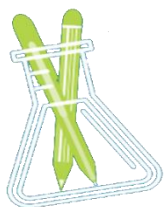


# Minuomavalitsus.ee: Evaluation of the First Two Years

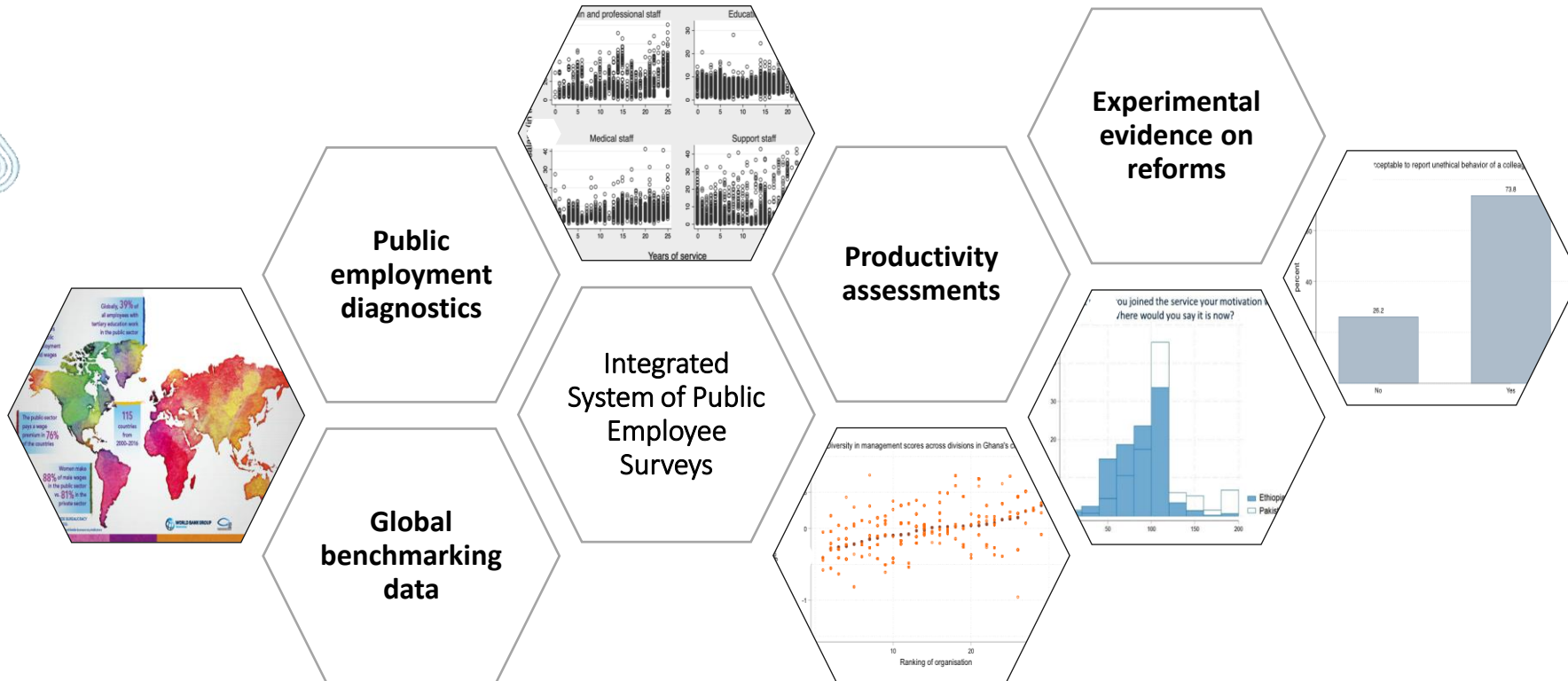
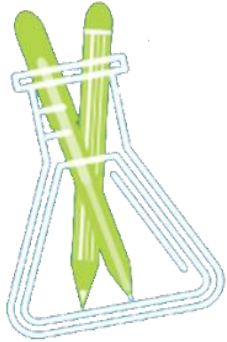
Daniel Rogger | Development Impact Evaluation Research Department, World Bank  
Presentation to Estonian Ministry of Finance Workshop | November 30, 2022

NOT FOR CIRCULATION



**THE WORLD BANK**  
IBRD • IDA | WORLD BANK GROUP

# Bureaucracy Labs



# Agenda for today: Stock take

Evaluating what happened in detail is a slightly different question



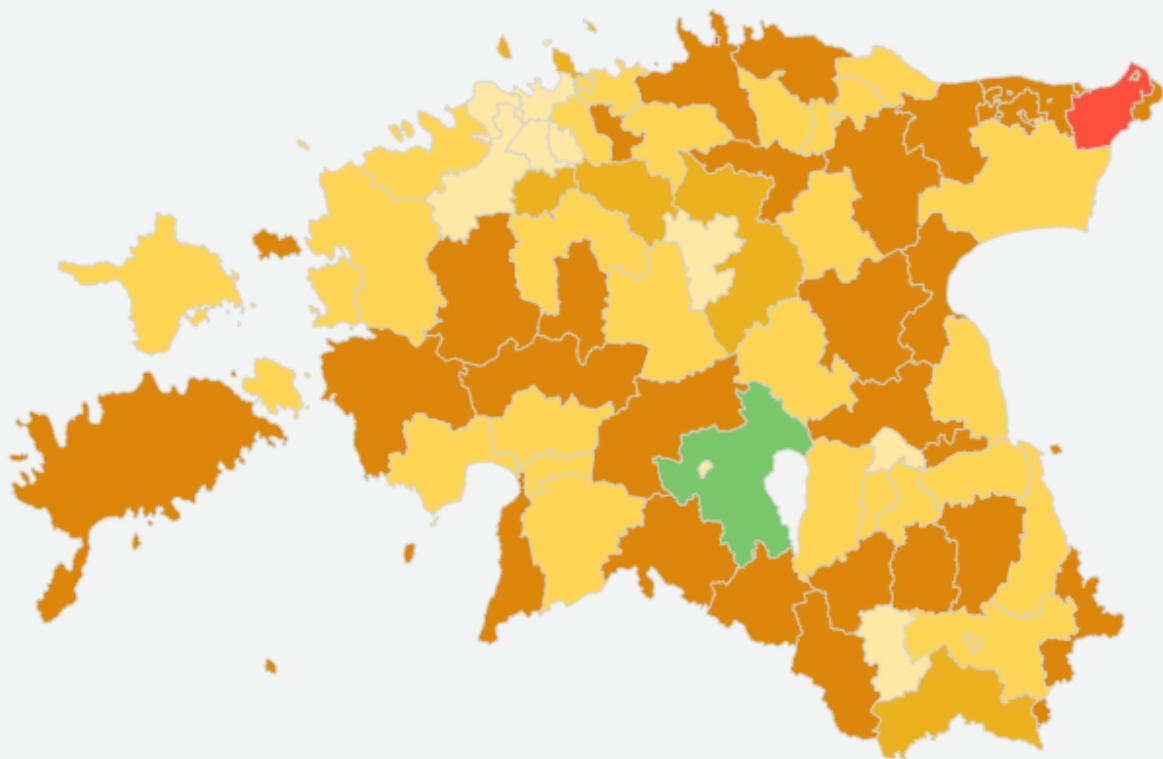
# Minuomavalitsus.ee

Introduction to the dashboard

Teenus-  
tasemed ▾Andmed ja  
metoodika ▾Uudised ja  
üritused ▾Muud  
töölauad ▾Kontaktid ja  
tagasiside ▾

&lt; Valitsemine &gt;

2021



0 1 2 3 4 5 6 7 8 9 Teenuse tase  Ei hinnata või andmed selgumisel

## Minu omavalitsus

Meie eesmärk on paremad kohalikud teenused üle Eesti. Sellele kaasa aitamiseks jagame veebilehel sadade kriteeriumite kaudu süstematiseeritud ülevaadet kohalike omavalitsuste teenuste olukorrast.

Veebileht võimaldab:

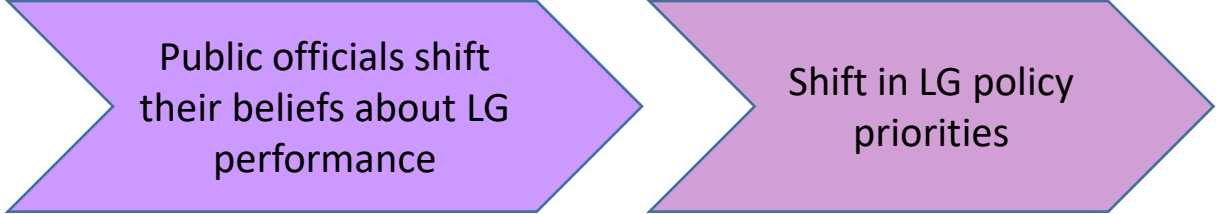
- saada ülevaadet iga omavalitsuse teenuste olukorrast ja arenguvõimalustest, et selle pinnal juhtida kohalikku arengut;
- võrrelda omavalitsuse teenuste tasemeid, mis aitab kaasa kogemuste jagamisele;
- suurendada ühiskondlikku teadlikkust omavalitsuste teenuste korraldusest ning kodanike informeeritud kaasatust kohalike prioriteetide üle kaasa rääkimisel.

[ALUSTA SIIT](#)

# The Dashboard 'Production Function'

Exposure to the dashboard

## Changing government



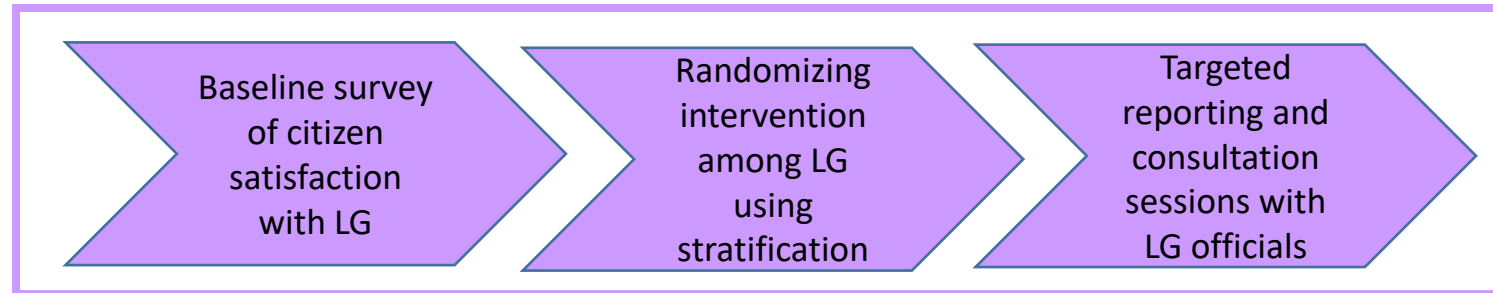
## Changes demands on government



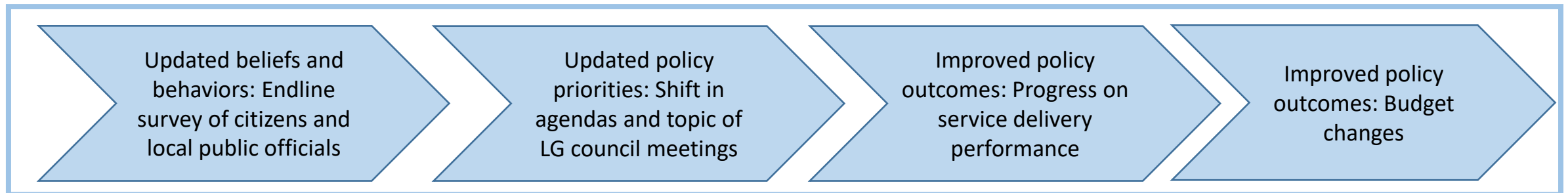
Improved policy outcomes

# The Dashboard 'Measurement Function'

## Implementation Fidelity



## Policy Impact



# Lessons from International Experience

A perspective by a multiple dashboarder

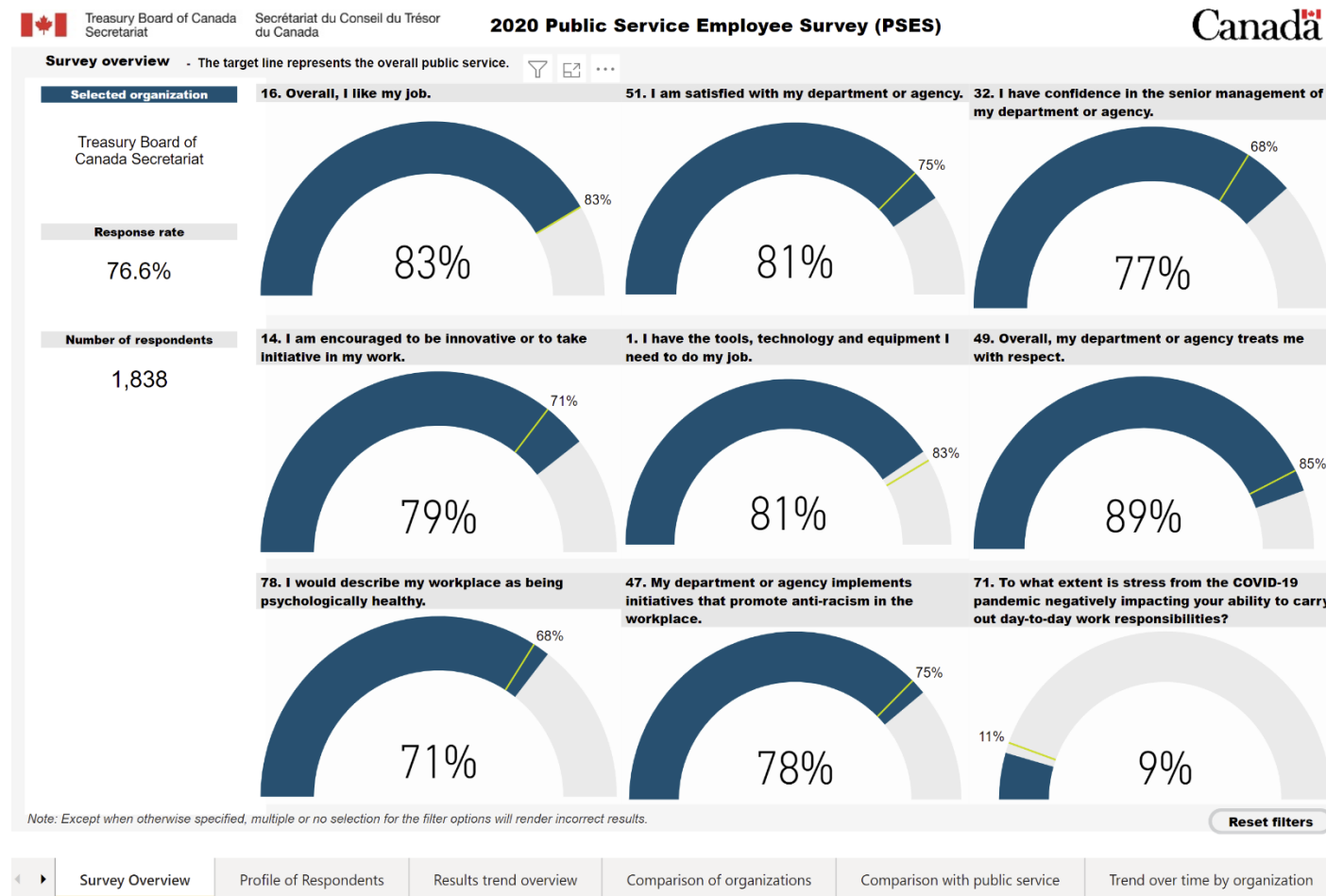
# Three Lessons for the Dashboard

1. *Cautionary note for the dashboard:* much of what drives organizational performance is tacit in nature – the conversations people have and their own experience of the policy world
2. **Supporting interpretation to find a way into ‘the conversation’:**
  - Making interpretation for specific management decisions easy; having a community of practice to bridge between the dashboard and decision makers; and, generating an ‘ecosystem’ for results (Hoover et al. 2022)
  - Get citizens talking by creating captivating ‘lenses’ into the data
3. **What is the long-term plan?**
  1. Continuously building a community of practice (we’re here!)
  2. Define clear objectives for impact, monitor them, and ensure continuous innovation
  3. Support bridge building into local government practice

# Countries currently do not exploit all opportunities for dissemination and impact from data they collect

	Australia	Canada	Colombia	Ireland	UK	US
<b>Information provided to central government</b>						
National results report						
Dashboard for customized queries						
Ad hoc analyses on topics of interest to central government						
Survey results integrated in HR business intelligence platform or regular report with other HR data (e.g. turnover, mobility)						
<b>Information provided to government organizations</b>						
Results report for each agency						
Dashboard with results of agency and internal comparisons						
Ad hoc analyses on topics of interest to agency						
<b>Information provided to units inside government organizations</b>						
Results report for each unit within the agency						
Dashboard with results of units and customized queries						
<b>Capacity to take action based on survey results</b>						
National results report contains recommendations for management improvements	In accompanying reports	In accompanying reports				
Organizational reports include recommendations for improvement						
Organizations receive action plan templates and methodologies to help them take actions based on survey findings						
Results presentations/technical assistance to agencies to help them take action based on survey results						
<b>Accountability: information made available to public</b>						
National results report or table						
Dashboard for customized queries						
Institutional results reports/dashboards						
Anonymized individual-level microdata published		On request		On request		
<b>Bottom-up and Top-Down Accountability for using survey results</b>						
Central government mechanism to hold organizations accountable for acting on survey results						
Survey measures whether public servants perceive that their organization is taking action to address survey results						
<b>Legend</b>						
	yes					
	no					

# Dashboards with differentiated user access can help showcase results in the way that public, local governments, mayors and staff want



Source: Government of Canada



Search all data and reports

Search



LG Inform is the local area benchmarking tool from the Local Government Association

- Area insight
- Review performance
- Compare areas
- Scrutiny

Council officer, councillor or other local authority user? [Sign in](#) or [Register](#) to access all our features

[Sign in to customise your dashboard](#)

## Peterborough compared to All English single tier local authorities Quantiles dashboard

Search by area or postc...

Search

Percentage achieving 9-5 in English & mathematics 2021/22 (academic)



% of children under 16 in low income families 2020/21



Total recorded offences (excluding fraud) (offences per 1,000 population) 2022 Q2 (12 months ending)



# Dashboards can also help understand the situation of specific groups of local governments, employees or target groups

2020 Public Service Employee Survey Results

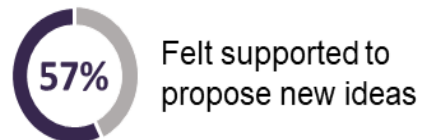
## Persons with a Disability

In the 2020 PSES, 16,645 respondents identified as a person with a disability.

### ENGAGEMENT AND EMPOWERMENT

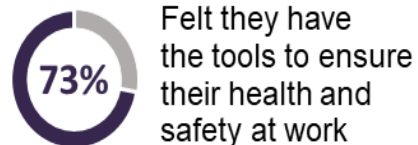


5%-points increase from 2019



5%-points increase from 2019

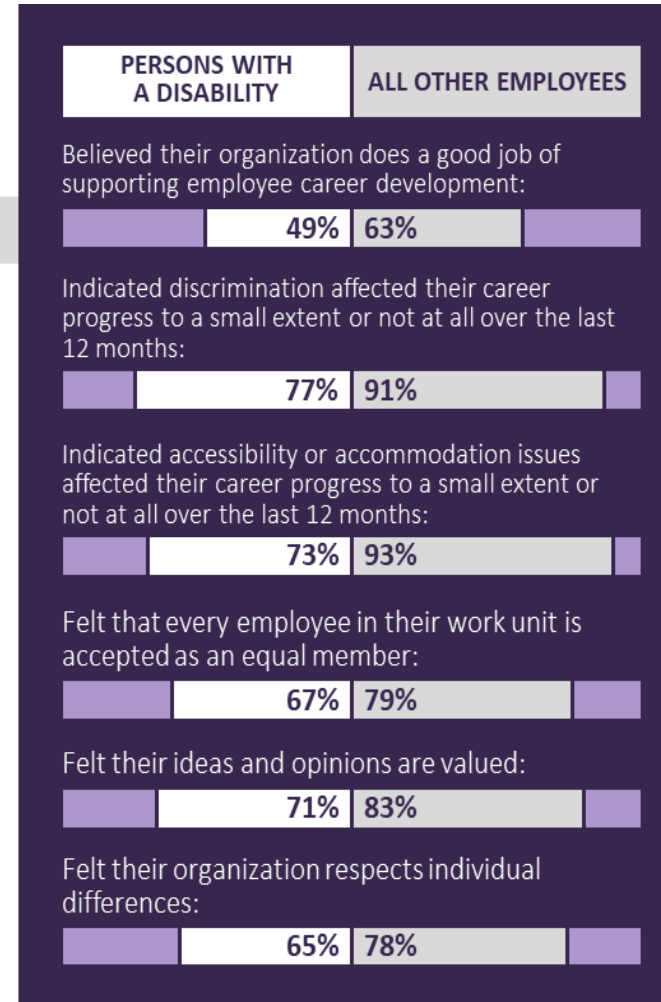
### PHYSICAL ENVIRONMENT AND EQUIPMENT



4%-points increase from 2019



3%-points increase from 2019



Source: Government of Canada

# Themed reports

All our themed reports

The LGA's Research and Information team, using data in LG Inform, have written a series of ready-made reports on a range of topics to provide you with an easy way to access a deeper level of information and intelligence about your local area or community.

Our themed reports are based on requests from users and partners so if you have an idea for a new report please email [lginform@local.gov.uk](mailto:lginform@local.gov.uk)

Alternatively, you can '[Explore](#)' all the data in LG Inform to find indicators which are of interest to you on a variety of topics including: housing, planning and building control, environment and climate change, business and the economy, children's and adults social care, public health, deprivation and poverty, demographics and the Census.



Adult social care

## Registered adult social care provider market in Peterborough (Nov 2022)

 LGA Research

Updated on a monthly basis this report presents data published by the Care Quality Commission (CQC) on registered adult social care providers and their characteristics, including the latest quality ratings. It is intended to provide insight for councils on the registered care market provision in their area and is presented as a series of charts, tables and maps for ease of use.

[View this report for your area](#)



Adult social care

## Summary of registered adult social care provision in Peterborough as reported through the PIR


 LGA Research

This report provides councils an overview of the care market in their area. Based on Provider Information Return (PIR) responses submitted by registered care providers (residential and community based) in the last 12 months to the Care Quality Commission (CQC). The PIR is a snapshot of services at the time it is completed. A 12th of all providers respond each month, so this report uses a rolling total of responses over the last 12 months to represent the whole sector.

[View this report for your area](#)

# Results with recommendations or action plan templates can facilitate managerial actions in response to results

## TIME TO TAKE ACTION



CELEBRATE

What things do we do well?

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THINK ABOUT HOW WE CAN BUILD ON OUR STRENGTHS AND LEARN FROM WHAT WE ARE GOOD AT.



INVESTIGATE FURTHER WITH OUR TEAMS

Are there any other opportunities coming out of the results that we want to explore further?

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HOW COULD WE INVESTIGATE? THROUGH LOOKING AT THE DATA IN MORE DETAIL OR THROUGH DISCUSSIONS WITH STAFF?



OPPORTUNITIES

Areas we need to focus on and turn into action plans:

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WHAT ARE THE KEY THINGS WE NEED TO IMPROVE TO MAKE WORKING HERE BETTER?

i

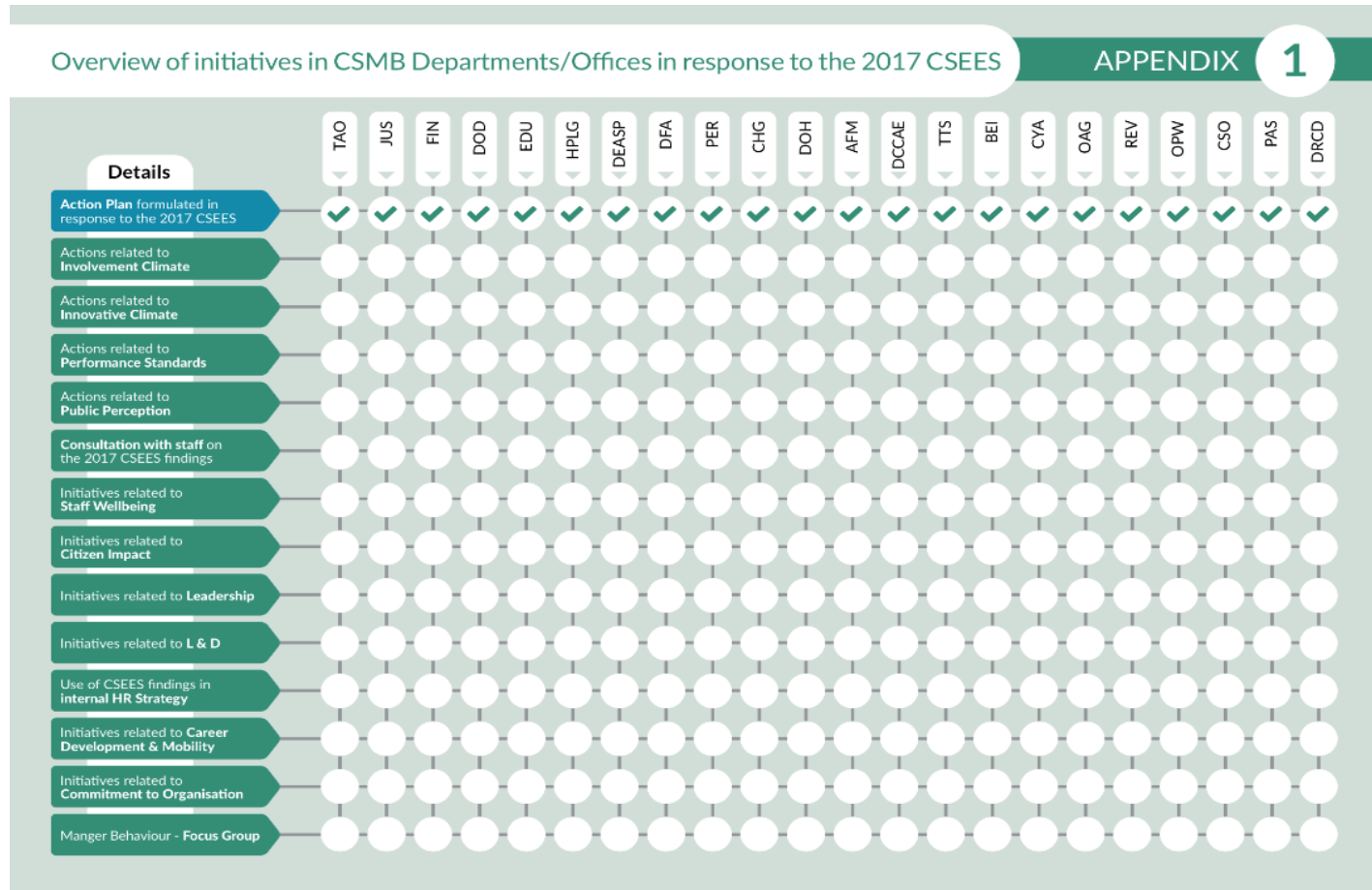
USE THIS PAGE TO START YOUR LOCAL ACTION PLANS

IDENTIFY AREAS TO CELEBRATE, OPPORTUNITIES FOR IMPROVEMENT AND AREAS WHICH YOU NEED TO INVESTIGATE FURTHER.

PRIORITISE 3 AREAS TO TAKE FORWARD

	PRIORITISE 3 AREAS FOR ACTION	TIMESCALES	OWNER	RESOURCES REQUIRED	TARGET/SUCCESS MEASURE
1					
2					
3					

# Monitoring actions in response to survey findings can incentivize improvements



Source: Government of Ireland

# Creating and publicizing a ‘Great place to work’ index based on results can incentivize improvements

Large Agencies		Midsize Agencies	Small Agencies	Agency Subcomponents
Rank ▲	Agency	2020	2019	
1	National Aeronautics and Space Administration	86.6	81.5	
2	Intelligence Community	76.7	69.9	
3	Department of Transportation	76.1	65.7	
4	Department of Health and Human Services	75.3	71.4	
5	Department of Commerce	74.9	69.6	
6	Department of the Treasury	72.5	62.5	

Source: US Partnership for Public Service (2021)

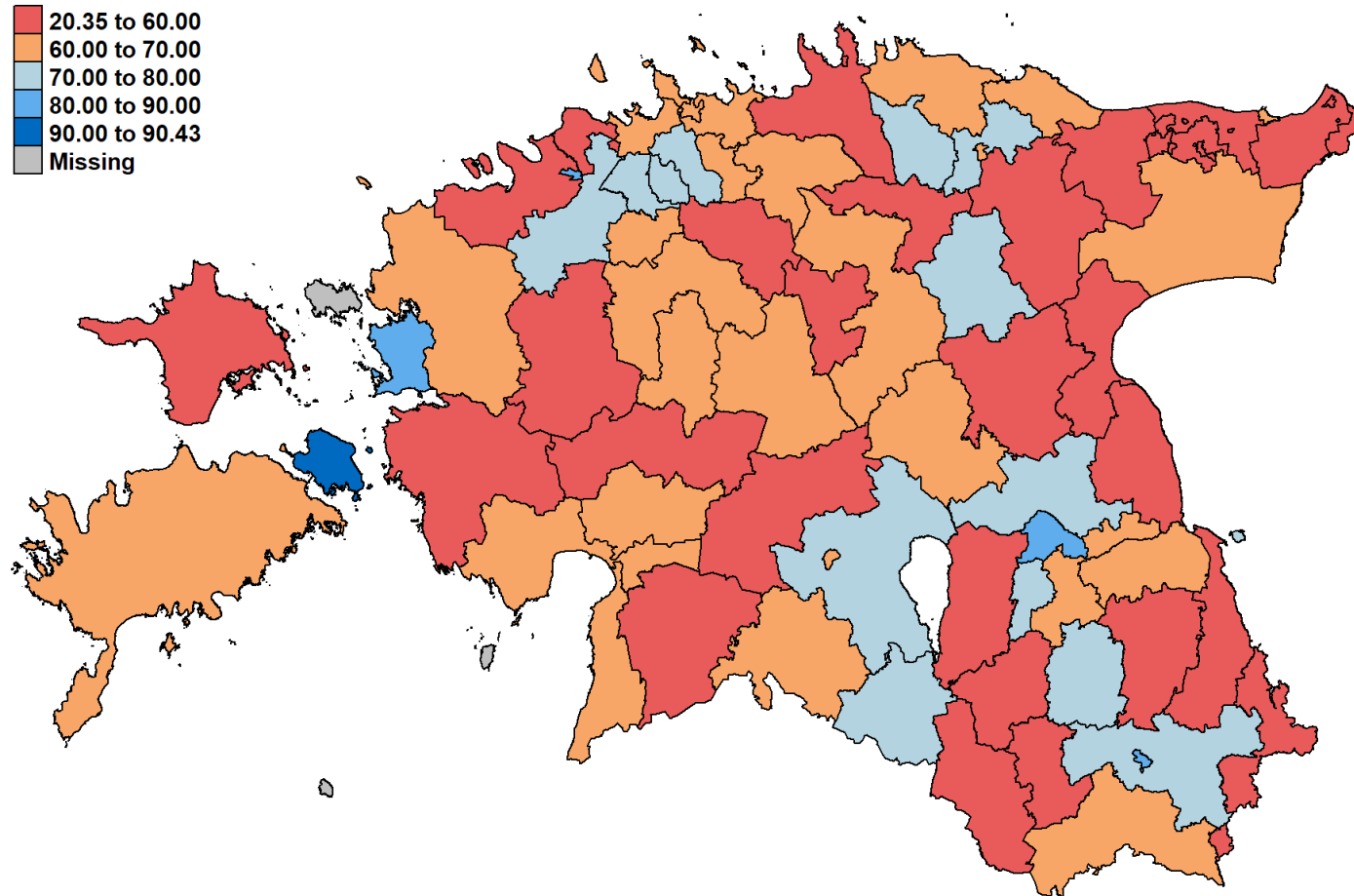
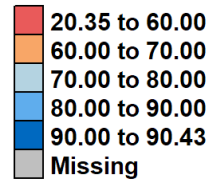
# Changing the Activities of Key Actors in Local Governments: Context

Results from the MoF Citizens Satisfaction Survey (2020), Council Minutes, and  
Bureaucracy Lab Local Citizens survey on Public administration (2021)

# Citizen satisfaction with life in their local government varies

## How satisfied are you with your local government as a place to live?

% rather or very satisfied

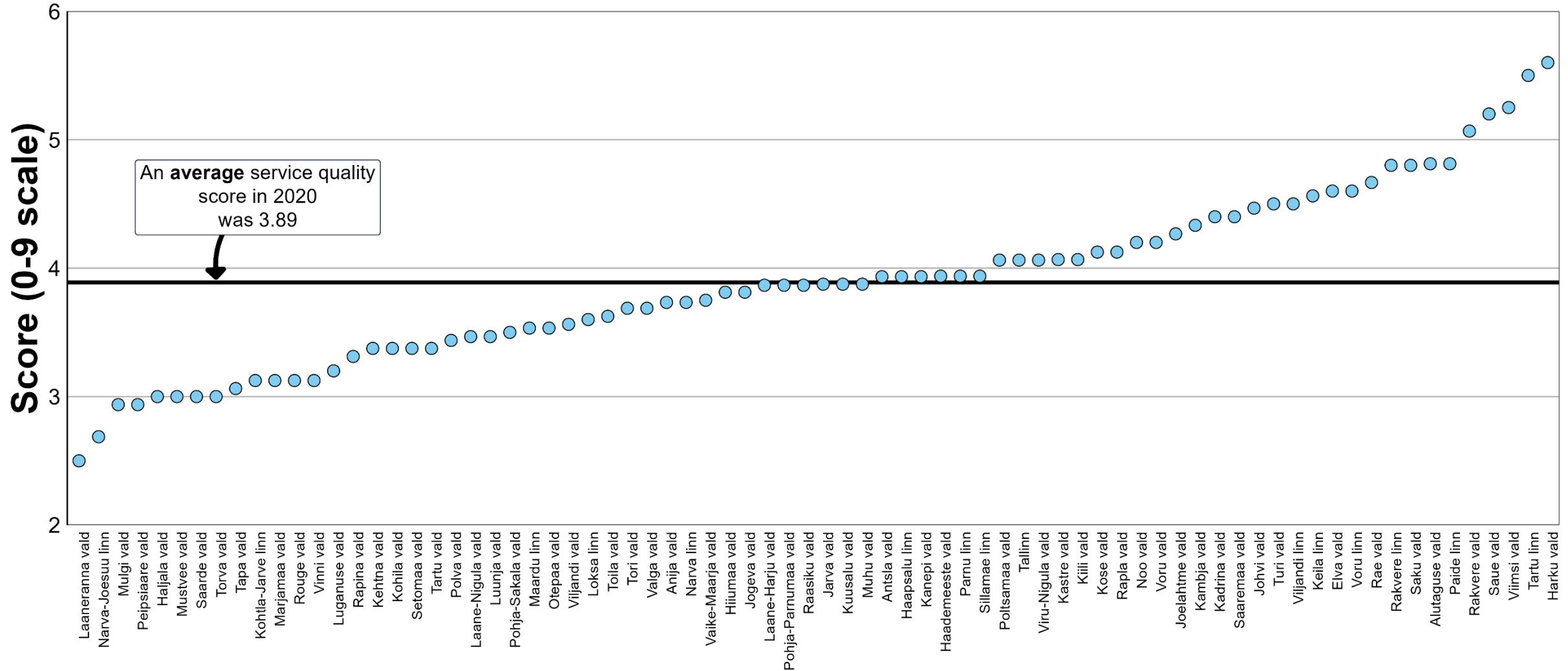


Source: MoF Citizens Satisfaction Survey (2020)

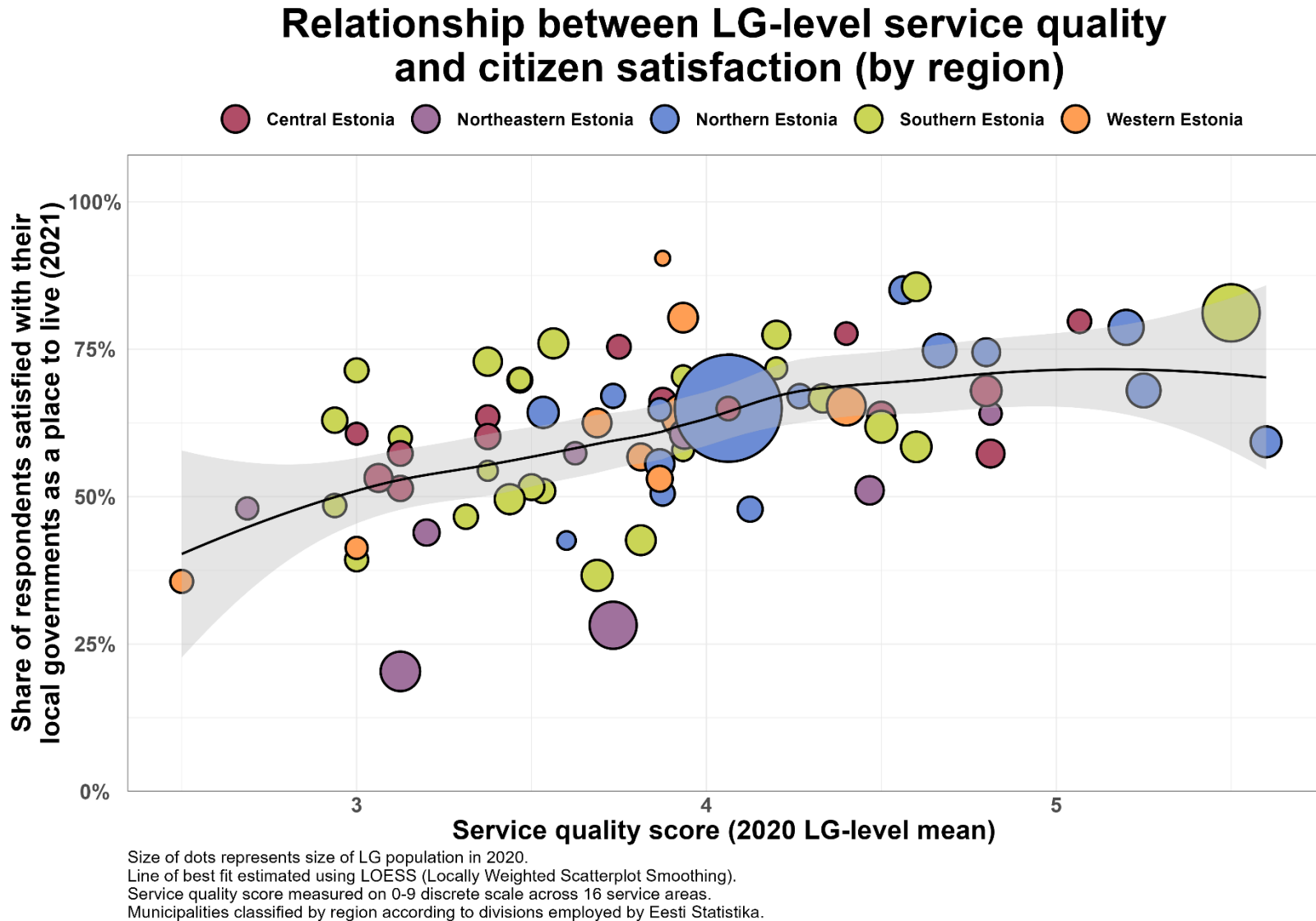
At the same time, service delivery levels vary

## Service quality across municipalities

Mean score for 16 indicators in 2020



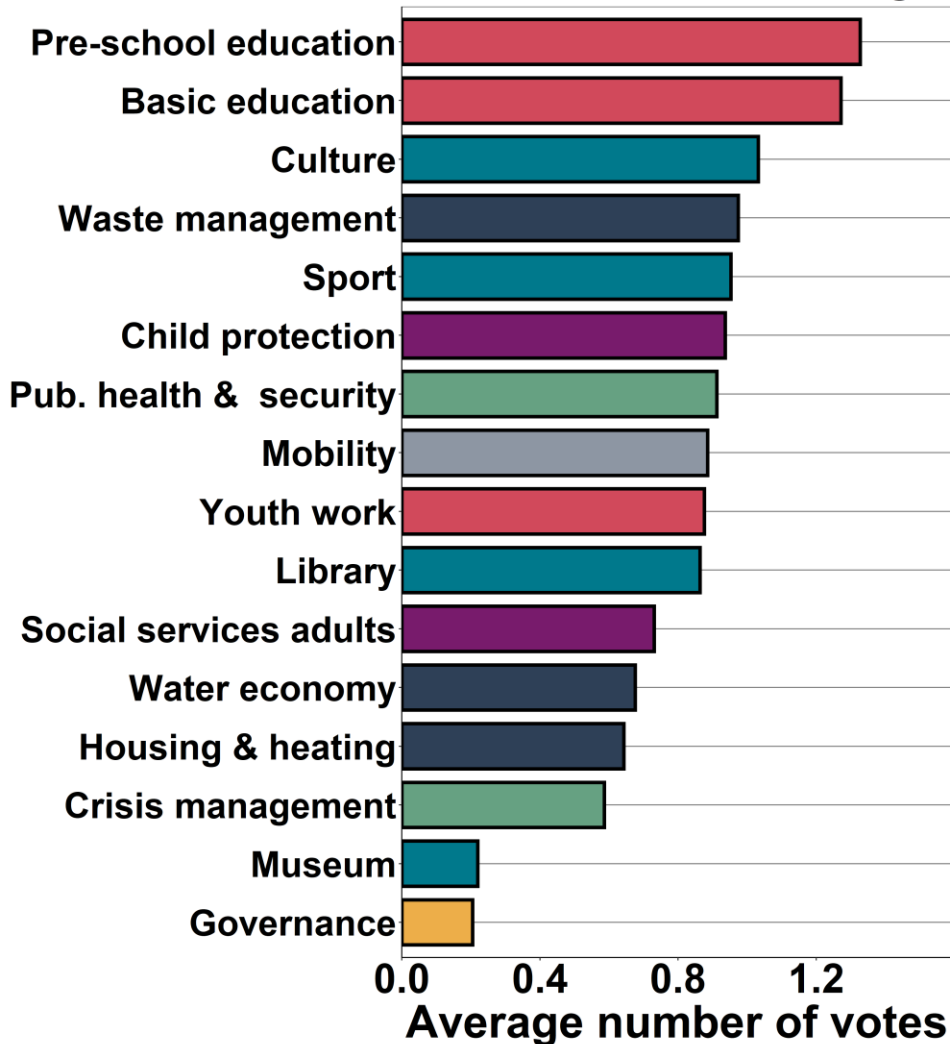
... and the quality of services is a predictor of satisfaction



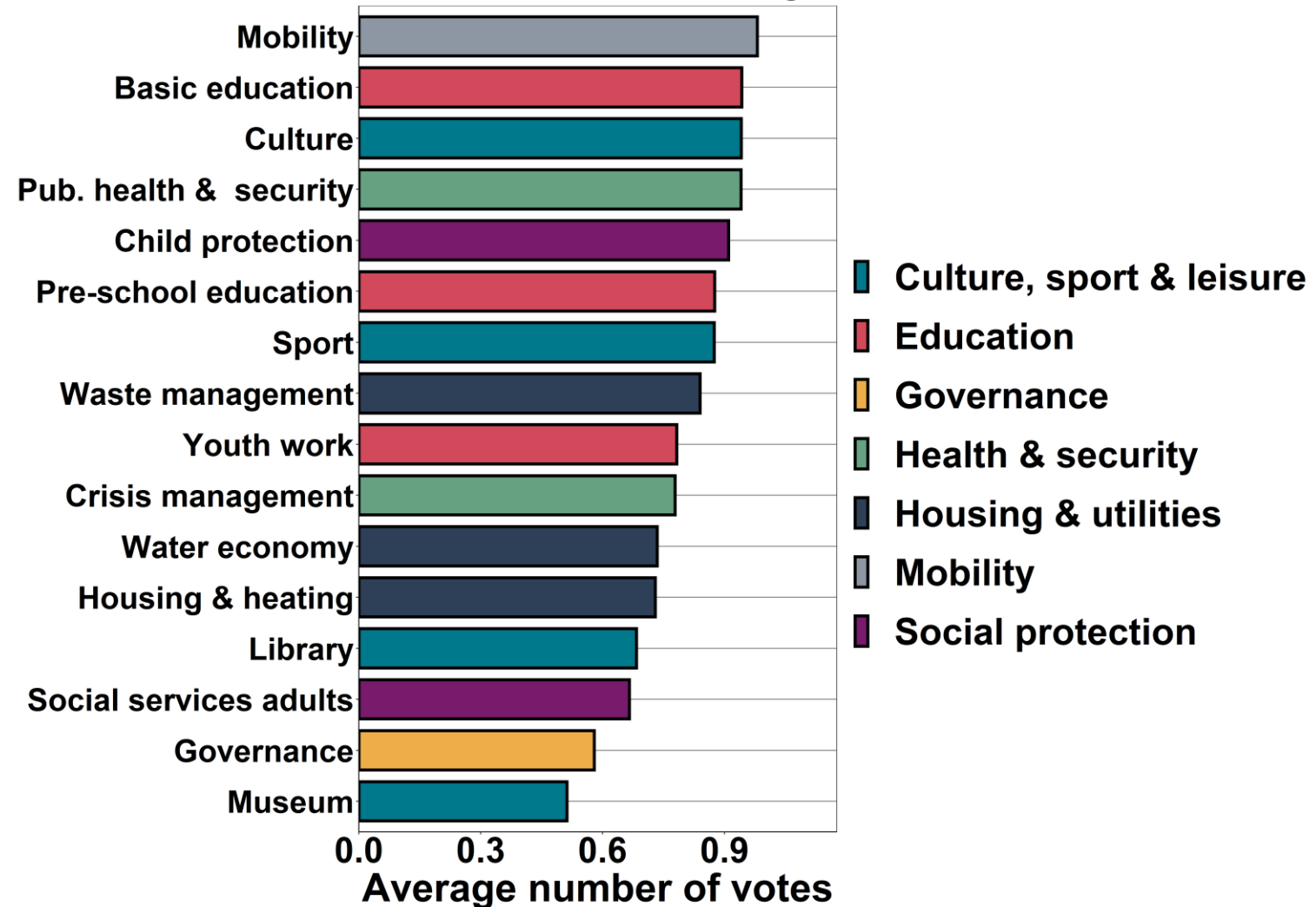
Source: Bureaucracy Lab Local Citizens survey on Public administration (2021) and Minuomavalitsus.ee (2021)

# So what is it that matters most to citizens?

## General survey



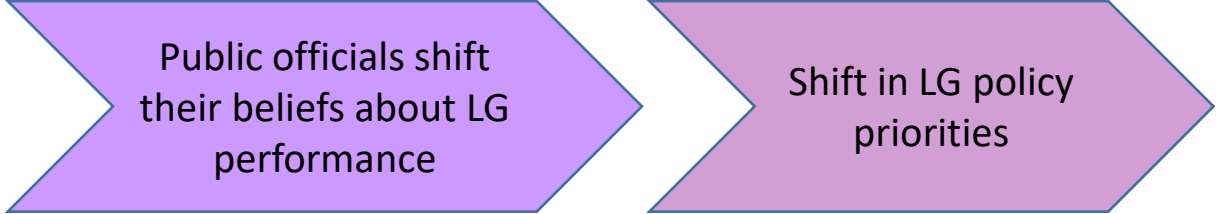
## Student survey



# The Dashboard 'Production Function'

Exposure to the dashboard

## Changing government



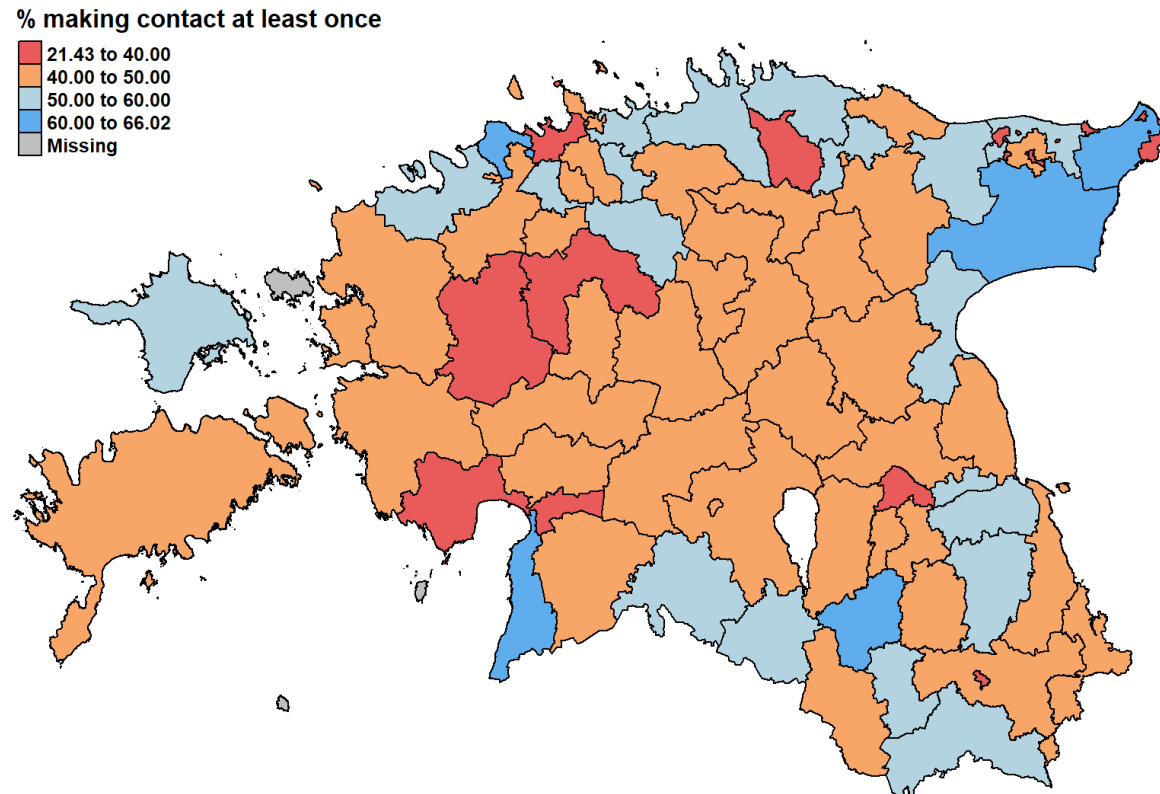
## Changes demands on government



Improved policy outcomes

Citizens vary substantially in their interactions with officials...

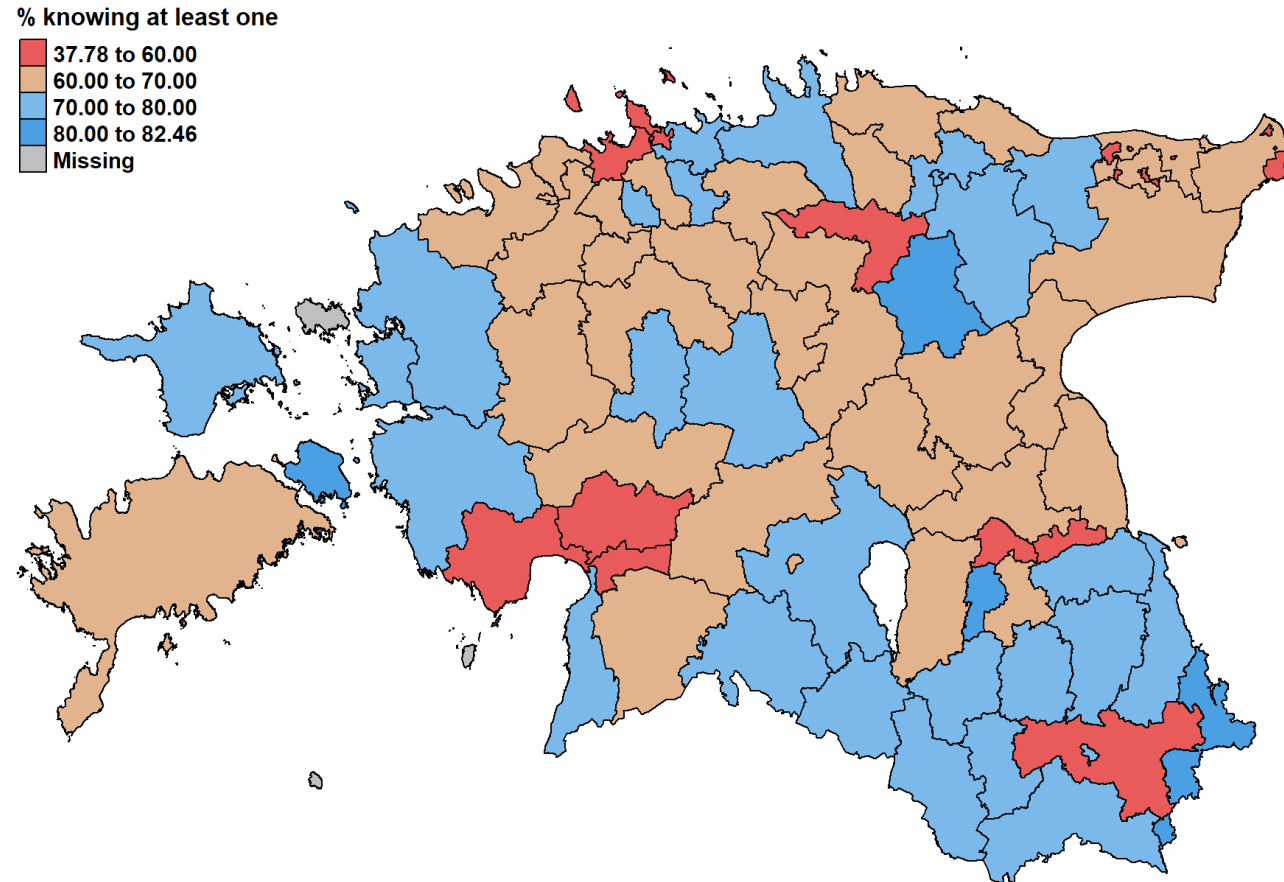
**During the past 12 months, did you contact any city employee, official or department to seek service or information, or to make a complaint?**



Source: Bureaucracy Lab Local Citizens survey on Public administration (2021)

... and how well they know their local officials

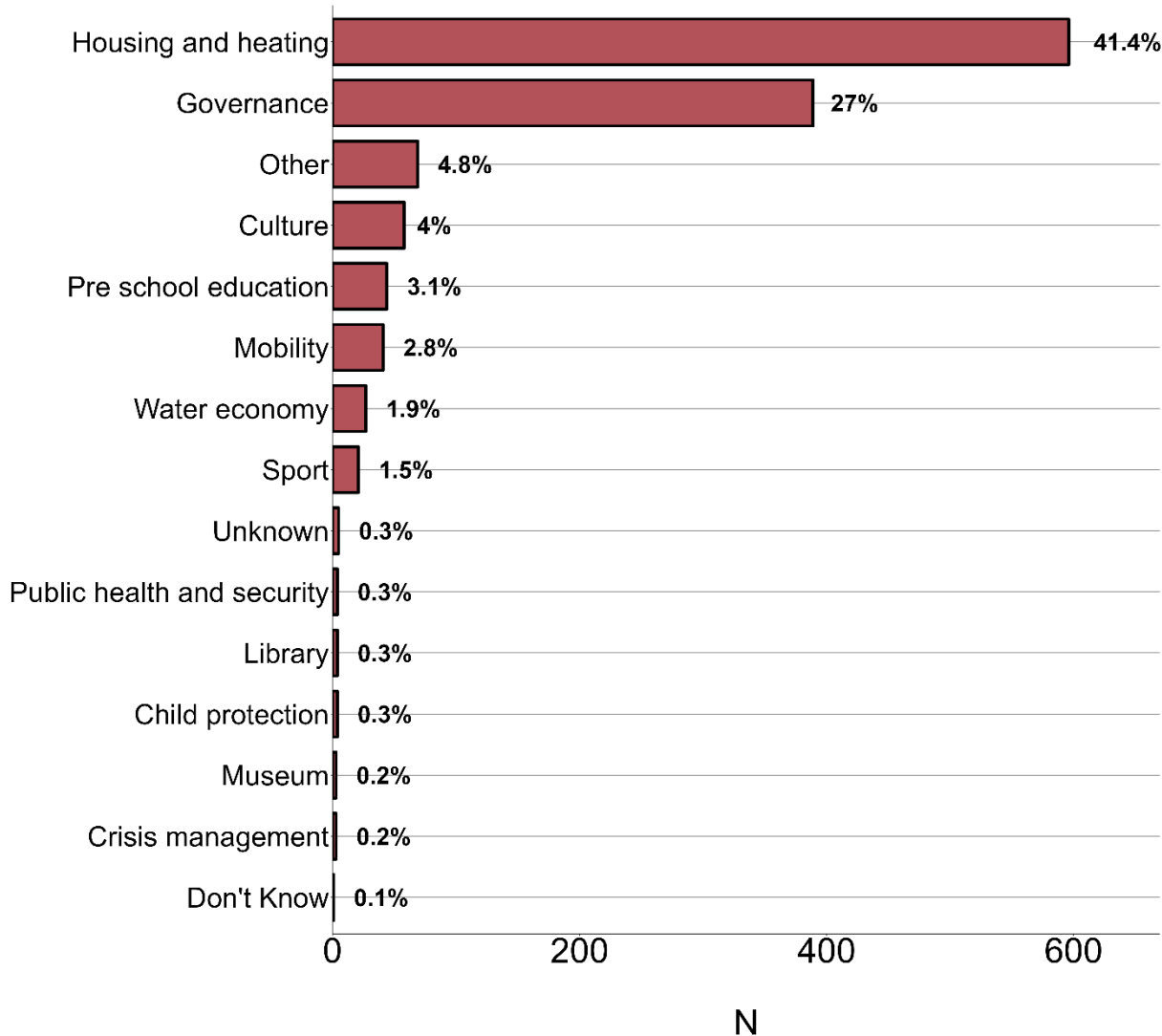
## How many of the councillors of your local government can you name out loud?



Source: Bureaucracy Lab Local Citizens survey on Public administration (2021)

# Discussions in municipal councils are dominated by housing and heating

**Human classification of top categories for each paragraph**



**The 'problem' is that citizen's interactions with public policy substantially prioritize those areas of greatest practical need (housing and heating).**

Stimulating discussion on other topics (from a very low base) and how public officials should tradeoff investments in the different realms of work requires greater engagement.

Source: Meeting minutes documents of local government council meetings (official LG websites and document registries)

# Changing the Activities of Key Actors in Local Governments: Engagement

Insights from Online Engagement Data and Surveys of Public Officials

# How much has the dashboard been used?

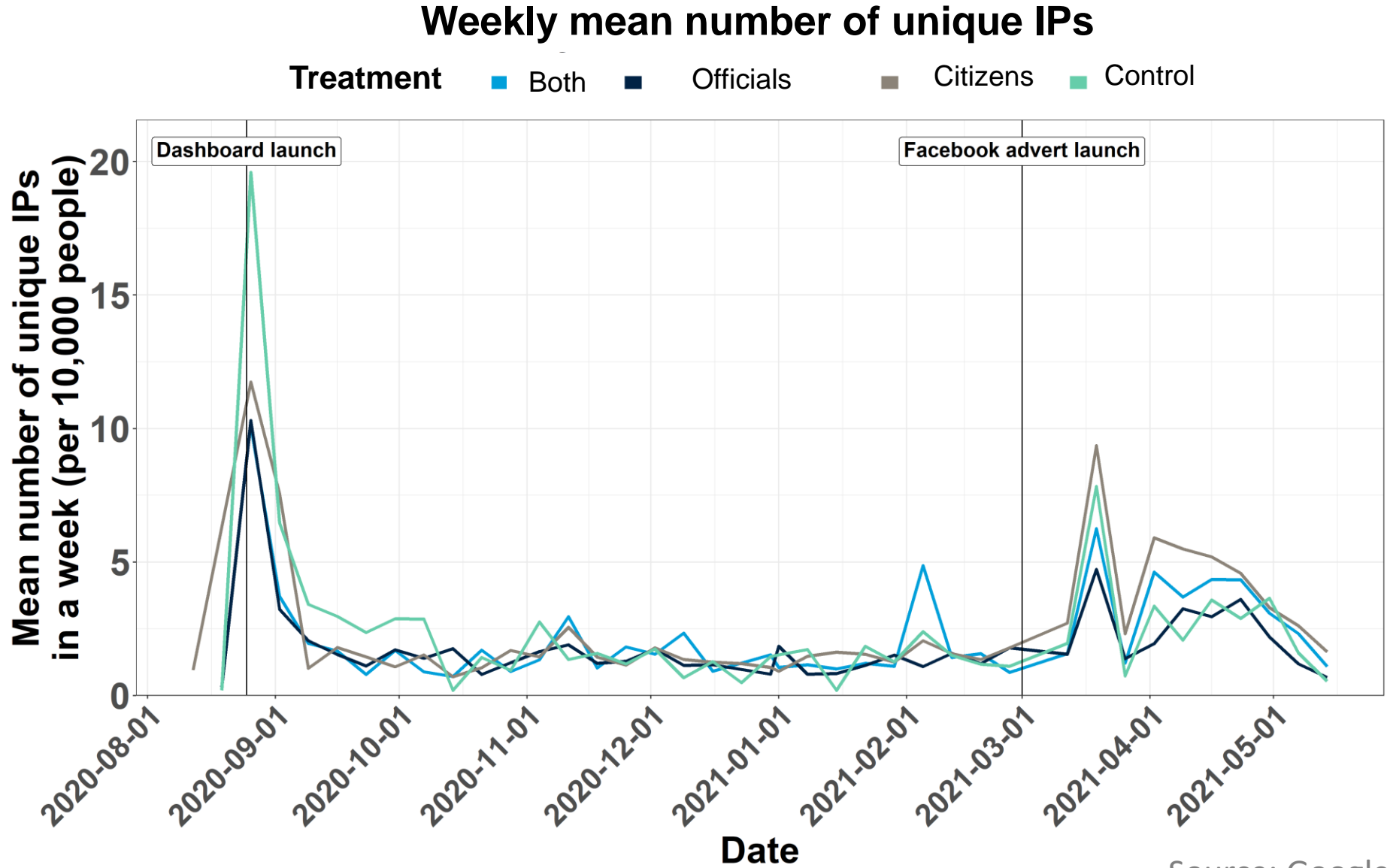
## **Citizens**

- Unique IP addresses at 'launch': 1,022 (561 per week)
- Unique IP addresses for 6 months after launch: 761 (26 per week)
- 'Bump' from social media advertising (March-May 2021): 1,432 (136 per week)

## **Public Officials**

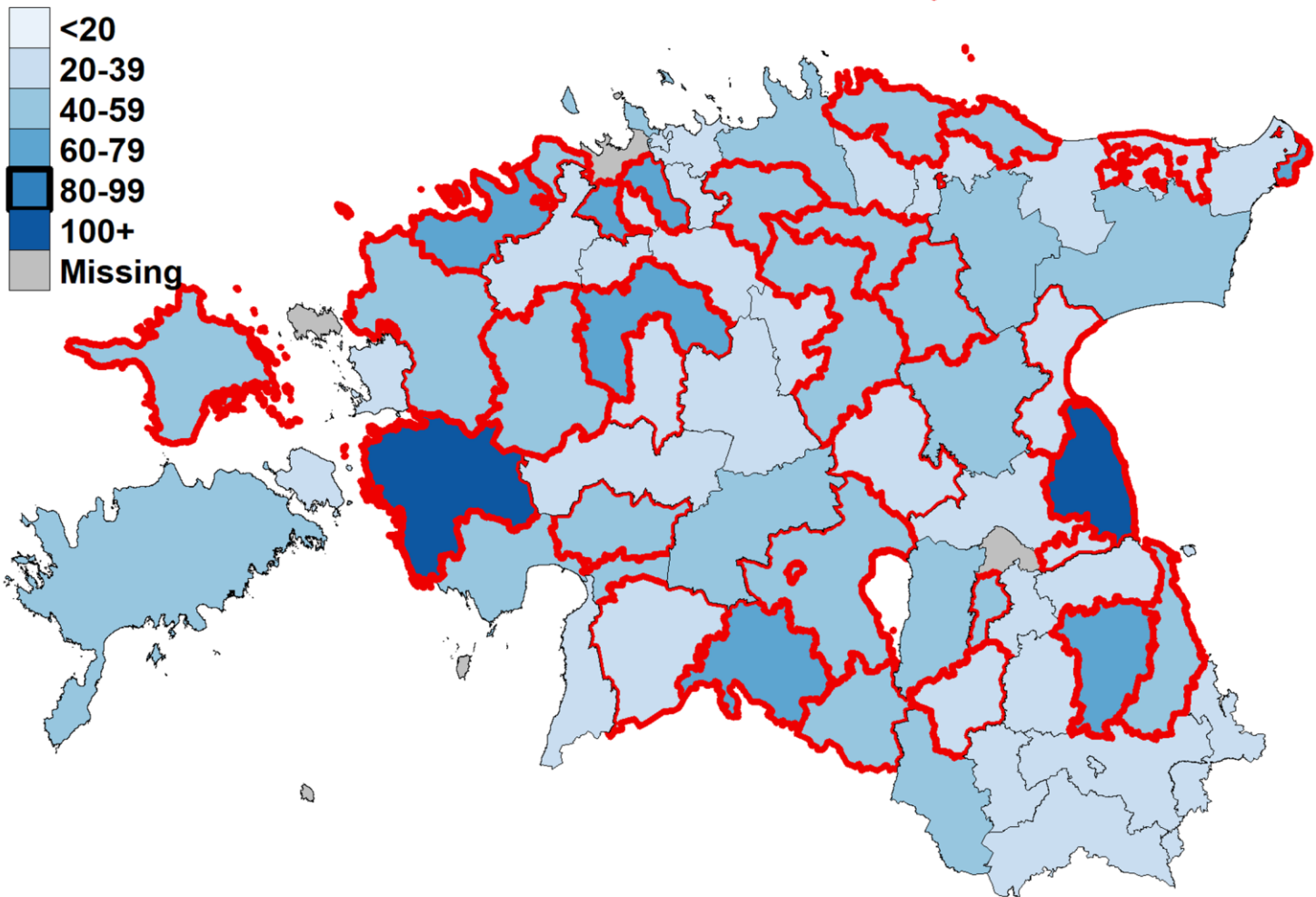
- 76% of officials state they have used the Minuomavalitsus dashboard to obtain information on the performance of their municipality in the last year
- 37% state that they use it multiple times a month
- In qualitative discussions, officials who are provided with a clear 'bridge' between the dashboard and management decisions capitalize on the results

# Facebook advertising led to increased online traffic on the dashboard



Source: Google Analytics (2021)

# Geographic variation in interest



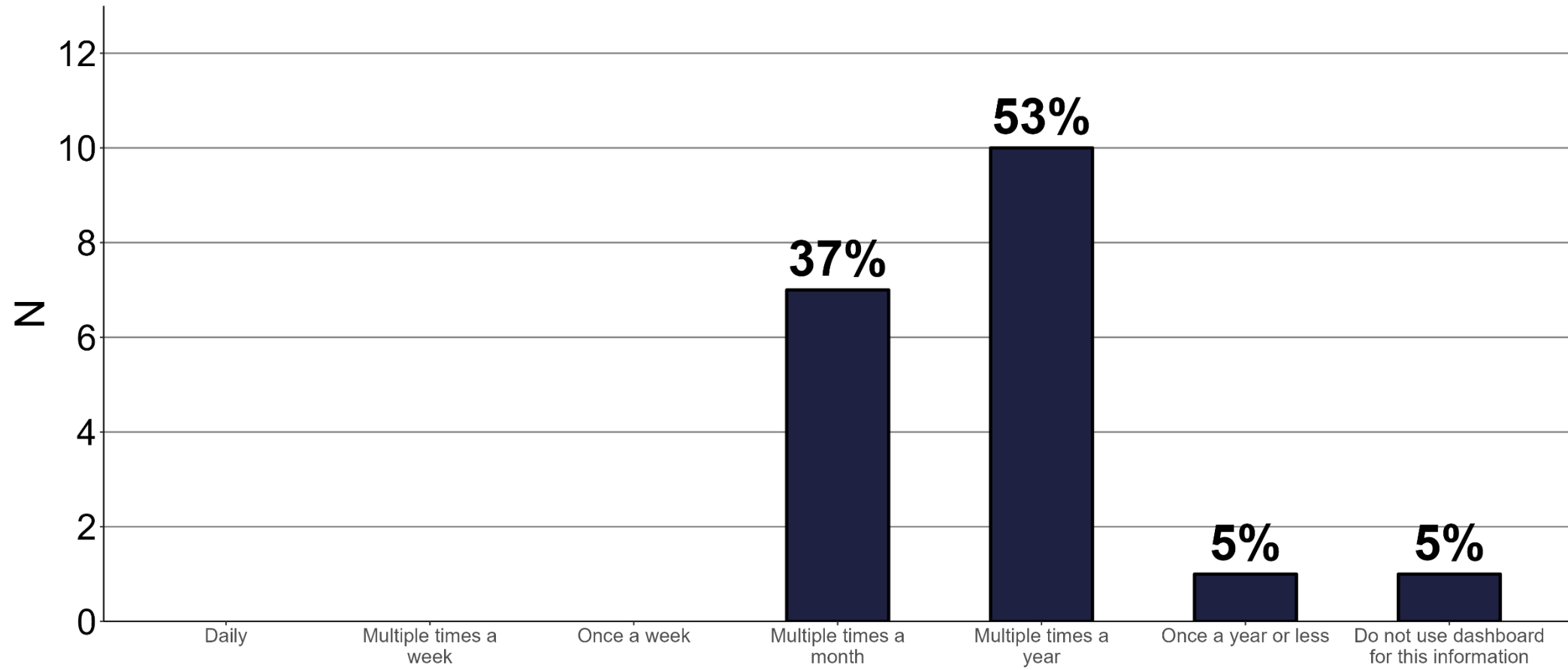
In red are highlighted the municipalities, which were targeted with Facebook advertising campaign

Source: Google Analytics

# Most officials use the dashboard regularly

## Dashboard

How frequently during the last 12 months do you use the Minuomavalitsus dashboard to obtain information about the performance of your municipality?



Based on pilot results (N=25)

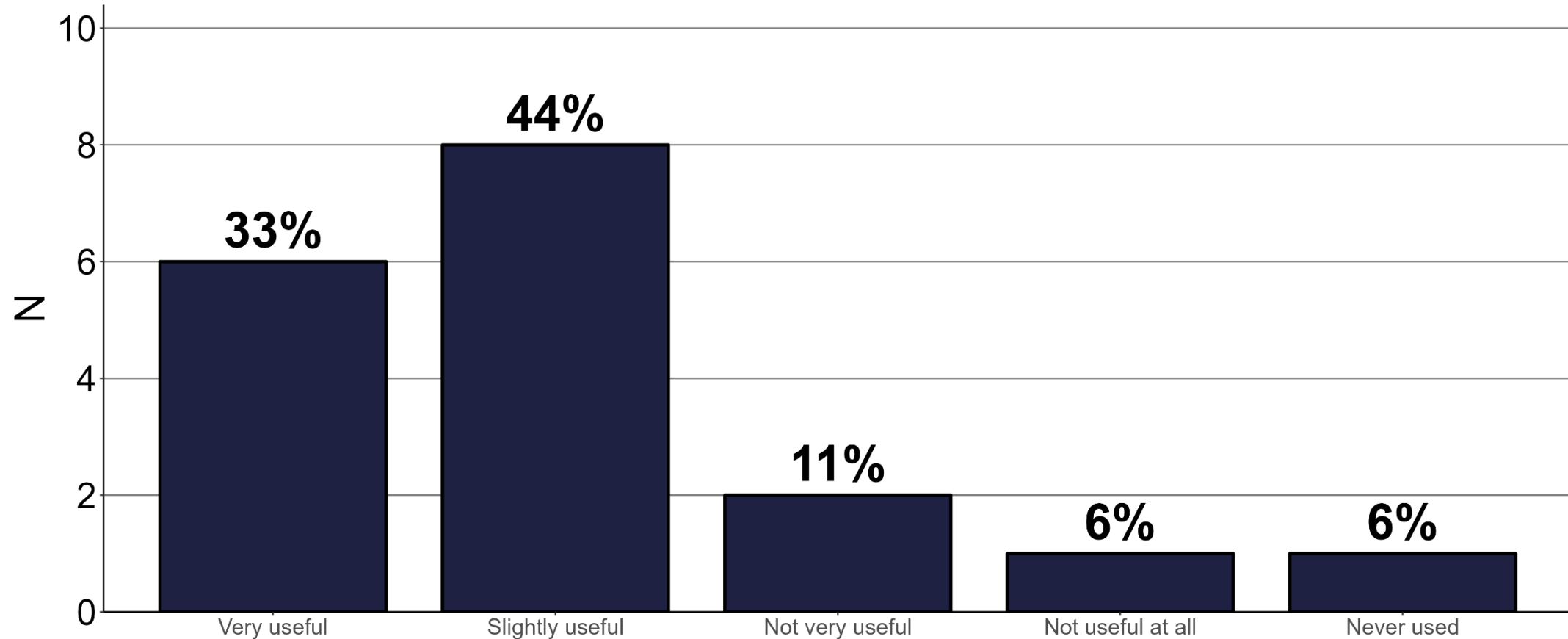
# Changing the Activities of Key Actors in Local Governments: Policy Making

Insights from Administrative Data and a Survey of Public Officials

# The majority of officials find the dashboard useful

## Dashboard

To what extent do you find the Minuomavalitsus dashboard useful for your job?



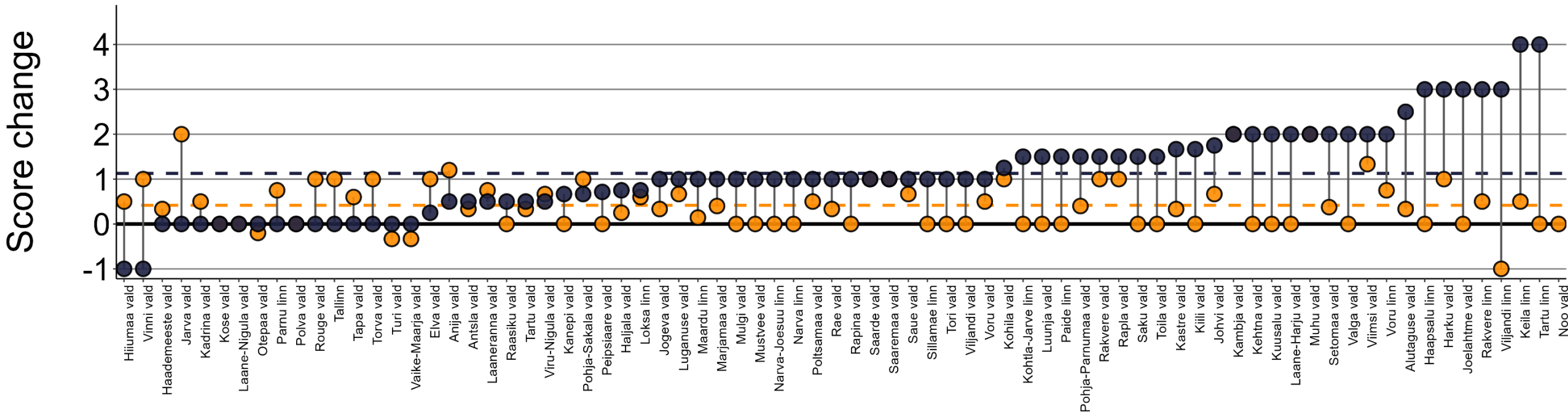
Based on pilot results (N=25)

Source: Bureaucracy Lab Local Public Officials survey (2022)

... and it does seem that worst-performing service areas in a locality improve more after the dashboard is published ...

## Change in the service quality in the worst-performing service areas pre- and post-dashboard

● 2018-2019 ● 2019-2020



Dashed lines show mean values for each group.

The points show how the service quality of the lowest-scoring service areas changed one year afterwards.

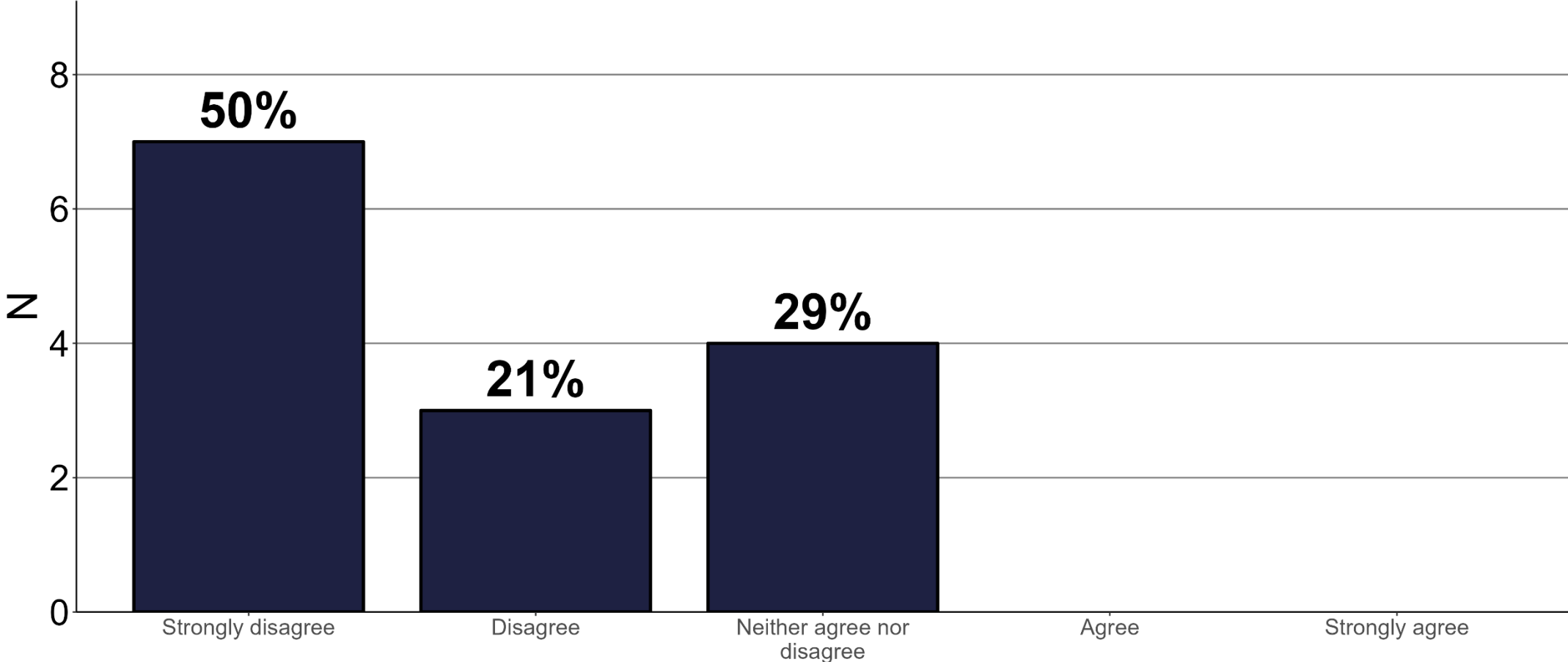
Period 2018-2019 measures the changes in a year prior to the first release of the dashboard, period 2019-2020 covers the first year after.

If more than 1 indicator achieved the lowest score, all such indicators are included in the calculations.

# However, the impact isn't through budgeting

## Dashboard

To what extent do you agree that the Minuomavalitsus dashboard affected budgetary decisions in <Sector1> in your municipality?

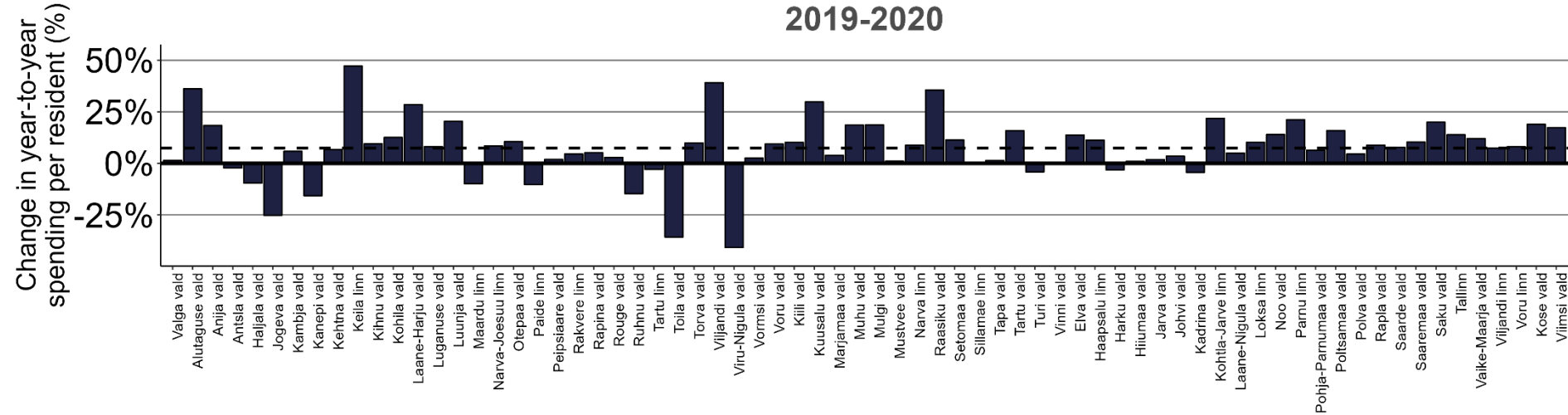


Based on pilot results (N=25)

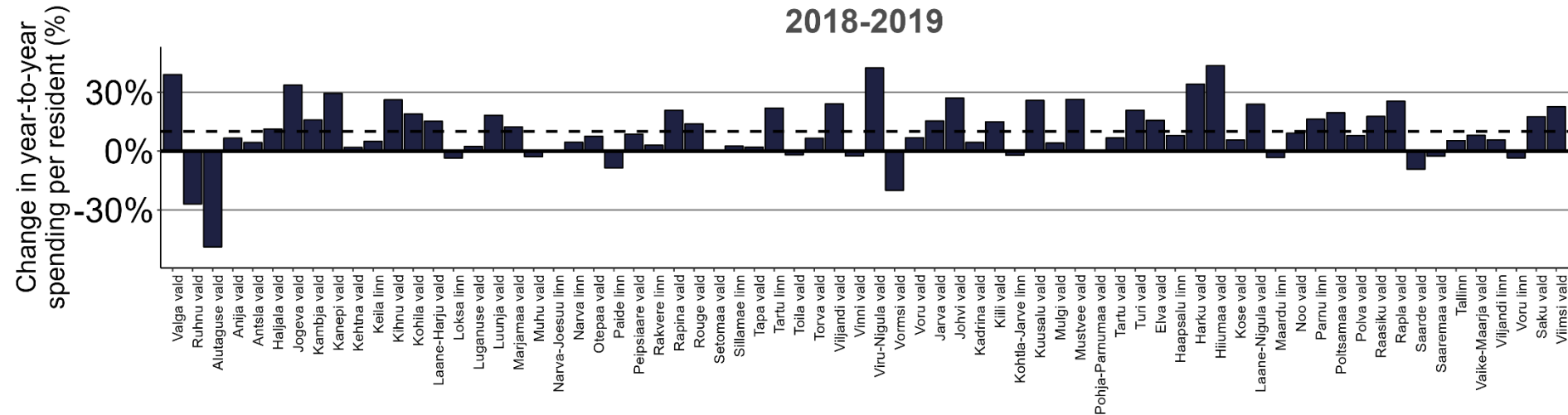
Source: Bureaucracy Lab Local Public Officials survey (2022)

# Budgets do not respond to the ranking of sectors

## Change in budget spending in the field of: Social Protection 2019-2020



## 2018-2019



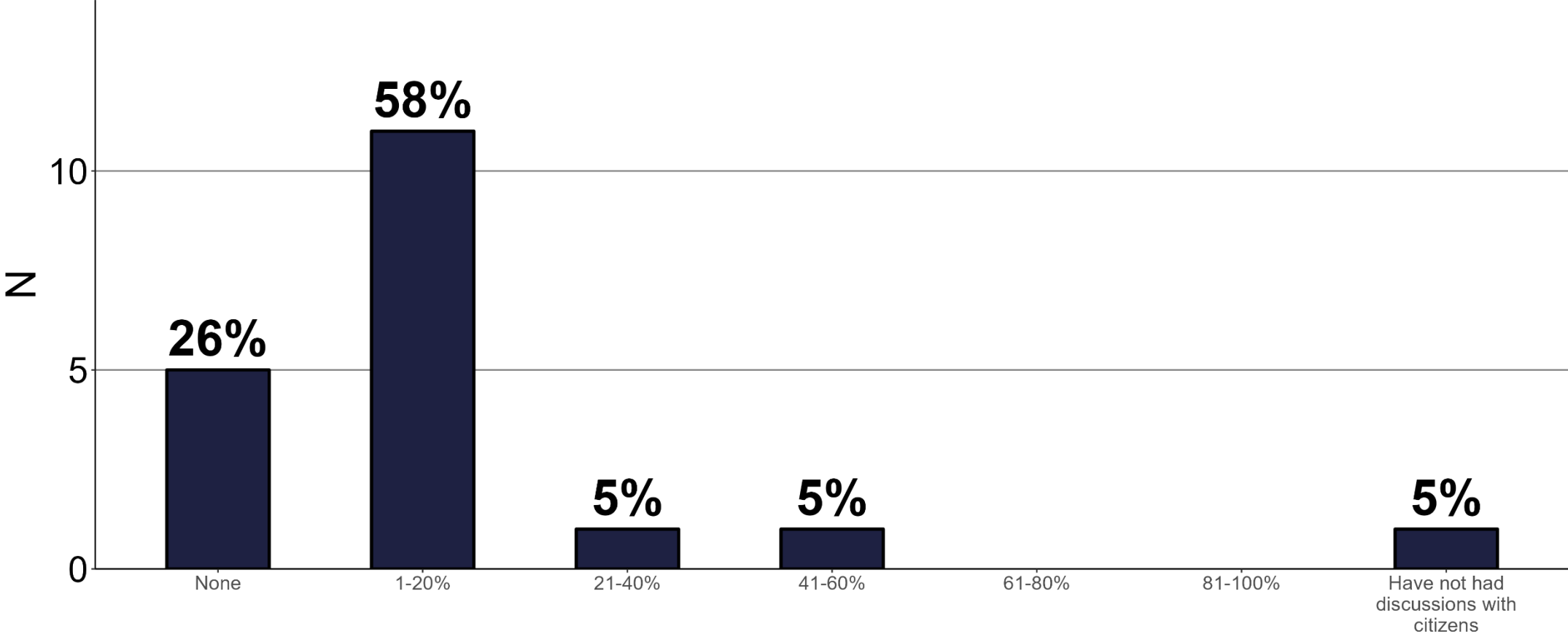
# Changing the Relationship between Citizens and Officials

Insights from Administrative Data and a Survey of Public Officials

# Few citizens explicitly use the dashboard as an advocacy tool

## Dashboard

What porportion of your discussions with citizens mentioned the Minuomavalitsus dashbaord?



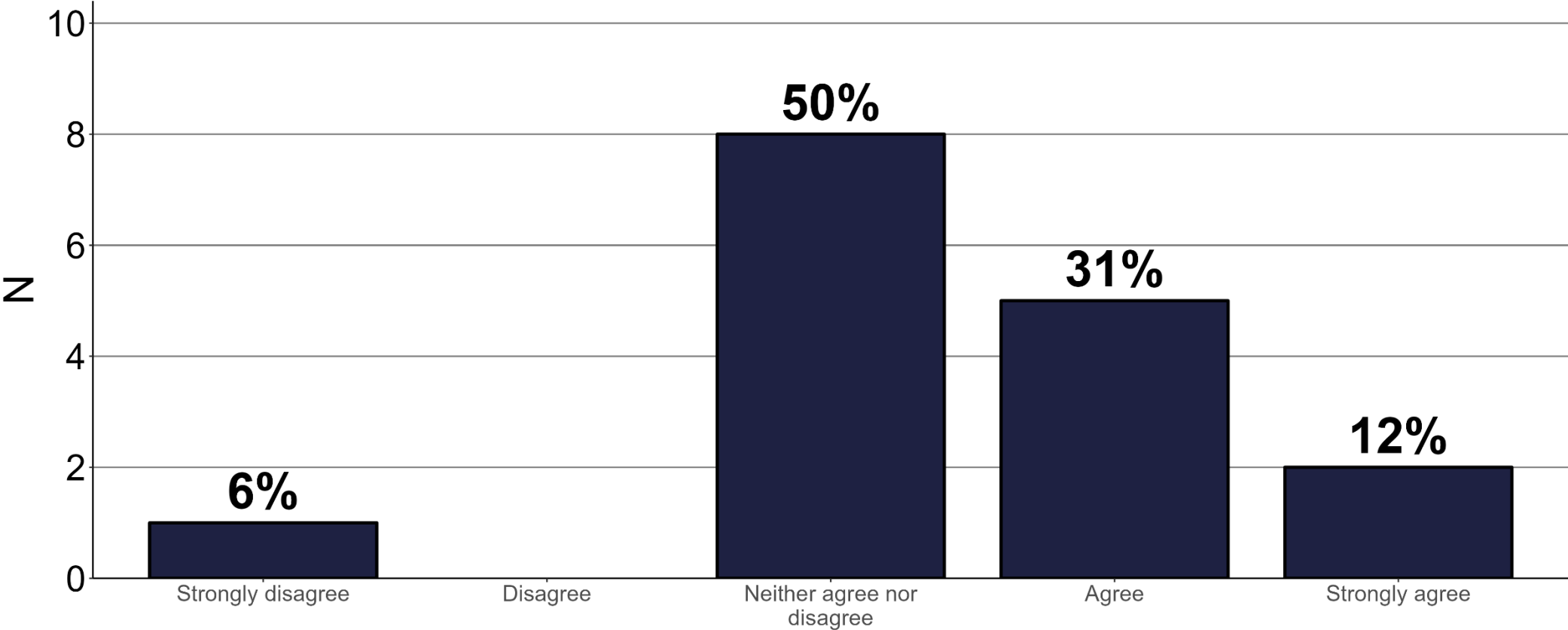
Based on pilot results (N=25)

Source: Bureaucracy Lab Local Public Officials survey (2022)

# Perception of information flow could be strengthened

## Dashboard

To what extent do you agree with the following statement: The Minuomavalitsus dashbaord has improved the flow of information between municipalities and citizens?



Based on pilot results (N=25)

# The Road Ahead

Choices for MoF

## Core Lessons from the Evaluation

- Minuomavalitsus.ee has brought together data on service delivery in Estonia in a way that has never been done before
  - A range of public officials report that this is useful along multiple margins
- Many dashboards simply wither and die if they are not curated, interpreted and evolving
  - Refine community of practice ('bridge the conversations')
  - Strengthen production for tailored reports? [What does this audience want?]
  - Learn from the set of local governments that responded strongly
  - What is a 'lens' that captures the interest of non-government actors?
- Implement ongoing measurement of success
  - Integrate evaluation toolkit into ongoing assessment
  - Annual reflection/evolution point

# Lessons from the Evaluation: Engagement with Public Officials

## 1. Cyclical performance reports for local government officials

- Dashboard measures over 300 sub-indicators across 79 local governments and 6 years, which might prevent time-constrained LG officials from exploring it fully
- Reports highlight key conclusions, areas for improvement and recommendations on how to achieve it
- They can be created automatically and come in short (2 pages) and long version (10-20 pages), making the numbers more accessible to the LG officials

## 2. Regular workshops ensure ongoing conversations

- MoF-conducted workshops on the dashboard for interested local government officials welcomed, but now move from understanding to management
- Role of separate consultations?

## **Lessons from the Evaluation: Engagement with Citizens**

### **1. Continued promotion of the dashboard among citizens**

- Despite the advertisement campaigns during the intervention, the survey data indicates low awareness of citizens about the dashboard
- High level of digital literacy in Estonia allows for cost-efficient and scalable promotion of the dashboard, be it on official government websites or social media
- The breadth of the dashboard data allows to create engaging and varied visual promotional materials (graphs, maps, infographics)

### **2. Citizen engagement module in reports/workshops for local public officials**

- Engaging citizens in discussions and reforms based on the dashboard has a clear democratic, but also practical dividends
- The needs for citizens input could be highlighted for the local public officials in the dashboard reports/workshops that they receive from MoF

# Lessons from the Evaluation: Measurement

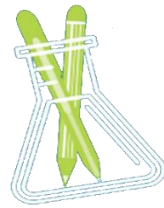
## 1. Continue expanding the dashboard scope

- In 2022 version, the dashboard was expanded by two new indicators (Environment Climate; Accessibility), which is a testament to the commitment to making it fully comprehensible and responding to identified needs
- What is the next big shock that the dashboard could be flexible to respond to? (e.g. Covid-19, local government reform like the one in 2016?)

## 2. Maintain regular assessment of engagement with the dashboard

- Monitor the online dashboard traffic to identify any areas that might still underutilize the dashboard
- Automatically collect and analyze the policy priorities of local government using meeting minutes documents

Thank you



# Evaluation details

MoF's collaboration with the Development Impact Evaluation Research Department of the World Bank

# Evaluation overview

WB/Columbia research team has worked with MoF to test the effects of creating a comprehensive performance dashboard of local governments and supporting its rollout

## Methodology:

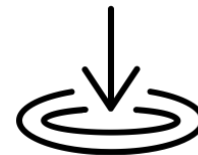
- Vary support of local governments in their interactions with the dashboard, varying activities targeting LG public officials, citizens, or both
- Investigate changes in beliefs and policy priorities using qualitative survey evidence
- Ascertain policy impact quantitative by measuring policy agenda and budgetary changes



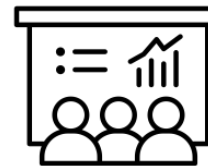
Surveys of citizens and public officials in local governments



Tracking online engagement with the dashboard

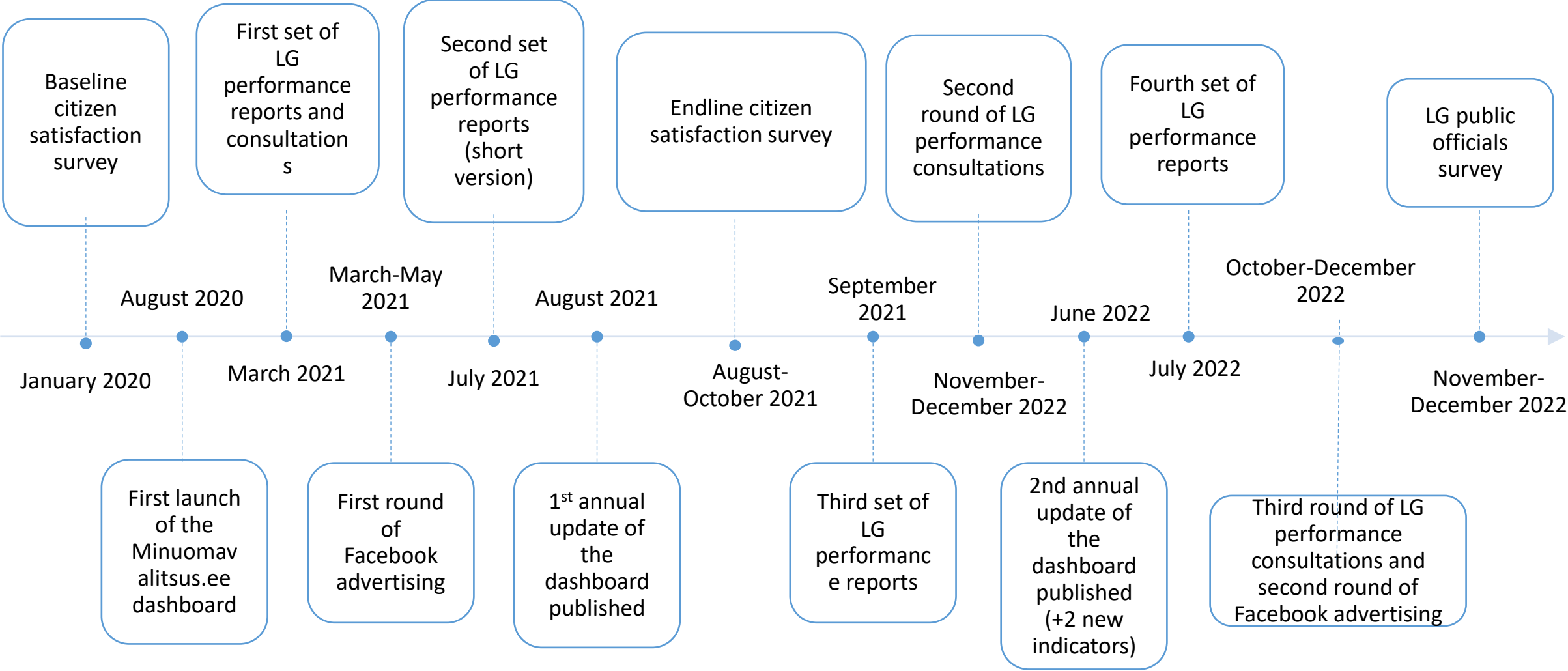


Targeted reports and consultations for local public officials and advertising campaigns for citizens



Use text analysis to measure changes in policy agenda and quantitative analysis to gauge budgetary changes

# Dashboard Program Timeline



# Which local governments are we evaluating?

**We undertook a ‘stratified’ randomization of 74 local governments across Estonia**

## **Randomization**

- LGs grouped into 8 strata (or groups) based on the values of population, baseline satisfaction level, and budget spending
- Within each strata LGs randomly assigned to one of 3 treatment arms or to the control group with equal probability
- No attrition, albeit differential level of engagement with the intervention
- **Consultations in how many LGs?**

## **Excluded**

- Kihnu vald, Ruhnu vald, and Vormsi vald – due to their small size of population and a corresponding lack of data on those citizens, such as a baseline citizen satisfaction survey
- Tallinn and Tartu linn – their size and a different structure of local government precluded meaningful comparisons with other LGs

**Thus, what we assess today can be seen as causal, but not fully representative of Estonia’s local government**