Delivery Chain Process Mapping For Social Programs

World Bank Group Social Safety Nets Core Course
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Global Solutions Group
Quickie review of Delivery Systems Framework

Introducing Delivery Chain Process Mapping

Example Applications of These Tools with Challenges of “Scaling Up,” “Systems Modernization” and “Integration”

Hands-On Case Application (Group Work) & Discussion
Most social programs pass through similar implementation phases or “business processes” along the Delivery Chain.

Assess
Potential Eligibility

Decide
Transactions for Payments & Services

Implement
Case Management

Outreach, Intake & Registration, Assess Needs & Conditions
Enrollment, Benefits & Service Package

“Intended” Population Applicants Eligible Applicants

Beneficiaries
Delivery Systems Framework

Assess Potential Eligibility

Decide

Delivery Chain

Institutions
- Central agencies, service providers
- Legal Framework
- Governance, O&C
- Financing

Citizen Interface (Local Level)

Information Systems

Performance Monitoring, Evaluation, Learning, Adaptation

Source: World Bank Group SPL Delivery Systems Global Solutions Group
What is Delivery Chain Process Mapping ("DCPM")?

“Swim Lanes” – first level

- A management tool for mapping the sequencing of implementation processes across the actors
- Uniqueness & clarity of roles

Why do we call them “Swim Lanes?”
1. Identify the actors (e.g., citizens, local interface, info systems, central agency, service provider, other agency, etc...)
2. Discuss the roles and responsibilities of each actor along the “Delivery Chain”
3. Assign a “swim lane” to each actor
4. Identify the steps for the carrying out implementation phases along the Delivery Chain
5. Map the steps in sequence across the “swim lanes” for each actor
6. Review processes for efficiency & effectiveness:
   • Are all of the steps really needed? Are they all “value added steps?”
   • Or can some be eliminated (unnecessary bureaucracy)?
Objectives & Caveats for these Case Examples

Objectives of these Case Examples:

• Demonstrate the use and value of these tools
• Using *“hypothetical real-life country examples”*
• Looking at various phases along the Delivery Chain
• Illustrating various Delivery Systems Challenges (scaling up, systems modernization, integration)

Caveats: What do we mean by “Hypothetical real-life country examples”?

• These are “hypothetical” simplifications for illustrative purposes
• Informed by “real-life” country experiences
• Some are “composite” examples (mix of country experiences on similar topic)
• Not taking a judgement about the nature of the reforms, just illustrating how these tools were used
Example 1: Assessing & Simplifying Business Processes to Support Scaling Up of Coverage (Loosely based on East Asia Country Example)

- **Social Program**: Cash Transfer program
- **Objectives of Reforms**: Scale up program, ensuring capability and reliability of delivery system to support expanded operation needs.
- **Challenges**: Complexity multiplies exponentially when scaling up to a larger program. Any weaknesses in implementation in smaller program can derail the scale up. Among many weaknesses identified, one was recurring delays in payments and authentication of beneficiaries at payment points.
- **Nature of Exercise**: To map out delivery chain processes and E2E plan to analyze potential for strengthening payments administration processes.

*We also mapped out other processes, but focus here is to illustrate with payments administration example*
Illustrative Example: Flow Chart for Payments Administration

- Collecting Data Closing
- Implement Unit
  - Decree on Recipients
  - Transfer from National UPPKH to Payment Office
  - Decree on Recipients and Financial Nominative List
  - Inter-Account Transfer and Payment Order in 1 day max
- Delivery
  - Decree on Recipients
- PMIS
  - Synchronizing Payment Data
- Payment Office System
  - Schedule and Channeling List in a maximum of 7 days after inter-account transfer
  - Payment Institution
  - Disbursement to the poor
  - Budget holder
  - Delivery
  - Treasury
- RECONCILIATION
  - Send to FLKU
  - Payment Office System
  - Disbursement
  - Fund Transfer

Payment Office

PMIS

Synchronizing Payment Data

Schedule and Channeling List in a maximum of 7 days after inter-account transfer

Payment Institution

Disbursement to the poor

Budget holder

Delivery

Treasury

Send to FLKU

Payment Office System

Disbursement

Fund Transfer

PAYMENT OFFICE
<table>
<thead>
<tr>
<th>Phase</th>
<th>Local Govt.</th>
<th>Implementation Unit</th>
<th>Post office</th>
<th>Treasury</th>
<th>Beneficiary</th>
</tr>
</thead>
<tbody>
<tr>
<td>7. This letter is sent to Treasury</td>
<td>8. Sent back to Budget holder</td>
<td>9. Nominated list of beneficiaries created and approved</td>
<td>10. Post office determines payment distribution schedules at sub-district level</td>
<td>11. Beneficiaries pick up cash at post offices in sub district offices</td>
<td></td>
</tr>
<tr>
<td>11. Beneficiaries pick up cash at pop-up post office disbursement points in isolated areas</td>
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</tr>
</tbody>
</table>
Example 2: “Systems Modernization” (drawing on on-going work in South Asia)

• Challenges:
  • **Fragmentation**: Numerous cash transfer programs targeted to the poor
  • Weak “targeting:” lack of clear criteria and non-transparent processes for identifying and selecting safety net beneficiaries; substantial share of resources reach the non-poor; many potential beneficiaries excluded
  • Inefficiencies: outdated paper-based systems, duplication of processes, lack of monitoring, high “time-costs-visits,” etc.
  • Lack of transparency: no channels for grievances or appeals, no records of decision making for “who’s in” or “who’s out” or what basis those decisions were taken

• **Objectives of Reforms**: Improve equity, efficiency, transparency

• **Nature of Reforms**:
  • “Modernize systems” for intake & registration, determination of eligibility, payments, grievance redress system, etc.
  • Introduce standardized application form & process, formal eligibility criteria, automated processes, etc.

Example 2: “Systems Modernization:”
Process Mapping for “Eligibility Assessment and Selection of Beneficiaries”

**Citizens**
1. How do citizens express interest / need ("apply?")

**Local Committee**
1. Announces date & location of application/Selection
2. Holds open meeting & selects eligible individuals
3. Selected?
   - Yes
   - No
   - End
4. Produces list of eligible individuals
5. Sends list to District Office

**District**
- Selection based on what criteria? (transparency?)

**Social Affairs Ministry**
- No record keeping on those who are not selected, thus no way to file grievance (transparency?)

**As-Is” Process Mapping**
Example 2: “Systems Modernization:”
Process Mapping for “Eligibility Assessment and Selection of Beneficiaries”

**“As-Is” Process Mapping**

1. **District Committee**
   - District Committee Approves Lists
   - Approved?
     - Yes: Within budget constraint?
       - Yes: Produces List of approved beneficiaries
       - No: Produces waiting list
     - No: End
   - Within budget constraint?
     - Yes: Maintains/updates registry of approved beneficiaries
     - No: Notifies Citizens of Enrollment, Distributes Payment Booklets

2. **Social Affairs Ministry**
   - Again... Selection based on what criteria?
   - Again... no info on those not selected
   - Central SA Ministry not involved & has no access to information on beneficiaries (or non-beneficiaries)

3. **Citizens’ role really passive...**

4. **Approved Beneficiaries receive notification and Payment Booklets**
**Objectives of reforms:**
- Improve transparency, “targeting” outcomes
- Allow for grievance and appeals processes (previously missing)
- Permit greater monitoring and oversight by Social Ministry

**Main Reforms Being Considered:**
- Introduce formal application form & process
- Introduce formal eligibility criteria (“PMT”), authentication of NID
- Automate processes for determining eligibility in “Social Assistance Information System” (SAIS)
- Digitize & improve record keeping in SAIS on all applicants

**Institutional Aspects:**
- Social Ministry taking greater role as host of the SAIS
- Local Committees & District Offices still taking enrollment decisions (political economy, institutional context)
Example 2: “Systems Modernization:” 
Process Mapping for “Eligibility Assessment and Selection of Beneficiaries”

Citizens apply at Digital Kiosks, E-post Centers, local offices

1. Interviews citizen, verifies supporting documents, enters information and uploads information in SAIS
2. 

District

3. Automated Processes for Receiving Data, Processing Info
4. Automated Processes for Authenticating with NID, Assessing Eligibility with PMT
5. Receives Automated List Of eligible & non-eligible Applicants

“To-Be” Process Mapping

*Social workers, digital kiosk windows, e-post centers  
**SAIS = Social Assistance Info System
Example 2: “Systems Modernization:”
Process Mapping for “Eligibility Assessment and Selection of Beneficiaries”

Citizens

“To-Be” Process Mapping

Local Committee &
Application Window*

6
Local Committee
does initial selection
of applicants from
eligible list

10
Local Committee Receives
Status Decisions for all
applicants & sends
notifications

All applicants receive
Notification of status
=> Opportunity to appeal

Need to define
Algorithms for LC &
District Decisions &
PMT Eligibility
(“Validation Role”)

District

8
District
does final selection of
Applicants for
ENROLLMENT
Taking into account budget
constraint

Enter LC approved
applicants and
ranked waitlist
into SAIS

Enter District
approved
Enrollment List
and waitlisted
applicants into
SAIS

SAIS** in Social
Affairs Ministry

7
Enter LC approved
applicants and
ranked waitlist
into SAIS

9

*Social workers, digital kiosk windows, e-post centers
**SAIS = Social Assistance Info System
Example 3: “Fragmentation Challenge:” Delivery Chain Process Mapping to identify processes and systems that could be common or integrated (on-going experiences in the US, Kenya, Greece, etc.)
Montgomery County Systems Interoperability & Integration Project (MD State, US):

- Department of Health & Human Services: 120 Programs (benefits & services)
- Aimed at addressing the needs of the most vulnerable children, adults, seniors.
- Interoperability & Integration Project – also part of state-level reforms
- Identify opportunities to improve process efficiency and effectiveness
- Improve H&HS integrated information system, including common IT services

Delivery Chain Process Mapping was a key tool in the process
Example 3: US Example: Maryland & Montgomery County Interoperability & Integration Reforms

Example from a Participatory Workshop identifying which programs could Share processes for the “Application Review for Intake & Eligibility Phase”

Photo from participatory process to map which social programs could share a Common Application Review for the Intake & Eligibility Phase (Montgomery County Maryland) US Department of Health & Human Services / Administration for Children & Families (ACF), “LOTC-NHSIA Reuse of Common Services,” January 2014.
Example 3: US Example: Maryland & Montgomery County Interoperability & Integration Reforms

Receive Client
Process Application
Review Application
Determine Eligibility

![Table showing service application processes]

**Figure 2. Spreadsheet which lists the Common, Could, and Can’t processes for the Intake**

Quickie review of Delivery Systems Framework

Introducing Delivery Chain Process Mapping

Example Applications of These Tools with Challenges of “Scaling Up,” “Systems Modernization” and “Integration”

Hands-On Case Application (Group Work) & Discussion

Outline & Objectives
The Country of Wakanda has a population of 50 million people, with 20% poverty. The country is highly decentralized. The Ministry of Social Affairs manages a national Conditional Cash Transfer Program, in partnership with local governments, who are in charge of service delivery. The country has a well-functioning foundational ID system. The program pays a monthly cash benefit to families based on their kids ages 7-15 attending at least 85% of school days each month. Payments used to be made through the post office.

I. The assignment is to carry out Delivery Chain Process Mapping for the implementation phase of conditionalities monitoring.

1. What’s the country context? Is it a federal or unitary state? Is it highly decentralized?
2. Identify the actors (e.g., citizens, local interface, info systems, central agency, other line ministry, etc...)
3. Discuss the roles and responsibilities of each actor
4. Assign a swim lane to each actor
5. Identify the steps for the carrying out conditionalities monitoring
6. Write each step on a Post-It note
7. Sequence the steps (Post-It notes) by actor (across swim lanes) for each step of the implementation phase
8. Move the Post-Its around as needed, or add / subtract steps (Post-Its)

II. Take a step back and assess the process for efficiency and effectiveness:

1. Are there any non-value added steps?
2. And/or are there any steps that could be missing?

30 Minutes
Hands-On Group Activity: Delivery Chain Mapping for “Activation Reforms” in a Cash Transfer Program

Assess
Potential Eligibility

Decide
Enrollment
Benefits & Service Package

Implement
Transactions for Payments & Services
Case Management

“Intended” Population
Applicants
Eligible Applicants

Beneficiaries
The Ministry of Social Affairs (MoSA) manages “SOLIDARITY,” a well-functioning unconditional cash transfer program targeted to low-income individuals and families, implemented via local Centers for Social Work (CSWs).

The Ministry of Labor (MoL) recently launched an online job intermediation site called “WORKNET.COM” to connect employers and potential workers for job vacancies. Firms and workers can access WORKNET.COM online or at digital kiosks at Public Employment Service Offices (PESOs).

With rising concerns about “welfare dependency,” the President has asked MoSA to introduce a requirement that all able-bodied adult beneficiaries of SOLIDARITY must register in WORKNET.COM in order to continue to qualify for benefits. The requirement would be monitored on a quarterly basis to link to the quarterly payments cycle.
Plot a Delivery Chain Process Map for Monitoring Activation Requirements in Solidarity Program

1. Identify all the actors and assign one “Swim Lane” to each actor
2. Identify the steps for the carrying out monitoring of the Activation Requirements
3. Write each step on Post-It note: ONE ACTION PER POST-IT NOTE
4. Sequence the steps (Post-It notes) by actor (across swim lanes) for each step of the implementation phase
5. Move the Post-Its around as needed, or add / subtract steps (Post-Its)

Added twist – 2 Scenarios:

- **Scenario 1**: What would the map look like if you had NO INTEROPERABILITY of information systems between MoSA’s SOLIDARITY Program & MoL’s WORKNET?
- **Scenario 2**: What would the map look like if you did have INTEROPERABILITY of information systems between MoSA’s SOLIDARITY Program & MoL’s WORKNET? (assume existence and use of National ID)
## Delivery Chain Process Mapping for Activation Reforms

<table>
<thead>
<tr>
<th>MoSA &amp; Beneficiary Registry</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Worker CSW</td>
<td></td>
</tr>
<tr>
<td>SOLIDARITY Beneficiary</td>
<td></td>
</tr>
<tr>
<td>Public Employment Service Office</td>
<td></td>
</tr>
<tr>
<td>MoL &amp; WORKNET system</td>
<td></td>
</tr>
</tbody>
</table>

**ILLUSTRATIVE SWIM LANES**
• Reflect on the Delivery Chain Process Mapping experience (main actors, main steps, process overall)

• How did these Maps Differ between the two Scenarios?
  • Without Interoperability of Information Systems
  • With Interoperability of Information Systems

• What was the “beneficiary journey” for each scenario? What are their “pain points”?

• What was the role of the “front office(s)” for each scenario?

• What was the role of the “back office” information system for each scenario?
Stop

Advance to next slides only after group discussion
DCPM for Activation Reforms (ILLUSTRATION):
Scenario 1: With No Interoperability between MoSA & MoL

MoSA & Beneficiary Info System
1. OUTREACH: Inform all CSWs of policy change + communications campaign
2. Establish Beneficiary List for this Quarter & send to CSW

Social Worker CSW
3. Receive Beneficiary List
4. Meet with Beneficiaries to inform about WORKNET, individually or @ group meeting
5. Go to CSW to meet with social worker
6. Go to PESO to register in WORKNET

SOLIDARITY Beneficiary Info System
4’. Social Workers chase after beneficiaries in caseload to make sure they register…
5’. Go back to PESO to Receive WORKNET certificate & bring it back to CSW

Public Employment Service Office
7. Officer at PESO Kiosk helps beneficiary register in WORKNET

MoL & WORKNET Info System
8. Information goes into WORKNET System
9. Print & stamp certificate of WORKNET registration for beneficiary
10. Go back to PESO to Receive WORKNET certificate & enter into SOLIDARITY Beneficiary Info System
11. Receive each beneficiary WORKNET certificate & enter into SOLIDARITY Beneficiary Info System
12. Receive information on WORKNET registration, carry out cross-checks for completeness & consistency
13. Issue Quarterly Payroll Statement & Beneficiary List, Making adjustments for WORKNET registration

Hmmm…. Lots of “Pain Points” for Beneficiaries (3 visits to offices) & Social Workers
DCPM for Activation Reforms (ILLUSTRATION): Scenario 2: With Interoperability between MoSA & MoL

1. OUTREACH: Inform all CSWs of policy change + communications campaign
2. Establish Beneficiary List for this Quarter
3. Receive Beneficiary List
4. Meet with Beneficiaries to inform about WORKNET, individually or @ group meeting
4’ Social Workers chase after beneficiaries in caseload to make sure they register…
5. Go to CSW to meet with social worker
5’ Go to PESO to register in WORKNET
6. Go to PESO to register in WORKNET
7. Officer at PESO Kiosk helps beneficiary register in WORKNET
8. Information goes into WORKNET System
9. Receive each beneficiary WORKNET certificate & enter into SOLIDARITY Beneficiary Info System
10. Receive information on WORKNET registration, carry out cross-checks for completeness & consistency
11. Issue Quarterly Payroll Statement & Beneficiary List, Making adjustments for WORKNET registration

Hmmm…. Fewer “pain points” but beneficiaries still have to go to two offices (PES & CSW)
BONUS SCENARIO... With Interoperability between MoSA & MoL & WORKNET Kiosk @ CSW... or alternatives to simplify?

1. OUTREACH: Inform all CSWs of policy change + communications campaign
2. Establish Beneficiary List for this Quarter
3. Receive Beneficiary List
4. Meet with beneficiaries to inform about requirement and help them register in WORKNET @ kiosk
5. Meet with Social Worker & register in WORKNET @ Kiosk with help of Social Worker if needed
6. Information goes into WORKNET System
7. Receive each beneficiary WORKNET certificate & enter into SOLIDARITY Beneficiary Info System
8. Receive information on WORKNET registration, carry out cross-checks for completeness & consistency
9. Issue Quarterly Payroll Statement & Beneficiary List, Making adjustments for WORKNET registration

Can we make it simpler? Beneficiaries can register for WORKNET at CSW.... Or even online (not shown)
A few Punchlines...

... and a big THANK YOU!