AFRICAN DEVELOPMENT BANK GROUP
GROUPE DE LA BANQUE AFRICAINE DE DÉVELOPPEMENT

5th Strategic Leadership Seminar
"Future-Ready Leadership: Driving Sustainable Development Through Strategic Foresight

26 September 2025

Better Practices for Public Sector Transformation

Public Service Delivery Index in Africa (PSDI), and System Tools

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AFRICAN ASSOCIATION FOR PUBLIC ADMINISTRATION AND MANAGEMENT (AAPAM)
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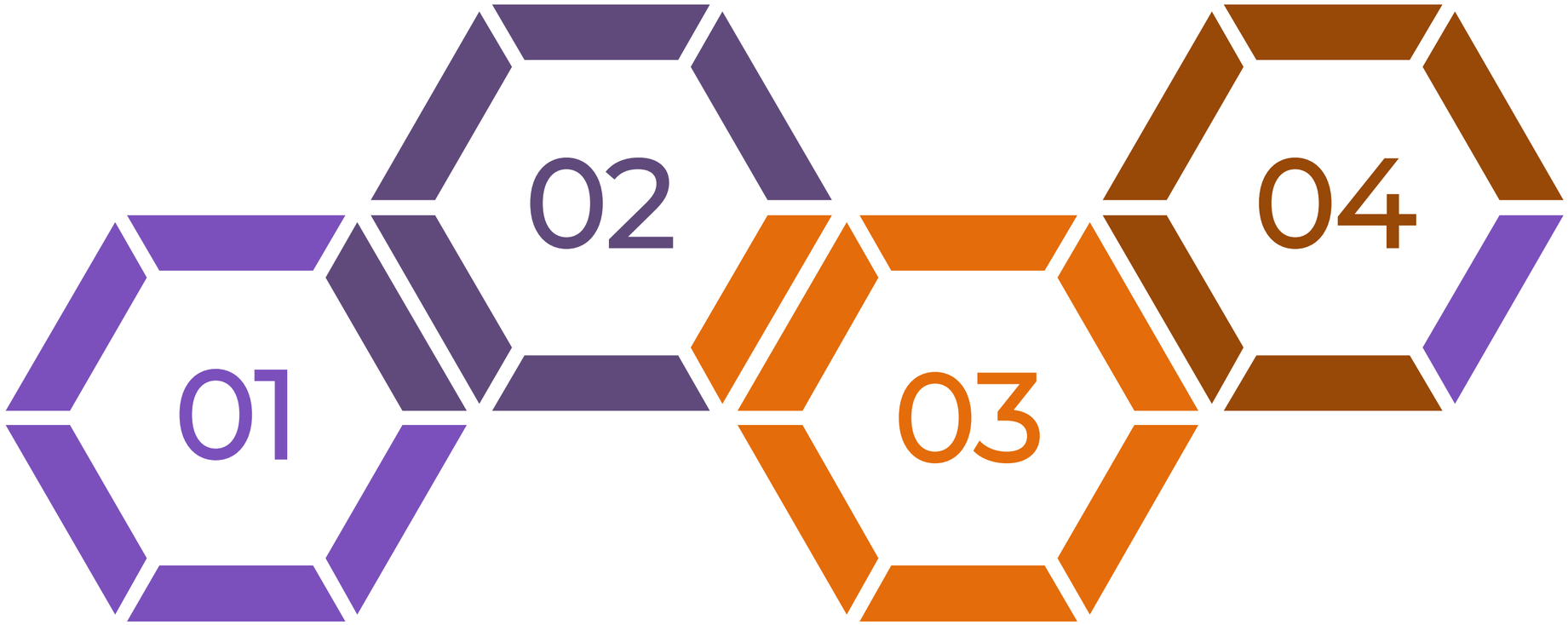
Outline Better Practices for Public Sector Transformation



01 Context: Why /What transformation

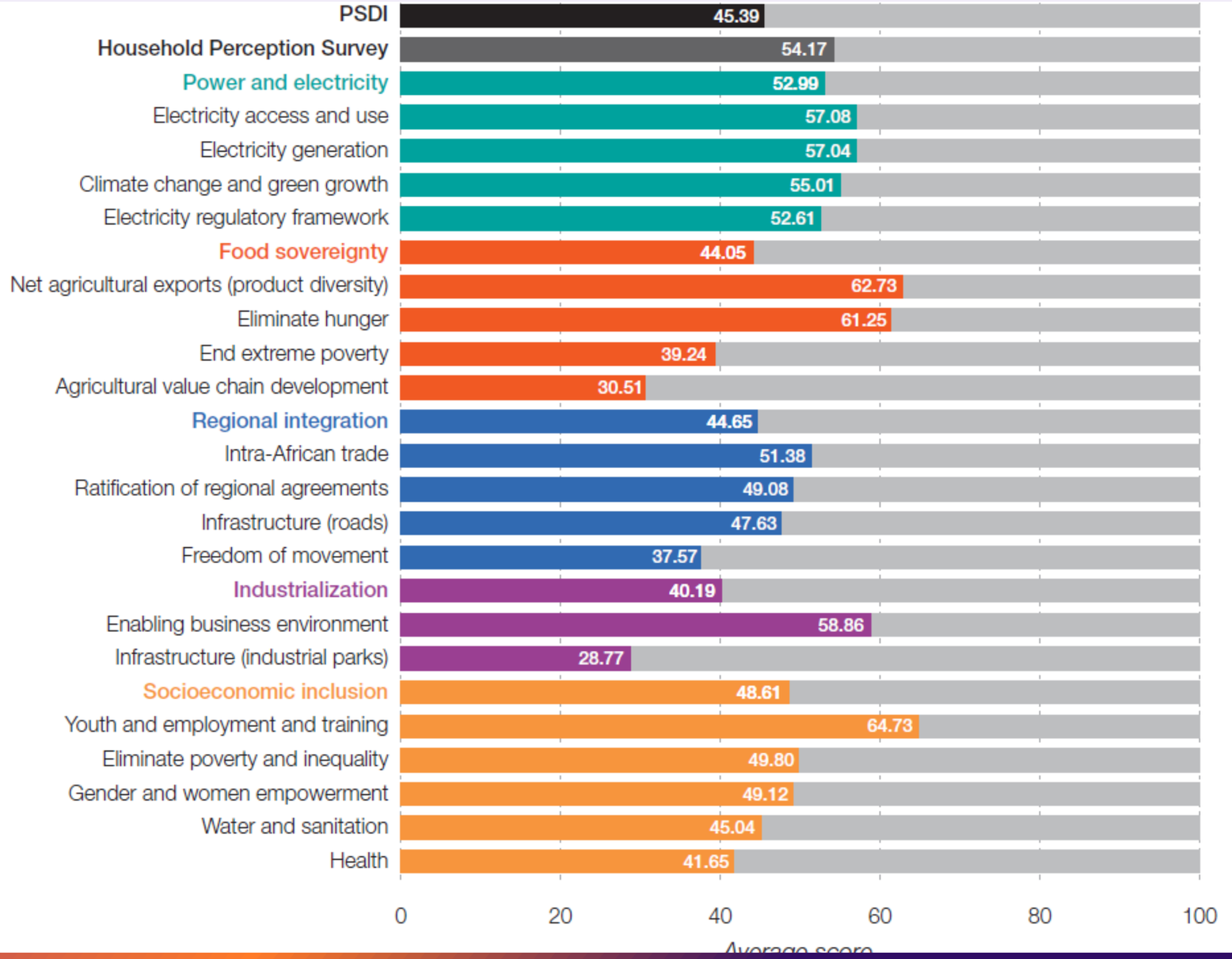
02 Definition/ concepts – system tools

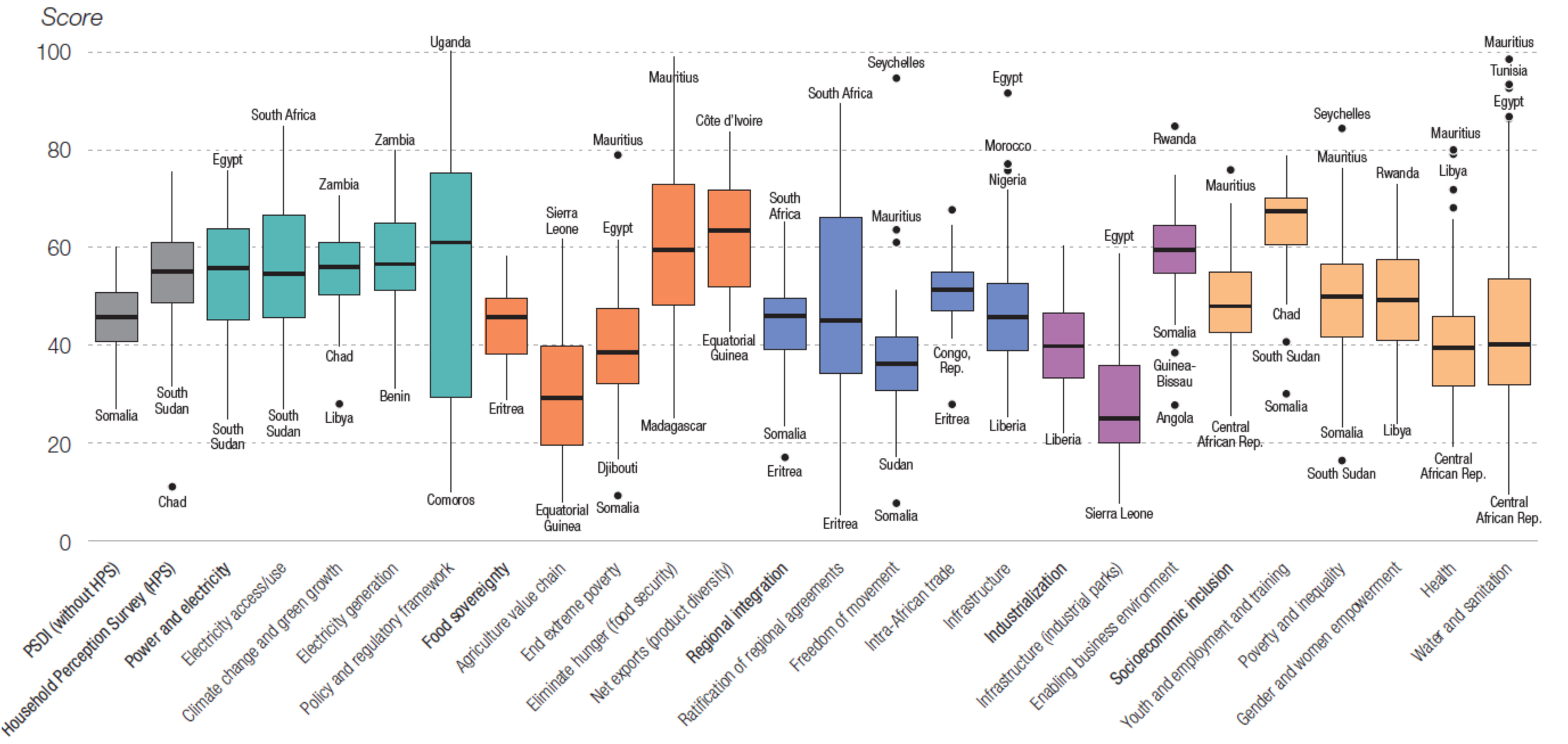
03 PSDI & system tools, Public Sector Transformation *Case of Kenya*

04 Conclusion

Context (1a) Public Sector Performance in Africa

- Achieved **45.39** overall
- Opportunities for **scaling** and **targeted investments** for an **optimized public service system**

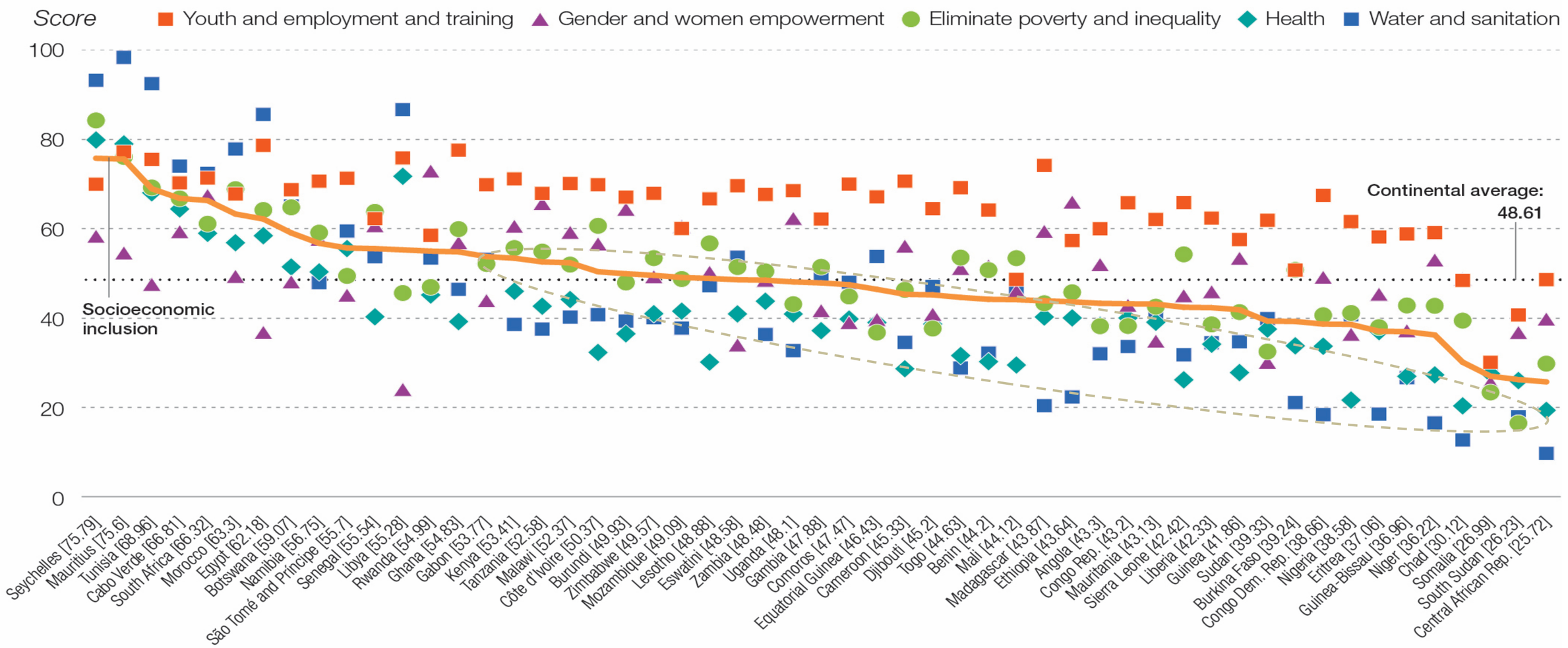




PSDI -Variation across dimensions, subdimensions, and countries

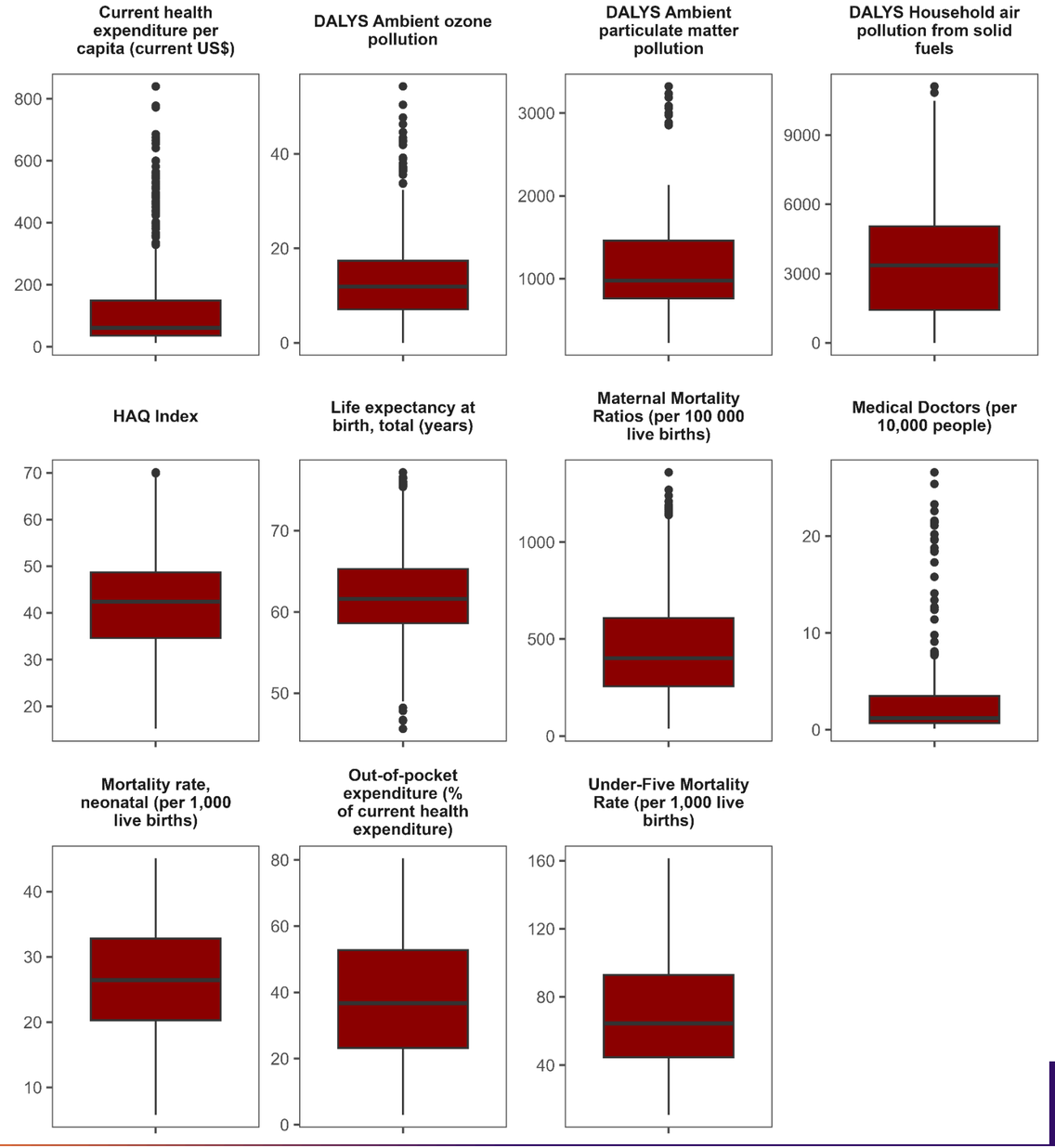
Context (1b)

30 countries scored above the average continental socioeconomic inclusion dimension score of 48.61



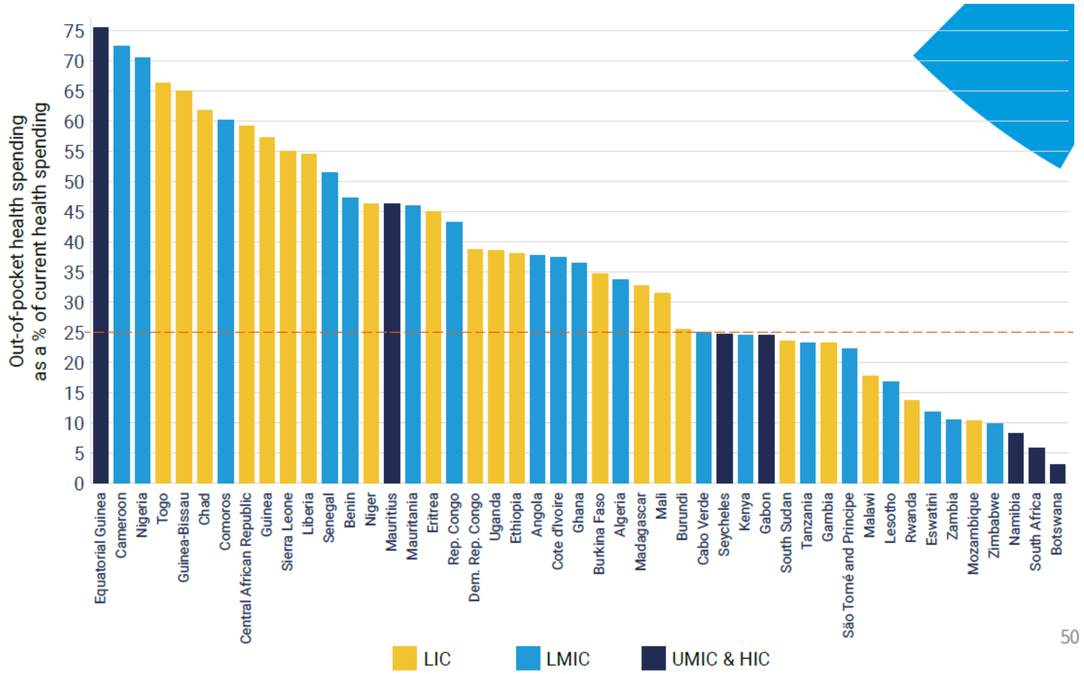
Context (1c) High health scores reflect high scores on underlying indicators:

- Healthcare access quality index (**score above 50)**
- **above 72 years,** high life expectancy at birth
- **less than 12 disability-adjusted life years** (DALYs) due to household air pollution from solid fuels; more than **7,000 DALYs in low-scoring** countries;
- **below 35% out-of-pocket expenditure /**current health expenditure;
- above US$233 current health expenditure per capita, compared <US$40 in low-scoring countries.
- **High number of medical doctors per 10,000 people**.
- Fewer maternal mortality ratios, less than 72 per 100,000 live births, versus 800 per 100,000 in low-scoring countries.

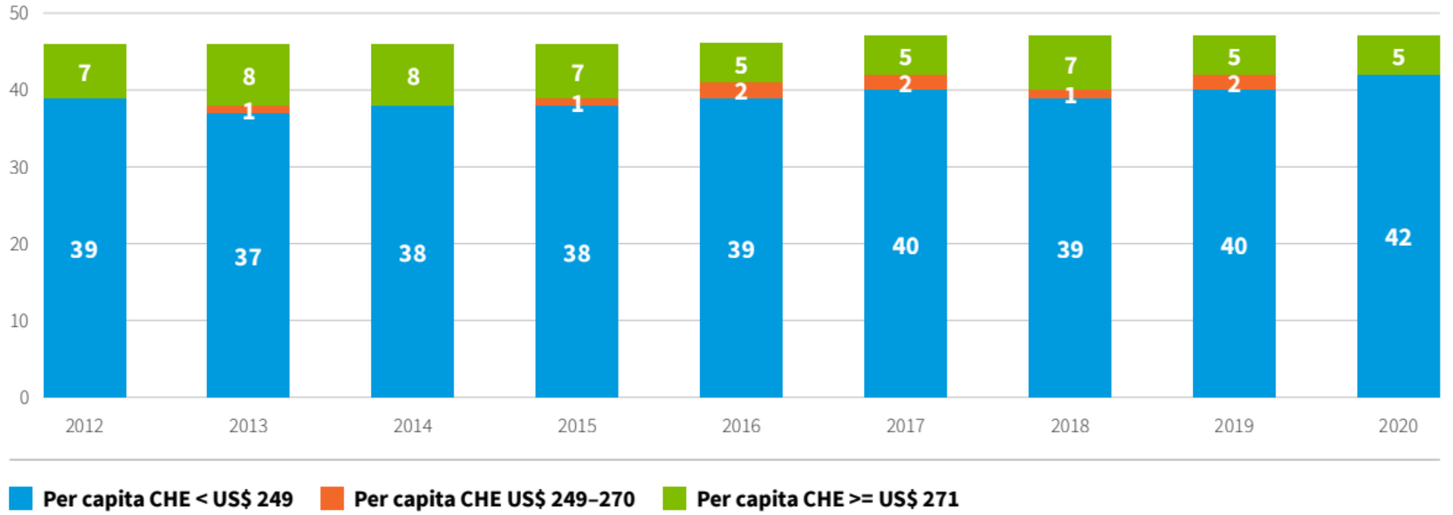


Context (1d)

High out-of-pocket (OOP) health spending in Africa.



Countries by level of per capita current health expenditure (CHE), 2012–2020, WHO African Region



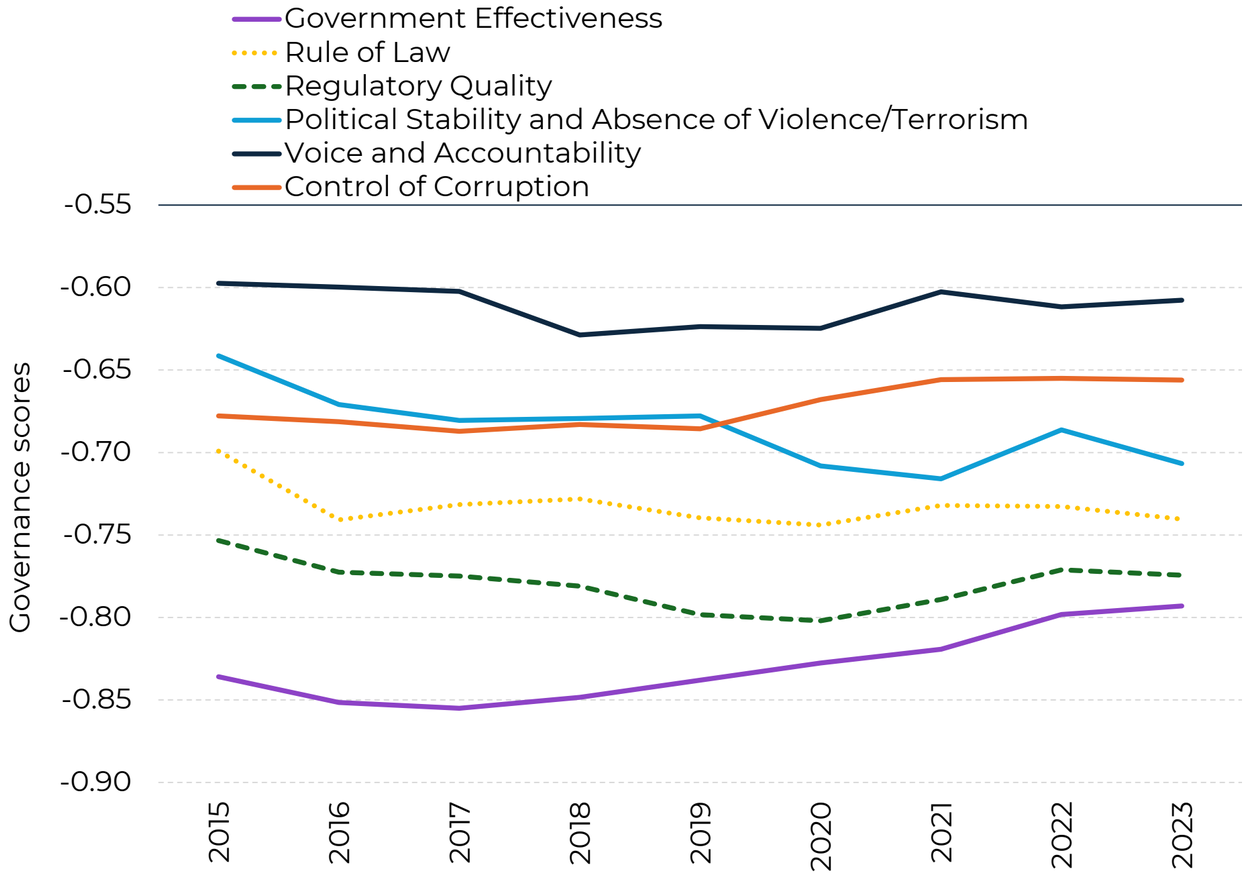
Question of sustainability?

Source: WHO Global Health Expenditure Database, 2022

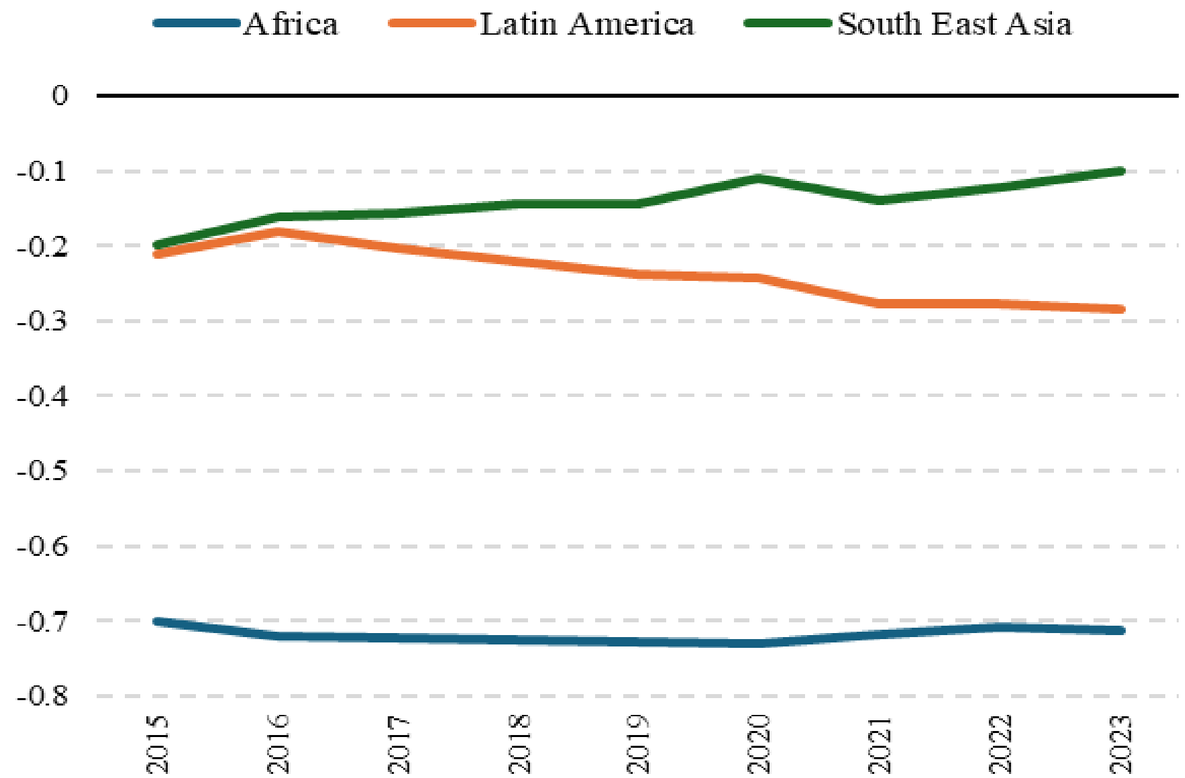
Context (1e)

Public Service Delivery is a Key Dimension of Governance Effectiveness

Evolution of Governance Indicators, 2015 - 2023



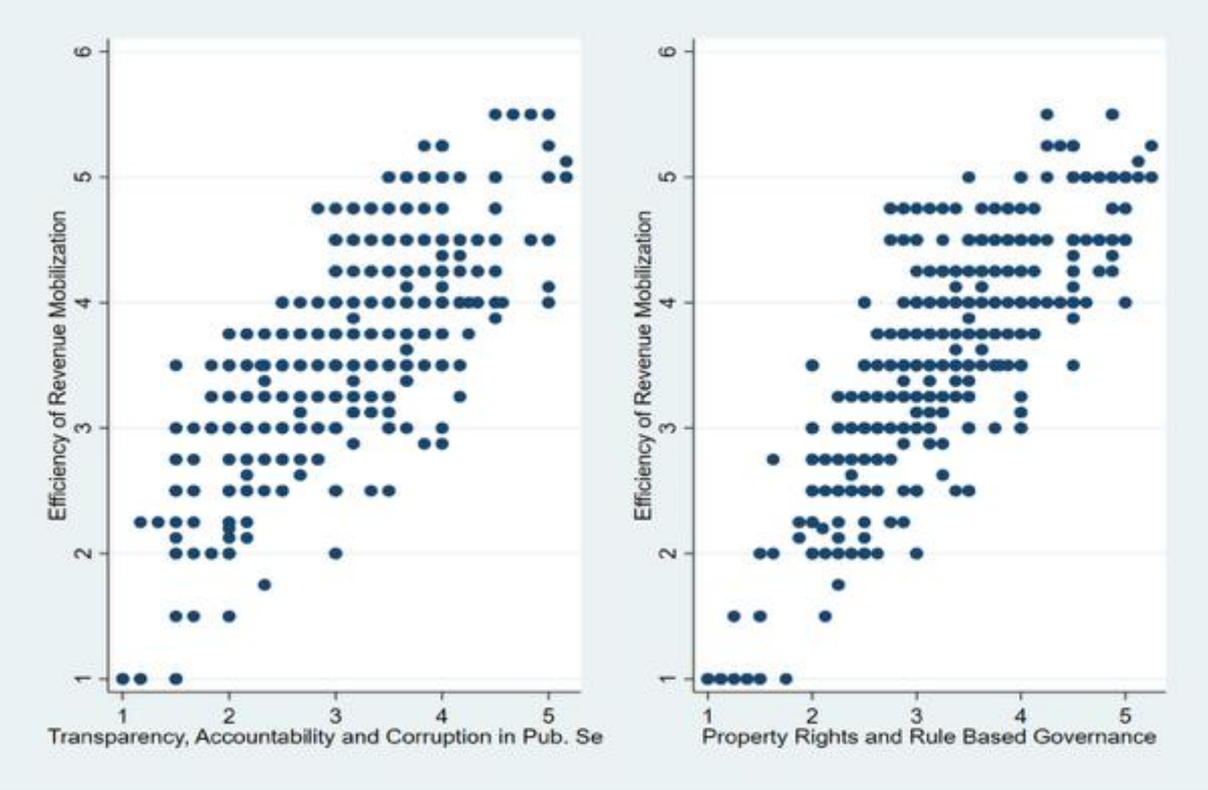
Africa with comparator regions, 2015 - 2023



Source: AfDB Calculations using Worldwide Governance Indicators

Context (1f) Governance Quality affects Resource Mobilization – Domestic and External- for a capable state / Capable public sector

Resource mobilisation and Governance indicators



01

Governance quality has direct implications on the efficiency of resource mobilization, both domestic and external.

02

Transparency, accountability, control of corruption, property rights, and governance improve domestic and foreign investments.

03

Market stability boosts resource mobilization and Investments

❑ Impacts the government's ability to transform sector, deliver services and development

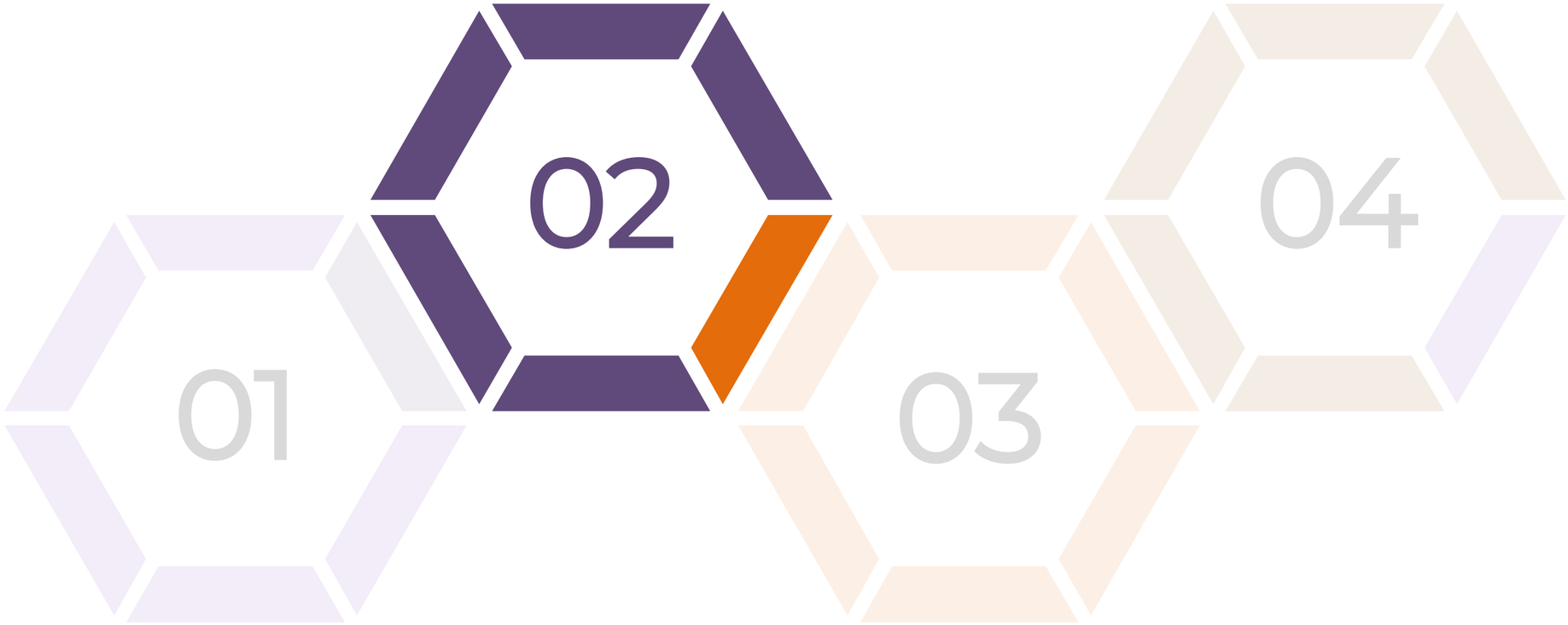
Source: AfDB Country Policy and Institutional Assessment Scores

Context (2)

Good news- Countries are adopting policy reforms to make the public service sector more

- Citizen-centered (responsive, participatory, transparent).
- Human-centered in approach - serve the needs of end-users and are socially constructed systems
- Efficient and accountable (reducing duplication).
- Inclusive and equitable (vulnerable groups benefit).
- Performance-driven (**focus on outcomes /value:** not just outputs/**inputs**)-.
- Adaptive, innovative, and results-oriented governance systems
- Central continent's governance effectiveness and driver of development
- Effective in delivering services that create a level playing field that enhances **opportunities, capabilities, and choices** to continually expand citizens' capacity to be productive and create the results they truly desire

Outline



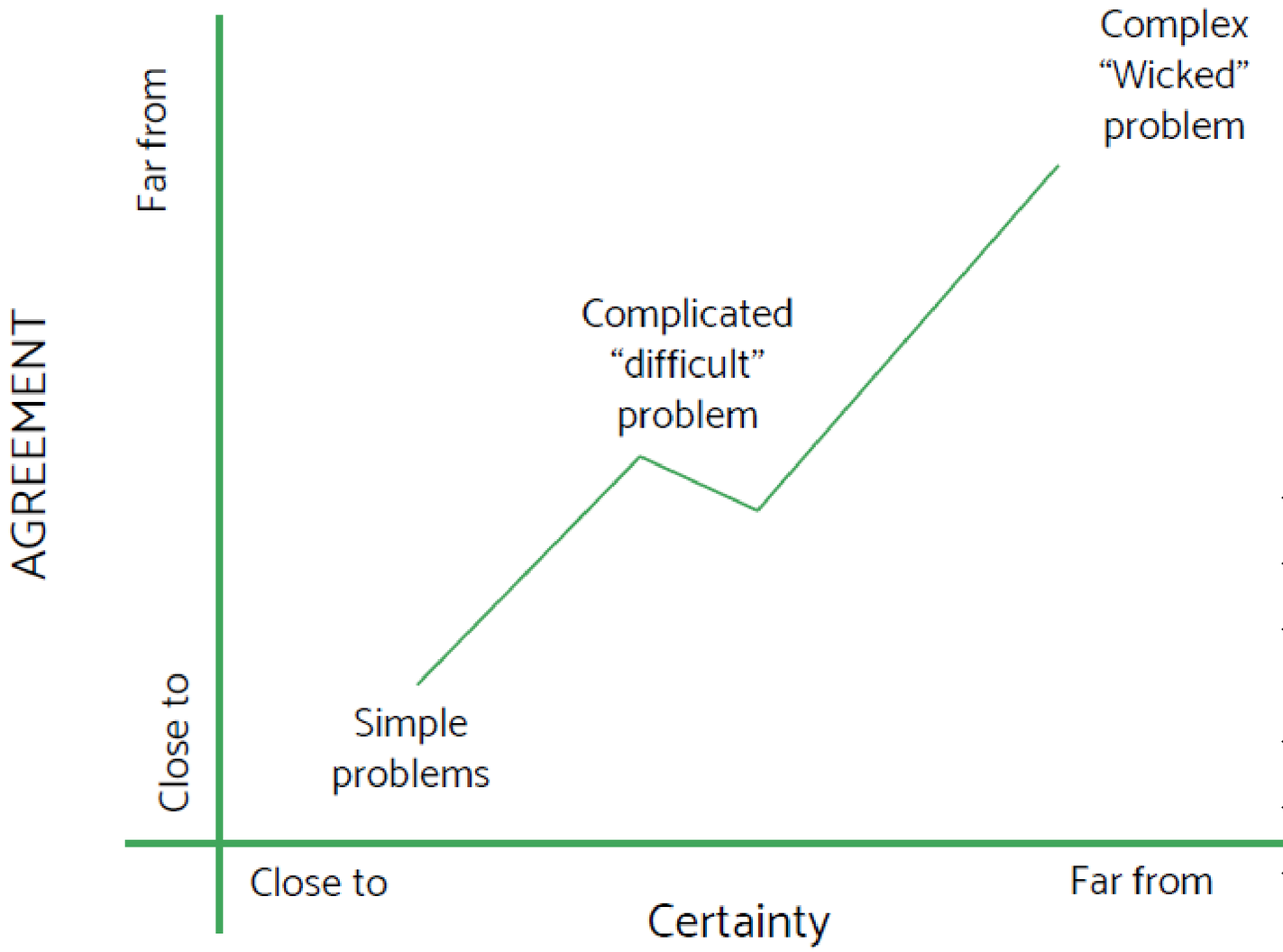
Context: Why /What transformation

Definition/ concepts

PSDI–Centrality to Public Sector Transformation *Case of Kenya*

Learning

Concepts Typology of problems



- ✓ Look for divergence
- ✓ Act, learn, and plan at the same time (reflexivity)
- ✓ Use minimum specifications (simple rules)
- ✓ Work on multiple leverage points
- ✓ Be creative with opportunities at the boundaries
- ✓ Build on what emerges and grows

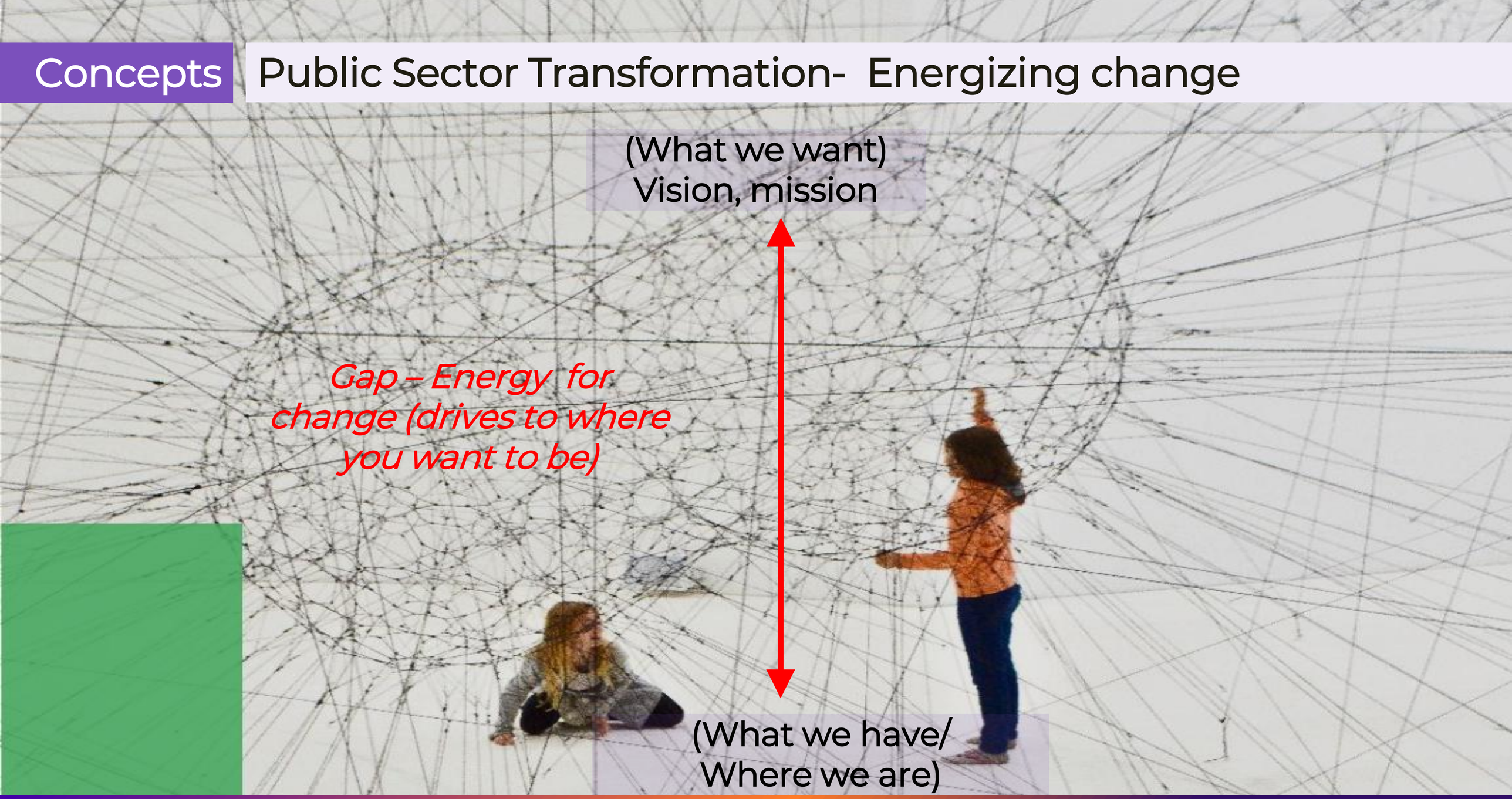
- ✓ Develop explicit plans, then act
- ✓ Look for agreement & clear outcome
- ✓ Limit types of approaches & actions (best practice is all that matters)
- ✓ Set targets
- ✓ Drive implementation
- ✓ Routine, stability, and control are what matter most

Concepts

Public Sector Transformation- Energizing change

(What we want)
Vision, mission

Gap – Energy for change (drives to where you want to be)



(What we have/
Where we are)

A system is what it does, not what it says it does! How do we pivot?

Concepts Build Foundation for Change – System synthesis

Vision, mission for the next decades , Agenda 2063/ SDGs, National Development Agenda/ goals

(What we want)

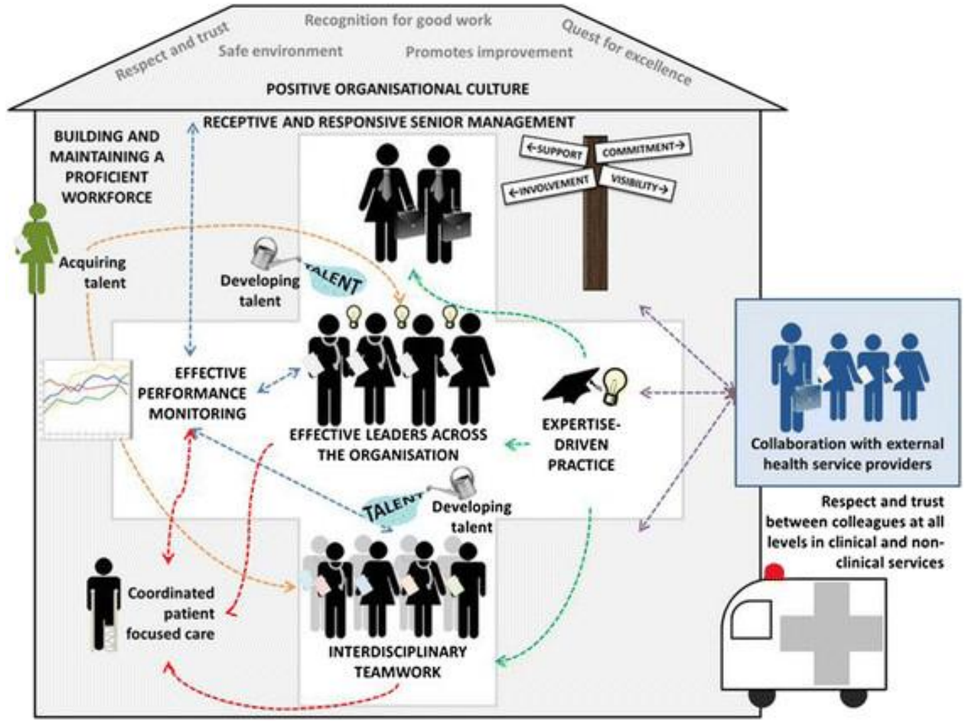
Stage 1

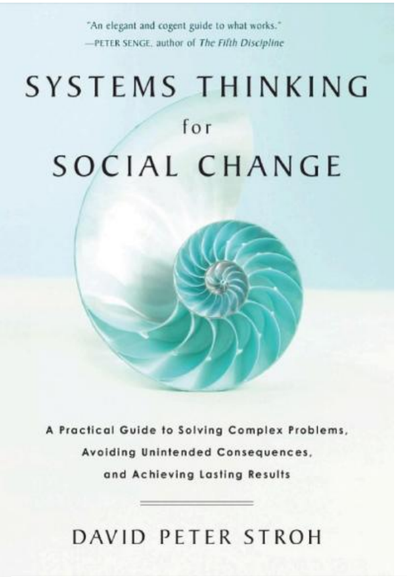
Building Foundation for Change:
Create stories of the future we want, change ideas for what we want, with a clear view of current systems

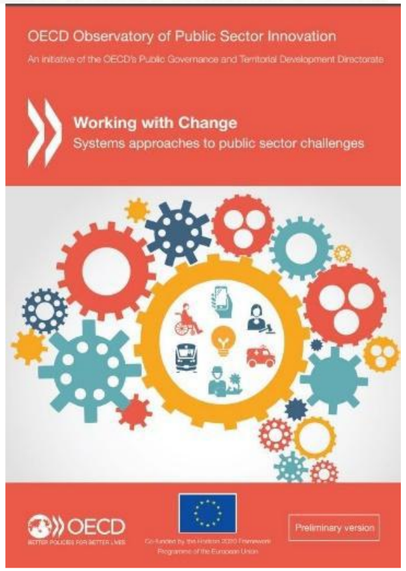
What we have

Broader context to which it belongs

Rich picture of high-performing hospitals: of the system landscape







Dialogue and collaboration:Facilitation techniques, active listening.

Concepts

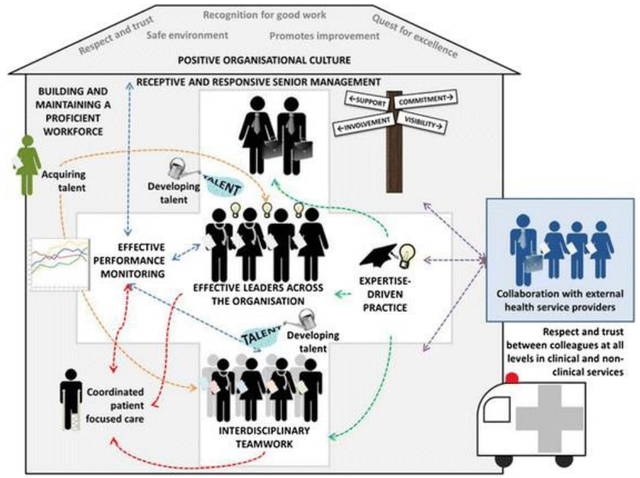
Understanding and Acceptance of one's responsibility, alternatives

Vision, mission for the next decades , Agenda 2063/ SDGs, National Development Agenda/ goals

(What we want)

Stage 1

Building Foundation for Change:
Create stories of the future we want, change ideas view of current systems



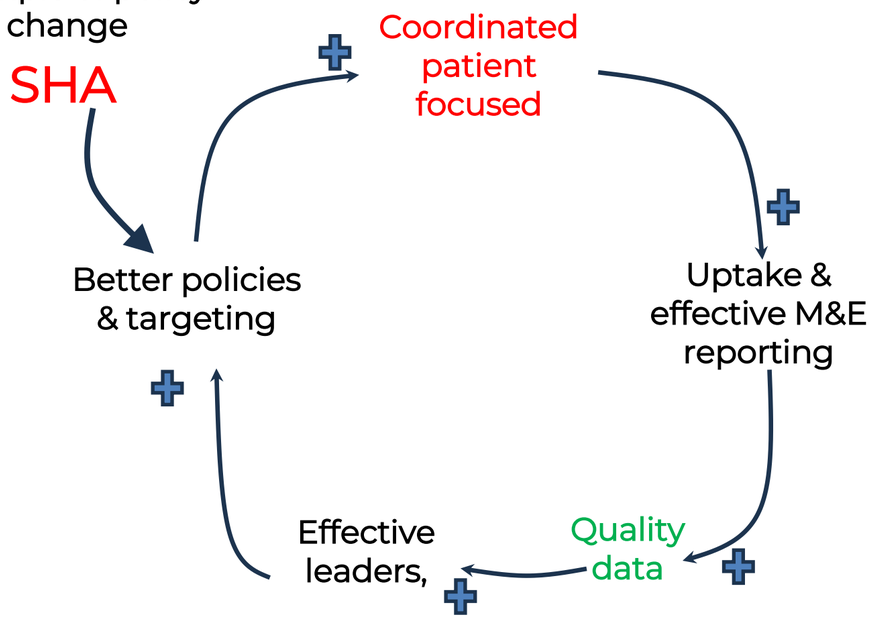
What we have

Stage 2

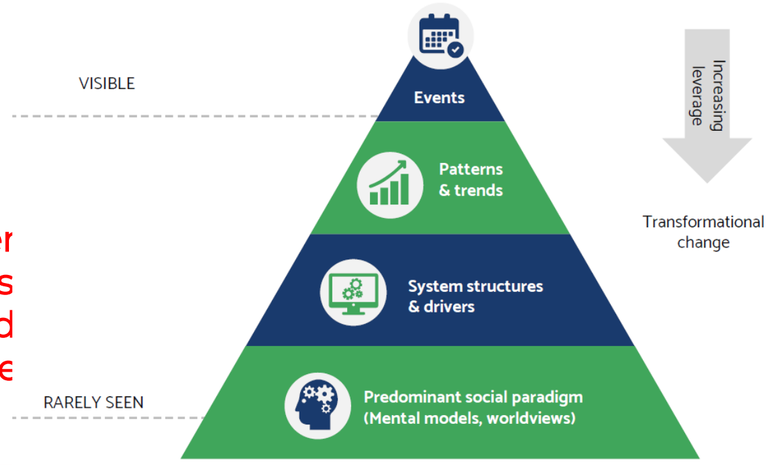
Facing Current Reality- (systems behaviour) - *Understanding and Acceptance of **one's responsibility, alternatives***

Example of policy change

SHA



Explore poter
change ideas
Keep in mind
system mode



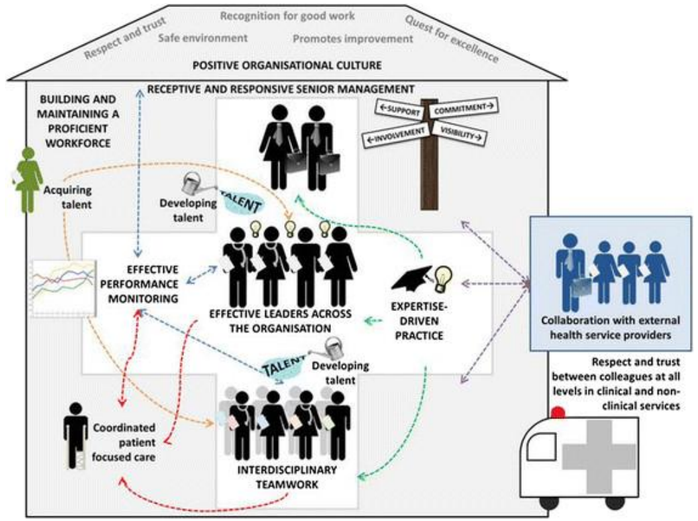
Dialogue and collaboration

Concepts Making an Explicit Choice- Commitment or Model of the future system

(What we want)

Stage 3 Making an Explicit Choice-*Commitment*

Future system / and the underlying structures



Stage 1

Building Foundation for Change:

Create stories of the future we want, change ideas view of current systems

What we have

Stage 2

Facing Current Reality-

Understanding why the current reality exists, Acceptance of one's responsibility, and alternatives

Concepts

Transformations: Designing the solutions– prototypes, considering positive/negative effects of change ideas

(What we want)

Stage 3

Making an Explicit **Future system** Choice-*Commitment* (Building the models)

Stage 1

Build Foundation for Change:

Create stories of the future we want, change ideas, and view of current/future systems

Stage 4

Close the gap: focus, momentum, and correction, with continuous *improvement. Identify activities, outcomes, assumptions, M&E plans, System (positive /negative effects*

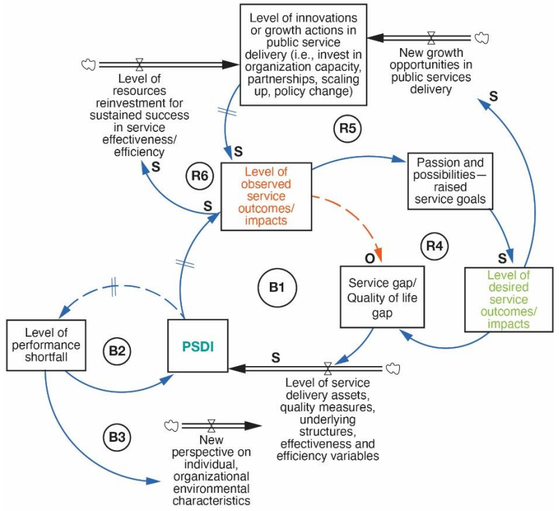
Tools: Systemic Theory of Change (STOC), test-to-fail, refine, scenarios, and feedback – *test potential (positive/negative) impacts of change ideas on different contexts/ possible futures.;* ***iteratively prototype*** *solutions based on the desired future, and scale small wins*

Stage 2

Facing Current Reality- *Understanding and Acceptance of* ***one's responsibility, alternatives***

What we have

FIGURE 35 PSDI as a diagnostic and learning tool to improve public services and their delivery



Dialogue and collaboration:

outline

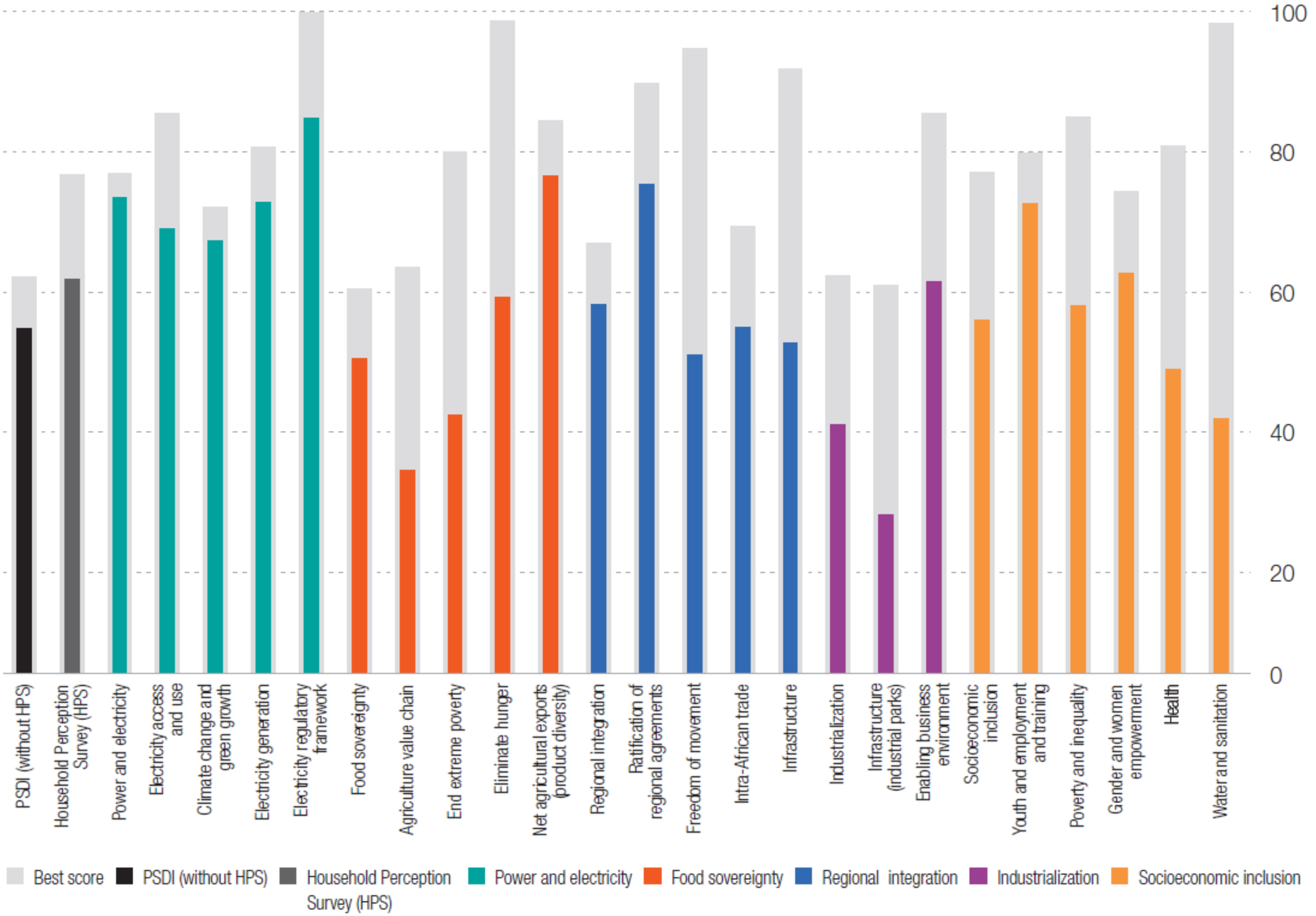
01 Introduction:

02 Definitions

03 PSDI & system tools for Public Sector (health) Transformation
Case of Kenya

04 Recommendations

KENYA Country PSDI scores and best score comparison



Kenya
100
80
60
40
20
0
PSDI (without HPS)
Household Perception Survey (HPS)
Power and electricity
Electricity access and use
Climate change and green growth
Electricity generation
Electricity regulatory framework
Food sovereignty
Agriculture value chain
End extreme poverty
Eliminate hunger
Net agricultural exports (product diversity)
Regional integration
Ratification of regional agreements
Freedom of movement
Intra-African trade
Infrastructure
Industrialization
Infrastructure (industrial parks)
Enabling business environment
Socioeconomic inclusion
Youth and employment and training
Poverty and inequality
Gender and women empowerment
Health
Water and sanitation

Design system change ideas that deliver impacts by **using the PSDI as baselines** for checking outcomes and impacts over time

- **Shift Focus from Inputs to Outcomes:** The PSDI moves beyond conventional focus on inputs (budgets spent) and outputs (infrastructure built) by offering multi-dimensional performance and perception data.

- PSDI measures outcomes in alignment with the SDGs and AU Agenda 2063, such as poverty reduction, access to electricity, and food security

- Sector implementation units can link sector projects' performance to broader socioeconomic impacts

- Refarming M&E from project-completion metrics to citizen impact metrics, ensuring that investments translate into real changes in livelihoods.

Leveraging PSDI to create a resilient Public Service system

- PSDI: ***Diagnostic metrics***. *Where we are* (scores by dimension, citizen perceptions).
- Define the transformation to ***where you want to go:*** *Specify* the causal pathways, assumptions, and intermediate outcomes to close the gap
- **For example,**
  - Use PSDI scores to set **a data-driven baseline** and prioritize the transformation target by picking PSDI dimensions with the largest gaps.
  - **Translate PSDI gaps** into **SMART GOALS** (target PSDI dimension scores + local KPIs + timeframe).
  - **Map causal pathways of change** (inputs→ activities → outputs → outcomes → **PSDI change in 2 or 3 years**) and list assumptions and risks.
  - **Design interventions based on** expected impact, including feasibility and scalability.
  - **Identify indicators** (PSDI + **intermediate KPIs**) and the frequency of monitoring
  - Assess potential **positive (amplifiers)** and **negative (stabilizers)** effects and adapt interventions for continuous learning.

Leveraging PSDI to create a resilient Public Service system by

Amplifying Change

- **Digital Inclusion → Usage → Economic Activity → Revenue → Reinvestment → Digital Inclusion**

More connectivity → more users → higher transactional volume → more local economic activity → higher government revenue (or private investment) → more funds to invest in connectivity → more inclusion.

- **Better Service Delivery → Citizen Trust → Higher Uptake & Compliance → Better Data → Better Policy**

When services improve, trust increases, and more citizens engage (by accessing and reporting problems), generating data that further enhances policy design and service quality..

Slowing or stabilizing systems change.

- **Scale Faster →Capacity Gap (skills /technology) → Service Quality ↓ → Uptake↓**

The rapid rollout of change without adequate capacity building erodes quality, lowering service uptake and reversing gains.

- **Digitization → Trust Concerns → Regulatory Backlash or Adoption Resistance → Slowdown**

Weak digital governance, Insufficient data protection, and limited participatory engagement can create resistance, leading to slowdowns or policy reversals

Design public sector interventions that strengthen positive effects while negative effects are likely to block progress..

Kenya case : Improving PSDI Socio-Economic Inclusion

I. Establish baselines (PSDI scores)

- **Example**: Use PSDI country numbers i.e., **PSDI inclusion = 38.6 (low), infrastructure ~60.6, other sub-dimension scores**
- **Observations:** weak rural inclusion and low **digital access for women** and remote counties. Strong urban e-services

II. Set SMART Goal tied to budget and ministerial KPIs

- Raise Kenya's PSDI Socio-Economic Inclusion score **from 38.6 → 60 by 2030**;
- To simultaneously increase county **broadband coverage to 80%** and **women's digital service access to 70%.**

The pathway to change assumes inclusion is the priority gap

Kenya Identify activities, outcomes, assumptions, and M&E plans

III. Pathway for change

- **Inputs:** budget allocation + multiyear financing; policy reforms; technical assistance; private sector partnerships
- **Activities:** last-mile broadband rollouts; **mobile-first e-service design**; **subsidized device** programs (open- source systems) ; public servant digital training; **data protection law enforcement**; county-level Huduma **digital hubs. Balance technology with human skills**
- **Outputs:** connection points built; number of public services online; % of trained civil servants; number of subsidized devices distributed
- **Outcomes (intermediate):** increased digital access in rural households; higher use of e-services by women & marginalized groups; shorter service turnaround times
- **Impact on PSDI:** observed increase in inclusion sub-dimension scores; improved citizen satisfaction.

Assumptions: Affordable energy supply for connectivity, political championing, private sector willingness to co-invest, and citizen trust improved via transparency measures.

Kenya Interventions (change idea /*priority, with rationale*)

- **Last-mile broadband + solar micro-grids** in 20 most underserved counties. (*addresses infrastructure & access*)
- **Mobile-first Huduma Mashinani expansion**: prioritize agricultural extension, birth registration, cash transfers via USSD + apps. (*addresses access & inclusion*)
- **Women's Digital Inclusion through a support system** (i.e., device + training + data subsidy pilot in 5 counties). (*addresses gender gap*)
- **A Public sector Digital Capacity Academy**: train 10,000 civil servants in digital service design and data management. (*mitigates capacity negative feedback; scaling up technology needs to go hand in hand with capacity development, and digital governance)*
- **Data protection + Citizen Feedback Platform**: ensure to publish service delivery metrics and open channels for complaints; pass/enforce strong privacy rules. (*builds trust, reduces backlash*)

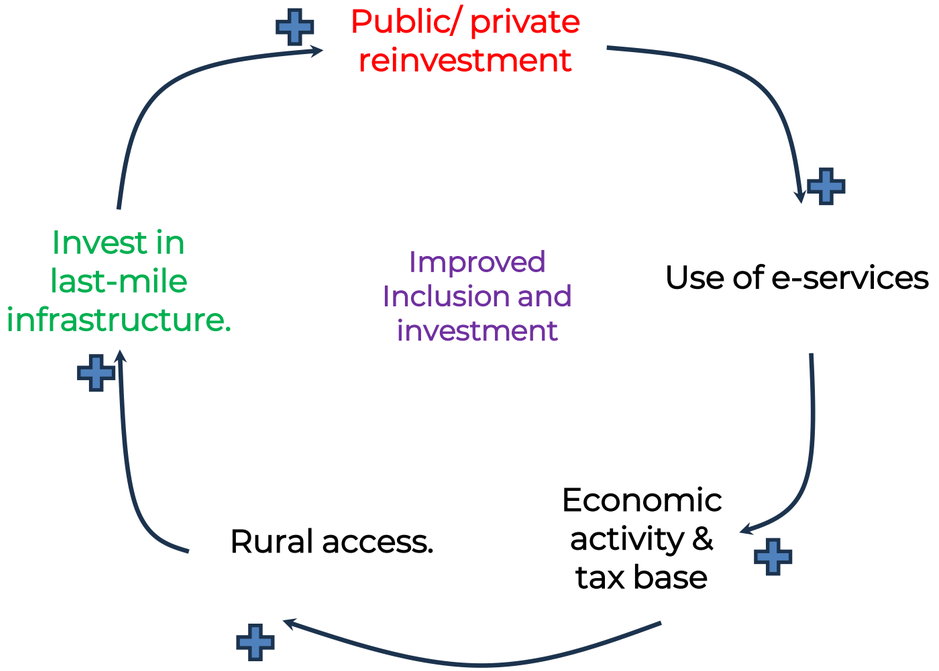
Kenya Define Indicators & Monitoring

V. Baseline PSDI and intermediate KPIs

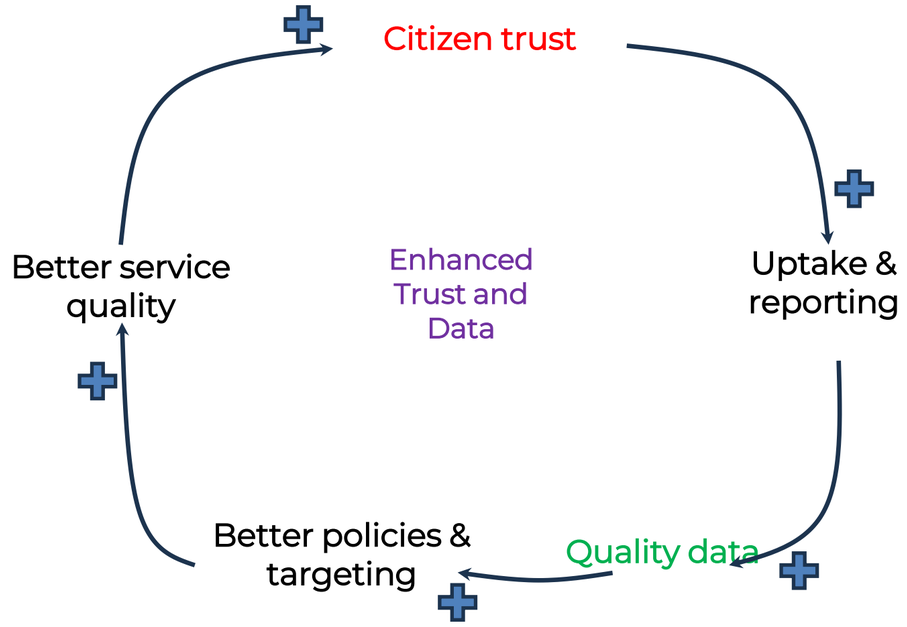
- ❑ **Baselines /targets using PSDI:** Inclusion dimension and subdimensions (annual).
- ❑ **Define Intermediate KPIs (quarterly/biannual):**
  - ➢ % households (rural) with broadband access (county disaggregation).
  - ➢ % women who used at least one e-government service in the last 12 months.
  - ➢ Average turnaround time for five priority services.
  - ➢ civil servants certified by Digital Capacity Academy
  - ➢ Number of complaints and resolution rate (trust metric).
- ❑ **Sustainability and finance KPIs:**
  - ❑ % co-finance received from the private sector- public-private partnerships;
  - ❑ Service cost per connected household
  - ❑ System funding secured.

Kenya

Amplifying trust and inclusion through investments in last-mile and improved data quality respectively



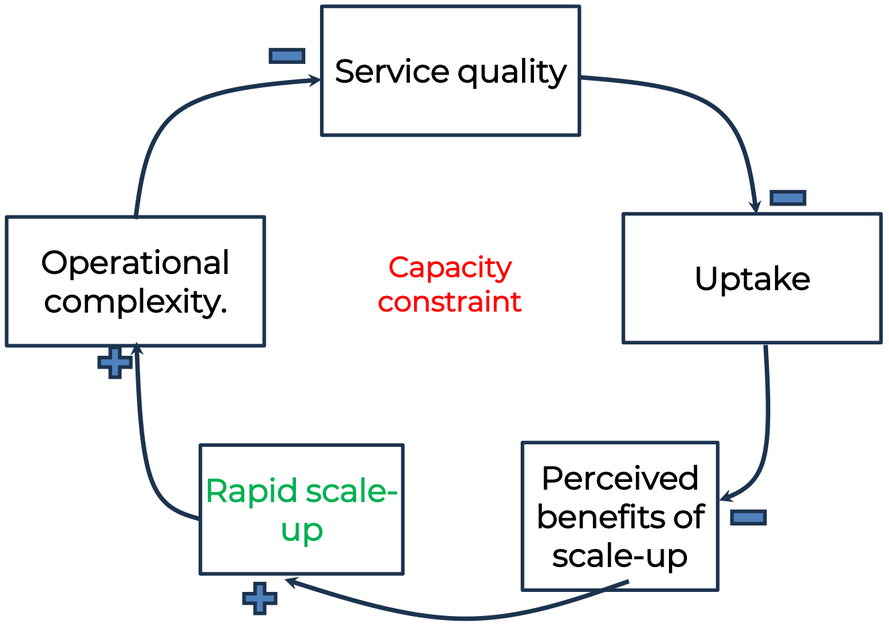
Action: work with MDBs to de-risk private investment early (guarantees, blended finance) to speed reinforcement and investment in infrastructure

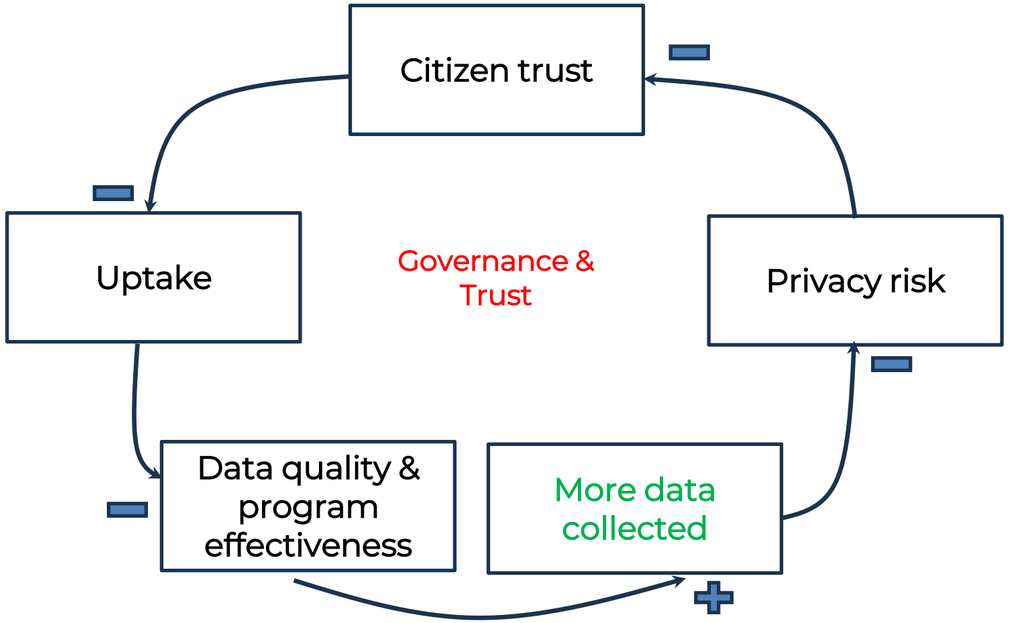


Action: Share data publicly, showcase quick wins i.e. reduced time to issue ID and promote them to foster trust.

Kenya

Constraining changes – impact of rapid scale-up with capacity constraints and more data collection without data Governance





Solution: Build Digital Capacity Academy where possible, plus phased rollouts, service-level agreements, and monitoring.

Solution: Adopt data protection laws, independent oversight, and accessible grievance redress mechanisms.

Kenya

Tools for Monitoring for Adaptive Management

- **Quarterly dashboard to highlight** PSDI trends and intermediate KPIs; flag counties that deviate.
- **Rapid learning cycles**: every 6 months,
  - (a) analyze dashboard results,
  - (b) surface assumptions failures,
  - (c) adapt interventions (reallocate funds to counties with high ROI).
- **Governance**: create a national **Digital Transformation Steering Committee** with county reps, the private sector, and civil society.
- where politically feasible, link PSDI targets to ministerial performance contracts

outline

01

Introduction:

02

Definitions

03

PSDI–relevance to Public Sector Transformation Case of Kenya

04

Conclusions

Conclusion

- The PSDI provides a holistic data-driven assessment of public services in five dimensions and nineteen subdimensions.
- PSDI is a diagnostic and learning tool for improving public services and their delivery
- Index scores can guide pipeline investments by the African Development Bank Group, development partners, and RMC governments.
- The PSDI will serve as a key tool to enhance public service delivery through its wide dissemination and the launch of the Public Service Delivery Awards at continental, regional, and national levels.

Conclusion: Illustrative Practical Actions to leverage PSDI

- Adopting PSDI indicators as a baseline in national M&E policy and sector projects frameworks
- Localizing targets using PSDI performance gaps to set realistic, measurable goals:
- Training M&E officers in interpreting composite indices and perception survey data
- Institutionalizing peer learning platforms across dimensions and countries
- Track cross-sector indicators rather than siloed metrics.
- Design **multi-sectoral interventions or forge inter-ministerial partnerships during planning**. For example, an agro-industrial park project could integrate energy supply, transport links, and water access rather than treating them as separate initiatives. This aligns with results-based management (RBM) principles, where outcomes are maximized by addressing **interconnected bottlenecks**

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More on PSDI Framework and Methods

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Lack of comprehensive measures of Service delivery performance

02 **Governance indicators** track election behaviour or **select service sectors, generating** attention to policy issues and driving actions to achieve set development goals.

03 World Bank service delivery index: Education and Health; the B-Ready Report

04 African Development Bank has sector-based indexes (Electricity, integration, industrialisation)

05 All **limited in coverage**, offer inference on quality of service as defined by **experts**, no measure of **citizen satisfaction with services**.

06 **No comprehensive indicator** to monitor progress on the delivery of public services for Africa's **Agenda 2063** and the **SDGs** in Africa, that accounts for **citizen's perceptions and experience across** all sectors

to a comprehensive metric:

The Public Service Delivery Index in Africa (PSDI ...raises the

A capable state delivers value to its citizens

PSDI Value Proposition

Quality data for Public Sector Transformation

01

Foster transparency and accountability for impact

02

Investment prioritization and selectivity

03

Assessing Value for Money

04

Transparent Data for Targeted Research and Innovation

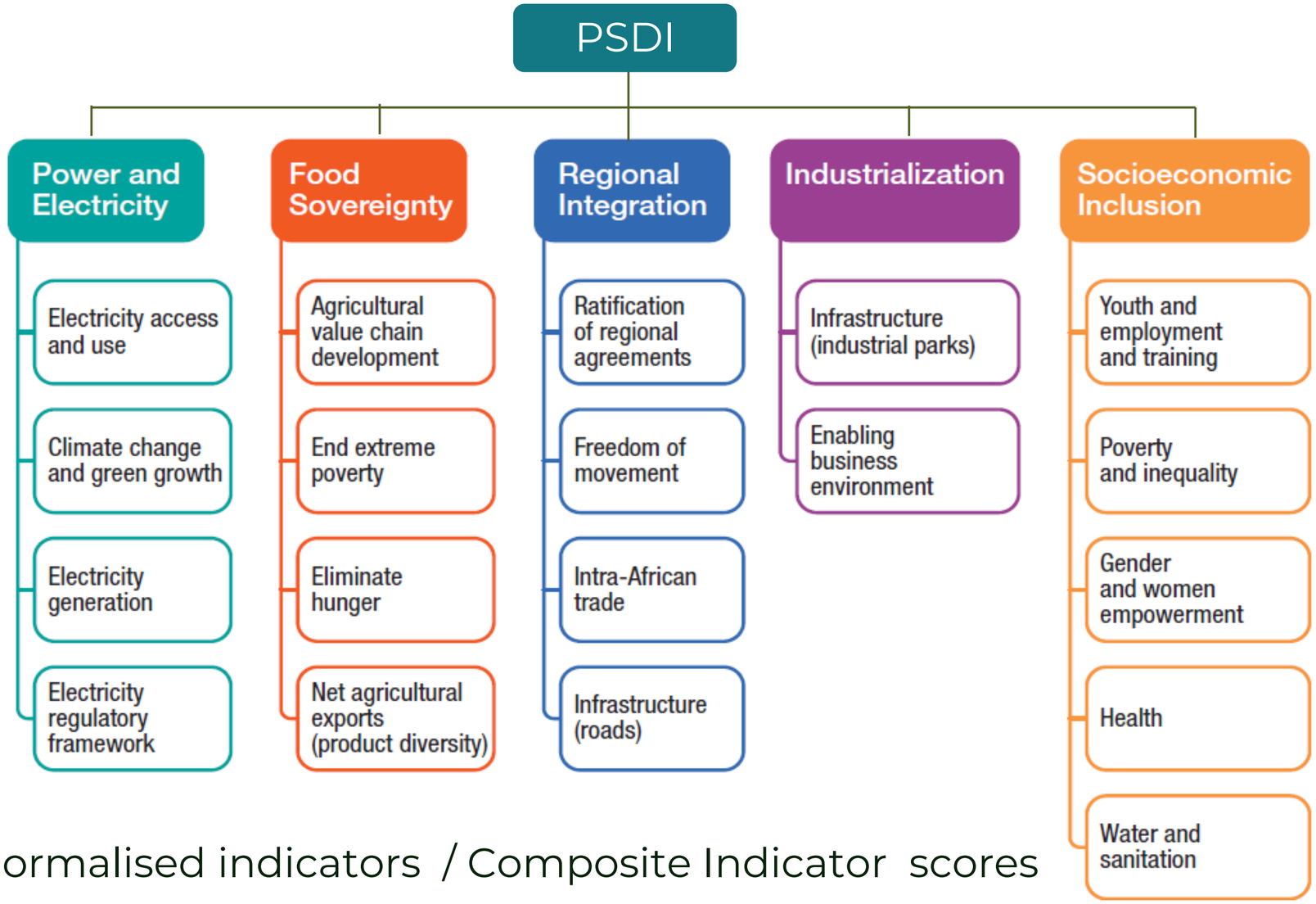
05

Incentivizing Public Service Delivery Effectiveness across Sectors through PSDI awards

PSDI framework

DIMENSIONS (Level 2)

SUBDIMENSIONS (level 1)



100 Normalised indicators / Composite Indicator scores

Performance measurement: Combines Outcome-based and citizen-based

Public Service Delivery Index in Africa

Service Outcomes

Outcome Indicators (ROI)

Service Impacts

Perception Indicators (ROE)

Secondary Data

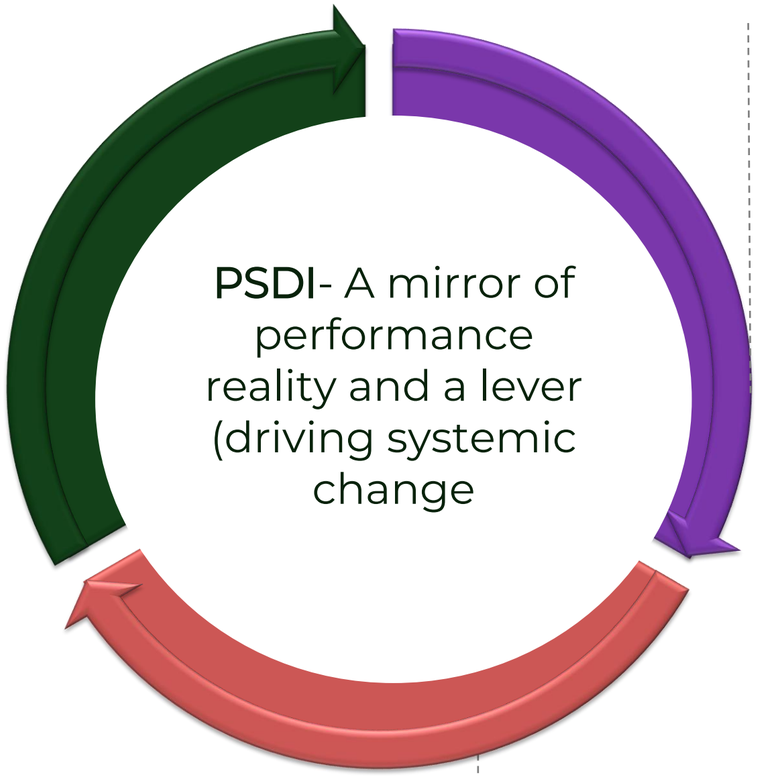
- National Beaural of Statistics, AfDB data/ partner institutions
- Measure the extent to which public programmes meet stated goals

Primary Data

- Perception survey scores
- Measures the reach and quality (affordability, reliability, accessibility) of the delivery of services from beneficiaries

PSDI Supports African Charter on Values and Principles of Public Service and Administration

This further enhances **transparency and accountability** in service delivery for continuous improvement



Charter Articles 5,6,7 stipulate the need for adequate services, participatory planning, and effective, efficient, and quality service delivery

PSDI provides comprehensive measures, plus the **citizens' assessment of access and quality of services**

PSDI Provides Baselines for Checking Relative Progress in Service Delivery Over Time in Key Sectors

Outputs

- Multipurpose accurate data
- Composite indicators on public service delivery
- Biennial PSDI Reports

Outcomes

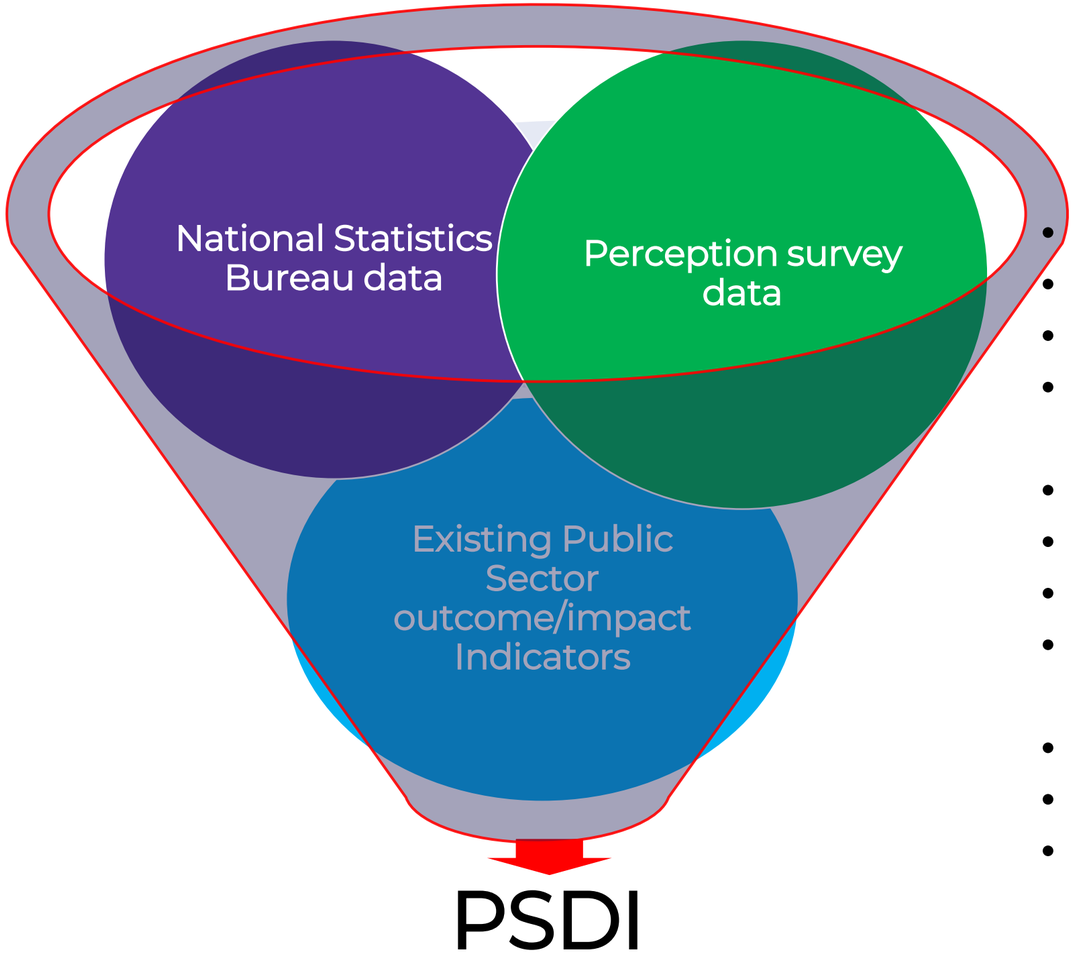
- Improved transparency and accountability
- A Transparent and comparable measure across the continent

Impacts

- Significant improvement in public service delivery effectiveness
- Accelerate achievement of the SDGs and Agenda 2063

Data sources (Secondary and Primary)

A Collaborative Partnership



- African Development Institute
- AfDB Statistics Department
- AfDB Sector Complexes
- AfDB Regional & National Offices
- National Statistics Bureaus
- Household Survey Company
- Mo Ibrahim Foundation
- Leading Institutions working on Public Service Delivery
- Other MDBs
- Donor Partners
- Civil Society Organisations

Perception Survey design

Study design	• Mixed methods. • Quantitative phase: HH interviews • Qualitative phase: FGDs with HH heads, KIIs with senior public officials
Sampling frame	• Country-specific statistics on general population size
Sample type	• Stratified by region and urban/rural random probability sampling
Sample structure	• Sample is structured by population statistics
Target Sample size	• Quantitative: 60,000interviews • Qualitative: 10 KIIs and 3 FGDs per country
Tools	• 60 minutes long questionnaire • 60 minutes long FGD guide • 30 minutes long KII Guide

- ❑ Study approved by the international ethics body (Amref) and by respective countries.
- ❑ Implemented by IPSOS

Key takeaways from PSDI for projects

01

Significant infrastructure gaps signal investment opportunities -work with governments /private sector

02

Power sector shows mixed progress - Projects can bridge the last mile.

03

Weak Regional Integration- limits market scalability for transformative projects

04

Enabling business environments are uneven – target supportive climates

05

Digital and Youth-focused services are underlever aged.

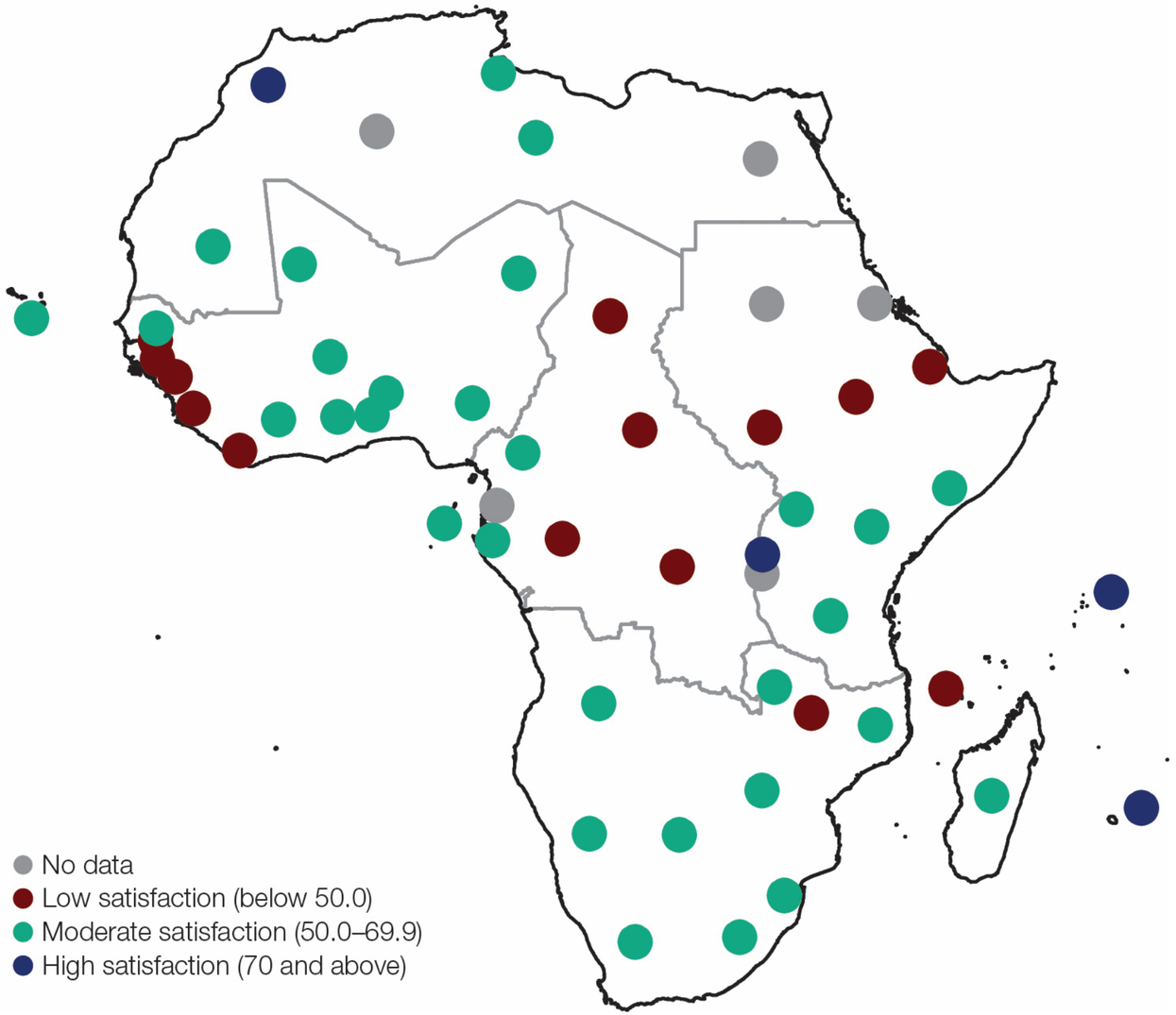
06

Design interventions that impact citizen trust directly

PSDI significantly contributes to assessing context for project readiness in addressing critical needs, identifying priority countries and sectors, and informing policy-based operations

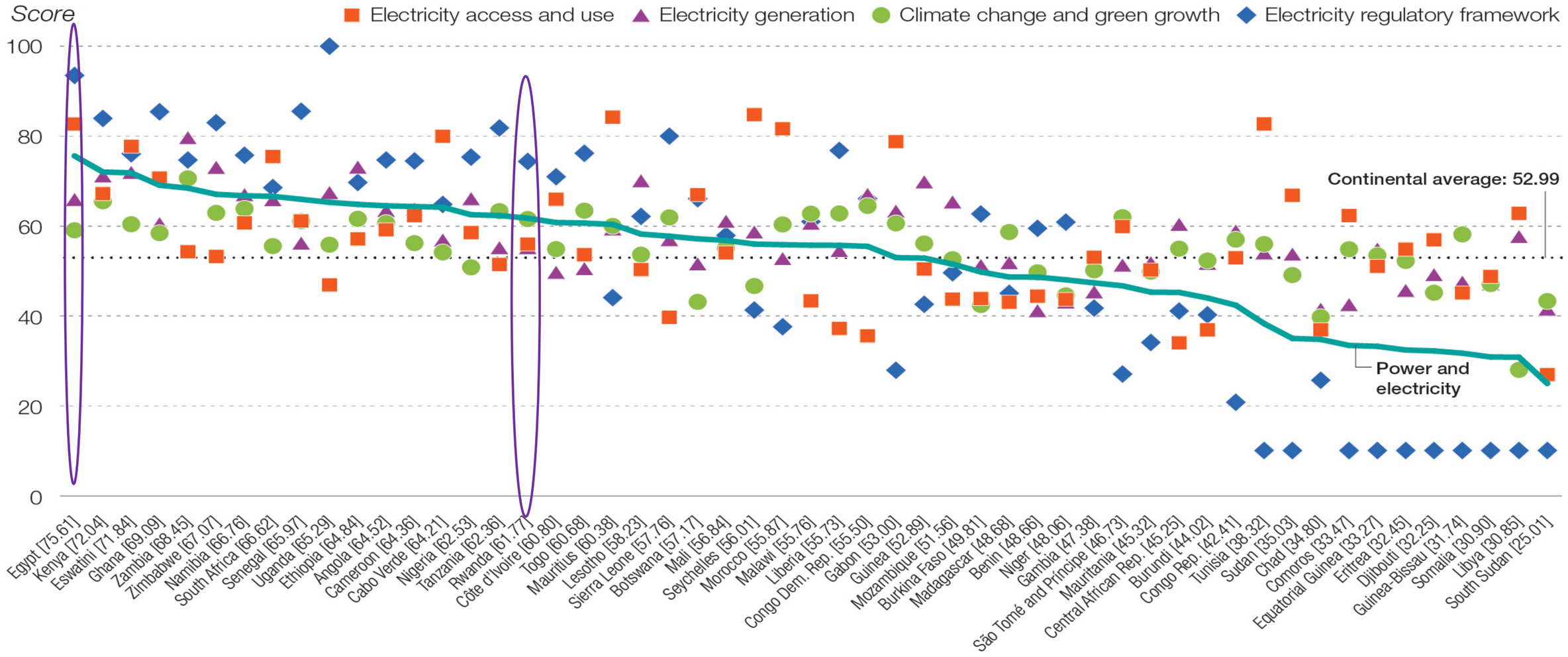
PSDI Perception Scores (ROE)

- Moderate household satisfaction overall, with 35 countries achieving scores of 50 and above scores

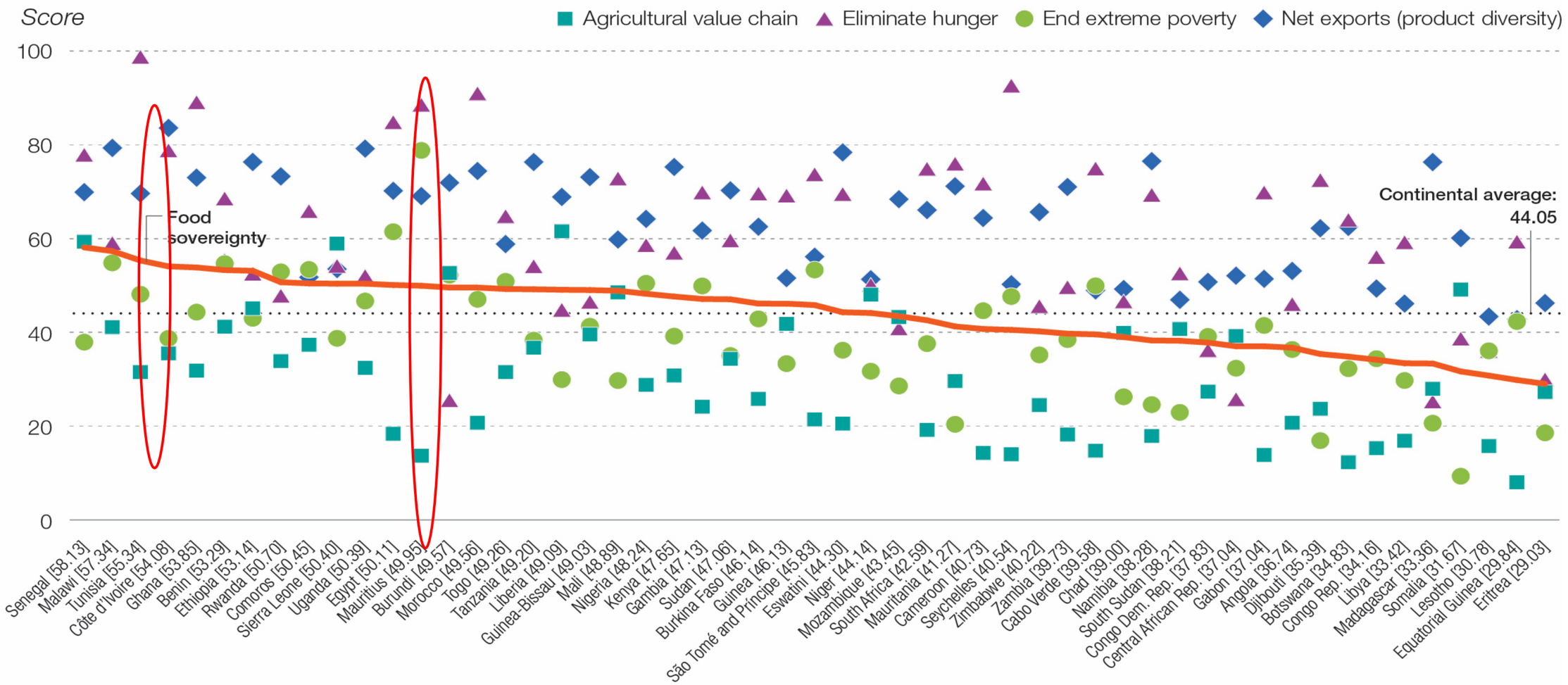


Where to target for the power and electricity dimension

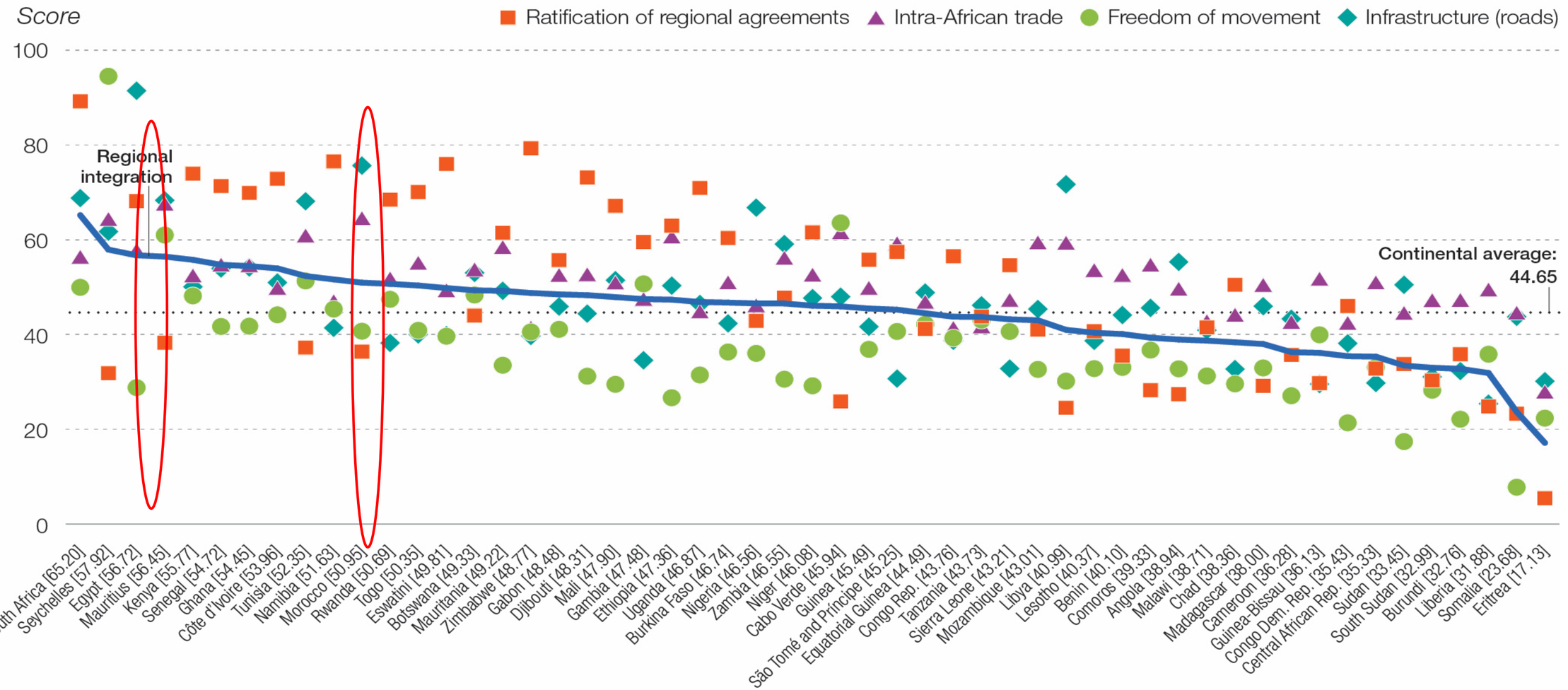
30 countries scored above the average continental score of 52.99



39 countries scored above the average continental food sovereignty score of 44.05



30 countries scored above the average continental regional Integration dimension score of 44.65



Thank You!

AFRICAN DEVELOPMENT BANK GROUP
GROUPE DE LA BANQUE AFRICAINE
DE DÉVELOPPEMENT

Public Sector transformation

Three areas of action leverage the energy for the change to build the future

1. Building power for change
2. Being agentic
3. Working with our 15% solutions