

**YEAR TWO WORKPLAN
(OCTOBER 2000 TO
SEPTEMBER 2001)**

**IMPROVING SOCIAL
SERVICES DELIVERY
SYSTEMS**

Prepared for



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**YEAR TWO WORKPLAN
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IMPROVING SOCIAL SERVICES DELIVERY SYSTEMS

INTRODUCTION

This plan covers the period October 2000 to September 2001 the second year of the Improving Social Services Delivery Systems in Russia Project. With permission from the United States Agency for International Development (USAID) we have prepared one plan for the entire second year of the project rather than six-month plans as has been the normal practice. The plan will be updated and modified, if necessary, through the quarterly reporting mechanism in this project.

The first year of the project was characterized by the selection of pilot cities, the selection of pilot projects for each city and the collection of data to assess the situation in each of those cities. The four pilot cities that are participating in the project are Arzamas, Novgorod, Perm and Tomsk. During the first year the project team worked with the pilot cities to select program design reforms, projects for competitive procurement, and administrative reform projects to be implemented during Year Two. Work has also begun with all cities on the implementation of all pilot projects. City work groups have been formed for each project, and the project team has had one or more meetings with each. Issues regarding program design and implementation have been identified by the work groups, and the project team has worked with city administrators on development of recommended strategies to deal with each issue.

Also, during Year One, City reports were issued for each city and a baseline report, *Social Safety Net at the Local Level in Russia: Case Studies of Four Cities*, was published in July 2000. The Annex at the end of this plan lists all papers produced by the project in Year One.

We have grouped the project's major activities for Year Two into eight project components:

- Better Targeted Social Assistance Programs
- Social Service Delivery
- Strengthening Administrative Procedures
- Monitoring and Evaluation
- Dissemination of Reform Experience
- Volga Federal District Initiative
- National Social Policy Development
- Final Report

Our main foci for the second year will be the implementation of planned reforms in each city, monitoring and evaluating a selection of these projects and dissemination of information on the reform projects through the implementation of a project web site and through conferences and seminars. Additionally, through The Institute for Urban Economics (IUE) contacts with Sergei Kirienko, Executive Representative of the President to the Volga Federal District, and at the Ministry of Labor, the project team will work on national policy issues in the area of social protection and will facilitate additional initiatives in the Volga District.

The original plan for this project envisioned implementation of the first round of reforms during Year One, with additional reforms in each pilot city and possibly introducing reforms in additional cities taking place during Year Two. As has been specified in our quarterly reports, most time estimates for the accomplishment of the original objectives were understated. Consequently, none of the proposed pilot projects could be implemented during Year One. There is neither the time nor the resources to expand either the current list of projects or the number of cities during Year Two. Pilot projects that might be identified in Year Two would have little chance of becoming operational by the end of the project. The project team has opted to ensure the quality of the projects implemented by the addition of a monitoring and evaluation component to the work plan, as well as, an ambitious plan for the dissemination of project information and results, which will be made available to as wide an audience as possible; the dissemination component will also be bolstered by the evaluation findings.

TASKS DURING THE WORKPLAN PERIOD

Better Targeted Social Assistance Programs

During the first year of the project the project team worked with the four pilot cities through meetings, seminars, and written correspondence to select a project to either reform current programs or to implement a new program to improve the targeting of social assistance programs. Three of the cities, Arzamas, Novgorod and Perm agreed to implement targeting projects.

During Year One of the project, the project team worked with all cities to begin the program design phase of implementation. Work groups were formed in each city and the project team met one or more times with each work group to clarify each city's project objectives and to identify program design issues that would need to be resolved prior to the implementation of each project. The project team has also provided city administrators with detailed recommendations for each decision point that they will encounter in finalizing how the reform programs will be designed and implemented.



Arzamas Project Description

The city of Arzamas will implement a comprehensive food assistance program, combining all existing food assistance programs in the city, with the exception of meals for kindergarten children, which will remain a stand-alone program. The new program will have no categorical requirements and will provide eligible families with a benefit package, using the current benefit structure available through the multiple programs that now exist. This new program will also, in effect, means test eligibility for the current School Lunch Program and the Baby Formula Program, neither of which have any financial eligibility requirements at the present time.

Status at the Beginning of Year Two

The project team conducted two meetings with the project work group to ensure that both the city and project team were in agreement on the overall design of the project and what it is to accomplish. The project team further provided the city with a written description of all issues that need to be resolved before the program design can be finalized, including:

- A definition of countable income and how it is to be calculated
- A definition of countable assets and how they will affect eligibility for the program
- How benefit packages for eligible households will be constructed
- What period of eligibility will be used to certify households found eligible

Additionally, the project team worked with the city to have a normative act passed by the city to allow for the implementation of non-categorical social assistance programs. All issues should be resolved prior to the end of September 2000 and an implementation plan containing dates for completion of each step of the implementation process should be finalized.

Implementation

It is expected that the new program will be implemented in Arzamas effective no later than January 1, 2001. Prior to implementation the project team will work with the city on the following implementation activities:

- Finalization of detailed program design
- Issuance of order from the Mayor's office allowing the new program to be implemented

- Writing detailed instructions and procedures for all workers that will accept applications and determine eligibility for this program
- Preparation of training materials and provision of training to all workers

Novgorod Project Description

Currently, the city of Novgorod operates a series of locally funded programs known collectively as the Social Support of Low Income Families Program. These programs provide cash and in-kind benefits to a variety of categories of households. While financial eligibility requirements are similar, there are some differences for different categories of households. The targeting reform project would remove all categories as an eligibility requirement for this type of local assistance and would standardize financial eligibility requirements for all households. Additionally, Novgorod distributes the benefits for these programs quarterly and usually cannot afford to pay all eligible households. As a consequence, each quarter the city further refines its categorical requirements by deciding which types of households, who have all been determined eligible for the program, will in fact receive benefits from the program in any given quarter. The project team is working with the city to reduce the percentage of the subsistence level that they use as an eligibility maximum to ensure that all households determined eligible for the new program will receive the benefits to which they are entitled.

Status at the Beginning of Year Two

The project team conducted one meeting with the project work group to ensure that both the city and project team were in agreement on the overall design of the project and what it is to accomplish. The project team further provided the city with a written description of all issues that need to be resolved before the program design can be finalized, including:

- Determining the income eligibility maximum to be used by the city to ensure that all eligible households will receive benefits
- A definition of countable income and how it is to be calculated
- A definition of countable assets and how they will affect eligibility for the program
- How benefit packages for eligible households will be constructed

Additionally, the project team worked with the Social Protection Committee Chairman to draft and to get passed the normative acts that will allow the city of Novgorod to implement locally funded social assistance programs with no categorical



requirements. All issues should be resolved prior to the end September 2000 and an implementation plan containing dates for completion of each step of the implementation process should be finalized.

Implementation

It is expected that the new program will be implemented in Novgorod effective no later than January 1, 2001. Prior to implementation the project team will work with the city on the following implementation activities:

- Finalization of detailed program design
- Issuance of order from the Mayor's office allowing the new program to be implemented
- Writing detailed instructions and procedures for all workers that will accept applications and determine eligibility for this program
- Preparation of training materials and provision of training to all workers

Perm Project Description

The city of Perm provides very little locally funded social assistance to needy households. The only locally funded cash assistance program provides benefits only once per year, and food assistance outside of school lunches and the Baby Formula Program is only provided, as humanitarian aid to the city becomes available. Perm does have a vigorous economy and jobs, though often with low pay, are readily available. The city of Perm will implement a pilot project in one district of the city, limited to 100 low income households, that will provide a regular benefit, either monthly or quarterly, to alleviate the short-term impoverishment of the family, along with a package of services, many of them mandatory as a condition of receiving the benefit package, that are designed to help the household become less dependent on government assistance. These services will primarily concern employment issues such as job assessment, job training and assistance in seeking employment, but will also include such things as asset management to enhance household income and dealing with other family problems such as alcohol addiction and working with disabled household members.

Status at the Beginning of Year Two

The project team conducted two meetings with the project work group to ensure that both the city and project team were in agreement on the overall design of the project and what it is to accomplish. The team has also met with staff of the Motovilkhinsky District where the project will take place to discuss implementation

issues with them. The project team has also provided the city with a written description of all issues that need to be resolved before the program design can be finalized, including:

- Selection criteria for the 100 households who will participate in the program (It has been determined that in the micro-raion within the Motovilkhinsky District where the pilot will be conducted that almost 400 households have income below the subsistence level)
- A definition of countable income and how it is to be calculated
- A definition of countable assets and how they will affect eligibility for the program
- How benefit packages for eligible households will be constructed
- What services will be provided to households in the program and which ones will be considered mandatory
- What sanctions will be applied to households that do not comply with program requirements

All issues should be resolved prior to the end September 2000 and an implementation plan containing dates for completion of each step of the implementation process should be finalized.

Implementation

It is expected that the new program will be implemented in Perm effective no later than January 1, 2001. Prior to implementation the project team will work with the city on the following implementation activities:

- Finalization of detailed program design
- Issuance of order from the Mayor's office allowing the new program to be implemented
- Negotiating agreements between the City Administration and the Federal Employment Office regarding types of services that will be provided to program participants
- Designing an application form that will capture all necessary data needed to determine eligibility for the program



- Writing detailed instructions and procedures for all workers that will accept applications and determine eligibility for this program
- Preparation of training materials and provision of training to all workers

Summary of Level of Effort for Project Component 1

October - December 2000:
LOE of American Staff: 25 days
LOE of Russian Staff and Consultants: 49

Remainder of Project:
LOE of American Staff: 70 days
LOE of Russian Staff and Consultants: 65

SOCIAL SERVICES DELIVERY

During the first year of the project, the project team worked with the four pilot cities through meetings, seminars, and written correspondence to select a project for competitive procurement in a city. All four cities agreed to implement a competition to procure social services from nongovernmental entities as part of this project.

The project team also conducted seminars in each city with city administrators and non-governmental organization (NGO) directors to discuss each city's proposal for the services to be procured through competition. NGO directors were allowed to make presentations about the types of social services they already provide and to explain what would be required to ready them to participate in the planned competition.

The project team used these seminars to announce the project's Small Grant Competition. The project budgeted \$5,000 per city to be used specifically for capacity building activities for NGO's to prepare them for participation in the city competition. NGO's wishing to participate in the Small Grant Competition were required to do the following:

- Complete a detailed application describing what funding was needed and what activities would be funded
- Provide a detailed budget showing how the funds would be used
- Describe how the activities proposed would increase their capacity to participate in the city's competition

Grants were awarded to NGO's in all cities prior to the end of Year One.

CITY INITIATIVES

Arzamas Project Description

The City of Arzamas determined that young men who were veterans of the Chechan conflict were a significant presence in the city, numbering about 300. Anecdotal evidence suggested that many new intakes having to do with domestic violence and other family problems were occurring in families headed by a recently returned veteran. Many single veterans were having difficulty getting jobs once they returned and problems with alcohol addiction were also cited. The city has chosen to competitively procure services from nongovernmental entities, probably all non profits, to provide case management and rehabilitation services to these veterans. The goal of the services is to assist these veterans in returning to a normal life, including assistance in obtaining and maintaining a job.

Status at the Beginning of Year Two

The project team conducted two seminars in Arzamas, one with city administrators, Self-government neighborhood center directors, and City Duma deputies, to discuss what types of services the city should consider purchasing through the competitive procurement part of this project. The second seminar included city administrators, NGO leaders and members of the Chechen veteran community and was held to discuss specifically the types of services needed to implement a comprehensive rehabilitation program for veterans of the Chechen conflict. At the second seminar the project team described the Small Grant Competition to increase NGO capacity for participation in the city competition and explained who was eligible to receive the grants and the process for applications. Grants were awarded to three NGO's in Arzamas during September 2000. These grants were awarded to:

- Safety to Families (A non-governmental women's association) to obtain three (3) licenses for providing social-pedagogical, social-psychological and legal advice services and to provide training to five (5) psychologists and three (3) social workers so they can receive appropriate certification to provide services under a city contract—\$1,735.28.
- Veterans of the Conflict in Chechnya of Arzamassky Region to provide training to seven (7) volunteers in the social rehabilitation of veterans of military actions at the Social-Psychological Family Center in Moscow so they can receive the appropriate certification to provide services under a city contract—\$1,999.29.
- Arzamas Youth Council to obtain licenses for providing social-psychological and legal advice services, to provide professional training in social work to three (3) volunteers at the Social-Psychological Family Center in Moscow, to



provide training to one (1) volunteer in accounting at the Small Business House in Arzamas, and to purchase one computer—\$1,264.92.

Additionally, the City Duma passed the necessary normative acts to allow for the competitive procurement of social services in the city.

Implementation

In tandem with the seminars described above, the project team met with city administrators to outline the competitive procurement process. The project team has provided the city with a detailed outline of what must be accomplished before the contracts for purchase of services can be completed, including:

- Drafting a Request for Proposal
- Publishing the RFP
- Holding a Pre-Bid Conference
- Forming a Selection Committee
- Drafting contracts for the purchase of services
- Signing the final contracts with the competition winners

It is expected that all activities will be completed and the services will begin to be provided under the signed contracts by January 2001.

Novgorod Project Description

The City of Novgorod currently provides in home services to elderly and disabled adults. These services include such things, as house cleaning and assistance with the purchase of groceries and other errands such as bill paying. The City Administration allocated an additional 100,000 rubles in the city budget to expand the program to an additional 120 individuals. Rather than expand the number of city employees that provide these services, the city has chosen to purchase these services for the additional individuals from nongovernmental entities through a competitive process.

Status at the Beginning of Year Two

The project team conducted two seminars in Novgorod, one with city administrators and NGO leaders to discuss what types of services the city should consider purchasing through the competitive procurement part of this project. The second seminar included city administrators, NGO leaders and directors of specific NGO's that would be expected to participate in the competition and was held to discuss specifically the types of services needed to implement the city's plan. NGO leaders had an opportunity to ask questions about the city's expectations and how the competition would be conducted. At the second seminar the project team described the Small Grant Competition and introduced the two (2) winning NGO's. Since the city had published a

fairly detailed explanation of their proposed competitive procurement in the spring of 2000, the project team had already conducted the Small Grant Competition to increase NGO capacity to participate in the competition and had provided grants to two NGO's in July. These grants were provided to:

- Novgorod Region Community Fund "Kovcheg" to provide training to ten (10) staff members in social work and to six (6) in psychotherapy and counseling from local institutions and to obtain licenses for providing social and pedagogical services, legal services, and rehabilitation services under city contract—\$2,387.
- League of Women of Middle and Elderly Age to provide training to 15 volunteers in social work so they can be certified to provide services under a city contract, and to obtain licenses for providing hot-line consultations and to provide home visitation services under city contract—\$2,428.

Additionally, the City Duma passed the necessary normative acts to allow for the competitive procurement of social services in the city.

Implementation

In tandem with the seminars described above, the project team met with city administrators to outline the competitive procurement process. The project team has provided the city with a detailed outline of what must be accomplished before the contracts for purchase of services can be completed, including:

- Drafting a Request for Proposal
- Publishing the RFP
- Holding a Pre-Bid Conference
- Forming a Selection Committee
- Drafting contracts for the purchase of services
- Signing the final contracts with the competition winners

It is expected that all activities will be completed and the services will begin to be provided under the signed contracts by January 2001.

Perm Project Description

Under federal law, oblasts have the responsibility of assessing the disability of children and creating a rehabilitation plan specific to each child. It is usually the city's responsibility to provide these services, many of, which often are not available. The City of Perm decided to purchase in-home services for disabled children from nongovernmental entities through a competitive process. These services would include such things as assistance in obtaining medical tests and documentation connected with



getting the child registered as disabled, speech therapy, physical therapy, play therapy, and for teenagers, professional training in handcrafts. Because of lack of funding the number of clients served will be limited to specific geographic areas of the city, with a maximum number being established for each district selected.

Status at the Beginning of Year Two

The project team conducted two seminars in Perm, one with city administrators, Duma deputies and NGO leaders to discuss what types of services the city should consider purchasing through the competitive procurement part of this project. The second seminar included city administrators and directors of specific NGO's that would be expected to participate in the competition and was held to discuss specifically the types of services needed to implement the city's plan. NGO leaders had an opportunity to make presentations on the kinds of services for disabled individuals that they already provide and to ask questions about the city's expectations and how the competition would be conducted. At the second seminar the project team announced the Small Grant Competition to enhance NGO capacity to participate in the city competition, explaining who was eligible to participate and the application process. The Small Grant Competition was held and grants were awarded to 4 NGO's in the city in September 2000. These grants were awarded to:

- Kirovchanka (a women's organization of the Kirovskiy district) to provide 15 volunteers with training in social work and the provision of in-home services so that at least 10 of them will receive the appropriate certification to provide services under a city contract and a license for the provision of services in the city of Perm—\$650.02.
- Perm Association of Medical Pedagogy to obtain a license for providing services under a city contract and to purchase equipment for providing in-home services—\$494.08.
- Perm Branch of the Russian Charity and Health Fund to design in-house training and provide such training to 35 to 40 volunteers in provision of rehabilitation services and to obtain a license for providing services to disabled children under a city contract—\$2,377.41.
- Association of People with Motor Disabilities to obtain a license for providing education services to disabled children under a city contract and to hire teachers and purchase equipment for provision of training services—\$1,450.00.

Additionally, the City Duma passed the necessary normative acts to allow for the competitive procurement of social services in the city.

Implementation

In tandem with the seminars described above, the project team met with city administrators to outline the competitive procurement process. The project team has provided the city with a detailed outline of what must be accomplished before the contracts for purchase of services can be completed, including:

- Drafting a Request for Proposal
- Publishing the RFP
- Holding a Pre-Bid Conference
- Forming a Selection Committee
- Drafting contracts for the purchase of services
- Signing the final contracts with the competition winners

It is expected that all activities will be completed and the services will begin to be provided under the signed contracts by January 2001.

Tomsk Project Description

Under federal law, oblasts have the responsibility of assessing the disability of children and creating a rehabilitation plan specific to each child. It is usually the city's responsibility to provide these services, many of, which often are not available. The City of Tomsk has decided to purchase services for disabled teenagers from nongovernmental entities through a competitive process. These services would include such things as life skills training, counseling for parents of disabled teenagers and family therapy, integration of disabled teenagers into groups of non-disabled ones, and professional orientation and training, especially in computer skills. Because of lack of funding the number of clients served will be limited based on geographic area and whether the child has had a individual rehabilitation plan approved by the oblast Medical Social Commission.

Status at the Beginning of Year Two

The project team conducted two seminars in Tomsk, one with city administrators, NGO leaders and members of the University Community to discuss what types of services the city should consider purchasing through the competitive procurement part of this project. The second seminar included city administrators and directors of specific NGO's that would be expected to participate in the competition and was held to discuss specifically the types of services needed to implement the city's plan. NGO leaders had an opportunity to make presentations on the kinds of services for disabled individuals that they already provide and to ask questions about the city's expectations and how the competition would be conducted. At the second seminar the project team announced the Small Grant Competition to enhance NGO capacity to participate in the city competition, explaining who was eligible to participate and the application process. The



Small Grant Competition was held and grants were awarded to four NGO's in the city in September 2000. These grants were awarded to:

- Tomsk Hobby Center to provide training to five of its specialists in how to mainstream disabled children into classes with non-disabled ones from the Institute of Medical Pedagogy and Social Therapy in St. Petersburg so that they can be certified to provide services under a city contract—\$1,478.
- Tomsk Regional office of the Fund of Civil and Political Education to provide training for two specialists at Tomsk State University in social work, and to provide training to two volunteers so that they can teach computer skills to teenagers with limited abilities. The Fund will also use the grant to train volunteers for a special hot-line for disabled teenagers and to obtain licenses for providing social-psychological and social-pedagogical services under a city contract—\$700.70.
- Tomsk NGO Support Center to organize training from the Tomsk branch of the Moscow State Open Pedagogical University for up to 30 staff members of NGO's in Tomsk so they can provide services to disabled teenagers under a city contract and to conduct seminars for city NGO's on project management and other issues of competitive procurement—\$2,243.60.
- Tomsk Center of Valdorfskaya Initiative to two specialists with training at the Institute of Therapeutic Pedagogy in St. Petersburg and two specialists with training at the Tomsk Branch of the Moscow Open University to learn to work with children with speech and hearing difficulties. The center will also obtain a license for providing social services under a city contract—\$500.

Additionally, the City Duma passed the necessary normative acts to allow for the competitive procurement of social services in the city.

Implementation

In tandem with the seminars described above, the project team met with city administrators to outline the competitive procurement process. The project team has provided the city with a detailed outline of what must be accomplished before the contracts for purchase of services can be completed, including:

- Drafting a Request for Proposal
- Publishing the RFP
- Holding a Pre-Bid Conference
- Forming a Selection Committee
- Drafting contracts for the purchase of services
- Signing the final contracts with the competition winners

It is expected that all activities will be completed and the services will begin to be provided under the signed contracts by January 2001.

Summary of Level of Effort for Project Component 2

October - December 2000:

LOE of American Staff: 10 days

LOE of Russian Staff and Consultants: 22 days

Remainder of Project:

LOE of American Staff: 35 days

LOE of Russian Staff and Consultants: 50 days

STRENGTHENING ADMINISTRATIVE PROCEDURES

Early in Year One of the project, the project team began to visit local social protection agency offices in the four pilot cities to assess how well they administered the programs for which they were responsible. While the full assessment of the nine offices visited with conclusions and recommendations was not completed until July 2000, patterns of administrative inefficiency began to emerge at a much earlier date. Additionally, at the first technical seminar held in each city, city administrators and NGO leaders were encouraged to discuss administrative reforms that the city could implement to make client access to programs and services easier and to streamline the eligibility and benefit delivery process. Two cities, Arzamas and Novgorod agreed to implement administrative reforms as part of this project.

Arzamas Project Description

The Arzamas initiative includes two parts. First the city has agreed to develop one application form that will be used to apply for all city social assistance benefits and services and for the Housing Allowance Program. This application will replace four existing applications currently in use. The application will have detailed instructions for completion so that the data collected on the application will be the same regardless of which agency takes the information from the applicant household.

The second part of the initiative will be a pilot project with one Self Government Neighborhood Committee to test a single point of entry for all benefits and services using the application described above. Under this pilot, a household will only file one application, have one interview, and will provide only one set of verifications or other needed documents, to receive all benefits and services which are requested and for which the household is eligible.



Status at the Beginning of Year Two

The project team has had three meetings with city administrators specifically to discuss the implementation of the administrative reforms. The city drafted a model application, which was forwarded to the project team. The team redesigned the application form including many items that had been discussed with the city, but which were not included on the city's draft. At the final meeting, of the three mentioned above, the city and the project team reviewed the city's concerns with the project team's draft application and agreement was reached on each issue so that the final application form can be designed. The project team also provided the city with a detailed list of issues that the city will need to resolve prior to the implementation of the single point of entry model. The team met with the city work group assigned to this part of the project to work out the various scenarios that the city was likely to see. So instructions for all staff in all agencies are being developed that will explain in detail how an application was to be handled in each scenario.

Implementation

Work will continue with the city work groups and city administrators to accomplish to following tasks:

- Finalize the application form and instructions
- Create training materials and work with the city to provide training on how the application is to be completed to all workers who will use it
- Complete design of the single point of entry model including detailed instructions for all possible scenarios
- Work with the Head of Social Protection and the Housing Allowance Office to determine if additional intake staff from other agencies will need to be housed in the Self Government Neighborhood Center to take applications
- Create training materials and provide training to all workers who will be involved in the pilot on the procedures to be followed

It is expected that both part of the administrative reform project will be implemented no later than January 1, 2001.

Novgorod Project Description

Novgorod's reform to improve targeting was described above in *Better Targeted Social Assistance Program* Section. That reform will consolidate a number of different programs collectively known as the Social Support for Low Income Families program.

The portions of this program are currently administered by different agencies in the city, and in some cases they have variations in eligibility rules and use different application forms. The city has agreed to design a single application form for this program, ensuring that all data collected from applicant households will be consistent regardless of which agency takes the application.

Status at Beginning of Year Two

The city work group has begun reviewing the applications currently being used by all agencies administering portions of the Social Support for Low Income Families program to determine exactly what data will need to be included on the new application form. The project team has provided the city with a copy of the draft application form that was designed for the city of Arzamas so that they can use it as a model for their design.

Implementation

Work will continue with the city work groups and city administrators to accomplish the following tasks:

- Finalize the application design and detailed instructions for completing the form
- Creation of training materials and provision of training to all workers who will be using the form. (NOTE: This training will be held at the same time as the training for the reformed program design, as the workers will be the same and the application form and reformed program will be implemented at the same time.)

It is expected that the new application form will be implemented no later than January 1, 2001.

Summary of Level of Effort for Project Component 3

October - December 2000:

LOE of American Staff: 10 days

LOE of Russian Staff and Consultants: 22 days

Remainder of Project:

LOE of American Staff: 35 days

LOE of Russian Staff and Consultants: 50 days



MONITORING AND EVALUATION

While not part of this project's original work plan, the project team believes it essential to conduct a systematic evaluation of a sample of the pilot projects that will be implemented during the course of the second year. Evaluations will help to ensure that the pilot projects are being implemented as planned and having the intended effect. They may also provide lessons for the improvement of current reforms in the four pilot cities and strategies for avoiding obstacles when implementing secondary reforms. Moreover, as the ISSDS project moves forward into the dissemination phase (refer to *the Dissemination* section), evaluation results of the initial pilot projects will be a key tool in demonstrating the value of particular reform measures.

The pilot projects selected for evaluation represent the diversity of pilot programs that will be implemented in the pilot cities over the course of the year. They include two projects for better targeted social assistance (Arazams and Perm) and one project on strengthening administrative reforms (Arzamas). Further details of the evaluations of the these pilot projects are provided below.

Arzamas—Better Targeted Social Assistance Evaluation Description

As one of its pilot projects, the city of Arzamas will implement a comprehensive food program that will eliminate categorical requirements, introduce means-testing to the School lunch and Baby Formula program and combine all existing food programs into a single benefit package. Implementation of this project is described in the *Better Targeted Social Assistance Programs* Section.

The evaluation of this pilot project will address the implementation process and initial changes to the caseload of the food programs once they are combined into the comprehensive food program. Data collection will include interviews by project staff with benefit workers to determine if the program has been implemented according to the program design. Data collection will also include obtaining detailed caseload data from local administrators for all of the combined programs before and after the implementation of the project to determine if the elimination of categories and the means testing of two of the components leads to an altered demographic and economic composition of the caseload and improved targeting to the poor.

Implementation

The pilot project is expected to be implemented no later than January 1, 2001. Prior to implementation the project team will develop a detailed evaluation plan and meet with local officials to agree on the plan components. Once the plan is completed, the project team will track aggregate caseloads by category for the various programs that will be combined into the comprehensive program. The team will also develop interview protocols and case-review protocols.

Following implementation, interviews will be conducted with a small sample of local benefit workers to determine if implementation is proceeding as approved in the project design. Caseloads will be tracked for the new program by category following the implementation for a two to three month period. If necessary, a sample of case records will be reviewed to help determine caseload composition changes. The evaluation will be completed by the end of April.

Perm—Better Targeted Social Assistance Evaluation Description

The city of Perm will implement a Better Targeted Social Assistance pilot project in one district of the city. It will be limited to 100 low income households and provide a monthly or quarterly benefit. In addition, service plans will be created for each recipient household describing a package of services designed to help the benefit recipients move toward self-sufficiency. In order to remain eligible for the benefits, recipients must participate in activities described in the service plans. Implementation of the project is also described in the *Better Targeted Social Assistance Programs* Section.

The evaluation of this project will focus on the implementation process of the proposed reforms and the initial outcomes of the clients. Data collection will include a review of a sample of case records, including the service plans, by local hired staff following the implementation of the pilot. The case reviews will be used to determine if procedures stipulated in the project design are being followed. After three months, a second case review will be conducted to determine if clients are following the service plan and obtaining employment. Clients who are no longer part of the caseload and who did not provide reasons for leaving the caseload will be interviewed, where possible, by local hired staff to determine their employment status.

Implementation

The pilot project will be implemented no later than January 1, 2001. Prior to implementation, the project team will develop a detailed evaluation plan, meet with local officials to agree on the contents of the evaluation, work with local officials in charge of developing the employment services plan to ensure that individual employment services plans include data needed for the evaluation, and develop case-review protocols.

Within a few weeks of the implementation of the pilot project, the project team will select a sample of case records for review. The same case records will be reviewed again after a three month period. If necessary, phone surveys will be conducted to determine the status of missing cases. Data analysis will be completed in June.

Arzamas—Strengthening Administrative Reforms Evaluation Description

The second pilot project in Arzamas includes two initiatives. The first initiative includes developing a unified application form for all social benefits and establishing its



use in all benefit centers throughout the city. The second initiative includes developing a single point of entry for all benefits and services in one neighborhood of the city. Implementation of these initiatives is described in the *Better Targeted Social Assistance Programs* Section.

The evaluation of this project will focus on the compliance of workers in administering the new application form and on the success of the implementation of the single point of entry. Data collection will include interviews by project staff with a sample of caseworkers and observations of client-caseworker interactions to determine proper use of the new application. A review of a sample of case records following implementation will be conducted to determine reductions in application redundancy and reductions in visits required by those clients using the single point of entry.

Implementation

Preceding implementation of the pilot project, the project team will develop a detailed evaluation plan, consult with local authorities on the plan, and develop interview protocols and case-review protocols. The pilot project is expected to be implemented by January 1, 2000. Interviews and case-reviews will be conducted after one month of implementation. Data analysis will be completed in March.

Other Monitoring Plans

In addition to the four major evaluations, the team will continue to monitor and assess the targeting, social service delivery, and administrative reform pilot projects that are not scheduled for a more extensive evaluation. This monitoring will include visits to the cities to consult with city officials, benefit center administrators, and local office workers to determine if program reforms are being implemented. In addition, the project team will work with local officials on monitoring the performance of social service contractors.

Summary of Level of Effort for Project Component 4

October - December 2000:

LOE of American Staff: 24 days

LOE of Russian Staff and Consultants: 30 days

Remainder of Project:

LOE of American Staff: 96 days

LOE of Russian Staff and Consultants: 155 days

DISSEMINATION

A fundamental objective of the project is to “expand the horizons” of local governments to think creatively about how to structure, administer, and deliver social assistance in their communities. Within the available resources, the project will try to maximize the number of local public officials informed about the innovations being implemented in the pilot cities. An inter-related three-part approach will be used which combines development of an Internet site, participation in seminars, and publication of the most useful project materials.

Web Site

In visiting our cities and checking with officials in others, we have determined that cities commonly have access to the Internet. Clearly this makes possible a dramatic expansion in the project’s potential reach. At the same time not all offices have access. Since this means that social assistance staff at offices without an internet connection may have to “borrow time” on the computers of other offices which are connected, it is important that download time for screens of information be short and that it be possible to download hard copies efficiently. To minimize downloading problems, it will be possible to download all files in RTF or PDF formats.

The project’s web page will be part of the larger IUE site, although it will also be accessible directly as a separate address. While the exact content of the site is still under development the follow items are likely to be present.

Common Application for Social Services and Associated Guidelines—Local governments are proving interested in the simplification and greater equity in the treatment of applicants available from using a common application and definitions in determining assistance eligibility. Therefore, we will include the example of Arzamas as a strong application and associated guidelines. The related staff training module will be included as well, assuming that there is time to prepare it.

Interactive Model for Analyzing Impacts of Social Sector Reforms—This interactive micro-simulation model will help cities with the design of their programs. The main strength of the model will be in showing program interactions, including the cumulative tax rates faced by beneficiaries who participate in multiple programs. The module will have a couple of “model reform” packages, based on those already adopted, e.g., Novgorod, to illustrate the benefits of better targeting and administrative practices.

Local Flexibility with Federal Mandates—A list of federal mandates that states explicitly what control local governments have over targeting and administration. Wherever possible we will cite an example of a locality that has taken the initiative in modifying the fulfillment of a mandate.



Questions and Answers on Improved Design of Social Programs—This builds on an internal document developed during the first year that uses a lively Q&A format to in effect create an the “ideal program.” The answers developed to date will be expanded to be more comprehensive and to include examples.

Estimating Administrative Costs of Social Service Programs—Local governments have little to no idea of the cost of running their programs because of the way their accounts are organized. This is the interactive program completed in Year One. The version on the web site will be applicable to a multiple social service delivery center environment.

Model Local Government Social Sector Legislation—The site will contain laws and implementing regulations for a variety of programs and administrative procedures, classified into different areas. Best will be laws and regulations actually in force; where truly model legislation is not available in real life, we will present such model legislation.

Seminar participation

With the recent initiatives of the Putin Administration in the area of social assistance, including the proposed devolution of more responsibility for targeting and administration of social assistance to local governments, it is likely that there will be a substantial number of seminars held of the role of local governments in the social services sector. The project team plans to take advantage of these opportunities by helping to shape programs and being prominent presenters at many of these seminars. The presentations will certainly in part market the innovations being implemented in the pilot cities.

It is too early to define most of these opportunities. One, however, can be identified: the International Conference on Social Assistance Reform in the CIS, scheduled for November 15 and 16. This conference is being organized by IUE and the project will be prominently represented. Overall, we anticipate that the project team will participate in at least eight seminars.

Reports on pilot projects

A vital resource in marketing the social assistance innovations in the pilot cities will be a concise, easy-to-read record of what was done and an assessment of how well it worked. The project team will prepare descriptions of the various pilot projects by the end of January 2001 (recall that all projects are to be fully functional by the end of the year 2000). As results of the assessments of the projects become available, the descriptions will be expanded to include this record of accomplishment. These papers will be posted on the home page and disseminated at the seminars at which presentations on the project are made. We will also speak to officials at the Ministries

of Economy and International Trade and Labor and Social Protection about wider distribution.

Summary of Level of Effort for Project Component 5

October - December 2000:
LOE of American Staff: 41 days
LOE of Russian Staff and Consultants: 0 days
Subcontractor will implement web site

Remainder of Project:
LOE of American Staff: 29 days
LOE of Russian Staff and Consultants: 60 days

VOLGA FEDERAL DISTRICT INITIATIVE

Status at the Beginning of Year Two

During calendar year 2000, the Putin administration introduced a new level of administration in the Russian Federation, seven federal districts. Sergei Kirienko was appointed as Executive Representative of the President to the Volga District. In June 2000, the IUE organized several events aimed at presenting USAID initiatives to Mr. Kirienko. In particular, an ISSDS project team member accompanied Mr. Kirienko on visits to the two pilot cities for the project, Arzamas and Perm, that are in the Volga District. The visits included meetings with city administrators to discuss their involvement in the ISSDS project. Following these visits, Mr. Kirienko announced that Arzamas would be provided with a targeted federal grant of two million rubles to develop their pilot project on a larger scale, including new benefits for the city's poorest households. He also announced that a Volga District Fair on Social Projects, modeled after the local fair held annually in Perm, would be held in late November 2000. He further announced additional federal funding for the city of Perm to conduct a competition for matching grants to provide social services that would unite the efforts of local governments, NGO's, businesses, and other community organizations.

Mr. Kirienko also sent a letter to the USAID Mission Director, Ms. Carol Peasley, proposing that the Volga Federal District be considered "a testing ground" for further pilot projects.

In another letter, from Mr. Kirienko to IUE President, Ms. N. Kosareva, Mr. Kirienko identified several projects that he would like to develop in the Volga Federal District, including a Fair of Social Projects and to include NGO's in social service provision through contracts and grants. This is one of the strategies included in the Putin administration's short-term strategic plan, the Gref Plan.



A member of the project team also participated in a meeting of the vice-governors of the Volga Federal District on social issues with discussions on the development of a broader agenda of action plans for social reform.

Year Two Activities

Mr. Kirienko has specifically requested assistance from the project team in the development of his idea for providing matching grants from federal government structures to regional and municipal governments, through a competitive process, for the provision of social services at the local level. The team has been asked to provide technical assistance in the formulation of themes for the competitions, competition rules, drafting any necessary legislation, consultations with regional authorities and NGO's, and assistance in the selection of projects from the Volga District Fair that should be funded.

The Fair will provide a venue for the presentation of projects conducted by civil social associations and neighborhood committees in the areas of meeting the needs of various vulnerable groups. It will also highlight the how the integration of federal and local resources is used to combat poverty. Mr. Kirienko will facilitate the integration process through a system of matching grants to be awarded on a competitive basis. The participants of the Fair will be able to receive grants if they are able to provide matching funds from local businesses or other sources or provide in-kind match through the use of volunteers.

The project team will facilitate a series of round-table discussions in Nizhny Novgorod and Perm on the competitive procurement process and NGO involvement in the provision of social services. The discussions will also include sessions on the difference between contracts and grants and when each is appropriate to use. Finally, there will be discussions on how innovative social projects can be institutionalized.

The team will also conduct several capacity building workshops for high level social administrators in the Volga District aimed at the implementation of the Putin administration's short term action plan.

Summary of Level of Effort for Project Component 6

October - December 2000:

LOE of American Staff: 5 days

LOE of Russian Staff and Consultants: 27 days

Remainder of Project:

LOE of American Staff: 20 days

LOE of Russian Staff and Consultants: 150 days

NATIONAL SOCIAL POLICY DEVELOPMENT

Status at the Beginning of Year Two

In the first half of this year, the Putin administration initiated several policy making activities that resulted in a document entitled "Major Directions of Social and Economic Policy of the RF Government in the Long Term Perspective" (the Gref Plan). Members of the project team were invited to participate in several planning sessions during which the plan was being drafted, particularly in the areas housing policy, social assistance and employment policy.

The Gref Plan includes new strategies for restructuring the social sector in Russia, addressing education, health care, culture, employment, social assistance, sports, and other issues. In general, the Gref Plan calls for equal access to basic educational, health and social services, for the effective and efficient protection of the most vulnerable groups, and for creating a better economic environment that will enable working families to increase their income. The Gref Plan envisions shifting more responsibilities to the oblast and local level, maintaining that decisions on targeted assistance should be made at the local level. At the same time federal ministries should strengthen their role in providing methodological guidance and model regulations.

Many of these suggestions were included in the RF Government Short-Term Action Plan (Regulation No. 1072, dated July 26, 2000) including:

- Shifting responsibility for social assistance programs to regions and municipalities. Federal transfers will take into account the level of poverty in different regions.
- Reducing subsidies to the providers of benefits
- Reducing "socially irrelevant" privileges to categories of households
- Eliminating privileges to the police, the military and other public service employees
- Assisting households to achieve an income level or level of consumption equal to the subsistence level

Year Two Activities

The project team will provide technical assistance to the federal government in the implementation of the Short-Term Action Plan. In particular they will work with the Deputy Minister of the Economy on Social Issues, Mr. M. Dmitriev, the Deputy Minister



of Labor and Social Development, Ms. G. Karelova, and the Director of the Department of Social Demographic Policy and Development of Social Protection at the Ministry of Labor, Ms. O. Samarina. The project team will assist in the administrations advocacy for a new law, the Basics of Social Protection, and in the drafting of normative acts for social workers as requested by the Ministries. Additionally, the project team may be requested to conduct seminars for mid-level officials of the two ministries to clarify the Gref Plan.

Summary of Level of Effort for Project Component 7

October - December 2000:

LOE of American Staff: 5 days

LOE of Russian Staff and Consultants: 5 days

Remainder of Project:

LOE of American Staff: 25 days

LOE of Russian Staff and Consultants: 115 days

FINAL REPORT

Prior to the end of the project, the project team will prepare a final report summarizing the work that was done during the entire project period and providing recommendations for further work in the area of improving social service delivery in Russia.

Summary of Level of Effort for Project Component 8

October - December 2000:

LOE of American Staff: 0 days

LOE of Russian Staff and Consultants: 0 days

Remainder of Project:

LOE of American Staff: 20 days

LOE of Russian Staff and Consultants: 40 days

Summary Chart of Level of Effort for all Tasks

Task	American Staff	Russian Staff
Better Targeted Social Assistance Programs		
October - December 2000	25 days	49 days
Remainder of Project	70 days	65 days
Social Services Delivery		
October - December 2000	10 days	22 days
Remainder of Project	35 days	50 days
Strengthening Administrative Procedures		
October - December 2000	10 days	22 days
Remainder of Project	35 days	50 days
Monitoring and Evaluation		
October - December 2000	24 days	30 days
Remainder of Project	96 days	155 days
Dissemination		
October - December 2000	41 days	0 days
Remainder of Project	29 days	60 days
Volga District Initiative		
October - December 2000	5 days	27 days
Remainder of Project	20 days	150 days
National Policy Initiative		
October - December 2000	5 days	5 days
Remainder of Project	25 days	115 days
Final Report		
October - December 2000	0 days	0 days
Remainder of Project	20 days	40 days

PERFORMANCE INDICATORS

This section first reviews the indicators established for the first six months of the project and then proposes indicators for accomplishments at the project's conclusion, i.e., the end of Year Two.

The following table summarizes the indicators set for the period covered by the initial work plan and their fulfillment. As indicated both of the defined objectives were accomplished.



**Summary of Initial Performance Indicators and
Corresponding Accomplishments for First Six Months of Project**

Indicator	Status
Cities wishing to participate in the ISSDS program have sent letters of commitment, acknowledging their financial and organizational obligations to the project	Accomplished
All cities approve "Regulations on Competitions for Municipal Social Order	Accomplished

The following indicators are proposed for the project at its completion.

Performance Indicators at Project Completion

Task	Indicator
Better targeted social assistance programs	Pilot programs working in at least two cities 1. Competitions held in at least three cities
Competitive social service delivery	2. Capacity of at least one NGO strengthened to compete in competitions in at least three cities
Administrative reform	Major change in program administration or coordination implemented in at least two cities 1. User-friendly web site on innovations developed under the project fully operational, including information on all innovations.
Dissemination of reform experience	2. Project team participates in at least five seminars to promote reforms in social assistance at the local government level.



Work Plan Milestones

Date	Action/Event	Project Component/Task
2000		
October		
November	1 Implementation of Web Site	
	2 Volga Federal Region Social Services Fair	
December	1 Add Interactive Simulation to Web Site	
	2 All cities sign off on evaluation plans	
2001		
January	1 Implementation of Better Targeting Reform Projects in Arzamas, Novgorod, and Perm	
	2 Implementation of Competitive Procurement Programs in Arzamas, Novgorod, Perm, and Tomsk	
	3 Implementation of Administrative Reform Projects in Arzamas and Novgorod	
February		
March	Evaluation Report on Arzamas Administrative Reform	
April	Evaluation Report on Arzamas Better Targeting Reform	
May		
June	Evaluation Report on Perm Better Targeting Reform	
July	Evaluation Report on Novgorod Competitive Procurement	
August		
September	Final Report	

ANNEX

Materials and papers produced by the Project Staff during Year One:

Report: City Summaries for the Selection Committee of the ISSDS Project, November 29, 2000

Research Review Note: Targeting of Social Assistance in Countries of the Former Soviet Union, January 19, 2000

Memo: Socially Vulnerable Groups and Poverty, February 2, 2000

Analytic Report: Arzamas City, Social Aspects and Development, December 1999

Analytic Report: Novgorod City, Financial and Organizational Aspects of the Social Protection System, January 2000

Analytic Report: Perm City, Financial and Organizational Aspects of the Social Protection System, March 2000

Analytic Report: Tomsk City, Financial and Organizational Aspects of the Social Protection System, January 2000

Memo: Trip Report on Ukraine visit, April 17, 2000

Baseline Report: Social Safety Nets at the Local Level in Russia: Case Studies of Four Cities. July 2000

Report: Local Administration of Social Service and Social Protection Programs in Russia, July 2000

Report: Other Donors' Activities in the Field of Social Reform July 2000

Report: Calculation of Administrative Costs of Social Protection Programs, August 2000

Memo for Cities: Assessment of Local Agency Administration of Social Protection Programs, September 2000

Spreadsheet: Excel Spreadsheet for the Automatic Calculation of Administrative Costs for Social Protection Programs, September 2000