

Fortaleza

Keeping an Electoral Promise

Educator Guide

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Overview

This Educator Guide is designed to assist instructors in teaching this case to students and practitioners. It is based on [case pedagogy](#), which invites participants to put themselves in the shoes of the protagonist(s) of the case and imagine how they would respond to the circumstances. Participants should read the teaching case in advance and identify key issues as a preliminary step toward meeting the learning objectives. Instructors may then use the time in the classroom to guide participants in exploring the issues and examining the challenges in the case; to introduce key concepts, tools, and frameworks; and to assist participants in applying their learning to their own environments and challenges.

This guide includes learning objectives, a synopsis, key questions, a roadmap for discussion, and appendices with additional pedagogical information and theoretical applications. The roadmap and appendices are offered to initiate meaningful conversation but are by no means the only way to teach the case. Each educator or facilitator should feel free to design their own teaching plans; both the structure and the time allotted for each component are suggestions.

Learning Objectives

The case, “Fortaleza: Keeping an Electoral Promise,” will help students and city leaders:

- Diagnose performance gaps in government and evaluate potential solutions.
- Consider the pros and cons of an improvement-approach vs. an innovation-approach.
- Reflect on the roles and responsibilities of mayors and their teams in driving government performance and leading innovation.

Case Synopsis

During his re-election campaign in 2016, Mayor Roberto Cláudio faced recurring complaints from voters concerning the availability of essential medicines at their health clinics. Limited access to medicine frustrated patients and health care providers, raised the cost of treating chronic conditions and increased the risk of infectious diseases. It also placed the city in violation of Brazil’s constitution that guaranteed access to essential medicines to patients of the public health system, most of whom were low income.

In Cláudio's first term, Fortaleza's public health network went through significant advances, renovating most of its health clinics and improving access to medical personnel. The team's considerable progress nonetheless fell short of a comprehensive solution for the lack of access to medicine. This became one of Cláudio's main campaign promises and a priority for his second term. The case chronicles how he approached a persistent problem, changed tactics and teams, and pushed for the necessary improvements and innovations to fulfill his promise.

The case raises questions around how to deliver on a campaign promise when your organization seems to have hit a ceiling in performance improvement: *When do you push harder for better execution and advancement of current systems? When do you invest in something new to achieve optimal performance? What is the role of mayoral leadership in ensuring that goals are achieved?*

Key Questions

1. Why was it important for Mayor Cláudio to deliver on this campaign promise?
2. If you were him, how would you guarantee medication delivery as promised during your second term campaign?
3. What were the main obstacles to delivering on this promise?

Roadmap for Discussion (See Appendix 1.)

Introduction (3-10 minutes): Briefly state the goal of the session in reference to the case, cite specific major conflicts facing the protagonist, and foreshadow broader learning objectives.

Exploration (45-60 minutes): Use class discussion, "buzz groups," and board work to examine the issues and options confronting the protagonist.

Diagnosis (15-30 minutes): Introduce key concepts, frameworks, and tools to help participants pinpoint possible solutions to major conflicts in the case.

Application (15 minutes, optional): Ask participants to relate the concepts and frameworks to their own organizations' challenges.

Wrap-Up and Takeaways (15 minutes): Review the learning objectives and discuss insights most relevant to the participants' organizations' challenges.

Introduction (3-10 minutes):

Frame the primary subject of the session: diagnosing performance gaps and determining whether improvement through performance management or innovating through introducing significant change is the right way forward. Touch on the conceptual difference between *improvement* and *innovation*. Ask students how they define each concept, noting on the board what they have in common and what distinguishes them. (See Appendix 2, Board Plan 1.)

Exploration (45-60 minutes):

- *What problem was Mayor Cláudio facing?*
 - Explore the technical definition of the problem (medication shortage) with the political dimension of the problem (the public's trust in government).
 - Consider elements of the problem: increase in demand (more clinics, doctors, and appointments), logistical challenges in supply (cash flow for acquisition, vendors' capacity, distribution), information deficits, trust in government, and team perception that all available actions were taken.
- *Why was the problem persisting? What was preventing a solution?*

Some of the issues cited in the case:

 - Lack of funds
 - Lack of information to monitor and plan acquisition and distribution
 - Lack of available medication from the vendors
 - Logistical difficulties of medicine distribution to more than one hundred public health clinics
 - Defining the scope of the problem
 - The mindset of the team
 - Citizens' trust in government
- *What leadership challenges did this pose for Mayor Cláudio?*

Some themes to highlight if not suggested by students:

 - Building a shared vision of what success looks like
 - Convincing his team that the goal was achievable
 - Communicating to citizens the exact scope of his administration's commitment
 - Deepening understanding of why the problem persisted
 - Building capacity to act upon the diagnosis

Diagnosis (15-30 minutes)

- *What would success have looked like for Mayor Cláudio?*

We define success in the case as: "timely and efficient delivery of all essential medicines to every patient using the public health system and restoring trust in the municipal health system." Take notes on how students characterize success, organizing features under four concepts: effectiveness, cost, risk, and perception.

Effectiveness

- *Having all medicines or just the essential medicines?*
- *Medicines available in all health clinics, at the patient's home, or in hub points of delivery?*
- *Maximum wait for prescriptions after doctors' appointments?*
- *Ability to serve all patients or just low income?*
- *Would solving 95 percent of the cases be good enough? For whom and why?*

Cost

- *Low cost, considering recession and layoffs?*
- *Were there measures that could have helped other policies beyond medication delivery?*

Risk

- *Pharmacists striking?*
- *Citizens not adapting to a new delivery system?*

Perception

- *If the problem was solved within the current system, would people know it?*
- *If a visible solution was needed, should it have been one that was a symbol of success? Or was solving the problem enough?*
- *How was the mayor's framing of what success looks like different from that of his team members? How did that affect his leadership challenge?*

Take a straw poll:

- *What options did mayor Cláudio have?*
 1. Improve: The team had not analyzed the problem deeply enough and there were further improvement actions that could have built on previous ones. (Such as reviewing the list of essential medicines and splitting the OS account to secure funds for drug acquisition.)
 2. Innovate: Previous improvements were not effective enough and additional ones would have added marginal gains; they needed to approach the problem in new ways, such as vending machines dispensing medicine, bus terminal distribution venues, or motorcycle couriers doing home deliveries.
 3. Both: This is such an important issue that every suggestion—improvements or new solutions—was necessary to definitively solve the problem.
 4. Do nothing: The major improvements to the system were already put in place; it was just a matter of time and management of the medical procedures and storage digitization, the digital belt connecting health clinics, and doubling the funds.

Solicit reasons for answering 1, 2, 3, or 4 and note them on board. Comment on how the nature of performance gaps and/or the means available (authority or capacity) influence the desirable alternatives.

- *Improvement* is needed when: performance gaps lie in the lack of productivity (people not willing and/or able to do the job); infrastructure is broken but repairable; business processes are designed sub-optimally; other stakeholders including clients, suppliers and/or other intermediaries still have work to do.
- *Innovation* is needed when: improvement is not enough or impossible (no authority or capacity).

Give examples of other situations where people chose improvement, innovation, or both.

- *What should Mayor Cláudio have done? What would you have done?*

Distribute the handout and let students discuss options in buzz groups. (See Appendix 2, Board Plan 3, and Handout, Appendix 3.) Solicit reasons for answering A, B, C, or D and note them on board. Evaluate each option in relation to the definition of success.

Application (15 minutes, optional):

Have students work together in groups or in plenary to apply the concepts and frameworks to their own organization's challenges.

- *Are you currently facing a performance gap? What result are you looking for, what are you getting, and what explains the discrepancy? Formulate three hypotheses. Considering your best hypothesis and means available, which course of action would you take? Why?*

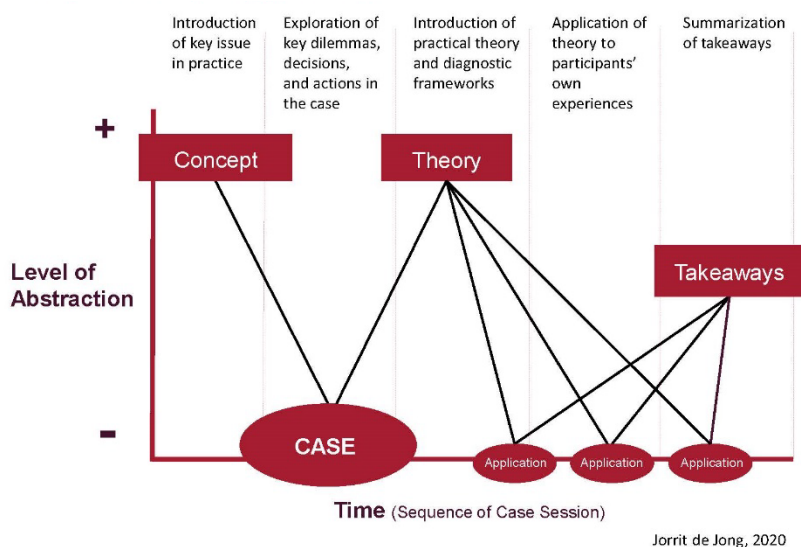
Wrap Up and Takeaways (15 minutes)

Summarize the process and learning objectives: Diagnose the problem, formulate three best hypotheses for why the problem is occurring, test each hypothesis, and choose actions based on diagnosis and means available (authority and capacity). Take into consideration the limits and risk of deciding between improvement and innovation. Discuss insights most relevant to participants' organizations' challenges.

Appendices

Appendix 1 Designing a Case Session

A case session aims to increase participants' ability to use theory and frameworks to guide their thought and action in practical circumstances. To train the mental muscle and integrate theory and practice, a case session moves up and down in level of abstraction frequently, testing and refining abstract theory through practical application.



Appendix 2 Board PlanBoard 1: Characteristics of Improvement and Innovation

Improvement	Innovation	Both

Board 2: Straw Poll and Possible Responses

Improve	Innovate	Both	None (wait)
<ul style="list-style-type: none"> ○ Less costly ○ Lower risk ○ Missing pieces from previous improvements ○ Address different dimensions of the problem 	<ul style="list-style-type: none"> ○ Need time to create a baseline level of trust ○ Need visible sign of the problem solved 	<ul style="list-style-type: none"> ○ Mayor's commitment to solving at any cost ○ Address different dimensions of the problem 	<ul style="list-style-type: none"> ○ It takes time for previous improvements to work ○ Financial constraints

Board 3: Options Evaluation Matrix

	Effectiveness	Cost	Risk	Capacity	Perception
A – Improve					
B – Innovate					
C – Both					
D – None (wait)					

Appendix 3 Handout

What should Mayor Cláudio have done? What would you have done?

	Effectiveness	Cost	Risk	Capacity	Perception
A – Improve					
B – Innovate					
C – Both					
D – None (wait)					