

**Position:** Program Manager, Outcome Measurement Team

**Location:** Hyderabad

### **About CEGIS**

The Centre for Effective Governance of Indian States (CEGIS) was co-founded by private equity investor turned philanthropist Ashish Dhawan and renowned Indian economist Karthik Muralidharan in 2019 to improve millions of lives by helping Indian state governments work better. CEGIS believes that improving the effectiveness of public expenditure is the most powerful way of achieving improved development outcomes at scale. Starting with Telangana, where it has entered into a five-year partnership with the state's government, CEGIS will support Indian states by identifying and implementing evidence-based governance and public expenditure reforms.

We will do this through a dedicated state office that will be co-created with the state and integrated with the Finance and Planning Departments of the state. The staffing model will include CEGIS personnel as well as staff seconded by the state. We aim to build the organization in a "state-led" way, where we focus on deep partnerships with states with an iterative cycle of "thinking" and "doing". The central CEGIS office will aim to curate ideas based on both evidence and experience, support state-level experimentation, and accelerate adoption of successful practices across states.

### **CEGIS in Telangana**

As outlined in the concept note on the Centre for Effective Governance of Indian States (CEGIS) (*suffixed to this Job Description*), we have commenced our activities with a deep strategic partnership with the Government of Telangana (GoTS) over the next 5 years to achieve transformational impact in the quality of public performance management.

CEGIS is now working with different departments within GoTS (such as education and industries) to implement: (i) outcome measurement systems to set goals and monitor progress; (b) personnel management policies that hires, trains and incentivizes personnel to meet these goals; and (c) a strategic budgeting framework where resource allocation is based on evidence and cost-effectiveness.

In addition, CEGIS will act as the nodal organization bringing other partners to work across key sectors (like education, nutrition and agriculture) to help improve the state's service delivery. This approach has buy-in from the highest political and administrative officials in the State government. Telangana, in effect, aims to become a model for a rigorous outcome-based approach to government service delivery in the country.

## **Working with CEGIS**

At CEGIS, you will have the opportunity to:

- Shape the strategic direction of a young, innovative, and unique organization that is influenced by research but oriented heavily towards implementation;
- Positively influence relevant governance and policy issues in a high-paced environment; Work with a high-performing team of analytically-oriented, mission-driven development professionals; and
- Upgrade your own technical capabilities, to ensure that as an organization we are always on the cutting-edge of data driven and research-informed development practice.

## **Position Summary**

Within CEGIS, the Outcome Measurement (OM) team's role is to support institutionalization of data driven decision making by setting up the required infrastructure and technical capacity with the Planning department and relevant line departments in the State. High quality data and insights generated through this facility are expected to provide assistance to the State in goal setting, progress monitoring and strategic decision making for personnel and budget/ finance management.

Specifically, this will, among other things, entail:

- Conduct independent household level outcome measurement across various sectors such as school education, health, child nutrition, water & sanitation, jobs & unemployment, public safety and agriculture etc. to assist the government in goal setting and progress monitoring
- Measure integrity of administrative data gathered and managed by the state machinery and suggest ways of improving its quality
- Conduct high-frequency measurement of outcomes and monitoring (of key programs and schemes) using various tools and techniques
- Generate learning notes to document project milestones and lessons for the future, and share generalizable knowledge with the wider team.

The Program Manager (PM) - Outcome Measurement will play an important role in contextualizing and executing the CEGIS vision in Telangana. The role will work closely with the Outcome Measurement technical team and the State team, and collaborate with other CEGIS teams (Jobs, Investment and Productivity; Personnel Management; Strategic

Budgeting).

The Program Manager will be jointly reporting to the Lead, Outcome Measurement and State Lead, Telangana.

### **Roles and Responsibilities**

The key responsibilities of the Program Manager include:

- Oversee complex digital data collection operations (to be carried out by an external agency) involving multiple rounds of multi-sectoral surveys
- Work closely with senior academics and government stakeholders to tailor research design and protocols to local context, and translate technical requirements to on-ground implementation
- Support in development of high quality outputs (presentations, reports, briefs) summarizing project progress, data analyses, research findings for both technical and non-technical audiences and for dissemination at various forums
- Ensure adherence to data quality protocols, including auditing enumerators, monitoring data collection, and conducting data quality audits in any data collection project
- Replicate any analysis submitted by external partners to ensure rigor and quality of outputs
- Facilitate access to administrative data from relevant government line departments, review them using a prescribed template and conduct analysis as required
- Manage all the primary, secondary, and administrative data by strictly following data management and security protocols
- Assist in standardization of measurement and analysis protocols for projects
- Support the technical and professional development of reportees
- Keep track of global best practices in measurement and assist in strengthening team's capacity to adopt those

### **Desired Qualifications, Skills and Abilities**

- Education and Experience
  - Master's degree or equivalent in economics, statistics, public policy, engineering, social science, or related fields from a reputed institution
  - 4 to 5 years relevant work experience, including extensive field research, managing evaluations, basic quantitative analysis, and managerial experience
  - Experience in quantitative data management and analysis using STATA, R (strongly preferred) or Python programming
  - Understanding of experimental and non-experimental research methods,

including design and implementation of field sample surveys

- Skills and Traits
  - Fluency in English and Telugu (basic to intermediate proficiency)
  - Excellent problem-solving and strategic thinking skills, strong research aptitude ability to analyse complex quantitative and qualitative data and formulate solutions
  - Fluency in English and excellent writing and communication skills (ability to communicate complex ideas in a meaningful way and across different audiences) within and outside the organization
  - Demonstrated relationship-building ability and management of high-level relationships with partner organizations, ideally based on experience of working with Indian state governments
  - Strong planning and organizational skills, and an ability to be able to set priorities, plan timelines and meet deadlines
  - Passion for improving the effectiveness of Indian States, and alignment with CEGIS's theory of change/ impact
  - Operating style suited to working independently and in a small-organization setting, where teamwork and resourcefulness are highly valued
  - Ability to work under pressure by handling competing priorities, strong planning and organizational skills, and an ability to be able to set priorities, plan timelines and meet deadlines, maintaining attention to detail and delivering high-quality outputs
  - Ability to think creatively, willing to take risks to experiment with new ideas and the ability to turn ideas into action
  - High ability to collaborate and actively listen to others, understanding and valuing others' views
  - Versatility to be comfortable taking on different projects and quickly dive into new sectors

### **Remuneration**

Remuneration will be competitive with Indian philanthropy pay scales and will depend upon the candidate's experience levels.

### **Apply**

Interested candidates are requested to send their resume with a cover letter to [hiring@cegis.org](mailto:hiring@cegis.org) mentioning the position in the subject line.

## Centre for Effective Governance of Indian States (CEGIS) Concept Note<sup>1</sup>

### 1. Problem Statement

While many of India's post-independence achievements are commendable, the Indian state still struggles to adequately perform several of its core functions including delivering basic services, such as education, health, and social protection programs. Weak state capacity is exemplified by metrics such as [high absence rates](#) of government teachers and doctors, high leakage rates in flagship welfare programs like the [PDS](#) for food security and [NREGS](#) for employment security, and by the exodus of citizens to the private sector for basic services like [health](#) and [education](#). These weaknesses disproportionately affect the poor who are highly dependent on public services and often end up paying a higher fraction of their income in seeking private solutions.

These problems cannot be solved simply by increasing sector-specific public spending – both because of fiscal constraints and because of the [weak relationship](#) between “business as usual” expenditure and improvement in outcomes. Academic research has increasingly recognized the importance of [building “state capacity”](#) in developing countries like India. Calculations suggest that in many cases, improving governance would be over [10 times more cost effective](#) at achieving the same level of effective increase in the presence of a program on the ground than spending more on the program itself.

**We believe that (a) improving the effectiveness of public expenditure is the most leveraged way of achieving improved development outcomes at scale, and (b) there is a clear need for an organization that will support this mission in a systematic way.** We also believe that such an effort is most likely to be successful if driven at the state level for several reasons. First, service delivery issues are mainly in the domain of states – including control over budgets and personnel. Second, the scale of Indian states (average population of ~50 million) is large enough to be meaningful, but small enough to be manageable. Third, states are often best positioned to lead the country through valuable [policy experimentation](#). Different states are likely to try different ideas, which can promote quick diffusion of successful ideas and enable dropping of less effective ideas. Fourth, the majority of India's think-tank and intellectual policy infrastructure is based in Delhi with very little corresponding capacity focused on

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<sup>1</sup> Prepared by Prof. Karthik Muralidharan, Tata Chancellor's Professor of Economics at University of California, San Diego and Honorary Adviser, NITI Aayog with inputs from several stakeholders. Version as of Feb 2020.

states. As a result, the social returns to supporting state-led governance and policy reforms are likely to be very high.

## **2. The New Organization**

The Centre for Effective Governance of Indian States (CEGIS – pronounced See-Jis) aims to enable a transformative improvement in the functioning of the Indian state in the coming decade. Informed by cutting edge research and evidence as well as a practical orientation towards implementable ideas, CEGIS aims to provide Indian states with both an analytical roadmap for governance and expenditure reforms as well as strategic implementation support to deliver on this vision.

The organization will have a sharp focus on improving the quality of public expenditure, and through it, develop templates for achieving a step-function improvement in development outcomes across India. Our vision is to produce high-quality economic analysis to inform state-level policy making and work closely with the Chief Secretary, and Principal Secretaries of Finance/Planning, with guidance from and close coordination with the Chief Minister and Finance Minister. Based on consultations with top officials in several states, we believe that there is very high demand for such support – especially when backed by world-leading technical expertise and a deep understanding of service delivery in India.

CEGIS will work with state governments to achieve this vision through a dedicated state office that will be co-created with the state and integrated with the Finance and Planning Departments of the state. The staffing model will include CEGIS personnel as well as staff seconded by the state. Thus, instead of being another Delhi-based ‘policy think tank’, we aim to build the organization in a “state-led” way, where we focus on deep partnerships with states with an iterative cycle of “thinking” and “doing”. We aim to support states in implementing evidence-based ideas for improving state effectiveness while also continuously learning from state-level experiences of implementing these ideas. Each state level CEGIS engagement will feature some core themes that will be common to all state level engagements (see below), and others that will vary by state. The central CEGIS office will aim to curate ideas based on both evidence and experience, support state-level experimentation, and accelerate adoption of successful practices across states.

## **3. Approach, and Theory of Change**

Three key characteristics of high-performing organizations are (a) measuring outcomes for goal setting and monitoring progress towards these goals, (b) strategic use of

personnel policy – including hiring and training, and performance appraisals to determine job assignments, pay, and promotions – to achieve the goals above and (c) strategic budgeting where resource allocation is based on evidence and cost-effectiveness. The Indian state performs weakly on all three fronts above. CEGIS aims to improve the functioning of the Indian state by focusing on the three principles above. Specifically, CEGIS will support state governments in:

i. **Outcome Measurement**: Identifying and designing key metrics for both outcomes and processes in core areas including education, health, jobs and livelihoods, crime and safety, water and sanitation, financial inclusion and access, roads and transportation, access to social safety nets, access to irrigation and extension services, and experiences of availing public services. CEGIS will help states in procuring and quality controlling partners/vendors to collect independent data on these indicators, and creating easily understandable summary reports for use in goal setting and performance monitoring.

ii. **Strategic Personnel Management**: CEGIS will work with state governments to implement a strategic human resources framework that aims to improve both the pipeline of new hires as well as improve the capacity and performance of existing staff. A core principle will be to improve the autonomy of front-line staff and managers on how they do their job, while increasing accountability for outcomes. The latter will be facilitated by using the independent data collected above on key metrics of government performance.

iii. **Strategic Budgeting**: CEGIS will work with state governments to improve the quality of public expenditure, through a “strategic budgeting” framework that will aim to reward line departments for performance, efficiency and cost-effectiveness; move expenditure from less to more cost-effective ways of achieving outcomes, and identify options for raising revenue in economically efficient ways. Specific areas of support will include detailed analysis of revenues and expenditure as well as the economic costs and benefits of major line items to provide concrete suggestions for improving quality of expenditure. We will also pay attention to the distributional and equity implications of suggested reforms with a greater weight on the welfare of the most vulnerable.

iv. **Evidence-based policy roadmaps**: In addition to the three core themes above that will be present in every state-level partnership, CEGIS will also work with state governments to develop policy roadmaps for reforms in key sectors including education & skilling, jobs, investments, and productivity; health & nutrition; and social protection. These policy roadmaps (based on both theory and existing evidence) will typically lead to the design of medium-scale policy pilots, which will be carefully evaluated and recommended for scaling up based on the evidence generated on impacts as well as beneficiary feedback.

Further details on the first three components above are provided in the (forthcoming) book “Fixing the Indian State: An Agenda for Chief Ministers” by the Founder and Scientific Director of CEGIS – Prof. Karthik Muralidharan. These three elements will be the core components that CEGIS will undertake in any state that we work with. The specific evidence-based reform ideas that will be prioritized will be decided in consultation with specific states.

## **Operating Model**

### *3.1 Organizational Structure and Vision*

CEGIS expects to have a relatively small but very high-calibre team to own a strategic relationship with the top policy-makers in the state and bring on board best-in-class partners for specific domains. CEGIS will create both national-level teams with expertise in ‘verticals’ such as outcome measurement, strategic budgeting, and strategic human resources as well as state-level teams to drive implementation of these ideas. Further, we expect to discipline all our efforts with quantifiable metrics of success (and metrics of failure) based on independent data – to enable iteration and course correction. Our five-year goal is to have the organizational strength and credibility to staff such a relationship with 5 (or more) large states in India. We plan to start with 1-2 states in the first 2 years beginning with the state of Telangana (starting in Q4 2019), where CEGIS has [signed its first MoU](#). The funding model for the organization is that states will pay for primary data collection, depute personnel from the Finance/Planning departments to work with us, and provide office space in the Finance or Planning departments, while CEGIS will cover costs of its own personnel and technical inputs through its corpus of philanthropic funding.

### *3.2 Structure of state-level engagements*

Each state-level engagement will begin with an MoU between CEGIS and the State Government that will aim to complete the following key activities in the first 15 months:

- i. At least one round of independent outcome data collection to set baseline performance benchmarks for goal setting and tracking
- ii. In-depth analysis of personnel policies to identify levers for improving performance management, and make recommendations to the government
- iii. In-depth analysis of the state budget to identify levers for improving quality of allocations and cost-effectiveness of expenditure, and make recommendations to the government
- iv. Provide evidence-based policy reform roadmaps and work with concerned departments to develop implementation protocols for pilots and evaluation



CEGIS will commit to the following at no cost to the state government:

- i. Providing technical support and staff to accomplish the four goals above
- ii. Ensure world-leading technical standards in achieving the tasks above
- iii. Working closely with individual departments to achieve each of the tasks above
- iv. Identify best-in-class partners for specific work-streams (such as measurement) and provide oversight of the partners to quality control the output
- v. Providing quarterly updates to all key principals

The State will commit to the following:

- i. Sign off on the partnership by all key stakeholders including Chief Minister, Finance Minister, Chief Secretary, and Principal Secretaries of Finance, and Planning
- ii. Funding the independent outcome measurement
- iii. Co-located office space for CEGIS staff in the Department of Planning or Finance
- iv. Facilitate data access on budgets and staffing at the department level
- v. Quarterly review meetings with top political and administrative leadership, and concerned department Principal Secretaries
- vi. Commitment to using data on outcomes for goal setting and performance management
- vii. Commitment to public release of district-level summary data (after review by concerned departments) to promote broad democratic accountability for improved outcomes

#### **4. Partnerships**

**4.1 NITI Aayog:** The goals envisaged by CEGIS are fully consistent with those of the NITI Aayog, and the Founder and Scientific Director of CEGIS (Prof. Karthik Muralidharan) also serves as an Honorary Adviser to the NITI Aayog. The idea of CEGIS has been discussed with the leadership of the NITI Aayog (Vice-Chairman, CEO, DG DMEO, and Adviser Health/Education) and has their strong support. CEGIS will coordinate closely with the NITI Aayog in its functioning with a focus on building an effective knowledge partnership. Examples including coordinating with the Development Monitoring and Evaluation Office (DMEO) to develop and share best practices on measuring last-mile service delivery and outcomes, and working with the NITI Aayog to accelerate the deployment of best practices in governance developed and tested at the state level.

**4.2 JPAL:** The Jameel Poverty Action Lab (JPAL) is the world's leading organization in conducting randomized controlled trials (RCTs) to generate evidence on the efficacy of programs and policies to improve human well-being, and its co-founders (Prof. Abhijit Banerjee and Prof. Esther Duflo) were recently awarded the Nobel Prize in Economics. Prof.

Karthik Muralidharan (CEGIS Founder) serves on the JPAL Board of Directors, is the Chair of JPAL's global education program, and is a Principal Investigator of several JPAL studies in India. CEGIS will coordinate with JPAL in two ways. First, it will seek to accelerate the deployment of ideas and evidence generated by JPAL studies around the world, by using the principles from this evidence to design implementable policy ideas at the state level. Second, CEGIS will work closely with JPAL to evaluate the reform ideas that CEGIS helps states to implement. While not all reform ideas are amenable to evaluation using randomized controlled trials (RCTs), many of them are and we expect to partner with JPAL to lead these evaluations.

**4.3 Technical Advisory Group (TAG):** CEGIS will build a technical advisory group of senior and junior scholars in areas relevant to our mission and draw on these experts to both generate new ideas that states can implement and review ideas generated by the CEGIS team. Over time, we expect that TAG members (individually or in small groups) will be able to serve as Scientific Directors of CEGIS's state-level engagements (with support from state-level CEGIS teams, as well as from Prof. Karthik Muralidharan and other TAG members).

**4.4. Other partners:** Based on requirements in individual states (and the interest of the state government), CEGIS will also identify and partner with a carefully curated set of partner organizations for specific verticals and functions. In particular, CEGIS does not expect to replicate capacities that already exist in the Indian policy eco-system. There are a lot of strong existing think tanks and civil-society organizations with domain expertise in specific areas. However, what is missing is the translation layer that can take good ideas and embed them within the government. CEGIS aims to build the capacity within state governments to implement the best ideas based on both first principles and evidence in a systematic way.

## 5. Team

### Ashish Dhawan, Founder and Chairperson

Ashish Dhawan is one of India's leading philanthropists. He is the chairperson of Central Square Foundation and Chairperson, Board of Trustees, Ashoka University. He worked for twenty years in the investment management business and ran one of India's leading private equity funds, ChrysCapital. In June 2012, he left his full time role at ChrysCapital to start Central Square Foundation. Ashish holds an MBA with distinction from Harvard University and a dual Bachelor's (BS/BA) with magna cum laude honours from Yale University. He is on the India Advisory Board of Harvard and a member of Yale's Development Council.

He has committed adequate funding for CEGIS to allow the core team to be built and supported for the first 3-5 years and focus on delivering transformative impacts in at least one state (and perhaps more) in this period.

*Prof. Karthik Muralidharan, Founder and Scientific Director*

Karthik Muralidharan is the Tata Chancellor's Professor of Economics at the University of California, San Diego. Born and raised in India, he earned an A.B. in Economics (summa cum laude) from Harvard, an M.Phil in Economics from Cambridge (ranked first) and a Ph.D. in economics from Harvard. He is a Research Associate of the National Bureau of Economic Research ([NBER](#)) a Board member and co-chair of the education program at ([J-PAL](#)) and an affiliate of several other global research organizations. Prof. Muralidharan has conducted extensive research on improving service delivery in developing countries, and is actively engaged in policy advising and capacity building in India at both the central and state levels – serving as an Honorary Advisor to the NITI Aayog, Govt. of India.

He is working on a book titled Fixing the Indian State: An Agenda for Chief Ministers (forthcoming in 2021) that will set the intellectual roadmap for CEGIS in the coming years. Chapters of the book will be used to guide the CEGIS work-plan as we go along.

*Staff*

As of January 2020, CEGIS has hired its first set of employees – including a Chief Operating Officer, Telangana state lead, and vertical leads for outcome measurement, personnel management, strategic budgeting, and analytical communications. These senior hires each have 10-25 years of experience across a range of domains including development, policy, research, data journalism, and private sector. Further, the Govt. of Telangana has seconded around 15 staff from the Planning Department to work closely with the CEGIS team and individual line departments to start implementing the principles and ideas outlined in this note. The team will also work to codify the processes and lessons from our engagement in Telangana to allow replication in other states over time.