

SOCIAL PROTECTION AND JOBS

2019 CORE COURSES

OCT. 28–NOV. 8 | WASHINGTON DC



Monitoring Safety Nets Implementation

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October 31, 2019

Social Safety Nets and Delivery Course

Outline

1. Measuring performance
2. Key performance indicators
3. Types of assessments
4. Conclusions

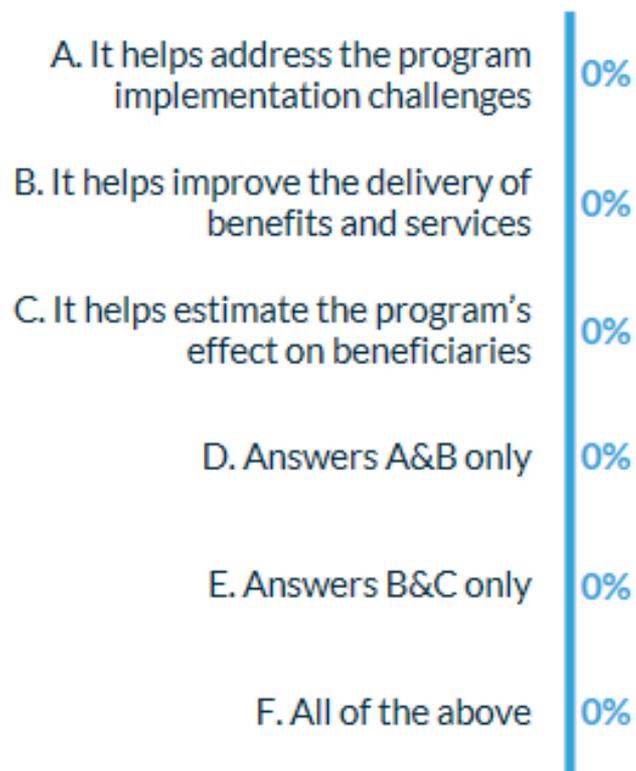
What gets measured gets done

CLICKER QUESTION:
Performance measurement



- **Why does measuring the performance of delivery systems matter?**
 - A. It helps address the program implementation challenges
 - B. It helps improve the delivery of benefits and services
 - C. It helps estimate the program's effect on beneficiaries
 - D. Answers A&B only
 - E. Answers B&C only
 - F. All of the above

Why does measuring the performance of delivery systems matter?



Opening the “black box” of implementation

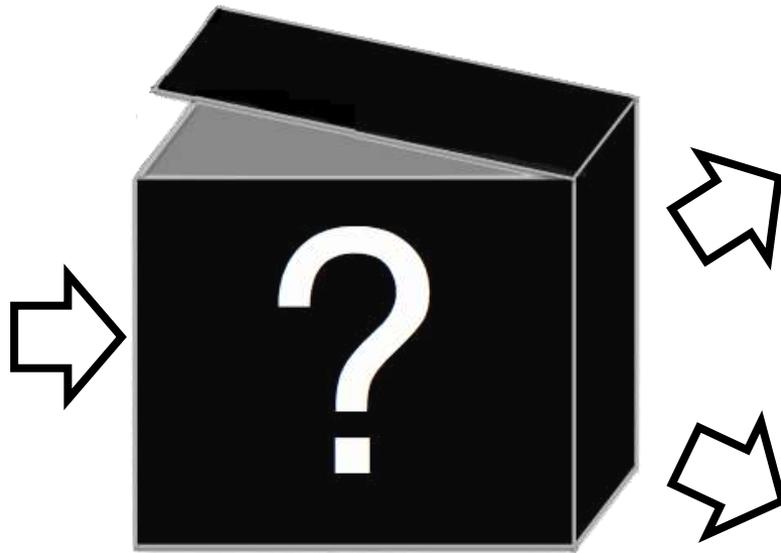
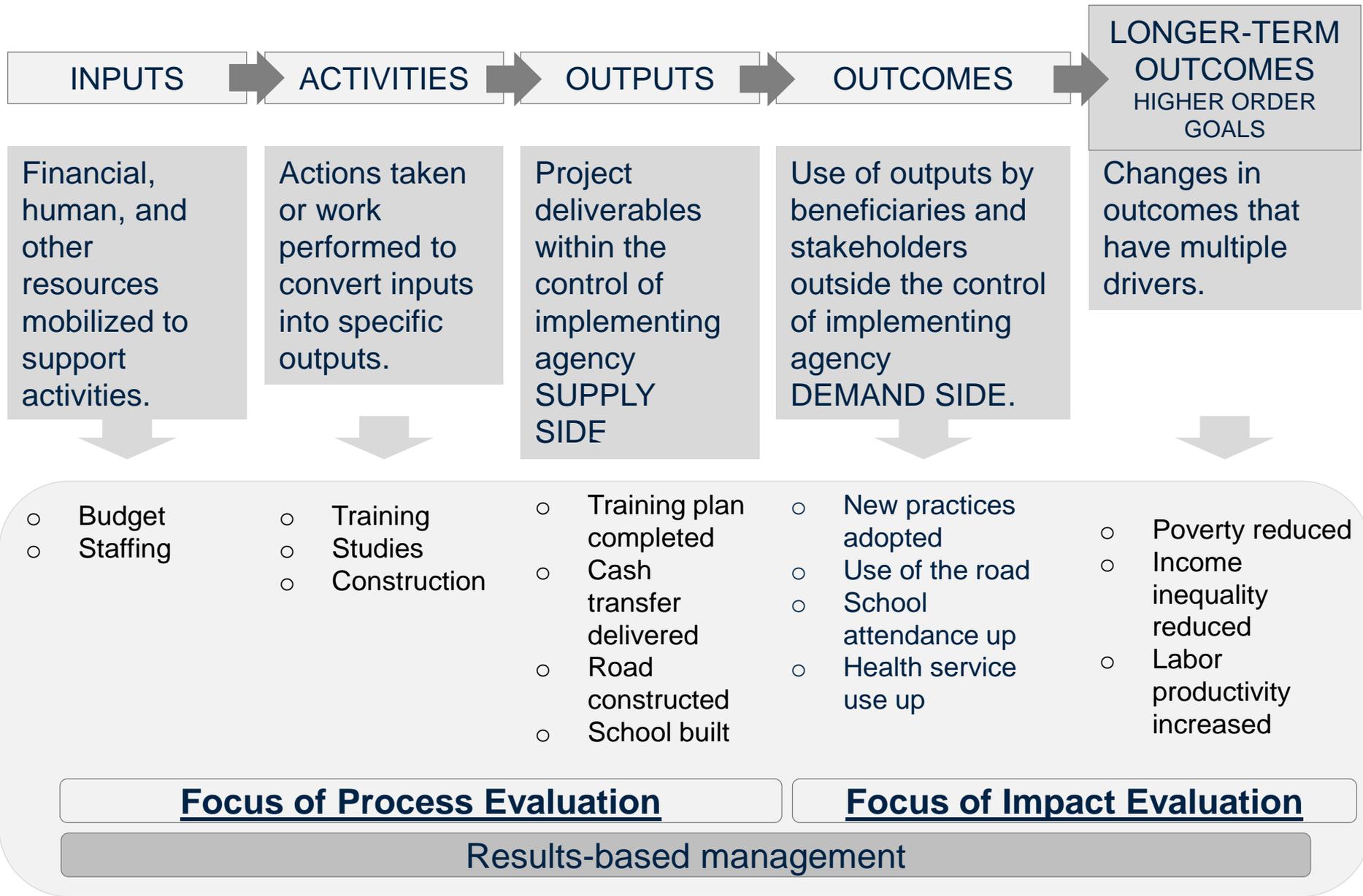
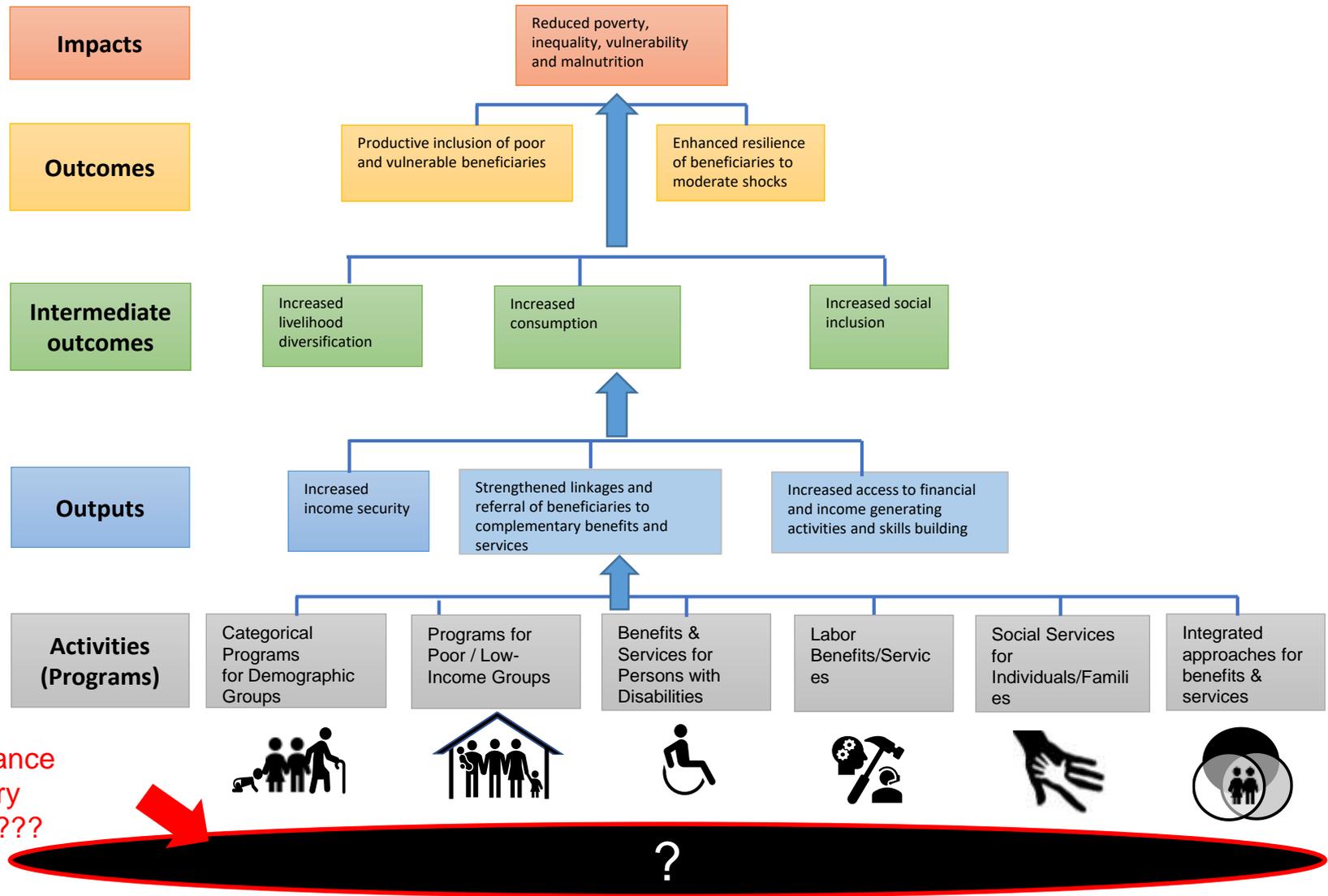


Photo credits: Kathy Lindert

The Results Chain in a Typical Program



Connecting the Layers of the Theory of Change



Performance Measurement and Evaluation

- Performance measurement indicates what a program does and how well it does it (formative, ongoing, responsive, adaptive, relying on routine operational data)
- Program evaluation determines the program's effect on the beneficiaries it is serving (summative, discrete, relying on external data collection like special surveys)

When the cook tastes the soup, that's formative

When the guests taste the soup, that's summative

Robert Stakes

Source: *Measure4Change* program, World Bank Group and the Urban Institute

Performance Measurement

Performance Measurement can help answer the “how” and “why” of implementation successes and challenges, by:

1. Identifying **implementation challenges** and how to solve them
2. Measuring **results** more precisely and identifying potential for improving inclusion, effectiveness, and efficiency
3. Measuring **costs** for clients and administrators more accurately
4. Understanding **capacity**-building, systems-building and institutional change better

Performance Measurement

Corresponds to new trends in evaluation practice

Within Impact Evaluations

- Complementing (quasi)-experimental design with other approaches
- Movement towards “mechanism-based” causal analysis

Beyond Impact Evaluations

- Long tradition of process-evaluation
- Systems approach to evaluation
- New sources of data
- More integration with other business practices

Key performance indicators

Key Dimensions of Performance

A well-performing delivery chain supports the dual objectives of effective and efficient delivery of benefits and services to the intended population.

EFFECTIVENESS

Delivery systems that reach, register, and provide benefits and services to the intended population, while accommodating the specific needs of vulnerable populations and clients with access barriers (inclusion dimension).

EFFICIENCY

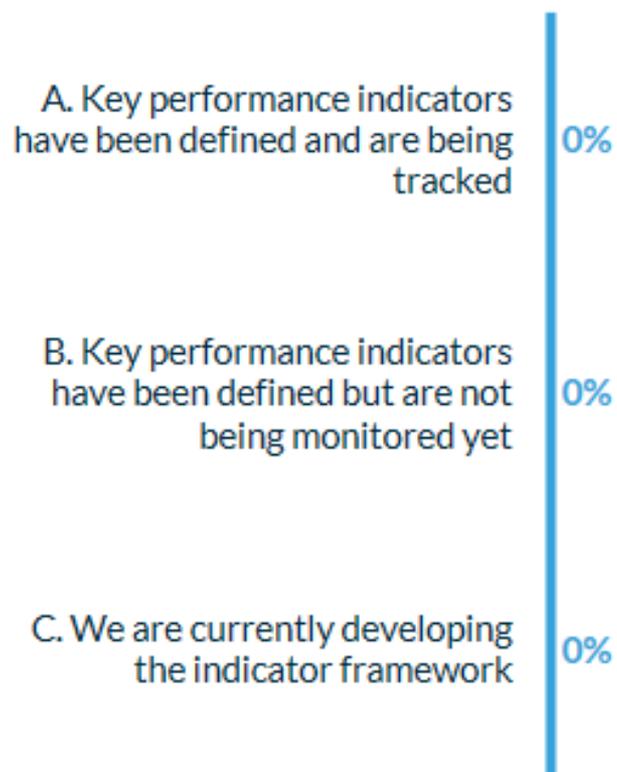
Clients and administrators can go through each phase of the delivery chain at a reasonable cost in terms of time and money.

CLICKER QUESTION:
Types of assessments

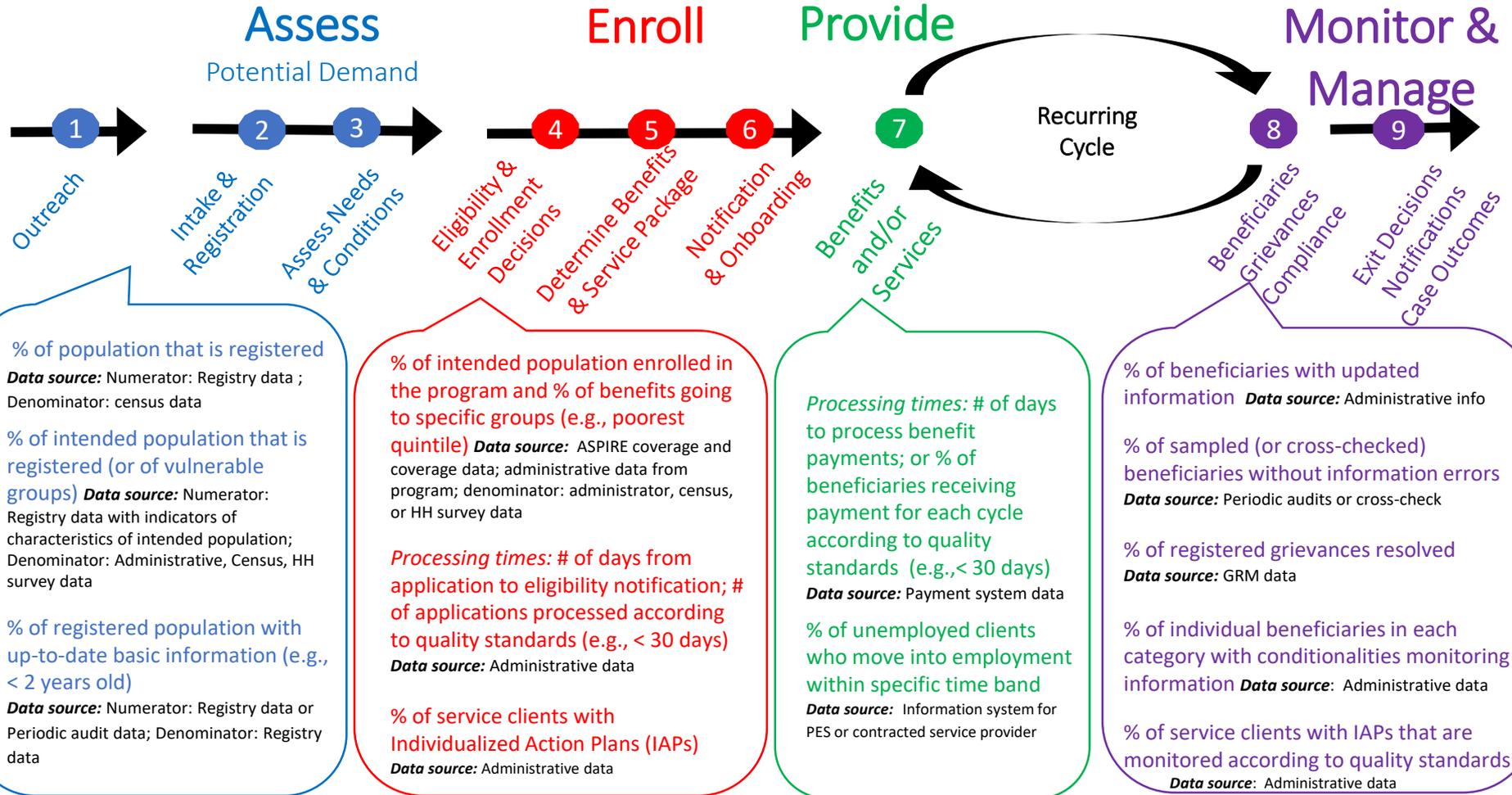


- **Does the SSN program you work on monitor key performance indicators?**
 - A. Key performance indicators have been defined and are being tracked
 - B. Key performance indicators have been defined but are not being monitored yet
 - C. We are currently developing the indicator framework

Does the SSN program you work on monitor key performance indicators?



Key Performance Indicators Along the Delivery Chain



Data Sources

Delivery systems administrative data

- Information systems
- Information about program staff and accounting as well as financial information
- GRM

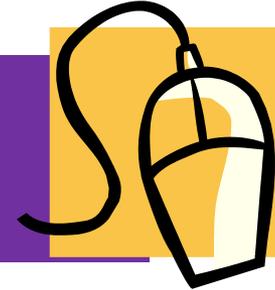
National data sources

- Censuses
- National household surveys
- Administrative data from other sectors or delivery systems

Data that require separate dedicated collection effort

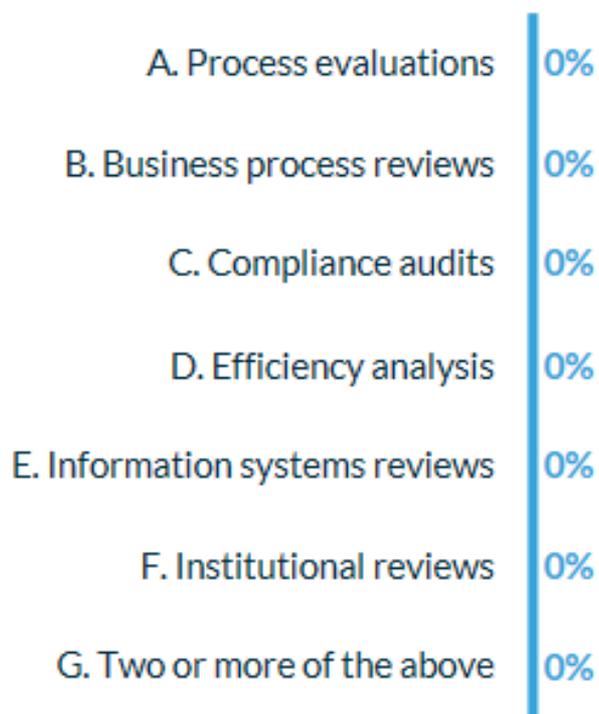
- Additional surveys need to evaluate performance indicators

CLICKER QUESTION:
Types of assessments



- **What types of assessments have been conducted in the SSN program you work on?**
 - A. Process evaluations
 - B. Business process reviews
 - C. Compliance audits
 - D. Efficiency analysis
 - E. Information systems reviews
 - F. Institutional reviews
 - G. Two or more of the above

What types of assessments have been conducted in the SSN program you work on?



Types of assessments

Evaluating Delivery Systems: Types of Assessments

Process Evaluation

- **Objectives:** Focus on implementation processes to identify what works, what doesn't and why, and how to remedy issues
- **Approach:** A range of evaluation methods (quantitative and qualitative) can be leveraged, including user satisfaction or beneficiary feedback surveys

Business Process Reviews

- **Objectives:** Assess the effectiveness of specific business processes or procedures, typically communication, intake and registration, payment provision, grievance handling
- **Approach:** Process mapping, process definition chart

Compliance audits/checks

- **Objectives:** Determine whether the rules and procedures are being undertaken in accordance with the requirements of the program and standards operating procedures
- **Approach:** Spot checks, sample recheck, to validate the accuracy of the information

Efficiency Analysis

- **Objectives:** Compare costs of alternative systems or processes, and relate costs to outcomes
- **Approach:** Setting out a baseline scenario against which the incremental costs and benefits will be measured, monetizing costs, produce a cost effectiveness ratio

Information Systems Reviews

- **Objectives:** Determine whether the information systems, related resources and their environment are appropriate
- **Approach:** Review of data management procedures, data entry, data quality verifications

Institutional Reviews

- **Objectives:** Diagnostic of the institutional and operational structure of the agency or program to establish whether management system, policies, staffing, organizational structure are appropriate
- **Approach:** A range of methods, including staff survey, benchmarking, institutional mapping

Process Evaluations

Greece's GMI Process Evaluation

Objectives

Understanding how business processes during the first phase of the national rollout were carried out with respect to the procedures detailed in the operations manual and in the Joint Ministerial Decision (JMD).

Results



The program was implemented smoothly and was very well accepted by both beneficiaries and municipal staff.



The program still missed the definition and implementation of critical components that could significantly increase the success of the full rollout, including: i) full-time SSI program unit with clear roles and responsibilities; ii) timely and extensive communication at the local level as well as full-fledged training and retraining strategy for the remaining municipalities; and iii) GRM.



The program was further refined based on the results of the process evaluation and in February 2017 the SSI was finally launched nationally.

Business Process Reviews

Philippines 4Ps business process review and information systems review

Objectives

Identify areas for improvement that would make the program more efficient and responsive to emerging needs.

Results



The review concluded that the 4Ps is able to accomplish its objectives by effectively reaching out to more than 4.4 million beneficiaries.



There was still is significant room for improvement in terms of enhancing controls and in ensuring data integrity and accuracy. The key vulnerabilities of the program related to the multiple tasks that were conducted manually across the 4Ps processes, coupled with its unintegrated information systems. The review recommended further automation of processes and integrated information systems. Those steps entailed improving the 4Ps technological infrastructure, with primary focus on upgrading the 4Ps database.

Compliance Audits/Checks

Compliance Audit: Checking Benefits Based on Risk Profiles in Moldova

Objectives

Verify whether the payments are directed to the right clients, in the right amount, and according to the rules and regulations.

Results

The Social Inspection Agency's work has helped improve the performance of the Ajutor Social program. Inclusion errors reduced from 60 percent in 2011 to 40 percent in 2016, while benefits coverage doubled during the same period. The percentage of different errors identified through random-sample campaigns decreased significantly, from 64 percent in 2015 to 38 percent in 2018 (the most significant decrease was in income-related errors).

Efficiency Analysis

Montgomery County Return on Taxpayer Investment Analysis

Objectives

Provide a business case that demonstrated the return on investment of taxpayer dollars from the implementation of an interoperable technology and an intensive teaming protocol for a targeted subset of homeless and transition age youth groups.

Results

The analysis concluded that an investment in a “double intervention” of an interoperability system and intensive teaming protocol applied to “intensive support users” within the Transition Age Youth and Homeless subgroups would yield a positive ROTI.

Malawi Social Registry Assessment

Objectives

- review the UBR experience to date
- identify strengths and areas for improvement
- provide short-term recommendations to support the upcoming expansion, including implementation adaptations that would be needed to accommodate the revised registration targets
- support the longer-term strengthening of the UBR

Results



The government has taken the lead in designing, managing, and implementing the UBR with strong ownership across the core agencies involved. Implementation is carried out by existing decentralized institutional structures, which is a major strength. Implementation processes and information systems are effective, and most importantly, data quality is robust and registration coverage is rapidly expanding.



The review also identifies key short-term and longer-term actions that could address challenges and strengthen the effectiveness of the UBR, including in the areas of institutional arrangements, implementation processes, information systems, data quality, links to user programs, communications, and a possible rebranding of the UBR to support better understanding of this powerful tool for inclusion and coordination in social protection and beyond.

Institutional Reviews

Romania's labor and social protection sector functional review

Objectives

Review the situation of the sector, assess its functioning and develop an action plan to strengthen the effectiveness of Romania's public administration.

Results



The review recognized many advances and reforms undertaken within the sector to advance and reform the sector and proposed recommendations to strengthen implementation of these reforms.



Recommended cross-cutting priority actions included (a) developing a strategy unit in the MoLFSP; (b) developing an overall umbrella information system that connects the sub-sectoral registries for improved policy-making and operational functioning; (c) consolidating certain benefits (e.g., low-income benefits), eligibility criteria (e.g., for disability pensions and allowances); and payment functions (into a single payments agency); (d) strengthening cooperation between agencies involved in oversight and controls; and (e) developing an optimization plan for human resources and business processes to identify areas for improved efficiency, including possibilities for reassigning staff to improve the balance of human resources in the sector.

Performance management: the case of Chile

- During the 2014-2017 period, the Ministry of Social Development consolidated tools for the monitoring and evaluation of social programs. Those tools mainly include monitoring reports, process evaluations and the Ministry's Integrated Database of Social Programs (Banco Integrado de Programas Sociales—BIPS). BIPS allows public access to information on the performance of the different social programs.
- **Performance Monitoring.** The Undersecretariat of Social Evaluation is in charge of performance management of social programs. The Department of Monitoring of Social Programs performs a bi-annual monitoring of the management and implementation of social programs that are being executed by different government agencies. Each program is required to prepare a monitoring report, which includes information regarding coverage, as well as performance indicators and other information related to implementation.
- **Assessments.** The Ministry of Social Development's efforts are complemented by the Budget Office of the Ministry of Finance (Dirección de Presupuesto—DIPRES) evaluative agenda, which, among others, conducts process evaluations of government programs.

Conclusions

1. Performance indicators that are monitored regularly can help **diagnose bottlenecks** in the delivery chain early on and help correct course to prevent more systemic challenges.
2. Paired with different types of assessments, performance indicator frameworks can also help **identify alternative channels, processes, or practices** that enable the system to be more effective or save clients time or money.
3. In a well-functioning system, performance information is used continuously to **make course adjustment** to processes, parameters, and ways of implementing.
4. A performance measurement system is also an important part of a **wider oversight function** for social protection programs, ensuring that taxpayers or donors' funds are allocated effectively.

Or:

You can't manage what you
can't measure

Peter Drucker (I think)

Group Exercise

1. What existing data sources you would use to identify the source and scale of the problem?
2. Within these data sources, what data/indicators tracked by the program would be useful to identify the cause and scale of the problem?
3. What assessments/studies would you propose to supplement these existing data sources?
4. What data sources are missing, that you would recommend the government add going forward? Would you recommend any periodic evaluations?

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Thank You