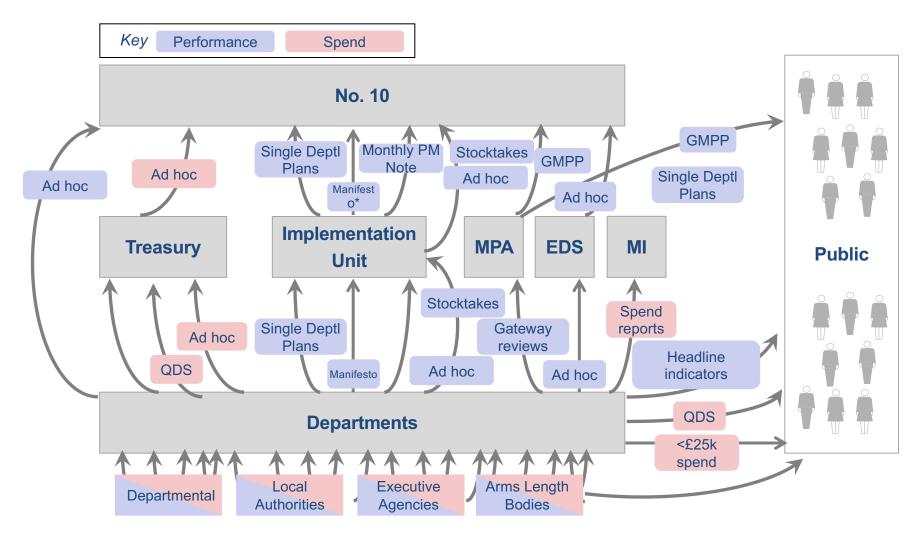


### IU in relation to the rest of the Cabinet Office

IU	Cabinet Secretariat -EDS <sup>1</sup>	GDS, CCS <sup>2</sup> , etc.	Infrastructure and projects Authority
General consulting support	Follow up on Cabinet actions	Expert technical advice	Formally MAJOR PROJECTS AUTHORITY
Rapid response Deep Dive Projects	Convene cross- departmental meetings		Formal project assurance
Tracking & reporting performance Implementation Task Forces	Secretariat for Implementation Task		Expert PPM / construction technical advice
Single Departmental Plans Manifesto Delivery Monthly PM reporting	Forces		Co-ordinate project peer review
Implementation capability building Implementation Insights Virtual Profession			Project management capability building
Departmental IUs			Portfolio status transparency

1. Economic and Domestic Secretariat – Cabinet Secretariat; 2. Government Digital Service, Crown Commercial Service

### IU Reporting structures for 2015-20

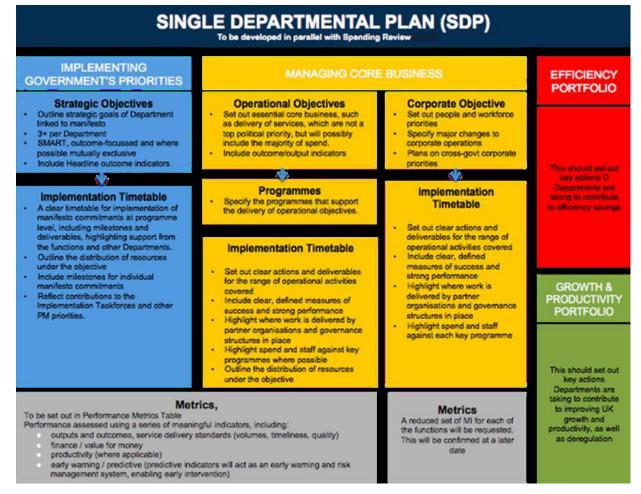


\* Programme for Government Source: IU analysis

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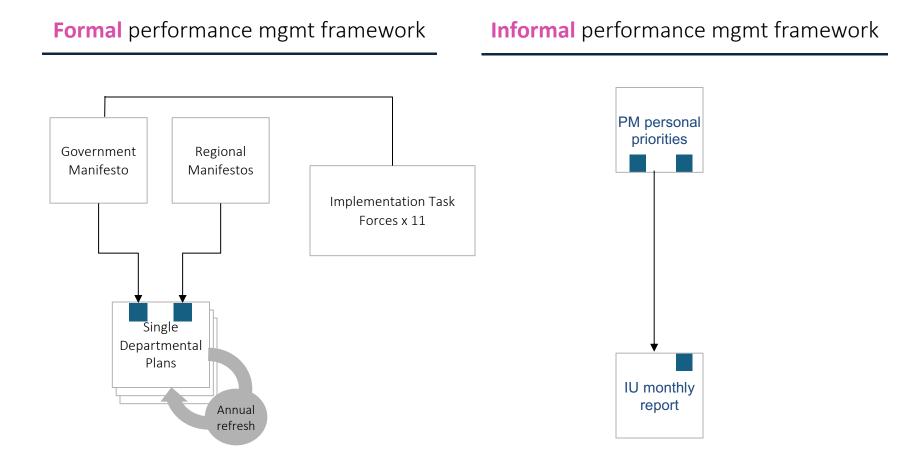
### **Single Departmental Plans**

The plans describe the objectives for this Parliament and how each department is fulfilling the commitments that we have made to the public. The plans aim to improve the way in which the government monitors its performance and allow the public to track progress.



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### There is a dual track reporting system



### **Single Departmental Plans**

### **Strategic Objectives**

Outline strategic goals of department linked to manifesto

### **Operational Objectives**

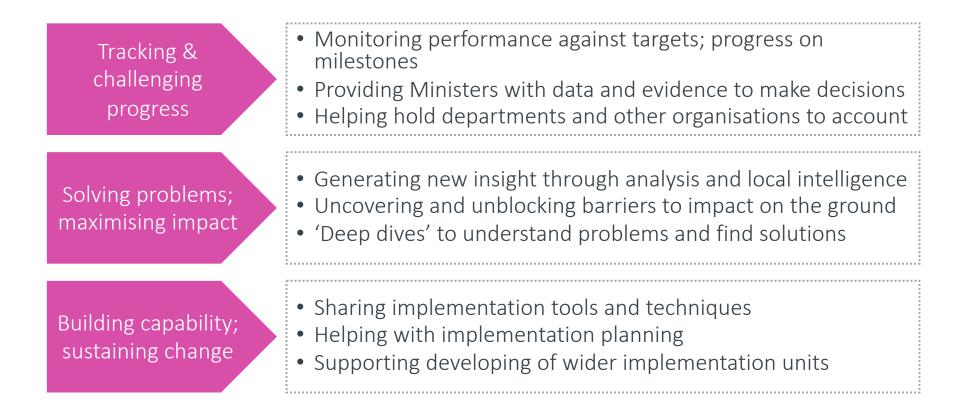
Set out essential core business, such as delivery of services, which are not a top political priority

### **Corporate Objectives**

Detail people and workforce priorities, as well as major changes to corporate operations

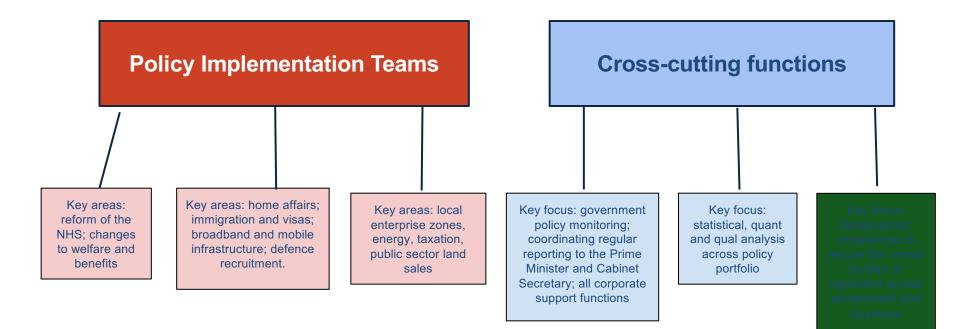
- Strategic objectives and Operational objectives should be SMART, between them cover all of the important activity of the department, and where possible be mutually exclusive.
- Supported by Implementation Timetables setting out the key programmes and policies with actions and key milestones and deliverables for achieving these.
- Strategic objectives should encompass every Manifesto Commitment for which the department has responsibility.

## **Key roles of Delivery/Implementation Units**



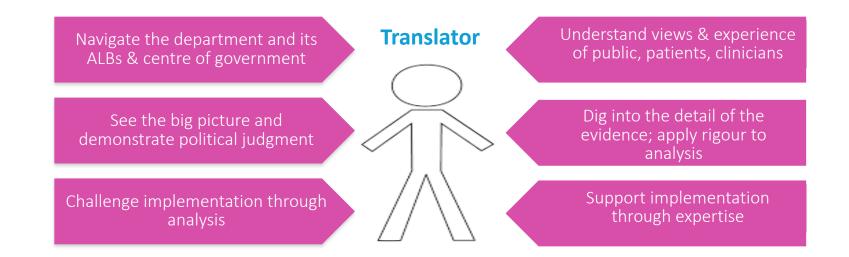
### **Implementation Unit structure and functions**

The Group is divided into six teams, each of which is lead by a Deputy Director. Three of the teams focus on specific policy areas while the other three perform cross-cutting roles. It has a headcount of 45.



## **Recruiting and equipping staff**

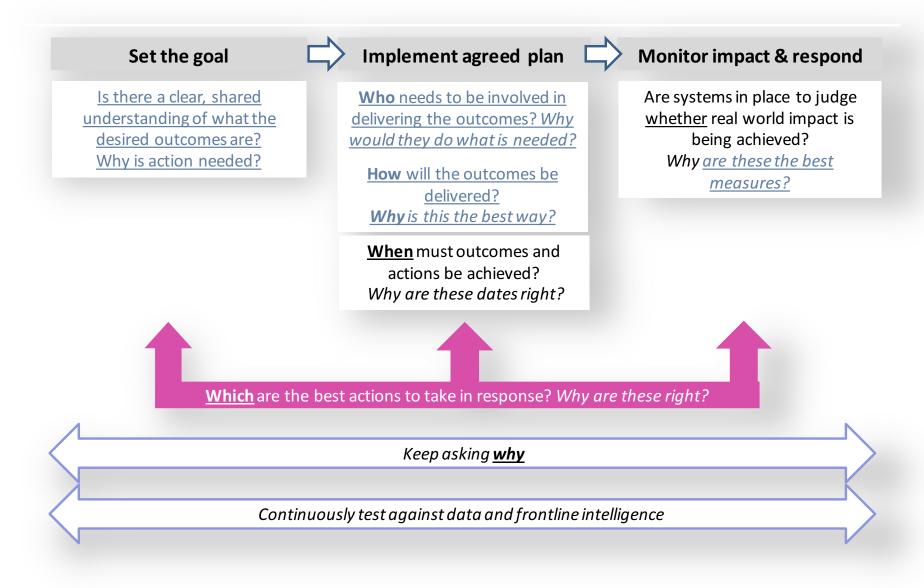
We recruit talented Implementation Leaders who are passionate about making a difference and committed to their own development; we equip them with the right culture, training, experience and tools to achieve their goals



### How do we get involved and how do we work?

- We can be commissioned by the Prime Minister or by the Senior Minister in the Cabinet Office Oliver Letwin
- This has traditionally involved a "deep dive review" with a strong emphasis on front line intelligence and data analysis
- Work can be generated in support of the Implementation Task Forces
- We also offer a "whack-a-mole" rapid response approach
- We aim to work openly with departments and share our findings.

### **Implementation Insights**



## Assuring progress : implementation task forces

### 10 Task forces

Purpose : to monitor and drive delivery. They bring together key ministers and officials to

- Track progress
- Spot potential problems and blockages
- Agree plans for resolving
- Make sure actions are followed through
- Report to Prime Minister and Cabinet on regular basis

Cabinet still deal with issues requiring collective agreement

The 8 task forces in 2016 are:

- Housing
- Health & Social Care
- Earn & Learn
- Immigration
- Childcare
- Tackling Extremism
- Digital Infrastructure
- Syrian Returnees

### **Terms of reference of an Implementation Task Force**

### Earn or Learn

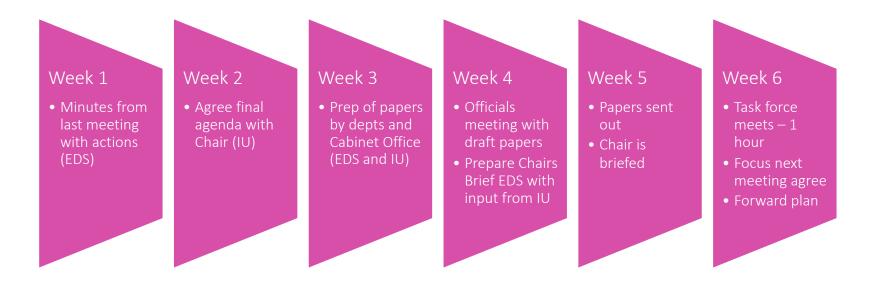
Terms of Reference: Help businesses to create two million new jobs to achieve full employment; support three million new apprenticeships; make sure that all young people are either earning or learning.

Minister for the Cabinet Office, Paymaster General (Chair)

(The Rt Hon Matt Hancock MP) (The Rt Hon Oliver Letwin MP) Chancellor of the Duchy of Lancaster (The Rt Hon Iain Duncan Smith MP) Secretary of State for Work and Pensions Secretary of State for Communities and Local Government (The Rt Hon Greg Clark MP) Secretary of State for Education, Minister for Women and Equalities (The Rt Hon Nicky Morgan MP) Chief Secretary to the Treasury (The Rt Hon Greg Hands MP) Minister of State for Employment (The Rt Hon Priti Patel MP) Minister of State for Business, Innovation, and Skills (Nick Boles MP) Parliamentary Secretary for the Cabinet Office (Lord Bridges of Headley)

### Example of a task force: Earn or Learn

- Looking at the implementation of 8 key policies that will deliver the priority
- Meets on a 6 week cycle



### Sample task force agenda pack

One pack of papers agreed by all containing

- 1. Agenda Listing Ministers, Officials, Secretariat in attendance
- 2. Actions tracker from last meeting
- 3. Outstanding Actions
- 4. Performance Pack
  - Dash board of leading indicators using MI
  - Trajectories
  - Annex with more detailed analysis on performance

Following the meeting minutes of the meeting

- tight distribution list
- Concise record of discussion
- Allocated actions