Governance and Coordination Module

Leadership and Transformation Curriculum on Building National Social Protection Floors

BUILDING SOCIAL PROTECTION FLOORS IN AFRICA
TRANSFORM

OECD dev
EU Social Protection Systems Programme
Finland
Irish Aid
Rialtas na hÉireann
Government of Ireland
ILO
unicef
UNDP

DAY 1

Sociometric Participant Introductions

Introductions

Name, position, role & expectations.

What is the state of SP in Zambia?

Which picture best represents the current state of Social protection in Zambia in terms of the state of governance and coordination?

Curriculum Overview

Overall Goal

- Improve our knowledge about social protection governance and coordination as core elements of the SP web
- Gain collective understanding of governance and coordination
- Evaluate our role as leaders in promoting ethical practice and accountability

Overall outcomes (Know)

1. Key elements of good governance - rules of the game, clear roles and responsibilities, accountability and controls.
2. Dimensions of governance and coordination in SP and how they relate.
3. Different models for SP institutional architectures.
4. The importance of ethical leadership and accountabili mechanisms.
5. Different dimensions of capacity building including institutional, organisational and individual capacity.

Key objectives (Do)

1. Identify solutions for good governance of SP governance and ultimately service delivery.
2. At systems and institutional levels, identify capacity gaps and structural problems in SP system coordination (horizontally and vertically).
3. Identify solutions for good governance of SP and ultimately service delivery.

Curriculum Content Overview

Day 1: Introduction to SP governance, ethics, principles of good governance, institutional framework (rules of the game).

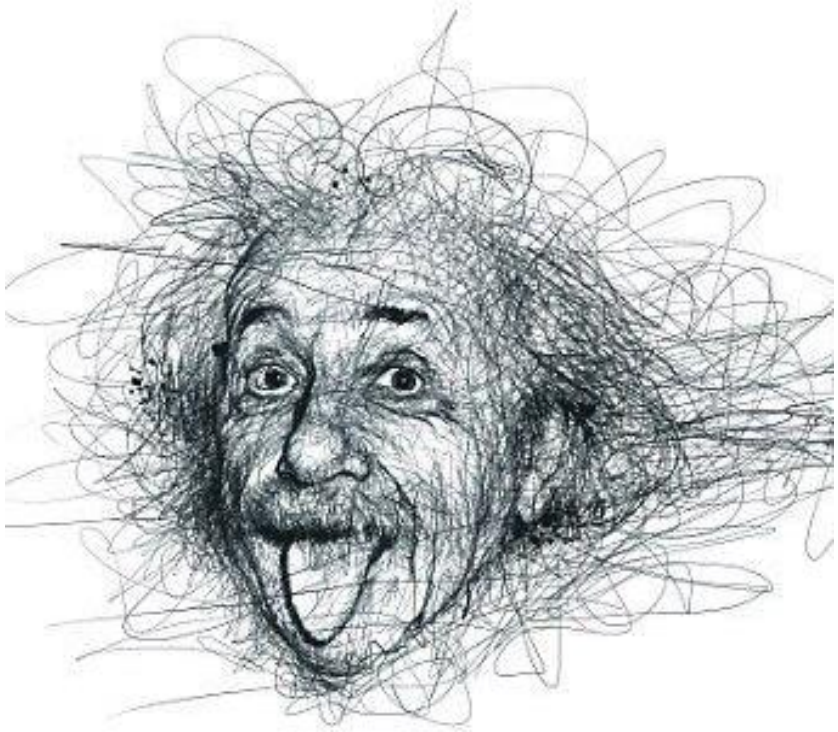
Day 2: SP stakeholders roles and responsibilities, coordination, organisational structure and approaches to different models of service delivery.

Day 3: Control and accountability, capacity development, individual transfer actions.

Experiential Methodology

"I never teach my pupils, I only provide the conditions in which they learn."

- Albert Einstein



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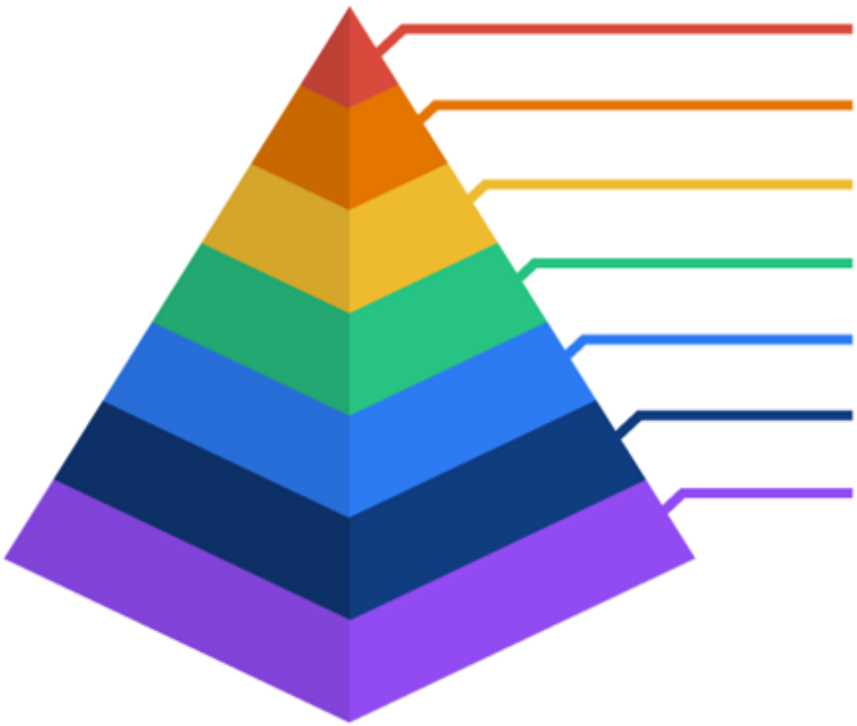
The Learning Pyramid



Average student retention rates

- **5%** - Lecture
- **10%** - Reading
- **20%** - Audiovisual
- **30%** - Demonstration
- **50%** - Discussion
- **75%** - Practice Doing
- **90%** - Teach Others / Immediate use

During these 3 days…

Only possible afterwards!

Different types of memory

Explicit / Conscious memory pathways – We have to consciously try and remember – this requires attention and practice.

- Semantic memory: facts, names and dates
- Episodic memory: locations, events, circumstances

Implicit / Unconscious pathways – we remember automatically

- Emotional: emotionally laden events
- Procedural: how to do procedures like driving a car
- Reflexive: natural reflexes e.g. how to swallow
- Sensory: memory through a sense like a smell or a piece of music
- Spatial: memory based on surroundings and context

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“Tell me and I will forget,
show me and I may remember,

INVOLVE me and I will understand”

ACTIVITY

Let's check our own memories?

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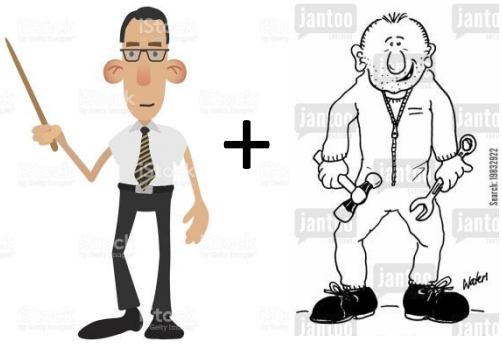
TRANSFORM

WHY TRANSFORM?

Background to the curriculum

Developed **by** African/Africa-based SP practitioners **for** African SP practitioners



Developed by adult learning experts and social protection practitioners together

Weaving it all together on the SP web

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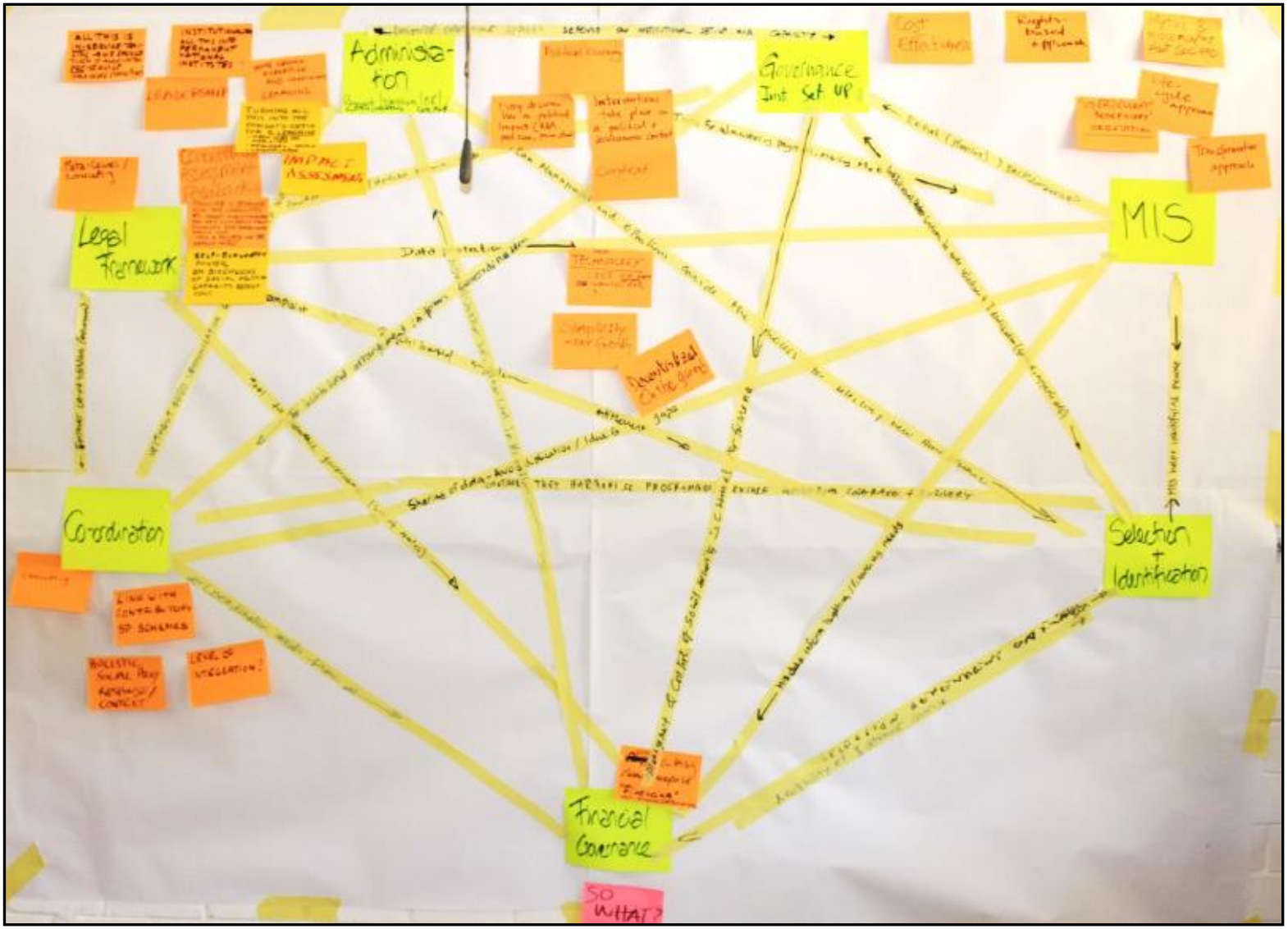
Making sense of the SP web



Understanding social protection core terminology

Social Protection encompasses a wide set of public actions addressing those vulnerabilities, risks and shocks

Cash Transfers (UCT or CCT)

Food Stamps/ vouchers

Birth, Child Allowances

Scholarships

Housing Subsidies

Maternity Benefits

School Feeding, Supplies, Transport

Utility Subsidies

Nutrition Supplements

Services for At-Risk Youth

Transport Subsidies

Parenting Services

ECD & Nutrition

Family Services

Child Care Services

Intermediation, Counseling, Psycho-Social Support Services

Disaster Services

Child Protective Services

Public Works

In-Work Benefits

Unempl. Assistance

Unempl. Insurance

Sickness & Injury

Training & Skills

ALMP / Activation Services

Financial & Productive Inclusion Services

Legal services

Disability Assistance

Care-Giver Allowance

Disability Insurance

Food Stamps/vouchers

Utility Subsidies

Transport Subsidies

Active Aging Services

Social & Long-Term Care Services

Social Pensions

Contributory Pensions

Survivor & Death Benefits

Source: Adapted from Lindert

Social Protection

Contributory

Social insurance

- Insurance for:
  - Unemployment
  - Maternity
  - Disability/health
  - Work accident
- Pensions, survivor benefits

Non-contributory

Social assistance

- Social Transfers
  - Monetary
  - Non-monetary
  - Semi-monetary
- Public Works

Social care services

Other

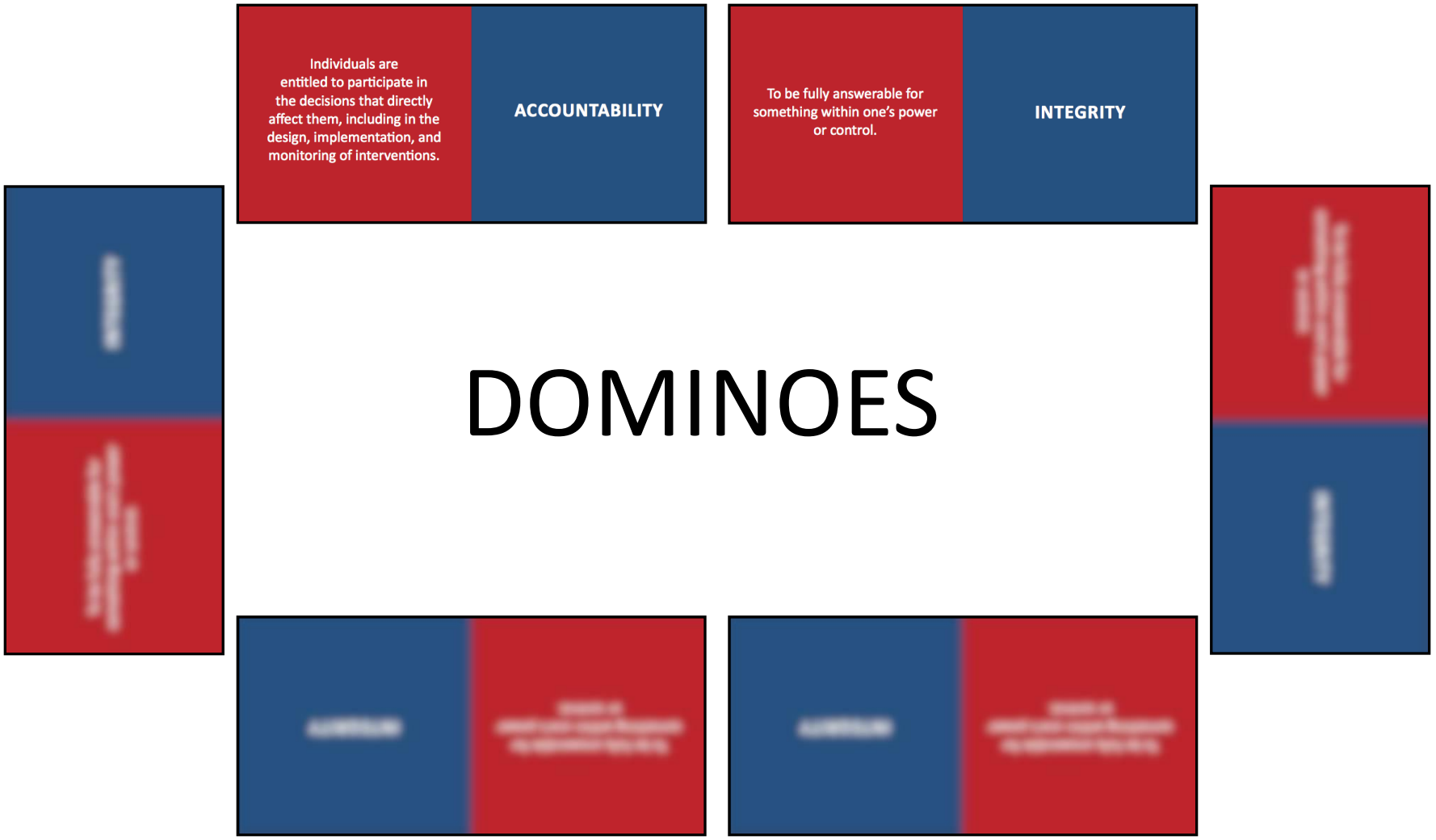
Labour market interventions

Subsidies, fee waivers

Informal SP

Etc.

Jargon busting our words



Introduction to Governance

Lecture

Definition of Governance

- Clear and binding framework
- Organisation of different actors and relationships
- Well-defined roles and responsibilities
- Standards
- Accountability mechanisms

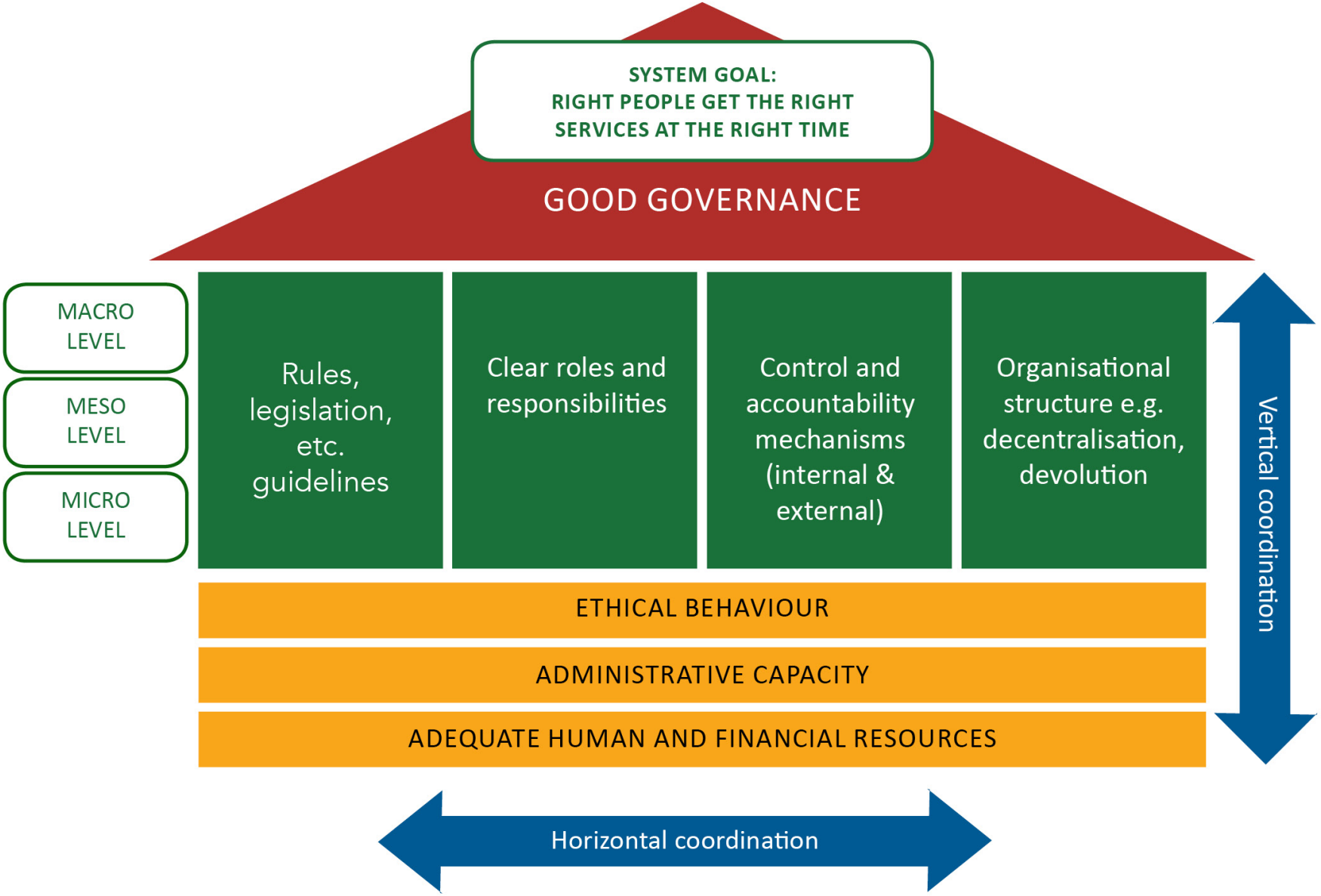
Briefly discuss in plenary

Based on this definition of governance, where would you place your own country's governance system along a continuum of 1-10?

Elements of good governance

- Using the cards, create a structure which depicts the different elements of good governance.
- Explain why you have chosen to place the elements in this order.

Elements of governance



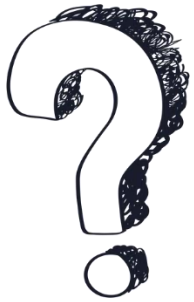
Short Scenarios

Principles of good governance

Principles of good governance

For each scenario answer the following:

- *What is wrong with this situation?*
- *What principle is being violated?*



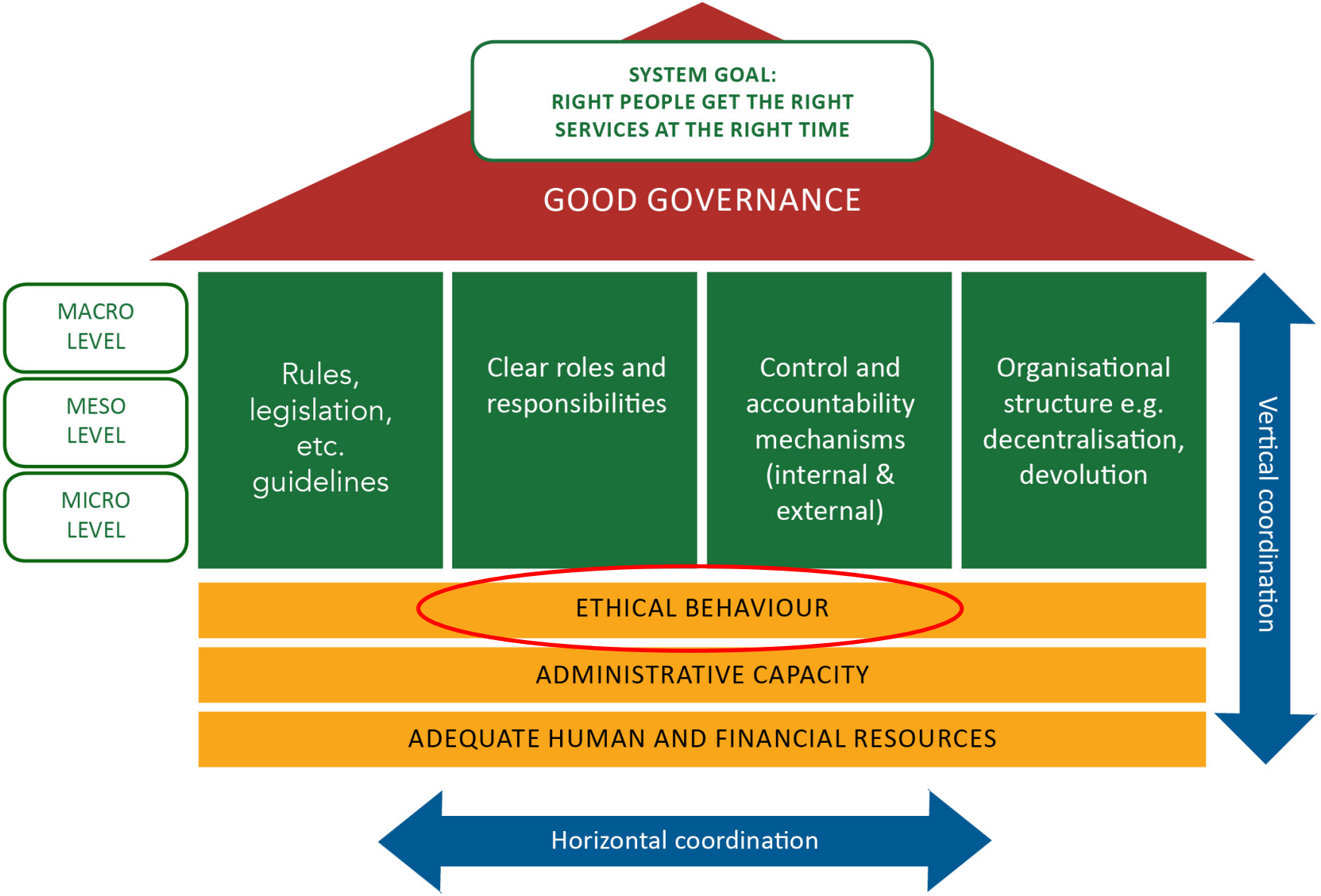
Principles of good governance in SP

- Integrity
- Accountability
- Transparency
- Predictability
- Impartiality

Ethics and Integrity

Lecture

Elements of governance



Definition of Ethics

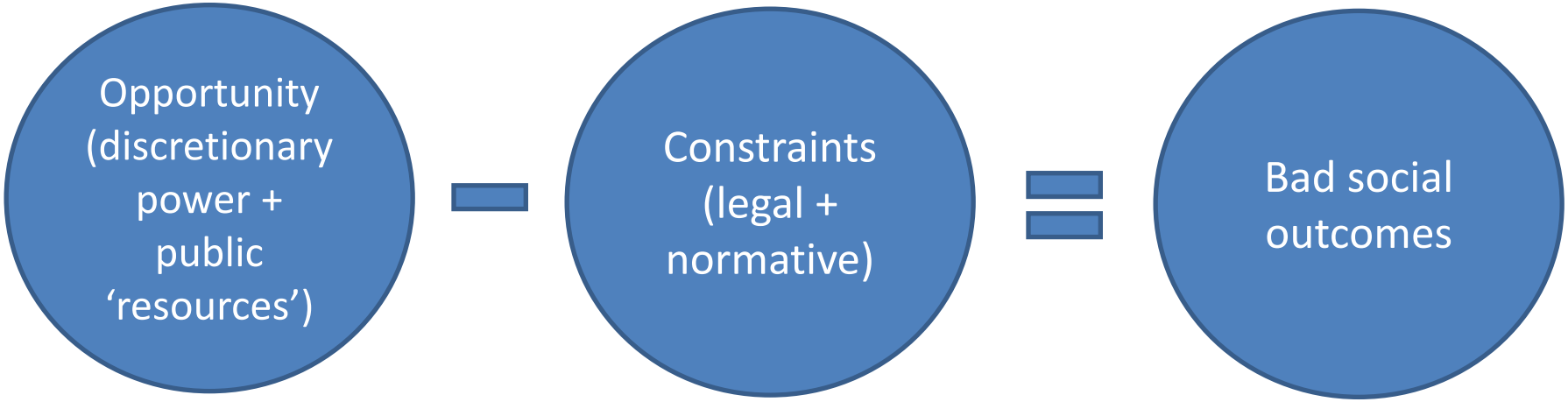
- Ethics is the set of social values that guide the conduct and performance of public duties.

- Ethics are often equated with ‘morality’, but is more than just individual behaviour.

Definition of Integrity

- Integrity concerns behaviour, process and procedure.
- It is seen as the quality of acting in accordance or harmony with relevant moral, values, norms, and rules.
- It refers to a framework of standards.

Violation of Integrity versus Corruption



Types of integrity violation

- Corruption: Bribing
- Corruption: Favouritism
- Conflict of interest (gift, jobs, etc.)
- Fraud and theft of resources
- Waste and abuse of resources
- Breaking rules/misuse of power (also for the organisation)
- Misuse or manipulation of information
- Indecent treatment (intimidation, discrimination)
- Misconduct in private life

Individual and Organisational Ethics

- Choices about conduct should not be an official's only moral code, but also weighing up what is right and wrong.
- It must be ensured that there is a system that supports ethical behaviour and adoption of organisational ethical behaviour.

Case study

Ethics and Integrity

Tools

- What mechanisms can be used to embed ethical behaviour?

Tools (Cont.)

Key questions	Ways and tools
How do public administrations set the framework for promoting integrity and combatting corruption?	• Clear statements of ethical values & standards • Risk-based strategies (risk assessment, risk maps) • Laws & regulations • Integrity coordinators • Anti-corruption agencies

Tools (Cont.)

Key questions	Ways and tools
What role can transparency and accountability play in (re)building trust among the public?	• Open government & access to information • External scrutiny

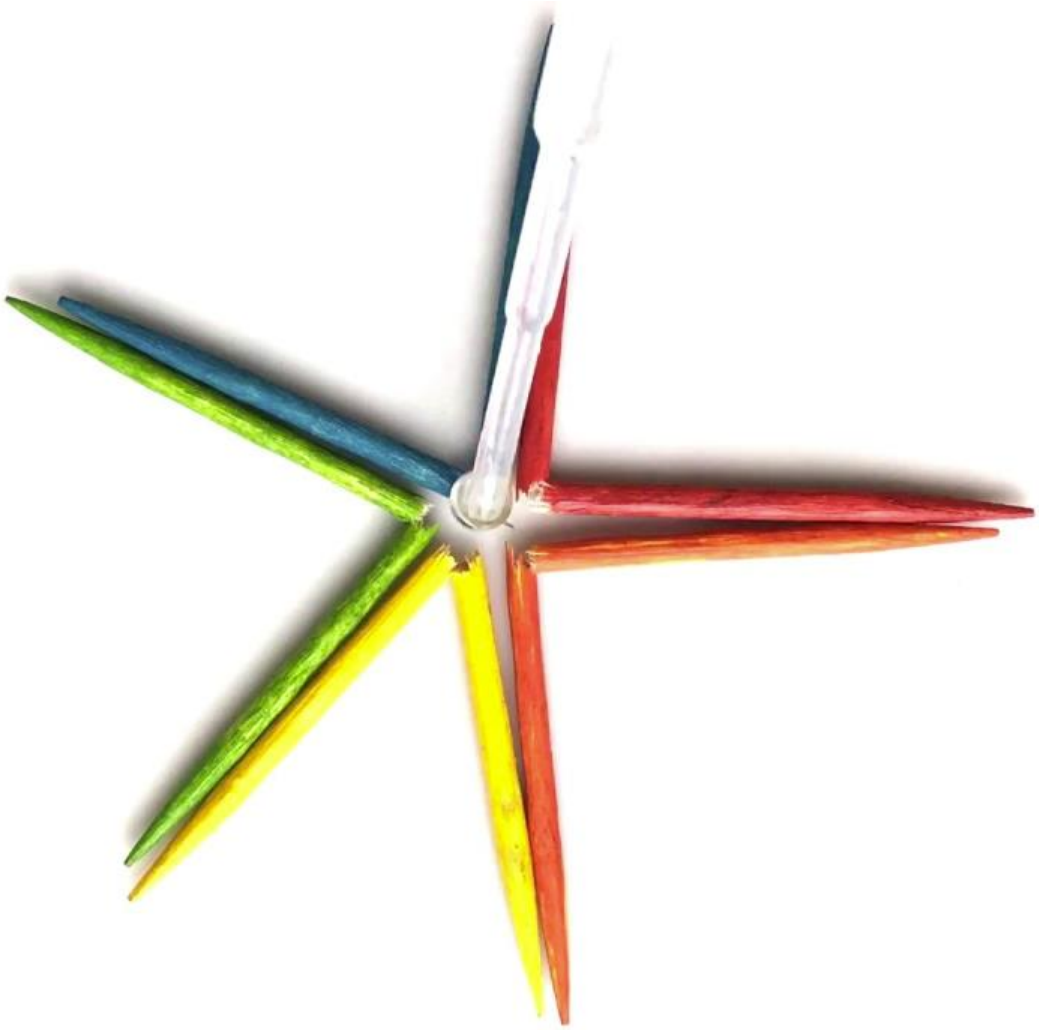
Tools (Cont.)

Key questions	Ways and tools
What preventative measures can administrations take to strengthen ethical performance and reduce the scope for corruption?	• Merit-based recruitment & other human resources management techniques • Ethics & dilemma training • Disclosure of interests, income & assets • Administrative simplification, controls & automation

Tools (Cont.)

Key questions	Ways and tools
What can administrations do to detect and act on corruption when it occurs?	• Whistle-blowing mechanisms • Investigation, prosecution & sanctions

Toothpick Stars



L&T Journey

Journaling and Paired Dialogue Walks

“The most basic and powerful way to connect to another person is to listen. Just listen. Perhaps the most important thing we ever give each other is our attention.”
Rachel Naomi Remen

The six deep listening principles

1. Serve your partner
2. Hold back your voice of judgement
3. Listen from the heart
4. Listen for things that challenge your view
5. Listen for the best outcome

Adapted by Catherine Widrig Jenkins (IPK) from Theory U by Otto Scharmer

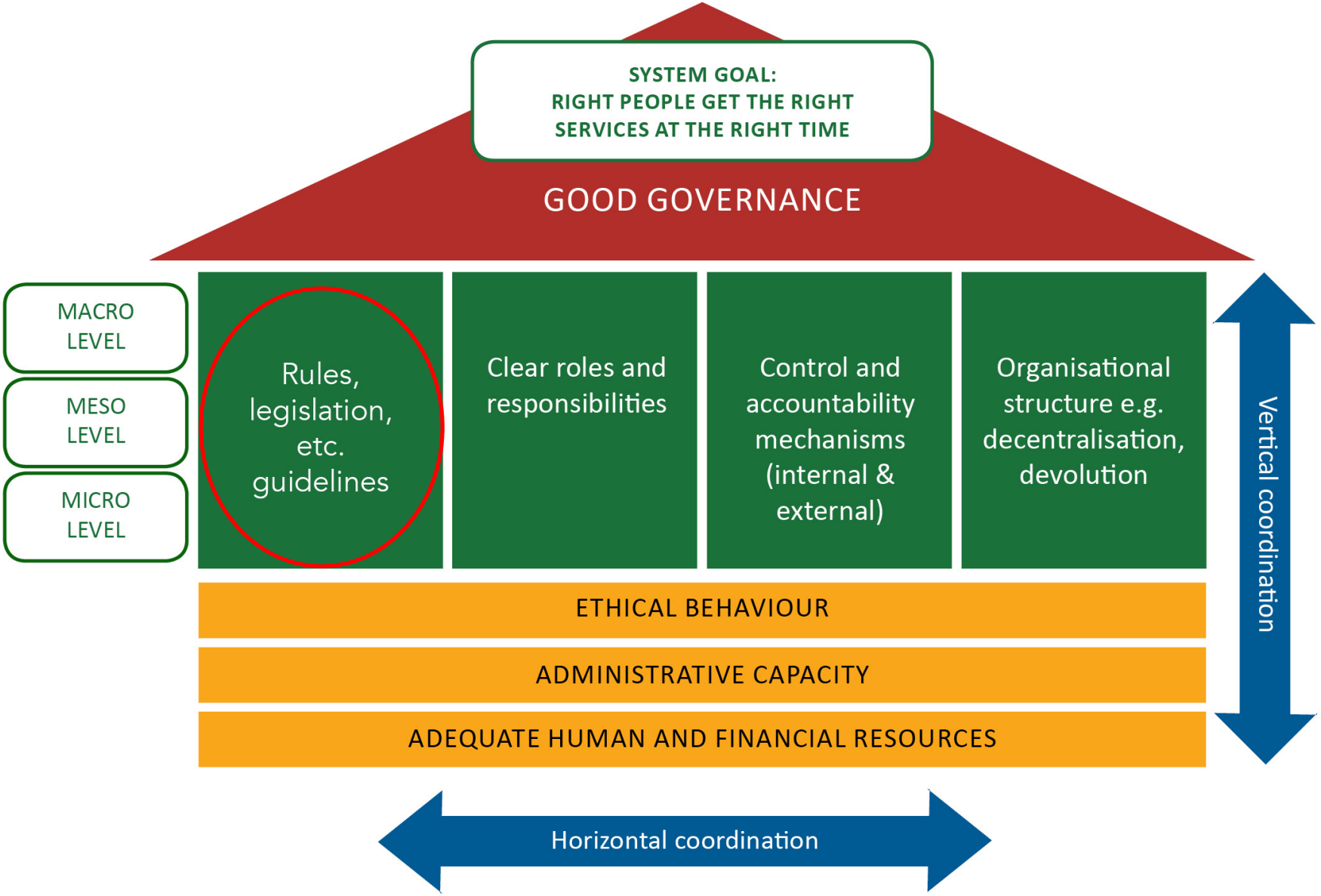
Journaling questions

- What does it mean to you to be a leader?
- What influences you to uphold ethical leadership at home or in society?
- Think of a time you were faced with an ethical dilemma. What happened and which principle was questioned?
- What tools in your social and work life assist you in upholding ethical principles?

Institutional frameworks: Rules of the game

Lecture

Elements of governance



Briefly discuss in plenary

- Why do we need a set of rules for the social protection system?
- What would happen if we didn't have these rules?

Why do we need a legal framework?

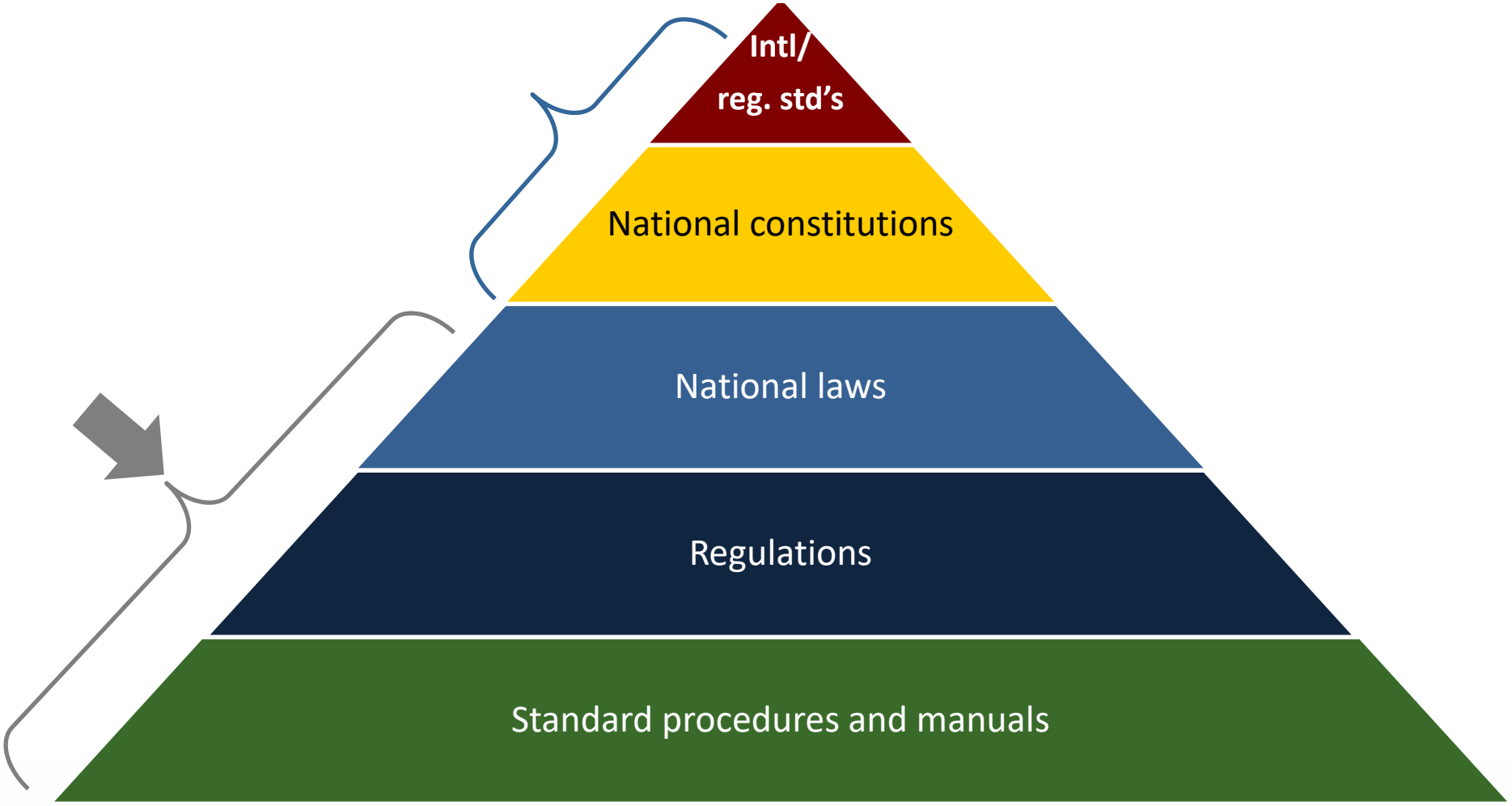
It’s the vehicle that upholds human rights and principles in governance, administration and social protection service delivery.

E.g. Ensuring equality of treatment, dignity, protecting privacy.

What are the formal ‘rules of the game’?

- Mix of formal regulations and informal rules.
- National constitutions, laws & regulations governing SP system.
- Programme level: regulations, operational manuals & guidelines.
- Establish roles, responsibilities & mandates.

Constructing a national legal basis



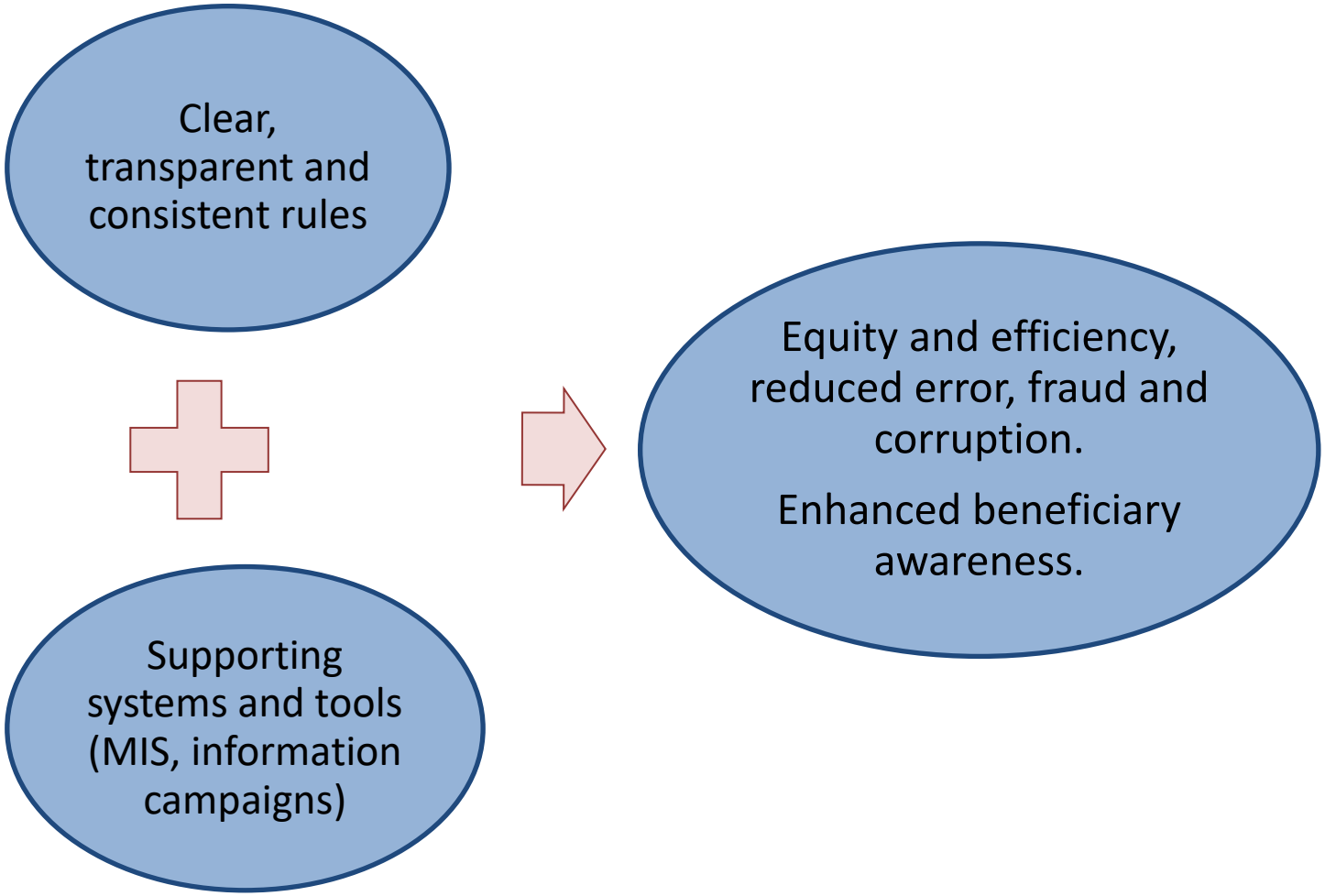
Three basic principles

Rules of the game

- Clear and simple
- Transparent
- Consistent with objectives

Service delivery

- Reduced room for discretion and EFC
- Predictability
- Accountability
- Efficiency


Clear, transparent and consistent rules
Supporting systems and tools (MIS, information campaigns)
Equity and efficiency, reduced error, fraud and corruption.
Enhanced beneficiary awareness.

Tools to ensure clear and consistent rules

- Operational manuals: clear and simple for programme staff
- Poverty maps for targeting
- Consultations & outreach awareness campaigns
- Beneficiary registries
- MIS

Tools to ensure clear and consistent rules

- Freedom of information legislation
- Transparency codes: data held and managed at local level is shared with people
- Data privacy legislation

Tools to ensure clear and consistent rules

Public procurement rules with internal controls:

- ‘Four eyes’ principle for procurement and awarding funds (approved by at least two people).
- Supported by clear and published procedures.
- With supporting guidance and training, to minimise discretion.

Tools to ensure clear and consistent rules

- Supreme Audit Institutions (SAIs) independent from the executive
- Report to Parliament and the public on misuse of funds
- Ethics Training – scenario training

Activity:

Governance case scenario

Mamba case study instruction

Read the Mamba case study and discuss the following in your groups:

1. What are the accountability and control mechanisms in place in Mamba?
2. Suggest measures of addressing what has gone wrong.
3. What redress mechanisms would you suggest should be in place in Mamba to address the problem faced by the young mother?

Mamba case study debrief

- It is important to have rules in place that are clear, simple, transparent and consistently applied.
- Think about your country, what could go wrong given the legal protection of social protection (current practice and tools)? Do you need further legal protection?

Key Takeouts

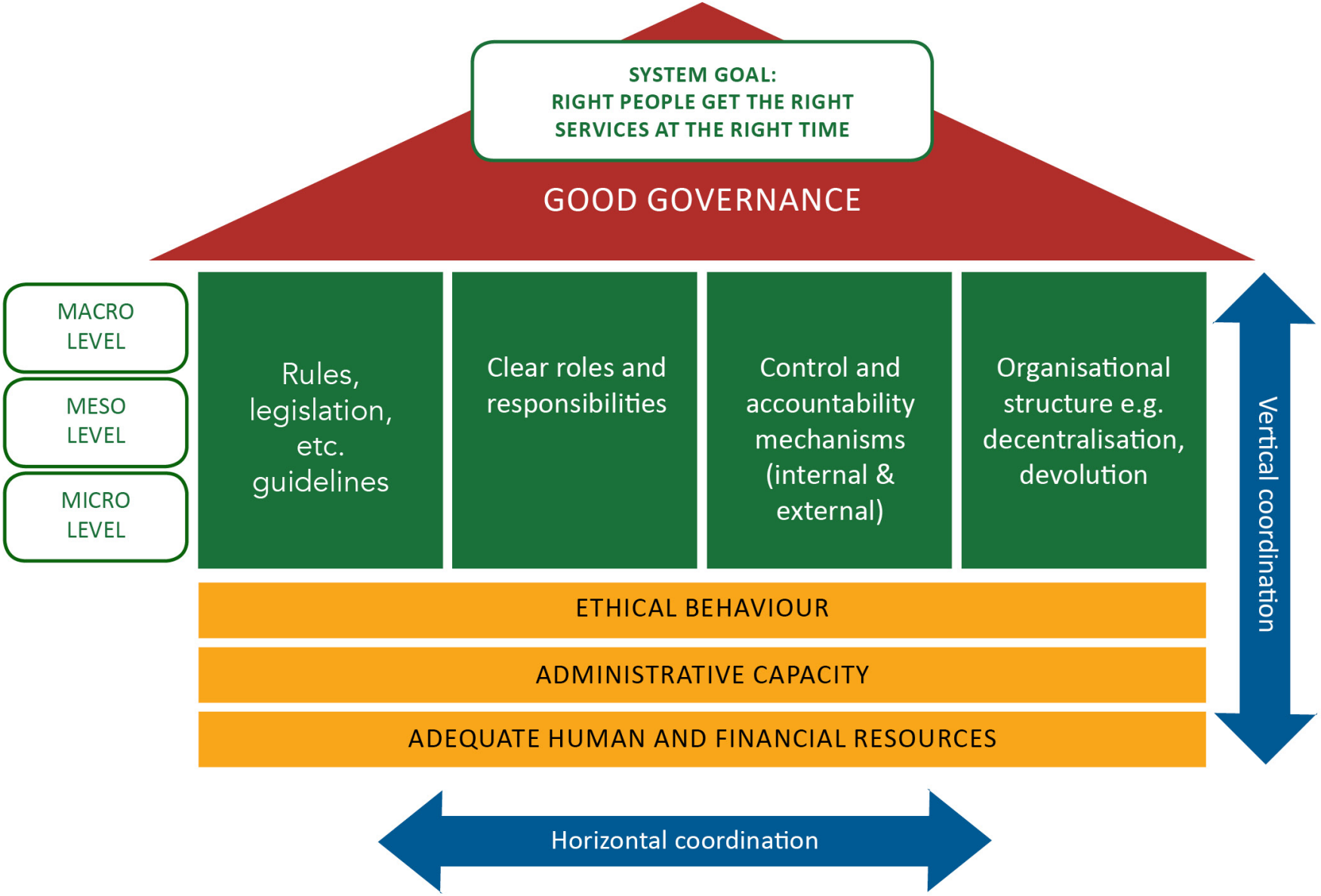
Trust takes years to build, seconds to break
and forever to repair

– Irfan Ali

Close Day 1

DAY 2

Elements of governance

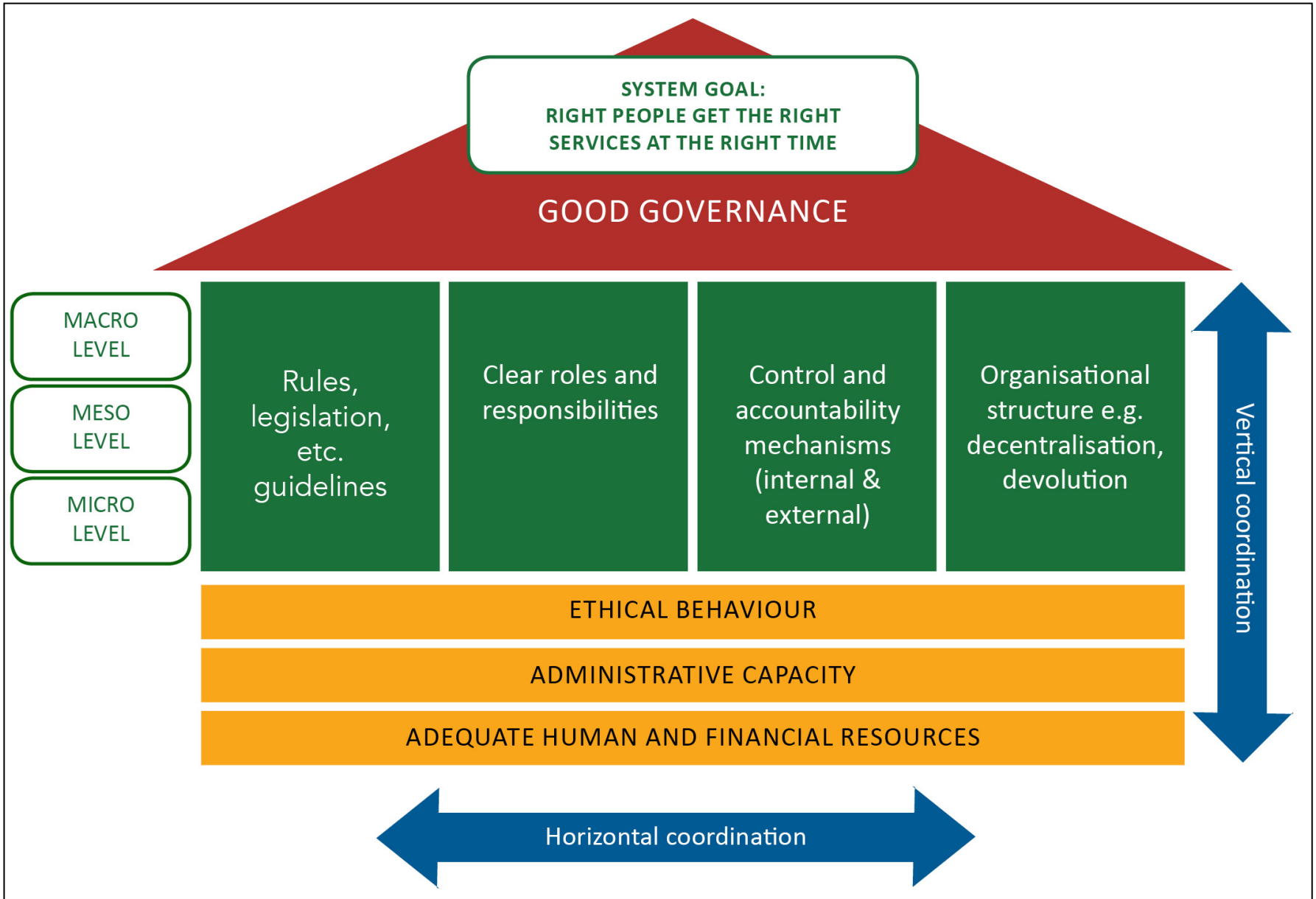


A bit of fun to make sure our brains are working….

EXERCISE

Social Protection Stakeholders Mapping

Elements of governance



Who are our stakeholders?

Participant/ Stakeholder	Problems	Interests	Potential	Linkages	Action
	What concerns do they have / share in relation to social protection?	What do they want from the social protection system?	What might they bring to the social protection system? (positive or negative)?	Are there any points of: -Conflict of interests with other stakeholders? -Cooperation? -Dependency?	Based on your analysis, is there any specific action that should be taken with this stakeholder?

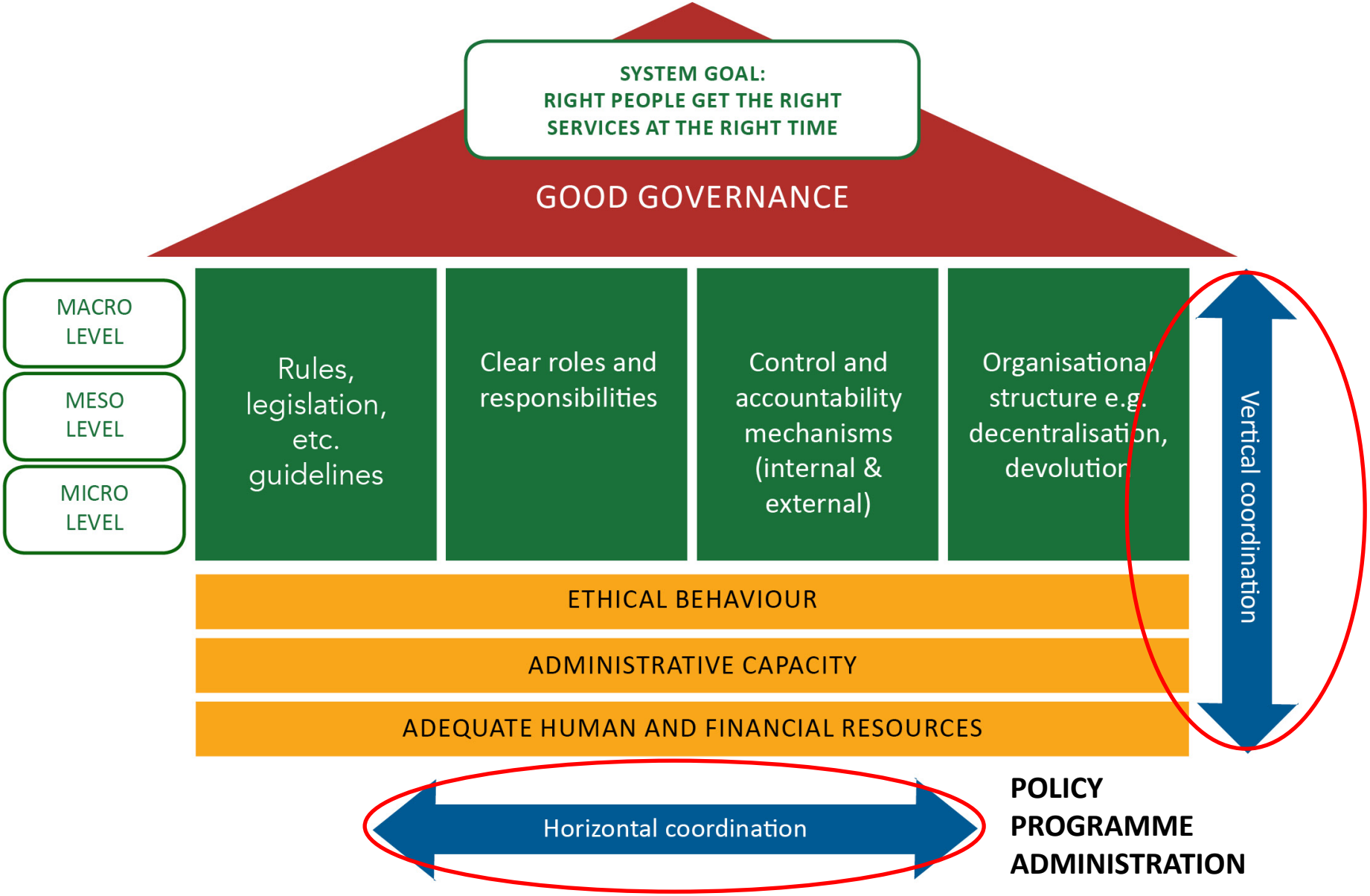
Interdependencies = tighter control

Pattern Ball (Part 1)

Introduction to SP coordination

Interactive lecture

Elements of governance



What is SP coordination?

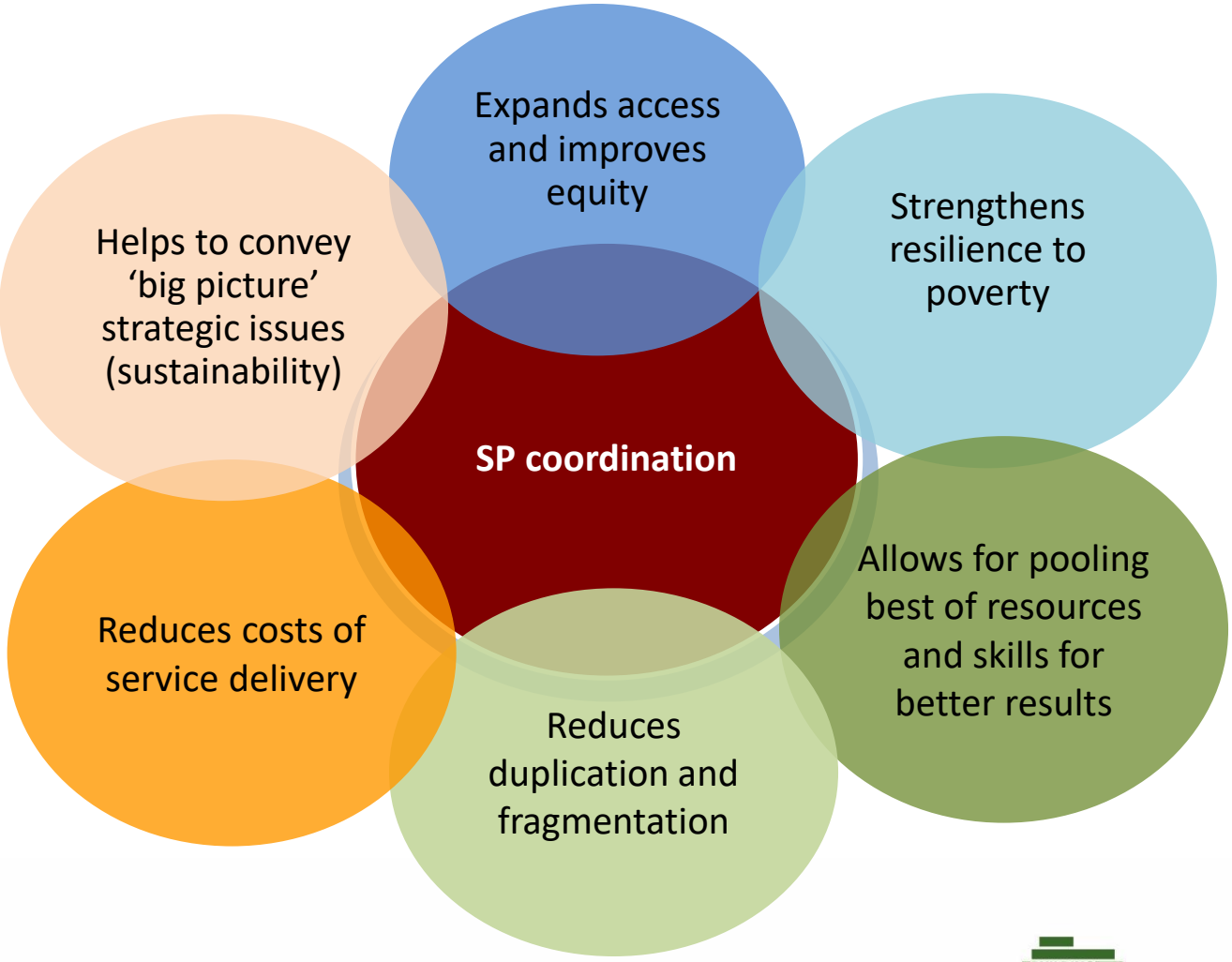
The alignment and harmonisation of all *stakeholder* activities (at the programme and administration level) in a coherent and holistic way to reach clearly identified and shared objectives (at the policy level) = **horizontal**

A **vertical** link is also required between the policy and the operational levels

Group discussion

- Why is SP coordination important?
- What are the risks of SP coordination?

Why is SP coordination important?



What are the risks?

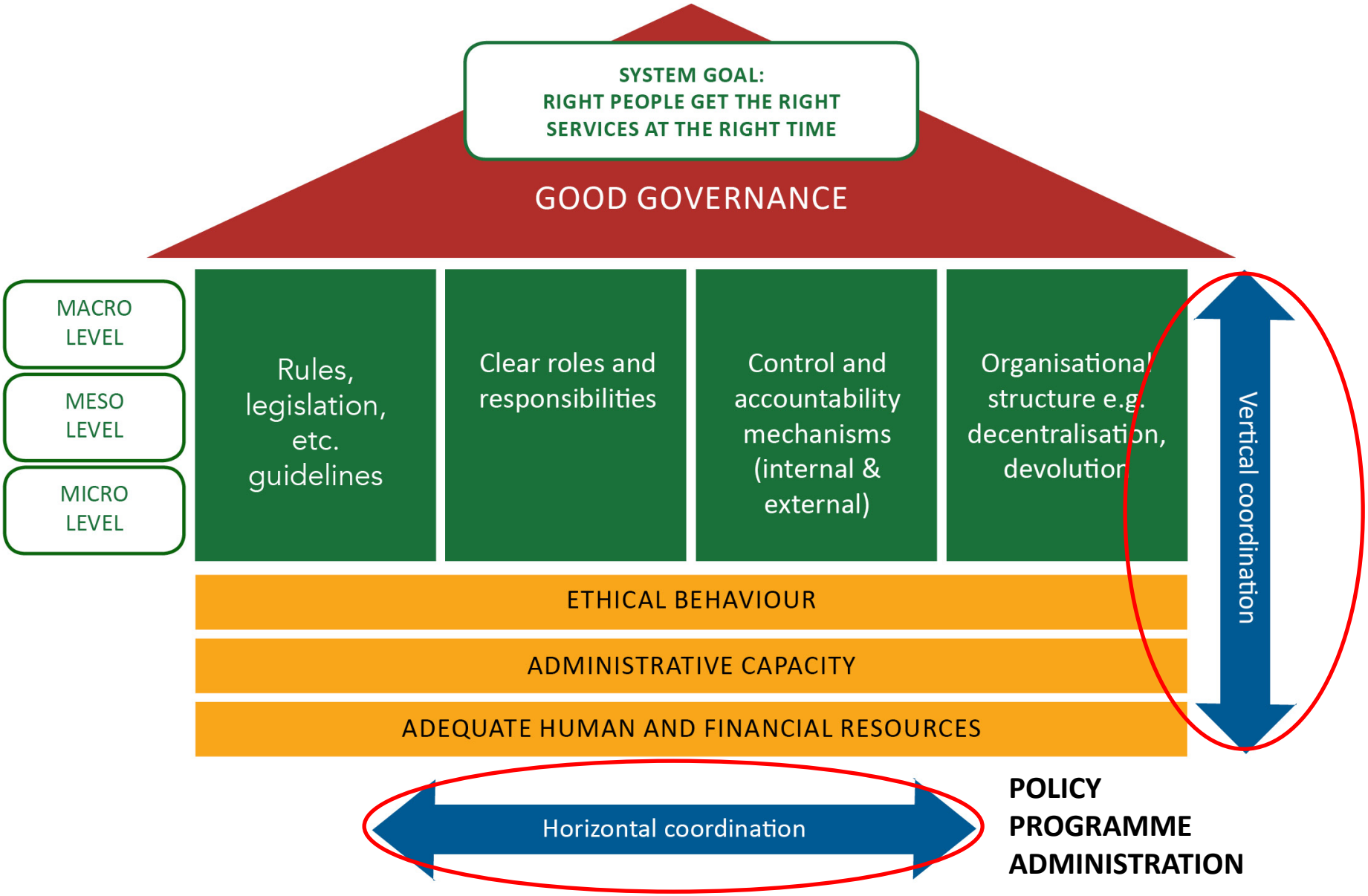
- Fewer clear lines of accountability for policy development and service delivery.
- Longer decision-making processes.
- Greater difficulty in measuring effectiveness and determining impact.
- Direct and indirect costs of management and staff time spent establishing and sustaining joint working arrangements.
- Consensus and "lowest common denominator" at the expense of making tougher decisions about trade-offs to get better.

NETWORKING	COORDINATING	COOPERATING	COLLABORATING	INTEGRATING
Exchange of information for mutual benefit	Exchange of information for mutual benefit	Exchanging information	Exchange information	Integrated sharing of information (e.g. one database of beneficiaries)
Informal relationship	Formal relationship	Formal relationship	Formal relationship	Formal relationship reflecting diversity of skills and thinking
Minimal time and trust	Requires moderate time and trust	Substantial time and trust required	Extensive time and trust required	Extensive time and trust required
No sharing of resources	Minimal sharing of resources	Sharing resources to achieve a common purpose	Sharing resources and to enable enhancement of capacity of another to achieve common purpose	Merging of resources (human, financial, IT facilities, premises)
Limited alteration of activities	Alter activities	Alter activities and some sharing of risks and rewards	Alter activities and share risks, responsibilities and rewards	Integrated (joint) planning and delivery of programmes/ agencies/structures

Increasing levels of trust

Increasingly sharing resources, risks and rewards

Coordination



Horizontal coordination at policy level

Aim: Ensuring overall policy coherence across government bodies.

- Strategic vision to improve integration and coordination.
- Development of policies and legal frameworks.
- Choice of programmes and mandates.
- Mapping financial and institutional arrangements.

Horizontal coordination at programme level

Aim: To improve the design of existing programmes and promote harmonisation across the portfolio of programmes.

- Integration of similar SP schemes and programmes.
- Maximising synergies and strengthening linkages in different sectors (I-Crop).

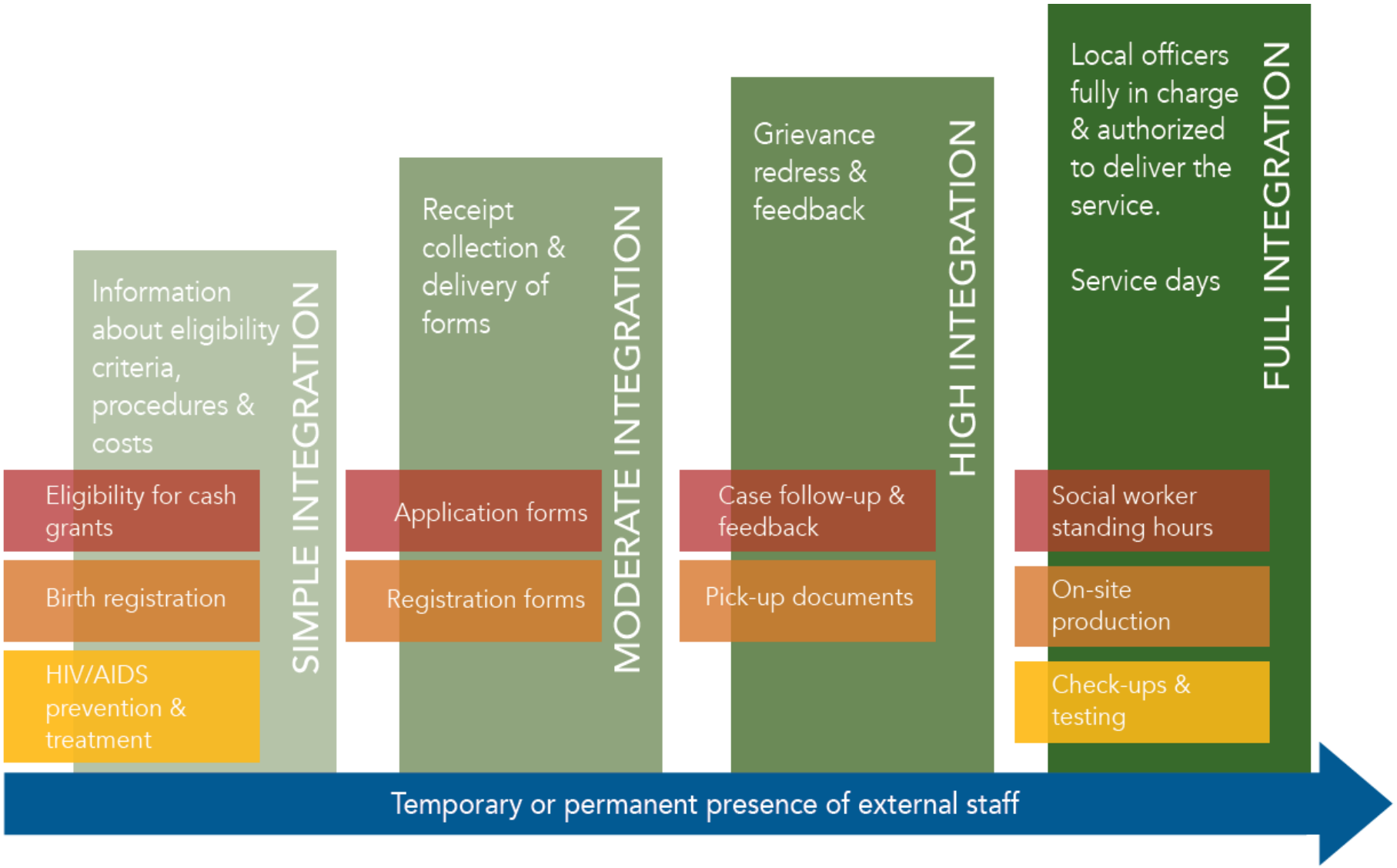
Horizontal coordination at administration level

Aim: To improve efficiency in delivery, enhance quality of service from the perspective of users, reduce duplications and transaction costs.

Focused on ‘nuts and bolts’.

Tools for improving coordination: Front and back office services

Level of integration of front office



Tools for improving coordination: Front office services

School meals, Scholarships (Department of Education. WFO. Plan International)

Cash Transfers

Public Employment Programs (Department of Rural)

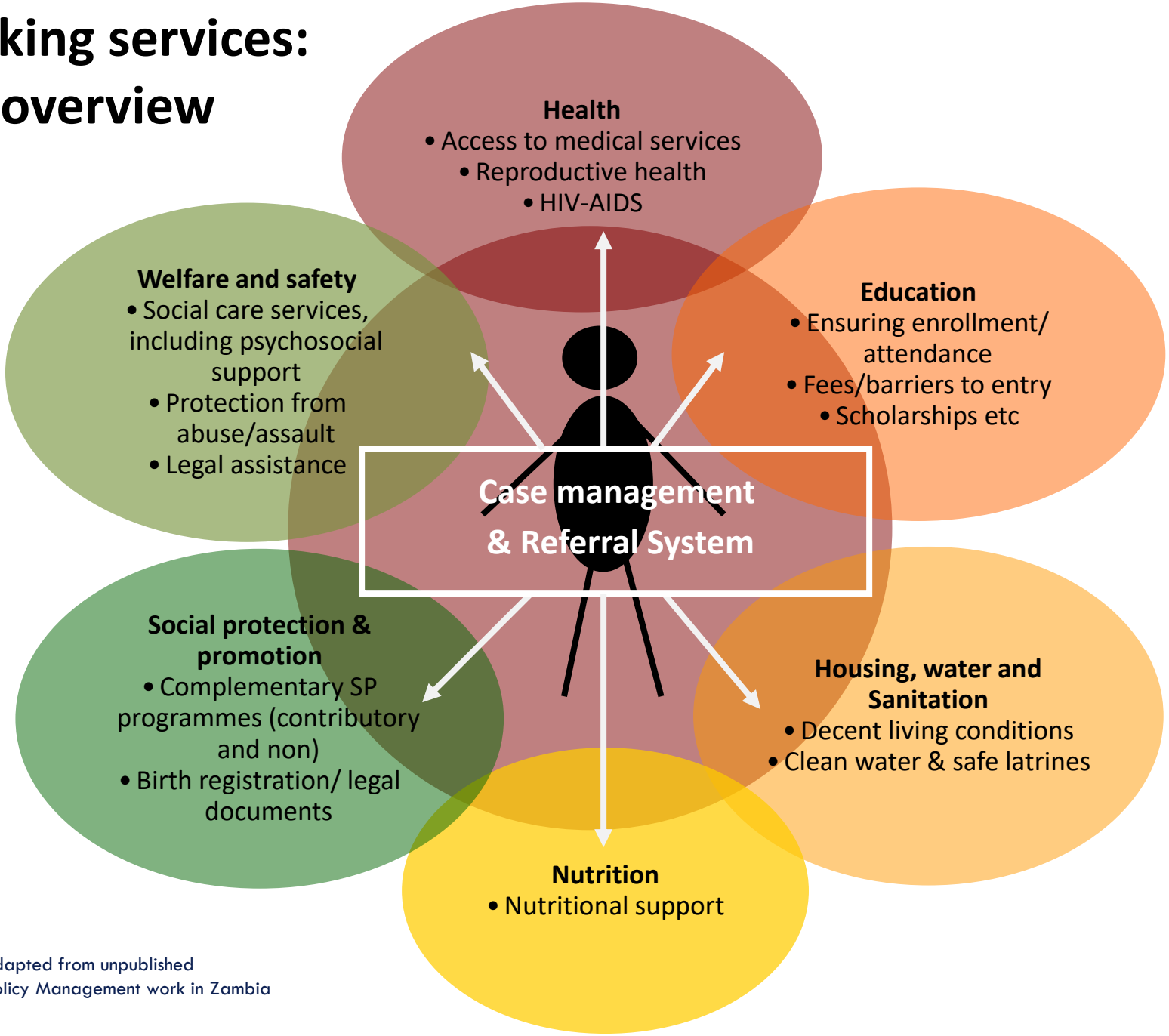
Health Equity Funds Community-based health insurance

- **Registration of families and collection of data on its members**
- **Information on programs**
- **Registration under the relevant programs**
- **Delivery of Membership cards, based**

Provincial Training National Employment National Social Security Fund for formal workers (Department of labour and Vocational)

Families
Children, Working age, Elderly & Disabled

Linking services: an overview



Source: Adapted from unpublished Oxford Policy Management work in Zambia

Vertical coordination

Aim: Ensure consistency, responsiveness to local context & accountability in programme implementation.

- Takes place between the different levels of government (federal, national, provincial/regional, district, and commune/village).
- Each layer of the social protection system depends on the other layers to perform its own duties.

Tools and processes to improve horizontal and vertical coordination

- Streamline vertical coordination structures
- Clarify the roles and responsibilities of the different administrative layers
- Ensure that coordination mechanisms have necessary mandates and capacity to coordinate
- Develop guidance/operational manuals to guide vertical coordination of social protection
- Create incentives for coordination
- Ensure info flows both ways!

Activity

Case studies on coordination and clear roles and responsibilities

Case studies

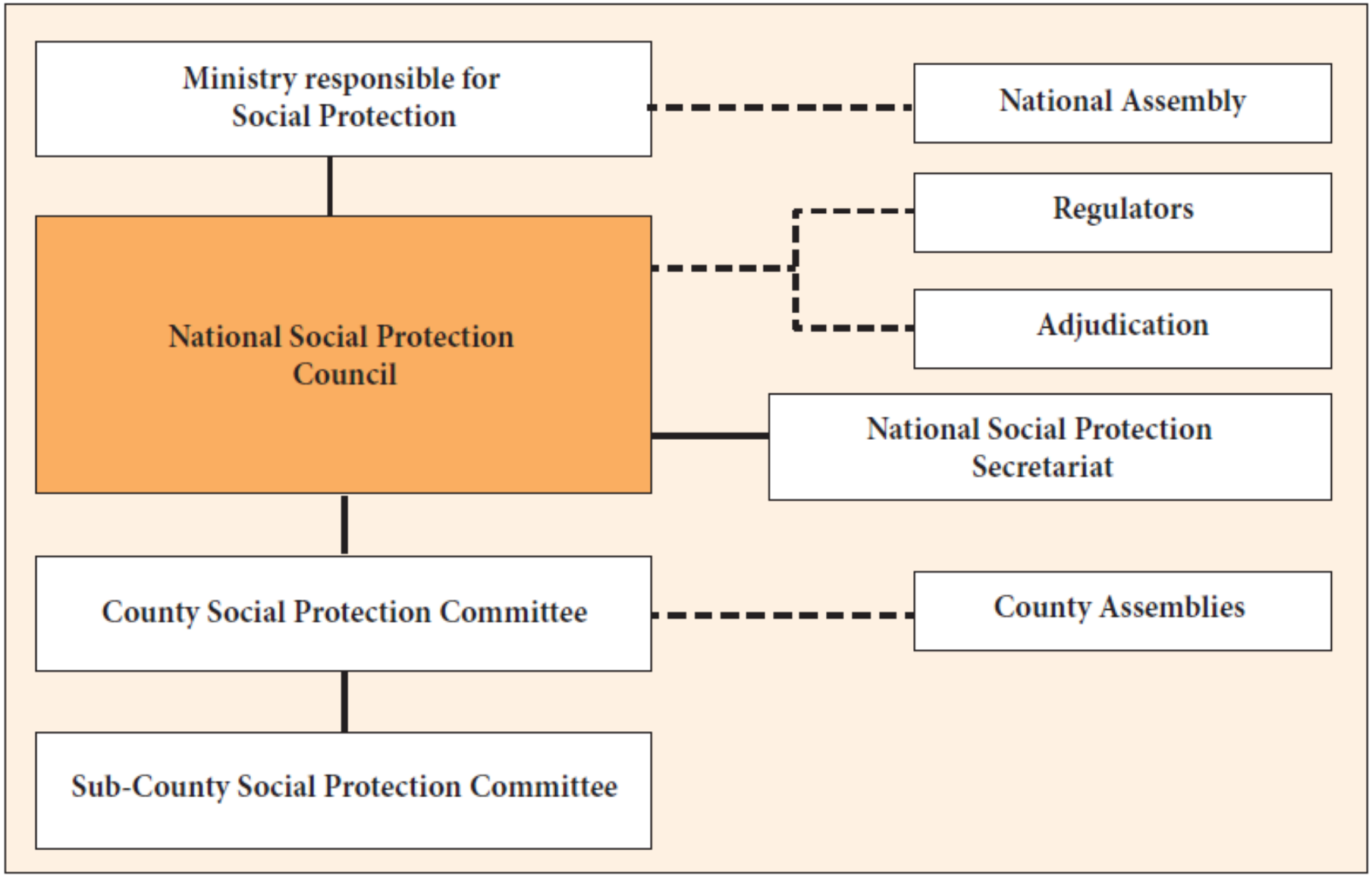
1. What are the tools/mechanisms that have been put in place to strengthen coordination and ensure clear roles and responsibilities?

2. Do we have some of these mechanisms/tools to facilitate coordination in our SP system?

ACTIVITY

Institutional arrangements of the SP System

Institutional arrangements example



Institutional arrangements

Step 1: Revisit your stakeholder analysis

Step 2: Organise them into an organogram at national and sub-national level including the three levels of stakeholders:

- Policy and coordination
- Oversight and control
- Implementation and service delivery

Note: Remember to map internal and external bodies relevant to social protection.

Institutional arrangements

Step 3: Review your diagram and answer the following:

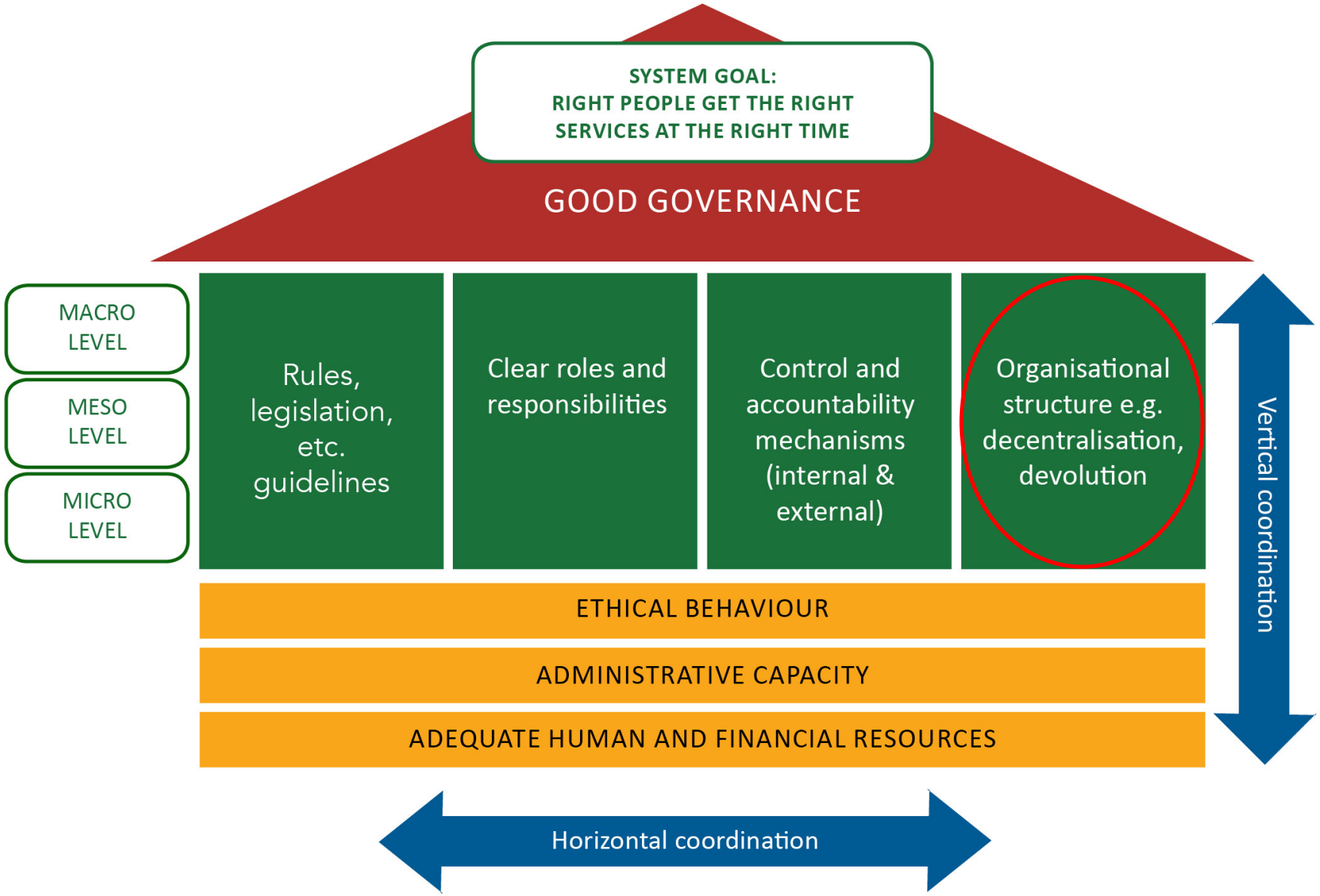
Use a traffic light system to highlight weaknesses of your coordination in the system

Identify solutions to address this coordination weakness or gap

Organisational structures and approaches to centralised and decentralised service delivery

Lecture

Introduction to organisational structures



Introduction to organisational structures

It is important to take contextual factors into consideration when looking at organisational structures and be mindful of vertical coordination.

- National: Provides policy direction, finance and budget, M&E and back office operation.
- Regional/Provincial: Oversees implementation and performance management.
- Local: Carries out implementation, client interface and case management, registration, enrolment, etc.

Centralised models for service delivery

Under a fully centralised system and organisational model, all aspects of programme or service design and delivery are controlled and managed through a single central entity at national level.

Opportunity:

- High level of consistency
- Possible to have centralised with decentralised function (e.g. SASSA)

Decentralised models for service delivery

Examples of decentralisation:

- Deconcentration
- Delegation
- Devolution

Deconcentration model for service delivery

Delivery of a central government service through a network of geographically dispersed offices, remain directly accountable to the national headquarters in single organisational structure, with local management but no discretion as to the services that are provided.

Opportunities:

- Increases accessibility of services to citizen – services delivered close to where they live

Challenges:

- Increases risk to service delivery from low capacity in remote locations
- E.g. Provincial & district offices of the Dept. of Social Services

Delegation model for service delivery

Central government transfers responsibility for decision-making and management control of services to local government entities. Organisations with delegated responsibility have a degree of discretion in decision-making, but this can be withdrawn by delegator.

Opportunities:

- Services closer to users through the separation of service delivery from policy, and distancing from close political involvement.
- Framework agreements to ensure consistency in delegation.

Devolution model for service delivery

State transfers authority for decision-making and management from central government to autonomous units of sub-national government with legal status and own electoral mandate, in principle irreversibly and with no concurrent exercise of powers. Accountability of the entities is to the local electorate.

- **Opportunities:** Scope and quality determined at sub-national level, while control over policy standard is central.
- **Challenges:** If relying on local financing variation in needs and resources will lead to inconsistency in service delivery.

Australia and Brazil- interview video clips

Outsourcing of service delivery

Delivery of certain components done in collaboration with an NGO or private company.

Benefits:

- More efficient service delivery and costs savings
- Reducing administrative burden of staff

Carefully consider:

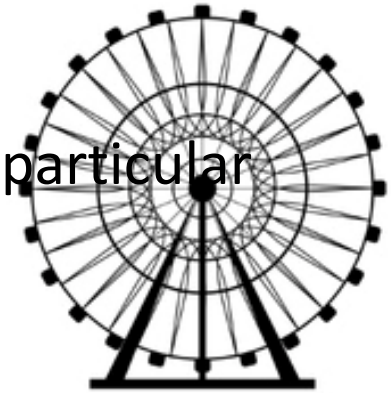
- Need to still have capacity to supervise the service delivery
- Choose carefully
- Risk of eroding internal capacity or dependency of service

ACTIVITY

Critical analysis of organisational service delivery models

Fairground technique

- What are the benefits and risks of these approaches to decentralisation within your SP system?
- How does the general institutional context in your country influence or determine the solution for SP?
- Would a different approach be better and why?
- Why do you think some countries adopt particular approaches to decentralisation?



Key Takeouts

Close Day 2

DAY 3

Leadership & Transformation Journey

L&T Journaling

Thinking back about what you would like to focus on to develop your leadership and transformation role in social protection…..what about the current governance and coordination of social protection frustrates you the most? (3 minutes)

L&T Journaling

What would you like to see changing in your country in terms of SP Governance and Coordination?

L&T Journaling

What 3 actions could you take as a transformational leader in your workplace to bring about change in governance and coordination ?

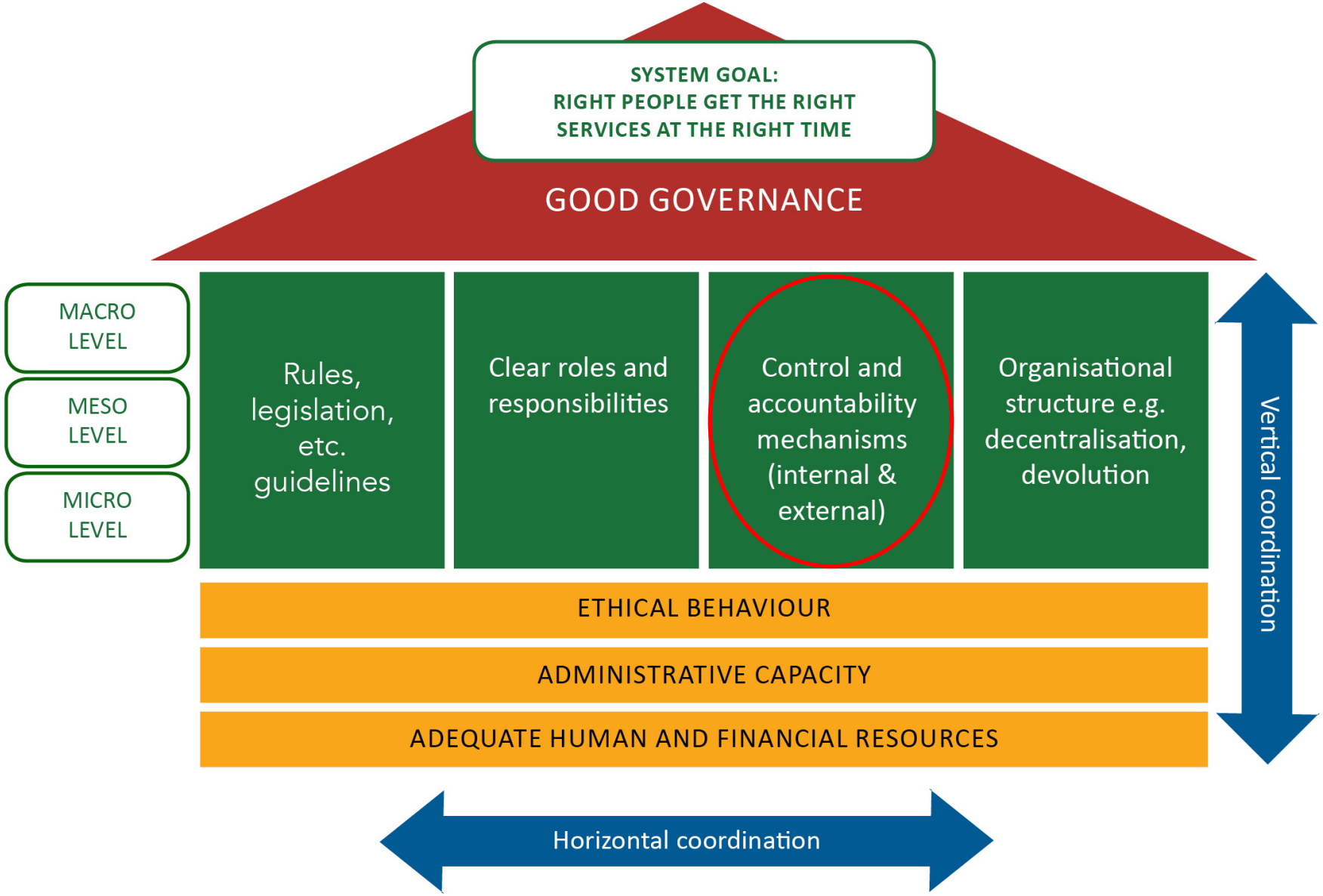
Watch yourself from above (as if in a helicopter)

What are you doing? What are you trying to do and achieve at this stage of your professional journev to transform SP coordination and governance?

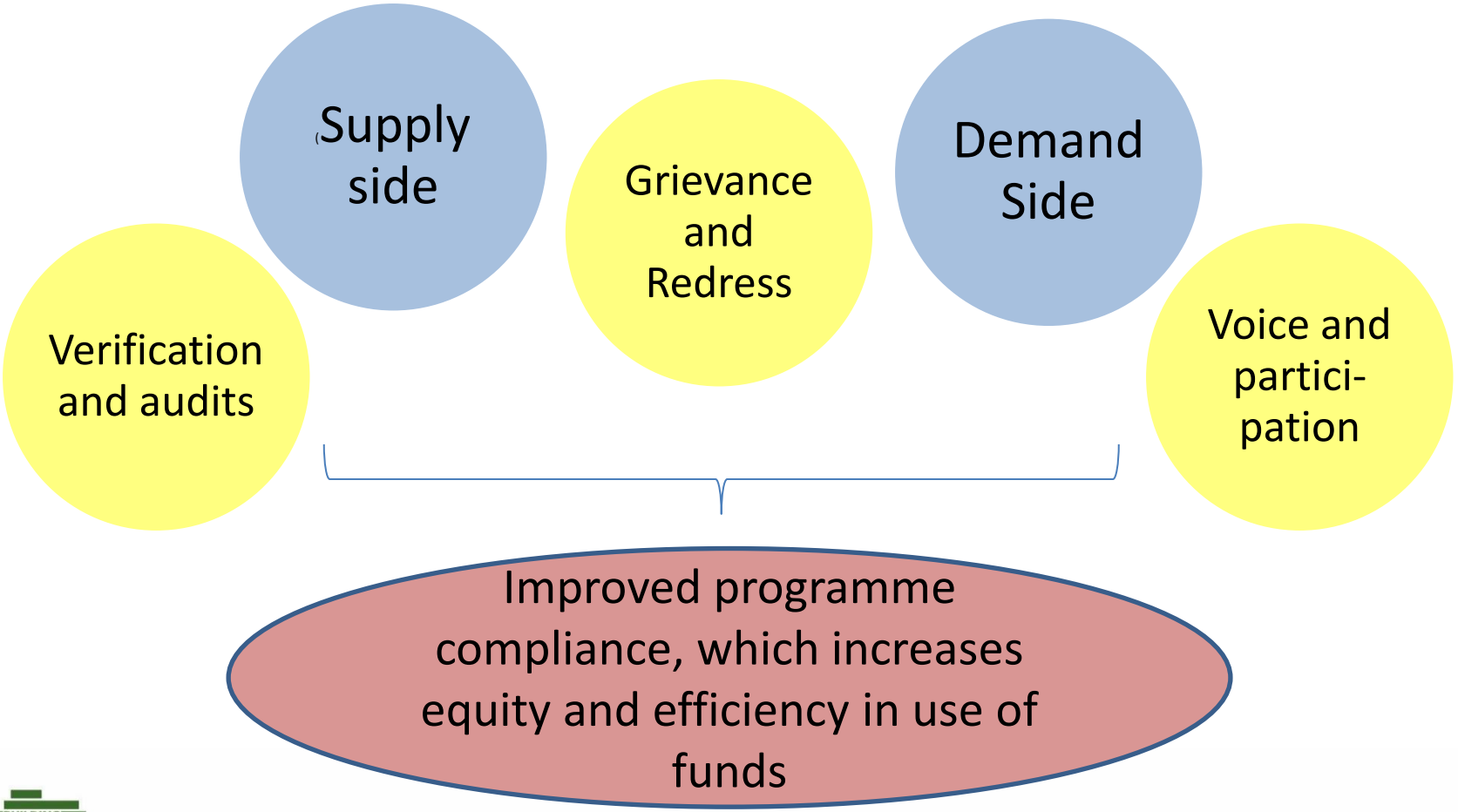
Accountability and control mechanisms

Lecture

Control and Accountability



Supply and demand mechanisms



Examples of control and accountability mechanisms

programme activities	Supply-side	Demand-side
Beneficiary selection and enrolment	• Audits • Spot-checks • Database crosschecks • Grievance redress • Policies to ensure access to information	• Participatory methods of • selection/ validation • Third party monitoring • Appeals processes
Service delivery and/or payment of benefits	• Audits • Spot checks • Process evaluation • MIS	• Social audits • Scorecards/ report cards • Beneficiary surveys • Complaints and appeals
Grievance redress	• Complaints-handling systems	• Complaints and appeals
Review and beneficiary exit or "graduation"	• Spot checks • MIS • Database crosschecks	• Complaints and appeals

Scenario

Control and accountability mechanisms

Scenario work

Read the scenario:

Try to suggest various accountability and control mechanisms for supply and demand side around selection/enrolment, service delivery/payment, grievance redress.

Also distinguish between macro, meso, micro level mechanisms.

Activity

Application to home country

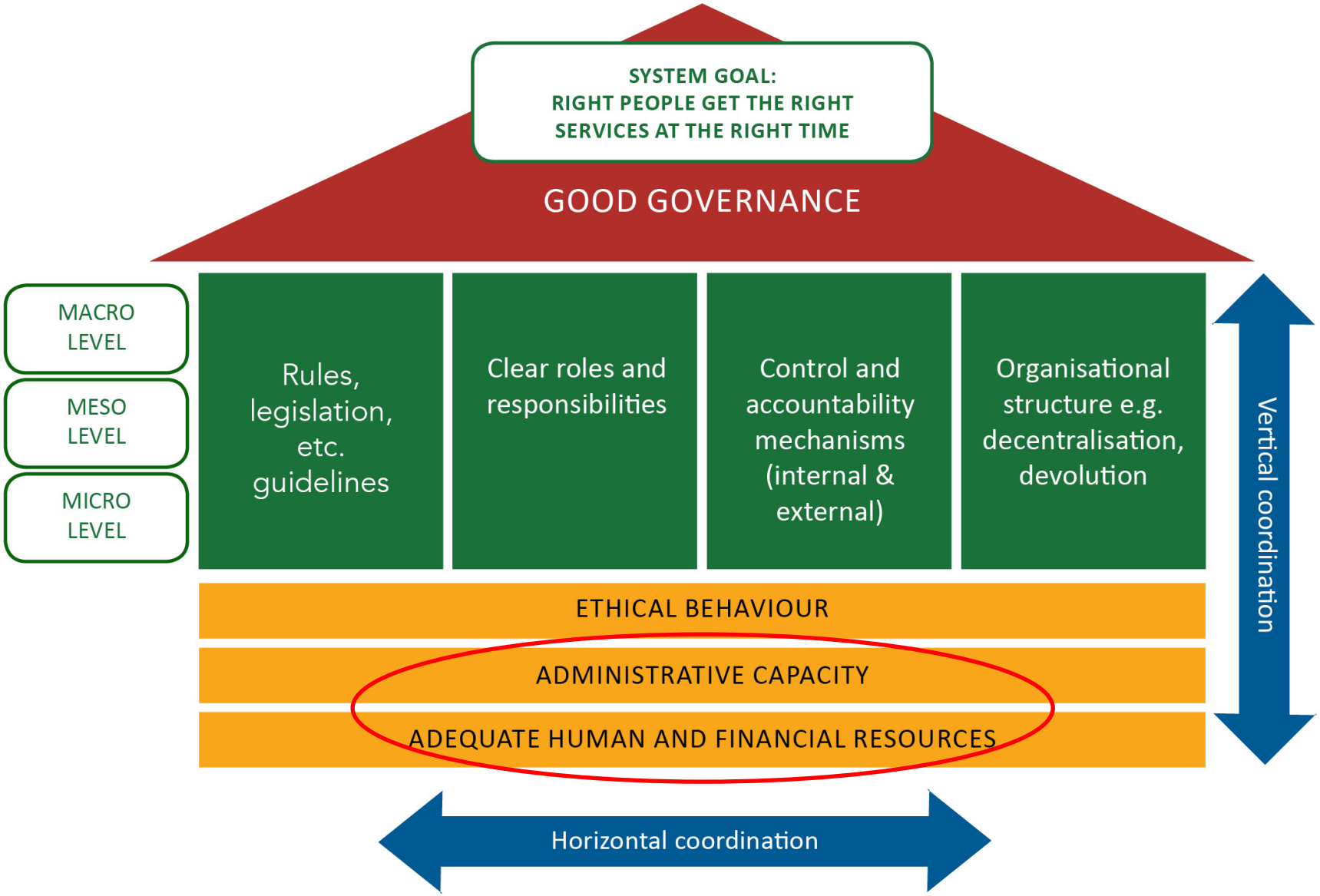
Accountability structures and mechanisms

- What accountability structures and mechanisms exist in your SP system?
- What are the strengths and challenges - are these structures and mechanisms functional? Why? Why not?
- Are there any additional mechanisms or tools that could be used to strengthen accountability and control?

Introduction to capacity development

Lecture

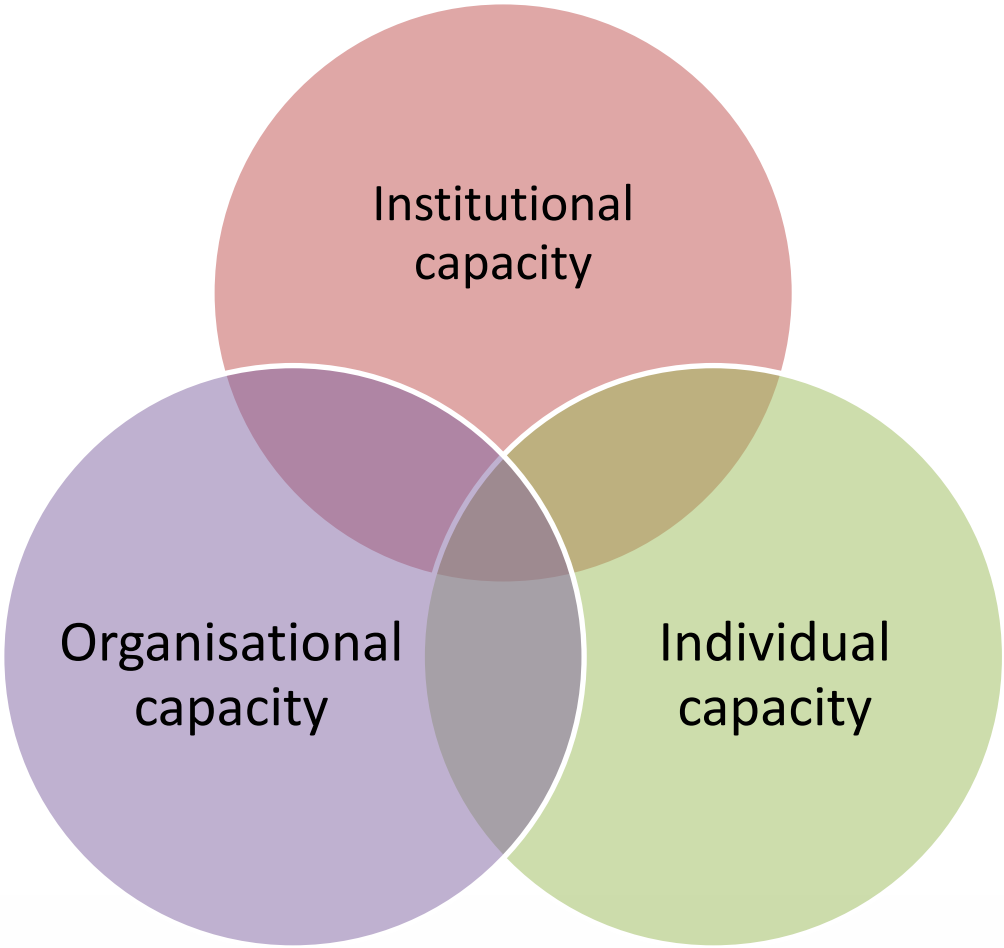
Elements of Governance



Definition of ‘capacity’

The ability of people, organisations and society as a whole to manage their affairs successfully (OECD, 2006)

Three core dimensions of capacity



Temporal element of capacity

	Capacity Creation	Capacity Utilisation	Capacity Retention
Individual level	Develop skills, knowledge, competencies, attitudes	Application in the workplace	Reduction of staff turnover
Organisational level	Establish efficient structures, processes, procedures, etc.	Integration into daily workflow, adequate provision of equipment	Regular adaption, maintenance and repair of equipment
Institutional level	Establish adequate institutions, laws, regulations	Enforcement for good governance	Regular adaption of institutions, laws regulations

Tools for capacity assessment

Institutional: mapping of institutions and stakeholders, review of existing mandates to address e.g. lack of clarity on roles and responsibilities, duplicity of functions

Organisational: process mapping, responsibility and accountability grids, functional analysis

Individual: job requirements approach, competency framework

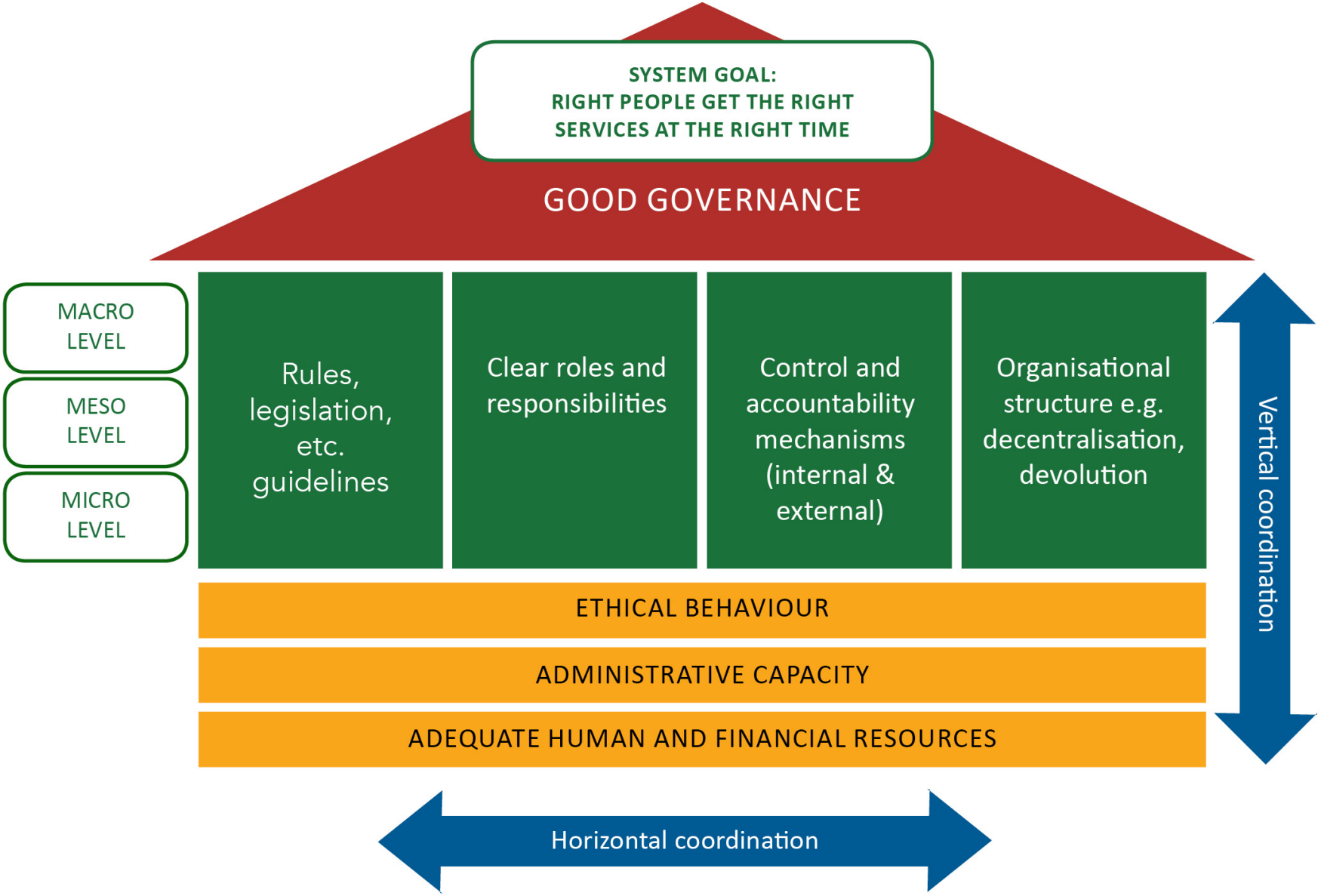
Activity

Analysis of capacity in the SP system

Capacity assessment

- **Individually:** Using the capacity matrix identify the capacity gaps that currently exist in the system and the causes for these gaps
- Identify 2-3 capacity gaps on any of the three levels (individual, organisational, institutional)
- **In pairs:** Based on the analysis, identify 1-2 solutions to strengthen the capacity levels – write these on cards using the correct colour code

Elements of governance



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1. How do you define integrity?

A: Acting in accordance with relevant values, norms and rules.

B: To be answerable for something within one's control.

C: Harmonisation of all stakeholder activities in a coherent way.

D: None of these.

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2. Which one of the following tools is <u>not</u> an ethics tool?

A: Setting up a whistle-blower mechanism.

B: Setting up an ombudsman function.

C: Setting up a chamber of commerce.

D: None of these.

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3. Which one of the categories is <u>not</u> part of a basic stakeholder analysis for social protection?

A: What concerns do they have in relation to social protection?

B: How much have they been paid to carry out S.P. services?

C: What might they bring to a social protection system?

D: None of these.

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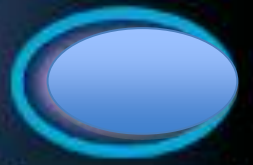

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4. The Bolsa Familia system in Brazil is an example of:

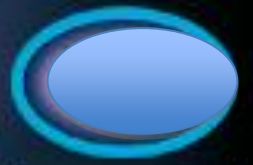
A: Devolution

B: Delegation

C: Deconcentration

D: None of these

PROTECTIONAIRE



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5. Which of the following is <u>not</u> an example of the <u>demand-side</u> of control and accountability mechanisms?

A: Score cards

B: Participatory methods of selection of beneficiaries

C: MIS

D: None of these

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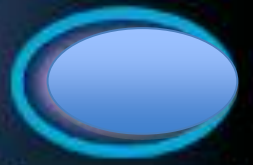

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6. What are the foundational elements of good governance?

A: Ethical behaviour

B: Administrative capacity

C: Both of the above

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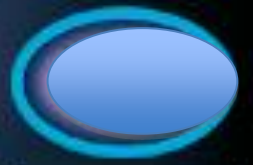

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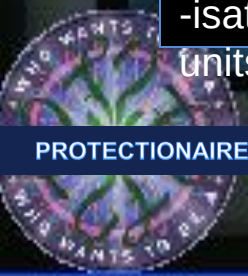
7. How do you define integration?

A: Merging programmes and structures into one for joint planning/resource allocation.

B: Alignment of activities to reach clearly identified and shared objectives.

C: The transfer of some of accentral organ -isation's responsibilities to lower-level units.

A: All of the these.



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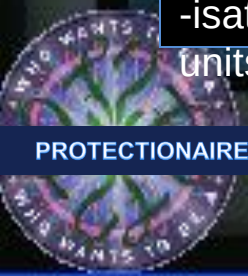

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8. The ‘four eyes’ principle is an example of what?

A: A framework that establishes clear roles and responsibilities.

B: A tool to ensure a clear/consistent process for procuring and awarding funds.

C: A tool which sets out clear criteria to select or target programme areas.

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9. What is the overall aim of horizontal coordination at the programme level?

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10. Which sentence best describes *institutional* capacity?

A: The laws & regulations that mandate roles, responsibilities, relationships, etc.

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PROTECTIONAIRE

WHO WANTS TO BE A
CONGRATULATIONS
WHO WANTS TO BE A

Individual L&T Action Plans

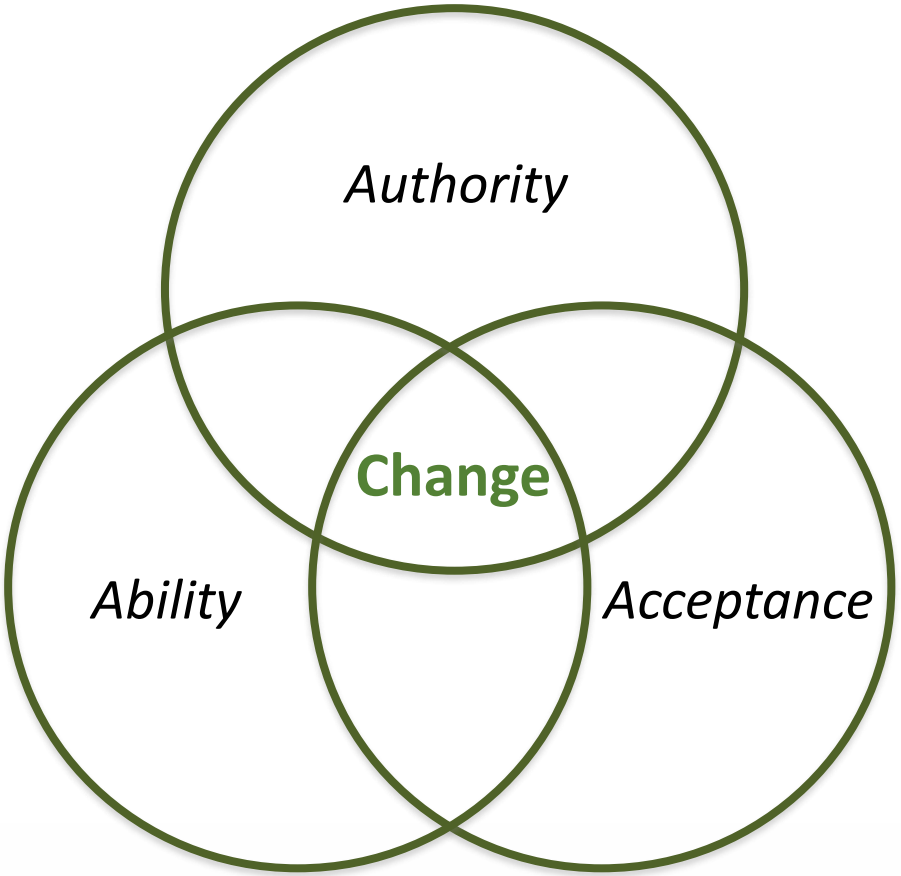
BUILDING SOCIAL PROTECTION FLOORS IN AFRICA

TRANSFORM

What are your top three individual transfer actions?
How can you make the most meaningful and transformative contribution to your SP system as an individual?

Real reform in your SP System

How can you make the most meaningful and transformative contribution to your SP system as an individual?



Closure of Governance and Coordination Module

Leadership and Transformation Curriculum on Building National Social Protection Floors

BUILDING SOCIAL PROTECTION FLOORS IN AFRICA
TRANSFORM

OECD dev
EU Social Protection Systems Programme
Finland
Irish Aid
Rialtas na hÉireann
Government of Ireland
ILO
unicef
UNDP