



Policy Brief

Towards Good Governance in Primary Health Care Service Case Study: Fayoum Governorate

Social Contract Center

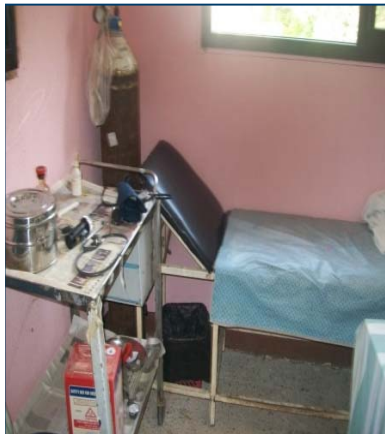
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Good Governance is the good management of all state's institutions, which reflects in policies and practices based on principles of **efficiency, effectiveness, responsiveness, equity, transparency, participation, accountability, rule of law and combating corruption.**



Since its establishment in 2007, the Social Contract Center (SCC) is concerned with the issues of development and poverty eradication. However, there were always two missing components, i.e. good governance and combating corruption, which hinder the development efforts. Therefore, the SCC carried out a governance assessment in three main service sectors (Basic Education, Water and Sanitation and Primary Health Care (PHC)). The assessment was applied in Fayoum Governorate, as a case study, aiming at identifying the problems that face these sectors particularly, constructing indicators for monitoring and evaluating the performance of these sectors based on good governance principles and eventually improving the service delivered. This policy brief aims at assessing governance in PHC in Fayoum Governorate*. The assessment depended on measuring to what extent the private and the government sectors comply to good governance principles while delivering PHC services. The results revealed a big disparity in governance indicators between government and private sectors in favor of the private sector. Moreover, efficiency, effectiveness and equity indicators scored high degrees, while transparency, participation and accountability indicators scored very low.



Main Recommendations

- Setting up protocols and standards to enhance good governance in PHC services, accompanied by an accurate system to regularly assess governance.
- Enhancing **participation** through creating new ways for facilitating integration of the civil society organizations and citizens in decision making process, needs assessment, monitoring and evaluation through public hearing sessions at the village level, citizen report cards, in addition to enhancing the role of the Supreme Council of Health and boards of trustees in health institutions.
- Supporting **accountability** and **combating corruption** through establishing new systems and channels for receiving complaints and suggestions, reporting acts of corruption and responding to them, so that the citizen feels that his/her voice counts.
- Activating **transparency** through adopting simple and innovative ways for disseminating information and raising awareness, specially in the highly illiterate areas, through TV ads, female rural community workers, family visits and public sessions.
- Reforming the health system through increasing government expenditure on health sector, raising medical staff salaries, increasing the capabilities of the government sector providing PHC (through medical equipment, medicines, staff training).

Good Governance

Principles

Good Governance is the adoption of nine principles:

1- **Efficiency:** is providing the service at the lowest cost and in the least time and according to quality standards.

2- **Effectiveness:** citizens prefer and are satisfied with the service delivered.

3- **Equity:** delivering services on an equal basis and according to equal opportunities.

4- **Transparency:** easy access to information and openness to citizens.

5- **Participation:** considering citizens' opinion and suggestions and engaging them in planning, monitoring and evaluation.

6- **Responsiveness:** the service providers respond to citizens' needs, demands and complaints.

7- **Accountability:** the existence of mechanisms and institutions to hold the service providers accountable by citizens.

8- **Rule of Law:** the existence of effective and enforced laws that govern work of the service providers.

9- **Combating Corruption:** existence of integrated effective system to combat corruption in service provision sectors.

Assessing Governance in Primary Health Care in Fayoum Governorate

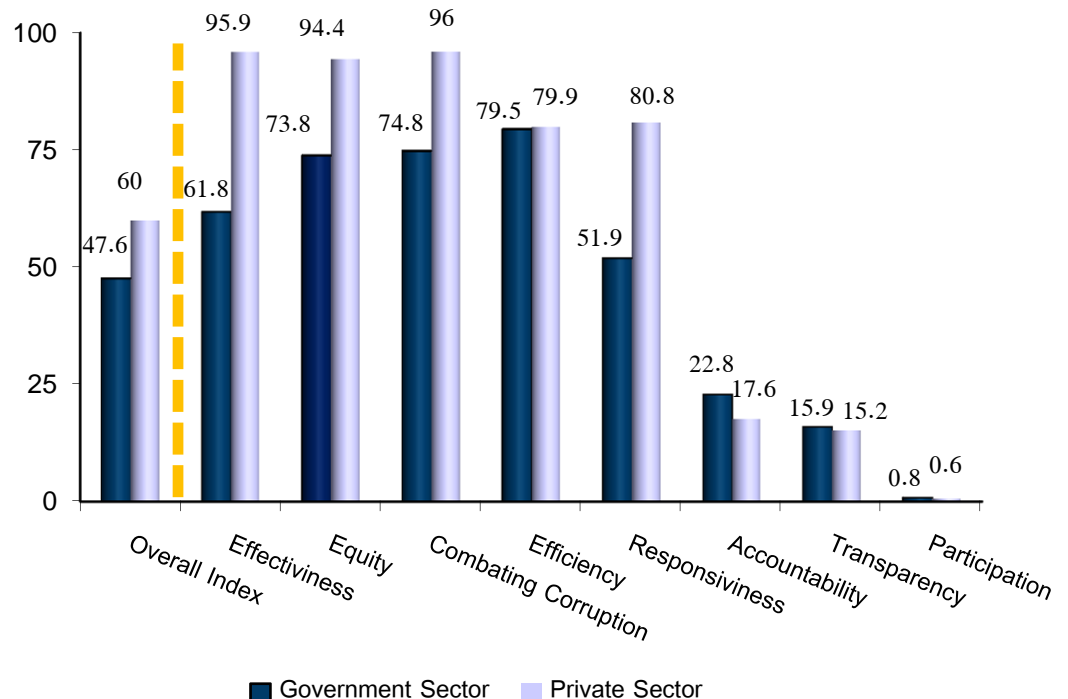
Methodology: The SCC has studied the institutional and legal framework of the PHC sector. Based on it, a general framework of governance assessment was designed. The SCC adopted a participatory approach by engaging all the stakeholders (government, civil society and private sector) in workshops to discuss the framework which assesses to what extent the PHC is delivered according to good governance principles.

A questionnaire was designed and applied on a sample of 3000 households in Fayoum governorate (as a case study) during December 2011 and January 2012. It is worth mentioning that the SCC cooperated with different bodies such as: the Central Agency for Public Mobilization and Statistics (CAPMAS) for withdrawing the sample, the Local Development Observatory (Ministry of Local Development) for facilitating our work in Fayoum Governorate and the Information Center in Fayoum Governorate for data collection.

The analysis focused on the private and the government sector as they are the main sectors in delivering the service (592 respondents got the service from the government sector and 1713 got it from the private sector).

The Governance index for Primary Health Care (Fayoum Governorate) revealed that the private sector index scored higher degree than the government sector (60 out of 100 in the private sector and 47.6 in the government sector) with a difference of 12.4 degrees. The graph below shows that some indicators got high score like (efficiency, equity, effectiveness and combating corruption) and some others scored very low degree (transparency, participation and accountability).

Governance Index in Primary Health Care (Fayoum Governorate)*



*The Governance Index is the average values of sub indices which represent all principles of good governance – Efficiency, Effectiveness, Equity, Responsiveness, Accountability, Transparency, Participation and Combating Corruption – except the rule of law because the assessment was based on a survey of households who are not necessarily aware of the rules guiding the health sector.

People prefer the private sector for delivering the PHC because of the good care, existence of medical capabilities and efficiency of medical staff. However, paying higher cost means getting better service.

The main disadvantage of the private sector providing PHC is: the high cost of the service, the health clinics are far and the opening time is inconvenient.

The reason behind people’s dissatisfaction with the PHC delivered by the government sector is: bad treatment, shortage in medicines, the absence of doctors.

As people mentioned, feeling unequal in getting the PHC services is due to: prevalence of bribes and “wasta”, which shows the correlation between equity and absence of corruption.

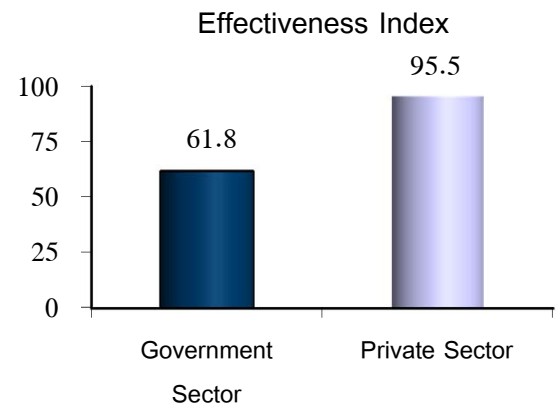
1- Efficiency: efficiency index consists of a group of sub indicators like: decent treatment while getting the service, doctors existence, medical staff efficiency, availability of medicines in health clinics, cost of the service is adequate, the cleanness of the place, availability of medical equipment, short distance to health clinics, convenience of the opening time of the health units / clinics.

The value of efficiency index is high in both government and private sectors (79 degree for each), this does not mean that efficiency is equal in both sectors, as the high cost of the private sector service, the far clinics and the inadequate timing of opening the private clinics decreased the value of efficiency index in the private sector.

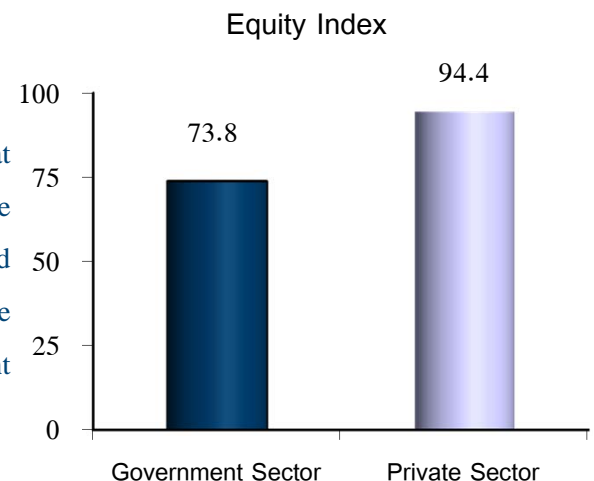
Efficiency*		
	Government Sector	private Sector
Some of Efficiency Indicators	79.5	79.9
Decency in treatment	85.5	99.3
Existence of the doctors	84	99.6
Efficiency of the medical staff	85.1	99.3
Availability of the Medicine in the health unit	71	-
Adequacy of the service cost	89.5	41.5
Availability of medical equipment	86.1	97
Service procedures are easy	80.6	91.7
Health units/ clinics are near	48.5	27.7
Opining time in the morning is adequate	93.2	44.3
Opining time in the evening is adequate	34.3	92.4

*Efficiency index is the average values of the sub indicators in each sector.

2-Effectiveness: Effectiveness index measures people’s satisfaction with the services delivered and their preferences. The index shows that people prefer the private sector delivering the PHC to the government sector, (95.5 degree for the private sector and 61.8 degree for the government sector)



3- Equity: Equity index measures to what extent people feel equal when they are getting the service. Equity index scored (94.4 degree out of 100) in the private sector and (73.8 degree) in the government sector.



The **Transparency index** is associated with other factors like the existence of an integrated system, laws and methods for disseminating information and the rate of illiteracy which reached 41.4% in Fayoum Sample (44.8% in rural areas and 30.5% in Urban areas). This requires more innovative methods for disseminating information.

A female doctor in a health unit in Fayoum said: “we are publishing information and data, but people can not read”.

The lack of transparency and low rate of information dissemination eventually caused weak citizen’s **participation** in evaluating the quality of the services, or in needs assessment. Naturally, people do not participate in what they do not know. Moreover, the health services are very specialized and complicated, which do not give a space for ordinary people to participate. That is why we need clear and effective mechanisms to engage civil society.

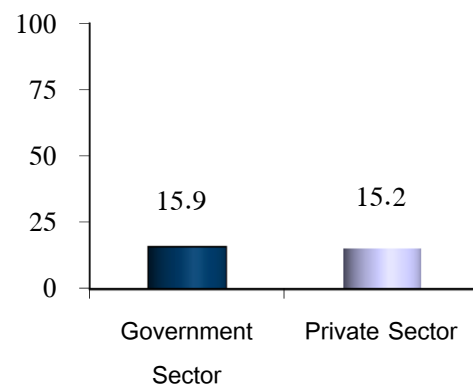
4-Transparency: Transparency index measures to what extent the service providers disseminate information about the existing and new services, medical advice, procedures to be followed to get the services, complaints mechanisms, the health units budget, health and performance indicators and future plans and projects. The index scored very low degree in both sectors (15.2 in the private sector, 15.9 in the government sector). It was recorded that disseminating information about the existing health services, the procedures to get them, their costs and health advice got higher degrees than other governance aspects like: complaint filling mechanisms, the budget, health and performance indicators and future plans and projects.

5- Participation: participation index scored very low degrees, as the value of the index did not exceed one degree. The respondents were asked whether they were engaged in assessing service quality, identifying their needs, discussing the budget and monitoring and evaluating the projects? Although these aspects of participation are very complicated, yet even the simplest ones like evaluating the quality of the service and assessing needs scored about one degree.

6- Responsiveness: the index shows that there was higher response from the private sector to people’s needs (80.8 degree out of 100) compared to the government sector (51.9 degree of 100).

The responsiveness index should have measured the response to the filed complaints, but due to the small number of complaints filed within the sample, we excluded this aspect from calculating the index and the analysis focused only on responsiveness to people’s needs.

Transparency Index

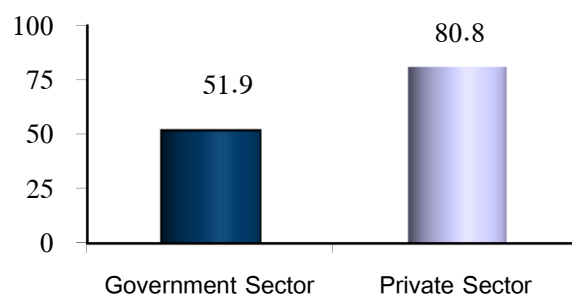


It is worth mentioning that people get their information from doctors’ oral advices and from the brochures and publications.

Participation*		
	Government Sector	Private Sector
Overall index of participation	0.8	0.6
Surveying people’s opinion about the service	1.5	1.4
Participating in needs assessment	0.7	0.9
Participating in budget discussion	0.3	0.2
Monitoring and evaluating the projects	0.1	0.5

*Participation index is the average values of the sub indicators in each sector.

Responsiveness Index



▪ **People refrain from filing complaints:** despite people's dissatisfaction with the PHC services provided (14.2% in the government sector and 1.3% in the private sector) only few people filed complaints (2 in the government sector and 7 in the private sector). The filed complaints mainly go to the head of the health clinic, Ministry of Health and the doctors' syndicate. **Why they do not file complaints?** they do not know how to file them and where to go. They also believe that nothing will change.

▪ **The gap between corruption perception and actual exposure:** the results show that there is a gap between people's perception of **corruption prevalence** and their actual exposure to corruption. Although people feel that corruption spreads particularly in the government sector, few people said that they have been exposed to an act of corruption and very few of them reported this act.

7-Accountability: accountability index measures two aspects: the existence of accountability mechanisms and the extent to which people use these mechanisms if they do not get good services.

Accountability index scored low degrees in both sectors delivering the PHC (22.8 degrees in government sector and 17.6 degrees in private sector out of 100). The sub indicators show that few people feel there are ways to hold the service provider accountable and almost none have used them before (the degree of filing complaints was less than one).

8- Combating Corruption: the index measures respondents' perception on prevalence of corruption in PHC they get, their exposure to an act of corruption (bribes, gratifications, wasta...) and whether they have ever reported an act of corruption. The results show that citizens' perception on prevalence of corruption in government PHC is higher than that in the private sector providing the service. However, the exposure to acts of corruption is low (7.4 degrees in the government sector, and 3 degrees in the private sector). Moreover, the reporting of the acts of corruption came very low (only one respondent out of those exposed to an act of corruption in the government sector has reported it, and two respondents in the private sector), that is why we excluded this aspect from calculating the index.

Accountability*		
	Government sector	Private sector
Overall index of Accountability	22.8	17.6
Availability of accountability mechanisms	45.3	34.9
Ever filed a complaint	0.3	0.4

*Accountability index is the average values of the sub indicators in each sector.

Combating Corruption*		
	Government Sector	Private Sector
Overall index of Combating corruption	74.8	96
Prevalence of corruption in the services	25	3.9
A- Prevalence of corruption (perceptual)	43	4.9
Prevalence of carelessness	51.4	8
Prevalence of bribes and gratifications	15.2	3.2
Abuse of power, "Wasta"	34.9	7.6
The sector (.....) is the most corrupt	70.1	0.8
B- Prevalence of corruption (practice)	7.4	3
Ever gave a bribe, a present, a gratification, or used "wasta" to get the service	7.4	3

*Combating Corruption index is the average values of the sub indicators in each sector.

Reasons of Corruption

72% of respondents see that the government sector delivering PHC is the most corrupt and they accounted that for:

- Weak oversight (64.2%).
- Low salaries (20.9%).
- Complicated procedures (8.1%).
- Low cost of the government health services (6.8%).

The Social Contract Center (SCC)

SCC is a joint initiative between the Egyptian Cabinet's Information and Decision Support Center (IDSC) and the United Nations Development Program (UNDP) with the support of the Italian Egyptian Debt for Development Swap Program and Japan Government. SCC was established in 2007 based on the recommendations of Egypt Human Development Report titled "Choosing our Future: Towards a New Social Contract" to provide technical support to the human development efforts in Egypt using rights based approach rooted in the principles of good governance and citizenship.

The Center aims to achieve its goals through seeking the assistance of national and international experts to build national consensus on the concept of the new Social Contract, in addition to rebuild the trust between the state and the citizen through supporting the institutional and legal reform for combating corruption, improving the public service and adopting policies which support social justice and economic and social rights, as well as supporting efforts to empower civil society.

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Conclusion:

- The results of governance assessment of PHC sector in Fayoum Governorate show the gap between governance index of PHC in the private and the government sectors delivering the service in favor of the private sector. This is due to weak medical and technical capabilities available in the government sector compared to the private sector providing the PHC services.
- The results highlighted the low scores of key governance indices (**accountability, participation and transparency**) in both government and private sectors because they care more about quality and efficiency measures at the expense of other governance principles, although all these principles are interrelated and affects the service delivery.
- **Transparency** index scored very low degree (almost 15 degrees in both sectors), although the Ministry of Health has adopted many mechanisms to disseminate information about medical advices, the procedures to get the services and performance indicators through printed materials and posters. However, that may not suit the rural and poor areas where illiteracy rates are high. This requires adopting more creative methods that suit the local context like: TV ads, cartoon stories, oral advices from medical staff or community leaders.
- Low **participation** rate in needs assessments, evaluating the quality of the services, discussing the budget, monitoring and evaluating the projects was recorded and that is because participation is a complicated process which needs strong civil society and clear mechanisms, in addition to the specialized nature of the health sector. However, this does not mean that we deprive the simple citizen from his right to express his opinion about the service, or to identify his/ her needs. Thus mechanisms are needed to regularly engage citizens through public hearing sessions, citizen report cards....etc.
- Although some citizens are not satisfied with the PHC services they get (14.2% in the government sector, 1.3% in the private sector), only few of them filed complaints - 2 of them in the government sector and 7 in the private sector- to the head of the health clinic, Ministry of Health or the doctors' syndicate. When asked why they do not file complaints, they replied: how to file complaints? to whom? Who will listen to us?
- People perception on the prevalence of **corruption** in the government sector providing PHC is higher than that in the private sector. The reasons of corruption - from the respondents' point of view - are weak oversight, low salaries, low service costs and complicated procedures. It was noticed that people exposure to an act of corruption is very low in both government and private sectors. Hence, reporting of corruption was low too.

