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Frontline Service Delivery Monitoring Assessment Framework

3 August 2015

Department of Planning, Monitoring and Evaluation

ACKNOWLEDGEMENTS

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LIST OF ACRONYMS

DLTC	Driver's License Testing Centres
DPME	Department of Planning Monitoring and Evaluation
FSDM	Frontline Service Delivery Monitoring
KPA	Key Performance Area
MCCC	Municipal Customer Care Centres
N&S	Norms and Standards
OoP	Office of the Premier
PA	Performance Area
PH	Presidential Hotline
SASSA	South African Social Security Agency
TOR	Terms of Reference

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GLOSSARY OF TERMS

Baseline visit	The initial visit to the targeted service delivery facilities. At this visit baseline data is collected and used to monitor the quality of service at that service point. Baseline visits are conducted by the Department of Performance Monitoring and Evaluation's Frontline Service Delivery Monitoring unit in partnership with the Offices of the Premiers. The baseline data that is compiled describes the situation prior to the development or implementation of improvement plans.
Facility	Facilities refer to the service points where frontline services are delivered directly to users. In relation to the FSDM, these include schools, clinics, police stations, SAASA offices, Home Affairs offices, Magistrate courts, Drivers' License Testing centres and Municipal Customer Care Centres. They exclude other information or multi-purpose community centres (e.g. Thusong centres).
Facility scorecard	This shows briefly how each service facility performed in each of the key assessment areas. These are shown in various colours and scores can vary between very good and poor. The scorecard also includes the findings and recommendations for the facility monitored.
Improvement plan	Corrective plans developed by the Department of Planning, Monitoring and Evaluation, the Office of the Premier and the management of the affected service delivery facility. The plans address problems identified during a monitoring visit and are developed for all facilities monitored.
Improvements monitoring	A process in which Frontline Service Delivery Monitoring undertakes two monitoring activities at service delivery facilities where a baseline and feedback visit have taken place and improvement plans have been developed. The monitoring activities include a meeting in which improvements are discussed with facility management, and an unannounced visit aimed at tracking improvements in performance and scores in the key performance areas that were identified as weak in the baseline visit.
Key performance areas	There are eight areas which the Frontline Service Delivery Monitoring Programme monitors in each service facility.
Performance area	This is a sub section of the KPA and acts as a heading to divide the KPA into relevant sections
Performance area standards	This is a statement that defines the expected level of performance in terms of service delivery and quality for a service facility. It is the statement/standard against which the monitor will assess the facility

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Monitor	An official from the Department of Planning, Monitoring and Evaluation or the Office of the Premier, who collects data by interviewing users, staff and conducting observations in a service facility to monitor its performance.
FSDM tool	The FSDM tool refers to the tool used to gather evidence on frontline service delivery, and is done mainly using checklists and questionnaires.
Monitor checklist	This checklist contains the 'measures' that is the questions that guide the actions, observations and behaviours of the monitor in collecting evidence.
Staff questionnaire	This questionnaire is administered by the monitor to the staff member of the facility. It contains questions that elicit information on specific aspects of frontline service delivery.
User questionnaire	This instrument is administered by the monitor to citizens in the facility and contains questions for the user of the public service. It seeks to obtain information on their experience of the frontline service.
User	The person(s) who use the frontline facility, whether a resident or citizen and whether their visits are regular or once-off.
Measures	These were formally called standards. They set out the measureable criteria for each Performance Area. The measures are validated through a set of questions that collect evidence on critical elements of a particular aspect of frontline services embodied in the Performance Area.
Scoring	This refers to the approach to scoring or rating a measure. Scoring is done on a progressive basis through the use of a four point scale where (1) is the lowest score and (4) is the best score achievable by the facility.
Scale descriptors	These scale descriptors support monitors in making a reliable assessment of the measures set in the questionnaire.

1   INTRODUCTION

The Frontline Service Delivery Monitoring (FSDM) programme assesses the efficiency and quality of services delivered at front-line facilities throughout the country. It does this through a set of unannounced monitoring across eight Key Performance Areas (KPAs). These KPAs represent critical aspects of frontline services that impact on the experience of users of public facilities. The public facilities monitored through the FSDM programme include schools, clinics, police stations, SASSA offices, Home Affairs offices, Magistrate courts, Drivers' License Testing centres and Municipal Customer Care Centres. The choice of these facilities reflects their daily importance in the life of citizens and residents. Better frontline service delivery has both economic and social benefits. Quicker turnaround times for the delivery of frontline services lessen the economic cost of accessing public services. These costs vary but potentially include the loss of earnings by users, time spent away from work and transport costs. Improvements to frontline service delivery also build trust and confidence in government's ability to deliver these important public services.

The FSDM programme is designed as a collaborative effort between the Department of Planning, Monitoring & Evaluation (DPME) and the Office of the Premier (OoP). Its position in the Presidency and Offices of the Premier shows the relative importance of this programme to the heads of national and provincial governments. As a result, the FSDM programme is administered through a set of monitoring visits undertaken by designated teams with the DPME and OoP. Fundamentally, the purpose of these monitoring visits is to encourage continuous and sustained improvements in frontline service delivery. The FSDM programme's focus is on bringing about improvements by assessing the extent to which actual frontline services differ from government wide service standards. Where gaps exist, the programme facilitates the development of improvement plans that identify what must be done by the facility to meet the set standard.

The FSDM is neither punitive nor a regulatory function. It leverages its position within government and importance to the political executive to bring about tangible change over time. But to maintain its credibility amongst the institutions it monitors and the political executive, the programme must deliver robust assessments that ultimately translate into improved frontline services. But this goal can only be achieved if the FSDM programme's tools measure frontline service delivery reliably and efficiently.

In November 2014, the DPME and the OoPs embarked on a process to revise the FSDM programme's assessment tools. The objectives of this review were two-fold. First, the review sought to improve the reliability and validity of the monitoring tool. The revised FSDM tool will guide monitors across national and provincial government in making consistent and reliable assessments of frontline service delivery. Second, the review serves as an example of how frontline services can be measured and monitored to the rest of government. This is particularly important for sector departments, as the FSDM programme also seeks to encourage the more rigorous monitoring of sector specific standards that govern all matters that ultimately influence the service received by the user.

This rating manual is informed by extensive consultations between the DPME, OoP and other sector stakeholders. It aims to improve the reliability of measurement by providing explicit guidance to monitors from the DPME and OoP on how to apply the FSDM tool during their monitoring visits. It further serves as a reference for all other institutions monitoring front line services. The manual must be read in conjunction with the *Frontline Service Delivery Monitoring Framework 2015-16* developed by the DPME. This manual complements the processes set out in the *Frontline Service Delivery Monitoring Framework 2015-16,* but focuses on the methods for measuring and scoring frontline service delivery.

The manual is structured as follows:

- Section 2 discusses the scope of FSDM.
- Section 3 introduces the principles that underpin the FSDM tool.
- Section 4 describes the structure of the revised FSDM tool.
- Section 5 contains guidance on how to apply the scoring methods to the new tool.
- Section 6 sets out the revised FSDM tool.
- Section 7 concludes this rating manual.

2   SCOPE OF FSDM PROGRAMME

Frontline service delivery is a wide-ranging concept and means different things to different people and institutions. The nature of frontline service delivery means that similarities and differences exist in the way services are delivered across sectors. The potential for duplication in monitoring therefore arises when the roles and responsibilities of different institutions involved are not clearly defined. One way to avoid these duplications is to clearly define the scope of frontline service monitoring performed by the DPME and the OoP. This is not to say that two or more institutions cannot be involved in monitoring frontline service delivery. For instance, sector departments such as the National Department of Health, through the Office of Health Standards Compliance, plays an important role in monitoring the quality of health services in clinics across the country. Rather, it is important for **all** institutions involved in frontline service delivery monitoring to coordinate their efforts to achieve more meaningful impacts without unduly burdening frontline services.

There are many ways to define frontline service delivery. In general, frontline service delivery is the 'user-facing' part of delivering public services. When viewed through a broad lens, this definition can cover all interactions between citizens, residents and government that happen during the course of service delivery. There are a variety of policies, legislation, frameworks and standards that influences the interface between the users of public services and government during service delivery. The Department of Public Service and Administration, for instance, requires that all government departments develop service charters that inform the users of what they can expect from government.

The user's journey through the frontline service delivery is a complex one, but best thought of as a process that culminates with receipt of a public service that improves their social or economic

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wellbeing. The user's journey through frontline service delivery begins with finding information on the public service they require, as Figure 1 illustrates. This step generally happens outside the facility. Communicating information on the service offerings, locations and application processes of a department is the responsibility of corporate and central office. Simply put, this type of information comes from a central source, which determines how and when this information is communicated to the public. The second step in the user's journey is the act of applying for the service. This is done inside the facility where the user engages with frontline staff to obtain and complete the necessary processes and/or documents to apply for the service. The third step involves receiving the service in exchange for, where applicable, a fee. After all administrative requirements have been complied with; the user completes the service interaction in the fourth step and exits the facility. For some public services, there will be an additional fifth step, where the user queries the progress with their application, collect their services or documents or lay a complaint or compliment with the institution.

The scope of the FSDM programme begins before the user enters the physical premises of the facility and ends once the user exits the facility. For the purposes of the FSDM programme, the scope of the FSDM monitoring tool is confined to the 'access perimeter'. The 'access perimeter' extends outside of the facility's immediate fencing to include the user's experience in making his or her way to the facility. The coverage of the FSDM programme includes entrance to the facility, the application for, and receipt of services and the exit of the user. Any other interaction they have with the facility once they have exited the "access perimeter" is not part of the FSDM tool. That is, the FSDM tool does not assess how users were treated when they phoned the facility for information or a complaint or what information they received about the service site before they accessed it or after they left it.

Figure 1: User journey through the frontline service delivery
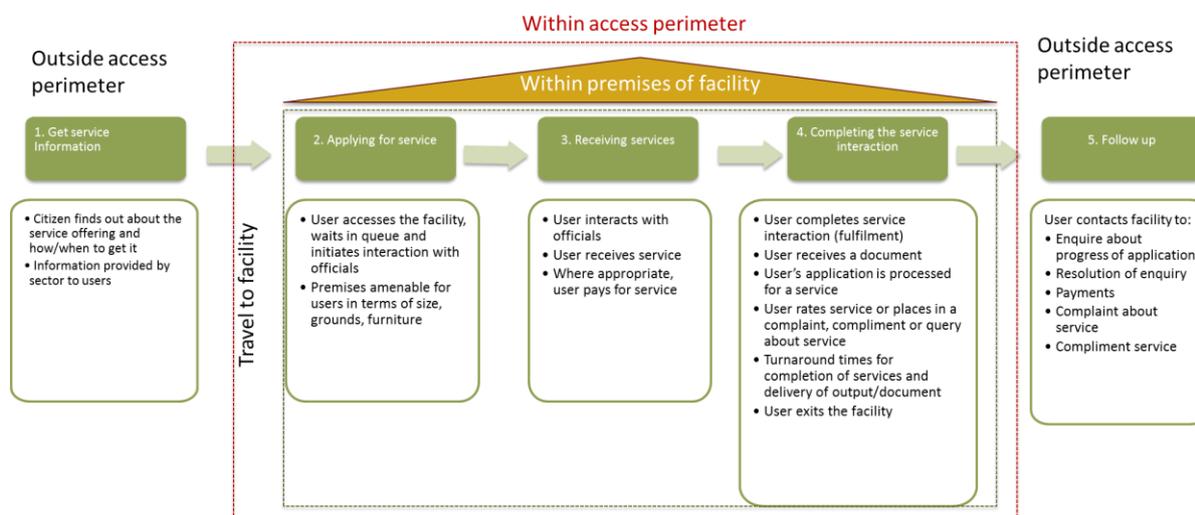
Source: Adapted from Deloitte & Touché LLP and afflicted entities by Kim Faure

The red dotted lines, shown in Figure 1, delineate the steps that fall within the 'access perimeter' of the FSDM programmes. The step by step journey of a user is illustrated in Box 1. For monitors, understanding the user's journey through the facility is helpful in making assessments of the quality and efficiency of service delivery. The scope of the FSDM programme demarcates what a monitor can or cannot assess. Therefore, any feedback provided by the user during the monitoring visit that pertains to areas beyond the scope of the FSDM programme should not influence the score of the facility.

Box 1: Example of user journey through the home affairs frontline service delivery

Step 1: Thulani is a 17 year student who wants to apply for an identity document. His first step is to access the Department of Home Affairs website to find information on how to apply for his identify book. He understands that he will need to complete form B1-9 in black ink, bring along a certified copy of his birth certificate and two passport-size colour photographs. He uses the website to locate his nearest home affairs office.

Beginning of FSDM: Thulani takes the taxi to the nearest facility. He follows the signage through to the office, and enters the premises (Beginning of FSDM).

Step 2: He goes to the information desk where he receives the B1-9 form, completes it with the black pen he bought from a vendor just outside the facility, and moves to the application queue where he waits until called to a service desk.

Step 3: At the desk, the frontline official explains the process, checks his completed documentation, and informs him when his ID book will be ready for collection.

Step 4 and end of FSDM: Thulani is given his reference number and exits the perimeter of facility.

Step 5: Three weeks later, Thulani texts his ID number to the department's automated short message service and receives a reply that his application is still in progress. A week later, he receives a text that his ID is ready for collection.

Source: Adapted from the Department of Home Affairs. Available online.

3   THE PRINCIPLES FOR THE DESIGN OF THE FSDM TOOL

For the FSDM programme to be effective in bringing about meaningful improvements to the quality of frontline services, it must measure the critical aspects of service that affect the user's experience and reflect on the standards set by government. Encouraging adherence to service standards is an important responsibility for the FSDM programme, as these standards set out the levels of service that government has committed to delivering.

3.1   PRINCIPLES

The FSDM tool's design must therefore give effect to its objectives and contribute to better service quality and efficiency. The tool is therefore designed based on the following principles:

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- **A user centred focus** means the tool evaluates the user's experience against the service standards set by government departments. Where these standards do not exist, the FSDM tool measures user experience against a reasonable level of quality and efficiency.

- **Clear and specific** means that the measures are easily understood by monitors, staff and users and they are not subject to wide interpretation that may lead to inconsistent assessments of the level of service quality and efficiency.

- **Targeted** requires that the monitoring tool is designed to measure the right problem, and the manner in which it impacts on the experience of the user within a frontline facility.

- **Logically structured** is about ensuring that the FSDM tool reflects an internal logic. In other words, the KPAs and PAs must be congruent with each other, and the measures logically structured and sequenced.

- **Universally applicable but context appropriate** means the measures are applicable across all eight sectors, but that there are specific questions that only apply to one or a few sectors.

- **Efficient** means the tool is easily administered and streamlined.

- **Reliable** and **comparable** meaning the extent of improvement can be measured reliably and the results can be compared over time or between different facilities.

3.2 Application of the principles

Table 1 illustrates how the principles were applied in revising the FSDM tool. There are still eight KPAs within the FSDM tool. Certain PAs have been shifted to different KPAs. The more extensive changes are found in the measures, through the rewording and revision of questions.

Table 1: Adherence to principles

Principle	Revisions to the FSDM tool
A user centred focus	Questions have to been introduced to gauge the experience of users in relation to key aspects of the service journey. For instance, users are now asked to rate their experience in finding the facility on a scale of 1 to 4 where 1 is very difficult and 4 is very easy. This is different from the previous approach used by the FSDM programme, where the user was asked whether they saw the external signage in making their way to the facility.
Clear and specific	To make the FSDM tool clear and specific, the measures have been reworded and refined. Where necessary, definitions have been included in the measure to guide the monitor in their assessment. For example, the word 'courtesy' is now defined as 'the showing of politeness in one's attitude and behaviour toward others.' Therefore, when assessing the whether users were treated in a courteous manner, the monitor must observe the interactions between frontline staff and users.
Targeted	A review of quality standards across the 8 sectors was done to ensure that the FSDM tool is targeting the right problems. For instance, a PA was created that centred on the finding and filling in of application forms at the facility. This was done because finding the right forms in a facility can be tricky for users.
Logically structured	The review relocated and streamlined certain PAs. Some PAs were shifted to different KPAs. For example, the PA relating to the wearing of name tags by staff was moved

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	from Visibility and Signage to Dignified Treatment. In this case, wearing a name badge allows the users to identify and engage with frontline staff and influences their experience of service delivery.
Universally applicable but context appropriate	The majority of measures cut across all the types of facilities monitored by the FSDM. However, certain measures are specific to the sector. For instance, for schools, measures relating to the class size have been introduced.
Efficient	Measures have been streamlined so that they are easy to administer within the facility. For measures that use observation as the primary source of evidence, there are instances where it is not necessary to ask the question again to the staff member. These duplicate questions have been removed. By streamlining the measures, the revised FSDM tool minimises the impact of monitoring on frontline staff and facility staff.
Reliable and comparable	The measures are accompanied by a four point scale, where each point describes a state of affairs within the facility. The four point scale ensure that monitors are able to make consistent and comparable assessments of the quality and efficiency of service delivery across visits and facilities. This approach improves the reliability of measurement.

Source: DNA Economics

4 STRUCTURE OF THE FSDM TOOL

4.1 Revised structure

The nomenclature around standards is different across institutions. However, internationally, there is increasingly recognition that the terms and concepts used have to be standardised and consistent to enable implementers and monitors alike to develop a common and shared understanding of the standards.

To align the FSDM tool with international good practice, there are minor revisions to the structure of the FSDM tool. These include the introduction of a PA statement that articulates the level of service and quality expected from the facility. The PA statement is designed to achieve two objectives. First, it is intended to provide guidance to the facility on what is expected of it. Take for instance the following PA statement:

> *Users are able to navigate their way throughout the facility, by following internal signage to the correct service points and waiting areas.*

To comply with this statement, the facility will have to identify the areas where signage is needed, what internal signage is needed and where these should be placed. Second, the PA statement is intended to guide monitors in their assessment of the facility. Therefore, to measure this PA, the monitor will need to observe the layout of the facility, look for signage and ask users.

Measures, previously called questions, are the aspects through which the PA statement is measured. In order to come to a valid and reliable measurement, monitors must ensure that sufficient information and evidence is collected to respond to the measure.

Figure 2: Minor revisions to FSDM structure also to likewise for the old structure that the changes are clear
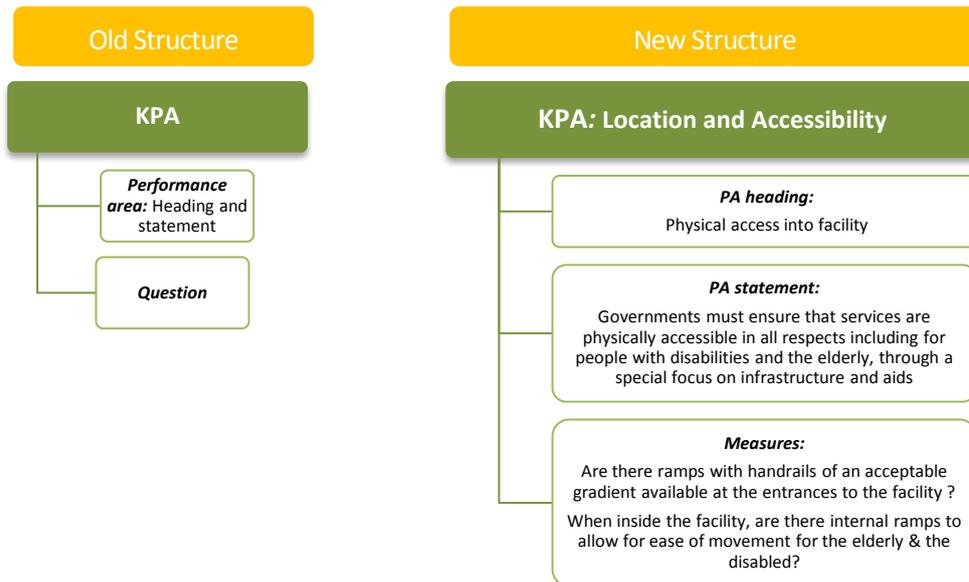
4.2 Shifting of PAs

The eight Key Performance Areas remain largely unchanged in the revised FSDM tool. The eight KPAs are:

 i. Location & accessibility
 ii. Visibility & signage
 iii. Queue management & waiting times
 iv. Dignified treatment
 v. Cleanliness & comfort
 vi. Safety
 vii. Opening & closing times/ service efficiency
 viii. Complaints and compliments management

These eight KPA's include PAs which identify specific areas within the service journey. Figure 3 shows the KPAs and their constituent PAs before the revisions.

Figure 3: Old structure of KPAs and PAs

Location and Accessibility
- Ramps and rails for elderly and disabled
- Availability and ease of access to services
- Travelling time and distance to the facility
- Mode of transport used to get to the facility

Visibility & Signage
- Direction boards leading to the facility
- Clear inside and outside signage
- Signage in local languages
- Signs accommodating the illiterate
- Wearing of name tags by staff
- Displayed management contact details

Queue Management & Waiting times
- Mechanisms or tools to manage queues
- Waiting times
- Special provision for citizens with special needs

Dignified Treatment
- Addressed in appropriate language
- Well trained frontline staff
- Knowledgeable, responsive and cooperative staff

FSDM Performance Areas

Cleanliness & Comfort Proper waiting area
- Condition of internal and external environments
- Maintenance of furniture and waiting area
- Cleanliness, maintenance and availability of ablution facilities

Safety
- Availability of minimum safety and security measures
- Safety guidelines

Opening & Closing Times
- Displaying of operational hours
- Adherence to operation hours
- Service disruptions during operational hours

Complaint Management System
- Suggestion box / register for complaints in waiting area
- Complaint & redress mechanisms

After extensive consultation, a number of changes were made to the PAs. The first change is that some PA's were removed from the KPAs. They were removed because they did not fall within the scope of the FSDM, once this had been clearly demarcated (see Figure 1). The only PA removed was the 'mode of transport used to get to the facility'.

The second change happened when some PAs were shifted between KPAs. The 'wearing of name tags by staff' was moved away from Visibility and Signage, because it has more to do with Dignified Treatment which is about establishing a caring, courteous and respectful relationship between the user and frontline staff. Name badges contribute to this PA by ensuring that staff can be easily identified.

The third change was that additional PAs were added. New PAs cover the following areas:

- Physical premise fit for purpose
- Adequacy of minimum equipment and staff to provide frontline service
- Information about application process or service requests
- Awareness of service charter and quality standards
- Child friendly services (courts only)
- Safety of records
- User satisfaction

Figure 4 summarises the changes made to the PAs including the removals, shifts and additions.

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Figure 4: Revised structure of PAs under existing KPAs

Location and Accessibility
1. Accessible distance
2. Physical access into facility
3. Physical premises fit for purpose
4. Resources to provide service

Visibility & Signage
1. Signage to facility
2. Signage within facility
3. Signage in local language
4. Service offering information

Queue Management & Waiting times
1. Queue management systems
2. Waiting times
3. Special provision for citizens with special needs

Dignified Treatment
1. Courteous, dignified and respectful treatment
2. Language of preference
3. Knowledgeable and responsive officials
4. Officials recognisable
5. Information about Service requirements
6. Service delivery standards

**FSDM Tool
KPAs and PAs**

Cleanliness & Comfort
1. Cleanliness and maintenance of facility
2. Suitable waiting area
3. Child friendly services
4. Suitable, clean ablution facilities

Safety
1. Safety and security measures
2. Safety procedures
3. Safety of records

Opening & closing times/ Service availability and efficiency
1. Operation hours
2. Adherence to operational hours
3. Service efficiency

Complaints and compliments/ Citizen experience
1. Complaint & redress mechanisms
2. Suggestion or complaints box
3. Citizen satisfaction

5   RATING METHODS

Scores are given to facilities on the basis of evidence collected by the monitor. Unlike user focused methods of measuring service quality, under the FSDM programme, the monitor is responsible for collecting evidence and information. He or she does this by relying on three possible sources of evidence: their observations, discussions with staff and engagements with users. Therefore, the reliability and validity of the measurement depends largely on how thoroughly and consistently the monitor administers the FSDM tool.

5.1   Rating

The revised FSDM tool uses a progression model to assess the extent to which a facility adheres to quality and service efficiency standards. This approach has a number of benefits over the previous one used. First, it enables the FSDM programme to assess how far a facility is from complying with minimum quality standards. Second, it creates a common understanding of what actions are needed to progressively improve the performance of the facility. This is a powerful lever for change within frontline service delivery, and contributes to more effective improvement planning and monitoring. Lastly, the progression model highlights and encourages good practices, by recognising a facility's effort to move beyond compliance. Good practices identified through the FSDM programme could be replicated in other facilities to improve the overall performance of frontline services across the country.

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The FSDM tool uses a four point scale as shown in Table 2.

Table 2: Scoring and compliance levels

Score	Compliance levels
1	Compliance has not been achieved
2	Compliance is partially achieved
3	Compliance is fully achieved
4	Achieved beyond compliance

Each level contains a scale descriptor. This provides guidance to the monitor on the expected level of performance at each level. For instance, in the example shown in Table 3, for each level, we have described what the monitor should expect to see on the grounds of the facility in terms of cleanliness. Therefore, in a facility that is not compliant with the standards, a monitor is likely to see heavy littering with bins that are overflowing and unkempt grounds.

Table 3: Example of scale descriptors

Questions	Applicability to sectors	1 = Not achieved	2 = Partially Achieved	3 = Fully Achieved	4 = Achieved beyond compliance
KPA 5		**Cleanliness & Comfort**			
PA Statement		**The facility's grounds are clean and maintained in a manner that enhances the user's experience and ensures a safe environment for the delivery of frontline services.**			
Are the facility's grounds and outside areas kept clean and maintained?	All	The facility's grounds and outside areas are heavily littered with significant accumulations in bins or on the grounds, the plants and shrub beds are overgrown and the grass is not mowed.	There is littering with minor accumulations in bins or on the grounds, the grass and plants have been cut but demonstrate signs of regrowth.	The facility's ground and outside area are clean and maintained	Best practice to be regarded during implementation (suggestion: grass is cut on the pavement and area at the entrance to the facility is paved)

A score of 4 should only be given when facilities are able to demonstrate good practices or exceptional performance. Put differently, a score of 4 should be awarded if a facility has a system in place to automatically track and monitor the queue in real-time and provides information to users on how long they can expect to wait as this. This goes beyond the compliance requirements of a score of 3 and can be used in cases where a good practice is identified.

For users questions of frontline services, the FSDM tool utilizes a Likert scale to assess the experiences and opinions of users. Likert scales allow a respondent to rate their experience of a service or part thereof. The benefit of a Likert scale for the FSDM programme is that it allows the

monitor to collect specific data in relation to the performance of the facility within each PA. It also acts as an independent validation point for monitor. Table 4 uses an example to illustrate the application of the Likert principle within the FSDM programme.

Table 4: Example of the use of a Likert scale within the FSDM programme

Questions	Applicability to sectors	1 = Poor	2 = Fair	3 = Good	4 = Excellent
KPA 5		**Cleanliness & Comfort**			
PA Statement		**The facility's grounds are clean and maintained in a manner that enhances the user's experience and ensures a safe environment for the delivery of frontline services.**			
On a scale of 1 – 4 where 1 is not clean at all and 4 is very clean, how clean would you rate the facility grounds and outside areas	All	Not clean	Dirty	Clean	Very clean
On a scale of 1 – 4 where 1 is not clean at all and 4 is very clean, how clean would you rate the cleanliness inside the facility?		Not clean	Dirty	Clean	Very clean

5.2 Sampling approach

The manner in which the monitors sample who and how they apply the questionnaires influences the reliability of the rating and scores. The sampling approach specifies how and when measurement is taken. The sampling approach has been principally set as follows:

Observations by the Monitor:

- **How** – the observations are done by each of the monitors present in the team as part of their own walk about the facility which can be accompanied or unaccompanied;
- **When** - observations are done at the outset of the monitoring visit i.e. the first set of questionnaires that are used are the monitor's tools. This enables the monitor to use their observations to validate some of the results from the staff interviews.

For the Staff and User Interviews:

- **How** – the interviews are of a minimum of 3 users and 3 staff members per team per monitoring visit. These interviews are conducted after the monitors have performed their own monitor tool to allow validation of staff responses to occur.
- **When** - interviews of Users should ideally be done at the point of exiting the facility so they are able to reflect against their entire experience in the facility. Interviews of staff can be done when staff are available.

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5.3 Scoring

To determine a score, the monitor must identify the scale descriptor that resembles the situation within the facility most strongly. Where the monitor is unsure on which scale descriptor the performance level falls under, they should apply the *precautionary principle*. The *precautionary principle* is widely used in risk management. In the context of the FSDM, this principle cautions that, in the absence of any additional evidence, the monitor must set the score at the compliance level that poses the most risk to frontline service delivery. Therefore, if a monitor is torn between giving a facility a 1 or 2 point score, if no additional evidence is available, they should score the facility at 1.

The calculation of a facility's score is based on two principles. First of all, all measures are considered equally important when calculating the KPA scores. This implies that, just as would be the case when calculating a PA score, the KPA score is calculated by dividing the sum of the measure scores that correspond to a particular KPA by the number of measures that correspond to the KPA. The second principle is that the all KPAs are considered equally important when calculating the facility score. The implication being that the facility score is determined by calculating the average score across the 8 KPAs.

Based on these principles, the process for calculating the facility score might seem complicated, but if an automated spread sheet is developed and the following steps are followed, no difficulty is expected. The process runs as follows:

1. Monitors follow the normal process of inspection and score each measure according to the scale descriptors provided in the assessment tool.
2. Once all questionnaires are completed, each monitor populates the automated spread sheet so that each facility has 3 scores for each measure.
3. The spread sheet automatically calculates the average of the scores given by the three monitors for each measure.
4. The KPA and PA scores are then calculated by summing the measure scores and dividing by the number of measures that correspond to the particular KPA or PA.
5. The facility score is then calculated as the average KPA score.

Figure 5 below provides a diagram illustrating the process up to point 4 in the explanation above. It is followed by Figure 6 that provides a hypothetical example to make the practicality of the process.

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Figure 5: Scoring process

KPA1 score out of 4 =
(M1+M2+M3+M4+M5+M6+M7+M8+M9+M10+M11+M12)/12

PA1.1 = (M1+M2+M3+M4)/4

PA1.2 = (M5+M6+M7+M8+M9)/5

PA1.3 = (M10+M11+M12)/3

M1 = (m1+m2+m3)/3
M2 = (m1+m2+m3)/3
M3 = (m1+m2+m3)/3
M4 = (m1+m2+m3)/3
M5 = (m1+m2+m3)/3
M6 = (m1+m2+m3)/3
M7 = (m1+m2+m3)/3
M8 = (m1+m2+m3)/3
M9 = (m1+m2+m3)/3
M10 = (m1+m2+m3)/3
M11 = (m1+m2+m3)/3
M12 = (m1+m2+m3)/3
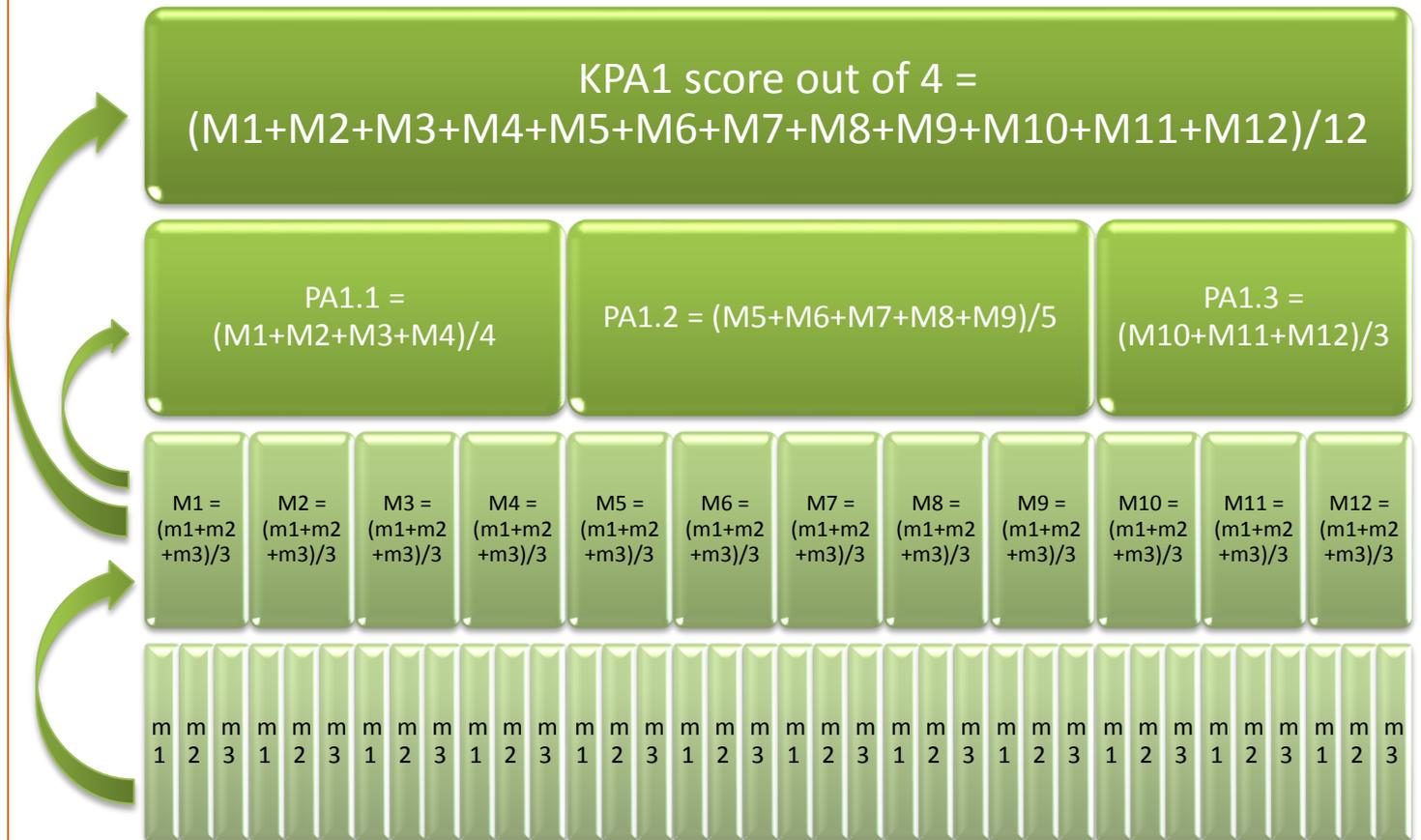
m1	Monitor 1 score for measure
m2	Monitor 2 score for measure
m3	Monitor 3 score for measure
M1 to M12	Average score for measure calculated by the average across the three monitors

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Figure 6: Hypothetical scored example

KPA1 score out of 4 =
(2+3.33+2+3+4+3.33+1.67+1.33+3+1+2.33+3)/12 = 2.5

PA1.1 =
(2+3.33+2+3)/4 = 2.6

PA1.2 =
(4+3.33+1.67+1.33+3)/5 = 2.7

PA1.3 =
(1+2.33+3)/3 = 2.1

M1 = (2+2+2)/3 = 2

M2 = (3+3+4)/3 = 3.33

M3 = (1+2+3)/3 = 2

M4 = (2+3+4)/3 = 3

M5 = (4+4+4)/3 = 4

M6 = (3+3+4)/3 = 3.33

M7 = (1+2+2)/3 = 1.67

M8 = (1+2+1)/3 = 1.33

M9 = (3+3+3)/3 = 3

M10 = (1+1+1)/3 = 1

M11 = (2+2+3)/3 = 2.33

M12 = (3+3+3)/3 = 3

2 2 2 3 3 4 1 2 3 2 3 4 4 4 4 3 3 4 1 2 2 1 2 1 3 3 3 1 1 1 2 2 3 3 3 1
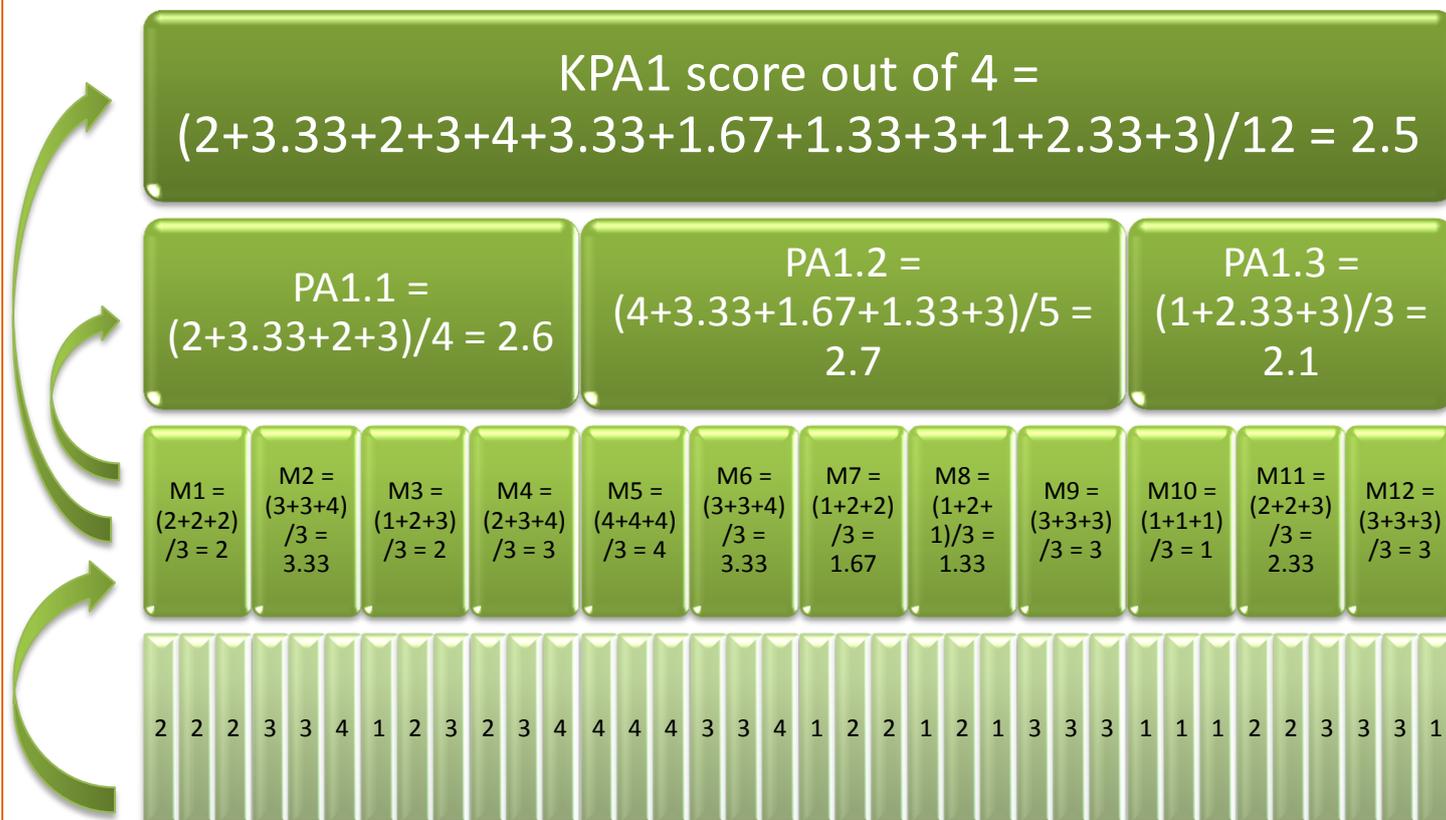
5.4 Validation and triangulation

To achieve reliable measurement with the FSDM tool, the monitor must validate and triangulate their findings. The FSDM tool has been revised to validate measures and triangulate PAs. Simply put, validation refers to the use of two sources of evidence to corroborate a finding (termed across method) or the use of a single source of evidence (within method) with multiple measurement points. In effect, validation checks whether evidence collected is sufficient to make a reliable assessment of the measure (or question). There are a few instances where the monitor is required to observe a situation and a single source of evidence is sufficient to make an assessment, provided that multiple observations points are used. In this case, validation occurs 'within method' based on multiple observations or a sample of interviews. User questions rating the service of a Likert scale also become a source of validation in the new tool.

Triangulation refers to the use of three points of evidence to support a decision or score. In the FSDM tool, triangulation is done at PA level. In this way, the revised FSDM tool assesses whether the facility has been able to achieve the expected level of quality and efficiency. By introducing this approach to triangulation, the revised FSDM places greater emphasis on the performance area instead of the questions. Figure 7 demonstrates the process of validation and triangulation within the context of the FSDM tool.

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Figure 7: Sources of evidence
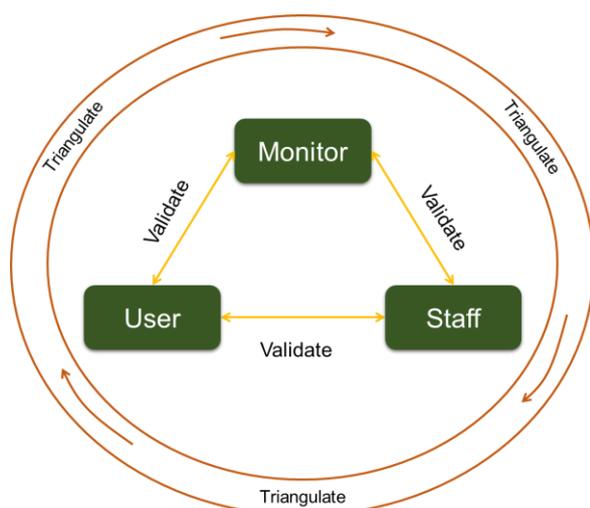
The way in which validation and triangulation works is best explained by way of examples. Essentially, validation and triangulation are methods to ensure that the results or findings produced are reliable. Although their use in inspections is widely accepted, they must be applied judiciously in order to minimise the burden that they place on frontline resources. In the FSDM programme, the monitor is ultimately the primary source of evidence, and when trained well, will be able to deliver a reliable assessment of the frontline service quality and efficiency.

The following examples may help illustrate this process:

Description	Method
Example 1	
KPA 2: Visibility and signage	
PA: Signage to the facility	
PA Statement: Users are able to locate the facility quickly and easily by following external signage	
Monitor checklist: External signage: Is the signage visible from the roads or paths leading to this facility? Staff questionnaire: External signage: Is the signage visible from the roads or paths leading to this facility?	Two sources of evidence are used to validate the measure. Evidence is collected from both the monitor and the staff to determine the extent to which the signage is visible.
User questionnaire: Please rate how easy it was for you to find the facility on a scale of 1 to 4 where 1 is very difficult and 4 is very easy.	All three sources of evidence are used to establish whether the PA, which seeks to ensure that *"users are able to locate the facility quickly and easily by following external signage" is* achieved.
Example 2	
KPA 4: Dignified treatment	
PA: Courteous, dignified and respectful service	
PA Statement: The facility's staff treats users with courtesy, dignity and respect and provide services in a friendly manner.	
Monitor checklist: Did the staff treat users with courtesy, friendliness, dignity & respect?	It makes little sense to ask this questions to staff as they are inherently biased. Therefore, this question needs to be validated 'within method'. This can be done by conducting multiple observation of different frontline staff members at

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Description	Method
	different points in the facility.
User questionnaire: On a scale of 1 to 4 where 1 is strongly disagree and 4 is strongly agree how much do you agree with the following statement: Staff treated me well (with courteously, dignity and respect)"?	By combining the evidence from multiple observations and interviews with users, the FSDM tool assesses whether *'The facility's staff treats users with courtesy, dignity and respect and provide services in a friendly manner.'*

Source: DNA Economics

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6   CONCLUSION

The FSDM programme has an important role to play in improving frontline service delivery in South Africa. To do this, it must leverage its position at the core of national and provincial government to encourage better frontline service delivery across sectors and functions. This is best achieved through the reliable measurement of quality and efficiency of frontline services in a way that contributes to improvement planning and monitoring within facility. Equally important, is the use of the results of the FSDM programme to promote a discourse on service quality and efficiency. This revised FSDM manual introduces a new assessment framework that seeks to measure incremental and progressive improvements in service quality. Over time, through the credible and consistent measurement of service quality, the gap between optimal and actual performance will narrow. For users of public services, this means accessible, quicker and better quality frontline services.

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