



Target Culture

How do numerical targets affect safety?

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Targets and Safety: Oil and Water?



- Common reasons for targets
- Known problems
- Unintended consequences from Health, Police, Education
- Concluding thoughts & discussion

How do our targets affect ATM safety?



Common reasons for targets



Targets set direction

...they set people in the direction of meeting the numerical target, not necessarily providing the quality of service required from the end-user's perspective.





Targets motivate people

...to do anything to (be seen to) achieve the target, not to achieve the purpose from the end-user's perspective. They motivate the wrong sort of behaviour.





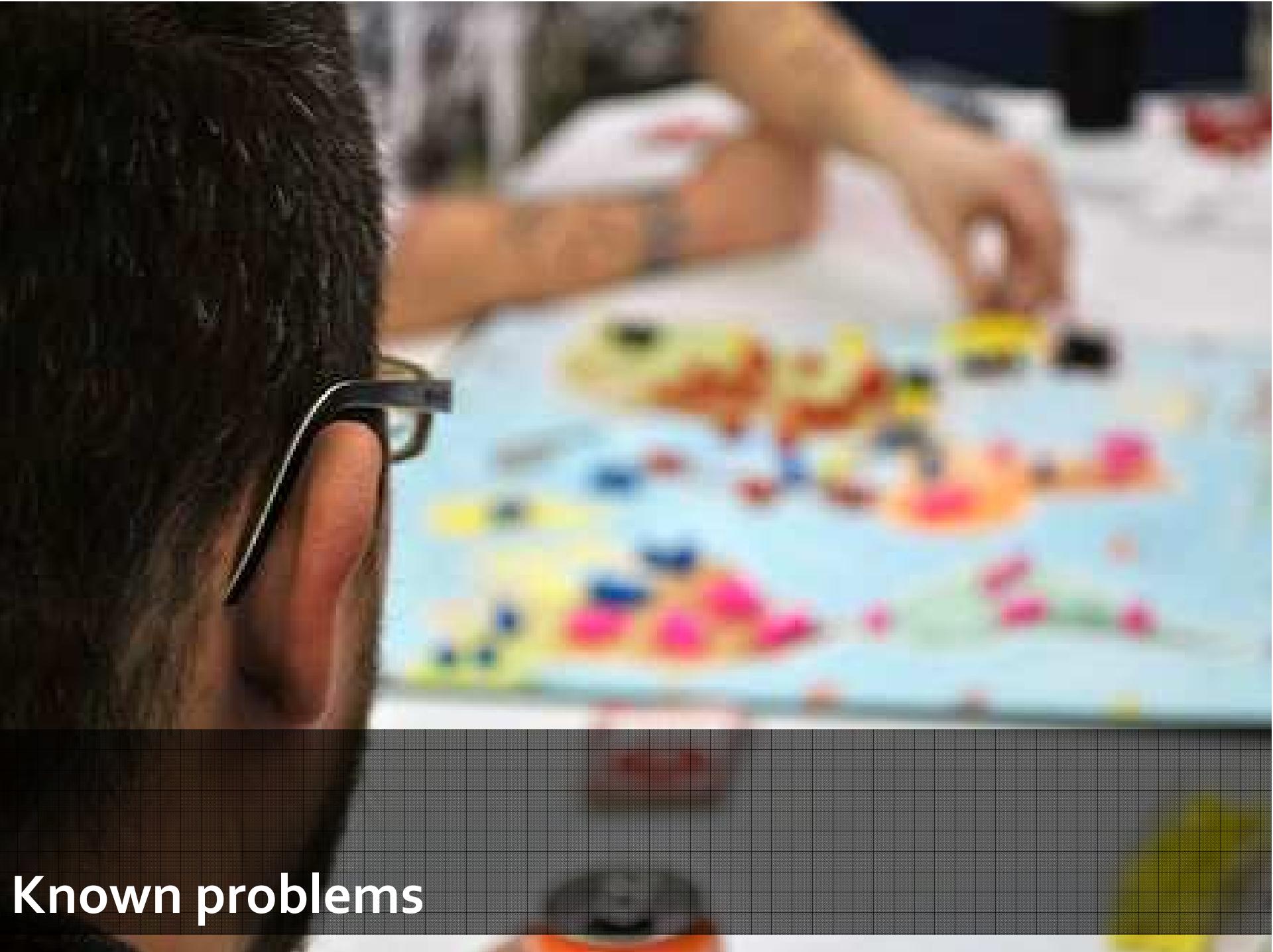
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Targets allow comparison

*...but experience shows
it allows comparing
false, manipulated or
meaningless data.*





Known problems



Targets:

-  are usually **arbitrary**, with no reliable way to set them
-  are set from above, **disconnected from the work**
-  focus on **individual functions** & sub-optimise the whole system
-  always have **unintended consequences**
-  lead to **cheating & gaming**, especially if there are sanctions
-  create a **burden of data and supervision**
-  allow other **important but unmeasured aspects of performance to deteriorate**
-  are often **not met anyway**, or become **outdated**, but are still chased



Unintended consequences

Lessons from other sectors



Accident & Emergency →

Healthcare



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Example targets



Accident and Emergency waiting times (4 hours)



Cancer treatment waiting times



Ambulance waiting times



Financial performance



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Mid-Staffordshire Hospital Scandal



THE MID STAFFORDSHIRE
NHS FOUNDATION TRUST
PUBLIC INQUIRY
Chaired by Robert Francis QC

Report of the Mid Staffordshire NHS Foundation Trust Public Inquiry

Executive summary

HC 947

An estimated 400-1,200 patients died as a result of poor care between January 2005 and March 2009 at Stafford hospital, UK

Public Inquiry report by Robert Francis QC published 6 February 2013

Targets, culture and cost cutting were key themes

Targets related to elective surgery, outpatient waiting times, cancer waiting times and financial performance

Targets led to bullying, falsification, and poor quality care



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Nurse



“Nurses were expected to break the rules as a matter of course in order to meet target, a prime example of this being the maximum four-hour wait time target for patients in A&E. **Rather than “breach” the target, the length of waiting time would regularly be falsified on notes and computer records.**” Whistleblower **Staff Nurse Donnelly**, Evidence to the Enquiry

Trainee Doctor

“The nurses were threatened on a near daily basis with losing their jobs if they did not get patients out within the 4 hours target ... the nurses would move them when they got near to the 4 hours limit and place them in another part of the hospital ... without people knowing and without receiving the medication.” Dr Turner, then a **Specialist Registrar in emergency medicine**, 2002-2006



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Chief Executives & Director



“As Chief Executives **we knew that targets were the priority and if we didn’t focus on them we would lose our jobs.**” William Price, Chief Executive of South West Staffordshire Primary Care Trust, 2002-2006

“**... the commissioning process focused on activity, money and achieving particular targets** ... In terms of how the issue of quality featured in the context of a culture of monitoring targets and balancing books, **I do not think that quality was ignored. However, it is hard to put my finger on how quality did feature.**” Jean-Pierre Parsons, Chief Executive of Cannock Chase Primary Care Trust (CCPCT), 2002-2006

“I did on occasion feel intimidated by members of the SHA and was **put under a lot of pressure to hit the targets.**” Susan Fisher, Finance Director of South West Staffordshire Primary Care Trust



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Mid-Staffordshire Hospital Scandal



the guardian

Mid Staffs report is right: NHS targets went too far

“Over the past 20 years, there has been a **drive to import a commercial mentality into the NHS, which has given rise to a new managerialism and a focus on finance and targets.** “

Mid Staffs shows everything that's rotten in the house of management

Targets always result in gaming. When it does, the knee-jerk reaction on the part of everyone from politicians to top managers is to tighten supervision to identify and root out offenders. Unfortunately, performance management has a poor record – partly because **in overall performance, individuals are far less important than the system in which they operate.**



Police and Criminal Justice



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Pressure to drop charges



The Telegraph

Met sex crimes squad 'pressured victims to drop rape claims'

"Officers in a heavily-criticised sex crime squad **pressured rape victims to drop claims to hit targets**...drew up its own policy to encourage victims to retract statements and boost the number of rapes classed as "no crime", improving the squad's poor detection rates threefold, the Independent Police Complaints Commission found.

Deborah Glass, its deputy chair, said it was a "**classic case of hitting the target but missing the point...The pressure to meet targets as a measure of success, rather than focussing on the outcome for the victim**, resulted in the police losing sight of what policing is about.""



Education



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Altering records to hit truancy target



the guardian

Teachers 'fiddled school roll'

"The government is to investigate truancy at a Newcastle comprehensive after allegations that **teachers fiddled the attendance figures** by persuading parents of persistent absentees to sign forms saying they intended to educate their children at home.

Educational welfare officers were reported to have made a formal complaint about the practice at Firfield school in Newcastle. They suggested that **the school was trying to meet targets for cutting truancy by removing "serial truants" from the roll.**" 11 Dec 1999



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Gaming the targets



the guardian

Targets and league tables

“League tables, which promote shallow learning and teaching to the test, should be abolished, as they don't show the true quality of the school.”

“Targets set for schools are driving the curriculum. Heads ... are forced to **play the game and offer qualifications that are 'easier' to pass** in less curriculum time...”

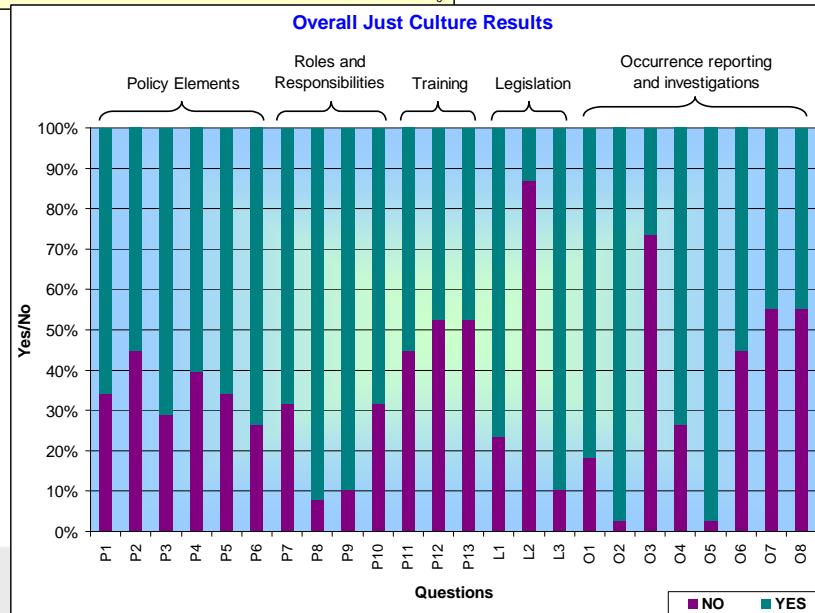
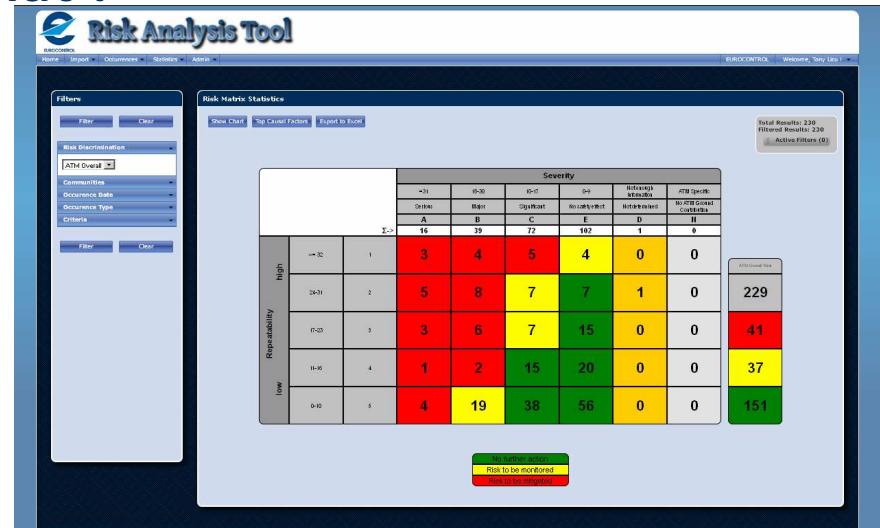
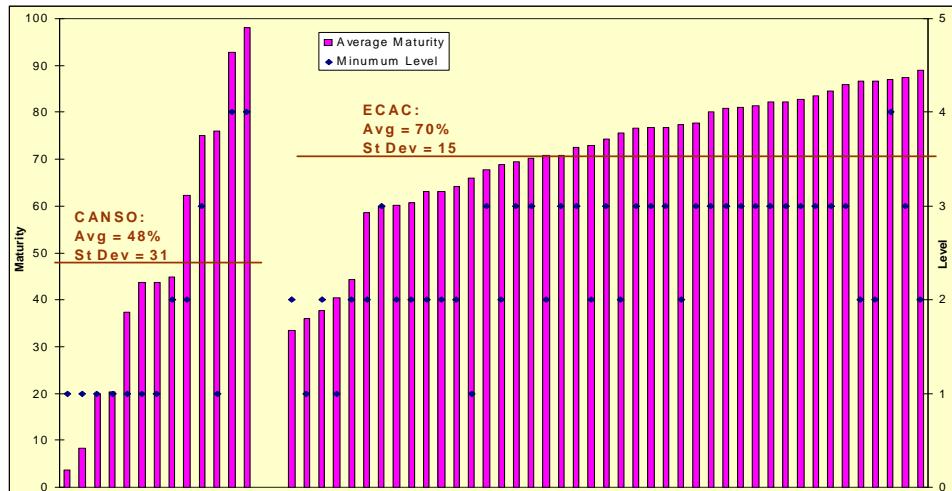
“I think that the **targets culture is ruining education**. Teachers and senior staff are now more interested in **doing whatever it takes (including cheating) to get their stats up than doing what is best for the students.**” 3 Oct 2011



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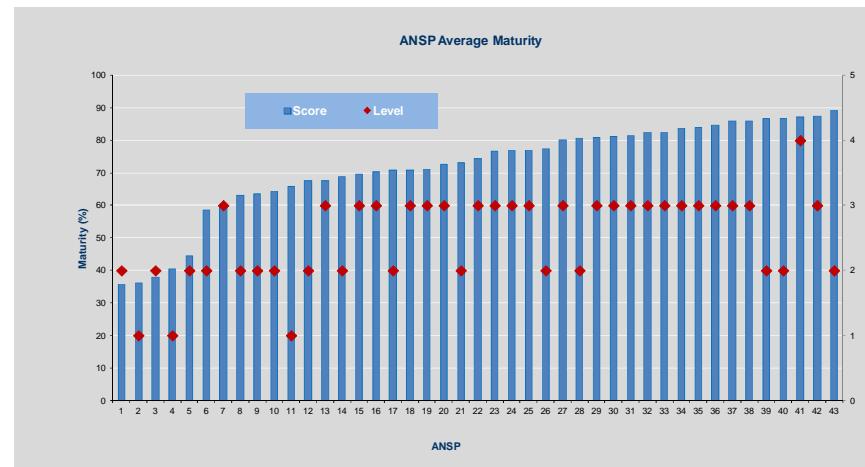
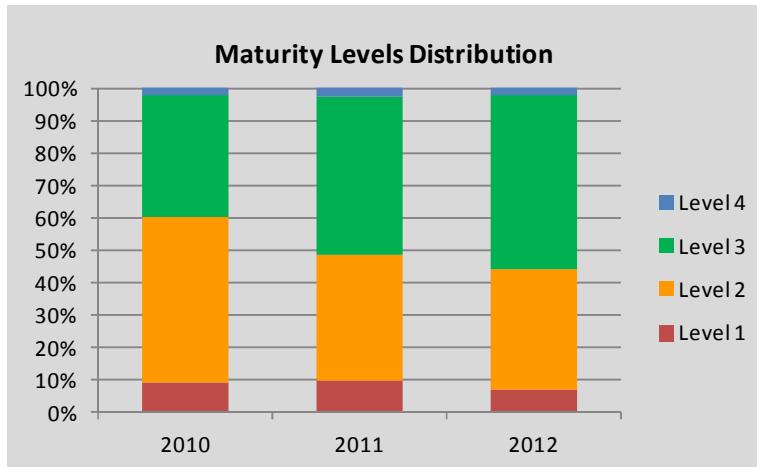


What is the situation in ATM – we have 3 KPIs but with no Targets – We should welcome that !





Standard of Excellence/Effectiveness of SMS

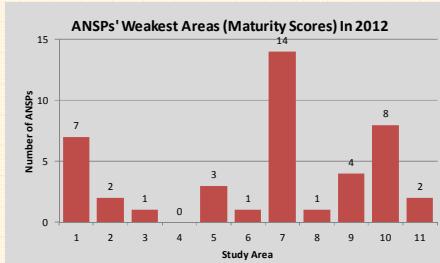


- Maturity level in the ECAC Region has increased slightly since 2011 survey
 - SA 7 (Safety Interfaces) still the weakest;
 - SA 3 (Timely Compliance with International Obligations) still the strongest;
- There are 3 at Level 1 and 16 at Level 2

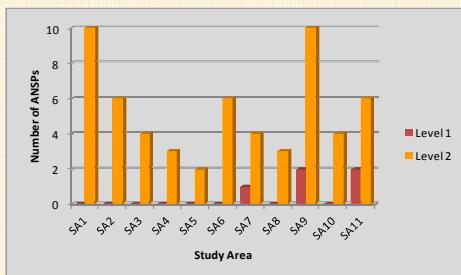




Weakest Areas

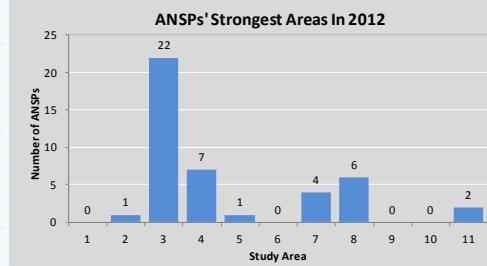


As per overall maturity scores:
SA7: Safety Interfaces

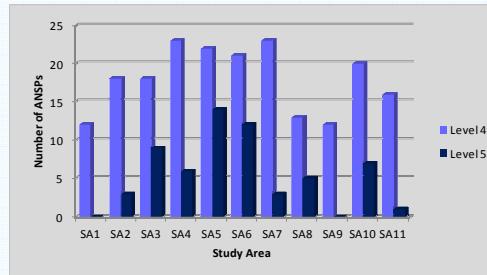


Level 1 and 2:
SA1: Safety Culture
SA9: Safety Performance Monitoring
SA11: Adoption and Sharing of Best Practices

Strongest Areas



As per overall maturity scores:
SA3: Timely Compliance with Internat. Obligations



Level 4 and 5:
SA4: Safety Achievement
SA5: Competency
SA6: Risk Management
SA7: Safety Interfaces



Safety vs. Costs or rather Safety vs. Value

€ How much does cost the development of my SMS?



€ How much does it cost me annually to run the SMS?

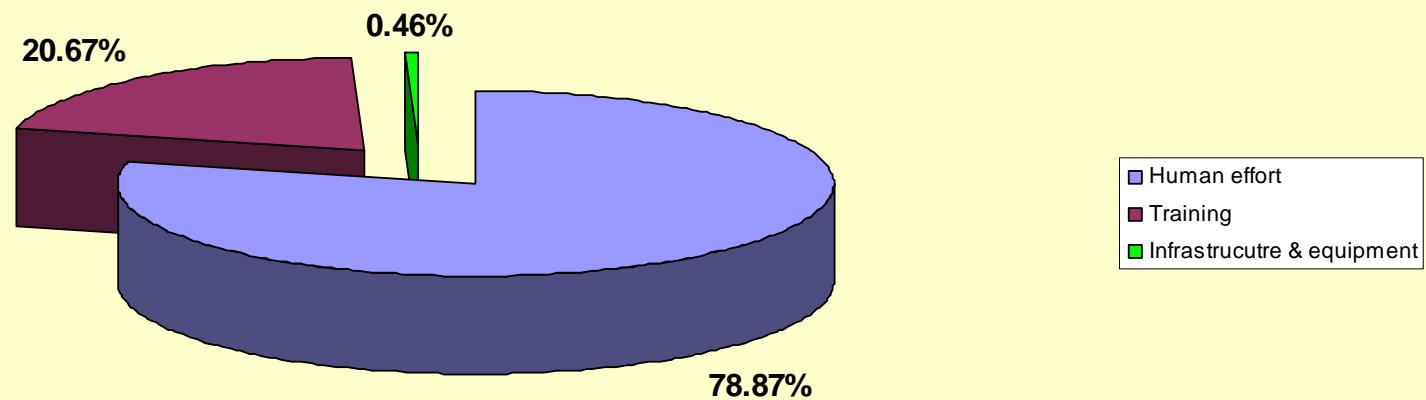




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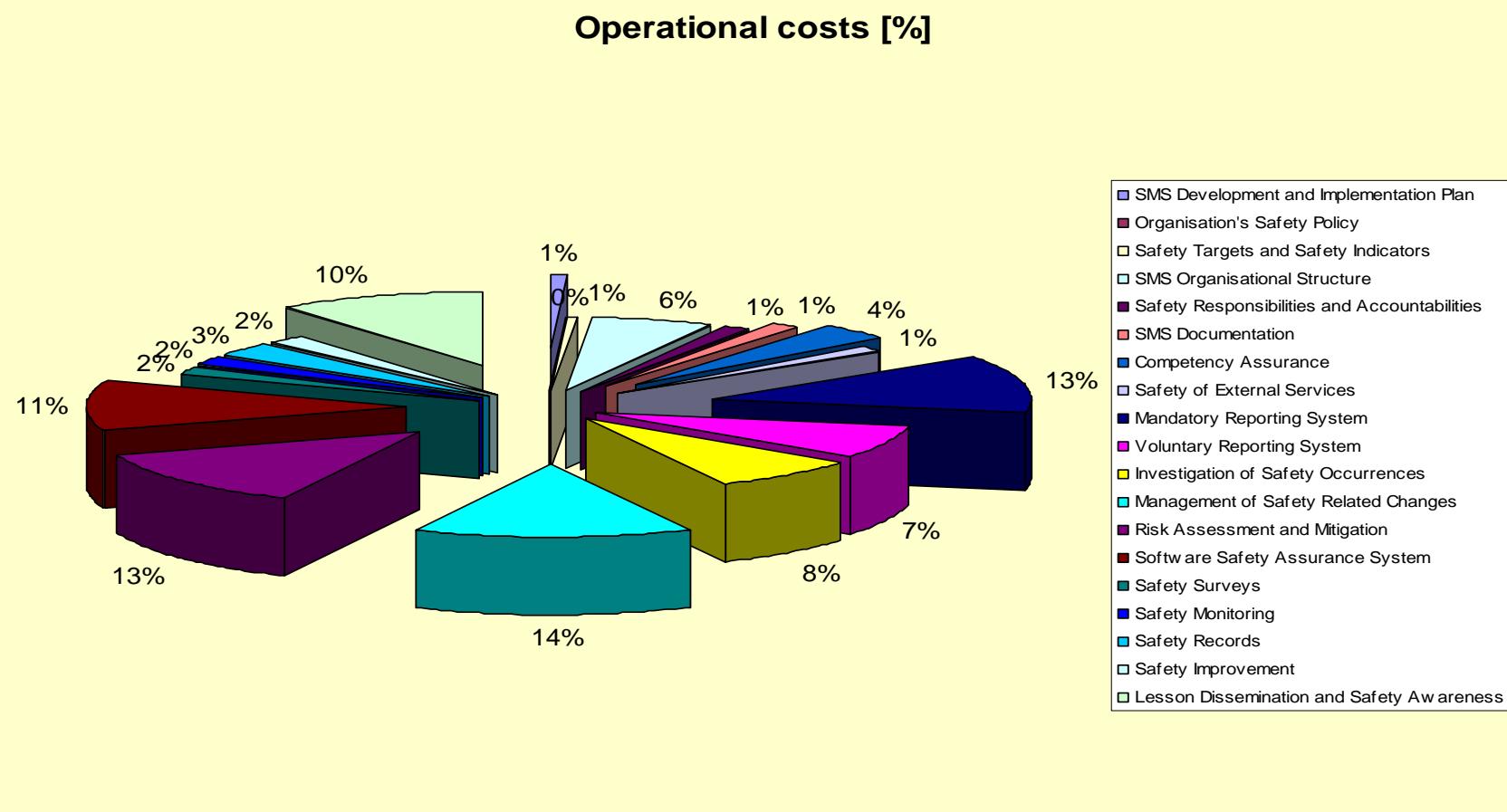


Distribution of Costs for SMS Operations





Breakdown of the SMS Operation costs





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Five procedures make up 61 %.



- Mandatory reporting system – 13 %
- Management of safety related changes – 14 %
- Risk assessment & mitigation – 13 %
- Software assurance plan – 11 %
- Lesson dissemination & safety awareness – 10 %

Concluding thoughts



- Targets encourage people to manage the numbers, leading to waste, cheating, gaming and worse;
- There is usually no reliable way to set them;
- Targets introduce conflict within the system and create addition need to data gathering and supervision ;
- Measures need to reflect how the work really works, and have meaning to those who do it;
- They are often not met anyway, but even when they are, whole system performance tends to get worse;
- “When a measure becomes a target, it ceases to be a good measure.” Prof. Marilyn Strathern.**

Concluding thoughts

Measures

-  Echo Organisational goals;
-  Are cross-checked top—down but also bottom-up;
-  Provide context;
-  Create meaning at all Organisational Level;
-  Are based on Legitimate Data (not encourage cheating, gaming, etc
-  Are easy to understand and lead to Action.



without **real** KPI's an organisation will **not**
perform to its **maximum**

...a KPI is a Metric

but a Metric is **not** necessarily a KPI !

