

Inequality and Poverty: Analysis and Policy

12th lecture: Social protection delivery systems

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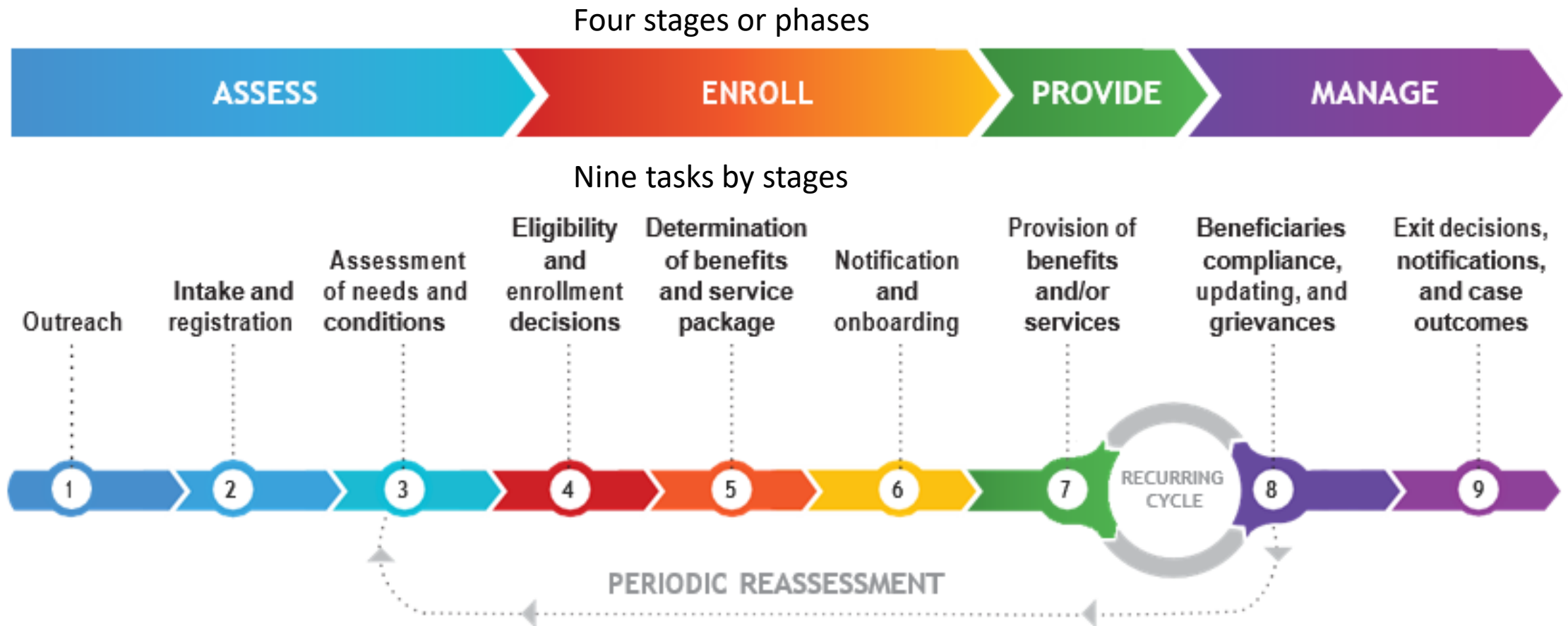
Course web page: <http://rszarf.ips.uw.edu.pl/inequality/>

Lecture content

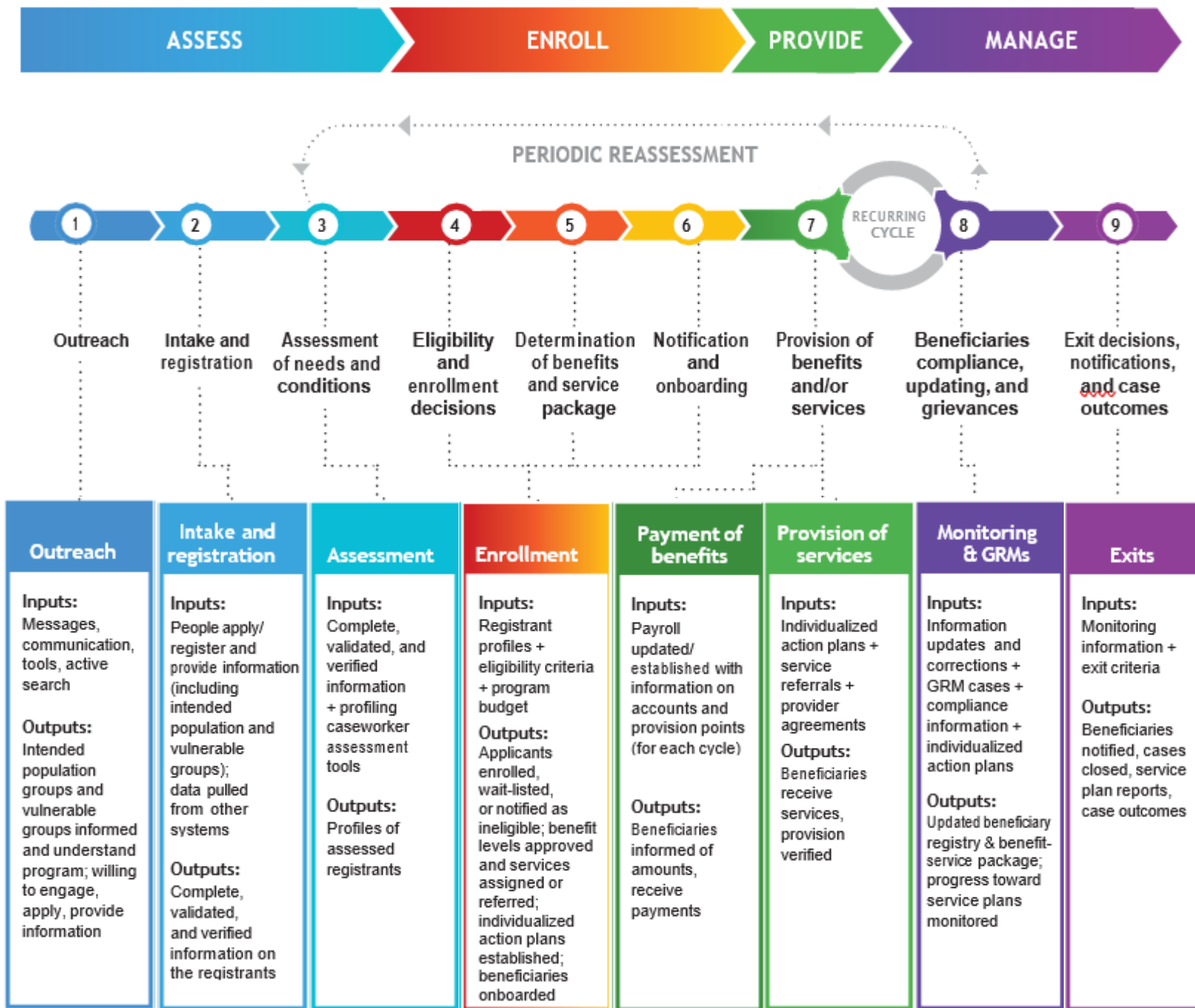
- Modelling social protection delivery chain by stages
- Inputs and outputs in specific stages in delivery chain
- Population reference groups: people in delivery chain
- From central to local administration of social protection delivery
- Delivery chain processes and journey maps: less and more friendly for individuals in need
- Summary

The Social protection Delivery Chain

„Although benefits and services seem so different, virtually all were implemented in similar ways”



Inputs and outputs along delivery chain



Concepts and core elements of the delivery systems framework, in: Kathy Lindert et al. eds. *Sourcebook on the Foundations of Social Protection Delivery Systems*, World Bank, 2020.

GRM = grievance redress mechanism

People in delivery chain:
population reference groups

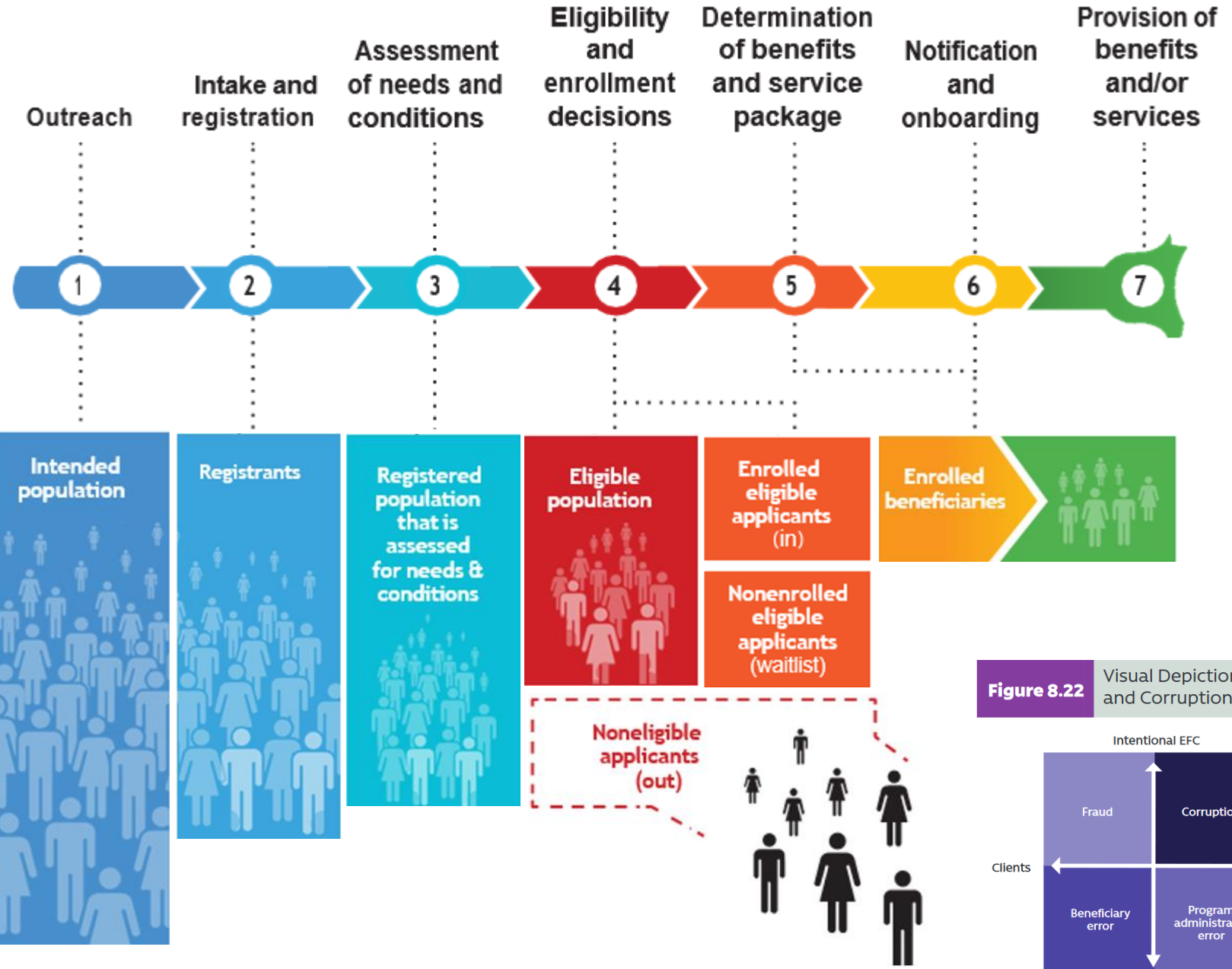







Figure 8.22 Visual Depiction of Error, Fraud, and Corruption (EFC) Concepts

The first challenge is that **people’s operational status changes throughout the delivery chain**

Second, the distinction between the terms “**assistance unit**” and “**designated recipient**” is important (individual, family, household)

Third, **there is no universal technical term that encompasses all of the following people:** intended population, applicants, registrants, beneficiaries, individuals, families, households, assistance units, and designated recipients (e.g. client or customer are not universal and sometimes controversial)

Typology of intended population groups and social protection programs

Intended population groups		Types of programs (examples)
 <p>Demographic groups</p> <ul style="list-style-type: none"> • Children • Elderly 	<p>Categorical programs</p> <ul style="list-style-type: none"> • Birth/child allowances • Old-age pensions 	
 <p>Socioeconomic status</p> <ul style="list-style-type: none"> • Low-income families • Poor families 	<p>Poverty-targeted programs</p> <ul style="list-style-type: none"> • Unconditional cash transfers such as guaranteed minimum income or other forms of cash assistance • Conditional cash transfers • Public works programs • Beyond social protection programs: health insurance subsidies, scholarships, housing benefits 	
 <p>Labor force status</p> <ul style="list-style-type: none"> • Unemployed • Discouraged/inactive • Job-seekers 	<p>Labor benefits and services</p> <ul style="list-style-type: none"> • Unemployment insurance and assistance benefits • Employment services to help people find jobs: self-service, job search assistance, and so on • Active labor market programs to help people improve employability: training, start-up support, and so on 	
 <p>Persons with disabilities</p> <ul style="list-style-type: none"> • Disabled persons (moderate versus severe, short-term versus long-term, medical impairments versus functional limitations) 	<p>Disability benefits and services</p> <ul style="list-style-type: none"> • Disability insurance and assistance benefits • Disability services, such as casework services, care services, specialized services 	
 <p>Individuals facing social risks</p> <ul style="list-style-type: none"> • Children • Youth • Adults • Elderly 	<p>Social services</p> <ul style="list-style-type: none"> • Social work services: information and awareness; assessment and referrals; counseling and mediation • Social care services: home-based, community-based, institutional • Specialized and preventive services 	

[Kathy Lindert et al. \(eds.\), Sourcebook on the Foundations of Social Protection Delivery Systems, 2020](#)

„Countries adopt various schemes in terms of the **set of vertical institutional arrangements that support the central-local division of responsibilities for the delivery of social protection benefits and services**, based on their institutional and administrative context”

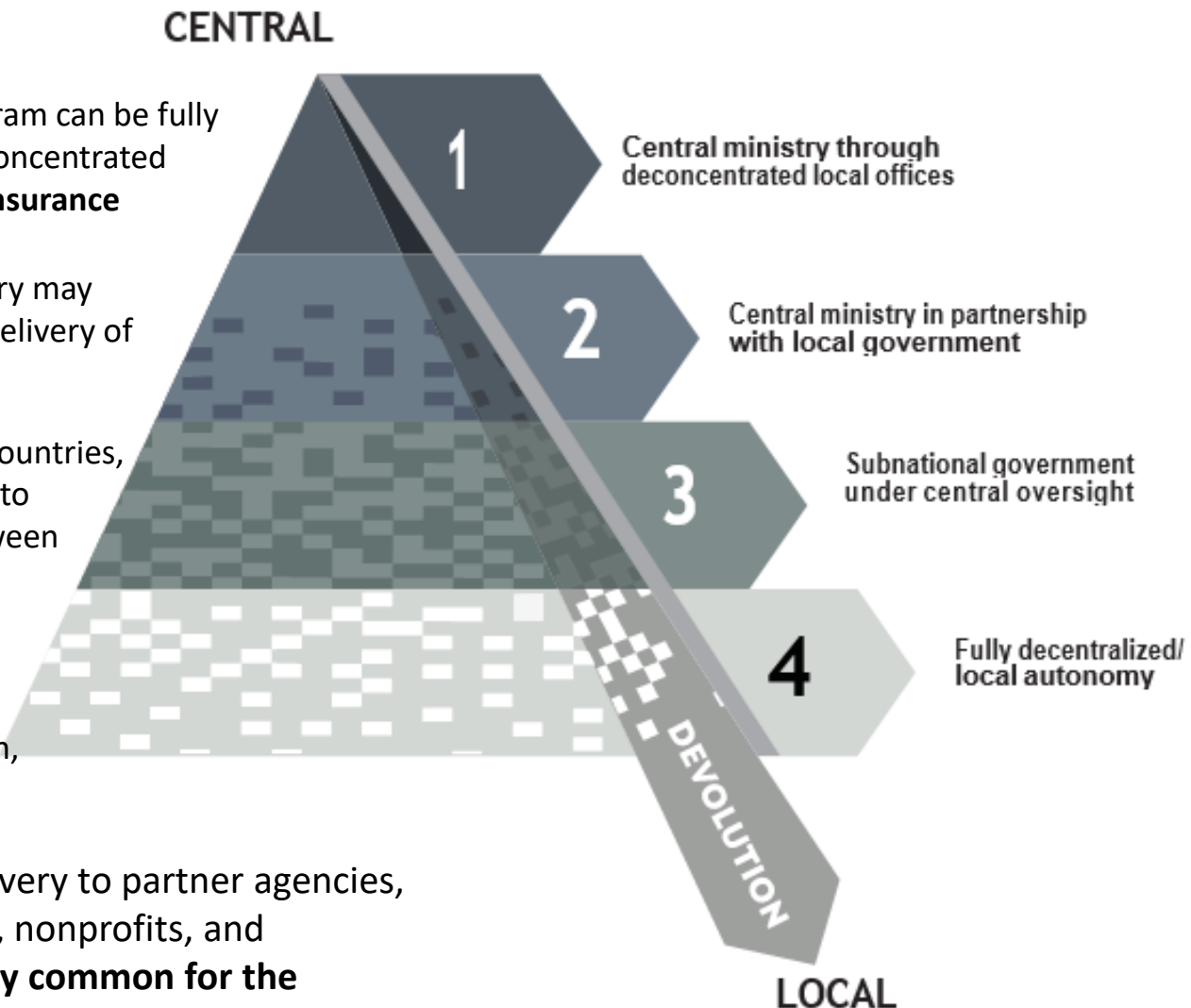
Centralized with deconcentrated local offices. An individual program can be fully centralized in a constitutional sense, with implementation by deconcentrated local offices that report directly to the central agency e.g. **social insurance**

Central-local partnerships in decentralized contexts... the central ministry may enter into partnerships with autonomous local governments to ensure delivery of social protection programs

Subnational management and implementation with central oversight. In some countries, management and implementation of certain programs may be fully decentralized to subnational actors, either with full central financing or with joint cofinancing between central and subnational governments, often through block or matching grants

Fully decentralized. Some programs operate fully decentralized, with little or no involvement by the central government. This arrangement is common for social services, which can be “local” not only in their management and implementation, but also in their financing e.g. **social assistance**

Many programs **outsource** some or all aspects of delivery to partner agencies, which can include other public agencies, foundations, nonprofits, and specialized for-profit firms. **Outsourcing is particularly common for the provision stage of the delivery chain...** by **output or outcome based contracts**



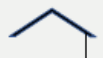













On-demand approach vs administrator-driven approach

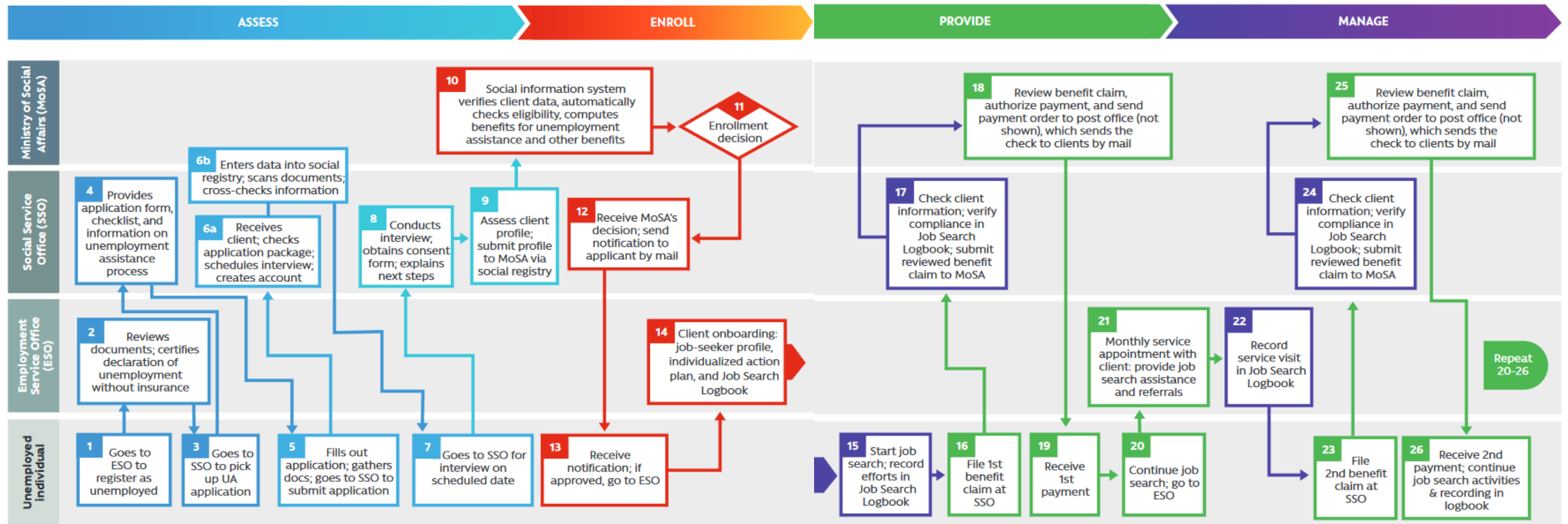
The philosophy behind the two approaches is distinct.

- THE ON-DEMAND APPROACH** envisions **people approaching government for support**. Clients initiate engagement and apply for benefits and services according to their own perceived needs and conditions, on their own timetable.
- ADMINISTRATOR-DRIVEN APPROACH** sees **government approaching the people**. It initiates contact and registers groups of potential clients (usually households) on its own timeline.

[Concepts and core elements of the delivery systems framework](#), in: Kathy Lindert et al. eds. *Sourcebook on the Foundations of Social Protection Delivery Systems*, World Bank, 2020.

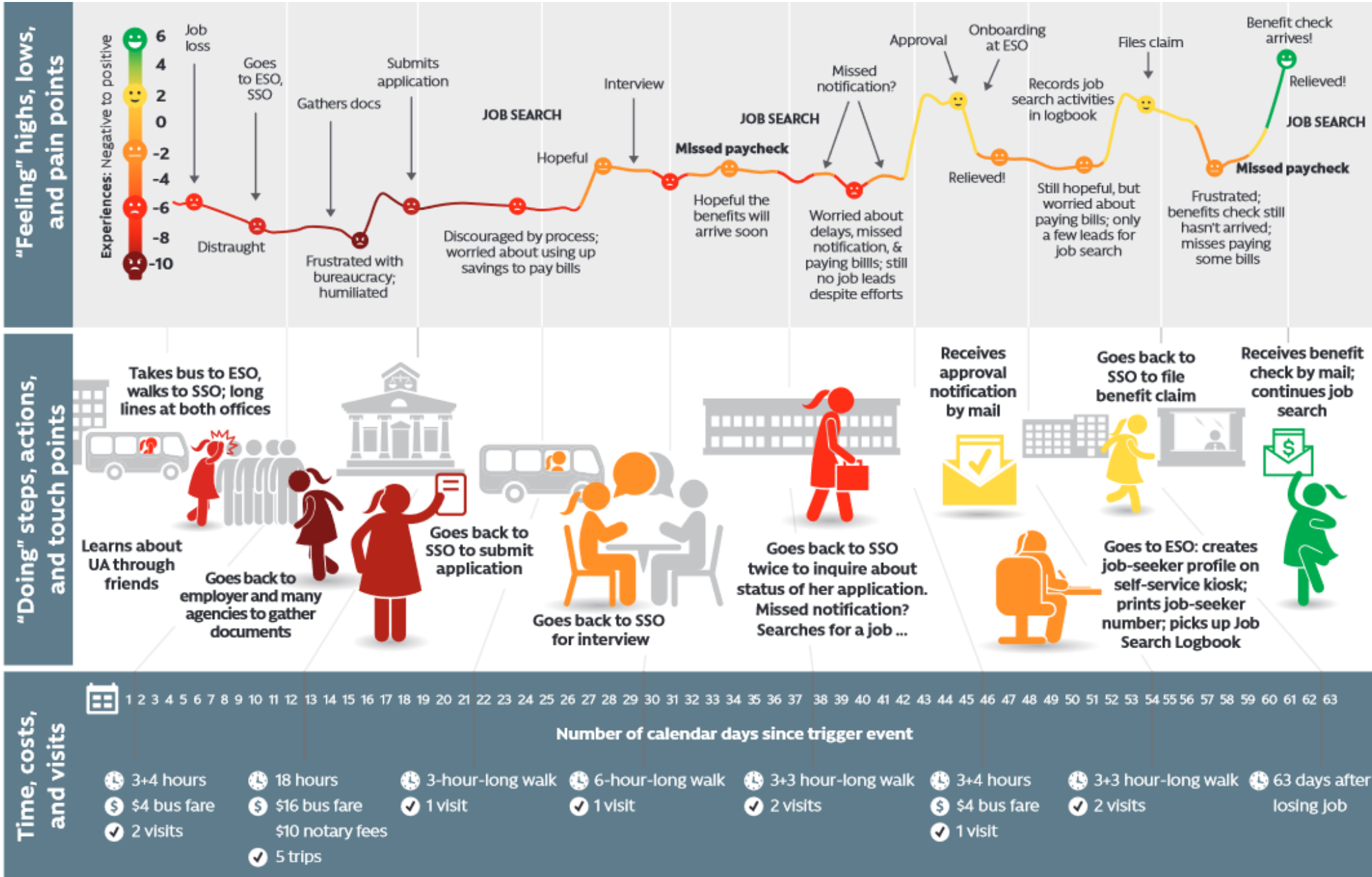
	On-demand approach					Administrator-driven approach	
Distinguishing features	Initiative: people approach the state People: specific individuals, families, or households Timetable: the specific client's own timing					Initiative: the state approaches the people People: groups of clients (usually households) Timetable: determined by administrative factors such as capacity and financing	
Intended populations and associated program types		Individuals in demographic categories (children, elderly) Categorical programs					
		Individuals, families, or households based on socioeconomic status Poverty-targeted programs				Families or households based on socioeconomic status: transient, chronic poverty, or low-income Poverty-targeted programs	
		Unemployed, job seekers, inactive Labor benefits and services				(Groups are typically more homogeneous in their situation)	
		Disabled persons Disability benefits and services					
		At-risk individuals Social services					
Responses to events or shocks 	Used with idiosyncratic shocks or changes in the specific client's situation Used with covariate shocks to allow clients affected by the shock to apply for support					Used with covariate shocks to register groups of households affected by shock in an en masse registration wave—common starting point Not useful for idiosyncratic shocks facing specific clients	
Delivery capacity and financing requirements							
	Requires permanent and extensive network for client interface (physical, mobile, or digital) Requires continuous administrative budget Requires flexibility in design and implementation					Temporarily requires large numbers of mobile teams, vehicles, and other inputs for en masse registration waves Requires large and lumpy administrative budget for registration waves	

Delivery chain process map: an example of **LESS FRIENDLY process** for unemployed individual



ESO – Employment Services Office
 SSO – Social Services Office
 UA – Unemployment Assistance

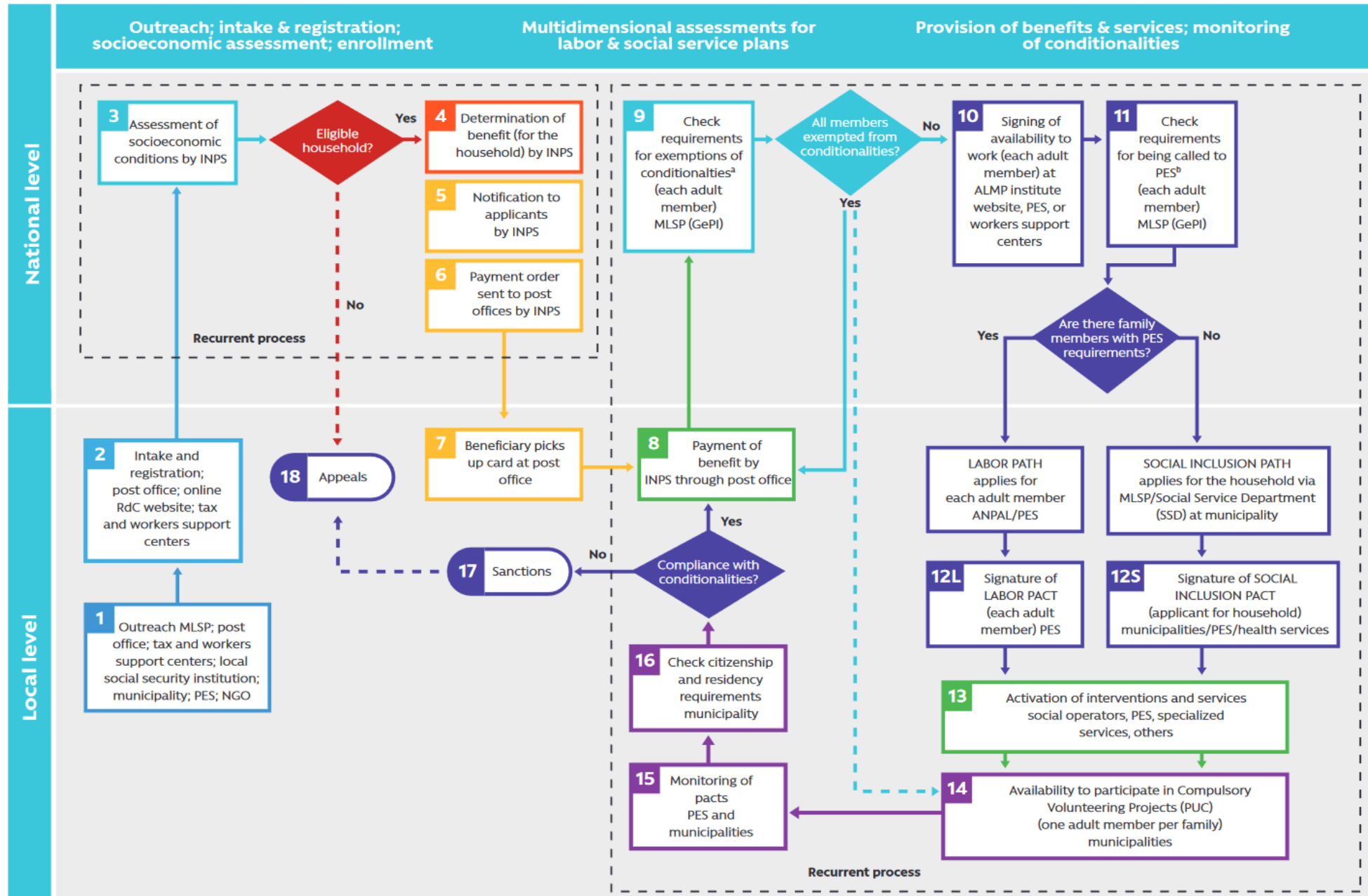
Journey maps:
 understanding the
 client experience of
 social protection
 delivery systems with
less friendly one



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Italy's exemplary case of delivery chain for Reddito di Cittadinanza (social assistance in cash)

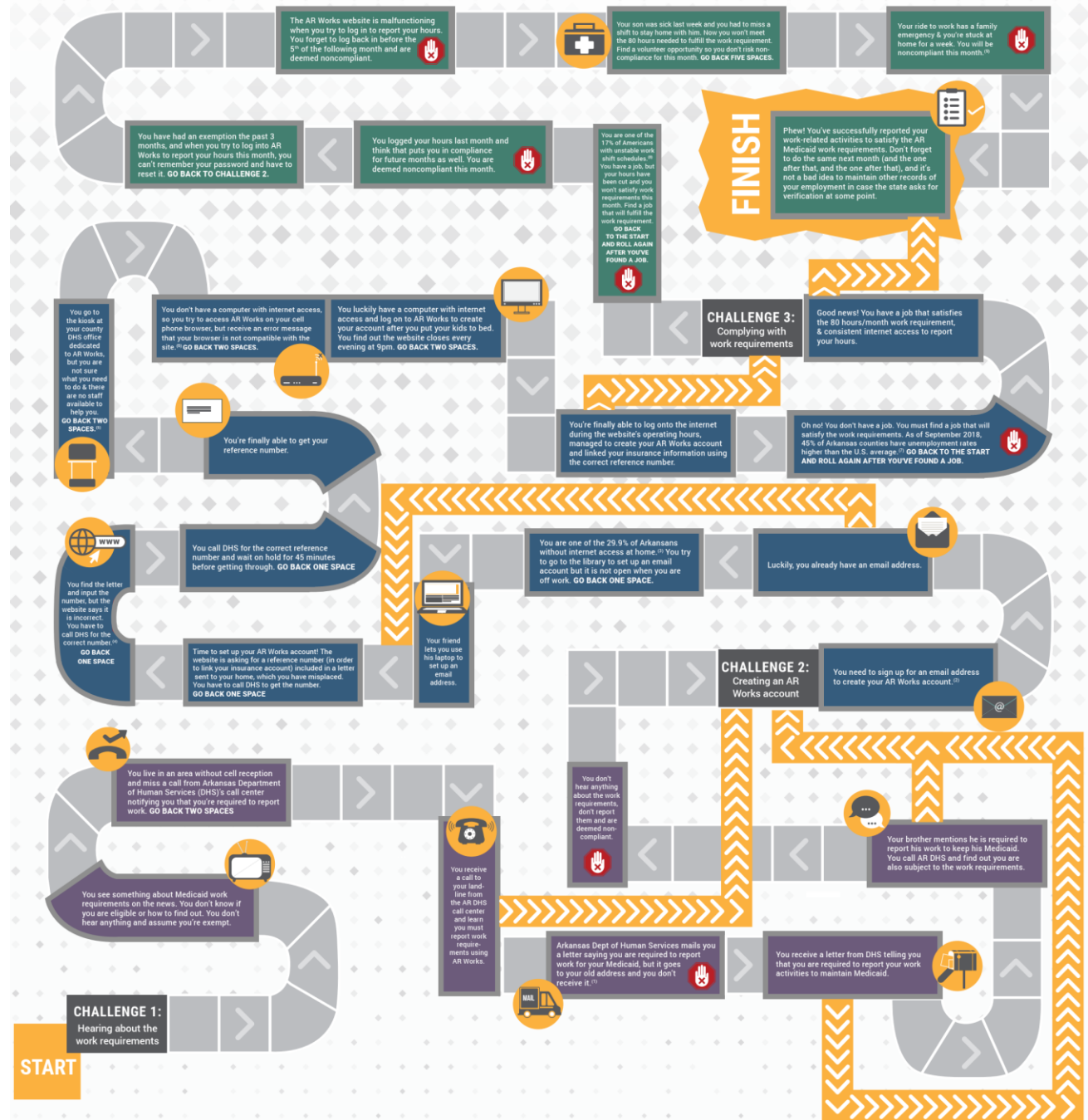
ALMP = Active Labor Market Program; ANPAL = National Agency for ALMPs; GePI = case management information system; INPS = National Institute of Social Security; MLSP = Ministry of Labor and Social Protection; NGO = nongovernmental organization; PES = Public Employment Service(s); RdC = Reddito di Cittadinanza (Citizenship Income Program)



Making health insurance for people living in poverty conditional on work in US: client journey to entitlement as a maze

„Work requirements make keeping healthcare coverage a roll of the dice for busy Arkansans. Can you make it all the way through the process to report your work? Roll and move your way from start to finish. **If you hit a red hand icon, you've failed to comply for the month and have to go back to the start.** Remember, if you are out of compliance for just three months in the year, your health insurance gets taken away”

[Harrison Neuret et al., *Work Requirements Don't Work A behavioral science perspective*, ideas42, 2019](#)



Work requirements (conditionality) in terms of behavioural sciences

„**The standard economic approach** to predicting human behavior suggests that **we behave as if we consider all available information, weigh the pros and cons of each option, make the best choice, and then act on that decision.**

The behavioral approach shows us something different:

- we all make decisions with imperfect information, and it can be hard to choose what is best for us
- our decisions are products of particular contexts. Changing the context can change the decisions that people make”




[Harrison Neuret et al., *Work Requirements Don't Work A behavioral science perspective*, ideas42, 2019](#)

Behaviorally Informed Policies Should:	But Instead, Work Requirements:	And Because of This:
<p>✔ Cut costs. Families bear the costs of poverty in a variety of ways (including burdens on their time, attention, and cognition), and behaviorally-informed programs will reduce hassles and complexity.</p>	<p>✘ Increase costs. Work requirements dramatically increase the level of hassles involved in program participation by increasing complexity and bureaucracy.</p>	<p>! Clients who need programs the most will be at the highest risk of losing their economic security and health benefits.</p>
<p>✔ Create slack. Poverty is unforgiving, leaving no room for error or risk. Building an adequate cushion of time, money, attention, and other critical resources is a prerequisite for escaping poverty.</p>	<p>✘ Eliminate slack. Program rules don't reflect most people's work and family lives. Many individuals that participate in public economic security and health insurance programs work in low-wage jobs with variable schedules over which they have no or little control.</p>	<p>! Clients will be forced to make complex and impossible choices about whether to comply with the requirement or take care of other needs.</p>
<p>✔ Reframe and Empower. Many systems and programs reinforce or create stigmas that systematically disempower people rather than affirm their autonomy and dignity. Behaviorally informed systems and services are crafted to help people do more of what they want to do and less of what they don't—and to ensure that service providers are capable partners in that task.</p>	<p>✘ Malign and Disempower. Work requirements push a false moral narrative: that some people experiencing poverty deserve help and others don't.</p>	<p>! Case workers and eligibility workers are recast as accountants and gatekeepers. Rather than meeting clients where they are, they will be encouraged to focus on paperwork and compliance. This reframing will impact the interactions they have with clients, creating worse outcomes.</p>

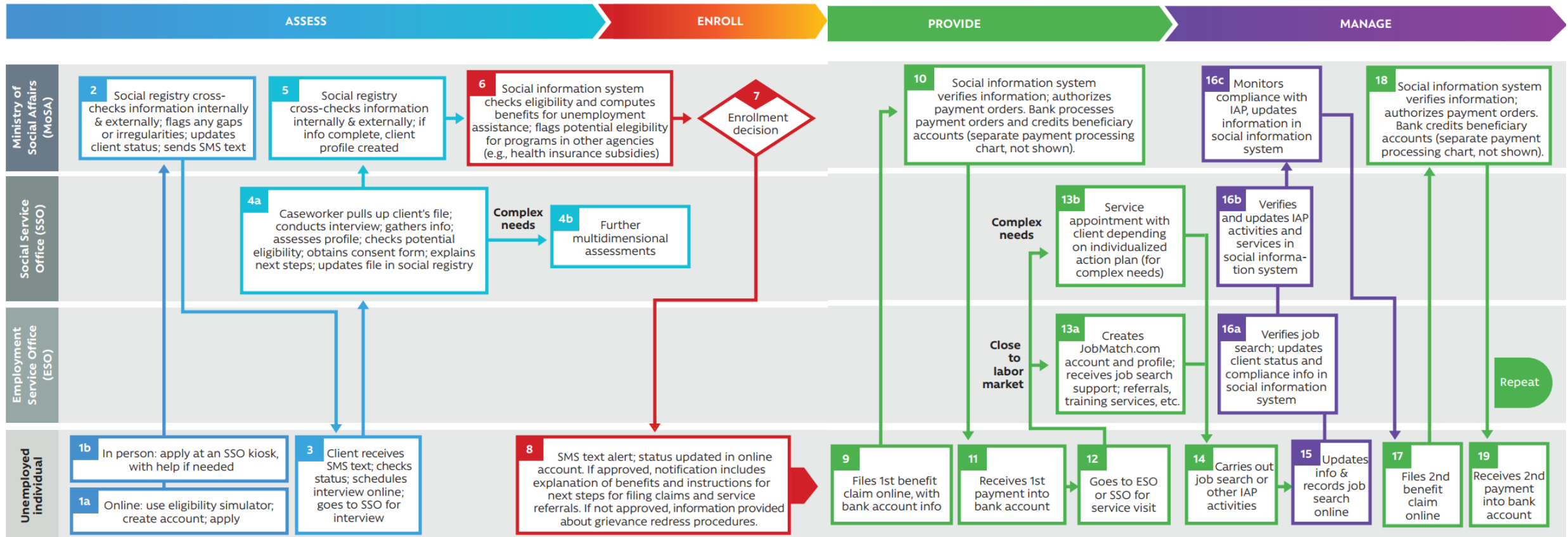
Various challenges to social protection payments for vulnerable groups

„A human-centered design (HCD) approach is helpful to make adaptations to payments provision for common intended populations. For example, low mobile phone ownership among women and poor digital and financial literacy can all complicate women’s adoption of digital payment methods over manual cash transfers. Explicit design choices through an HCD approach can address various challenges”

[Concepts and core elements of the delivery systems framework, in: Kathy Lindert et al. eds. *Sourcebook on the Foundations of Social Protection Delivery Systems*, World Bank, 2020.](#)

	Demographic groups along the life cycle	
	Children	Depend on parents, guardians for payments.
	Elderly	May have limited literacy, mobility, or other challenges relating to aging. They may find it difficult to remember passwords and PINs. They may rely heavily on a trusted nominee to cash out.
	Women	Lack of bargaining power, low mobile phone ownership, poor digital and financial literacy, and limited mobility due to social or cultural norms; exposed to domestic violence and potentially cyber-violence; lack of time due to unpaid domestic work. Lack of female payment agents, which may inhibit uptake of payment systems (garment industry worker payments), and so on.
	Groups constrained by socioeconomic status	
	People living below the poverty line	May lack awareness or have misconceptions about programs; may be deterred by complex procedures; may lack trust in institutions. Payment-specific issues may include low literacy, difficulty remembering PIN numbers; may not be aware of the payment; poor neighborhoods and rural villages may lack financial infrastructure for payments.
	People living in isolated and remote areas	May lack transport, mobility, physical access; setting up payment points may be costly (e.g., in some cases, payment delivery may include expensive air or sea transportation); payment points may be far, increasing beneficiary cost to access them; travel increases security risks; and so on. "Mobile banks" with "payment points" and precommunicated schedules are used in these settings, which requires preparedness. Approach suffers from issues such as physical insecurity to beneficiaries. These approaches remain a working solution until viable alternative arrangements are made for provisioning.
	Pastoralist, nomadic, semi-nomadic groups	For pastoralist, nomadic, semi-nomadic, and migrant farm worker groups, constant mobility makes it difficult to assure accessible cash-out points; interoperable payment systems are preferable but may increase transaction costs, and so on.
	Refugees, stateless, immigrants, internally displaced populations (IDPs) and/or those living in fragile-conflict-violent (FCV) areas	May lack formal identification (Rohingya camps in Bangladesh, etc.); use of cash and financial services may be restricted in the refugee camps.
	Disability	
	Persons with disabilities	May face access barriers: mobility, physical, cognitive, language or reading (blind, deaf), and other barriers such as stigma, attitudes, discrimination.

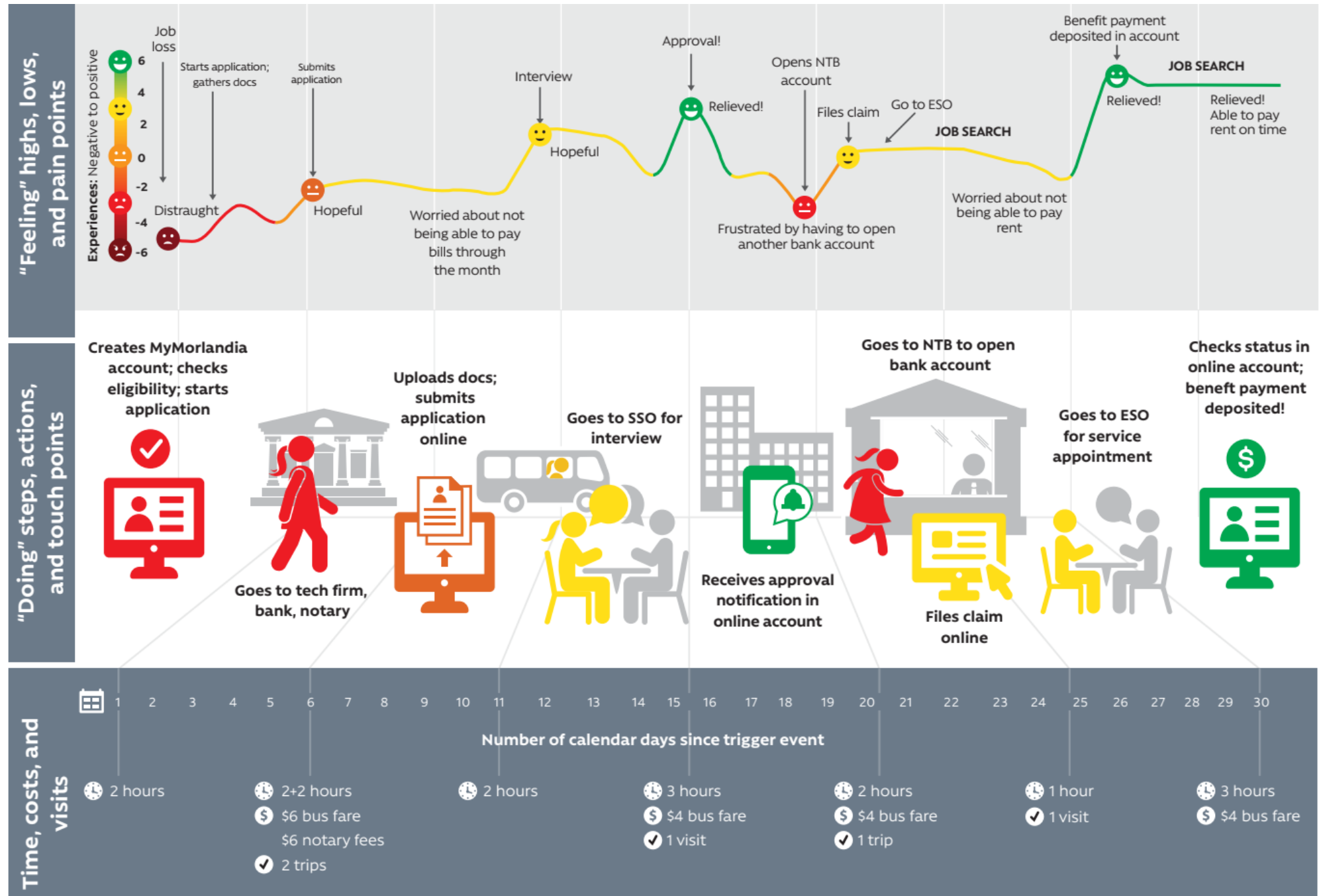
Delivery chain process map: an example of **MORE FRIENDLY** process for unemployed individual



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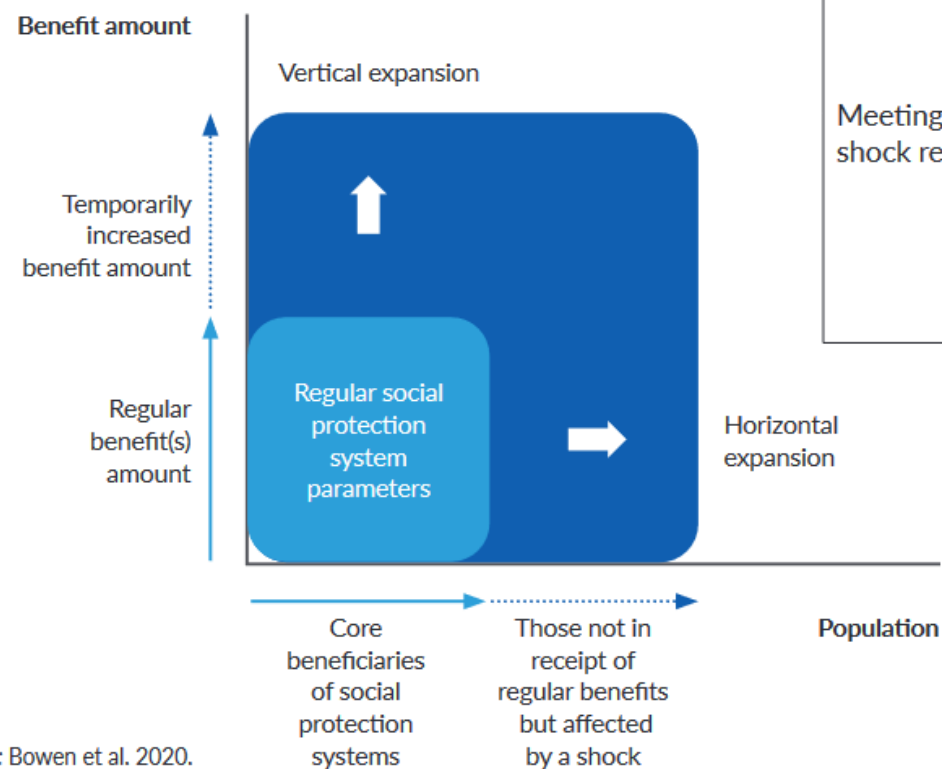
Journey maps:
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[Concepts and core elements ...](#)
 in: Kathy Lindert et al. eds.
[Sourcebook on the Foundations
 of Social Protection Delivery
 Systems, World Bank, 2020.](#)

Shock response through existing cash transfer programs and systems, e.g. COVID-19, refugee crisis



© Bowen et al. 2020.

Requirements for helping households cope with shock	Shock response: OPM typology	
Service continuity post shock	Design tweak	Small adjustments to a routine cash transfer program to maintain the regular service for existing beneficiaries in a shock
Inclusion of those vulnerable to shocks in long-term social protection, supporting preparedness and adaptation		Alternatively, the cash transfers can be designed to address vulnerability to crisis (targeting, coverage).
Meeting new needs of existing beneficiaries in shock response	Vertical expansion	Temporary increase of the value or duration of a cash transfer (top-up payments/extra payments) to meet the additional needs of existing beneficiaries
Meeting needs of new beneficiaries in shock response	Horizontal expansion	Temporary inclusion of new beneficiaries from disaster-affected communities into a cash transfer program by extending geographical coverage, increasing enrollment of eligible households in existing areas, or relaxing the enrollment criteria
	Piggybacking and emergency programs	Use of parts of an established cash transfer program's systems or processes to deliver emergency assistance, through a dedicated emergency response program, to disaster-affected households—for example, making use of existing beneficiary list, social registry, payment mechanism, social welfare staff

[Gabrielle Smith, Thomas Bowen, Adaptive Social Protection: the Delivery Chain and Shock Response, 2020](#)

Polish case of war refugees from UA (mainly women and children) 2022: horizontal expansion of child benefits and social assistance

Deficits in decent work and social justice in the world 2022

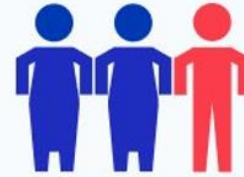
World Employment and Social Outlook Trends 2023



473
million

Jobs gap

473 million want employment – 205 million of them are unemployed (meaning actively looking for work)



2
times

Gender gap

Twice as many women as men are outside the labour force



23.5
per cent

Young people

23.5% of youth are not in education, employment or training



2
billion

Informal employment

2 billion informal workers with limited rights at work or access to social protection



214
million

Working poverty

214 million workers in extreme poverty (< US\$1.90 PPP per day)



47
per cent

Social protection

Only 47% of the population are covered by at least one form of social protection



8
per cent

Inequality

Half of workers earn only 8% of global labour income



18
times

Productivity gap

Labour productivity is 18 times greater in high-income countries than in low-income countries



188
million

Employment to be abolished

160 million children in child labour and 28 million workers in forced labour

Summary

1. Social protection implementation is characterised by subsequent phases (stages) model of delivery chain with specific general stages: assess, enrol, provide, manage, and sub-phases e.g. assess sub-stages are outreach, intake and registration and assessment
2. People within delivery chain framework are depicted as: intended population, registrants before assessments, registrants with assessments, eligible and non-eligible population, eligible enrolled and eligible not-enrolled population, enrolled beneficiaries
3. Error, fraud and corruption in delivery of social protection is an issue often discussed and it is about intentional and unintentional actions and in-actions by clients and administrators
4. Social protection delivery can be organised as fully centralised (e.g. social insurance) to fully decentralised systems (social assistance, social services) and in between (central-regional partnerships, subnational management and implementation)
5. There are two models of social protection delivery: on-demand (in most developed countries) and administrator-driven (often in developing countries)
6. Social protection delivery can be pictured as maps in terms of
 - 1) phases, units (e.g. ministry, social services office, social employment office) and concerned individuals (delivery chain process map)
 - 2) feelings, doings and time costs for individuals (client journey map)
7. Some requirements and conditionalities attached to social protection benefits or services make delivery chain more complex and difficult to navigate by people living in poverty. Making that journey easier is a good and feasible idea
8. Social security systems have responded to shocks such as COVID-19 or the refugee crisis with several strategies: horizontal and vertical expansion, but also through design tweaks and emergency programmes