

Document of
The World Bank

Report No: ICR2606

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IBRD-73180)

ON A

LOAN

IN THE AMOUNT OF US\$25 MILLION

TO THE

ARGENTINE REPUBLIC

FOR AN

INSTITUTIONAL STRENGTHENING OF THE NATIONAL SOCIAL SECURITY
ADMINISTRATION (ANSES II)

TECHNICAL ASSISTANCE LOAN

April 10, 2013

Poverty Reduction and Economic Management

Public Sector & Governance Unit

Latin America and the Caribbean Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective 2006 and September 2012)

Currency Unit = Argentine Peso
2006

1.00 = US\$ 0.327

US\$ 1.00 = 3.054 pesos

September 2012

1.00 = US\$ 0.213

US\$ 1.00 = 4.7 pesos

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

ADP	Beneficiaries Database (<i>Administrador de Personas</i>)
ANSES	National Social Security Administration (<i>Administración Nacional de Seguridad Social</i>)
AUH	Universal Child Allowance (<i>Asignación Universal por Hijo</i>)
CAS	Country Assistance Strategy
CPS	Country Partnership Strategy
CRM	Customer Relationship Management
ERP	Enterprise Resource Management
FGS	Sustainability Guarantee Fund (<i>Fondo de Garantía de Sustentabilidad</i>)
FM	Financial Management
GDP	Gross Domestic Product
GTZ	German Agency for Technical Cooperation (<i>Deutsche Gesellschaft für Technische Zusammenarbeit</i>)
IBRD	International Bank for Reconstruction and Development
ICT	Information and Communication Technology
ICR	Implementation Completion Report
IDB	Inter-American Development Bank
IFR	Interim Financial Report
IMF	International Monetary Fund
ISR	Implementation Status and Results Report
IT	Information Technology
JICA	Japan International Cooperation Agency
M&E	Monitoring and Evaluation
PAD	Project Appraisal Document
PDO	Project Development Objective
PCU	Project Coordination Unit
QAG	Quality Assurance Group

QALP	Quality Assessment of Lending Portfolio
SAFJP	Superintendency of the Private Pension System (<i>Superintendencia de AFJP's</i>)
SAP	Systems, Applications and Products in Data Processing
SIPA	Integrated Social Security System (<i>Sistema Integrado Provisional Argentino</i>)
SRT	Private Work-Place Risk Superintendency (<i>Superintendencia de Administradoras de Riesgos de Trabajo</i>)
SSS	Social Security Secretariat
SUAF	Single System for Family Allocations (<i>Sistema Unico de Asignaciones Familiar</i>)
SUDE	Single System for Unemployment (<i>Sistema Unico de Desempleo</i>)
TTL	Task Team Leader
UDAT	Telephone Service Unit (<i>Unidad de Atención Telefónica</i>)
UNDP	United National Development Program
UNOPS	United Nations Office for Project Services

Vice President: Hasan A. Tuluy

Country Director: Penelope J. Brook

Sector Manager: Arturo Herrera Gutierrez

Project Team Leader: Ana Bellver Vazquez-Dodero

ICR Team Leader: Ana Bellver Vazquez-Dodero

ICR Primary Author: Aranzazu Guillan-Montero, Adrienne Hathaway

ARGENTINA
Institutional Strengthening of the National Social Security Administration

CONTENTS

Data Sheet

- A. Basic Information
- B. Key Dates
- C. Ratings Summary
- D. Sector and Theme Codes
- E. Bank Staff
- F. Results Framework Analysis
- G. Ratings of Project Performance in ISRs
- H. Restructuring
- I. Disbursement Graph

1. Project Context, Development Objectives and Design	1
2. Key Factors Affecting Implementation and Outcomes.....	4
3. Assessment of Outcomes	8
4. Assessment of Risk to Development Outcome	12
5. Assessment of Bank and Borrower Performance.....	12
6. Lessons Learned.....	15
7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners	15
Annex 1. Project Costs and Financing	16
Annex 2. Outputs by Component.....	17
Annex 3. Economic and Financial Analysis	29
Annex 4. Bank Lending and Implementation Support/Supervision Processes	30
Annex 5. Beneficiary Survey Results	32
Annex 6. Stakeholder Workshop Report and Results.....	34
Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR	35
Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders	47
Annex 9. List of Supporting Documents.....	48
Annex 10. Relevant IBRD and IDB Projects.....	49

MAP

A. Basic Information			
Country:	Argentina	Project Name:	Institutional Strengthening - ANSES II TA
Project ID:	P092836	L/C/TF Number(s):	IBRD-73180
ICR Date:	04/10/2013	ICR Type:	Core ICR
Lending Instrument:	TAL	Borrower:	GOVERNMENT OF ARGENTINA
Original Total Commitment:	USD 25.00M	Disbursed Amount:	USD 18.05M
Revised Amount:	USD 18.05M		
Environmental Category: C			
Implementing Agencies: National Social Security Administration (ANSES)			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	02/24/2005	Effectiveness:	11/16/2006	11/16/2006
Appraisal:	05/17/2005	Restructuring(s):		01/17/2011 09/27/2012
Approval:	07/05/2005	Mid-term Review:		
		Closing:	03/31/2011	09/30/2012

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Moderately Satisfactory
Risk to Development Outcome:	Moderate
Bank Performance:	Moderately Satisfactory
Borrower Performance:	Moderately Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Satisfactory	Government:	Moderately Satisfactory
Quality of Supervision:	Moderately Satisfactory	Implementing Agency/Agencies:	Moderately Satisfactory
Overall Bank Performance:	Moderately Satisfactory	Overall Borrower Performance:	Moderately Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	Yes	Quality at Entry:	Satisfactory
Problem Project at any time (Yes/No):	Yes	Quality of Implementation:	Moderately Satisfactory
DO rating before Closing/Inactive status:	Satisfactory		

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
Central government administration	100	100
Theme Code (as % of total Bank financing)		
Administrative and civil service reform	40	40
Other accountability/anti-corruption	20	20
Other public sector governance	40	40

E. Bank Staff		
Positions	At ICR	At Approval
Vice President:	Hasan A. Tuluy	Pamela Cox
Country Director:	Penelope J. Brook	Axel van Trotsenburg
Sector Manager:	Arturo Herrera Gutierrez	Ronald E. Myers
Project Team Leader:	Ana Bellver Vazquez-Dodero	Kathrin A. Plangemann
ICR Team Leader:	Ana Bellver Vazquez-Dodero	
ICR Primary Author:	Aranzazu Guillan-Montero	
	Adrienne Elizabeth Hathaway	

F. Results Framework Analysis

Project Development Objectives (from Project Appraisal Document)

Building on the achievements of the first operation, the project development objective is to enhance service-delivery by ANSES by improving its efficiency, effectiveness, transparency and accountability through institutional reengineering, fraud and error detection, change management and greater internal and external oversight, as well as institutional strengthening of the Social Security Secretariat.

In particular, the proposed project will: (i) consolidate and expand selected organizational reforms of ANSES through business process reengineering, integration and automation of core processes, functions, and products, and ICT investments for continuous dynamic change with a view to improve the efficiency and effectiveness of service-delivery; (ii) support the institutional strengthening of the Social Security Secretariat to enhance its policymaking and oversight functions, strengthen the accountability of ANSES and other social security institutions, and promote outreach to other stakeholders; (iii) enhance access to information and exchange of information, help fraud and error detection in benefit determination and liquidation, and promote effective channels for citizen engagement and oversight, with a view to improve internal and external transparency and citizen participation; and (iv) promote change management, innovation, and dissemination of good management practices to enhance project performance and sustainability.

Revised Project Development Objectives (as approved by original approving authority)

(a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Satisfaction rates of service delivery (measured by % beneficiaries that rate ANSES Services "Satisfactory")			
Value quantitative or Qualitative)	45%	80%		86.2%
Date achieved	06/01/2005	03/31/2011		06/15/2012
Comments (incl. % achievement)	Achieved. Last reading recorded as of June 2012.			
Indicator 2 :	Reduction of average time in the provision of new benefits			
Value quantitative or Qualitative)	140 days	90 days		74 days
Date achieved	06/01/2005	03/31/2011		09/30/2012
Comments (incl. % achievement)	Achieved.			
Indicator 3 :	Reduction of error rates in the determination of benefits (measured by % of			

	errors in calculation and application of norms over total errors)			
Value quantitative or Qualitative)	74%	27%		34%
Date achieved	06/01/2005	03/31/2011		12/31/2009
Comments (incl. % achievement)	Target for 2009 achieved (37%) before a new indicator was informally introduced to the results framework, but results never documented in ISRs.			
Indicator 4 :	Improved disclosure and dissemination of studies to regulated agencies, Ministry of Labor and Employment, and general public as measured by stakeholders survey satisfaction			
Value quantitative or Qualitative)	0	75%		
Date achieved	06/01/2005	03/31/2011		
Comments (incl. % achievement)	No progress on indicator.			
Indicator 5 :	Survey to Employees and other stakeholders that reflect support of project activities and openness to change.			
Value quantitative or Qualitative)	To be taken at the beginning of the project	90%		78.5%
Date achieved	06/01/2005	03/31/2011		12/31/2011
Comments (incl. % achievement)				

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Reduction of time in the provision of death benefits processed by (i) phone or (ii) attending a service center.			
Value (quantitative or Qualitative)	(i) 60 days (ii) 170 days	(i) 1 day (ii) 1 day		(i) 5 days (ii) 66 days
Date achieved	06/01/2005	03/31/2011		09/30/2012
Comments (incl. % achievement)	Almost achieved. ANSES replaced the provision of benefits processed by phone with Web Services, which were introduced in 2006. Provision of benefits via Web Services took 5 days in 2006-2012. Information for actual value at completion reflects web services.			
Indicator 2 :	Average Initiation of retirement benefits by employee working on service delivery per month.			
Value	66	74		19

(quantitative or Qualitative)				
Date achieved	06/01/2005	03/31/2011		09/30/2012
Comments (incl. % achievement)	Changes in ANSES's operational strategy resulted in a shift towards channels like telephone and internet. This, combined with an increase in personnel to meet increased beneficiary demand, reduced the number of cases initiated per employee.			
Indicator 3 :	Increased number of centers and regional distribution (measured by increase in number of offices per year)			
Value (quantitative or Qualitative)	244	10		6
Date achieved	06/01/2005	03/31/2011		09/30/2012
Comments (incl. % achievement)	Partially achieved; ANSES changed its strategy in 2007 to prioritize institutional presence through technological systems (kiosks) rather than opening new offices. Over the entire course of implementation, ANSES opened 113 offices (total targeted: 184).			
Indicator 4 :	Percentage pension systems fully integrated and automated (as measured by percentage of modules completed and fully implemented)			
Value (quantitative or Qualitative)	To be taken at the beginning of the project	100%		90%
Date achieved	06/01/2005	03/31/2011		12/31/2009
Comments (incl. % achievement)	Almost achieved. A target of 100% automation is not realistic.			
Indicator 5 :	Percentage improvement in: (i) ADP, (ii) SUAF, (iii) SUDE, (iv) Individual work history (total improvement at the end of each year measured by percentage of modules completed)			
Value (quantitative or Qualitative)	(i) 0 (ii) 0 (iii) 0 (iv) 0	(i) 100% (ii) 100% (iii) 100% (iv) 100%		(i) 100% (ii) 100% (iii) Not measured during project implementation (iv) 100%
Date achieved	06/01/2005	03/31/2011		12/31/2009
Comments (incl. % achievement)	Targets for (i), (ii) and (iv) achieved in 2009. PAD anticipated work history target to be met in year 3.			
Indicator 6 :	Increase in number of employees in the Career Plan (to be created by the project)			
Value (quantitative or Qualitative)	0	100%		100%
Date achieved	06/01/2005	12/31/2008		12/31/2010
Comments (incl. % achievement)	Achieved in 2010.			
Indicator 7 :	Redefined long term strategy and functions, streamlined processes, new			

	organizational structure, and M/E			
Value (quantitative or Qualitative)	None	100% operational		100%
Date achieved	06/01/2005	03/31/2011		09/30/2012
Comments (incl. % achievement)	Achieved			
Indicator 8 :	Number of Monitoring reports studies and studies on social policy.			
Value (quantitative or Qualitative)	Monitoring: 0 Studies: 0	Monitoring:20 Studies: 12		
Date achieved	06/01/2005	03/31/2011		
Comments (incl. % achievement)	Indicator not measured in implementation			
Indicator 9 :	Supervision of all autonomous agencies (ANSES, SAFJP, and SRT) executed at least once annually			
Value (quantitative or Qualitative)	No baseline defined in PAD.	At least once per year.		
Date achieved	06/01/2005	03/31/2011		
Comments (incl. % achievement)	Indicator not measured in implementation.			
Indicator 10 :	Citizens control evaluation mechanisms implemented.			
Value (quantitative or Qualitative)	0	100%		78%
Date achieved	06/01/2005	03/31/2011		09/30/2012
Comments (incl. % achievement)	Partially achieved.			
Indicator 11 :	Claims Management System implemented an incorporated into the process			
Value (quantitative or Qualitative)	To be taken at the beginning of the project	100%		100%
Date achieved	06/01/2005	12/31/2008		12/31/2009
Comments (incl. % achievement)	Achieved			
Indicator 12 :	Number of External Evaluations done and results incorporated into project implementation (per year)			
Value (quantitative or Qualitative)	None	2		3
Date achieved	06/01/2005	03/31/2011		09/30/2012
Comments	Achieved			

(incl. % achievement)				
Indicator 13 :	Management and M&E systems installed and operational at ANSES			
Value (quantitative or Qualitative)	To be taken at the beginning of the project.	100%		100%
Date achieved	06/01/2005	12/31/2008		12/31/2009
Comments (incl. % achievement)	Achieved in 2009.			
Indicator 14 :	Communications strategy			
Value (quantitative or Qualitative)	Lack of clearly defined communications strategy	Communication strategy defined, adopted and completed.		Communication strategy in place.
Date achieved	06/01/2005	06/30/2007		11/30/2009
Comments (incl. % achievement)	Achieved. Self defined target, following completion of strategy: 100% awareness of ANSES initiatives. Achieved: 90% awareness			

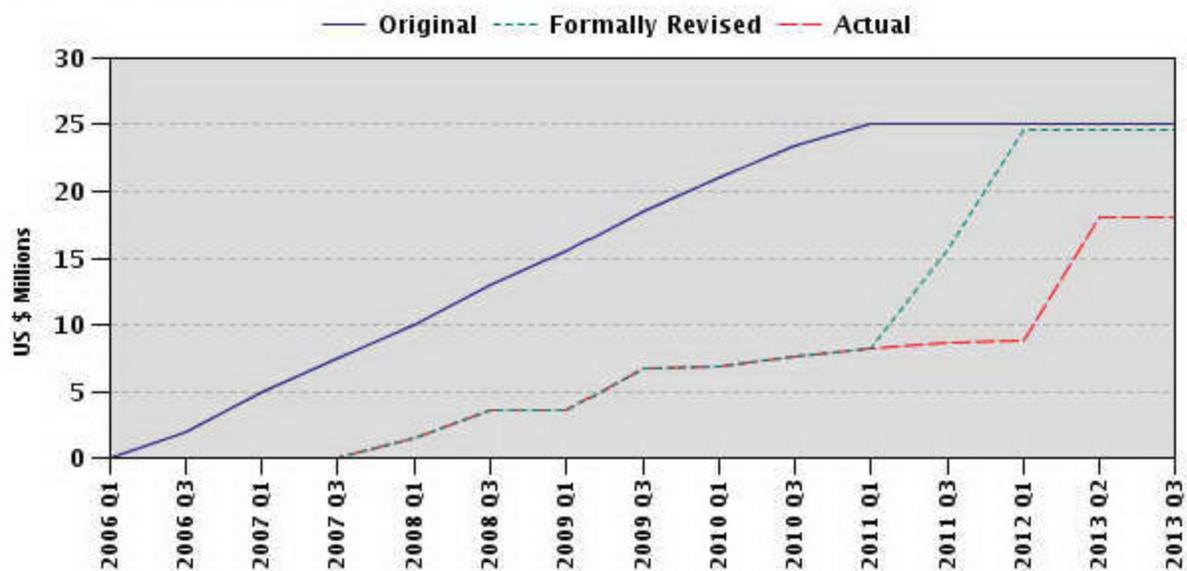
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	06/15/2006	Satisfactory	Satisfactory	0.00
2	06/30/2006	Unsatisfactory	Satisfactory	0.00
3	02/02/2007	Satisfactory	Satisfactory	0.06
4	08/01/2007	Satisfactory	Satisfactory	1.56
5	02/19/2008	Satisfactory	Satisfactory	3.52
6	07/23/2008	Satisfactory	Satisfactory	3.52
7	01/30/2009	Satisfactory	Satisfactory	6.71
8	10/01/2009	Satisfactory	Satisfactory	6.81
9	01/27/2010	Satisfactory	Satisfactory	7.57
10	11/28/2010	Satisfactory	Satisfactory	8.40
11	07/05/2011	Satisfactory	Satisfactory	8.65
12	01/21/2012	Satisfactory	Satisfactory	14.02
13	06/25/2012	Satisfactory	Moderately Satisfactory	14.02

H. Restructuring (if any)

Restructuring Date(s)	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		DO	IP		
01/17/2011		S	S	8.65	Closing date of loan extended by 18 months (from March 31, 2011 to September 30, 2012). Loan proceeds re-allocated between expenditure categories.
09/27/2012		S	MS	14.02	Loan proceeds re-allocated between expenditure categories.

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

1. At the time of project design, Argentina was recovering from its deepest political and economic crisis in generations, with gross domestic product (GDP) falling by 10.9 percent in 2002. The social impact of the crisis had been enormous. Poverty reached unprecedented high levels, growing by roughly 20 percentage points to 57 percent in 2002, and unemployment increased to over 20 percent in 2002. Argentina's economy started to rebound strongly in 2003 and supported by prudent macroeconomic policies, this upturn continued into 2004. However, while poverty stabilized, at the end of 2004 it still persisted at a high level of 40 percent.

2. Following the crisis, Argentina faced the challenge of securing sustainable long-term growth for equitable economic and social development while also supporting greater social expenditure, assisting employment creation, and enhancing living conditions. These challenges required effective governance, strong institutions, and efficient and transparent management of public policy. The Government, recognizing these needs, expressed its commitment to strengthening governance and state modernization to help the state provide better services in a more efficient, transparent, and accountable way.

3. ANSES, the National Social Security Administration, was created in 1991 as a semi-autonomous and decentralized institution with the fusion of independent pension administrations and family allowances agencies. It constitutes the administrative pillar of the social security system, managing and paying Argentina's social security benefits, and depends functionally of the Ministry of Labor, Employment and Social Security. ANSES is one of the largest public sector institutions in Argentina¹. Most importantly, ANSES administers the public pension pillar, which at the time of design represented more than 60 percent of its expenditure.

4. The Social Security Secretariat (SSS) is the unit of the Ministry of Labor, Employment and Social Security responsible for designing and monitoring social security policies and programs, as well as supervising the implementing agencies (including ANSES). Although the SSS was given a key role in the oversight of the social security system, including its coverage, financing and oversight, it had experienced a continuous decline in budget, staffing and policy impact. At design, it had only 42 staff members (12 civil servants and 30 consultants, which were largely financed by the Bank and agencies under the Secretariat's supervision).

5. To support its institutional effectiveness and help ANSES address key challenges, such as efficiency and transparency, the Bank supported the agency in areas including fraud and error control, provincial pension fund transfer, improvement of client service quality, and institutional strengthening through the "National Pension Administration Technical Assistance Loan" (ANSES I) (US\$ 20 million, P046821). Initiated in 1997, the loan helped ANSES to undertake significant institutional reforms which increased its management capacity. During this time, ANSES moved from an institution perceived as highly inefficient, nontransparent and poorly managed, to an institution perceived as having substantially improved social security administration, with important efficiency and transparency challenges nevertheless remaining².

6. The ANSES II project was seen as a means to enhance public sector management by focusing on a key service delivery agency and to build demonstration and multiplication effects to

¹ At design, ANSES managed two-thirds of total federal social expenditure, employed more than 7,000 and covered 7 million citizens, or about 20 percent of the population.

² Project Appraisal Document (PAD), page 2

replicate similar institutional strengthening initiatives elsewhere. Bank involvement was supported by three factors. First, given its size and population coverage, ANSES presented a central target for state modernization to improve service-delivery and help restore credibility in the public sector. Second, following the ANSES I project, there was demand from ANSES, the Ministry of Labor, Employment and Social Security, as well as the Ministry of Economy and the Chief of Cabinet Office for the Bank's expertise to solidify and expand ANSES I's institutional achievements through a follow up operation. Finally, the Bank was also in a unique position to continue its partnership with ANSES to deepen public sector reform in Argentina by building upon approximately US\$3.18 billion in relevant International Bank for Reconstruction and Development (IBRD) and Inter-American Development Bank (IDB) projects (See Annex 10).

7. The objectives of the project were fully aligned with those of the Country Assistance Strategy (CAS) (Report No. 27340-AR, discussed by the Board on April 15, 2004), of which the third pillar promoted better governance by improving accountability and transparency, and the ANSES II project was included within the US\$2 billion CAS lending program at the request of the authorities. The project was also in line with key recommendations of recent economic work on Argentina, including the 2003 Public Expenditure Review (Report No. 25991-AR), the 2002 Country Financial Accountability Assessment and the 2001 Country Procurement Assessment Report.

1.2 Original Project Development Objectives (PDO) and Key Indicators (as approved)

8. Building on the achievements of the first operation, the project development objective was to enhance service-delivery by ANSES by improving its efficiency, effectiveness, transparency and accountability through institutional reengineering, fraud and error detection, change management and greater internal and external oversight, as well as institutional strengthening of the Social Security Secretariat.

9. In particular, the specific objectives of the project were to:

(i) consolidate and expand selected organizational reforms of ANSES through business process reengineering, integration and automation of core processes, functions, and products, and information and communication technology (ICT) investments for continuous dynamic change with a view to improve the efficiency and effectiveness of service-delivery;

(ii) support the institutional strengthening of the Social Security Secretariat (SSS) to enhance its policymaking and oversight functions, strengthen the accountability of ANSES and other social security institutions, and promote outreach to other stakeholders;

(iii) enhance access to information and exchange of information, help fraud and error detection in benefit determination and liquidation, and promote effective channels for citizen engagement and oversight, with a view to improve internal and external transparency and citizen participation; and

(iv) promote change management, innovation, and dissemination of good management practices to enhance project performance and sustainability.

1.3 Revised PDO (as approved by original approving authority) and Key Indicators, and reasons/justification

10. Neither the PDO nor the PDO indicators were formally revised. However, the methodology used to measure the reduction in error rates was changed during implementation.³

1.4 Main Beneficiaries

11. In the long term, the ultimate beneficiaries of the institutional strengthening of ANSES and its resulting increased efficiency and effectiveness would be the members of civil society that receive benefits administered by the agency. The more immediate target groups of project activities included ANSES and SSS staff and governmental and non-governmental entities engaged in social security issues (including civil society).

1.5 Original Components (as approved)

12. *Component 1- Institutional Effectiveness of ANSES (Bank financing: US\$16.1 million, Counterpart financing: US\$4 million)* - This component aimed at increasing efficiency and effectiveness of ANSES through the design of a new strategy, reengineering and automation of core business processes, a redesign of the organizational structure and the necessary enabling mechanisms to support these changes in the corporate culture.

13. *Component 2 - Institutional Effectiveness of the Social Security Secretariat (Bank financing: US\$2 million, Counterpart financing: US\$1 million)* - The second component aimed to promote the institutional strengthening of the SSS to enhance its managerial and technical capacity for greater oversight of social security institutions.

14. *Component 3 –Transparency and Participation (Bank financing: US\$4.1 million, Counterpart financing: US\$3.8 million)* – The third component aimed at enhancing the transparency of ANSES by improving access to and exchange of information, particularly through improved fraud and error detection, litigation control, cross-checking of beneficiary data with other institutions and social accountability mechanisms for beneficiaries and other stakeholders.

15. *Component 4 - Change management (Bank financing: US\$1.5 million, Counterpart financing: US\$2.3 million)* - The fourth component was designed to ensure sustainability of organizational reforms, and included overall project management and specific change management instruments, such as a communications strategy and dissemination of best practices.

1.6 Revised Components

16. Components were not revised during project implementation.

1.7 Other significant changes

17. The Loan Agreement was expected to be signed and effective by July 5, 2006. Following delays in the issuance of a Government Decree approving the terms of the agreement, the Loan Agreement was signed on July 14, 2006. In October 2006, the effectiveness deadline was moved from October 12 to December 31, 2006 so that the Borrower could fully meet the effectiveness conditions. The project became effective on November 16, 2006, following a Bank waiver of the

³ As first reported in the November 2010 Implementation Status and Results Report (ISR), the methodology was changed from measuring “percentage of errors in calculation and application of norms over total errors” to measuring “the level of quantitative error in pension reports”.

term of the Loan Agreement that stipulated that a Steering Committee be in operation at the time of effectiveness. This waiver was later extended, and the Committee was never operational.

18. Delays in project implementation due to the delayed effectiveness of the loan and the large-scale internal reorganization of ANSES in 2008, required the extension of the project closing from its original date of March 31, 2011. A Level Two restructuring, moving the closing date to September 30, 2012, was approved on January 17, 2011. The project was restructured again on September 27, 2012 to re-allocate loan proceeds between expenditure categories.

19. Over the implementation period, several adjustments were made to re-distribute loan proceeds between expenditure categories. On May 7, 2007, US\$565,000 was shifted from unallocated to training, following the identification of necessary training as part of project programs. On August 14, 2009 changes were made to re-allocate loan proceeds from the goods, training, and unallocated categories to the consultant and non-consultant services categories, in order to support implementation of the Enterprise Resource Management (ERP) system. Finally, as noted above, on September 27, 2012, loan proceeds from goods, training, and non-consultant services were reallocated to consulting services, in order to support implementation of Systems, Applications and Products in Data Processing (SAP) and new activities prioritized in response to ANSES's new responsibilities and the formulation of its 2009-2011 strategic plan.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

20. The Quality Assessment of Lending Portfolio (QALP-2) that was conducted in 2010 assessed the overall Quality of Design and Supervision as Satisfactory. The design of the project reflected and built on relevant analytic and sector work as well as lessons learned from a preceding operation (ANSES I), and laid out measurable and achievable targets. The project was seen as a logical continuation of the preceding operation, reflecting appreciation of the need to solidify and expand institutional achievements, making them more sustainable, as well as recognition that benefit-award and service delivery could be improved further. The Project Coordination Unit (PCU) set up under ANSES I continued to serve as such for ANSES II. However, in contrast to the first operation in which ANSES was the only counterpart, ANSES II also included the SSS and intended for a Steering Committee led by the Social Security Secretary (discussed further below). Project design responded to a general interest for more transparency and accountability in social security services, opening opportunities for deeper changes in social security management and coordination of the social security system.

21. The Bank team opted to limit the scope of the operation to support ongoing ANSES's reform strategy and institutional modernization process through institutional strengthening activities and not include any policy-related initiative. Components 1, 3 and 4 focused on ANSES, addressing the issues of enhancing institutional effectiveness and efficiency, improving transparency and access to and exchange of information, and supporting change management instruments. These components experienced relatively fewer difficulties during their implementation. In contrast, the implementation of the second component, focused on the SSS, proved to be more challenging, experiencing significant delays during the life of the project

22. During Project design and preparation, extensive stakeholder consultations were undertaken on the project's design, objectives, and scope. These included close dialogue with other public institutions (e.g. Ministries of Economy, Labor, Interior, Social Development, and Chief of Cabinet Office), the private sector (e.g. private pension funds), multilateral institutions (e.g. International Monetary Fund (IMF), IDB, United Nations Development Program (UNDP)),

bilateral institutions (e.g. German Agency for Technical Coordination (GTZ), Japan International Cooperation Agency (JICA)), and a variety of civil society organizations (e.g. Transparency International, Social Forum for the Transparency of Argentina).

23. The Bank team identified various risks for project implementation, including reluctance to change, potential limited sustainability and accountability, limited inter-institutional coordination, and the use of project funds for purposes incompatible with project objectives. Accordingly, the Bank's team took appropriate measures to mitigate these risks through adequate project design, including proper sequencing of institutional reengineering, policy orientation, focus on job satisfaction, use of innovative private sector management and change management tools, quality analytic work, and a strong focus on procurement, fraud and error detection, internal auditing and external oversight.

24. The risk of limited accountability of ANSES proved to be more critical. Design measures, including the proposed Steering Committee to provide strategic leadership and oversee project implementation, were intended to address these issues. Under the leadership of the SSS, the Steering Committee was to be composed of representatives of the SSS, Chief of Cabinet Office, and the Ministry of Economy, and serve a coordinating role. However, the waiver of the Steering Committee prevented these measures from working effectively. The QALP-2 report highlighted that this risk should have been rated as a high risk (not moderate as in the PAD) and the establishment of the Steering Committee should have been a condition of Board presentation.

2.2 Implementation

25. The QALP-2 assessed the overall Quality of Implementation as Moderately Satisfactory due mainly to the disbursement lag by FY09. Initially, the project was delayed as a result of an 11-month delay in the approval process by Argentina's Government. Additional time was required to reach an agreement on the Steering Committee.⁴

26. The large scale internal reorganization experienced by ANSES in 2008 initially absorbed critical resources and directed the attention of the agency away from project implementation. After the enactment of Law 26.425, ANSES assumed an expanded economic and political role as a result of the creation of the Integrated Social Security System (SIPA), financed through contributions from active workers, employers, taxes, revenues and other sources, and the incorporation of new social benefits under ANSES management (including the Universal Childhood Entitlement and the program *Conectar Igualdad*). After the appointment of new top management positions, and the approval of ANSES's Strategic Plan for 2009-2011, project implementation gained new momentum. This, however, also involved setting new priorities and revising the activities financed under the project, and ANSES' own resources also grew significantly over this period (from approximately US\$21.7 billion in 2008 to about US\$46.4 billion in 2012). Project implementation prioritized the integration of internal processes (Component 1) over transparency and accountability (Component 3). The ERP project received additional resources, concentrating most of the project resources. New activities were agreed with the Bank's team (including the Social Security Observatory, development of e-learning platform, and transparency of procurement processes). Adjustments in the allocation of loan proceeds were related to the assumption of ANSES' new responsibilities.

27. It is important to differentiate between reform progress and achievement of results, and disbursements since they do not necessarily follow the same pattern. In the case of ANSES,

⁴ At that time, in Argentina, the average effectiveness time from Board approval to project effectiveness was 13 months.

counterpart funding was used to finance some of the activities in advance, and the limited rate of disbursements in many periods during the life of the project was the result of delays in the submission of reimbursement requests to the Bank, and the financing allocation rules for the loan (30% IBRD financing for consulting services and 100% for equipment). Delays in procurement processes and a high proportion of consulting services also account for the disbursement pattern.

28. Following effectiveness, project implementation progressed well, making substantial progress on PDO indicators 1 and 3, and achieving PDO indicator 2 by 2009 even as only 30 percent of the loan had been disbursed. By the end of 2011, the disbursement ratio reached 56%. However, disbursements were delayed between January and June 2012, and no action plan was prepared for the execution of unallocated resources. The Moderately Satisfactory implementation rating in the Implementation Status and Results Report (ISR) in early 2012 reflected this fact, with approximately US\$ 5.5 million not contracted, including most of the funds assigned to Component 2.

Table 1. Last ISR Ratings (June 2012)

	<i>Rating</i>
Progress Towards PDO Achievement	Satisfactory
Overall Implementation Progress	Moderately Satisfactory
Component 1	Satisfactory
Component 2	Moderately Unsatisfactory
Component 3	Satisfactory
Component 4	Satisfactory

29. Core initiatives related to ANSES's institutional strengthening (the largest loan component, representing approximately 88 percent of aggregate loan resources after the final restructuring), transparency and accountability, and change management proceeded well. But the component related to the SSS (Component 2) experienced implementation problems as described above. The Moderately Unsatisfactory implementation rating reflects that while one of the intermediate outcome indicators identified for the SSS in the project was attained, the project did not finance most of the activities planned for this component. Difficulties in the implementation of this component can be explained in part by the institutional arrangements, as described below. By the closing date, disbursements reached US\$ 16.7 million (66.8%) of the loan proceeds (US\$ 18.05 million or 72.2% of loan proceeds at closure of the loan account in February 2013). Total disbursements and commitments linked to Component 2 were below US\$ 250,000, leaving at least US\$ 1.75 million unassigned.

30. At design, the Project benefited from strong ownership by ANSES, building upon the results of the previous operation, and ownership remained high at the management level. Overall, ANSES II was successful in building greater ownership within the agency and internalizing the reform program through the change management component. However, rotation of top managers within ANSES and SSS, changes in project coordinator and changes within the Bank's team⁵ caused project implementation to slow and even stall. Although the activities financed by the project sometimes departed from those envisioned originally, Supervision missions and Action Plans agreed with the Bank on annual basis helped to provide structure for the revised project

⁵ Top management positions changed four times during the life of the project, and the project coordinator changed five times between July 2005 and November 2007. On the Bank side, the Task Team Leader (TTL) changed four times during project implementation and there were several changes in the procurement specialist assigned to the project.

activities. The operation resumed steady progress in 2009, when the 2009-2011 Strategic Action Plan brought renewed momentum to the reform process and project implementation.

31. During implementation, project efforts to strengthen and enhance the SSS's oversight role met with limited success, it seems, both because the Steering Committee was never operational and because of the implementation arrangements of the project. While the SSS was to some extent strengthened in its technical and monitoring and evaluation capacities through the project, its oversight role was not reinforced through a leadership role in the Steering Committee, and Component 2 could not be implemented. The QALP-2 panel assessment conducted part way through implementation questioned whether Component 2 should have been dropped. However, the greater outward-looking focus of the project required the enhanced oversight by the policy-making organ (the SSS) and, despite the implementation problems; there was sound rationale for keeping the SSS as part of the project.

32. The transition to country procurement systems part way through implementation played a beneficial role in building institutional capacity and strengthening project sustainability, but did result in some implementation delays.⁶ The project involved several significant procurement processes for the acquisition of equipment, and delays partly due to some difficulties in the procurement area of ANSES, high rotation of Bank procurement specialists, and differences between the Bank and ANSES on the application of procurement guidelines and risk management slowed down project implementation. These challenges were addressed by incorporating specific activities aimed at strengthening procurement processes, with the ultimate goal of enhancing transparency and preventing conflicts of interest.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

33. Monitoring and evaluation of the project was assigned to the Project Coordination Unit, ANSES Planning and Services Department, SSS, and external stakeholders, with additional oversight from the Bank through supervision missions, mid-term reviews, and annual work plans. PDO and intermediate results indicators were monitored and reported in ISRs. Internal and external independent progress reviews were complemented by participatory M&E carried out by stakeholders and civil society organizations to promote a greater sense of ownership.

34. Some adjustments, including changes to indicators and end-targets were made to the results framework as reported in ISRs during implementation (See Annex 2). These adjustments responded to changes in activities implemented under project components (particularly Component 2) and changes in ANSES's strategy of service delivery, and were intended to align indicators with ANSES's information systems. However, as these changes were not formalized through a restructuring, in this Implementation Completion Report (ICR), project outputs and outcomes are measured against the framework laid out in the PAD.

35. Substantively, the project emphasized an effective integration of M&E results into the decision-making analysis by top management for a continuous enhancement of project and institutional performance, building on the principles of both the use of country systems and sustainability. The M&E framework for ANSES II relied on many of the performance indicators

⁶ Following the use of UNOPS as the procurement agency in ANSES I, the PAD for ANSES II anticipated initial use of UNOPS' services, to be phased out during the implementation of the project as capacity was built within ANSES to conduct the procurement processes itself. In March 2010, ANSES started conducting procurement processes.

developed and used by ANSES, and aimed to refine them through project implementation, as a key part of component 1 and of overall support to change management under component 4. Moreover, the project aimed at improving the monitoring and evaluation of the SSS (Component 2) by enhancing the capacity of the Secretariat to oversee the performance of social security institutions, including ANSES, through the design and implementation of a monitoring and evaluation system that gathered and assessed information in real time.

2.4 Safeguard and Fiduciary Compliance

36. During Project implementation, Financial Management (FM) arrangements remained in compliance with Bank procedures. Overall satisfactory FM performance has been evidenced throughout the project life. Interim Financial Reports (IFRs) were submitted in a timely manner to the Bank. However, some delays in the submission to the Bank of the annual audited financial statements, as well as some internal control weaknesses have been observed, although they did not refer to any substantial accountability issue. Qualified FM staff during the Project life has been one of the FM main strengths.

37. Procurement through the project was carefully monitored and subject to annual ex-post reviews. Overall satisfactory procurement performance has been evidenced throughout the project life. The departure of UNOPS as the formal procurement agent in June 2010 did not affect the overall procurement rating.

2.5 Post-completion Operation/Next Phase

38. At this time, there are currently no immediate plans for further World Bank support for ANSES. The view expressed by the Bank team was that ending project funding was the conclusion of ongoing and flexible Bank's support to strengthen the institutional effectiveness of ANSES since 1997, transforming ANSES into a customer-centered, more effective and efficient public institution. Delivery of social services in Argentina will benefit from the project's legacies of faster social security benefit provision, more accurate reporting, restructured institutions and processes, and increased transparency and access to information.

39. The areas of reform pursued under this project continue to be of importance and remain on the agenda. Several initiatives are expected to be maintained and further institutionalized after the project's closing. ANSES's next institutional steps include, among others: (i) consolidating ongoing support to ERP implementation, improving its stabilization as well as customizing SAP to respond to specific demands from different areas of ANSES; (ii) incorporating additional human resources to speed up and complete the digitalization process of the physical archive, as well as beginning the decentralization of the digitalization process to the peripheral archive units; (iii) strengthening the capacity of the Social Security Observatory to process information, thus responding more quickly to ANSES's analytical needs; and (iv) further developing and actualizing the e-learning platform to consolidate it as a critical tool for staff training.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

40. The project remains highly relevant since it has contributed to the institutional strengthening of one of the largest public institutions in Argentina, both in terms of the volume of social expenditure it manages (approximately 43.5% of total federal government expenditure in 2011) and the population it serves (it manages social benefits for approximately 8 million

people). Moreover, ANSES's importance has increased over the years due to its enhanced its role in social policy and new responsibilities through the management of SIPA.

41. The project's objectives were fully relevant to country priorities and consistent with the Country Partnership Strategy (CPS) for 2010-2012 (Report No. 48476-AR, discussed by the Board on June 9, 2009) and several of its results were highlighted in the 2010-2012 CPS Progress Report (Report No. 59222-AR, discussed by the Board on April 4, 2011). The three pillars of the CPS (sustained growth with equity, social inclusion, and improved governance) are aligned with the Government's development agenda, which aimed at maintaining economic growth and stability with a special focus into institution building and increasing regulation, and the prioritization of social safety nets and job creation. The Bank's engagement yielded tangible results, particularly as a result of consistency over time in strategic areas and priorities. This was the case under the improved governance pillar, where the main results occurred in the area of efficiency of public institutions, an area prioritized by the client.

42. The resulting shift in the country/Bank emphasis toward improving the efficiency of national and sub-national institutions is fully consistent with the relevance of the project. The ANSES II operation is part of the Bank's ongoing engagement in public sector management strengthening and contributes to improving the quality of public expenditure and enhancing service delivery outcomes and trust in institutions.

3.2 Achievement of Project Development Objectives

43. As generally described by its PDO statement, the project could be described as having largely met its project development objective, as also reflected in the last ISR PDO rating. Overall, the operation contributed to enhanced service-delivery by ANSES through the reengineering and automation of core business processes, integration of systems, improved organizational structure and decentralized service delivery. These improvements significantly reduced the time in benefit-award and client-service, improved beneficiary satisfaction and generated savings as a result of more efficient internal management processes.

44. The project only fully achieved two out of five PDO indicators (PDO indicators 1 and 2), which were linked to Component 1. The two PDO indicators linked to Components 3 and 4 made significant progress towards the targets set out in the PAD (PDO indicators 3 and 5). PDO indicator 4 was not achieved, corresponding to the largely unexecuted Component 2. (See Table 2 below and the Outcome Indicators Table in Annex2) Additional Intermediate Objectives, such as the establishment of a Claim Management System and Communication Strategy were achieved (see Annex 2 for details).

45. It could be argued that the project achieved the two most important, outward-oriented service delivery objectives - the reduction in the average time in the provision of new benefits and increasing users' satisfaction. The average times for service provision decreased substantially: for new social security benefits, from 140 days in 2006 to 74 days in 2012; for new retirement benefits, from 66 days in 2005 to 19 days in 2012; and for processing death benefits, from 170 days to 66 days via service center, and from 60 days via phone to only 5 days via Web between 2005 and 2012. Beneficiaries' satisfaction rates with service delivery have significantly improved from 45% in 2005 to 86.2% in 2012. Since 2007, online self-service kiosks have contributed to enhance ANSES territorial presence and capacity for service delivery (120 kiosks are currently connected to ANSES). (See Annex 2 for details on outputs and outcomes by component.)

Table 2. PDO Indicators, Achievement Summary

<i>Indicator</i>	
PDO 1. Satisfaction rates of service-delivery (measured by % of beneficiaries that rate ANSES services “Satisfactory”)	Achieved.
PDO 2. Reduction of average time in the provision of new benefits	Achieved.
PDO 3. Reduction of error rates in determination of benefits (measured by % of errors in calculation and application of norms over total errors)	Partially achieved. PAD Baseline: 74%. Last measure: 34% in 2009 (More than achieved 2009 Target of 37%); End target 27%. Indicator discontinued because methodology changed and was replaced by the level of quantitative error in pension reports. End target (unofficial) for new error indicator: 7%. Final value: 7.67%.
PDO 4. Improved disclosure and dissemination of studies to regulated agencies, Ministry of Labor and Employment, and general public as measured by stakeholders survey satisfaction	Not achieved.
PDO 5. Surveys to employees and other stakeholders that reflect support of project activities and openness to change	Partially achieved. PAD Baseline: To be taken at beginning of the project. Last measure: 78.5% in 2011; end target: 90%

3.3 Efficiency

46. As an institutional capacity building project, quantitative projection of rates of return are not applicable and were not developed during project preparation. However, as mentioned in previous sections, there were substantial efficiency gains derived from the redesign and automation of processes, improvements in the quality of service-delivery, fraud and error detection and improvements of internal and external control, auditing, procurement and evaluation. These gains include reduced average time in the provision of new social security benefits, reduced average time in the provision of death benefits, reduced average time in the new provision of retirement benefits, improved level of quantitative error in pension reports, and reduced percentage of error in the determination of social benefits, among others. (See Annex 3 for additional discussion.) The January 2009 ISR reported savings for 2008 by detection of fraud and error as a result of controls undertaken estimated at AR\$63 million (about US\$17 million).

3.4 Justification of Overall Outcome Rating

Rating: Moderately Satisfactory

47. Based on the results achieved under Components 1, 3 and 4, which accounted for 92 percent of loan resources as planned at design, and given the continued relevance of the project as the Government has sought to increase the efficiency of public institutions, the overall project outcome could be rated as satisfactory. However, the project outcome is rated moderately satisfactory based on the poor performance of Component 2, and the overall progress made on project indicators. As discussed above, the project achieved two out of five PDO indicators, and two indicators made significant progress towards their final targets. Out of 19 outcome and output indicators defined originally in the PAD, 9 were achieved, and 6 were partially achieved.

48. In addition to the significant advances specifically under ANSES II, the cumulative reforms under ANSES I and II deserve highlighting. They have sustained the modernization and institutional strengthening of one of Argentina’s major public agencies, supporting the

implementation of significant institutional reforms that have enhanced the agency's management capacity, efficiency and quality of service delivery. A public agency with no customer-service culture and limited institutional effectiveness has been transformed into a more transparent, client-oriented, adaptive agency with an integrating vision and mission, integrated internal processes and systems, as well as the appropriate infrastructure to expand and facilitate access to services and efficiently manage the pension system and key social benefits.

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

49. By improving management of the different social programs administered by ANSES, the project has had a significant social impact. It has contributed to improving the quality of life of vulnerable sectors of the population, such as the elderly and social security beneficiaries, by enhancing the access to and quality of service-delivery through the timely and more efficient delivery of pension benefits. The project has strengthened the participation of beneficiaries through a variety of outreach and social accountability mechanisms that enhance their voice and increased access to information, enhancing the transparency of Argentina's pension system and key social programs and improving public knowledge of the social security system.

(b) Institutional Change/Strengthening

50. The project's institutional development impact has been high, contributing to deepening and consolidating the modernization of one of the largest public institutions in Argentina. It has supported significant improvements in the internal management and service-delivery of the social security system, including integration and automation of processes, improved information systems and technological management, infrastructure for expanded access to services, enhanced training of staff, implementation of a comprehensive career plan, monitoring and evaluation mechanisms in place, stronger and more transparent procurement processes, improved communication strategy, enhanced access to information on social benefits and the social security system, and more transparent and accountable service-delivery..

(c) Other Unintended Outcomes and Impacts (positive or negative)

51. There were several valuable – albeit unintended – outcomes, both internal and external, that resulted from this operation. Internally, these outcomes included: (i) Improved communication between different internal areas in ANSES; (ii) Changes in ANSES organizational structure as a result of the project implementation, including: the creation of a Coordination Unit within the Directorate of Training to follow up and ensure continuity of the e-learning platform project, creation of Directorate of Innovation to support the ERP, and the integration of the Directorate of Studies and the Observatory of the Social Security; (iii) Reduced training costs as a result of the adoption of e-learning tools; (iv) Staff acknowledgement of the added value of ERP project and increasing demand for related products and customization; (v) Changes in ANSES organizational and management culture and optimization of processes beyond the technical impact of project-financed activities (e.g., ERP and Observatory). Externally, the project implementation also produced some favorable unintended outcomes including strengthened collaboration with national universities and demand from universities to sign cooperation agreements with ANSES.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

52. A survey of employees and other stakeholders was conducted annually to assess support of project objectives and activities as well as openness to change. Final survey results for 2012 were expected in January 2013 but are not yet available. Both employees and stakeholders became increasingly open to change and supportive of the project objectives and activities. Internal support levels increased from 10% in 2006 to 60% in 2010 and to 78.5% in 2011. Almost 86 percent of personnel considered ANSES as a model agency for the national public administration by the end of 2011. (See Annex 4 for details.)

53. ANSES's beneficiaries have also shown increasing levels of satisfaction with service delivery. Beneficiaries' satisfaction rates with service delivery have significantly improved from 45% in 2005 to 86.2% in June 2012. They also appreciated the project's support of social accountability and access to information mechanisms, which facilitated the submission and management of claims, as well as social oversight on ANSES's performance and service delivery.

4. Assessment of Risk to Development Outcome

Rating: Moderate

54. Several factors suggest that the development outcomes achieved under the project are likely to be maintained. Since the early stages of project implementation, ANSES has demonstrated its commitment to institutionalizing efforts towards achieving project objectives beyond the scope of the project, by working within its internal management structure and strengthening internal procurement and financial management functions. Significant changes in administrative culture are reported in relation to several business processes, including the SAP system for ERP processes and the digitalization of records. The development of the SAP system represented a significant internal change in ANSES's procedures. Such changes have been well-received by internal users (and the Ministry of Economy's requests for information on the system demonstrates its impact beyond ANSES). Therefore, a roll-back of the system is not expected. Additionally, while designed for ERP processes, the SAP system was designed to also serve as a basis for future implementation of Customer Relationship Management (CRM) processes, demonstrating a strategic commitment to project objectives beyond the project's formal scope.

55. In spite of these considerations, some risks to the development outcome remain. The institutional dynamics which complicated the implementation of project activities aimed at strengthening the Social Security Secretariat still remain, suggesting that further progress in this area, at least in the near future, is not particularly likely. Moreover, while the indicators linked to Component 3 have all been met or mostly met, the extent to which a culture of greater public participation and access to information has been strengthened is not as clear.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

Rating: Moderately Satisfactory

56. The ANSES II project was at design, highly relevant to Argentina's economic, social and institutional environment and needs and the project's objectives have remained such throughout implementation. Following upon the successful implementation of the ANSES I project, ANSES II was developed as a result of demand from multiple agencies, and was designed to build upon both the Bank's and the counterpart's past experiences and technical knowledge. Design drew upon a number of innovative management tools which were appreciated by the client and an enhanced understanding of the institution's challenges as identified in the first project. The M&E

framework allowed for institutional continuity through the incorporation of some indicators already in use by ANSES, while also integrating additional analyses through impact evaluations and user surveys. The planned transition from UNOPS to counterpart procurement was designed to facilitate project implementation while also building counterpart procurement capacity.

57. While the PAD recognized the risks associated with the institutional context, it seems to have underestimated the challenges that it would pose for implementation arrangements. Had the Steering Committee become operational, the planned organizational structure could have helped to address the institutional challenges, as conceived at design. As noted in the QALP-2 report, there was sound rationale for including the SSS as part of the project and trying to address the sector's regulatory challenges. However, the potential for impact on project implementation should have been rated as a high risk and the mitigation measures thought through accordingly.

(b) Quality of Supervision

Rating: Moderately Satisfactory

58. The Bank team played a proactive role in supervising the implementation of this project. Formal supervision missions were conducted one to three times per year, and there was a frequent engagement with the counterpart and regular support to implementation provided from the local office, either from the TTL⁷ or a local consultant. During the period in which loan effectiveness was delayed, the Bank worked with the counterpart to advance project implementation to the extent possible - progress which was facilitated by the task team leader's previous involvement in the implementation of ANSES I. Advances were made in the preparation of the Operational Manual, discussions about several requests for no-objections occurred, and the selection of UNOPS as a procurement agent was reviewed.

59. Throughout implementation, the Bank team tried to flexibly respond to client demands, facilitating project advances as changing circumstances required a re-evaluation of project activities. However, the Bank team failed in restructuring the project in order to formally change the indicators during implementation. While some changes to the results framework were informally agreed with the counterpart during implementation, these changes were not formalized through a restructuring. Such a restructuring could have allowed the project to meet PDO indicator #3 (by accounting for the change in indicator methodology) and have come very close to achieving PDO indicator #5 (which had a final reading of 78.5% against an informally changed target of 80%). The Bank reached out to SSS and other Government counterparts several times during project implementation to try to fast-track, restructure or even drop Component 2, but such changes were not feasible at the time. The strengthening of SSS and improving ANSES's accountability is still an open agenda and the Government was reluctant to abandon it.

60. Concerns about procedural controls at ANSES required a proactive approach. Throughout design and implementation, the Bank team worked closely with the counterpart to ensure that proper procedures were in place and adhered to in order to guarantee the effective use of project funds.

(c) Justification of Rating for Overall Bank Performance

Rating: Moderately Satisfactory

⁷ Two of the project's four TTLs spent large amounts of time in Argentina or were based in Argentina during part of project implementation, which helped to support policy dialogue and project implementation.

61. Given the explanation above, the overall Bank performance is judged to be moderately satisfactory. While the project was not designed to completely mitigate against the institutional challenges that complicated coordination between ANSES and the Social Security Secretariat, the team played an active and proactive role in project supervision, allowing the project to successfully navigate unexpected challenges that arose and address potential difficulties before they reached a level that put achievement of project development objectives at significant risk.

5.2 Borrower Performance

(a) Government Performance

Rating: Moderately Satisfactory

62. Overall, the Government demonstrated a strong commitment to achieving the project's development objective, working with the Bank team to adjust to changes in country circumstances that developed over the course of the loan. Project implementation did get off to a slow start, with a six-month lag in effectiveness beyond the expected date as a result of inter-agency differences on the terms of the national decree needed to approve the terms of the Loan Agreement. Despite these challenges, the Government demonstrated its commitment to the project by moving forward on preparatory activities while waiting for the signature of the Loan Agreement and requesting a waiver on the operation of the Steering Committee. The Government also demonstrated its commitment through its work to adjust the project to a changed domestic context, following the nationalization of private pension funds in December 2008.

(b) Implementing Agency or Agencies Performance

Rating: Moderately Satisfactory

ANSES: As the executing agency, ANSES demonstrated its commitment to the achievement of the project's development objective through its efforts to adjust to the institution's changing circumstances throughout project implementation and to meet project development objectives in accordance with Bank implementation procedures. Changes to team composition and staffing issues posed some challenges in project implementation. Between July 2005 and November 2007, the project coordinator changed five times. Staff changes contributed to producing differing opinions about project implementation. These differences made it more difficult to reach internal consensus on project purchases and thus contributed to implementation delays.

63. *Social Security Secretariat:* In spite of not using the majority of project financing allocated to Component 2, the SSS demonstrated its overall commitment to the PDO by carrying out some of the activities detailed in the loan agreement. Implementation faced some challenges due to both changes in authorities at the SSS and a weakened level of ownership by the agency. However, following the failure of the procurement process for the biggest project that the SSS wanted to implement (a survey), the Secretariat demonstrated its commitment through its efforts to reorganize the component based upon a narrower scope. Ultimately, this was not possible because of overlaps between the SSS and the Social Security Observatory's initiatives.

(c) Justification of Rating for Overall Borrower Performance

Rating: Moderately Satisfactory

64. Although the project faced some implementation challenges, the Borrower demonstrated strong commitment to the achievement of the PDO and the fulfillment of intended activities. While issues between the agencies involved initially delayed project implementation, they eventually reached a solution that allowed for loan effectiveness, the implementation of activities and the achievement of outputs under the three components for which ANSES was responsible.

6. Lessons Learned

65. In addition to project specific lessons, several general lessons were evidenced during implementation. *One, slower than expected disbursements should not automatically be equated with a lack of commitment to project objectives.* In cases where powerful and well-resourced agencies such as ANSES can advance the funding of some activities, a focus on project results can provide a more accurate snapshot of project performance than disbursement rates and reflect the value of the Bank's support on a technical, rather than funding, basis.

66. *Two, the regular, physical presence of Bank team members can play an important role in facilitating implementation in challenging conditions.* In the case of ANSES II, this presence facilitated dialogue and essential, regular interactions with the client in a manner that allowed implementation progress to be closely followed and any issues that arose to be dealt with immediately.

67. Project-specific lessons include:

68. *Implementation of the ANSES II project advanced successfully, in spite of several challenges, aided by ANSES's strong ownership of the project.* While regulatory changes like those experienced in 2008, or the staffing changes that occurred on both the Bank and the counterpart's side likely complicated implementation, implementation progress was supported by the existence of a broad-based commitment that was not solely tied to the existence of a single champion for reform or the maintenance of the same regulatory framework.

69. *In addition to ANSES's ownership, the project's alignment with ANSES's long term strategic objectives was also critical for the project's success.* The continuing strategic alignment between ANSES's institutional objectives and those of the project in spite of changing domestic circumstances reflect the underlying strength and time-consistency of project design.

70. *When designing projects which involve multiple institutions, it is important to be pragmatic about coordination mechanisms and institutions' respective capacities.* In the case of ANSES II, it seems that project design could have benefited from a deeper analysis of the political factors that might complicate inter-institutional coordination, the feasibility of implementing some of the proposed activities, and their interaction with mitigation actions for risk management. While the waiver of the Steering Committee's operation may have been viewed as ultimately necessary to allow for loan effectiveness and does not appear to have impacted implementation of Components 1, 3 and 4, the waiver's overall impact on project implementation, and particularly Component 2, should have been contemplated in design.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

The borrower did not provide any comments to the final draft. The borrower provided informal comments to an earlier version of the report that were incorporated.

(b) Cofinanciers: n/a

(c) Other partners and stakeholders: n/a

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Component 1	20.1	23.89	118.86
Component 2	3.0	0.20	6.67
Component 3	7.9	0.96	12.15
Component 4	3.8	1.77	46.58
Total Baseline Cost	34.7	26.82	77.29
Physical Contingencies			
Price Contingencies			
Unallocated Funds	2.5	0.0	
Total Project Costs	37.2	26.82	72.10
Front-end fee PPF	0.00		
Front-end fee IBRD	0.3	0.06	
Total Financing Required	37.5	26.89	71.71

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower		12.50	8.836	70.69
International Bank for Reconstruction and Development		25.00	18.054	72.22

Annex 2. Outputs by Component

The ANSES II project had four components.

Component 1- Institutional Effectiveness of ANSES (Bank financing: US\$16.1 million, Counterpart financing: US\$4 million) - This component aimed at increasing efficiency and effectiveness of ANSES through the design of a new strategy, reengineering and automation of core business processes, a redesign of the organizational structure and the necessary enabling mechanisms to support these changes in the corporate culture. It supported the following subcomponents: (a) Strategic Management; (b) Reengineering of core business processes; (c) Automation of core business processes and integration of systems; (d) Improvement of the organizational structure and decentralized service-delivery. ANSES was responsible for executing this component, which included an integrated Enterprise Resource Management (ERP) system.

Component 2 - Institutional Effectiveness of the Social Security Secretariat (Bank financing: US\$2 million, Counterpart financing: US\$1 million) - The second component aimed to promote the institutional strengthening of the Social Security Secretariat of the Ministry of Labor to enhance its managerial and technical capacity for greater oversight of social security institutions, supporting particularly the following subcomponents: (a) Strengthening the management capacity of the Secretariat; (b) Strengthening the technical capacity of the Secretariat; and (c) Promoting outreach to other public institutions, private sector and civil society. The Social Security Secretariat was responsible for carrying out this component, with the assistance of ANSES in disbursement and procurement.

Component 3 –Transparency and Participation (Bank financing: US\$4.1 million, Counterpart financing: US\$3.8 million) - The third component aimed at enhancing the transparency of ANSES by improving access to and exchange of information, particularly through improved fraud and error detection, litigation control, cross-checking of beneficiary data with other institutions and social accountability mechanisms for beneficiaries and other stakeholders, supporting particularly the following subcomponents: (a) Fraud and error detection; (b) Strengthening litigation control; and (c) Greater access to information. ANSES was responsible for executing this component.

Component 4 - Change management (Bank financing: US\$1.5 million, Counterpart financing: US\$2.3 million) - The fourth component was designed to ensure sustainability of organizational reforms, and included overall project management and specific change management instruments, such as a communications strategy and dissemination of best practices. It supported the following subcomponents: (a) Project management; (b) Monitoring and evaluation; and (c) Change Management. ANSES was responsible for executing this component.

Drawing on the Borrower Completion Report, the borrower project implementation reports, a series of ISRs and other sources, the following summarizes results on the key outcome indicators, followed by the main achievements under individual components and subcomponents. Reporting of some indicators and targets were modified during implementation, as reflected in project ISRs (see tables below for details). As mentioned in the main section however, as these changes were not formalized, project outcomes are evaluated against the PAD framework.

Outcome Indicators

Indicator	Baseline value	End-project Target value (as defined in the PAD)	Revised End-project Target value	Justification (achieved)
Increased degree of satisfaction for service delivery	45%	80%		86.2%
Reduction of time in applying for new social benefits	140 days	90	74	74
Reduction of error rates : - in determination of benefits (measured by % of errors in calculation and application of norms over total errors) (measured through 2009) - Level of quantitative error in pension reports (measured starting in 2010)	74%	27%	7%	34% (in 2009 versus year's target of 37%) 7.67%
Improved disclosure and dissemination of studies to regulated agencies, Ministry of Labor and Employment, and general public as measured by stakeholders survey satisfaction*	0	75%		
Surveys to Employees and other stakeholders that reflect support of project activities and openness to change	To be taken at project beginning. 10% (in 2006 when the project started)	90%	80%	By end of 2011, 78.5%.**

* This indicator was no longer measured as Component 2's activities focused on subcomponent 2.

**** Final results available in January 2013.

Below, project outputs are organized according to each of the four components.

Component 1: Institutional Strengthening of ANSES

This component aimed at increasing the efficiency and effectiveness of ANSES through the design of a new strategy, reengineering and automation of core business processes, a redesign of the organizational structure and the necessary enabling mechanisms to support these changes in the corporate culture.

A core initiative for the institutional strengthening of ANSES was conducting a strategic and organizational-functional diagnostic of the institution's planning and management oversight processes. The inputs of the diagnostic were incorporated into the development of a revised and updated strategic plan, which considered the impact of social security reforms and included improved mechanisms for informing on the implementation of the annual operational plan.

The project financed the integration of internal and external management information and implementation of 14 functional modules through an Enterprise Resource Planning (ERP) solution (*Solución Integral de Planificación de Recursos Empresariales*). This tool, customized to the specific characteristics of ANSES, helped to optimize processes and enhanced access to different types of management information, thus minimizing time and efficiency of decision-making processes and improving internal audit and oversight. It has had a significant impact on ANSES' inventory management as well as on internal audit processes, which can now access all information through the ERP tool. The project also supported the acquisition of the equipment needed for the implementation of the tool. Moreover, the project financed the integral management of human resources through the migration to a new technological infrastructure and the acquisition of new software. A new Directorate was established in December 2011 to support ANSES's internal areas in the implementation of the ERP tool.

The project also contributed to improving ANSES's institutional capacity by financing the migration to a new technological infrastructure and the acquisition of new software for the integral management of human resources (*peoplenet*).

The automation of core business processes is supported by internal business infrastructure, such as activities aiming at a paperless system. One key activity was the digitalization of ANSES's central archive, which required the approval of internal norms (2008), development of a digitalization plan, the purchase of equipment, building a new archive facility, development of digitalization applications, and training. The project contributed to the digitalization of the archive through the acquisition of equipment for digitalizing paper files. The digitalization builds upon the modernization of the central archive (2004-2005), which allowed tracking files. The digitalization has contributed to neutralizing the growth of the central archive and the network of 300 archives all over the country, reducing management times, increasing information and data security, reducing storage costs, and reducing the need of physically moving files across the country, thus reducing opportunities for losing them. The digitalization is facilitating easy access and improving service delivery not only to internal users but also to external customers (beneficiaries and other clients, such as courts).

The project enhanced the capacity of the Information and Technology Directorate to deliver services and manage relations with beneficiaries through selective and strategic acquisitions of equipment. These investments allowed for maximizing the impact of the normative changes that affected ANSES by providing an efficient and effective response to the increased demand of social security services, thus having a positive effect in terms of reducing the time in benefit-award and client service.

With project support, ANSES has developed an E-learning platform for delivery staff training. The platform has been key for delivering compulsory staff training aimed at implementing a comprehensive career plan that has reached 100% of staff. The platform has had a significant impact in terms of redesigning training and reducing training costs in a large public institution. Moreover, the platform is expected to play a critical role in facilitating the decentralization of training.

The project also supported the creation of a Complaints and Suggestions Book for all ANSES offices and Integral Attention Units (UDAIs). Moreover, the project financed an analysis of the information and complaints submitted through this channel in order to improve the processes to access to information contained in ANSES files.

Overall, performance indicators for Component 1 show the following results:

Indicator	Baseline value	End-project Target value (as defined in the PAD)	Revised End-project Target value	Justification (achieved)
Reduction of time in applying for new social benefits	140 days	90	74	74
Reduction of time in the provision of death benefits - via service center	170 days	1 day	63 days	66 days
- via phone*	60 days	1 day		
- via web*			5 days	5 days
Average initiation of pension benefits per employee (annual average divided by sum of employees affected to Benefit and Beneficiaries Management at UDAIs)	66	74	20	19
Number of centers and regional distribution (measured by increase in number of offices per year)	244	10	0	6**
Increased degree of satisfaction for service delivery	45%	80%		86.2%
Percentage of pension systems totally automated and integrated	To be taken at the beginning of the project. 15% (in 2006 when project started)	100%	90%***	90%
Percentage of improvements in: Beneficiaries Database (ADP)	0%	100%	80%	100%
Single System for Family Allocations (SUAF)	0%	100%	90%	100%
Single System for Unemployment (SUDE)	0%	100%	80%	****
Individual work history	0%	100%	100%	100%
Increased in number of employees included in career plan	0%	100%		100%

* The provision of benefits processed by phone was replaced by Web services, which were established in 2006.

** ANSES changed its strategy in 2007 to prioritize institutional presence through technological systems (kiosks) rather than opening new offices.

*** The target for this indicator was adjusted to reflect the fact that some percentage of modules is manually processed.

**** This indicator was not measured during project implementation

Activities/Outputs by subcomponent:

Subcomponent 1: Strategic management: This subcomponent included: (i) a diagnostic of the current strategy and development of a new strategy based on a redefined mission and vision; and (ii) revision and definition of performance indicators.

- A strategic and organizational-functional analysis revised the planning and management oversight processes within ANSES and issued recommendations to improve the presentation of information regarding the implementation of the annual operational plan.
- Development of ANSES's strategic plan 2009-2011 and presentation of the plan during a national workshop held on October 5, 2009.
- Specialized consultancies to develop a model for impact assessment of social security reform.
- Individual consultancies for diagnostic and strengthening of ANSES's Strategic Plan of Systems and Telecommunications.
- Acquisition of Information Technology (IT) equipment to support ANSES's institutional strengthening (including PC, notebooks, switches, printers, scanners, etc.)
- Consolidation of web servers.
- As part of the activities aimed at the identification of good practices for technological management, individual consultancies focused on improving the transparency and tracking of font code, and improving data quality and processing.

Subcomponent 2: Reengineering of core businesses processes: This subcomponent included an in-depth diagnosis of current operational processes, and a redesign of core processes, such as key processes for the awarding of pension benefits, in line with international experience and benchmarking.

- Adoption of an Enterprise Resource Planning (ERP) solution (*Solución Integral de Planificación de Recursos Empresariales*), including: consultancies for the redesign of core processes; a consultancy for implementation of ERP; acquisition of equipment for implementation of ERP; rent of office space.
- Development of an integral staff training system through the creation and operation of an e-learning platform.
- Individual consultancies for diagnosis and strengthening of ANSES's Strategic Plan of Systems and Telecommunications.
- Acquisition of IT equipment to support ANSES's institutional strengthening (including PC, notebooks, switches, printers, scanners, etc.)
- Consolidation of web servers.
- As part of the activities aimed at the identification of good practices for technological management, individual consultancies focused on improving the transparency and tracking of font code, and improving data quality and processing.

Subcomponent 3: Automation of core businesses processes and integration of systems: This subcomponent financed the automation of processes to support scalability and replicability of processes and greater integration of systems (particularly, services, financial management, audit and fraud prevention), through ERP, as well as investments in information and communication technology to improve service delivery and relations with clients.

- Individual consultancies for diagnosis and strengthening of ANSES's Strategic Plan of Systems and Telecommunications.
- Acquisition of IT equipment to support ANSES's institutional strengthening (including PC, notebooks, switches, printers, scanners, etc.)
- Consolidation of web servers.
- As part of the activities aimed at the identification of good practices for technological management, individual consultancies focused on improving the transparency and tracking of font code, and improving data quality and processing.
- Acquisition of equipment for the digitalization of beneficiaries' files, which were archived in paper format at ANSES central archive.
- Creation of complaints and suggestions books for ANSES UDAIs.
- Analysis of complaints submitted through the complaints books and development of new system for managing complaints in UDAIS and offices.

Subcomponent 4: Improvement of the organizational structure and decentralized service delivery: This subcomponent included a functional analysis of ANSES, strengthening of the Department of Services, enhanced capacity for human resources management, and development of a comprehensive career plan.

- Adoption of an Enterprise Resource Planning (ERP) solution (*Solución Integral de Planificación de Recursos Empresariales*), including: consultancies for redesign of core processes; a consultancy for implementation of ERP; acquisition of equipment for implementation of ERP; rent of office space.
- A consultancy for assessing technological migration and acquisition of software and licenses for an integral management of human resources (*peoplenet*).
- Implementation of compulsory online training for career plan for all staff. Pilot training of trainers. 24 online courses planned for development and delivery.
- Individual consultancies for diagnosis and strengthening of ANSES's Strategic Plan of Systems and Telecommunications.
- Acquisition of IT equipment to support ANSES's institutional strengthening (including PC, notebooks, switches, printers, scanners, etc.)
- Consolidation of web servers.
- As part of the activities aimed at the identification of good practices for technological management, individual consultancies focused on improving the transparency and tracking of font code, and improving data quality and processing.

Component 2: Institutional Effectiveness of the Social Security Secretariat

This component promoted the institutional strengthening of the Social Security Secretariat to enhance its managerial and technical capacity for greater oversight of social security institutions, particularly ANSES.

Although the project defined four subcomponents, activities focused only on **Subcomponent 2**, which sought to strengthen the technical capacity of the SSS through the analysis of key social security policy issues and social security publications, including the development of key analytical instruments such as integrated systems for actuarial analysis.

The SSS has defined a long-term strategy, adapted its organizational structure and processes, and is currently monitoring performance indicators satisfactorily. However, while performance indicators were achieved, most of the project activities planned under this component were not implemented using project funds due to the problems mentioned before.

The project supported the development of some specialized publications as well as specific consultancies (for example, an expert actuarial assessment of SIPA). However, the expected outcomes in terms of improved technical analysis on social security issues, greater access to information on social security issues and institutions, as well as to strengthening the SSS technical capacity were not achieved.

The rationale for including the SSS in the project was quite strong as the strengthening of the regulatory body is a key pillar of ANSES accountability framework. However, the timing for the planned activities was not appropriate, and the project was ultimately not able to overcome the political and institutional challenges that were beyond its reach, thereby preventing this component from achieving its objectives.

Overall, performance indicators for Component 2 show the following results:

Indicator	Baseline value	End-project Target value (as included in the PAD)	Revised End-project Target value	Justification (achieved)
Redefined long term strategy and functions, streamlined processes, new organizational structure and M&E	None	100%		100%
Number of Monitoring Reports studies and studies on social policy*	Monitoring: 0 Studies: 0	Monitoring: 20 Studies: 12		
Supervision of all autonomous agencies (ANSES, Superintendency fo the Private Pension System (SAFJP) and Private Work-Place Risk Superintendency (SRT)) executed at least once annually*		At least once		
Improved disclosure and dissemination of studies to regulated agencies, Ministry of Labor and Employment, and general public as measured by stakeholders survey satisfaction*	0	75%		

* These indicators were no longer measured as the component's activities focused on subcomponent 2.

Activities/Outputs:

- The component called for the SSS to redefine a long-term strategy and functions, streamline processes, develop a new organizational structure, and incorporate M&E. The target was achieved and the SSS has a long-term strategy, efficient organizational structure and processes, and implements performance indicators. However, the project has not financed most of the activities that led to these achievements.
- Publication of 2 books on social security issues (Titles: "Towards an Integrated System of Social Protection in Argentina" and "Floor or Integrated System of Social Protection? A View from the Argentine Experience").
- An actuarial analysis provided the SSS with technical and information instruments in order to assess the social security system in the long term.
- Analysis of the process of population aging in Argentina and its impact on the design of social security systems.
- Other specialized consultancies aimed at strengthening the SSS's technical capacity.

Component 3: Transparency and Participation

This component complemented the institutional modernization of ANSES by focusing on specific activities targeted at improving transparency. It linked internal and external transparency mechanisms, designed to improve access to information by beneficiaries and other stakeholders as well as increased exchange of information, particularly with other public sector institutions and programs.

Transparency and participation have been enhanced as demonstrated by the consolidation of the Claims Management System, which allows beneficiaries to submit claims and incorporates this information into decision-making processes. Following a diagnostic of existing mechanisms and practices, internal mechanisms for audit and oversight have been significantly strengthened through the automation of fraud and error detection mechanisms, substantially increasing ANSES capacity to reduce quantitative error in the determination of social security benefits. Moreover, the project also contributed to strengthen procurement processes in order to enhance ANSES's transparency and accountability.

The project also supported the creation of a Social Security Observatory as a permanent system to generate information and analyses, and to produce recommendations on the design and implementation of social security policies. The Observatory signed cooperation agreements with universities, organized dissemination and knowledge-sharing events, and produced three studies with project support. The challenge, however, is to enhance the visibility, dissemination, and publication of the studies and reports.

The project continued to support the strengthening of mechanisms for citizen participation and oversight. ANSES's Advisory Body (*Órgano Consultivo*), which is constituted by representatives from all the local organizations of retirees and pensioners, continued to play a key accountability role. Meetings of the advisory body and its Executive Board, as well as meetings of regional and local organizations have taken place regularly (a total of 543 meetings of different citizen bodies had taken place by the end of 2012). Also, 50 training programs for social security collaborators and personnel and 39 training and social inclusion courses for pensioners were delivered with project support.

Overall, performance indicators for Component 3 show the following results:

Indicator	Baseline value	End-project Target value (as included in the PAD)	Revised End-project Target value	Justification (achieved)
Reduction of error rates : - in determination of benefits (measured by % of errors in calculation and application of norms over total errors) (measured through 2009)	74%	27%		34% (in 2009 versus year's target of 37%)
Level of quantitative error in pension reports (measured starting in 2010)	0		7%	7.67%
Implementation of citizen oversight mechanisms	0	100%	80%	78%
Implementation of claim management system and incorporation into processes	To be taken at project beginning. 5% (in 2006 when the project started)	100%		100%
Number of external evaluations and results incorporated into the project implementation	None	2	4	3

Activities/Outputs by subcomponent:

Subcomponent 1: Fraud and error detection: This subcomponent included an in-depth diagnosis of current control and audit mechanisms, and the definition of a comprehensive methodology to detect and calculate fraud, including the design of systems of territorial information and digital maps.

- Automation of analytic procedures to minimize risk in processing wrong information and to improve the detection of incompatibilities through integrated databases.
- The percentage of error in the determination of social benefits was significantly reduced from 74% in 2005 to 34% in 2009.
- The level of quantitative error in pension reports was 7.67% by September 2012.

Subcomponent 3: Greater access to information: This subcomponent continued to support citizen participation and oversight mechanisms while also seeking to improve the single window access to services in order to facilitate access to information as well as online solutions to access to services. The subcomponent also financed the design and implementation of feedback mechanisms and a claim management system. Moreover, it supported information management and analysis and the development of technical studies on social security.

- Specialized consultancies for modernizing and optimizing relations with beneficiaries.

- Improved alignment of internal and external perception of the management model to facilitate service delivery.
- Claim management system in place and fully incorporated into internal processes.
- Creation and institutionalization of the Social Security Observatory as a permanent system for integrating information and data and prepare technical and analytic studies on social security policies.
- As part of its activities, the Observatory convened the following knowledge sharing events:
 - Seminar on Social Protection Strategies for Vulnerable Groups (September 2012).
 - International seminar on social security guarantee funds (September 2011).
 - International seminar on social protection systems (August 2011).
 - Regional workshop in the province of Mendoza (August 2011).
- Between October 2010 and September 2012, the Social Security Observatory hired 17 individual consultants to conduct analyses and process information. Moreover, it signed agreements with 3 national universities for conducting social security studies (on poverty, disability pensions, and the childhood universal entitlement).
- Specialized consultancy for enhancing the efficiency and transparency of procurement processes.
- Regular meetings of the Advisory Body, Executive Board and meetings with regional and local organizations of retirees and pensioners, continued to play a key accountability role. A total of 543 meetings of different citizen bodies had taken place by the end of 2012.
- Delivery of training programs and seminars for social security collaborators and personnel, and refresher seminars on social security throughout the country. A total of 50 deliveries until September 2012.
- 39 courses delivered as part of the Social Insertion and Training Program for pensioners, reaching over 369 participants.
- Contribution to the formation of Federations and Centers of Pensioners through the provision of information and facilitating spaces for meetings.

Component 4: Change Management

The fourth component was designed to ensure effective project implementation across components, help mitigate risks and support sustainability of organizational reforms. It supported the specific internal change management instruments required for improving the institutional effectiveness of ANSES and a broader project strategy of change management, as well as other external change mechanisms.

Project implementation was supported through specific activities aimed at strengthening change management. Results-based monitoring and evaluation were supported through the adoption of effective internal and external M&E systems. The project financed the adoption of other change management mechanisms, such as open business intelligence tools, including the implementation of data cubes that provide a multidimensional array of values generated by ANSES information systems. These cubes enhance ANSES' capacity for analysis and crosschecking of social security data.

ANSES has successfully implemented a clearly defined internal and external communication strategy (branding project) aimed at improving public perception regarding the institution. The strategy has strengthened the dissemination of ANSES' institutional and performance information through publications and other communication activities, such as weekly radio infomercials, public opinion campaigns, a TV series, presence in book fairs, etc. Central branding initiatives included the update of ANSES website, the consolidation of institutional spaces in TV channels, and a dissemination program for the Sustainability Guarantee Fund. Besides improving public perception, the communication strategy has contributed to improving change awareness of ANSES initiatives, with approximately 90% of change awareness measured by the end of 2011. Periodic surveys to beneficiaries and stakeholders indicate that both employees and stakeholders show high support of the project activities and increasing openness to change, revealing a cultural change towards an adaptive organization.

Overall the performance indicators for component 4 show the following results:

Indicator	Baseline value	End-project Target value (as included in the PAD)	Revised End-project Target value	Justification (achieved)
M&E systems implemented	To be taken at project beginning. 20% (in 2006 when the project started)	100%		100% achieved in 2009 and replaced
Development of data cubes*	No baseline defined		100%	100%
Surveys to Employees and other stakeholders that reflect support of project activities and openness to change	To be taken at project beginning. 10% (in 2006 when the project started)	90%	80%	By end of 2011, 78.5%.**
Communication strategy	Lack of clearly defined communication strategy	Communication strategy defined and operational with ongoing M&E of outcomes.	Self-defined:*** 100% awareness on ANSES initiatives.	Communication strategy in place. Self-defined: 90% awareness on ANSES initiatives.**

* This indicator replaces the M&E indicator since 2010.

** Final results expected in January 2013 but not yet available.

*** Since the communication strategy was in place, ANSES self-defined new indicators regarding change awareness.

Activities/Outputs by subcomponent:

Subcomponent 1: Project management: The project supported the strengthening of financial management, procurement, and auditing, as well as project coordination between ANSES and the Secretariat.

- Consultancies for performing administrative tasks and supporting project implementation.
- Consultancies for improving procurement processes.
- Consultancies for providing assistance regarding financial management.

- The offices for project administration were concentrated in one office to facilitate coordination.
- Independent audit of GFI program.
- Evaluation of PIU performance.

Subcomponent 2: Monitoring and evaluation: This subcomponent sought to support results-based monitoring and evaluation in line with international benchmarks.

- The subcomponent called for the implementation of a monitoring and evaluation system. The target was achieved by 2009.
- Development and implementation of 4 data cubes that enhanced ANSES' capacity to analyze and crosscheck social security data, including social security files, social security benefits, personal data and data on personal contributions.

Subcomponent 3: Change Management Instruments: This subcomponent sought to support change management mechanisms, including the development of a methodology for change management, implementation of a clear communication strategy, the performance of a stakeholder analysis, dissemination of change processes and results, M&E of change management, and surveys to measure satisfaction of staff and beneficiaries.

- Specialized consultancies for modernizing and optimizing relations with beneficiaries.
- Improved alignment of internal and external perception of the management model to facilitate service delivery.
- Annual surveys to staff and stakeholders to assess support to project activities, openness to change, internal and external perception of the institution and services provided, staff's satisfaction with their job, among other items.
- 87% of ANSES staff declared that they were satisfied with their jobs.
- Both employees and stakeholders have shown high support to the project activities (78.5% by end of 2011), reflecting increasing openness to change.
- Change awareness of ANSES initiatives has significantly improved, with approximately 90% of change awareness measured by end of 2011.
- ANSES has successfully implemented a clearly defined Communication Strategy implemented through annual Communication Plans.
- As part of ANSES' Communication Plan for 2012, the institution has developed the following products, among others: (i) 2 public communication campaigns ("Values" and "Respect"), including radio and television infomercials, television spots, graphic materials, etc. A new public campaign on the Sustainability Guarantee Fund is under preparation; (ii) Development and production of a television series on social security and the role of ANSES in Argentine society; (iii) Presentations at book and ICT fairs; (iii) Publication of 5 books, including the 2011 Annual Report and the new Strategic Plan 2012-2015, (iv) Dissemination of information and news on activities of the Executive Director as well as specific social security issues (such as the annual school benefits) through different media; and (v) ANSES is also in the process of updating the contents of its website as well as expanding the institutional presence in television channels.

Annex 3. Economic and Financial Analysis

Not applicable. As an institutional strengthening operation, no quantitative economic and financial analyses were prepared at appraisal. Rather it was asserted that improvements in the quality of service-delivery, the redesign and automation of processes, fraud and error detection, and improvements of internal and external control, auditing, procurement and evaluation would lead to a series of (un-quantified) efficiency gains.

Specifically, the operation was expected to generate four different types of efficiency gains:

(i) Efficiency gains derived from process reengineering and redesign of the organizational structure.

(ii) Improvements in quality, targeting and coverage of services by reducing time in granting benefits, achieving greater client satisfaction, redesigning procedures for other welfare programs.

(iii) Fraud and error detection through the complete automation of procedures based on the accreditation of beneficiaries, greater integration of existing databases and the enforcement of uniform guidelines.

(iv) Better internal and external control, auditing, procurement and evaluation that would enable ANSES to detect fraud and error more effectively and respond people's demands in time and manner.

Therefore, efficiency and effectiveness in the context of this project were defined as internal efficiency, time in the provision of services, better targeting and coverage, and reduction in fraud and error. Notable achievements highlighted by counterparts include the following:

- Reduction of average time in the provision of new social security benefits, reducing the average period from 88 days in 2010 to 75 days in 2012.
- The average time in processing death benefits was reduced from 170 days to 5 days (via Web) and 62 days (via service center).
- The average time for the new provision of retirement benefits also decreased from 66 days in 2005 to 19 days in 2012.
- The percentage of error in the determination of social benefits was significantly reduced from 74% in 2005 to 34% in 2009.
- Beneficiaries' satisfaction rates with service delivery have significantly improved from 45% in 2005 to 76% in 2011.
- ANSES's service delivery at decentralized level has improved, as indicated by an increase in the number of decentralized offices and regional distribution from 244 in 2005 to 357 in June 2012. Also, decentralized service delivery has improved adoption of new ICT-based mechanisms for ensuring ANSES institutional presence throughout the territory.

Annex 4. Bank Lending and Implementation Support/Supervision

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Sandra X. Alborta	Program Assistant	SASHD	
Margarita Andrade	Consultant	LCSPE	
Marcelo Daniel Barg	E T Consultant	LCC6C	
Antonio Leonardo Blasco	Sr Financial Management Specia	LCSFM	
Franka Braun	Carbon Finance Specialist	CPFCF	
Yanina Budkin	Senior Communications Officer	LCREA	
Jose Edgardo L. Campos	Manager	WBILG	
Daniel Dulitzky	Sector Manager	ECSH1	
Joseph Formoso	Senior Finance Officer	CTRLA	
Magali Junowicz	Consultant	LCSPS	
Sudhakar Kaveeshwar	Manager	ISGIF	
Magali Laraque	Consultant	AFTN1	
Andres Mac Gaul	Senior Procurement Specialist	LCSPT	
Carmen Machicado	Operations Officer	LCSPS	
Miguel Mercado-Diaz	Senior Operations Officer	LCSFM	
Truman G. Packard	Lead Economist	EASHS	
Chris Parel	Consultant	LCSPS	
Reynaldo F. Pastor	Chief Counsel	LEGLE	
Kathrin A. Plangemann	Lead Public Sector Specialist	AFTP1	
Gary Reid	Lead Public Sector Management Specialist	ECSPE	
William Reuben	Senior Social Specialist	LCSEO	
Jeffrey James Rinne	Consultant	LCSPF	
Juan Luis Sanguinetti	Consultant	LCSHH	
Annika Silva-Lender	Social Development Specialist	SDV	
Gerardo Uña	Consultant, Transparency and Litigation	LCC7C	
Eduardo Martin Urdapilleta	Sr Financial Economist	LCSPF	
Giorgio Valentini	Representative	LCCJM	
Supervision/ICR			
Margarita Andrade	Consultant	LCSPE	
Alexandre Arrobbio	Lead Public Sector Specialist	AFTP4	
Natalia Cecilia Bavio	Financial Management Specialist	LCSFM	
Ana Bellver Vazquez-Dodero	Senior Public Sector Management Specialist	LCSPS	
Antonio Leonardo Blasco	Sr Financial Management Specialist	LCSFM	

Henry Forero Ramirez	Senior Information Officer	TWICT	
Ana Maria Grofsmacht	Procurement Specialist	LCSPT	
Alejandro Guerrero Ruiz	Public Sector Management Specialist	LCSPS	
Aranzazu Guillan-Montero	Consultant	LCSPS	
Adrienne Elizabeth Hathaway	Junior Professional Associate	LCSPS	
Magali Junowicz	Consultant	LCSPS	
Mariano Lafuente	Public Sector Management Specialist	LCSPS	
Ricardo Eduardo Lugea	Senior Procurement Specialist	LCSPT	
Andres Mac Gaul	Senior Procurement Specialist	LCSPT	
Miguel Mercado-Diaz	Senior Operations Officer	LCSFM	
Juan Martin Moreno	Social Protection Economist	LCSHS-DPT	
Kathrin A. Plangemann	Lead Public Sector Specialist	AFTP1	
Carolina Rendon	Public Sector Specialist	LCSPS	
Ernesto Rodriguez	Consultant	LCSPS	
Rafael P. Rofman	Lead Social Protection Specialist	LCSHS	
Giorgio Valentini	Representative	LCCJM	

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY05	25.2	191.19
FY06	4.01	6.94
Total:	29.21	198.13
Supervision/ICR		
FY05	0.00	0.00
FY06	6.58	35.09
FY07	16.56	73.17
FY08	12.07	100.59
FY09	21.27	142.32
FY10	22.26	121.34
FY11	33.79	121.64
FY12	17.35	79.21
FY13	6.46	18.98
Total:	136.34	692.35

Annex 5. Beneficiary Survey Results

A national survey of ANSES employees was carried out in December 2011. 5,276 individuals completed the online questionnaire, which was designed to measure employees' knowledge and interpretation of ANSES's most important attributes, internal cultural values, and the agency's abilities and objectives. Respondents primarily worked in ANSES's operational network (75.6 percent), and about half had been with the agency for five or fewer years.

The survey reported on a number of different topics (interpersonal relations, leadership quality, interaction/integration, motivation, feeling of relevance, service culture, training, internal communication, public campaigns, work processes, strategy, resources, and general evaluation). The results of those most related to the institutional strengthening activities undertaken under this project are discussed below. While survey results point to definite improvements in employees' perceptions, it is important to note that it is difficult to directly attribute such changes to implementation of the activities undertaken in this Project.

Overall, employees' general perceptions of ANSES improved in 2011. Ninety-three percent of respondents felt that the image of ANSES had improved over the last year. Between 2010⁸ and 2011, the percentage of respondents viewing ANSES as a model organization of national public administration increased substantially (from 63.7 percent to 85.9 percent). Slightly greater fractions of employees viewed their opinions to have an impact on management decisions in 2011 than in 2010⁹ and the percentage of employees feeling that their superiors had clearly communicated to them their job functions and responsibilities increased by more than 10 percentage points to 74.3 percent in 2011.

In 2011, approximately 87 percent of respondents were satisfied with their work. Perceptions of personal benefits from this work increased in 2011, with about 62 percent of employees feeling that their position was well-paid (43 percent in 2010) and 52 percent feeling that they received recognition beyond remuneration for their work (44 percent in 2010). Almost all respondents felt that they were a part of ANSES (91.8 percent) and were proud to work for the organization (95 percent). Slightly more than one-third (34.9%) of respondents felt that ANSES offered a training program for all levels and sectors, up slightly from the 2010 survey (31.1 percent), but a greater percentage (42.5 percent) felt that they personally had the possibility of accessing adequate training for their positions. Approximately 64 percent felt that technological tools were sufficient for their operational needs (46.9 percent in 2010), and about half (52 percent) believed that technological problems were solved in a timely and adequate fashion (38.7 percent in 2010). Almost all (95.4 percent) reported carrying out their work according to established norms in 2011 (94.7 in 2010).

While survey responses to questions related to inter-area communication point to slight improvements between 2010 and 2011, the fact that the percentages of those agreeing ranged between approximately 47 and 61 percent suggest that there is still room for further progress. The fraction of respondents declaring that they were appropriately informed about developments affecting ANSES rose considerably between 2010 and 2011 (from 56 percent to 65.9 percent), and almost 76 percent of respondents reported that internal communication media were sufficient (63.5 percent in 2010). While only 75 percent said that they know the mission, vision, and

⁸ The 2010 survey was carried out in May.

⁹ 65.5 percent agreed that their superiors involve them in decisions impacting their daily work in 2011, in comparison to 63.6 percent in 2010. In 2011, 70.6 percent felt that their suggestions and proposals were taken into account by their superiors (63.6 percent in 2010).

institutional values of ANSES (22 percent noted partial familiarity), most (87.5 percent) agreed that ANSES's publicity campaigns communicated the organization's benefits and values.

In regards to service delivery, between the 2010 and 2011 surveys, there were significant increases in the percentages of respondents who felt that ANSES had succeeded in reducing waiting and service times (from 66.8 percent in 2010 to 83.4 percent in 2011) and that thought that the public attention framework was adequate for citizen demands (46.6 percent in 2010, 66.6 percent in 2011). In 2011, approximately 79 percent of respondents felt that ANSES personnel were concerned with providing quality services and satisfying beneficiaries' needs.

Looking towards the future, the three most reported challenges for ANSES in the next year were administering the Sustainability Guarantee Fund (FGS) with transparency, implementing improvements in human resources policies, and maintaining service quality following the increased audience post-Universal Child Allowance (AUH).

Annex 6. Stakeholder Workshop Report and Results(*if any*)

N/A

Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR

Borrower's ICR

CONVENIO PRÉSTAMO BANCO MUNDIAL FORTALECIMIENTO INSTITUCIONAL (ANSES II) ICR DEL PRESTATARIO

- 1. Fechas clave

La Administración Nacional de la Seguridad Social - ANSES - es un organismo descentralizado al cual se integraron una serie de entidades que hasta el momento de su creación en 1991, operaban en forma independiente. Es una de las mayores instituciones del sector público en la Argentina, tanto en términos de gestión del gasto social como de cobertura de la población, y representa un objetivo central de modernización del Estado. Actualmente, ANSES tiene a su cargo la gestión de programas sociales para aproximadamente 8 millones de ciudadanos, a través de jubilaciones y pensiones, programas de asignaciones familiares, fondos de desempleo e incapacidad y otros programas de protección social para personas vulnerables.

La Resolución MTSS N° 969 del 27 del noviembre de 1996 crea el Programa de Asistencia Técnica para ANSES, con el apoyo del Banco Mundial y el Banco Interamericano de Desarrollo. A través de este programa, denominado ANSES I, la Administración Nacional de la Seguridad Social emprendió significativas reformas institucionales que aumentaron su capacidad de gestión. Dicho convenio fue prorrogado hasta el año 2005, mereciendo la calificación de Satisfactorio Plus (S+) por parte de las misiones de supervisión del Banco.

Sobre dichos antecedentes y teniendo en cuenta los pilares de la Estrategia de Asistencia al País del BIRF, es que surge el Programa ANSES II de Fortalecimiento Institucional, que busca apoyar la agenda de reformas del Gobierno para alcanzar el crecimiento económico sostenido, mejorando el desarrollo humano y la gobernabilidad.

Así, por Resolución Ministerial N° 355/05 se crea el Programa de Asistencia Técnica aprobándose el Proyecto de Fortalecimiento Institucional ANSES II. En el marco del Decreto N° 825/2006 se aprueba el Modelo de Convenio de Préstamo y se constituye la Unidad Coordinadora del Proyecto- UCP-, con el fin de ejecutar el Proyecto y contribuir al fortalecimiento institucional a través de la aplicación de modernos principios de gerenciamiento. El 14 de julio de 2006 se firma el Convenio de Préstamo mientras que el 16 noviembre de 2006, mediante nota del Director Subregional para Argentina, Chile Paraguay y Uruguay, señor Axel Van Trotsenburg, se declara la efectividad del Préstamo N° 7318-AR.

El 19 de enero de 2011 el Banco Mundial, mediante nota de la Directora para Argentina, Paraguay y Uruguay, la señora Penélope Brook, ha informado la Prórroga de la Fecha de Cierre del Convenio de Fortalecimiento Institucional (Préstamo BIRF N° 7318-AR), estableciendo la misma el día 30 de septiembre de 2012 como la fecha propuesta en la Sección 2.03 del Convenio

de Préstamo. Asimismo, con fecha 11 de septiembre de 2012 el Banco Mundial otorgó un período de gracia de cuatro meses a partir de la citada Fecha de Cierre.

- 2. Pagos por componente.

Dados los objetivos del proyecto, se establecieron cuatro componentes a través de los cuales se agrupan los distintos proyectos:

1. Eficacia Institucional de ANSES:

Apunta a lograr un aumento de la eficiencia y eficacia de ANSES, mediante el diseño de una nueva estrategia, reingeniería y automatización de los procesos de funciones básicas, el rediseño de la estructura organizativa y los mecanismos habilitadores necesarios, en apoyo del cambio en la cultura de la gestión.

2. Eficacia Institucional de la Secretaría de Seguridad Social

Promueve la plena capacidad técnica y de gestión de la Secretaría para una mayor supervisión de las instituciones de seguridad social, contribuyendo a fortalecer el análisis técnico y el debate público sobre cuestiones clave de seguridad social para fortalecer la eficacia y eficiencia del sistema y el funcionamiento de sus instituciones.

3. Transparencia y Participación

Tiende a mejorar la transparencia de ANSES, aumentando el acceso e intercambio de información, especialmente mediante la detección de fraude y errores, control de litigios, verificaciones múltiples de los datos de los beneficiarios con otras instituciones y mecanismos de gestión social para beneficiarios y otras partes interesadas.

4. Gestión del Cambio

Diseñado para garantizar la ejecución efectiva del Proyecto en lo que respecta a todos los componentes; contribuir a moderar los riesgos y apoyar la sustentabilidad de las reformas organizativas anteriores y las propuestas.

En el cuadro de más abajo se muestran los correspondientes pagos efectuados y el presupuesto total (BIRF-ANSES). Los datos de dicho presupuesto, consideran la reestructuración de categorías de gasto aprobada por el BIRF en fecha 27/09/2012.

Componente	Pagado (*)	Presupuestado (*)
1. Eficacia institucional de ANSES	21.54	31.25
2. Eficacia institucional de la Secretaría de Seguridad Social	0.20	3.00
3. Transparencia y participación	0.94	1.22
4. Gestión del cambio	1.76	1.97
Fondos sin asignar	0.00	0.00
Comisión inicial	0.06	0.06
Total del proyecto	24.49	37.50

(*) En millones de u\$s.

- 3. Logros por componente

Del cuadro anterior surge que la asignación presupuestaria estuvo altamente concentrada al componente uno, “Eficacia institucional de ANSES”. En él destacan los subcomponentes “Automatización de los procesos institucionales básicos” que se lleva el 54% del total del componente y “Mejoramiento de la estructura institucional y los servicios”, que alcanzó el 26%. Si la distinción se hace respecto de la categoría de inversión, se observa que la adquisición de Bienes representa el 55% del total acumulado (pagado más comprometido), mientras que en segundo término se tiene la categoría Servicio de consultoría, con un 41% del citado total.

Queremos destacar algunas de las iniciativas que particularmente significaron un aporte sustantivo a la gestión del organismo.

1. La implementación del software Meta4 para la gestión de la gerencia de Recursos Humanos.
2. El desarrollo y operatividad del software Solución Integral de Recursos Empresariales (ERP).
3. La adquisición de equipamiento informático para el fortalecimiento institucional de ANSES.
4. La consultoría referida al diseño del plan estratégico a cargo de la gerencia de Planeamiento.
5. El apoyo en la creación y desarrollo de actividades (seminarios y estudios de la seguridad social) del Observatorio de la Seguridad Social.
6. El fortalecimiento en la capacidad técnica de la Secretaría de la Seguridad Social.
7. El desarrollo de una plataforma de servicios de e-learning.
8. Diseño de aplicativo y procedimientos para la atención de reclamos de beneficiarios.

A continuación se presenta un detalle de los principales Proyectos que dieron cuerpo a la inversión realizada por el convenio del préstamo.

RECURSOS HUMANOS

84-CD-B-3 (Previsto u\$s 1.046.650)

Adquisición de software Peopelnet y 10.500 licencias en fase de alta para la actualización tecnológica del software vigente en la gerencia de Recursos Humanos

Octubre de 2008

Ejecutado: u\$s 1.046.650

85-SSF-CF-15 (Previsto u\$s 647.350)

Consultoría para la migración tecnológica y funcional del software vigente en la Gerencia de Recursos Humanos

META4 AUSTRAL S.A.

Octubre de 2008 a junio de 2010

Ejecutado: u\$s 647.350

134-SBCC-CF-23

Plataforma de Servicios E-learning (Universidad de Tres de Febrero)
Monto del contrato u\$s 419.900
Octubre 2011 a diciembre de 2012
Ejecutado: u\$s 268.736

59-3CV-CI-40 y 154-3CV-CI-140 (Previsto u\$s 141.000)
Plataforma de Servicios E-learning
5 consultores contratados desde marzo de 2009 a septiembre 2012.

ERP

60-3CV-CI-40 (Previsto u\$s 566.000)
Solución Integral de Recursos Empresariales (PRE)
8 consultores contratados desde enero de 2009 a septiembre de 2012

89-SBCC-CF-29 (Previsto u\$s 5.173.000)
Solución integral de recursos empresariales (llave en mano)
Contrato firmado en octubre de 2009, ejecución hasta noviembre de 2012
Monto del contrato actualizado u\$s 7.027.512,12
Ejecutado: u\$s 5.610.899,09

117-PLI-B-15 (Previsto u\$s 3.125.000)
Solución integral planificación de recursos empresariales (ERP) Hardware de comunicación y cableado estructurado
Lote 1: Dell América Latina Corp.
Contrato suscripto el 24/1/11: u\$s 1.405.268,37

SISTEMAS

49-LPI-B-2 (Previsto u\$s 3.865.316)
BM1 - Consolidación de servidores - PC - Notebooks - Servidores - Impresoras - Scanners - Switches - Compra Equipamiento Informático.
Hewlett Packard Argentina SRL: Lotes 1, 3, 4, 5, 6, 7, 9, 14, 15, 17
Dell América Latina Corp. Lotes 2, 10, 11, 12, 13, 18
Exo SA Lote 8
Digital Copiers Lote 16

116-LPI-B-8 (Previsto u\$s 4.620.000)
Equipamiento informático para el fortalecimiento institucional de ANSES.
Contrato firmado el 15 de diciembre de 2010
Monto del contrato: u\$s 4.140.993,36

74-3CV-CI-50 Previsto (u\$s 139.000)
Fortalecimiento de Sistemas y Telecomunicaciones
6 consultores desde febrero 2010 a diciembre 2011

122-3CV-CI-5 (Previsto u\$s 95.000)

Transparencia y trazabilidad del código fuente de las aplicaciones (Programa Prissa)
2 consultores de marzo a junio de 2011
Ejecutado: u\$s 16.135,95

65-3CV-CI-46 (Previsto u\$s 205.000)
Mejoramiento de datos y su procesamiento
8 consultores contratados desde agosto de 2007 a diciembre de 2009
Ejecutado: u\$s

OBSERVATORIO DE LA SEGURIDAD SOCIAL

104-CP-S-3 (Previsto u\$s 50.000)
Observatorio de la Seguridad social – Alquiler de oficinas
Alquiler del segundo piso de Suipacha 782
Octubre 2010 – Septiembre 2012

161-CV-CI-10 (Previsto u\$s 111.000)
Observatorio de la seguridad social
17 consultores contratados desde octubre de 2010 hasta junio 2012

136-CP-S-9 (Previsto u\$s 87.000)
Observatorio de la seguridad social: Seminario Estrategias de Protección Social para Grupos Vulnerables
Realizado los días 6 y 7 de diciembre en el Hotel Sheraton de la Ciudad de Buenos Aires.
Ejecutado: u\$s 108.670

Seminarios 2011

160-CP-S-30 (Previsto u\$s 5.000)
Servicio de entrega de invitaciones para los seminarios internacionales 2011
Ejecutado u\$s 4.024

152-CP-S-23 (Previsto u\$s 55.000)
Seminario internacional sobre Sistemas de Protección Social: “Protección Social. Inclusión y Equidad”
Realizado los días 30 y 31 de agosto de 2011 en el Hotel Panamericano
Ejecutado: u\$s 48.454

157-CP-S-28 (Previsto u\$s 55.000)
Seminario internacional fondos de garantía de seguridad social: “Fondos públicos de pensiones en perspectiva. Nuevos desafíos”
Realizado los días 15 y 16 de septiembre de 2011 en el Hotel Intercontinental
Ejecutado: u\$s 62.843

157-CP-B-26 (Previsto u\$s 30.000)
Adquisición de materiales para los asistentes de los talleres y seminario del observatorio de la seguridad social: carpetas, rollers, pendrives
Contrato firmado en julio de 2011 con la empresa Estilo Imagen S.A
Monto del contrato: 29.060,72

158-CP-B-27 (Previsto u\$s 30.000)

Materiales de imprenta para los talleres y seminarios del Observatorio de la seguridad social: banners, afiches, blocs de hojas, certificados, programas, etc

Contrato firmado en julio de 2011 con la empresa Aller Atucha SRL

Monto del contrato: u\$s 13.594,94

148-CP-S-10 (Previsto u\$s 25.000)

Taller regional del Observatorio de la seguridad social en la provincia de Mendoza

Taller realizado en la ciudad de Mendoza el 15 de Agosto de 2011: “La Asignación Universal por Hijo: el impacto de una política inclusiva”.

Ejecutado: u\$s 2.430

Estudios de la Seguridad Social

137-SCC-CF-22 (Previsto u\$s 50.000)

Asignación Universal por Hijo

Consultoría 4 meses julio – octubre 2011

Facultad de Ciencias Políticas de la Universidad Nacional de Cuyo.

LA ASIGNACIÓN UNIVERSAL POR HIJO: Su impacto en las trayectorias de vida y su lugar en la lucha ideológica en la Argentina actual

Ejecutado: u\$s 41.520

140-SCC-CF-24 (Previsto u\$s 33.000)

Retiro por invalidez

Consultoría 5 meses noviembre 2011 – marzo 2012

“Retiros por invalidez: Investigación acerca de las principales causales de la invalidez previsional en el SIPA, revisión del Baremo y de los fallos judiciales sobre exámenes médicos”

Universidad Nacional de Tres de Febrero

Ejecutado: u\$s 37.135

142-SCC-CF-26 (Previsto u\$s 48.000)

Pobreza e indigencia

Consultoría 6 meses julio – diciembre 2011

Universidad Nacional de Moreno

Evolución de los indicadores de pobreza e indigencia. Políticas Sociales.

Ejecutado: u\$s 41.685

SECRETARIA DE LA SEGURIDAD SOCIAL

161-CP-S-31 (Previsto u\$s 12.500)

Publicación: “Hacia un Sistema Integrado de Protección Social en Argentina”

Publicación de 1000 ejemplares del libro producto del trabajo de algunos de los consultores individuales.

78-3CV-CI-51 (Previsto u\$s 151.500)

Fortalecimiento de la capacidad técnica de la secretaría de seguridad social

8 consultores contratados desde junio de 2009 a septiembre 2012.

PLANEAMIENTO

66-3CV-CI-1 (Previsto u\$s 20.000)

Análisis de la estrategia y análisis organizacional – funcional de Anses

1 consultor desde octubre de 2008 a agosto de 2009

Ejecutado: u\$s 20.654,10

81-3CV-CI-53 (Previsto u\$s 19.000)

Actualización del Plan Estratégico de Anses

2 consultores contratados de noviembre de 2008 a marzo de 2009

Ejecutado: u\$s 13.061,22

62-3CV-CI-43 (u\$s 190.000)

Modelo de Dimensionamiento de Impacto de las Reformas de la Seguridad Social.

2 consultores contratados

Ejecutado: u\$s 10.821

ADMINISTRACIÓN

95-LPN-B-1 (Estimado u\$s 5.100.000)

Digitalización Archivo Central Etapa II - Equipamiento Informático

Lote 1: Adea Administradora de Archivos SA u\$s 337.613,41

Lote 2: Aktio SA u\$s 793.681,93

Lote 3: Baseside SA u\$s 752.985

57-3CV-CI-30 (Estimado u\$s 459.000)

Unidad Coordinadora del Proyecto

20 consultores contratados desde julio de 2007 a septiembre de 2012-11-19

53-CP-B-12 (Estimado u\$s 20.000)

UCP - Adquisición de Lectoras e impresoras de código de barras

Contrato firmado en octubre de 2008 con Dinattech u\$s 28.977,41

Ejecutado: u\$s 28.977,41

70-SCC-CF-16 (Estimado u\$s 20.000)

Auditoría Independiente del Programa – GFI

Deloitte & Co. SRL.

Agosto a noviembre de 2008

Ejecutado: u\$s 18.095,24

145-SCC-CF-20 (Estimado u\$s 90.000)

Consultoría para la Mejora de los Procesos de Adquisiciones de ANSES

BDO Becher y Asociados.

Contrato firmado en septiembre de 2011 u\$s 98.807,11

PRESTACIONES

156-3CV-CI-160 y 135-3CV-CI-60 (Estimado u\$s 160.000)

Relevamiento y Análisis de los Reclamos Ingresados en los Libros de Quejas y Sugerencias de las Distintas Unidades de ANSES Puesta en marcha de un nuevo sistema de atención de reclamos en UDAI/UDAT y oficinas.

13 consultores contratados desde octubre de 2010 a septiembre de 2012

COMUNICACIONES

67-3CV-CI-48 y 127-3CV-CI-481 (Estimado u\$s 124.000)

Modernización y Optimización de la Relación con el beneficiario

3 consultores contratados de diciembre de 2008 a diciembre de 2011

47-SBCC-CF-25 (Estimado u\$s 478.500)

Modernización y Optimización de la Relación con el Beneficiario

Deloitte & Co. SRL – Nueva Imagen Comunicación SA

Octubre de 2009 a noviembre de 2011

Ejecutado: u\$s 458.890,75

- **4. Análisis del Marco de Resultados:**

El “Grado de satisfacción por la prestación del servicio (medido por el % de beneficiarios que califican como “satisfactorios” los servicios de la ANSES)” presenta una mejora sustantiva que eleva circunstancia desde el 62% en 2006 a 86% en 2012.

La “Reducción del tiempo en la solicitud de nuevos beneficios”, también presenta una mejora relevante respecto del previsto para el año 2006, estabilizando su indicador de tiempo tramitación de los nuevos beneficios para 2012 en 74 días.

También se observó la reducción de las tasas de error en la determinación de beneficios (medida por el % de errores en el cálculo y la aplicación de las normas sobre el total de errores), guarismo que inició en 2006 con un 76% versus un 34% en 2009, año en que el indicador dejó de calcularse.

En cuanto al “Aumento del grado de satisfacción por la prestación de servicios, medido por las evaluaciones del desempeño y las encuestas de usuarios y otras partes interesadas”, se observa un incremento que eleva el resultado desde un 45% al inicio del programa al 86% para el año 2012. Dicha información constituye una herramienta de trabajo valiosa para evaluar y mejorar las formas de comunicación con el público externo, haciendo efectivo el principio democrático de acceso a la información y un mejor ejercicio de los derechos ciudadanos. El guarismo muestra un elevado conocimiento de la ciudadanía sobre la gestión de ANSES valorando su imagen y la atención que brinda.

Debe destacarse que durante la ejecución del préstamo se logró la incorporación del 100% del personal dentro del Plan de Carrera, utilizando para ello procesos de inducción y capacitación para la totalidad de los trabajadores del organismo. Dicho resultado permite mayor cohesión, sentido de pertenencia y ganancias en una administración más eficiente de los recursos humanos.

Asimismo, la Dirección de Órgano Consultivo, de acuerdo a la planificación presentada en los últimos años, ejecutando reuniones con distintos cuerpos de referentes, instituciones, federación y centros de jubilados y Pensionados; desarrollando programas de capacitación, seminarios de Colaboradores Comunitarios Previsionales, Regionales y Provinciales y Jornadas de Actualización Previsional

La Dirección de Comunicaciones ha impulsado el desarrollo de una estrategia de comunicación, incorporando nuevas prioridades comunicacionales de coyuntura, la realización de Informes radiales, y diversas herramienta novedosas de comunicación que permiten comunicar temas complejos que hacen a la agenda de noticias de ANSES.

Por último, estos indicadores en su conjunto muestran que la ANSES ha incrementado su eficiencia y eficacia operativa, significando ello ganancias en cuanto a la accesibilidad y la calidad de la prestación de servicios y en mayores ahorros de recursos, tiempos de procesamiento y de operación.

- **5. Logros de los Objetivos de Desarrollo del Proyecto**

Debe recordarse que el PAD del préstamo establecía como objetivos *“incrementar la prestación de servicios por la ANSES mejorando su eficiencia, eficacia, transparencia y rendición de cuentas mediante una reingeniería institucional, la detección de fraudes y errores, un cambio en la gestión y una mayor auditoría interna y externa, como así también mediante el fortalecimiento institucional de la Secretaría de Seguridad Pública”*.

En este sentido, tanto los proyectos ejecutados, como la evolución positiva que han presentado los distintos indicadores en el periodo de vigencia del préstamo, muestran el logro cabal del objetivo antes señalado, destacando que el diseño oportuno de los distintos componentes facilitaron la tarea relevada en oportunidad de la preparación del convenio del préstamo.

- **6. Evaluación de los riesgos**

En el análisis general, no se observaron situaciones que plantearan contramarchas al logro de los objetivos del proyecto, derivadas de las propias rigideces operativas y de procedimientos, presentes en la puesta en marcha y desarrollo de los subproyectos impulsados por el convenio de marras.

Es oportuno mencionar que durante la vigencia del préstamo, el gobierno argentino impulso profundas reformas a su sistema previsional, que en su núcleo más sustantivo ampliaron la cobertura previsional, determinaron nuevas prestaciones y cambiaron las características del sistema. La incorporación de más de dos millones de personas al marco protector a través de un esquema denominado de “moratoria” previsional; el impulso de la llamada Asignación Universal por Hijo, la implementación del programa “Conectar Igualdad”, la eliminación del

sistema de capitalización individual de aportes previsionales y la determinación de un sistema público de jubilaciones y pensiones (SIPA), significaron profundos desafíos para la Argentina en su conjunto y particularmente para ANSES, que ha sido y es el ente gestor de este cúmulo de reformas e instrumentos de inclusión social. Sin lugar a dudas ello tensionó el trazado inicial de metas y objetivos del préstamo, que reconoció pedidos de prórroga oportunamente aprobados por Banco Mundial.

Más adelante se identifican los riesgos asumidos en el “Documento de evaluación inicial del proyecto” y se hace un comentario respecto de cada uno de ellos.

1. *Oposición al cambio: la rigidez institucional y el patronazgo podrían fortalecer el clientelismo y un comportamiento adverso en oposición al cambio.*

Los diferentes proyectos significaron la adopción de nuevos instrumentos de gestión, ya sea a nivel de actualización tecnológica en términos de hardware y adopción de nuevo software, el apoyo a las reformas edilicias de los lugares de atención al público de ANSES, los cambios en su señalética e imagen institucional; como así también a nivel de impulso de proyectos con fuerte especificidad. En este último caso se trata de instrumentos tales como el mencionado soporte al plan estratégico, o el apoyo a la creación del Observatorio de la Seguridad Social. En todos los casos no se observan cristalizaciones de procesos de oposición al cambio que hayan afectado la concreción de los diferentes proyectos.

2. *Sostenibilidad: un enfoque sobre la ANSES solamente podría dar por resultado una “pequeña reforma aislada”, donde el impacto podría ser demasiado limitado como para tener un impacto duradero sobre la gestión del sector público o podría ser revertido por cambios en la conducción.*

Se entiende que la mayoría de los subproyectos desarrollados tendrán una permanencia duradera en el tiempo. Los proyectos con menor alcance temporal representan una parte minoritaria de los recursos afectados; aunque sin embargo su menor tamaño relativo no resulta condición para su reversión en el tiempo.

3. *Rendición de cuentas limitada: la despareja relación entre la ANSES y la Secretaría de Seguridad Social que limita la formulación de políticas y la función de supervisión de la Secretaría, y que limita la rendición de cuentas de la ANSES a su cuerpo de supervisión, podría debilitar la ejecución del proyecto.*

No se observaron limitaciones de dicho tipo, así como tampoco debilidades asociadas en la ejecución del proyecto.

4. *Coordinación institucional: la voluntad limitada para intercambiar datos de los beneficiarios para verificaciones múltiples podría reducir la detección de fraude y errores y limitar el posible ahorro resultante del proyecto.*

Las cuestiones referidas a la coordinación institucional sobretodo pensando en la instrumentación de las nuevas prestaciones exigió de un alto intercambio de información y de diseño de procedimientos inter-institucionales. Ejemplo de ello ha sido la implementación exitosa de las prestaciones asociadas a la Asignación Universal por Hijo

y los beneficios del programa Conectar Igualdad, hizo necesaria la participación y acceso a la información de diferentes instituciones y jurisdicciones tales como ministerios de educación provinciales y nacional; escuelas, centros de salud y otros.

5. *Los recursos del proyecto podrían destinarse a propósitos incompatibles con el objetivo del proyecto lo que podría provocar una malversación de los fondos.*

No se constató la existencia de dicho evento.

- **7. Calificación del desempeño del Prestatario y del BM**

Prestatario:

El organismo entendió el convenio de préstamo como un instrumento central para el fortalecimiento institucional y la mejora en su gestión. Por tal motivo la Unidad Coordinadora del Proyecto (UCP) reconocida dentro del organigrama institucional de ANSES como un Área dependiente de la Secretaría General, situación que facilitó el desarrollo, ejecución y seguimiento de los distintos subproyectos.

En todo momento las distintas direcciones que resultaron beneficiadas con la adquisición de bienes y/o servicios derivados del convenio del préstamo tuvieron el compromiso y la cooperación con dicha UCP, en lo referido a la elaboración de TDR de los distintos proyectos, preparación pliegos licitatorios, elaboración de informes de avance, y toda información que fuera requerida para el seguimiento y determinación de los resultados de cada subproyecto.

La comprobación de lo señalado más arriba, respecto del desenvolvimiento interno de cada Área ejecutora, es posible visualizarla en tanto que muchos subproyectos han repercutido sustancialmente en la forma de trabajo de cada uno de aquellos sectores. Sin el compromiso y el convencimiento de los mandos medios y de los distintos responsables de ejecutar los procedimientos involucrados con los nuevos métodos y formas de trabajo, no hubiera sido posible llevar a la práctica proyectos como: ERP, e-learning, atención de reclamos, liquidación META4 y otros.

De lo indicado anteriormente surge que la Dirección Ejecutiva, quien ejerció las funciones de Dirección Nacional del Proyecto, dio prioridad central al cumplimiento de los objetivos que redundaron en las sinergias necesarias para el logro del fortalecimiento institucional perseguido.

Banco Mundial:

Se hace notar que el trabajo conjunto durante el periodo de vigencia del préstamo ha permitido alcanzar los desafíos y objetivos inicialmente pautados.

En dicho marco deben identificarse algunas fortalezas en la gestión del Banco Mundial, tales como:

1. El Banco Mundial ha facilitado en todo momento la asistencia técnica para la elaboración de los TDR, los pliegos de contratación y los procedimientos para la adquisición de bienes y servicios.
2. Asimismo, el BM ha entendido y comprendido las razones oportunamente manifestadas en la solicitud de prórroga para la ejecución del préstamo.
3. También corresponde señalar la comprensión y autorización en los pedidos de reestructuración de los montos asignados a las categorías de inversión del presupuesto de gastos del préstamo, determinados inicialmente.
4. En las misiones de supervisión y control se han sugerido valiosas y oportunas recomendaciones para el logro de los objetivos con eficacia y eficiencia.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

N/A

Annex 9. List of Supporting Documents

Country Assistance Strategy for the Argentine Republic. Report No. 27340-AR. Discussed by the Board on April 15, 2004.

Country Partnership Strategy for the Argentine Republic for the Period 2010-2012. Report No. 48476-AR. Discussed by the Board on June 9, 2009.

Country Partnership Strategy Progress Report for the Argentine Republic for the Period 2010-2012. February 24, 2011. Report No. 59222-AR. Discussed by the Board on April 4, 2011.

Institutional Strengthening of the National Social Security Administration (ANSES II) Technical Assistance Loan. Implementation Status Reports, 2006-2012.

Institutional Strengthening of the National Social Security Administration (ANSES II) Project. Loan Agreement. July 14, 2006. Loan No. 7318-AR

Institutional Strengthening of the National Social Security Administration (ANSES II) Technical Assistance Loan. Project Appraisal Document. June 8, 2005. Report No. 31970-AR

Quality Assessment of Lending Portfolio. AR Institutional Strengthening - ANSES II TA. 2010.

Restructuring Paper on a Proposed Project Restructuring of Institutional Strengthening of the National Social Security Administration (ANSES) Project Loan 7318-AR. December 9, 2010. Report No. 59068-AR.

Restructuring Paper on a Proposed Project Restructuring of Institutional Strengthening - ANSES II TA Project Loan. September 27, 2012. Report No. 72967 v1

Annex 10. Relevant IBRD and IDB Projects

IBRD

Provincial Pension Reform Project (US\$300M, P044445)

State Modernization Project (US\$30.3M, P057449)

Social and Fiscal National Identification System (\$10M, P055461)

Structural Adjustment Loan Project (US\$400M, P073591)

Public Investment Strengthening Technical Assistance Project (US\$16M, P037049)

Provincial Development Project (02) (US\$225M, P006018)

Municipal Development Project (02) (US\$210M, P006060)

“Jefes de Hogar” (Heads of Household) Program (US\$600M, P073578)

Fourth Social Protection Project (US\$90.8M, P006058)

IDB

“Argentina Avanza”: Social Sector Program 1606/OC-AR (US\$500M)

Strengthening Production Related Provincial Institutions and Fiscal Management, Program 1588/OC-AR (US\$18M)

Social Protection and Mitigation of the Impact of the Crisis on the Poor II, Program 1517/OC-AR (US\$400M)

Program to Support the Fiscal Balance and Social Management, Program 1295/OC-AR (US\$400M)

