EVALUATING PERFORMANCE-BASED FINANCING IN THE HEALTH SECTOR: EVIDENCE FROM AN IMPACT EVALUATION IN CAMEROON

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Results-Based Financing (RBF) is a cash payment or nonmonetary transfer made to a national or sub-national government, manager, provider, payer or consumer of health services after predefined results have been attained and verified.

RBF is an umbrella term that encompasses various types of interventions that target beneficiaries (for example, conditional cash transfers), providers (for example, performance-based financing), and country governments (for example, cash on delivery).
Most common model so far: Supply-Side
Examples of PBF subsidies in Cameroon (23 indicators total)

- **7 Curative Care indicators, e.g.:**
  - New Curative Consultation = 650 FCFA ($1.1)

- **10 Preventive Care indicators, e.g.:**
  - Completely vaccinated child = 2500 FCFA ($4.2)
  - One patient tested for HIV = 1000 FCFA ($1.7)

- **6 Reproductive Health indicators, e.g.:**
  - Delivery at the Health Center = 2500 FCFA ($4.2)
  - Each antenatal care visit = 500 FCFA ($0.85)

- Quality of care is measured and the score between 0 and 100 affects the overall payment by adding a bonus of up to 30% of the total.
Currently, there are 23 impact evaluations (IEs) in the HRITF portfolio; Results from Afghanistan, Argentina, Cameroon, DRC, India-Karnataka, Nigeria, Rwanda, Tajikistan, The Gambia, Zambia and Zimbabwe are available.

STRENGTHS

- Very broad impact evaluation portfolio (geographically and in terms of content)
- Commitment to impact evaluation: no cherry picking of projects that are likely to be successful.
- Impact evaluation is well funded
- Health outputs and outcomes are measured at the population level.
- Impact evaluation design is discussed from the beginning with government counterparts and World Bank operation colleagues.

Initially, a lot on whether and how and why RBF has an impact?

But what could we learn more?
Where we are learning?
Designing and Implementing impact evaluations

METHODS
- Quantitative
- Qualitative
- Mixed Methods

IDENTIFICATION
- Counterfactual
- Randomized Control Trial
- Diff-in-Diff
Three generations of impact evaluations

1st generation: Does RBF Work?

2nd generation: Does some variation in RBF work better than another? Which component of PBF is driving the results?
   The Cameroon impact evaluation is an example of the 2nd generation

Moving towards 3rd generation:

- How does RBF compare and interact with other health system interventions (e.g. in Tajikistan citizen report card, continuous quality improvement or demand-side incentives in Rwanda)?

- Focus on quality of care and its measurement, ongoing studies try to push the methodological frontier (e.g. Kyrgyzstan, lab-in-the-field experiment in Burkina Faso)
Results from Impact Evaluation in Cameroon
Impact evaluation methods

- **Regions**
  - North West (Districts: Fundong, Kumbo East, Ndop, Nkambe)
  - South East (Districts: Buea, Kumba, Limbe, Mamfe)
  - East (Districts: Kette, Doume, Abong-mbang, Lomie, Messamena, Nguelemendouga)

- **200 primary health facilities (+ district hospitals and private health facilities)**
  - All public health facilities
  - A sample of private health facilities
  - All of the primary care health facilities were randomized into 4 treatment groups; all hospitals were assigned to PBF
4 Treatment groups randomized at the health facility level

- **T1**
  - PBF group with performance-based bonuses provided to health workers

- **C1**
  - Same amount of financial resources as the PBF group, but not linked to performance; same level of supervision and management autonomy as T1

- **C2**
  - No additional resources but the same level of supervision as the PBF group; however, these facilities did not have management autonomy

- **C3**
  - Status quo
### Intervention group comparison

<table>
<thead>
<tr>
<th></th>
<th><strong>T1</strong> Complete PBF with performance bonuses for medical personnel</th>
<th><strong>C1</strong> PBF with subsidies that are not linked to performance</th>
<th><strong>C2</strong> Only supervision without bonuses or autonomy</th>
<th><strong>C3</strong> Status quo</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Contract</strong></td>
<td>Classic PBF contract</td>
<td>Contract stipulating the conditions of PBF for verification and supervision</td>
<td>Contract stipulating technical support in the form of supervision</td>
<td>No contract</td>
</tr>
<tr>
<td><strong>Business plan</strong></td>
<td>Yes</td>
<td>Yes</td>
<td>Simple business plan focused on intensified supervision</td>
<td>No business plan</td>
</tr>
<tr>
<td><strong>Quality evaluation</strong></td>
<td>Quality evaluation and feedback with quality taken into account in bonus payment</td>
<td>Quality evaluation with feedback as in T1, but no effect on payment</td>
<td>Quality evaluation with feedback as in T1</td>
<td>Quality evaluation with written feedback twice a year</td>
</tr>
<tr>
<td><strong>Review/verification of service quantities</strong></td>
<td>Review and verification of service quantities</td>
<td>Review and verification of service quantities</td>
<td>Review and verification of service quantities</td>
<td>Single quarterly statement without verification of the quantity of services produced</td>
</tr>
<tr>
<td><strong>Payment</strong></td>
<td>Payments tied to performance</td>
<td>Payments not tied to performance</td>
<td>No payment</td>
<td>No payment</td>
</tr>
<tr>
<td><strong>Management autonomy</strong></td>
<td>Management autonomy, including control of the facility’s income.</td>
<td>Management autonomy, including control of the facility’s income.</td>
<td>No management autonomy, continuation the status quo system</td>
<td>No management autonomy, continuation the status quo system</td>
</tr>
<tr>
<td><strong>Monthly activity report submitted to district</strong></td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
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Impact evaluation surveys

- **Health facility survey at baseline (2012) and at endline (2015)**
  - Facility evaluation (number and type of staff, equipment, availability of medicine, supervision)
  - Health worker survey
  - Direct observation of consultations (Antenatal care, <5 consultations, outpatient adult consultations)
  - Exit interviews (Antenatal care, <5 consultations, outpatient adult consultations)

- **Household survey at baseline (2012) and at endline (2015)**
  - A random sample of 16/20 households in each health facility catchment area
  - Households with at least one woman who had been pregnant in the previous 24 months were eligible for inclusion
  - Health service use
Household survey results
Complete child vaccination

1Polio, Pentavalent, BCG, Yellow fever, and Measles as documented in the child's vaccination card

1Denominator: children between 12 – 23 months

* p < 0.1, ** p < 0.05, *** p< 0.01
### Summary of the results

<table>
<thead>
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<th>At least two antenatal care visits</th>
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Health facility survey results
## Summary of the results

<table>
<thead>
<tr>
<th>Service</th>
<th>Effect of PBF (T1 &amp; C3)</th>
<th>Effect of bonus + supervision (C1 &amp; C3)</th>
<th>Effect of supervision (C2 &amp; C3)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Antenatal consultations</td>
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<td>Skilled Delivery</td>
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<td>Postnatal consultations</td>
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<td>Modern contraception</td>
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<tr>
<td>Polio 3/ Pentavalent 3 vaccine</td>
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<tr>
<td>Measles vaccine</td>
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<tr>
<td>Tetanus vaccine among pregnant women</td>
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</table>

**Negative result:** = *, = **, = ***; **Positive result:** = *, = **, = ***
Payment for health services
Payment for health services

Three data sources

- Household data on health care spending over the previous four weeks
  - Used as the primary source for analysis
- Patient exit interviews
- Health service prices as reported by health facilities

PBF led to reduction in laboratory, x-ray and surgery fees as well as "other payments" to health staff over the past 4 weeks as reported by respondents in the household survey.
Utilization results summary

- **Household survey**: child vaccination was the only indicator with a statistically significant increase in the PBF group (T1)
  - But these results should be interpreted with caution due to the high degree of facility bypassing observed in the data with half of households seeking care in a non-assigned health facility.

- **Facility survey**: Increase in provision of Polio 3/ Pentavalent 3, tetanus vaccine among pregnant women, and modern methods of family planning in the PBF treatment group (T1).
Summary of satisfaction results

- Increase in overall satisfaction of parent/care takers of children < 5 who received child health consultations.
- Increase in health worker satisfaction with the availability of equipment, medicines, consumables and infrastructure in the health facilities in the PBF treatment group (T1).
  - The same trends were observed in treatment group C1 (non incentivized payments).
Summary of health service quality

- Health facilities in PBF treatment group (T1) had more qualified health workers present on the day of data collection.
- PBF facilities (T1) also had more general equipment and more material for delivery and neonatal care.
- There was a reduction in household spending on health care observed in the PBF treatment group (T1).
- No change in the interpersonal quality of ANC visits, or the technical quality of ANC and child health consultations in PBF treatment group (T1).
Conclusions

- Overall, PBF in Cameroon lead to significant increases in utilization in the PBF arm for services such as child and maternal vaccinations, use of modern family planning, but not for others like antenatal care visits and facility-based deliveries.

- However, for many positively impacted outcomes, the differences between the PBF group and the group receiving additional financing not linked to performance are not significant.

- In terms of quality, PBF increased the availability of inputs and equipment, qualified health workers, and a reduction in formal and informal user fees.
Questions?