

SIX-MONTH WORKPLAN

IMPROVING SOCIAL SERVICES DELIVERY SYSTEMS

Prepared for



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Prepared by

The Urban Institute
The Institute for Urban
Economics



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EXECUTIVE SUMMARY

This Workplan covers the first six months of activities under the two-year project "Improving Social Service Delivery Systems," sponsored by the United States Agency for International Development and implemented by the Urban Institute. The Workplan is for the period from September 30, 1999 (effective date of the Task Order) to March 30, 2000.

The Workplan describes project activities, inputs, and goals. For each project component, the Workplan describes the specific tasks to be accomplished, the level of required effort, and evaluation milestones and performance indicators for verifying the project's progress and tangible results. Activity in this period is particularly intense, driven by the necessity of getting reforms introduced in the budgets of the participating municipalities for the year 2000 so that pilot projects can commence within the first project year.

The focus in the first six months is on selection of four pilot cities and an assessment of the existing legal framework, administrative practices and actual delivery of services in each of those cities. Program design and implementation for introducing more means-testing of benefits and competitive procurement of service delivery will commence at the end of this Workplan period.

SIX-MONTH WORKPLAN

IMPROVING SOCIAL SERVICES DELIVERY SYSTEMS

INTRODUCTION

The purpose of the Workplan is to outline the Urban Institute's project strategy and the major activities to be accomplished in the first six months of the USAID project "Improving Social Service Delivery Systems" (ISSDS). This Workplan covers the six-month period from September 30, 1999 to March 31, 2000. The implementing team includes the Urban Institute (UI), Institute for Urban Economics (IUE) and Institute for Public Administration (IPA).

Implementation of ISSDS will build on the team's experience in the United States, Russia, and other transitional countries. In particular, the team will draw on the housing allowance program—Russia's first means-tested program—for which UI and IUE experts developed a program design, created simulation models, drafted manuals, and have provided extensive technical assistance throughout Russia. The team will also benefit from recent work by IUE in analyzing local social safety net responsibilities in two cities, Omsk and Protvino, and initiating conceptual work on the redesign of local program structures and administrative procedures. The Administrations of these cities were so impressed with the results that they formally committed to participating in the implementation of the ideas developed. A key element of the new program is competitive selection of service providers that will open the bidding process to NGOs.

We have grouped the project's major activities over the next six months into five project components:

- (1) Selection of Pilot Cities
- (2) Assessment of Current System
- (3) Better Targeted Social Assistance Programs
- (4) Social Service Delivery
- (5) Capacity Building of Russian Institutions¹

Most of the activities under components (1) and (2) necessarily precede the activities under components (3) and (4). Towards the end of this Workplan period, activities in Better Targeted Social Assistance Programs and Social Service Delivery will begin in earnest. By this time the team will have completed its assessment of the current social assistance system in each pilot city and the city should have, at least in principle, approved a strategy for social sector reform, including priorities for introducing more means-testing of benefits and competitive procurement of service delivery.

¹ Later workplans will add dissemination as a distinct task.

Objectives of the Project

ISSDS addresses one of the critical issues that must be successfully resolved for the restructuring of Russia's social safety net to a more efficient and effective system. ISSDS recognizes local governments as a key administrator of social programs and even today as having control over the delivery and design of a significant share of all social assistance. With further devolution of responsibility, this share may well increase in the years ahead. Moreover, successful local initiatives hold the promise of positively influencing future federal-level legislation.

As described in the Scope of Work, the main objectives of the ISSDS project are to:

- Provide local governments in Russia with the organizational and financial management skills they need to improve the delivery of social services.
- Enable local governments to advance the adoption of legal and administrative reform in the area of social service delivery.
- Promote public-private participation in local social service delivery.
- Enable local officials to introduce better targeted social programs through the use of means-tested subsidies.

The objectives of the ISSDS project can be seen as moving to the next stage in the evolution of local government administration of social safety net programs to one dramatically more effective, with available subsidies better targeted and services delivered by more efficient providers than the system inherited in 1991. Beyond the issues of program design and improved targeting, the ISSDS objective of opening up the delivery of services to competitions among public and private providers—including NGOs—could have especially positive impacts on the quality of services and in fostering democratic processes at the local level.

Approach

In working with the local administrations, the UI team will be relying on principles of good program design developed from decades of UI work on social sector issues:

- **Protection from poverty in an equitable manner.** With the exception of housing allowances, social assistance programs in Russia are not well-targeted and thus provide “undercoverage” for many families in need. Moreover, benefits are generally binary: everyone in the entitled group gets the standard amount; others receive nothing. Instead, deeper benefits should go to lower income individuals and families. Similar households should receive the same benefits.



- **Economic efficiency.** Participation in multiple programs can cause work disincentives and other inefficiencies to arise. The UI-IUE team will introduce efficiency through targeting of program benefits and by ensuring that the combined "tax rate" (the loss to the household's benefits level resulting from a rise in income) from all programs working together is not so high as to discourage family members from working. Structuring the inter-relationships among income-tested programs is a demanding task in any country and proven expertise is required, which in this case will be provided by experts from the Urban Institute staff.
- **Administrative practicality.** For the housing allowance program, the UI-IUE team has developed computer programs to calculate benefits, determined optimal staff-to-participant ratios, and created procedures for preventing fraud and abuse by improving income verification. Simultaneously addressing multiple social safety programs that are administered locally will enable the team to design a coherent structure, making certain that different programs are sharing information efficiently and that common income definition (to the extent permitted by current national legislation) and income verification procedures are in effect.

TASKS DURING THE WORKPLAN PERIOD

1. *Selection of Pilot Cities*

Central to the project's strategy is a careful selection process of pilot cities to ensure the project's greatest effectiveness. The team is currently conducting on-site interviews with cities for the selection process. At least six and up to eight cities will be interviewed. Cities already contacted, interviewed, or soon to be interviewed, include Novgorod, Samara, Khabarovsk, and Tomsk—all participants of the U.S. Regional Investment Initiative (RII). Beyond these RII cities, the team has interviewed Arzamas (Nizhny Novgorod Region), Perm and Omsk. These three cities are also enthusiastic about participating in USAID's project for improving social service delivery systems. Cities which demonstrate great interest but cannot be included as one of the four pilot cities will be considered for program roll-out in the second year of the project.

The selection process is competitive. Based on information gathered during the on-site interviews, candidate cities will be evaluated according to the following criteria:

- **Political Situation**
 - Relations between the city and regional governments

- Relations within the city government (i.e., between the local administration and the local дума)
- Date of mayoral election in relation to project schedule
- Presence and activities of local neighborhood commissions
- Size of NGO sector and relationship with city government
- **Demographic and Economic Situation**
 - Population size
 - Indicators of economic well-being and poverty (median income, percent of population in poverty, unemployment rate, etc.)
- **Indicators of Reform**
 - RII status
 - Development of a comprehensive strategic plan for economic and social reforms
 - Record of reforms in non-social sectors of government
 - Experience with competitive contracting procedures for city services
- **Status and Reforms of Social Sector**
 - Share of the city budget targeted to social aid
 - Local social infrastructure and initiatives
 - Experience with housing allowances program
 - Communal services reform
 - Experience with means-testing

Above all, a participating city must demonstrate its commitment to this project by appointing responsible individuals to the project working group and earmarking budget funds for development of initiatives under this project. The city Administration must also be willing to support the project in data collection. To demonstrate its support, each city Administration must present an official letter of interest.

The actual selection process begins with an invitation that explains the goals, outcomes and expected contributions of a participating city. If the city expresses interest, an IUE project staff member meets the Mayor, the Vice Mayor for Social Policy, the Head of Social Protection Department, the Head of Housing Allowance Program Department, Directors of selected Social Centers, and NGO representatives. The team prepares a summary of the city's strong and weak points based on the criteria described above.



The city Administration then sends a commitment letter, declaring that the city:

- Appreciates the goals and anticipated outcomes of the project.
- Will form a working group for social reform, including leading specialists and social administrators, and will invite NGO representatives to take part in its activity.
- Will provide full information and organizational support.
- Will contribute funds for a competition of social service delivery.

At the date of this work plan, the team has already received two commitment letters from pilot city candidates.

By the end of November, a selection committee composed of representatives from USAID and the Urban Institute team will review the letters of interest and summaries and select four cities to participate in the project. Prior to the meeting, the city summaries will be provided to USAID. The expectation is that two or three of the pilot cities will be selected from the participants of the U.S. Regional Investment Initiative.

Members of the project-working group are indicated in the commitment letter. Thus, beginning in December, the working groups will be able to meet and develop a general action plan. The general action plan must be approved by the selected Administrations before initiating full operations in a city.

Summary Level of Effort for Project Component 1

LOE of American staff: 17 days

LOE of Russian staff and consultants: 22 days

2. Assessment of Current System

The activities of this project component will be concentrated in the first six months of the project. To make better recommendations on introducing means testing and competitive procurement of service delivery, the team will prepare a series of working documents and memos analyzing legislation, administrative practices, actual delivery of services, as well as experience in social assistance reform in other Russian regions and other countries of the former Soviet Union. Under some of the subtasks, separate documents will be prepared for each of the four participating cities, but the structure of each will be identical. The working documents specific to each city will be presented at the first technical seminar (described under project component 3).

In April, the team will pull together these working documents to form a general baseline report on Russian local social assistance.

2.1 Review of Social Assistance Reform in Countries of the Former Soviet Union

The team will review social assistance reform pilot projects in Russia and in other FSU countries using available documentation. Specifically, the review will address the effectiveness of using means testing (based on reports from the Housing Allowances program) and alternatives to means testing in determining program eligibility. Pilot projects in Voronezh, Volgograd and Komi in Russia, as well as social assistance programs in Ukraine and targeted humanitarian assistance Armenia will be analyzed.

Product: Internal memorandum

The team will also obtain information on current activities of other donors in this field. As part of this effort, it would be useful to send two to three project staff members to Ukraine to meet with Roger Vaughn, Chief of Party for USAID's means-tested social assistance program.

Product: Internal memorandum

2.2 Analysis of System of Federal and Regional Mandates

IUE staff who are currently analyzing unfunded federal mandates (for the Ford Foundation) will brief project staff on their work. Drawing on this presentation and other research, the team will analyze the system of federal mandates and regulations on social assistance applying to every city. The review will identify which mandates are not funded at all by the federal government, which mandates are partially (under-)funded, which mandates are in arrears in federal funding, and which mandates are fully funded by the federal government.

Product: Internal working document

2.3 City Action Plans

The month of December will be devoted to meetings of project working groups in each city. One important output will be an action plan tailored to the city's priorities and perceived needs in the area of social aid. The action plan will specify the actors and their roles in the project; establish sub-committees for work on specific tasks; explain the availability of data; and outline goals for the first quarter of the year 2000.

Product: Action plans for each city administration (jointly prepared by the team and city administrators)



2.4 Description of Existing Social Programs

During the working group meetings, team members will obtain information from social sector officials on all existing social programs regardless of whether they are mandated or funded at the federal, regional or local level. The team's review will document the social programs and activities of the social centers including but not limited to child and birth allowances and municipal social aid to the disabled and chronically sick, pensioners, student families, teenage parents, single parents, and families with foster children. The team will identify the office responsible for setting policies and/or for program implementation for each social assistance program, the relevant program rules and regulations—including eligibility for benefits, and the beneficiaries. In cases where the necessary data are available at the administrative offices, the review will indicate what share of the beneficiaries has incomes below minimum subsistence level. The review will also reveal where there is duplication of functions. Information from this will review will serve as the basis for the memorandum to be completed under subtask 2.7.

Product: Internal working document

2.5 Assessment of Social Sector Budget

The team will build on an existing methodological guide for clarifying social standards and determining total social sector expenditures (previously used by IUE), adapting it for the specific conditions in each city and the needs of local specialists. This comprehensive budget analysis will identify not only expenditures of official social assistance programs, but also the costs of hidden subsidies, i.e., municipal expenditures in excess of official and normative social standards. The study will identify resources available for reform through an analysis of the total social budget structure. Expenditures will be categorized according to whether they are federal obligations or under the control of local government, and whether they are category based or means tested. The effectiveness of the social programs will be evaluated to the extent possible by determining the share of public resources provided to low-income households, whether through direct or indirect targeting. In addition, the study will also calculate the ratio of category based social assistance expenditures to means tested social assistance expenditures, in order to evaluate each city's degree of targeting. This measure will be re-evaluated at the end of the project.

Product: Memorandum to each city administration

2.6 Assessment of the Operations of Social Assistance Offices

In December and January, the Chief of Party will visit social assistance offices in two of the pilot cities and will make an assessment of their operations. Factors to be observed include: processing time; typical caseload; existence of manuals and

standardized text; staffing patterns; presence of appeals procedures for clients; extent of computerization; the number, content and audience of management reports produced; current practices for scheduling client visits; time spent with clients and record keeping practices; and, income verification procedures.

This assessment will be used as a base for creating and implementing a training program for improving the organizational and financial management skills of staff working in the field of social assistance in the next six months. The assessment will be based on in-depth visits to multiple offices in each city that will include a mix of those administering housing allowances and other programs.

Product: Internal working document

2.7 Description of Social Services Actually Delivered

Finally, the team will extend the analysis beyond official program descriptions as reviewed in subtask 2.4 to document the actual delivery of services and the interaction of various social assistance programs. The team will look at both government programs as well as services provided by local NGOs. The team NGO specialist will undertake an assessment of the NGOs active in each of the four pilot cities to determine current NGO social service activities and their institutional and technical capacity.

As part of their analysis, the team will investigate the extent of multiple counting of program beneficiaries, i.e., when individuals are counted more than once for receiving a single benefit because they fit under two or more eligibility categories. This will be an important evaluation measure to track over the course of the project because the relevant facts are not what beneficiaries are promised, but the services and benefits actually provided.

Product: Memorandum to each city administration

2.8 Optional In-depth Analysis of Transportation or Communal Service Subsidies

In cases when specifically requested by participating cities, a specialist from IUE staff may undertake a more in-depth analysis of the social privileges for transportation or communal services. We have included this optional analysis because some of the cities interviewed expressed great interest in addressing these subjects in particular.

Product: Memorandum to city administration



Summary of Level of Effort for Project Component 2

LOE of American staff: 68 days

LOE of Russian staff and consultants: 150 days

3. Better Targeted Social Assistance Programs

Most activities under this project component can only begin after the analysis of the current system is completed and the cities have drafted their strategy for social sector reform. The first major activity under this project component, as well as under the Social Service Delivery component, is the technical seminar to be held in February 2000. A preliminary version of the interactive simulation model will be prepared in time for the technical seminar to help introduce the concept and illustrate the impact of means testing for multiple programs simultaneously. Based on the reports produced under the previous project component and discussions at the technical seminar, the team will be able to form recommendations on which programs are best-suited for means-testing.

3.1 First Technical Seminar

The first technical seminar will bring together representatives from local self-government, the business community, local research and educational institutions and non-profit organizations. Representatives from the following city departments are expected to attend: social policy, education, culture, health care, youth policy, transportation, housing and communal services, finances and prices, foreign and inter-regional relations, support of small businesses. Other invitees will include officials from the housing allowance centers and family support centers.

The seminar program will include:

- Presentation of the goals and tasks of the social sector reform program
- Discussion of social infrastructure and city economy issues, as well as social policy regulations
- Presentation and discussion of the social budget analysis and the local resources (organizational and financial) for reform
- Presentation and discussion of report on social services actually delivered
- Discussion of an “ideal” social assistance model in a given city which achieves coordination of the efforts of all social services
- Hands-on presentation of the interactive simulation model
- Topical meetings with the working groups and sub-committees formed during the creation of the city action plans

Product: Revised action plans for each city administration describing social sector strategy (jointly prepared by the team and city administrators)

3.2 Interactive Simulation Model of Current Programs

At a basic level, this spreadsheet-based model will be a visual depiction of the information in the social budget analysis. Program expenditures will be summarized according to categorically eligible groups and funding source (federal, regional and local) in order to show the interaction and overlap of programs. In the absence of detailed household income data, the model will describe the current social assistance packages available to a small number of prototypical social aid beneficiaries (such as low-income elderly pensioners) and the impacts of hypothetical means-testing policies on such beneficiaries.

At a more advanced level, to be developed later in the project, this interactive model will introduce simulations of several policy options. In addition to the budget analysis information, program recipient data or available household survey data will be used to demonstrate and evaluate the impact of such policy options on both municipal program expenditures and the income of recipients of social assistance. For example, simulations of policies that change program eligibility from category based to means-tested will describe budgetary savings gained through effective targeting and summarize the income gains and losses of specific categories of beneficiaries.

This model will evolve over the course of the project and eventually will be given to city administration officials to continue policy simulations after the project is completed. By the first seminar, the aim is for the model to simulate a few sample policy options for city administration officials to see the impact on the budget and level and type of participants. Later on, simulations will be based on the city's strategy for social sector reform.

Product: Working model

3.3 Recommendations on Introducing Means Testing

During the first technical seminar, the team will discuss with representatives from the city administration the results from the several analytical reports as well as their priorities for social sector reform. Based on these discussions, the team will prepare recommendations on which programs are the best candidates for introducing means-testing eligibility criteria.

Product: Memorandum to each city administration

Summary Level of Effort for Project Component 3

LOE of American staff: 60 days

LOE of Russian staff and consultants: 96 days



4. Social Service Delivery

The technical seminar described under the previous project component will also mark the beginning of activities under project component 4: Social Service Delivery. Selecting pilot cities with relatively good relations between the city Administration and the local Duma should facilitate timely passage of any normative acts necessary for introducing competitions for procurement of social services. Therefore, the team expects that the first competition can be held within two months of presenting the model documents at the first technical seminar. Of course, timing will vary in each pilot city.

4.1 Model Normative Acts for Competitive Procurement of Services

Based on IUE's experience in competitive procurement of both municipal services—particularly housing maintenance—and social services, the team will develop a package of tailored documents for the city to undertake its first competition. The documents will include relevant norms and regulations for the formulation, placement and finance of municipal contracting on a competitive basis, and the relevant controls over the implementation of the contracts.

Product: Document package for each city administration

4.2 Model Operational Documents for Competitive Procurement of Service Delivery

Again drawing on UI and IUE's experience in this sphere in the housing sector, the team will prepare model operational documents. These documents will describe the mechanisms for organizing a competition, including how to announce the competition and to promote participation among potential bidders, the requirements for the composition and functions of the competition panel, and the draft contract for social services.

Product: Document package for each city administration

4.3 Recommendations on Introducing Competitive Procurement of Service Delivery

The team will discuss with representatives from each city administration the results from the several analytical reports as well as their priorities for social sector reform. In addition, the team will interview NGO and private sector firms that are interested in competing for social service delivery contracts. Based on these discussions, the team will prepare recommendations on which programs should first introduce competitive procurement of service delivery.

Product: Memorandum to each city administration

Summary Level of Effort for Project Component 4

LOE of American staff: 31 days

LOE of Russian staff and consultants: 52 days

5. Capacity Building of Russian Institutions

As IUE will be the implementing partner responsible for much of the actual technical assistance provided to the pilot cities, we believe that some capacity-building activities for IUE staff should occur early in the life of the project, specifically in April. Capacity building for cities and NGOs will be phased-in later, but planning will begin in this phase.

5.1 Social Service Administrator and Provider Training Plan

Based on information collected during previous tasks, the team will develop a training plan that will summarize the training needs of social service providers (including NGOs) and city administrators involved in social service delivery. Beyond formulating this training plan, the NGO specialist will make recommendations for designing a small grants program to private entities on a competitive basis.

Product: Training Plan

5.2 Future Capacity Building Activities

To enhance the level of training provided to IUE staff and consultants during this project, Pamela Holcomb, a Senior Associate from the Urban Institute (Washington, DC), will discuss the proposal design for local programs with the staff and will also present a capacity-building seminar for project staff on program interaction. Ms. Holcomb is an expert in social program interaction who provided advice on income verification procedures early in the development of Russia's housing allowance program. Ms. Holcomb's time substitutes in part for that of Clare Romanik. (Ms. Holcomb's CV can be found in the annex of this Workplan.)

Additionally, the Chief of Party, Burt Richman, will present a capacity-building seminar for project staff. His capacity-building seminar will focus on operations of a social assistance office including staffing allocation and development, rationalization and standardization of program procedures, client flow, staff interaction with beneficiaries and service delivery mechanisms. This capacity-building seminar will be held after Mr. Richman has visited several Russian social assistance offices so he will be able to select the most appropriate examples from his United States experience.

Other activities of the project will also strengthen the capacity of additional Russian professional institutions in the field of local social service delivery. Project



working groups will include representatives from local NGOs. In the future, manuals and analytical materials, such as the methodological guide on social budget analysis, will be made available to local specialists. Also in the future, a small grants program will help improve the institutional capacity of local NGOs to provide social services under this project.

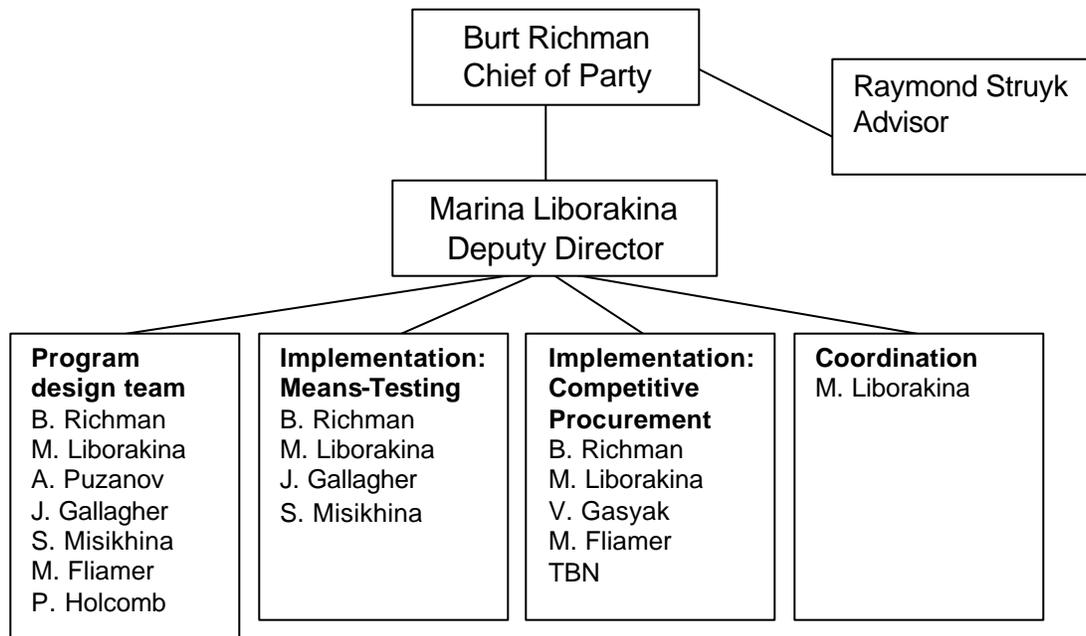
Summary Level of Effort for Project Component 5

LOE of American staff: 17 days

LOE of Russian staff and consultants: 12.5

PROJECT MANAGEMENT PLAN

The Chief of Party, Burt Richman, will be assisted in all substantive areas by the project's deputy director, Marina Liborakina. As indicated in the chart below, carrying out project activities will be the responsibility of technical teams, under the overall guidance of Mr. Richman and Ms. Liborakina. In addition, Ms. Liborakina will also serve as the liaison for coordinating with other donor and USAID-funded activities. One month before the end of each six-month period the team will submit to USAID a workplan for the next six-month period.



Summary Level of Effort

Project Component	American Staff *	Russian Staff and Consultants*
Selection of Pilot Cities	17	22
Assessment of Current System	68	150
Better Targeted Social Assistance Programs	60	96
Social Service Delivery	31	52
Capacity Building of Russian Institutions	17	13
General Management	36	13
Total LOE for First Six Months	229	346
As % of Total LOE for First Year	45%	57%

* These columns do not include level of effort for non-technical support staff and research support staff.

WORKPLAN MILESTONES

Date	Action/Event	Project Component/Task
November	Develop Criteria for Selection of Pilot Cities	1
November	Six to Eight Cities Interviewed as Pilot Candidates	1
November	Selection Committee (representatives from USAID and project staff) Meets and Selects Four Pilot Cities	1
December	Internal Project Document Reviewing Previous Technical Assistance on Social Sector Reform in the Former Soviet Union countries	2.1(a)
December	First Meetings of Project Working Groups (to be held in each pilot city)	2.3
December	Develop General Action Plan for Each Pilot City	2.3
January	Complete Identification of Federal Mandates and Regulations on Provision of Social Assistance	2.2
January	Description of Existing Administrative Structures, Practices and Program Eligibility	2.4
January	Assessment of Social Sector Budget, Including Funding Structures (Federal and Locally-Initiated Programs)*	2.5
February	Develop Preliminary Spreadsheet Simulation Model of Current Programs*	3.2
February	First Technical Seminar in Each City	3.1



Date	Action/Event	Project Component/Task
February	Workplan for Second Six-month Period	
March	Project Staff and USAID agree on performance indicators for the specific tasks identified	
March	Project Staff Visit to USAID Social Assistance Program In Ukraine (Roger Vaughn, Chief of Party)	2.1(b)
March	Assessment of Operations of Social Assistance Offices	2.6
March	Review of Current Donor Activities in Social Assistance	2.1(b)
March	Description of Existing Social Services Actually Delivered (Including NGO Initiatives)	2.7
March	Recommendations on Programs to be Means-tested and/or for Competitive Procurement for Service Delivery	3.3/4.3
March	Initiate Design and Modeling of New Programs	3 / 4
March	Model Normative Acts for Competitive Procurement of Services	4.1
March	Model Operational Documents for Competitive Procurement of Services	4.2
March	Training Plan and Small Grants Program Design for Social Service Providers (including NGO's)	5.1
April	Urban Institute Expert on Social Program Interaction Presents Capacity-Building Seminar for IUE Project Staff	5.2
April	Burton Richman Presents Capacity-Building Seminar for IUE Project Staff	5.2
April	General Baseline Report on Social Assistance at the Local Level	
April-May	Announcement of First Social Service Delivery Competition	

* Ability of team to meet target dates will depend on when necessary data are delivered by participating cities. Data collection will be initiated in the working group meetings.



PERFORMANCE INDICATORS

November	Cities Wishing to Participate in ISSDS Program Send Letters of Commitment, Acknowledging their Financial and Organizational Obligation to the Project
April	City Approves “Regulations on Competitions for Municipal Social Order”

SUMMARY OF REPORTS TO USAID

- Memorandum Summarizing Potential Cities for Selection
- Social Service Administrator and Provider Training Plan
- Revised City Action Plans
- First Quarterly Report
- Workplan for Second Six-month Period

ANNEX

CV FOR PAMELA HOLCOMB



PAMELA HOLCOMB
Senior Research Associate
Human Resources Policy Center

EDUCATION

- Present Ph.D. Candidate in Applied History and Social Science, Carnegie-Mellon University, (ABD)
- 1984 M.S., Applied History and Social Science, Carnegie-Mellon University
- 1981 B.A., History, University of North Carolina, Chapel Hill

CAREER BRIEF

Ms. Holcomb has over a dozen years of experience in the areas of evaluation, survey, and social science research. One of the Urban Institute's most experienced process analysis and field researchers, Ms. Holcomb has designed and conducted dozens of site visits and hundreds of interviews with state and local program administrators and staff. She is currently directing the process analysis for the evaluation of Indiana's welfare reform demonstration and is the co-principal leader of the employment and training/TANF case study component of the Urban Institute's New Federalism project. She is also a senior member of the implementation team for the Multisite Evaluation of the Welfare-to-Work Grants Program, is directing of states' treatment of persons with disabilities under welfare reform and recently completed a study of Work First welfare-to-work programs in five states.

Ms. Holcomb has experience working on USAID projects in Central and Eastern Europe and the NIS. In 1995, Ms. Holcomb worked with Russian counterparts to help develop the administrative system for applicant intake and screening as part of a new means-tested housing allowance program. This involved developing procedures for preventing fraud and abuse by improving the verification of income for eligibility purposes. In creating a similar program in the Czech Republic, the focus was on integrating the program into the existing income support provided by social assistance and unemployment insurance. Ms. Holcomb identified means by which the new housing allowance program could be incorporated into the existing social assistance administrative system. These approaches included simplification and integration of applicant in-take and eligibility information collection and administrative coordination at the district offices of the Ministry of Social Welfare. Her work on a USAID Housing Allowance/Russian Federation project in 1995 involved developing procedures for preventing fraud and abuse by improving the verification of income for eligibility purposes. She also worked on a USAID Housing Allowances/Czech project in 1992 where she identified ways that the new housing allowance program could be incorporated into the existing social assistance administrative system.

Ms. Holcomb returned full-time to the Institute in November 1995 after a two year detail at the Office of the Assistance Secretary of Planning and Evaluation, Department of Health and Human Services where she worked specifically on welfare reform, including the development of the Clinton administration's Work and Responsibility Act. More generally, Ms. Holcomb's research at the Urban Institute has focused on organizational systems and program management issues related to welfare reform, education and training, and child care. For example, Ms. Holcomb was a key researcher in the process analysis of Washington State's welfare reform initiative, principal investigator of a study on one-stop employment and training initiatives, co-principal director of the National Survey of Paternity Establishment Practices, 1990, and co-author of the 1990 National Survey of Child Care. Before joining the Urban Institute, Ms. Holcomb worked for a member of the U.S. House of Representatives and the Senate Special Committee on Aging on various social welfare policy issues.

EXPERIENCE

1995	Senior Research Associate, The Urban Institute
1990	Research Associate I, The Urban Institute
1985	Research Associate II, The Urban Institute
1984- 1985	Congressional Fellow, U.S. House of Representatives; Staff Assistant, U.S. Senate Special Committee on Aging

PUBLICATIONS

Holcomb, Pamela. "State Welfare-to-Work Waiver Demonstrations." *Families, Poverty, and Welfare Reform: Confronting a New Policy Era*. Edited by Lawrence B. Joseph. Chicago Assembly, University of Illinois Press. 1999.

Thompson, Terri, Pamela Holcomb, Pamela Loprest and Kathy Brennan. *State Welfare-to-Work Policies for People with Disabilities: Changes Since Welfare Reform*. Prepared for U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, Washington, D.C., 1998.

Holcomb, Pamela, Ladonna Pavetti, Caroline Ratcliffe and Susan Riedinger. *Building an Employment Focused Welfare System: Work First and Other Work-Oriented Strategies in Five States*. Prepared for U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation, Washington, D.C., October 1998.



Holcomb, Pamela. "State Welfare Reform Initiatives: Increasing Participation in Work and Work-Related Activities" in *Families, Poverty and Welfare Reform*, Lawrence Joseph (ed.). Center for Urban Research and Policy: University of Chicago (Distributed by Illinois Press), forthcoming, Summer 1999.

Income Support and Social Services for Low Income People in Florida. P. Holcomb, K. Flores, C. Botsko, et al. Assessing the New Federalism Project, The Urban Institute, Washington, D.C., January 1999.

Income Support and Social Services for Low Income People in Wisconsin. K. Seefeldt, L. Kaye, P. Holcomb, et al. Assessing the New Federalism Project, The Urban Institute, Washington, D.C., January 1999.

Consequences for Noncompliance: A Partial Benefit Reduction and Strict Enforcement Sanction Strategy. Pamela Holcomb and Caroline Ratcliffe. Prepared for the Association of Public Policy and Management Meetings, October 31, 1998.

Cash Assistance in Transition: The Story of 13 States. Zedlewski, Sheila, Pamela Holcomb and Amy-Ellen Duke. ANF Occasional Paper, The Urban Institute, November 1998.

The Indiana Welfare Reform Evaluation: Findings on Program Implementation and Economic Impacts After Two Years. Fein, David and E. Beecroft, W. Hamilton, W. Lee (Abt Associates) and P. Holcomb, T. Thompson, C. Ratcliffe (Urban Institute). Report prepared for the State of Indiana; Division of Family, Children and Social Services Administration, November 1998.

Fein, David, Pamela Holcomb and Erik Beecroft. *Early Findings on the Impacts and Implementation of the Indiana Welfare Reform Waiver Demonstration*. Abt Associates Inc., 1997.

Nightingale, Demetra and Pamela Holcomb. *Increasing Employment: Success of Alternative Strategies in The Future of Children: Welfare to Work (7:1)*. The Center for the Future of Children, 1996.

Pindus, Nancy and Holcomb, Pamela. *Analysis of the Impacts of Proposed Legislative Changes in the Senior Community Service Employment Program*, Urban Institute Report, 1996.

Holcomb, Pamela. *Family Support and Welfare Reform in Reality and Research: Social Science and Urban Policy*, The Urban Institute Press, 1995.

Pavetti, Donna, Pamela Holcomb and Amy-Ellen Duke. *Increasing Participation in Work and Work Related Activities: Lessons from Five State Welfare Reform Demonstration Projects*. Washington D.C.: The Urban Institute, 1995.

Seefeldt, Kristin and Pamela Holcomb. *Welfare Reform in 1993: JOBS Implementation and State Initiatives*. Washington D.C.: The Urban Institute, 1994.

Sonenstein, Freya, Pamela Holcomb and Kristin Seefeldt. *Promising Approaches to Improving Paternity Establishment Rates at the Local Level*, with Freya Sonenstein and Kristin Seefeldt in Irv Garfinkel, Sara McLanahan and Phil Robins, eds., Child Support and Child Well-Being, Urban Institute Press, 1994.

Sonenstein, Freya, Pamela Holcomb and Kristin Seefeldt. "What Works Best in Improving Paternity Establishment Rates?" in Public Welfare, 51:4, Fall 1993.

Holcomb, Pamela. *A Historical Overview of Welfare Reform: Major Themes, Initiatives, and Tensions*. National Center for Children in Poverty, 1993.

Holcomb, Pamela. *Welfare Reform: The Family Support Act in Historical Context*. Washington, D.C.: The Urban Institute, 1993.

Holcomb, Pamela. Book Review of Poor Women and their Families by Beverly Stadum, Journal of Social History, December, 1993.

Holcomb, Pamela, Kristin Seefeldt, and John Trutko. *One-Stop Service Integration: Major Dimensions, Characteristics, and Impediments to Implementation*. Washington, D.C., The Urban Institute, 1993.

Abramson, Alan and Pamela Holcomb. "Contracting Out by Government in San Antonio: City Support for "Delegate" Social Service Agencies," in *Growth without Prosperity: San Antonio's Experience in the New Economy*. San Antonio, Texas: Partnership for Hope, 1993.

Selected Urban Institute Reports Submitted to the Washington State Legislative Budget Committee for the Evaluation of the Family Independence Program:

- Nightingale, Demetra, Pamela Holcomb, and Kristin Seefeldt. *Final Process Analysis Report: The Washington State Family Independence Program*. Washington, D.C.: The Urban Institute, 1993.
- Loprest, Pamela, Pamela Holcomb, Demetra Nightingale, Carolyn O'Brien, and Lee Bawden. *Those Who Found Jobs and Left Welfare: Findings from the Social Services Client Interview Survey*. Washington, D.C.: The Urban Institute, 1993.



Bawden, Lee and Pamela Holcomb. *Administration of a Housing Allowance by Social Care Offices in Czechoslovakia*. Washington, D.C.: The Urban Institute, 1992.

Ku, Leighton, Sharon Long, David Dickinson, April Brayfield, Barbara Cohen, Pamela Holcomb, Laudan Aron, Sandra Clard, and Patrice Flynn. *Low-Income Children's Nutritional Needs and Participation in USDA's Food Assistance Programs*. Washington, D.C.: The Urban Institute, 1993.

Nightingale, Demetra, Barbara Cohen, and Pamela Holcomb. "Supportive Services for Youth" in *Dilemmas in Youth Employment Programming: Findings from the Youth Research and Technical Assistance Project*. Washington, D.C.: U.S. Department of Labor, 1992.

Hofferth, Sandra, April Brayfield, Sandra Deich, and Pamela Holcomb. *National Child Care Survey 1990*. Washington D.C.: The Urban Institute Press, 1991.

Holcomb, Pamela and Demetra Nightingale. *Evaluation of the Western Interstate Child Support Enforcement Clearinghouse Project*. Washington, D.C.: The Urban Institute, 1989.

Bawden, Lee, Pamela Holcomb, Neal Jeffries, Wayne Vroman, and Douglas Wissoker. *Evaluation of the Food and Nutrition Service's Federal One-Tier Quality Control Pilot Project*. Washington, D.C.: The Urban Institute, 1989.

Demetra Nightingale, Anne Camissa, Pamela Holcomb, Wayne Vroman, and Regina Yudd. *Evaluation of the Costs and Effectiveness of the Systematic Alien Verification for Entitlements (SAVE) System for Verifying the Immigration Status of Food Stamp Program Applicants*, Urban Institute Project Report to the U.S. Congress for the Food and Nutrition Service. Washington, D.C.: The Urban Institute, 1988.

Urban Institute Reports produced under The Urban Institute Nonprofit Sector with Les Salamon, James Musselwhite, Kristin Gronbjerg, Paul Harder, Diane Disney, David Johnson, J.S. Hall and Mark Rosentraub:

- *Human Services Spending in Phoenix and Pinal County: The Changing Roles of Government and Private Funders* (1987); *Human Services Spending in San Francisco: The Changing Roles of Government and Private Funders* (1987); *Human Services Spending in Rhode Island: The Changing Roles of Government and Private Funders* (1987); *Human Services Spending in Dallas: The Changing Roles of Government and Private Funders* (1987); *Human Services Spending in Chicago: The Changing Roles of Government and Private Funders* (1987).

Holcomb, Pamela. The Pittsburgh Child Guidance Center: Fifty Years of Leadership in Children's Mental Health Services. Pittsburgh, Pennsylvania. Carnegie-Mellon Press, 1985.

SELECTED PRESENTATIONS

Association of Public Policy and Management Meeting. "Where Paper Policies and Reality Intersect: Doing Implementation Analysis" (October 1998).

Administration for Children and Families, Conference on Evaluation Welfare Reform. "Process Evaluation: Implementation and Operation Studies" (June 1998)

American Evaluation Association Annual Meeting. "Bridging the Gap Between Public Policy Decisions and Evaluation Research" (November 1998).

National Association for Welfare Research and Statistics 38th Annual Workshop. "Evaluation of Welfare-to-Work Initiatives" (August 1998).

United Way of America's Public Policy Roundtable. Presented at two different sessions: "Implementation of Welfare Reform: Best Practices" and "For Profit and Faith Community Approaches to Welfare Reform" (January 1998)

Institute of Research on Poverty's Summer Research Workshop on Problems of the Low-Income Population. "Welfare Reform in the States: A Ground-Level View" (June 1998)

Coalition on Human Needs. "Welfare Reform in Wisconsin" (July 1998)

Virginia Conference on Welfare Reform. Second Annual Conference on Welfare Reform, Virginia's Future: Self-Reliant Families, Connected Communities. *The Local, State and National Scene on Welfare Reform*. Joint Presentation with Susan Riedinger. November, 1997.

Association for Public Policy Analysis and Management, Nineteenth Annual Research Conference. *How Effective are Time Limits for Welfare Recipients? Early Evidence from Indiana*. (Joint Presentation with Erik Beecroft, Abt Associates) November 1997.

Foundation on Children, Research Forum on Children, Families and the New Federalism, Process Evaluation Workshop. *Current Process Research Work at the Urban Institute* (Joint Presentation with Demetra Nightingale). October, 1997.

Indiana Department of Children and Families Fall Workshop, Focusing on Community Planning for Self-Sufficiency. *Implementing an Effective Work First Model* (Joint Presentation with LaDonna Pavetti) September, 1997.



Center on Budget and Policy Priorities. Welfare Reform: What's Happening in the States. (Joint Presentation with LaDonna Pavetti) September 1997.

APWA Conference, Connecting Research, Policy, and Practice. *Mining State Administrative Data to Inform Policy and Practice*, June 1997.

Voices for Illinois Children and University of Chicago School of Social Work. Forum on Welfare Reform, Tough Choices for Illinois Children. *State Welfare Reform Initiatives: Common Trends and Practices to Increase Work Among Welfare Recipients* (plenary session) and *What Communities Can Do to Measure and Track the Impact of Welfare Reform on Children*. June 1997.

Urban Institute, ANF Technical Advisory Board. Presentation on *Preliminary Findings from the Case Studies*. (Joint Presentation with LaDonna Pavetti). April, 1997.

National Academy of Sciences, Board of Children, Youth, and Families, Roundtable on Head Start Research. *Head Start-Child Care Collaborations: New Models in a Changing Landscape*. Presentation on Perspectives from Research. February 1997.

Virginia State Legislature, Commission on Child Care. *State Child Care Issues and Practices Under Waivers and Implications of Federal Welfare Reform*. December 1996.

USDA, Food Consumer Economic Division. Overview of Urban Institute's New Federalism Project on Impact of Welfare Reform (Joint Presentation with Demetra Nightingale). November 1996.

Technical Assistance and Training. Conducted training sessions of over 200 front-line eligibility and welfare to work staff in Indiana to improve random assignment procedures. Part of a training session for federal staff on implementation research and part of a training session for case study members on field work (1996)

Chairman, APPAM Conference, "Welfare and Employment: Factors that Affect Welfare Dependency." (October, 1996)

Co-Presenter, Food and Nutrition Service, "Assessing the Impact of Welfare Reform: The New Federalism Study." (November, 1996)

Speaker, "Measuring Success in Paternity Establishment," National Child Support Association Policy Conference on Paternity Establishment: The Vital Link, February, 1996.

Speaker, "Employment and Training Programs: Lessons from the Research," and "Measuring the Impact of Block Grants on Children's Well-Being: What Advocates Can Do," Children's Defense Fund Southern Regional Conference, February 1996.

Speaker, "Implications of Impending Welfare Reform Legislation for Illinois," Plenary Session of Chicago Assembly Meetings on Families, Poverty and Welfare, November 1995.

Speaker, "Strategies to Increase Welfare Recipients' Participation in Employment and Employment Related Activities: Early Lessons from State Welfare Reform Demonstrations," National Association of Welfare Research Statistics Annual Meetings, August 1995.

Speaker, "Research and Welfare Reform," Urban Affairs Association Annual Meetings, May 1995.

Speaker, "The Role of Research in the Current Welfare Reform Debate," Mickey Leland Congressional Fellows Seminar, March 1995.

Speaker, "Paternity Establishment: Research Findings and their Implications for Current Congressional Legislative Proposals," National Child Support Enforcement Association, Child Support Research Conference, February 1995.

Speaker, "Family Friendly Welfare Reform—Using Welfare Policies to Strengthen the Family" District of Columbia Mayor's Roundtable on Welfare Reform, November 1994.

Discussant, "Child Support Reform III—Where Do We Go From Here?" Association of Public Policy and Management Meetings, October 1994.

Discussant, "Child Support Reform I—Its Role in the Current Welfare Debate," Association of Public Policy and Management Meetings, October 1994.

Speaker, "Paternity Establishment: Variations in Practice and Promising Approaches to Effective Performance," National Association of Welfare and Research Statistics, August, 1993.

Speaker, "Improving Paternity Establishment," National Child Support Enforcement Association Conference, August, 1993.

Speaker, "Findings from the National Paternity Establishment Survey," New York Department of Social Services, Conference on Investing in the Future, Welfare Reform and Child Support, February, 1993.



Speaker, "Paternity Establishment and Welfare Reform: Issues for the 1990s," District of Columbia Mayor's Roundtable on Welfare Reform, December 1992.

Panelist, "Downey-Hyde Child Support Assurance: Research Values and the Legislative Process," Association of Public Policy and Management Meetings, October 1992.

Witness, Testimony Presented before the U.S. Congress, Committee on Ways and Means, Subcommittee on Human Resources. Hearings on the Downey-Hyde Child Support Assurance Proposal, July 1992.

Speaker, "Paternity Establishment in 1990: Organizational Structure, Voluntary Consent, and Administrative Practices" with K. Seefeldt and F. Sonenstein. Paper presented at DHHS/ASPE Paternity Establishment: A Public Policy Conference, February 1992.

Panelist, "Paternity Establishment at the Local Level: Organization, Voluntary Consent and Performance" with F. Sonenstein and K. Seefeldt. Conference on Child Support and Child Well Being, Airlie House VA, December 1991.

Speaker, "Paternity Establishment: Practices, Barriers and Innovations at the Local Level." Presentation at the Family Impact Seminar's session on Paternity Establishment, Child Support and JOBS Strategies, November 1990.