international policy centre for inclusive growth

Progress report on the implementation of outcome 1 of the project **Brazil & Africa: fighting poverty and empowering women via South-South Cooperation**

Updated 12 April 2017

In recent years, social protection has emerged worldwide as a major new focus in efforts to reduce poverty and vulnerability. Since the early 2000s, conditional and unconditional cash transfer programmes have gained significance as key elements of social safety nets throughout Africa.

The UN-supported Social Protection Floor Initiative (SPF-I) has helped place social protection as a key component of national poverty and inequality reduction strategies, supporting the realisation of the Millennium Development Goals (MDGs) and influencing the discussion of the Sustainable Development Goals (SDGs) agenda. In this context, Brazil is a long-term supporter of the SPF-I and has contributed its own recent poverty and inequality reduction experiences to the Initiative's pool of best practices.

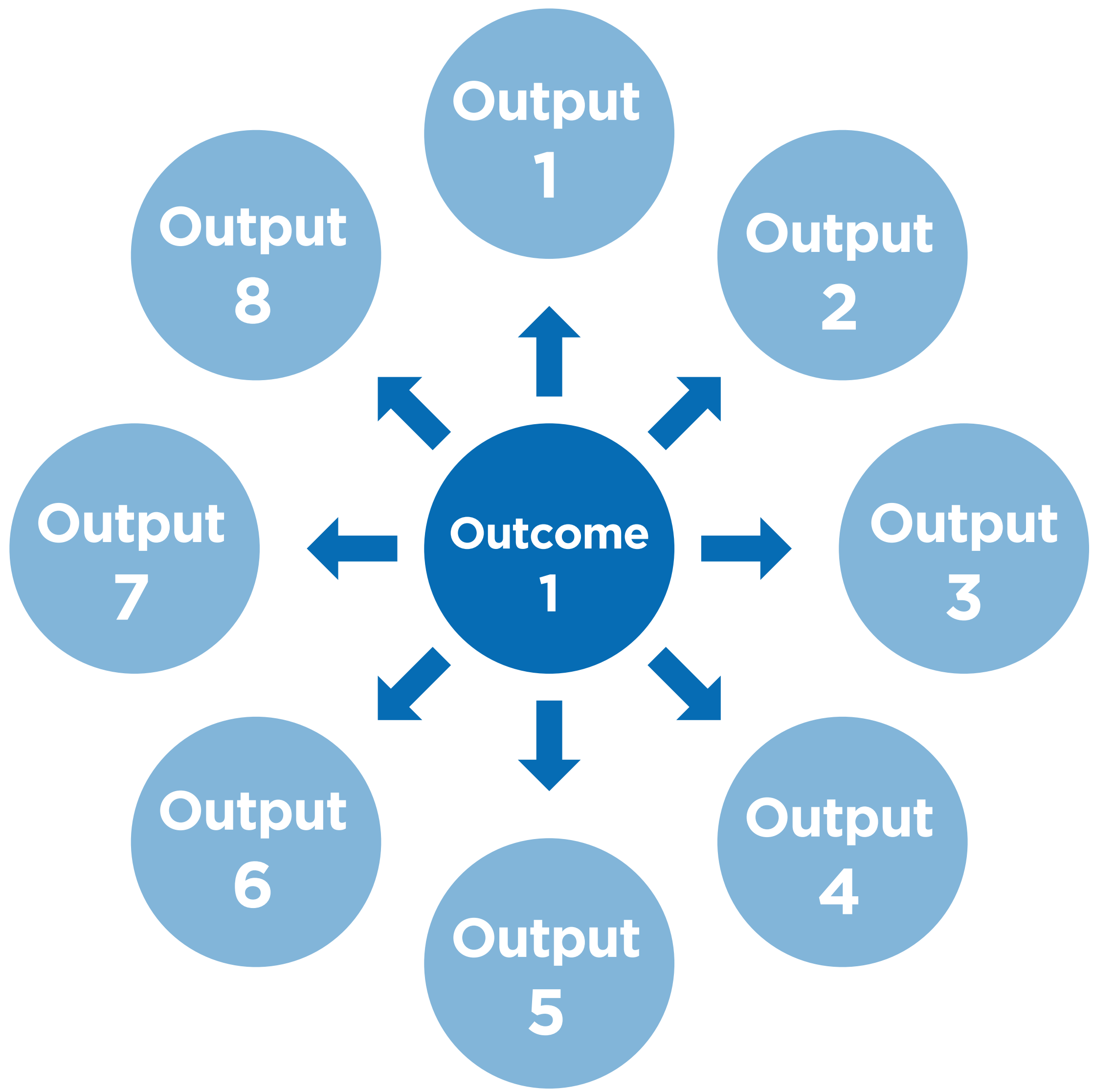
The International Policy Centre for Inclusive Growth (IPC-IG) is a global forum for South-South dialogue on innovative development policies, with the mission of promoting policy dialogue and facilitating learning around social policies among developing countries. The United Kingdom Department for International Development (DFID) has contracted the IPC-IG to carry out the implementation of outcomes 1 and 2 of the project: "Brazil & Africa: fighting poverty and empowering women via South-South Cooperation".

Notably, outcome 1 is titled "Increased and improved knowledge-sharing and learning in African Low Income Countries (LICs) on the design and implementation of social development/ social protection programmes inspired by relevant Brazilian public policies, experiences and practices, contributing to the overarching goal of poverty eradication". It focuses on producing knowledge related to social protection and gender issues, aimed at Brazilian and African policymakers and practitioners, and on promoting the sharing of knowledge among them. This outcome is divided into eight outputs.

In this report, the IPC-IG presents the implementation of these outputs, as defined in the project planning document (PRODOC).

Introduction

Summary



Introduction

Jessica Lea/DFID | https://goo.gl/ZmMqMw

Output 1

Compilation of lessons learned from the Brazil-Africa Social Protection Online Community (OC)

IPC-IG commitments

(1) Online Communities have been installed

(2) Discussion groups have been moderated

(3) Support to virtual and face-to-face meetings has been provided

(4) Knowledge has been shared

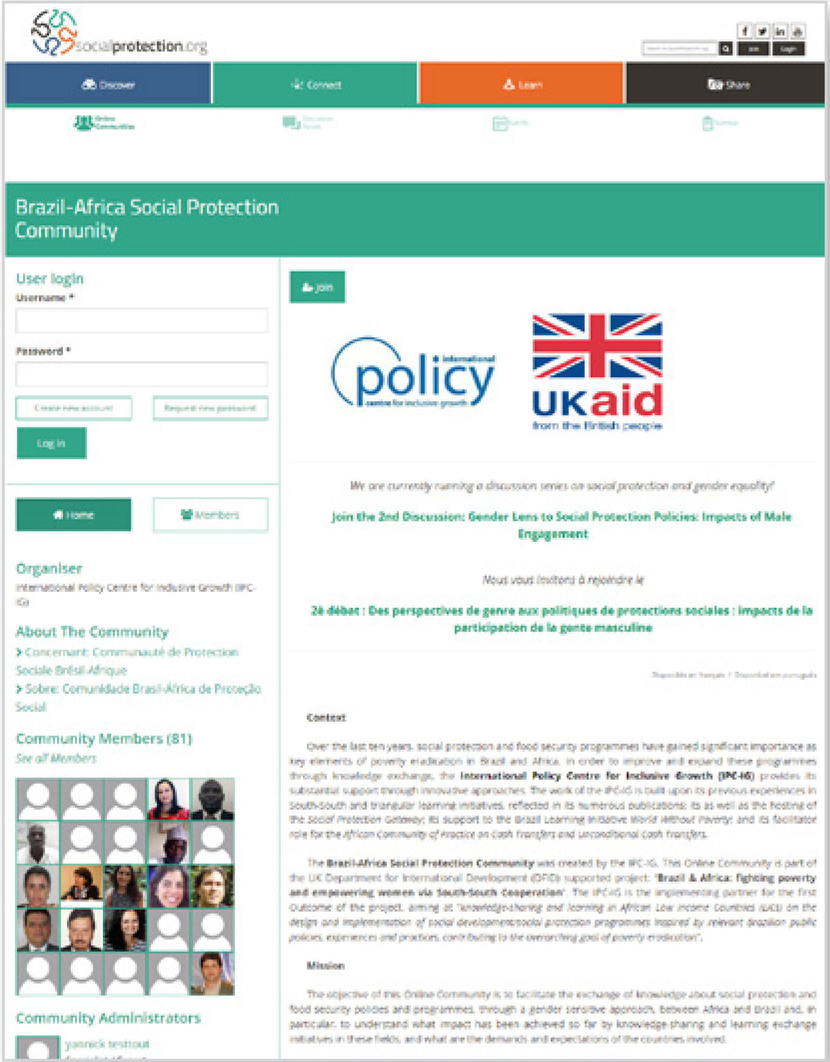
Output 1 aims to produce a compilation of lessons learned from the Brazil-Africa Social Protection Online Community (OC). To this end, the IPC-IG conducted the following activities:

Pedaids/DFID | https://goo.gl/lOUQ9r

Online Communities have been installed and discussion groups have been moderated

The IPC-IG created two Online Communities on Brazil-Africa knowledge sharing—one in English and French, and the other in Portuguese—that are actively engaging participants via subject-oriented discussions. The communities are hosted by the www.socialprotection.org platform.

Output 1



1) "Brazil-Africa Social Protection"

Online Community in English

Members of the "Brazil-Africa Social Protection" Online Community were invited to build the content of its Documents, News and Community Calendar sections. The most relevant tools for interactive exchange between members are the online discussions organised by the IPC-IG and its partners, where members can share their inputs, opinions and experiences. Two online discussions were conducted; each with a specific objective, timeline and target group corresponding to the associated topic.

In this online community, the following online discussions were moderated:

Output 1

• “The impact of the Brazil-Africa knowledge sharing in social protection and food security” - Online Discussion

The objective of the discussion was to analyse the impact of the Brazil-Africa knowledge sharing in social protection and food security and nutrition. Of a total of 287 persons invited, 36 joined from 8 English/Portuguese/French-speaking countries (Benin, Ghana, Madagascar, Mauritania, Republic of the Congo, Rwanda, South Africa, and Zimbabwe).

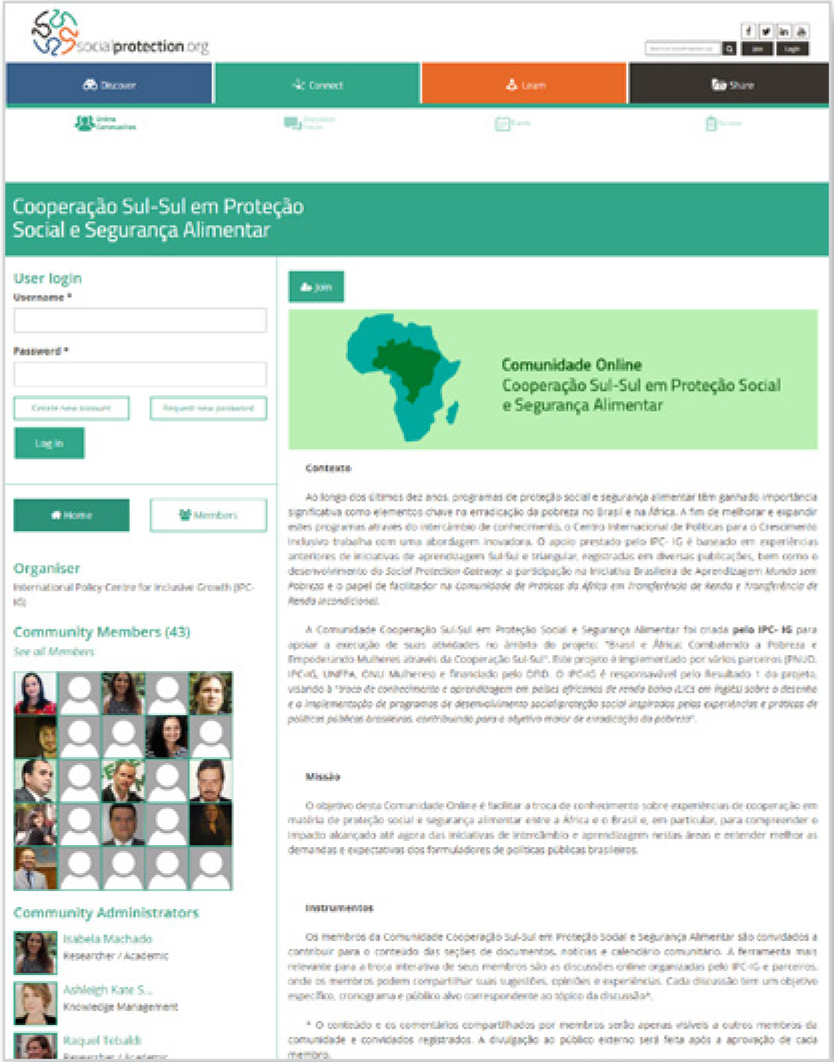
The discussion was private; therefore, a link is not available. It resulted in the production of Working Paper No. 143, titled “Brazil–Africa knowledge-sharing on Social Protection” and food and nutrition security”, as well as One Pager No. 323, titled “ Brazil-Africa Knowledge Sharing: What Do the African Policymakers Say?”, presented in the “Knowledge shared” section on page 19.

• “Brazil-Africa: the gender aspects of social protection” - Online Discussion

This Online Discussion took place from July to December 2016, in English, Portuguese and French. The objective was to facilitate the exchange of knowledge between Africa and Brazil about social protection and food security policies and programmes through a gender-sensitive approach and, in particular, to understand what impact has been achieved so far by knowledge-sharing and learning exchange initiatives in these fields, and what are the demands and expectations of the countries involved.

It also served as a space for participants of the virtual meeting “Brazil–Africa: the gender aspects of social protection” held on 9 June, 2016 to share their questions and comments that were not addressed during the meeting.

http://socialprotection.org/connect/communities/brazil-africa-social-protection-community



2) “Cooperação Sul-Sul em Proteção Social e Segurança Alimentar”

(South-South Cooperation in Social Protection and Food Security)

Online Community in Portuguese

The objective of this Online Community in Portuguese is to facilitate the exchange of knowledge regarding experiences of cooperation in social protection and food and nutrition security (FNS) between Africa and Brazil, and to better understand what impact has been achieved so far by knowledge-sharing and learning exchange initiatives in these fields, as well as what the demands and expectations of Brazilian policymakers are.

In this online community, the following online discussions were moderated:

• “Cooperação Sul-Sul em proteção social e segurança alimentar” - Online Discussion

Held from 24 February to 2 March, 2016, this online discussion was organised in the context of a meeting, held in March 2015, on knowledge sharing regarding social protection and food and nutrition security (FNS). It was convened by the IPC-IG with Brazilian policymakers and international agencies working on cooperation projects on the aforementioned areas, to discuss common challenges and solutions. Following up on that meeting, the Centre organised an online survey on the subject with the same target audience, aimed at identifying interests and information needed about social protection and FNS programmes in African countries. Additionally, an online survey and a discussion regarding the same subject were conducted with African policymakers.

The online discussion covered the list of topics of interest and challenges pointed out by both African and Brazilian policymakers in the surveys.

https://goo.gl/vWQum0

• “Brazil-Africa: the gender aspects of social protection” - Online Discussion

This online discussion took place from July to December 2016, in English, Portuguese and French. The objective was to facilitate the exchange of knowledge between Africa and Brazil about social protection and food security policies and programmes through a gender-sensitive approach and, in particular, to understand what impact has been achieved so far by knowledge-sharing and learning exchange initiatives in these fields, and what are the demands and expectations of the countries involved.

It also served as a space for participants of the virtual meeting “Brazil–Africa: the gender aspects of social protection”, held on 9 June 2016 to share their questions and comments that were not addressed during the meeting.

https://goo.gl/GvNIVN

Jessica Lea/DFID | https://goo.gl/2lXepP

Support to virtual and face-to-face meetings provided

The Africa Community of Practice of Cash and Conditional Cash Transfers (CoP), led by the World Bank and UNICEF, organised face-to-face meetings with its Anglophone and Francophone groups in Arusha, Tanzania, and Brazzaville, Republic of the Congo, respectively, on May, 2016. The IPC-IG participated in both meetings. The Centre also participated in two face-to-face meetings in 2015.

Output 1

Meetings attended in 2016:

SASPEN international conference on social protection

International Conference Agenda 2063 and Agenda 2030 – Comprehensive Social Protection in the SADC

The international conference was organised by the Southern African Social Protection Experts Network (SASPEN) and Friedrich-Ebert-Stiftung (FES), in Johannesburg, South Africa, from 18 to 19 October 2016. The IPC-IG delivered Keynote Address III: Gender-sensitive social protection systems in Brazil and Africa: Opportunities for South-South Cooperation.

Output 1

Meeting in Tanzania

The IPC-IG was among the 111 participants at the meeting in Arusha, from 16 to 20 May 2016. During the meeting, participants had the opportunity to discuss how to enhance the understanding and learning about the role of cash transfer programmes in the development of social protection systems. In addition, discussions and field visits contemplating relevant issues regarding the scale-up process and consolidation of these programmes, as well as their evolution through linkages with other social sectors, were on the agenda.

Output 1

Meeting in the Republic of the Congo

The IPC-IG joined the CoP meeting in Brazzaville, from 16-21 May 2016. The objective of the meeting was to exchange experiences and challenges encountered in implementing cash transfer programmes and come up with collaborative solutions. The discussions were partially based on the Republic of the Congo's experience. The group also discussed its next steps and how to improve its activities.

The IPC-IG also attended two face-to-face meetings in 2015:

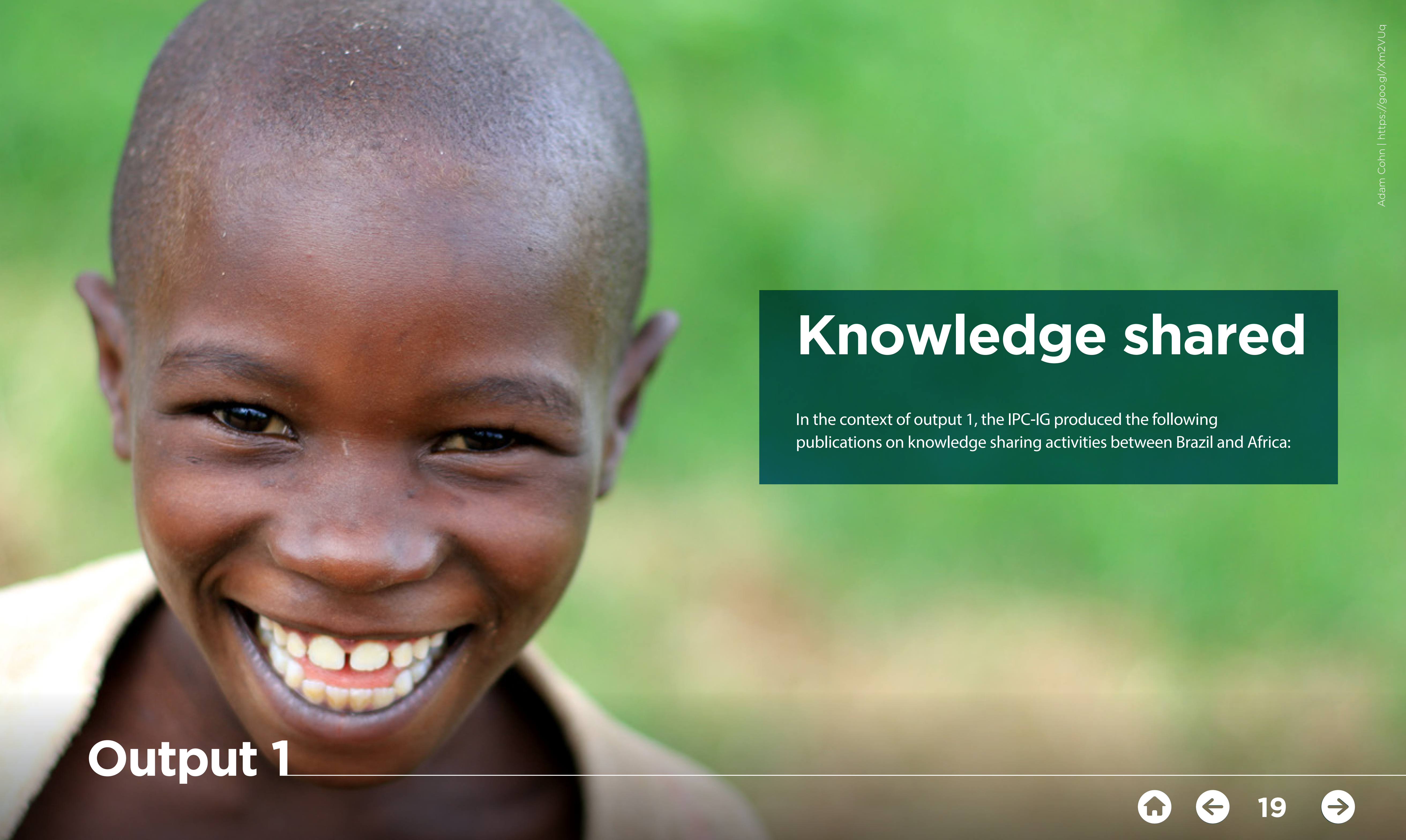
4th Annual SASPEN Conference themed "Sustainability of social protection: economic returns, political will and fiscal space"

The 4th Annual Southern African Social Protection Experts Network (SASPEN) general meeting, was held in Johannesburg, South Africa, from 20-21 October 2015. The IPC-IG led a poster session on sustainable cash transfers and also delivered keynote addresses on "How Brazil has cut its Inequality Through Fiscal Policy: Redistributive Role of Social Protection, Main Trends and Challenges for Fiscal Sustainability" and on South-South learning, introducing the www.socialprotection.org online platform.

European Union Social Protection Systems Programme kick-off meeting

Held in Paris, France, on 16 and 17 September 2015. The EU Social Protection Systems Programme is a new initiative, co-financed by the European Union, the Organisation for Economic Co-operation and Development (OECD) and Finland, and managed by the OECD Development Centre and the Finnish National Institute for Health and Welfare (THL). The programme aims to support low- and lower middle-income countries in building sustainable and inclusive social protection systems, and will be implemented in 10 partner countries, including seven African nations. The IPC-IG participated in this meeting to foster knowledge exchange among African countries.

Output 1



Adam Cohn | https://goo.gl/Xm2VUq

Knowledge shared

In the context of output 1, the IPC-IG produced the following publications on knowledge sharing activities between Brazil and Africa:

Output 1

WORKING PAPER

working paper **number 143**
june, 2016

ISSN 1812-108x

Brazil–Africa knowledge-sharing on
social protection and food and nutrition security

Cristina Cirillo, International Policy Centre for Inclusive Growth (IPC-IG)
Lívia Maria da Costa Nogueira, International Policy Centre for Inclusive Growth (IPC-IG)
Fábio Veras Soares, International Policy Centre for Inclusive Growth (IPC-IG)

international policy centre for inclusive growth

Working Paper No. 143
"Brazil-Africa knowledge-sharing on social protection and food and nutritional security"

Authors: Cristina Cirillo (IPC-IG), Lívia Maria da Costa Nogueira (IPC-IG) and Fábio Veras Soares (IPC-IG)

Date of release: June 2016

This Working Paper analyses how knowledge-sharing activities between Brazil and several sub-Saharan African countries, in the fields of social protection and food and nutrition security policies and programmes, have directly and/or indirectly influenced African policies and programmes. To this end, the paper provides a summary of the recent evolution of the knowledge-sharing activities between Brazil and Africa in this area, as well as a summary of a recent consultation with African policymakers involved in knowledge exchange about their experience.

EN FR PT

Output 1

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The International Policy Centre for Inclusive Growth is jointly supported by the United Nations Development Programme and the Government of Brazil.

ONE PAGER 323

June 2016 ISSN 2318-9118

Brazil–Africa knowledge-sharing:
What do African policymakers say?[1]

by Cristina Cirillo, Lívia Maria da Costa Nogueira and Fábio Veras Soares[2]

Within the framework of the project 'Brazil & Africa: Fighting Poverty and Empowering Women via South–South Cooperation', the International Policy Centre for Inclusive Growth (IPC-IG) promoted an exchange of experiences of cooperation between Brazil and African countries on social protection and food and nutrition security. From June to August 2015, the IPC-IG invited African policymakers working in the area of social protection and food and nutrition security to participate in an online discussion and a survey about the cooperation between their countries and Brazil. The main objective was to assess the achievements of knowledge-sharing and learning exchange activities in the areas of social protection and food and nutrition security. The information gathered in these discussions was contextualised in Cirillo et al. (2016). In this One Pager, we present a summary of the major achievements and challenges of this process, as well as some suggestions from the participants on how to make this learning exchange more effective in the future.

In total, 48 African representatives of ministries in charge of social protection and food and nutrition security programmes in 24 different countries participated in the survey and/or in the online discussion.

They mentioned that Brazilian representatives contributed to the events at which African countries started to define social protection as a human right, and to raising awareness towards conceiving South–South cooperation as a way to achieve common goals. According to several participants, the knowledge exchange with Brazil is considered "crucial for the evolution of social protection" in their countries, by reaffirming confidence in the role of cash transfers in reducing poverty. Moreover, the engagement of the Brazilian government promoted the commitment of senior African leaders to strengthen social protection systems.

According to the African representatives, the main lessons learned from the exchange with Brazil concern: the fundamental role of social protection policies and programmes in eradicating poverty and food and nutrition insecurity; the importance of coordinating interventions through a centralised registry; the need to regulate and recognise social protection programmes through legislation; and the need to have high-level governmental institutions committed to ensuring strong and resilient social protection systems.

The results of the survey and of the online discussion confirm that knowledge-sharing between Brazil and Africa comprises a set of different learning initiatives and exchanges, rather than a long-term, structured plan of action. Every representative reported having been involved in knowledge-sharing activities (e.g. study visits, webinars or international seminars) with the participation of Brazilian officials and/or experts. They recognised the importance of these learning initiatives and look forward to their continuation. It was clear that countries were encouraged by the positive results achieved in Brazil through social protection and food and nutrition security policies and programmes. This exchange with Brazil has inspired the design and implementation of similar instruments in African countries.

We found that several African cash transfer programmes were inspired by the Brazilian experience. In particular, the Livelihood Empowerment Against Poverty (LEAP) programme in Ghana, the National Social Protection Policy in Kenya and the Cash Transfer programme in Cape Verde received support from Brazilian institutions during their design phase. The Brazilian experience with school feeding programmes has inspired similar initiatives in Niger, Zambia, Lesotho, Ghana and others, largely supported by the World Food Programme (WFP) Centre of Excellence against Hunger and the Brazilian Cooperation Agency (Agência Brasileira de Cooperação—ABC). In addition, Purchase from Africans for Africa pilots were implemented in Ethiopia, Malawi, Mozambique, Niger and Senegal) by the Brazilian General Coordination of Humanitarian Cooperation and Fight Against Hunger (CGFome) with support from the WFP, the Food and Agriculture Organization of the United Nations (FAO) and bilateral organisations such as the UK Department for International Development (DFID).

According to the participants, many instruments used in their countries' social protection and food and nutrition security programmes were also inspired by the Brazilian experience, due to study visits and international seminars (several having been supported by the IPC-IG, the World Bank, UNICEF and the WFP) but outside a formal bilateral cooperation programme framework. Examples include the conditional cash transfer programme in Madagascar, the Social Transfer Programme in Mauritania and the Single Registry in Lesotho.

It is worth noting that African countries also reported having been inspired and influenced by other specific features of the Brazilian social protection system, such as the Social Assistance Unified System (Sistema Único de Assistência Social—SUAS); the Reference Centres for Social Assistance (Centros de Referência de Assistência Social—CRAS); the way the Bolsa Família programme implements its conditionalities; the fact that women are the main recipients of the programme's benefit payments; and its payment structure, whereby benefits vary according to the demographic composition of the family.

The representatives also reported that cooperation with Brazil faces several challenges, such as: language barriers; the lack of a legal and formal framework for the implementation of the technical cooperation; resource constraints; and difficulties in adapting Brazilian tools to different social and economic contexts and institutional arrangements. Thus, they look forward to having more structured formal bilateral agreements in the future—as South–South cooperation projects—to receive formal technical support from the Brazilian ministries and further promote existing knowledge-sharing initiatives. However, they strongly acknowledged the fundamental advocacy role of the Brazilian government in promoting social protection and food and nutrition security programmes and policies as a way to eradicate poverty and hunger in African countries.

Reference:

Cirillo, C., L. Da Costa Nogueira, and F. Veras Soares. 2016. "The Brazil–Africa Knowledge-Sharing on Social Protection and Food and Nutrition Security." Working Paper 143. Brasìlia: International Policy Centre for Inclusive Growth.

Notes:

1. This publication is part of the UK Department for International Development (DFID) supported project: 'Brazil & Africa: Fighting Poverty and Empowering Women via South–South Cooperation'

2. International Policy Centre for Inclusive Growth (IPC-IG).

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The views expressed in this page are the authors' and not necessarily those of the United Nations Development Programme or the Government of Brazil.

click and comment

One Pager No. 323
"Brazil-Africa knowledge sharing: what do African policymakers say?"

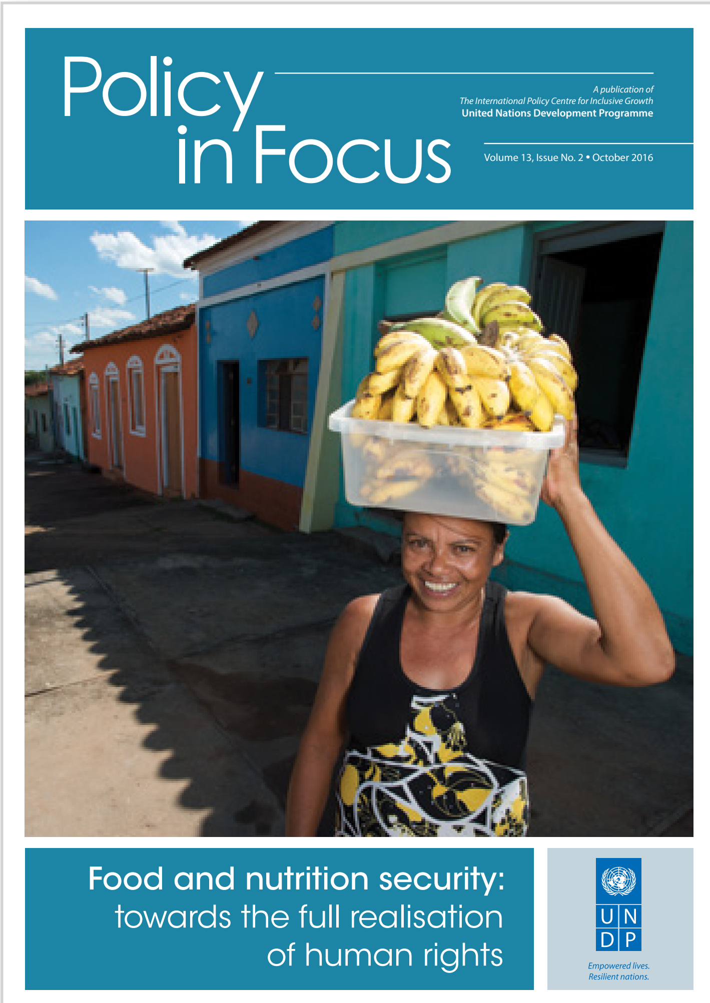
Authors: Cristina Cirillo (IPC-IG), Lívia Maria da Costa Nogueira (IPC-IG) and Fábio Veras Soares (IPC-IG)

Date of release: June 2016

This One Pager is related to Working Paper No. 143, and presents a summary of what African policymakers consider to be the major achievements of and challenges faced by the knowledge sharing and learning exchange activities undertaken between their countries and Brazil.

EN FR PT

Output 1



Policy in Focus No. 36 "Food and nutrition security: towards the full realisation of human rights"

Specialist guest editors: Lívia Maria da Costa Nogueira (IPC-IG), Flavio Luiz Schieck Valente (FIAN International) and Veruska Prado Alexandre (Federal University of Goiás and CERESAN/UFRRJ)

Date of release: October 2016

This issue of Policy in Focus analyses initiatives carried out in Brazil and in African countries to promote the realisation of the human right to adequate food and nutrition (HRtAFN). To this end, readers will find 12 articles ranging from HRtAFN reference benchmarks, to the importance of the gender dimension for the attainment of this right, to studies on specific public policies being implemented in Brazil and in several African countries. Voices from academia and international and civil society organisations are all represented in this special edition. Readers will also be presented with an analysis of international cooperation, especially conducted between Brazil and some African countries over the past few years.

EN

Jessica Lea/DFID | https://goo.gl/ahRRH4

Output 2

Knowledge products delivered on Brazilian social protection programmes

IPC-IG commitments

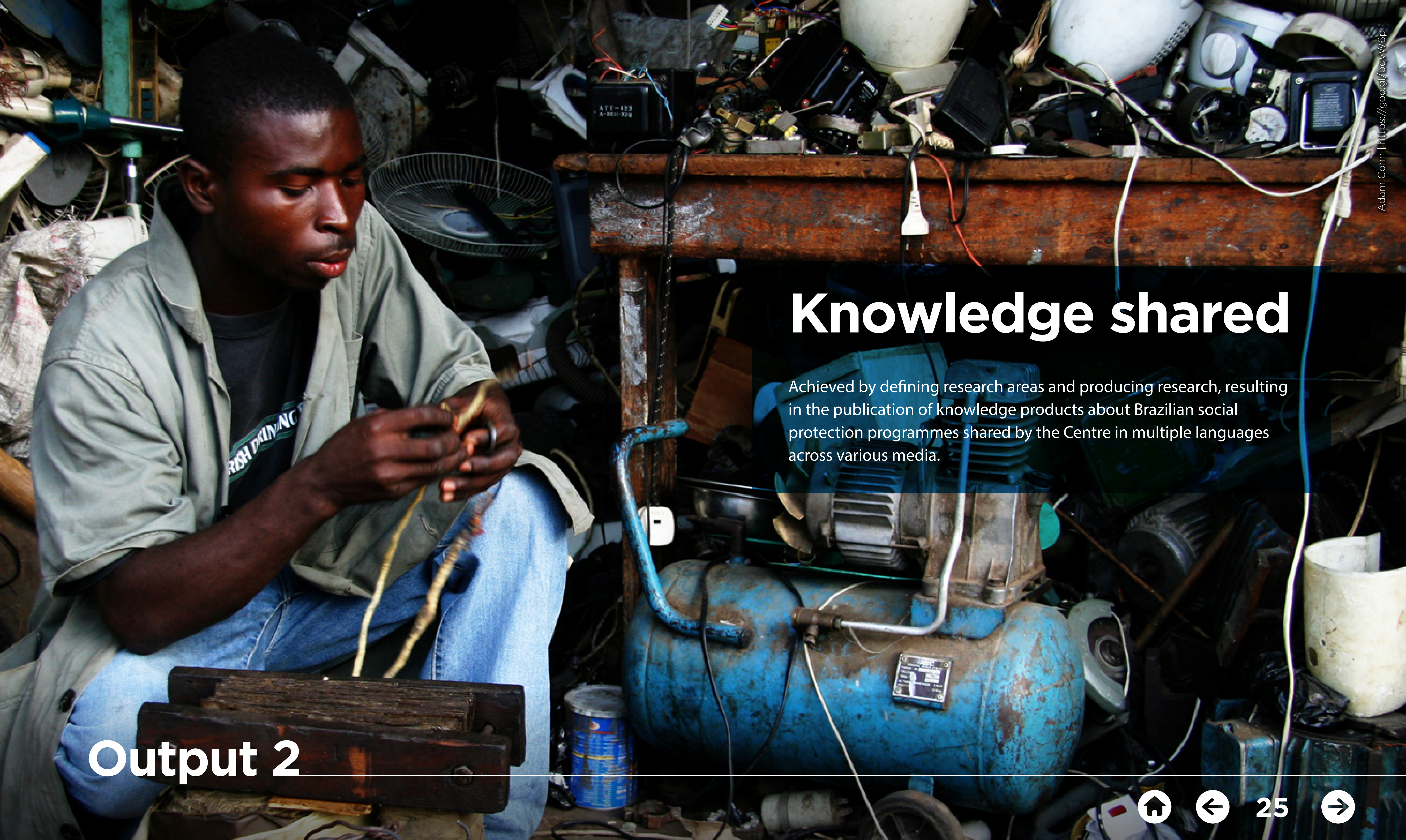
(1) Research areas defined

(2) Research production

(3) Knowledge shared

The objective of output 2 is to produce knowledge products on Brazilian social protection programmes, to be shared mainly with African countries.

Output 2

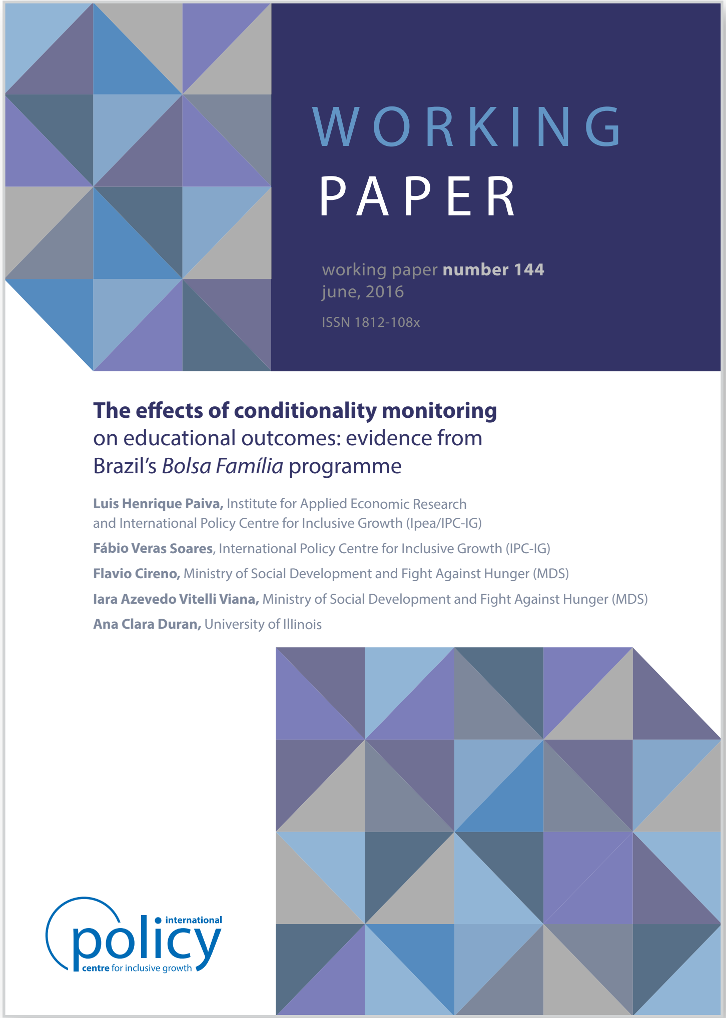


Adam Cohn | https://goo.gl/bqvW6p

Knowledge shared

Achieved by defining research areas and producing research, resulting in the publication of knowledge products about Brazilian social protection programmes shared by the Centre in multiple languages across various media.

Output 2


WORKING PAPER

working paper **number 144**
june, 2016

ISSN 1812-108x

The effects of conditionality monitoring
on educational outcomes: evidence from
Brazil's *Bolsa Família* programme

Luis Henrique Paiva, Institute for Applied Economic Research and International Policy Centre for Inclusive Growth (Ipea/IPC-IG)
Fábio Veras Soares, International Policy Centre for Inclusive Growth (IPC-IG)
Flavio Cireno, Ministry of Social Development and Fight Against Hunger (MDS)
Iara Azevedo Vitelli Viana, Ministry of Social Development and Fight Against Hunger (MDS)
Ana Clara Duran, University of Illinois

international policy centre for inclusive growth

Working Paper No. 144
"The effects of conditionality monitoring on educational outcomes: evidence from Brazil's *Bolsa Família* programme"

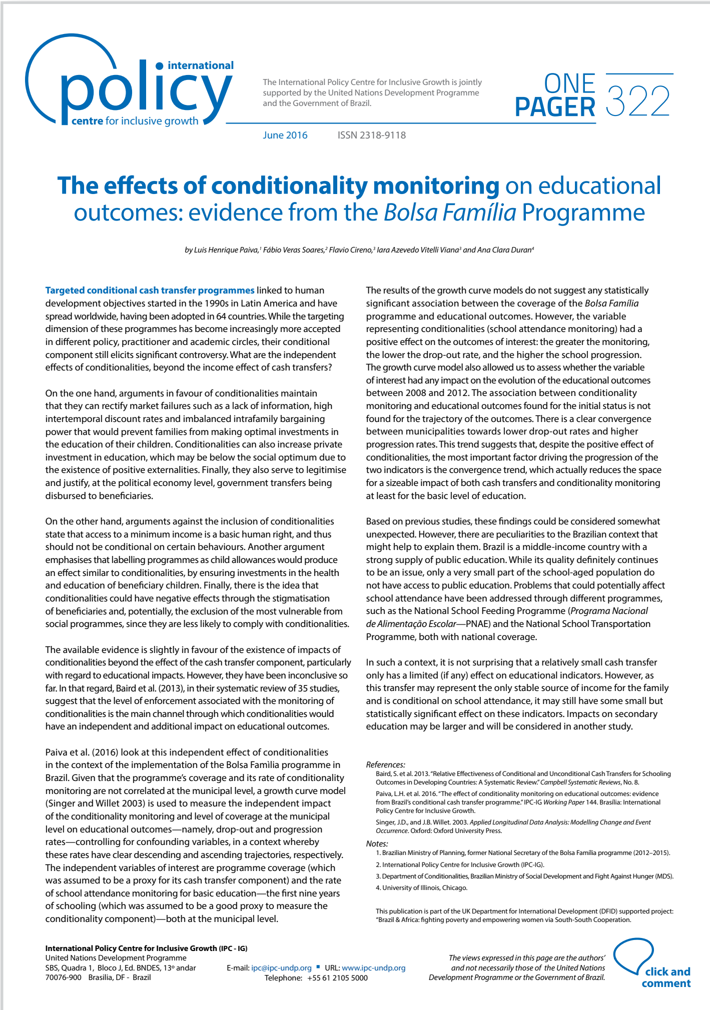
Authors: Luis Henrique Paiva (Institute for Applied Economic Research, Ipea, and IPC-IG), Fábio Veras Soares (IPC-IG), Flavio Cireno (Ministry of Social Development and Fight Against Hunger, MDS), Iara Azevedo Vitelli Viana (MDS) and Ana Clara Duran (University of Illinois)

Date of release: June 2016

The objective of this Working Paper is to assess whether the coverage and the monitoring of the *Bolsa Família* Programme's education-related conditionality are associated with any positive changes on educational outcomes. The paper presents a review of the key arguments for and against conditionalities, reviews the evidence produced so far on the additional effect of conditionalities in the context of CCTs worldwide, as well as the methodologies used to estimate this additional effect, puts forward a statistical model based on the literature on 'growth models' to estimate the effect of programme coverage and of conditionality monitoring at the municipal level on certain key educational indicators, namely drop-out and progression rates, discusses the main results of the estimates, and summarises the main conclusions.

EN

Output 2


international policy centre for inclusive growth

The International Policy Centre for Inclusive Growth is jointly supported by the United Nations Development Programme and the Government of Brazil.

ONE PAGER 322

June 2016 ISSN 2318-9118

The effects of conditionality monitoring on educational outcomes: evidence from the *Bolsa Família* Programme

by Luis Henrique Paiva,[1] Fábio Veras Soares,[2] Flavio Cireno,[3] Iara Azevedo Vitelli Viana[3] and Ana Clara Duran[4]

Targeted conditional cash transfer programmes linked to human development objectives started in the 1990s in Latin America and have spread worldwide, having been adopted in 64 countries. While the targeting dimension of these programmes has become increasingly more accepted in different policy, practitioner and academic circles, their conditional component still elicits significant controversy. What are the independent effects of conditionalities, beyond the income effect of cash transfers?

On the one hand, arguments in favour of conditionalities maintain that they can rectify market failures such as a lack of information, high intertemporal discount rates and imbalanced intrafamily bargaining power that would prevent families from making optimal investments in the education of their children. Conditionalities can also increase private investment in education, which may be below the social optimum due to the existence of positive externalities. Finally, they also serve to legitimise and justify, at the political economy level, government transfers being disbursed to beneficiaries.

On the other hand, arguments against the inclusion of conditionalities state that access to a minimum income is a basic human right, and thus should not be conditional on certain behaviours. Another argument emphasises that labelling programmes as child allowances would produce an effect similar to conditionalities, by ensuring investments in the health and education of beneficiary children. Finally, there is the idea that conditionalities could have negative effects through the stigmatisation of beneficiaries and, potentially, the exclusion of the most vulnerable from social programmes, since they are less likely to comply with conditionalities.

The available evidence is slightly in favour of the existence of impacts of conditionalities beyond the effect of the cash transfer component, particularly with regard to educational impacts. However, they have been inconclusive so far. In that regard, Baird et al. (2013), in their systematic review of 35 studies, suggest that the level of enforcement associated with the monitoring of conditionalities is the main channel through which conditionalities would have an independent and additional impact on educational outcomes.

Paiva et al. (2016) look at this independent effect of conditionalities in the context of the implementation of the Bolsa Famìlia programme in Brazil. Given that the programme's coverage and its rate of conditionality monitoring are not correlated at the municipal level, a growth curve model (Singer and Willet 2003) is used to measure the independent impact of the conditionality monitoring and level of coverage at the municipal level on educational outcomes—namely, drop-out and progression rates—controlling for confounding variables, in a context whereby these rates have clear descending and ascending trajectories, respectively. The independent variables of interest are programme coverage (which was assumed to be a proxy for its cash transfer component) and the rate of school attendance monitoring for basic education—the first nine years of schooling (which was assumed to be a good proxy to measure the conditionality component)—both at the municipal level.

The results of the growth curve models do not suggest any statistically significant association between the coverage of the *Bolsa Família* programme and educational outcomes. However, the variable representing conditionalities (school attendance monitoring) had a positive effect on the outcomes of interest: the greater the monitoring, the lower the drop-out rate, and the higher the school progression. The growth curve model also allowed us to assess whether the variable of interest had any impact on the evolution of the educational outcomes between 2008 and 2012. The association between conditionality monitoring and educational outcomes found for the initial status is not found for the trajectory of the outcomes. There is a clear convergence between municipalities towards lower drop-out rates and higher progression rates. This trend suggests that, despite the positive effect of conditionalities, the most important factor driving the progression of the two indicators is the convergence trend, which actually reduces the space for a sizeable impact of both cash transfers and conditionality monitoring at least for the basic level of education.

Based on previous studies, these findings could be considered somewhat unexpected. However, there are peculiarities to the Brazilian context that might help to explain them. Brazil is a middle-income country with a strong supply of public education. While its quality definitely continues to be an issue, only a very small part of the school-aged population do not have access to public education. Problems that could potentially affect school attendance have been addressed through different programmes, such as the National School Feeding Programme (*Programa Nacional de Alimentação Escolar*—PNAE) and the National School Transportation Programme, both with national coverage.

In such a context, it is not surprising that a relatively small cash transfer only has a limited (if any) effect on educational indicators. However, as this transfer may represent the only stable source of income for the family and is conditional on school attendance, it may still have some small but statistically significant effect on these indicators. Impacts on secondary education may be larger and will be considered in another study.

References:

Baird, S. et al. 2013. "Relative Effectiveness of Conditional and Unconditional Cash Transfers for Schooling Outcomes in Developing Countries: A Systematic Review." *Campbell Systematic Reviews*, No. 8.

Paiva, L.H. et al. 2016. "The effect of conditionality monitoring on educational outcomes: evidence from Brazil's conditional cash transfer programme." IPC-IG *Working Paper* 144. Brasília: International Policy Centre for Inclusive Growth.

Singer, J.D., and J.B. Willet. 2003. *Applied Longitudinal Data Analysis: Modelling Change and Event Occurrence*. Oxford: Oxford University Press.

Notes:

1. Brazilian Ministry of Planning, former National Secretary of the Bolsa Família programme (2012–2015).
2. International Policy Centre for Inclusive Growth (IPC-IG).
3. Department of Conditionalities, Brazilian Ministry of Social Development and Fight Against Hunger (MDS).
4. University of Illinois, Chicago.

This publication is part of the UK Department for International Development (DFID) supported project: "Brazil & Africa: fighting poverty and empowering women via South-South Cooperation.

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The views expressed in this page are the authors' and not necessarily those of the United Nations Development Programme or the Government of Brazil.

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One Pager No. 322
"The effects of conditionality monitoring on educational outcomes: evidence from the *Bolsa Família* Programme"

Authors: Luis Henrique Paiva (Ipea and IPC- IG), Fábio Veras Soares (IPC-IG), Flavio Cireno (MDS), Iara Azevedo Vitelli Viana (MDS) and Ana Clara Duran (University of Illinois).

Date of release: June 2016

This One Pager is associated with Working Paper No. 144, and summarises the main findings thereof.

EN FR PT

Output 2

Working Paper No. 145
"The single registry as a tool for the coordination of social policies"

Authors: Denise do Carmo Direito, Natália Massaco Koga (Ministry of Social and Agrarian Development, MDSA), Elaine Cristina Lício (Ipea), Jeniffer Carla de Paula N. Chaves (MDSA)

Date of release: July 2016

This Working Pager (WP) reviews and discusses the potential of the Brazilian federal government's Single Registry for Social Programmes (*Cadastro Único para Programas Sociais*) as a tool for the coordination of social policies. The paper consists of four sections. The introductory section describes the trajectory of the Single Registry since its inception in 2001 and offers concepts to help categorise the over 30 user programmes that leverage its database and implementation network. Subsequently, a review is made of the extent to which the inclusion of new programmes in the registry brings new challenges and affects various aspects of its management. In the third section, the Single Registry is placed within the typology developed by Barca and Chirchir (2014). The fourth section summarises the main challenges faced by the Single Registry and envisages possible strategic roles it may play in the current scenario.

EN FR PT

Output 2

The International Policy Centre for Inclusive Growth is jointly supported by the United Nations Development Programme and the Government of Brazil.

ONE PAGER 327

July 2016 ISSN 2318-9118

The Single Registry as a tool for the coordination of social policies[1]

by Denise do Carmo Direito,[2] Natália Massaco Koga,[2] Elaine Cristina Lício[3] and Jeniffer Carla de Paula N. Chaves[2]

In recent years, the role of the *Cadastro Único para Programas Sociais* (the federal government's Single Registry for Social Programmes) has been strengthened as a tool for coordinating a wide range of public policies in Brazil. In fact, from its very inception, the *Cadastro Único* was to be used as a tool for identifying and classifying the socio-economic characteristics of low-income families. Its use was "mandatory in selecting beneficiaries and in integrating the social programmes put in place by the federal government for that specific target population."[4]

Created in 2001, the *Cadastro Único* was expanded significantly in 2004, when it became the foundation for targeting beneficiaries of the *Bolsa Família* programme. Starting in 2011, with the launch of the Brazil without Extreme Poverty (*Brasil Sem Miséria*—BSM) plan,[5] use of the *Cadastro Único* by other social programmes expanded exponentially. Today, 38 federal programmes use it: 27 to select beneficiaries for various initiatives aimed at low-income populations—cash transfers, fee waivers, technical assistance etc.—and 11 for monitoring and tracking results and activities.

The *Cadastro Único* offers these programmes two major features: i) its implementation network; and ii) information about registered families. The implementation network is a decentralised national structure that abides by the norms set by the Ministry of Social and Agrarian Development (*Ministério do Desenvolvimento Social e Agrário*—MDSA) at the federal level, including direct participation by all 5,570 Brazilian municipalities in registration and other services provided to citizens. This network is one of the biggest draws of the *Cadastro Único*, particularly for programmes that have few or no decentralised structures to meet citizens' demands for information and services. The registry data set contains information about 26 million vulnerable families interviewed and registered by the network; the primary information in the database can be used in a variety of social policies.

Four key aspects proposed by Barca and Chichir (2014) were considered when analysing the potential of the *Cadastro Único* to integrate data and information systems for social protection purposes: i) institutional and administrative; ii) operational and related to implementation; iii) technological; and iv) related to costs and financing. According to the analysis, the operation of the *Cadastro Único*—structured around procedures for registering and updating registry information—is used by a growing number of user programmes.

Certain measures must be taken to accommodate this multi-user scenario. These include: prior standardisation of the basic concepts[6] used by the *Cadastro Único* and the different programmes; the availability of electronic and decentralised tools to access data about registered households and individuals; the implementation of data confidentiality and control mechanisms; and the availability of tools for the registration network, to enable it to provide information to citizens about user programmes.

The possibilities and limitations of the *Cadastro Único* for coordinating social programmes can be analysed using two extreme models proposed by Barca and Chirchir (2014): on the one hand, as a single registry that serves various policies and programmes and enables beneficiary selection based on established criteria; and, on the other hand, as an integrated information management system, which provides an integrated view of all the benefits and services received by citizens and enables the coordination of various activities, as it integrates programme selection and management systems.

In a preliminary assessment, the *Cadastro Único* would seem to be closer to the single registry model because it identifies a target audience for policies aimed at low-income populations (potential beneficiaries) and allows each user programme to select and monitor its beneficiaries. However, it goes beyond the single registry model, as it features an inherent component not sufficiently addressed in the classification scheme proposed by Barca and Chirchir (2014)—its implementation network. In addition to feeding the processes involved in registration and updating information, the network can use the data autonomously to guide public policies at the municipal and state levels, rather than making the data available solely to user programmes. Armed with a qualified and updated database, the *Cadastro Único* shows great potential for the coordination of social policies—although it has not yet become an integrated information management system according to the definition provided by the authors.

Several alternatives are available to the *Cadastro Único*. The most conservative alternative would be to maintain its role of identifying target populations for various policies. A more daring approach would be to incorporate information layers/systems for managing user programmes, and integrating them to enhance the quality of the monitoring and evaluation processes. A third possibility is to fully integrate the *Cadastro Único* with data from user programmes. This would enable the coordinated planning, organisation and delivery of programmes offered at all three levels of government, acting to reduce vulnerabilities according to the socio-economic profiles of each family. In terms of integration, the *Cadastro Único* would become a strategic tool for diagnosing, planning and even redesigning social policies throughout the country.

Reference:

Barca, V., and R. Chirchir. 2014. *Single registries and integrated MISs: De-mystifying data and information management concepts*. Canberra: Department of Foreign Affairs and Trade of the Australian Government.

Notes:

1. This publication is part of the project supported by the UK Department for International Development (DFID) entitled: "Brazil & Africa: fighting poverty and empowering women through South-South Cooperation".
2. Ministry of Social and Agrarian Development (*Ministério do Desenvolvimento Social e Agrário*—MDSA).
3. Institute for Applied Economic Research (*Instituto de Pesquisa e Economia Aplicada*—Ipea).
4. Definition provided by article 2 of Decree 6.135 of 26 June 2007.
5. Established by Decree 7.492 of 2 June 2011.
6. For example, 'family' and 'income'.

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One Pager No. 327
"The Single Registry as a tool for the coordination of social policies"

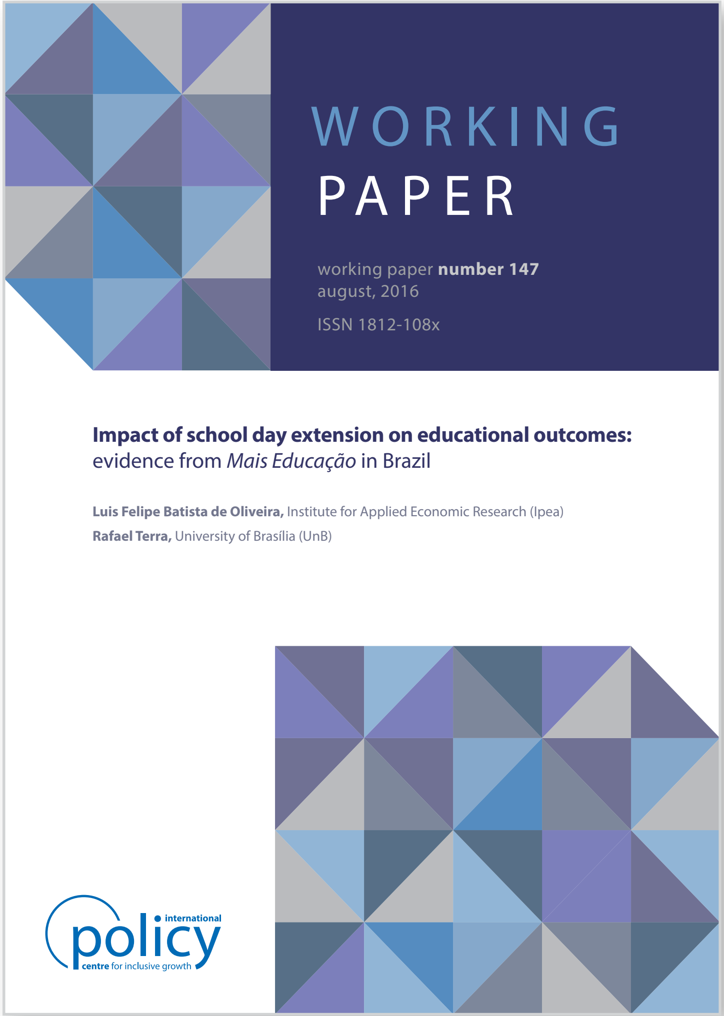
Authors: Denise do Carmo Direito, Natália Massaco Koga (MDSA), Elaine Cristina Lício (Ipea) and Jeniffer Carla de Paula N. Chaves (MDSA)

Date of release: July 2016

This One Pager is associated with Working Pager No.145.

EN FR PT

Output 2



Working Paper No. 147
“Impact of school day extension on educational outcomes: evidence from *Mais Educação* in Brazil”

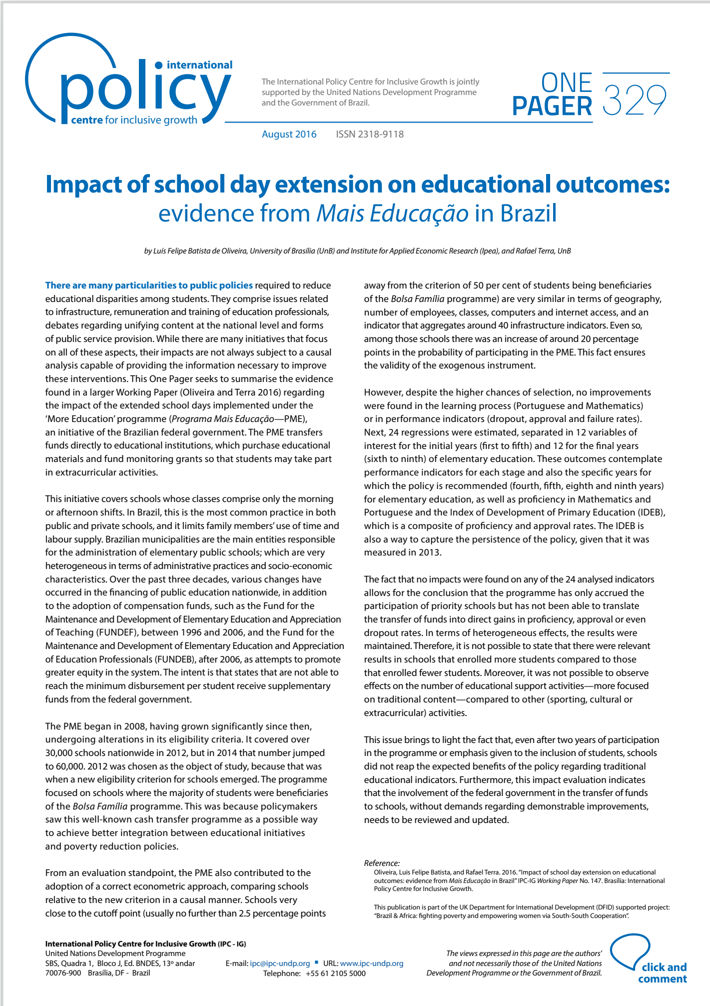
Authors: Luis Felipe Batista de Oliveira (Ipea) and Rafael Terra (University of Brasília, UnB)

Date of release: August 2016

This Working Paper provides evidence regarding the impact of school day extension implemented under the More Education' programme" (*Programa Mais Educação*—PME), an initiative of the Brazilian federal government that prioritises schools where the majority of students are beneficiaries of the *Bolsa Família* programme. The PME transfers funds directly to educational institutions, which, in turn, purchase educational materials and fund monitoring grants for extracurricular activities.

EN PT

Output 2


The International Policy Centre for Inclusive Growth is jointly supported by the United Nations Development Programme and the Government of Brazil.

ONE PAGER 329

August 2016 ISSN 2318-9118

Impact of school day extension on educational outcomes: evidence from *Mais Educação* in Brazil

by Luís Felipe Batista de Oliveira, University of Brasília (UnB) and Institute for Applied Economic Research (Ipea), and Rafael Terra, UnB

There are many particularities to public policies required to reduce educational disparities among students. They comprise issues related to infrastructure, remuneration and training of education professionals, debates regarding unifying content at the national level and forms of public service provision. While there are many initiatives that focus on all of these aspects, their impacts are not always subject to a causal analysis capable of providing the information necessary to improve these interventions. This One Pager seeks to summarise the evidence found in a larger Working Paper (Oliveira and Terra 2016) regarding the impact of the extended school days implemented under the 'More Education' programme (*Programa Mais Educação*—PME), an initiative of the Brazilian federal government. The PME transfers funds directly to educational institutions, which purchase educational materials and fund monitoring grants so that students may take part in extracurricular activities.

This initiative covers schools whose classes comprise only the morning or afternoon shifts. In Brazil, this is the most common practice in both public and private schools, and it limits family members' use of time and labour supply. Brazilian municipalities are the main entities responsible for the administration of elementary public schools; which are very heterogeneous in terms of administrative practices and socio-economic characteristics. Over the past three decades, various changes have occurred in the financing of public education nationwide, in addition to the adoption of compensation funds, such as the Fund for the Maintenance and Development of Elementary Education and Appreciation of Teaching (FUNDEF), between 1996 and 2006, and the Fund for the Maintenance and Development of Elementary Education and Appreciation of Education Professionals (FUNDEB), after 2006, as attempts to promote greater equity in the system. The intent is that states that are not able to reach the minimum disbursement per student receive supplementary funds from the federal government.

The PME began in 2008, having grown significantly since then, undergoing alterations in its eligibility criteria. It covered over 30,000 schools nationwide in 2012, but in 2014 that number jumped to 60,000. 2012 was chosen as the object of study, because that was when a new eligibility criterion for schools emerged. The programme focused on schools where the majority of students were beneficiaries of the *Bolsa Família* programme. This was because policymakers saw this well-known cash transfer programme as a possible way to achieve better integration between educational initiatives and poverty reduction policies.

From an evaluation standpoint, the PME also contributed to the adoption of a correct econometric approach, comparing schools relative to the new criterion in a causal manner. Schools very close to the cutoff point (usually no further than 2.5 percentage points away from the criterion of 50 per cent of students being beneficiaries of the *Bolsa Família* programme) are very similar in terms of geography, number of employees, classes, computers and internet access, and an indicator that aggregates around 40 infrastructure indicators. Even so, among those schools there was an increase of around 20 percentage points in the probability of participating in the PME. This fact ensures the validity of the exogenous instrument.

However, despite the higher chances of selection, no improvements were found in the learning process (Portuguese and Mathematics) or in performance indicators (dropout, approval and failure rates). Next, 24 regressions were estimated, separated in 12 variables of interest for the initial years (first to fifth) and 12 for the final years (sixth to ninth) of elementary education. These outcomes contemplate performance indicators for each stage and also the specific years for which the policy is recommended (fourth, fifth, eighth and ninth years) for elementary education, as well as proficiency in Mathematics and Portuguese and the Index of Development of Primary Education (IDEB), which is a composite of proficiency and approval rates. The IDEB is also a way to capture the persistence of the policy, given that it was measured in 2013.

The fact that no impacts were found on any of the 24 analysed indicators allows for the conclusion that the programme has only accrued the participation of priority schools but has not been able to translate the transfer of funds into direct gains in proficiency, approval or even dropout rates. In terms of heterogeneous effects, the results were maintained. Therefore, it is not possible to state that there were relevant results in schools that enrolled more students compared to those that enrolled fewer students. Moreover, it was not possible to observe effects on the number of educational support activities—more focused on traditional content—compared to other (sporting, cultural or extracurricular) activities.

This issue brings to light the fact that, even after two years of participation in the programme or emphasis given to the inclusion of students, schools did not reap the expected benefits of the policy regarding traditional educational indicators. Furthermore, this impact evaluation indicates that the involvement of the federal government in the transfer of funds to schools, without demands regarding demonstrable improvements, needs to be reviewed and updated.

Reference:

Oliveira, Luis Felipe Batista, and Rafael Terra. 2016. "Impact of school day extension on educational outcomes: evidence from *Mais Educação* in Brazil" IPC-IG *Working Paper* No. 147. Brasília: International Policy Centre for Inclusive Growth.

This publication is part of the UK Department for International Development (DFID) supported project: "Brazil & Africa: fighting poverty and empowering women via South-South Cooperation".

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Authors: Luis Felipe Batista de Oliveira (Ipea) and Rafael Terra (UnB)

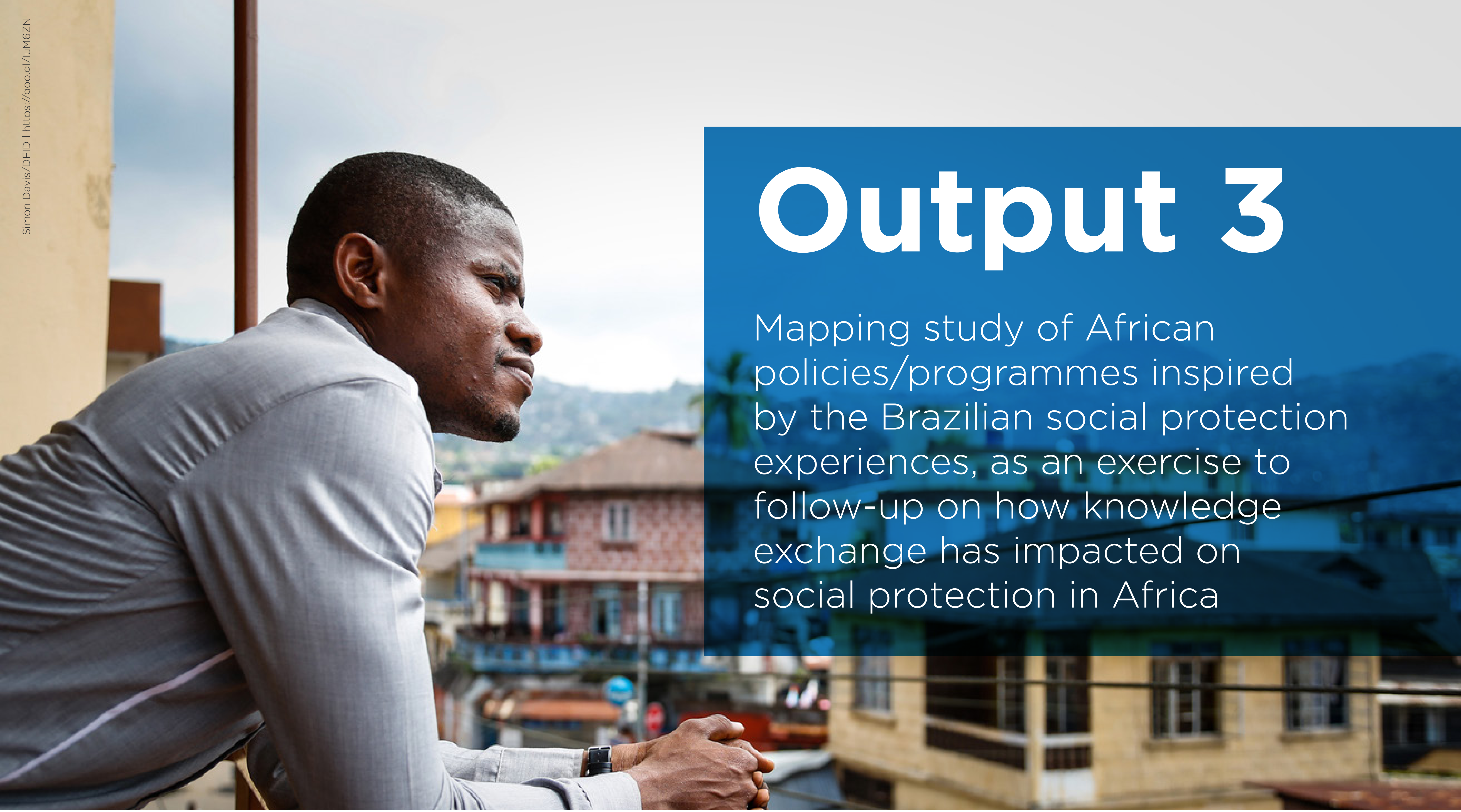
Date of release: August 2016

This One Pager seeks to summarise the evidence found in Working Paper No. 147, regarding the impact of school day extension implemented under the 'More Education' programme (*Programa Mais Educação*—PME), an initiative of the Brazilian federal government that prioritises schools where the majority of students are beneficiaries of the *Bolsa Família* programme.

EN PT

Output 2

Simon Davis/DFID | https://goo.gl/luM6ZN



Output 3

Mapping study of African policies/programmes inspired by the Brazilian social protection experiences, as an exercise to follow-up on how knowledge exchange has impacted on social protection in Africa

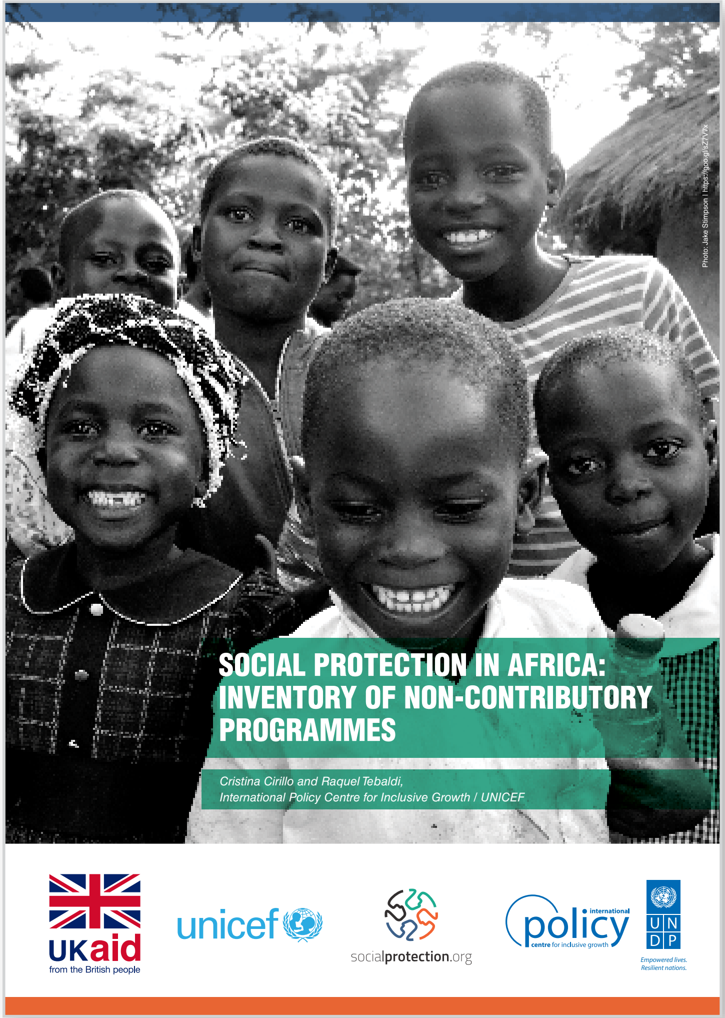
IPC-IG commitments

(1) Mapping of African policies/ programmes has been updated

(2) Policies/ programmes inspired by the Brazilian experience have been identified

(3) Policies/ programmes inspired by the Brazilian experiences have been analysed and disseminated

The objective of output 3 is to produce a mapping study of African policies and programmes inspired by the Brazilian social protection experiences, to follow-up on how knowledge exchange has influenced social protection in Africa. First, the IPC-IG mapped African social protection policies and programmes and then identified the ones that were inspired by the Brazilian experiences. During the following stage, these African programmes and policies were analysed by the Centre. The result was the production and dissemination of the following publication:



Joint Publication No. 4
"Social protection in Africa: inventory of non-contributory programmes"

Authors: Cristina Cirillo and Raquel Tebaldi (IPC-IG)

Date of release: May 2016

This study mapped and profiled 127 non-contributory programmes from 39 African countries. This mapping includes non-contributory social protection programmes that are currently in place in African developing countries; that are fully or partially financed, designed or implemented by the government; and about which there is enough information available through reliable sources. The non-contributory programmes that were mapped involve a range of different schemes and programme components, such as: public work programmes (e.g. cash or food for work); cash or in-kind transfers (conditional and unconditional); training (for instance, skills development programmes linked to public work or cash transfer schemes); and programmes that facilitate access to agricultural inputs or to other services (e.g. non-contributory health insurance, shelter and burial services, psychosocial support and birth registrations).

EN

Output 3

Within the same project, the survey "Brazil-Africa Knowledge Sharing in Social Protection and Food Security" was carried out by the IPC-IG, from 28 July to 18 August 2015, with the aim of analysing the impact of the knowledge sharing initiatives between Brazil and a number of African countries. The survey was prepared in three languages (English, French, and Portuguese) and sent to 308 representatives from 36 African countries and representatives from the African Union and NEPAD. A total of 43 members from 21 African countries took part in the survey.

Output 3

Jessica Lea/DFID | https://goo.gl/hZbkRf

Output 4

Seminar on social protection to be held in Africa

IPC-IG commitment

(1) Seminar on social protection to be held in Africa

The IPC-IG, the United Nations Population Fund (UNFPA), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Development Programme (UNDP), and the World Food Programme (WFP) are jointly working to organise a social protection international seminar to be held in Maputo, Mozambique, in March 2017.

Sheena Ariyapala/DFID | https://goo.gl/a0Czax

Output 5

Reports/studies about social protection programmes in Africa produced to inform Brazilian policymakers and practitioners

IPC-IG commitments

(1) Interest areas of the Brazilian government have been identified

(2) African social protection programmes have been analysed

(3) Studies have been disseminated

The objective of output 5 is to produce knowledge products on African social protection programmes, to be shared among African countries and Brazil. It was achieved by defining research areas and producing research with the support of African policymakers.

Interest areas of the Brazilian government have been identified and African social programmes have been analysed

The IPC-IG developed an innovative approach to share knowledge among Brazil and African countries.

Lindsay Mgbor/DFID | https://goo.gl/BP8cwZ

Output 5

The IPC-IG organised the "Technical meeting sharing knowledge on social protection and food and nutrition security between Brazil and Africa", in Brasília, Brazil, on 10 March 2015. The technical meeting gathered representatives of Brazil's Ministries of Social Development and Fight against Hunger, and Social Security, the World Bank, Brazil's General Coordination for International Actions against Hunger (CGFome), the DFID, the Brazilian Agricultural Research Corporation (Embrapa), FAO, the IPC-IG, Ipea, the WFP and UNICEF. The objective of the meeting was to identify areas of interest and challenges faced by the Brazilian government and other institutions in their work with African counterparts in the field of social protection.

As part of the IPC-IG's efforts to carry out the implementation of output 5, a survey about South-South cooperation on social protection and food security was conducted from 28 July to 19 August 2015. Aimed at Brazilian policymakers involved in cooperation projects between Brazil and Africa, the goal was to identify information needs and specific concerns of the target group from African countries about social protection and/or food and nutrition security policies. Nineteen representatives from eight Brazilian institutions and international organisations answered the survey and the results served to support the development and dissemination of better-targeted and more responsive studies.

Output 5

Adam Cohn | https://goo.gl/4YVBxr

Studies disseminated

The knowledge products were shared by the IPC-IG in multiple languages.

Output 5

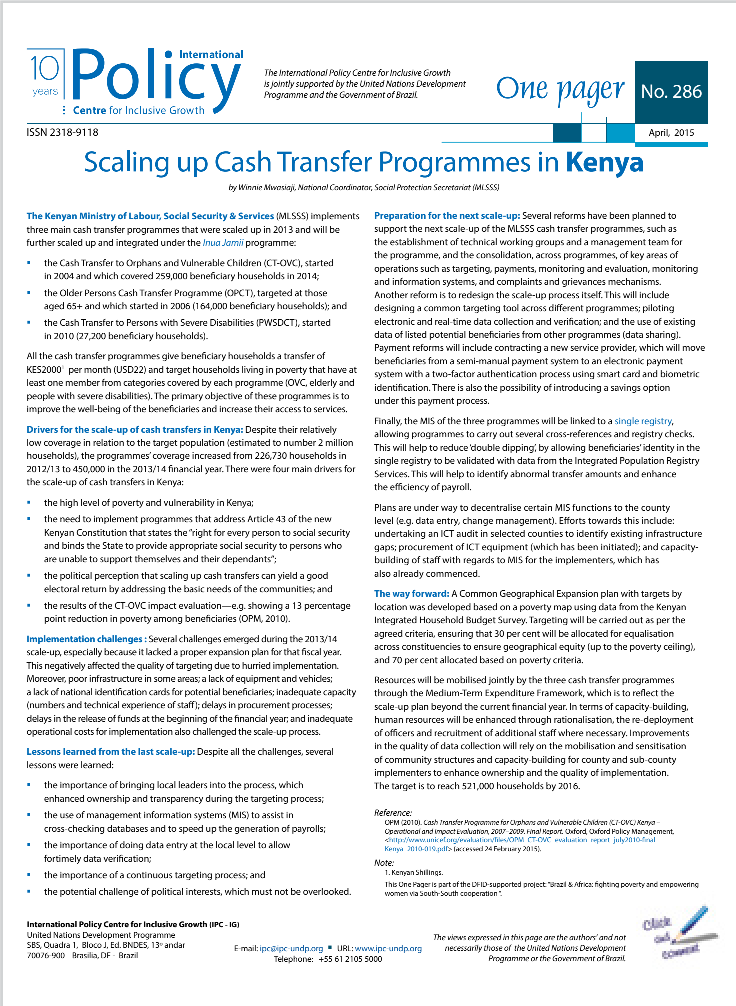
One Pager Series on Ethiopia, Kenya and Zambia

This series of One Pagers was initially launched comprising three publications that present the challenges faced and innovations created by the governments of Ethiopia, Kenya, and Zambia in the implementation of social cash transfer programmes. These One Pagers aim at promoting knowledge sharing among African nations as well as informing policymakers, practitioners and researchers around the world about the latest developments in the area of social cash transfers in Africa.

These three One Pagers were written based on the exchanges that took place in the meeting of the Community of Practice (CoP) on Cash Transfers and Conditional Cash Transfer programmes of African countries, held in Livingstone, Zambia, in November, 2014, when representatives from African countries, notably Kenya, Tanzania and the host country Zambia, shared their experiences in the scaling-up of social cash transfers with other countries that are members of the CoP.

These One Pagers were written by each country's programme managers, who are responsible for their adequate implementation. The publications reflect upon the challenges encountered and the solutions found to ensure that these programmes are adequately implemented, financed and scaled-up. The main objective of these One Pagers is to promote knowledge sharing among African countries. Moreover, they intend to inform the world-wide community of policymakers, practitioners and researchers about the latest developments of social cash transfers in Africa. As such, these publications were released in multiple languages to facilitate the dissemination of knowledge.

As a follow-up to the release of the series in 2015, an additional One Pager about Kenya was published in early 2016.


10 years International Policy Centre for Inclusive Growth

The International Policy Centre for Inclusive Growth is jointly supported by the United Nations Development Programme and the Government of Brazil

One pager No. 286

ISSN 2318-9118

April, 2015

Scaling up Cash Transfer Programmes in **Kenya**

by Winnie Mwasiaji, National Coordinator, Social Protection Secretariat (MLSSS)

The Kenyan Ministry of Labour, Social Security & Services (MLSSS) implements three main cash transfer programmes that were scaled up in 2013 and will be further scaled up and integrated under the *Inua Jamii* programme:

- the Cash Transfer to Orphans and Vulnerable Children (CT-OVC), started in 2004 and which covered 259,000 beneficiary households in 2014;
- the Older Persons Cash Transfer Programme (OPCT), targeted at those aged 65+ and which started in 2006 (164,000 beneficiary households); and
- the Cash Transfer to Persons with Severe Disabilities (PWSDCT), started in 2010 (27,200 beneficiary households).

All the cash transfer programmes give beneficiary households a transfer of KES2000[1] per month (USD22) and target households living in poverty that have at least one member from categories covered by each programme (OVC, elderly and people with severe disabilities). The primary objective of these programmes is to improve the well-being of the beneficiaries and increase their access to services.

Drivers for the scale-up of cash transfers in Kenya: Despite their relatively low coverage in relation to the target population (estimated to number 2 million households), the programmes' coverage increased from 226,730 households in 2012/13 to 450,000 in the 2013/14 financial year. There were four main drivers for the scale-up of cash transfers in Kenya:

- the high level of poverty and vulnerability in Kenya;
- the need to implement programmes that address Article 43 of the new Kenyan Constitution that states the "right for every person to social security and binds the State to provide appropriate social security to persons who are unable to support themselves and their dependants";
- the political perception that scaling up cash transfers can yield a good electoral return by addressing the basic needs of the communities; and
- the results of the CT-OVC impact evaluation—e.g. showing a 13 percentage point reduction in poverty among beneficiaries (OPM, 2010).

Implementation challenges : Several challenges emerged during the 2013/14 scale-up, especially because it lacked a proper expansion plan for that fiscal year. This negatively affected the quality of targeting due to hurried implementation. Moreover, poor infrastructure in some areas; a lack of equipment and vehicles; a lack of national identification cards for potential beneficiaries; inadequate capacity (numbers and technical experience of staff); delays in procurement processes; delays in the release of funds at the beginning of the financial year; and inadequate operational costs for implementation also challenged the scale-up process.

Lessons learned from the last scale-up: Despite all the challenges, several lessons were learned:

- the importance of bringing local leaders into the process, which enhanced ownership and transparency during the targeting process;
- the use of management information systems (MIS) to assist in cross-checking databases and to speed up the generation of payrolls;
- the importance of doing data entry at the local level to allow fortimely data verification;
- the importance of a continuous targeting process; and
- the potential challenge of political interests, which must not be overlooked.

Preparation for the next scale-up: Several reforms have been planned to support the next scale-up of the MLSSS cash transfer programmes, such as the establishment of technical working groups and a management team for the programme, and the consolidation, across programmes, of key areas of operations such as targeting, payments, monitoring and evaluation, monitoring and information systems, and complaints and grievances mechanisms. Another reform is to redesign the scale-up process itself. This will include designing a common targeting tool across different programmes; piloting electronic and real-time data collection and verification; and the use of existing data of listed potential beneficiaries from other programmes (data sharing). Payment reforms will include contracting a new service provider, which will move beneficiaries from a semi-manual payment system to an electronic payment system with a two-factor authentication process using smart card and biometric identification. There is also the possibility of introducing a savings option under this payment process.

Finally, the MIS of the three programmes will be linked to a single registry, allowing programmes to carry out several cross-references and registry checks. This will help to reduce 'double dipping', by allowing beneficiaries' identity in the single registry to be validated with data from the Integrated Population Registry Services. This will help to identify abnormal transfer amounts and enhance the efficiency of payroll.

Plans are under way to decentralise certain MIS functions to the county level (e.g. data entry, change management). Efforts towards this include: undertaking an ICT audit in selected counties to identify existing infrastructure gaps; procurement of ICT equipment (which has been initiated); and capacity-building of staff with regards to MIS for the implementers, which has also already commenced.

The way forward: A Common Geographical Expansion plan with targets by location was developed based on a poverty map using data from the Kenyan Integrated Household Budget Survey. Targeting will be carried out as per the agreed criteria, ensuring that 30 per cent will be allocated for equalisation across constituencies to ensure geographical equity (up to the poverty ceiling), and 70 per cent allocated based on poverty criteria.

Resources will be mobilised jointly by the three cash transfer programmes through the Medium-Term Expenditure Framework, which is to reflect the scale-up plan beyond the current financial year. In terms of capacity-building, human resources will be enhanced through rationalisation, the re-deployment of officers and recruitment of additional staff where necessary. Improvements in the quality of data collection will rely on the mobilisation and sensitisation of community structures and capacity-building for county and sub-county implementers to enhance ownership and the quality of implementation. The target is to reach 521,000 households by 2016.

Reference:

OPM (2010). *Cash Transfer Programme for Orphans and Vulnerable Children (CT-OVC) Kenya – Operational and Impact Evaluation, 2007–2009. Final Report.* Oxford, Oxford Policy Management, <http://www.unicef.org/evaluation/files/OPM_CT-OVC_evaluation_report_july2010-final_Kenya_2010-019.pdf> (accessed 24 February 2015).

Note:

1. Kenyan Shillings.

This One Pager is part of the DFID-supported project: "Brazil & Africa: fighting poverty and empowering women via South-South cooperation".

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One Pager No. 286 "Scaling up Cash Transfer Programmes in Kenya"

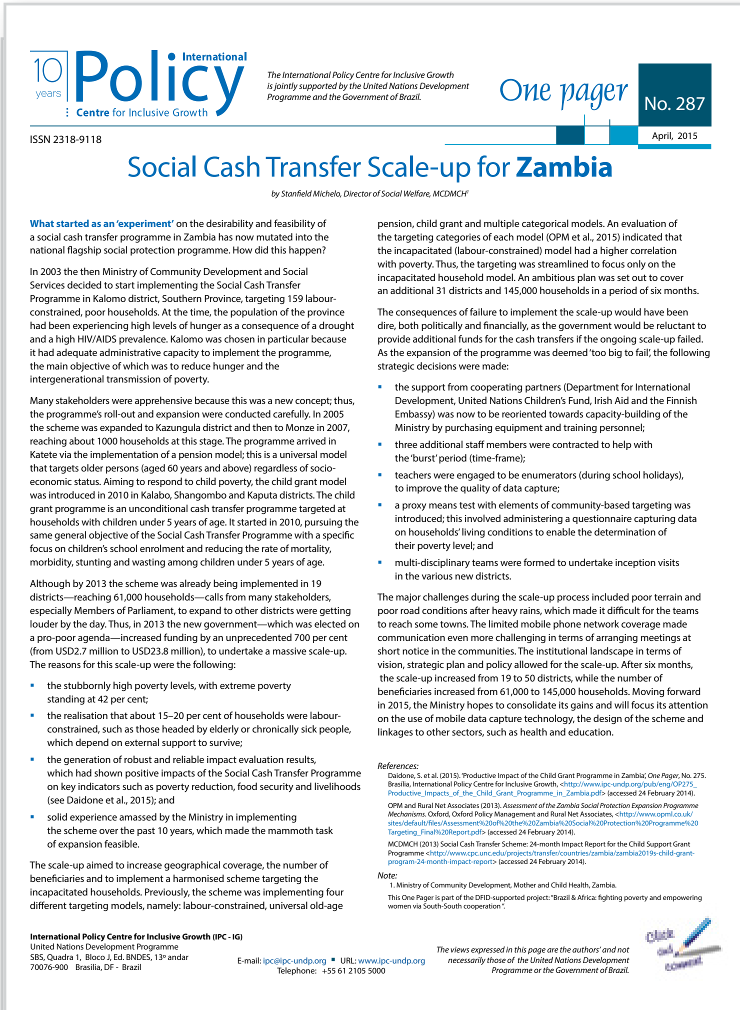
Author: Winnie Mwasiaji (Kenyan Ministry of Labour, Social Security & Services)

Date of release: April 2015

This One Pager shares the lessons learned and challenges tackled by the Kenyan Ministry of Labour, Social Security & Services (MLSSS) in 2013 to scale up the number of beneficiaries of the country's three main cash transfer programmes. Reforms that have been planned to support the next scale-up of the MLSSS cash transfer programmes are also highlighted.

EN FR SP PT

Output 5



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One pager No. 287

April, 2015

ISSN 2318-9118

Social Cash Transfer Scale-up for **Zambia**

by Stanfield Michelo, Director of Social Welfare, MCDMCH[1]

What started as an 'experiment' on the desirability and feasibility of a social cash transfer programme in Zambia has now mutated into the national flagship social protection programme. How did this happen?

In 2003 the then Ministry of Community Development and Social Services decided to start implementing the Social Cash Transfer Programme in Kalomo district, Southern Province, targeting 159 labour-constrained, poor households. At the time, the population of the province had been experiencing high levels of hunger as a consequence of a drought and a high HIV/AIDS prevalence. Kalomo was chosen in particular because it had adequate administrative capacity to implement the programme, the main objective of which was to reduce hunger and the intergenerational transmission of poverty.

Many stakeholders were apprehensive because this was a new concept; thus, the programme's roll-out and expansion were conducted carefully. In 2005 the scheme was expanded to Kazungula district and then to Monze in 2007, reaching about 1000 households at this stage. The programme arrived in Katete via the implementation of a pension model; this is a universal model that targets older persons (aged 60 years and above) regardless of socio-economic status. Aiming to respond to child poverty, the child grant model was introduced in 2010 in Kalabo, Shangombo and Kaputa districts. The child grant programme is an unconditional cash transfer programme targeted at households with children under 5 years of age. It started in 2010, pursuing the same general objective of the Social Cash Transfer Programme with a specific focus on children's school enrolment and reducing the rate of mortality, morbidity, stunting and wasting among children under 5 years of age.

Although by 2013 the scheme was already being implemented in 19 districts—reaching 61,000 households—calls from many stakeholders, especially Members of Parliament, to expand to other districts were getting louder by the day. Thus, in 2013 the new government—which was elected on a pro-poor agenda—increased funding by an unprecedented 700 per cent (from USD2.7 million to USD23.8 million), to undertake a massive scale-up. The reasons for this scale-up were the following:

- the stubbornly high poverty levels, with extreme poverty standing at 42 per cent;
- the realisation that about 15–20 per cent of households were labour-constrained, such as those headed by elderly or chronically sick people, which depend on external support to survive;
- the generation of robust and reliable impact evaluation results, which had shown positive impacts of the Social Cash Transfer Programme on key indicators such as poverty reduction, food security and livelihoods (see Daidone et al., 2015); and
- solid experience amassed by the Ministry in implementing the scheme over the past 10 years, which made the mammoth task of expansion feasible.

The scale-up aimed to increase geographical coverage, the number of beneficiaries and to implement a harmonised scheme targeting the incapacitated households. Previously, the scheme was implementing four different targeting models, namely: labour-constrained, universal old-age pension, child grant and multiple categorical models. An evaluation of the targeting categories of each model (OPM et al., 2015) indicated that the incapacitated (labour-constrained) model had a higher correlation with poverty. Thus, the targeting was streamlined to focus only on the incapacitated household model. An ambitious plan was set out to cover an additional 31 districts and 145,000 households in a period of six months.

The consequences of failure to implement the scale-up would have been dire, both politically and financially, as the government would be reluctant to provide additional funds for the cash transfers if the ongoing scale-up failed. As the expansion of the programme was deemed 'too big to fail', the following strategic decisions were made:

- the support from cooperating partners (Department for International Development, United Nations Children's Fund, Irish Aid and the Finnish Embassy) was now to be reoriented towards capacity-building of the Ministry by purchasing equipment and training personnel;
- three additional staff members were contracted to help with the 'burst' period (time-frame);
- teachers were engaged to be enumerators (during school holidays), to improve the quality of data capture;
- a proxy means test with elements of community-based targeting was introduced; this involved administering a questionnaire capturing data on households' living conditions to enable the determination of their poverty level; and
- multi-disciplinary teams were formed to undertake inception visits in the various new districts.

The major challenges during the scale-up process included poor terrain and poor road conditions after heavy rains, which made it difficult for the teams to reach some towns. The limited mobile phone network coverage made communication even more challenging in terms of arranging meetings at short notice in the communities. The institutional landscape in terms of vision, strategic plan and policy allowed for the scale-up. After six months, the scale-up increased from 19 to 50 districts, while the number of beneficiaries increased from 61,000 to 145,000 households. Moving forward in 2015, the Ministry hopes to consolidate its gains and will focus its attention on the use of mobile data capture technology, the design of the scheme and linkages to other sectors, such as health and education.

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Note:

1. Ministry of Community Development, Mother and Child Health, Zambia.

This One Pager is part of the DFID-supported project: "Brazil & Africa: fighting poverty and empowering women via South-South cooperation".

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One Pager No. 287
"Social Cash Transfer Scale-up for Zambia"

Author: Stanfield Michelo (Zambian Ministry of Community Development, Mother and Child Health)

Date of release: April 2015

This One Pager explains the long path of the country's Social Cash Transfer Programme, which started as a small scale project, initially implemented in the Kalomo district by the Ministry, in 2003, and became the national flagship social protection programme over the course of a decade. The publication also highlights the reasons for the recent scale-up of the programme and the challenges faced by policymakers.

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One Pager No. 288
"Innovative Technology Serving Social Cash Transfers in Remote Rural Areas of Ethiopia"

Authors: The Bureau of Labour and Social Affairs Tigray and the Ministry of Labour and Social Affairs of the Government of Ethiopia

Date of release: April 2015

This One Pager explains how, under a pilot project launched in 2014, an innovative mobile money service payment technology was used to overcome the challenges faced by the beneficiaries of the Tigray Social Cash Transfer Programme, aimed at reducing poverty and hunger in extremely poor and labour-constrained households in the region.

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ONE PAGER 315

March 2016 ISSN 2318-9118

Strengthening the cash transfer payment systems in Kenya

by Winnie Mwasiaji, Social Protection Secretariat, Kenya

The Government of Kenya is currently implementing four social cash transfer programmes covering approximately 600,000 beneficiary households across the nation. One of the most critical challenges facing Kenya today is the implementation of an effective, efficient and robust payment mechanism that ensures payments are delivered to the beneficiaries in a timely, convenient, reliable and secure way.

The delivery mechanisms of cash transfers to beneficiaries in Kenya have evolved considerably since 2004. Before 2004, manual cash payments were made through the District Treasury, the benefits were delivered at pay points within the community, and large amounts of money were carried manually by government officers across the country.

This system offered minimal advantages, such as low payment transaction costs and easy access for beneficiaries with low levels of literacy. However, the mechanism also presented several disadvantages, including fiduciary risks, insecurity and sometimes long distances between beneficiaries and pay points, which negatively impacted programmes. The reconciliation processes were also cumbersome, causing delays in payment cycles and rendering them unreliable and unpredictable. Due to delays of up to six months, some beneficiaries reported having to borrow money to pay for utilities, which in turn caused mistrust among community members.

In 2010, the benefit payment system shifted from being completely manual to being semi-manual, using the Postal Cooperation of Kenya for some beneficiaries and a limited-purpose banking system for others. The semi-manual system partly relied on computer technology—for example, for keeping track of beneficiary lists—however, payments were still made manually in cash to beneficiaries. This approach still posed a lot of challenges, such as delays in the reconciliation process that in turn delayed subsequent payments to beneficiaries. This system still suffered from a lot of leakages and fraud.

To tackle these challenges, the Government of Kenya has made concerted efforts to ensure that payments are made electronically to beneficiaries. Two-factor authentication based on a Personal Identification Number (PIN) and a national identification card and/or a biometric fingerprint are used to identify beneficiaries. Moreover, greater steps have been taken to deliver cash benefits through outsourced payment delivery services and to link these transactions with the overall programme Management Information System (MIS) to avoid manual processes that can be subject to human error or deliberate manipulation.

In 2013, a presidential directive mandating the digitisation of all government payments was published. This directive underscored the government's commitment towards reforming the public payment system, to enhance transparency, accountability and efficiency in cash delivery. Since 2013, social cash transfers in Kenya have been delivered electronically through limited-purpose accounts in commercial banks or through an accredited agency for beneficiaries who live in remote areas. The agency model uses offline Point of Service (PoS) devices across the country, mainly with shopkeepers. The accredited agents come under the responsibility of the serving bank which bears the liability for the payment process. Limited-purpose accounts imply that all funds must be withdrawn by the beneficiaries during the two-week payment period.

The electronic payment mechanism faces some challenges related to the low level of civil registration and to some features of the target population. The requirement of Kenyan citizenship validated by the possession of a national identity card is particularly problematic in border towns, as it is harder to identify genuine citizens due to the high incidence of non-Kenyans crossing the border, sometimes denying vulnerable Kenyan community members a chance to benefit from these programmes. In addition, child-headed households are also affected, as identification cards are only issued at the age of 18. Plans have been put in place to ensure that these eligible children— especially those who do not have caregivers—are not denied their rights.

A payment working group and a contract management group have been constituted to provide oversight of the payments of all social cash transfer programmes. Since payments are made online, real-time monitoring is also performed by a team of selected officers. Furthermore, the single registry system supports the verification of the beneficiary list through pre-payroll and post-payroll checks. All these measures have helped to ensure the efficient and effective delivery of the cash transfers. Finally, an elaborate complaints and grievances mechanism has been established at different levels of implementation to address all emerging issues from stakeholders. This includes a toll-free line managed by the social protection secretariat.

Kenya's vision for the future is to use a multiple-bank delivery mechanism under which benefits could be withdrawn at different commercial banks, reflecting different needs according to regional infrastructural disparities. These banks would receive the appropriate amount of money through a switch at the Central Bank of Kenya.[1] These developments will also help to address issues of technological failure (e.g. biometric smart cards), limited institutional capacity of the payment service providers, such as the number of staff, limited knowledge and familiarity with the use of technology by the agents, and liquidity problems. Moreover, it has been agreed with the service providers that all participating banks or agents should be within a 6 km radius of all beneficiaries, which substantially reduces the distance between beneficiaries and payment points.

Note:
1. Under the current system, the payments can only be made through a single commercial bank, selected by a competitive procurement process.

This One Pager is part of the DFID-supported project: "Brazil & Africa: fighting poverty and empowering women via South-South cooperation".

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One Pager No. 315
"Strengthening the cash transfer payment systems in Kenya"

Author: Winnie Mwasiaji (Social Protection Secretariat of the Government of Kenya)

Date of release: March 2016

In this One Pager, the author looks into challenges facing the government of Kenya in implementing an effective, efficient and robust payment mechanism that ensures payments are delivered to beneficiaries in a timely, convenient, reliable and secure manner. In fact, Kenya is currently implementing four different social cash transfer programmes covering nearly 600,000 beneficiary households nationwide.

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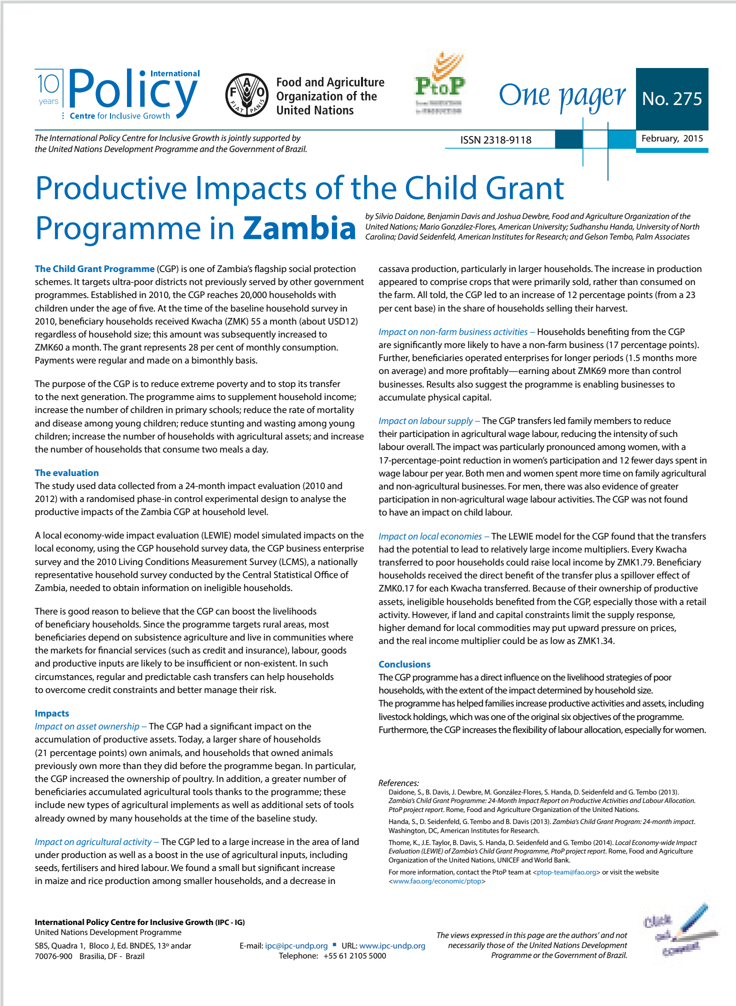
Publications produced in partnership with the ‘From Protection to Production’ (PtoP) project of the Food and Agriculture Organization of the United Nations (FAO)

The ‘From Protection to Production’ (PtoP) series of One Pagers brings insights into impact evaluations of cash transfers in sub-Saharan Africa. The PtoP is a collaborative effort between the Food and Agriculture Organization of the United Nations (FAO), UNICEF (Eastern and Southern Africa Regional Office) as well as the governments of seven sub-Saharan African countries.


International Policy Centre for Inclusive Growth
Food and Agriculture Organization of the United Nations
PtoP
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The International Policy Centre for Inclusive Growth is jointly supported by the United Nations Development Programme and the Government of Brazil.
ISSN 2318-9118
February, 2015

Productive Impacts of the Child Grant Programme in **Zambia**

by Silvio Daidone, Benjamin Davis and Joshua Dewbre, Food and Agriculture Organization of the United Nations; Mario González-Flores, American University; Sudhanshu Handa, University of North Carolina; David Seidenfeld, American Institutes for Research; and Gelson Tembo, Palm Associates

The Child Grant Programme (CGP) is one of Zambia's flagship social protection schemes. It targets ultra-poor districts not previously served by other government programmes. Established in 2010, the CGP reaches 20,000 households with children under the age of five. At the time of the baseline household survey in 2010, beneficiary households received Kwacha (ZMK) 55 a month (about USD12) regardless of household size; this amount was subsequently increased to ZMK60 a month. The grant represents 28 per cent of monthly consumption. Payments were regular and made on a bimonthly basis.

The purpose of the CGP is to reduce extreme poverty and to stop its transfer to the next generation. The programme aims to supplement household income; increase the number of children in primary schools; reduce the rate of mortality and disease among young children; reduce stunting and wasting among young children; increase the number of households with agricultural assets; and increase the number of households that consume two meals a day.

The evaluation

The study used data collected from a 24-month impact evaluation (2010 and 2012) with a randomised phase-in control experimental design to analyse the productive impacts of the Zambia CGP at household level.

A local economy-wide impact evaluation (LEWIE) model simulated impacts on the local economy, using the CGP household survey data, the CGP business enterprise survey and the 2010 Living Conditions Measurement Survey (LCMS), a nationally representative household survey conducted by the Central Statistical Office of Zambia, needed to obtain information on ineligible households.

There is good reason to believe that the CGP can boost the livelihoods of beneficiary households. Since the programme targets rural areas, most beneficiaries depend on subsistence agriculture and live in communities where the markets for financial services (such as credit and insurance), labour, goods and productive inputs are likely to be insufficient or non-existent. In such circumstances, regular and predictable cash transfers can help households to overcome credit constraints and better manage their risk.

Impacts

Impact on asset ownership – The CGP had a significant impact on the accumulation of productive assets. Today, a larger share of households (21 percentage points) own animals, and households that owned animals previously own more than they did before the programme began. In particular, the CGP increased the ownership of poultry. In addition, a greater number of beneficiaries accumulated agricultural tools thanks to the programme; these include new types of agricultural implements as well as additional sets of tools already owned by many households at the time of the baseline study.

Impact on agricultural activity – The CGP led to a large increase in the area of land under production as well as a boost in the use of agricultural inputs, including seeds, fertilisers and hired labour. We found a small but significant increase in maize and rice production among smaller households, and a decrease in cassava production, particularly in larger households. The increase in production appeared to comprise crops that were primarily sold, rather than consumed on the farm. All told, the CGP led to an increase of 12 percentage points (from a 23 per cent base) in the share of households selling their harvest.

Impact on non-farm business activities – Households benefiting from the CGP are significantly more likely to have a non-farm business (17 percentage points). Further, beneficiaries operated enterprises for longer periods (1.5 months more on average) and more profitably—earning about ZMK69 more than control businesses. Results also suggest the programme is enabling businesses to accumulate physical capital.

Impact on labour supply – The CGP transfers led family members to reduce their participation in agricultural wage labour, reducing the intensity of such labour overall. The impact was particularly pronounced among women, with a 17-percentage-point reduction in women's participation and 12 fewer days spent in wage labour per year. Both men and women spent more time on family agricultural and non-agricultural businesses. For men, there was also evidence of greater participation in non-agricultural wage labour activities. The CGP was not found to have an impact on child labour.

Impact on local economies – The LEWIE model for the CGP found that the transfers had the potential to lead to relatively large income multipliers. Every Kwacha transferred to poor households could raise local income by ZMK1.79. Beneficiary households received the direct benefit of the transfer plus a spillover effect of ZMK0.17 for each Kwacha transferred. Because of their ownership of productive assets, ineligible households benefited from the CGP, especially those with a retail activity. However, if land and capital constraints limit the supply response, higher demand for local commodities may put upward pressure on prices, and the real income multiplier could be as low as ZMK1.34.

Conclusions

The CGP programme has a direct influence on the livelihood strategies of poor households, with the extent of the impact determined by household size.
The programme has helped families increase productive activities and assets, including livestock holdings, which was one of the original six objectives of the programme.
Furthermore, the CGP increases the flexibility of labour allocation, especially for women.

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One Pager No. 275
"Productive Impacts of the Child Grant Programme in Zambia"

Authors: Silvio Daidone, Benjamin Davis, Joshua Dewbre (FAO), Mario González-Flores (American University), Sudhanshu Handa (University of North Carolina), David Seidenfeld (American Institutes for Research) and Gelson Tembo (Palm Associates)

Date of Release: February 2015

This One Pager analyses the impacts of the Child Grant Programme (CGP), one of Zambia's flagship social protection schemes. It targets ultra-poor districts not previously covered by other government programmes. Established in 2010, the CGP reaches 20,000 households with children under the age of five.

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One Pager No. 276
"The Impacts of Malawi's Social Cash Transfer Programme on Community Dynamics"

Authors: Pamela Pozarny (FAO) and Clare O' Brien (Oxford Policy Management—OPM)

Date of release: February 2015

This One Pager draws on data collected during qualitative fieldwork in March 2014 as part of a broad impact evaluation of Malawi's Social Cash Transfer (SCT) programme by the University of North Carolina, UNICEF, the Center for Social Research and the Food and Agriculture Organization of the United Nations. Malawi's SCT programme was launched in Mchinji district in 2006, and provides regular cash payments to ultra-poor and labour-constrained households. It seeks to reduce poverty and hunger; increase school enrolment and attendance; and improve the health, nutrition and well-being of vulnerable children.

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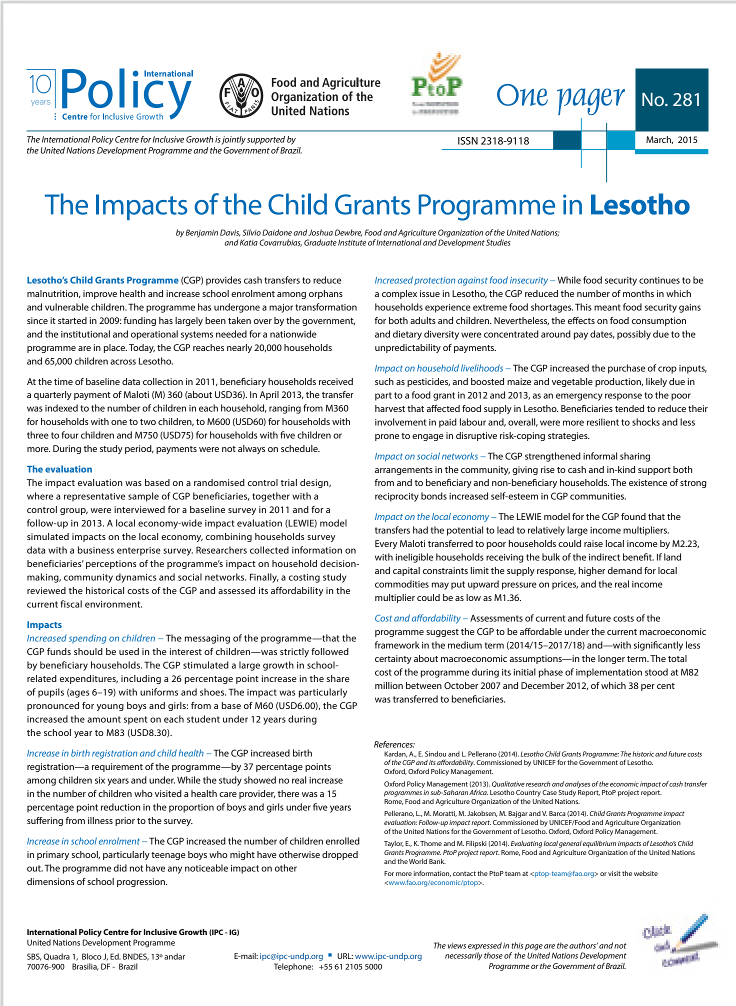

10 years International Policy Centre for Inclusive Growth

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One pager No. 281

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March, 2015

The Impacts of the Child Grants Programme in **Lesotho**

by Benjamin Davis, Silvio Daidone and Joshua Dewbre, Food and Agriculture Organization of the United Nations; and Katia Covarrubias, Graduate Institute of International and Development Studies

Lesotho's Child Grants Programme (CGP) provides cash transfers to reduce malnutrition, improve health and increase school enrolment among orphans and vulnerable children. The programme has undergone a major transformation since it started in 2009: funding has largely been taken over by the government, and the institutional and operational systems needed for a nationwide programme are in place. Today, the CGP reaches nearly 20,000 households and 65,000 children across Lesotho.

At the time of baseline data collection in 2011, beneficiary households received a quarterly payment of Maloti (M) 360 (about USD36). In April 2013, the transfer was indexed to the number of children in each household, ranging from M360 for households with one to two children, to M600 (USD60) for households with three to four children and M750 (USD75) for households with five children or more. During the study period, payments were not always on schedule.

The evaluation

The impact evaluation was based on a randomised control trial design, where a representative sample of CGP beneficiaries, together with a control group, were interviewed for a baseline survey in 2011 and for a follow-up in 2013. A local economy-wide impact evaluation (LEWIE) model simulated impacts on the local economy, combining households survey data with a business enterprise survey. Researchers collected information on beneficiaries' perceptions of the programme's impact on household decision-making, community dynamics and social networks. Finally, a costing study reviewed the historical costs of the CGP and assessed its affordability in the current fiscal environment.

Impacts

Increased spending on children – The messaging of the programme—that the CGP funds should be used in the interest of children—was strictly followed by beneficiary households. The CGP stimulated a large growth in school-related expenditures, including a 26 percentage point increase in the share of pupils (ages 6–19) with uniforms and shoes. The impact was particularly pronounced for young boys and girls: from a base of M60 (USD6.00), the CGP increased the amount spent on each student under 12 years during the school year to M83 (USD8.30).

Increase in birth registration and child health – The CGP increased birth registration—a requirement of the programme—by 37 percentage points among children six years and under. While the study showed no real increase in the number of children who visited a health care provider, there was a 15 percentage point reduction in the proportion of boys and girls under five years suffering from illness prior to the survey.

Increase in school enrolment – The CGP increased the number of children enrolled in primary school, particularly teenage boys who might have otherwise dropped out. The programme did not have any noticeable impact on other dimensions of school progression.

Increased protection against food insecurity – While food security continues to be a complex issue in Lesotho, the CGP reduced the number of months in which households experience extreme food shortages. This meant food security gains for both adults and children. Nevertheless, the effects on food consumption and dietary diversity were concentrated around pay dates, possibly due to the unpredictability of payments.

Impact on household livelihoods – The CGP increased the purchase of crop inputs, such as pesticides, and boosted maize and vegetable production, likely due in part to a food grant in 2012 and 2013, as an emergency response to the poor harvest that affected food supply in Lesotho. Beneficiaries tended to reduce their involvement in paid labour and, overall, were more resilient to shocks and less prone to engage in disruptive risk-coping strategies.

Impact on social networks – The CGP strengthened informal sharing arrangements in the community, giving rise to cash and in-kind support both from and to beneficiary and non-beneficiary households. The existence of strong reciprocity bonds increased self-esteem in CGP communities.

Impact on the local economy – The LEWIE model for the CGP found that the transfers had the potential to lead to relatively large income multipliers. Every Maloti transferred to poor households could raise local income by M2.23, with ineligible households receiving the bulk of the indirect benefit. If land and capital constraints limit the supply response, higher demand for local commodities may put upward pressure on prices, and the real income multiplier could be as low as M1.36.

Cost and affordability – Assessments of current and future costs of the programme suggest the CGP to be affordable under the current macroeconomic framework in the medium term (2014/15–2017/18) and—with significantly less certainty about macroeconomic assumptions—in the longer term. The total cost of the programme during its initial phase of implementation stood at M82 million between October 2007 and December 2012, of which 38 per cent was transferred to beneficiaries.

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One Pager No. 281 "The Impacts of the Child Grants Programme in Lesotho"

Authors: Benjamin Davis, Silvio Daidone, Joshua Dewbre (FAO) and Katia Covarrubias (Graduate Institute of International and Development Studies)

Date of release: March 2015

This One Pager assesses the impacts of the Lesotho's Child Grants Programme (CGP), which provides cash transfers to reduce malnutrition, improve health and increase school enrolment among orphans and vulnerable children.

EN FR SP PT

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May, 2015

The Impact of Social Cash Transfer Programmes on Community Dynamics in **Sub-Saharan Africa**

by Pamela Pozarny and Benjamin Davis, Food and Agriculture Organization of the United Nations (FAO)

Social cash transfers are on the rise in sub-Saharan Africa. The African Union's 2008 Social Policy Framework Plan of Action prompted a number of member countries to prioritise social protection strategies, including cash transfers. Such strategies—often partly supported by development partners—address hunger and food insecurity, school enrolment and attendance, the well-being of children, and poverty reduction.

Cash transfer programmes provide a regular cash allowance to beneficiary households that are usually targeted through a mix of surveys and community-based processes. These programmes are typically administered by the local offices of ministries for social affairs, children and/or community development.

This One-Pager describes key findings of a four-year research project, From Protection to Production (PtoP), which analysed the impact of social cash transfer programmes in sub-Saharan Africa. The qualitative studies specifically explored impacts on household economic decision-making, the local economy and social networks. They also examined how the design and implementation of the programmes affected decisions and economic impacts at household and community levels. Qualitative studies were carried out in six countries: Ghana Livelihood Empowerment Against Poverty (LEAP); Kenya Cash Transfer to Orphans and Vulnerable Children (CT-OVC); Malawi Social Cash Transfer (SCT); Lesotho Child Grant Programme (CGP); Zimbabwe Harmonized Social Cash Transfer Programme (HSCTP); and Ethiopia Social Cash Transfer Pilot Programme (SCTPP).

Impacts on the household economy: Cash transfers encouraged income-generating activities in all six countries. Even a small amount of cash improved livelihood choices, and, if payments were predictable and regular, the impact could be even greater. Land-holding beneficiaries were able to reduce their time as casual labourers—considered a 'last resort'—and spend more time on their own farms. The transfers allowed beneficiaries to hire labourers, increasing productivity and, in some instances, enabling them to diversify their crops. Cash transfers helped satisfy the immediate needs of the poorest recipients, generating feelings of hope and a sense of security about the future; they alleviated worry and stress and allowed the households time to 'rest.'

Importantly, the cash transfer programmes enabled beneficiaries to end or reduce their reliance on negative coping strategies, such as begging, sex work, distressed sales of assets, reducing the number of meals, and *ganyu* labour (Casual and temporary rural work). Late or missed payments, however, led some beneficiaries to revert to previous behaviour.

Cash transfers were most effective at improving agricultural productivity where the primary constraint was working capital rather than land. Investment in small livestock (both to enhance assets and as a source of food) was also prevalent among beneficiaries with more resources.

Cash transfer programmes promoted school enrolment and attendance, with indications that they could also improve performance. More children stayed in school, which led to reductions in child labour. The transfers were mostly spent on food, increasing consumption, diversity and quality of diet. Beneficiaries also used the transfers to purchase clothes and personal hygiene items and to make home repairs, renewing their confidence and self-esteem. This led many people to re-establish social ties and participate more frequently in community events.

Cash transfers did not significantly transform structural gender norms, particularly the balance in strategic household decision-making, nor was this an explicit objective of the programmes. However, programmes targeting orphans and vulnerable children, which tended to include many female-headed households, increased women's access to and control over resources in circumstances where they already had a say in household spending decisions.

Local economic impacts: Cash transfers had positive—if minor—effects on the local markets in all countries. The transfers did not create new markets, although there was a marginal boost to local businesses (particularly around payment days), since beneficiaries generally made purchases in or near their communities. Despite surges in demand, the cash transfers did not cause price increases. Cash transfers led to the diversification of goods offered in local markets and of shifts in purchasing patterns, such as more bulk purchases of goods.

All beneficiaries valued their new creditworthiness, which could help them smooth consumption throughout the month. They were more confident about borrowing money or purchasing food and household items on credit from local vendors. Nevertheless, some were still reticent to use credit due to fear of falling into debt, particularly when cash transfer payments were irregular. As a result, some lenders linked their loans directly to the timing and amount of payments.

Social networks: Regular cash transfers improved the access of beneficiaries to economic collaboration with others in the absence of basic needs-spending priorities. They were able to join or re-enter the circles of their extended families and communities, decreasing the social distance between poor and wealthier households and local institutions. Beneficiaries often joined contribution-based social structures, including funeral networks, faith-based groups, community-based savings groups and informal financial networks. The cash transfers reduced their need for financial assistance and sometimes even allowed them to extend financial contributions to others.

Operational impacts and recommendations: While the targeting of beneficiaries was generally effective, communication about the process was often weak, resulting in confusion and sometimes resentment. Irregular and unpredictable payments reduced the positive impact on beneficiaries in most programmes, threatening their achievements and prompting negative risk-coping mechanisms.

Cash transfer local implementation committees, at the front line and critical to the success of the programmes, were often poorly informed, minimally trained and under-resourced. Committees were generally weak in programme 'messaging' and unable to support grievance mechanisms or ensure effective monitoring. The enabling environment surrounding cash transfer programmes was fragmented, lacking direct links to health, education, agricultural and social service programmes in the area.

The research led to a number of recommendations to ensure wider and stronger impact:

- Strengthening community and district level committees could optimise the impacts of social cash transfer programmes and address beneficiary well-being and livelihoods.
- Improve communication with all stakeholders to promote greater awareness of the programmes, and strengthen monitoring and grievance mechanisms.
- Ensure regular and predictable payments.
- Promote stronger links between social and development programmes and services.

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One Pager No. 290
"The Impact of Social Cash Transfer Programmes on Community Dynamics in Sub-Saharan Africa"

Authors: Pamela Pozarny and Benjamin Davis (FAO)

Date of release: May 2015

This One Pager describes key findings of a four-year research project, From Protection to Production (PtoP), which analysed the impact of social cash transfer programmes in sub-Saharan Africa. The qualitative studies specifically explored impacts on household economic decision-making, the local economy and social networks. They also examined how the design and implementation of the programmes affected decisions and economic impacts at household and community levels. Qualitative studies were carried out in six countries: Ghana Livelihood Empowerment Against Poverty (LEAP); Kenya Cash Transfer to Orphans and Vulnerable Children (CT-OVC); Malawi Social Cash Transfer (SCT); Lesotho Child Grant Programme (CGP); Zimbabwe Harmonized Social Cash Transfer Programme (HSCTP); and Ethiopia Social Cash Transfer Pilot Programme (SCTPP).

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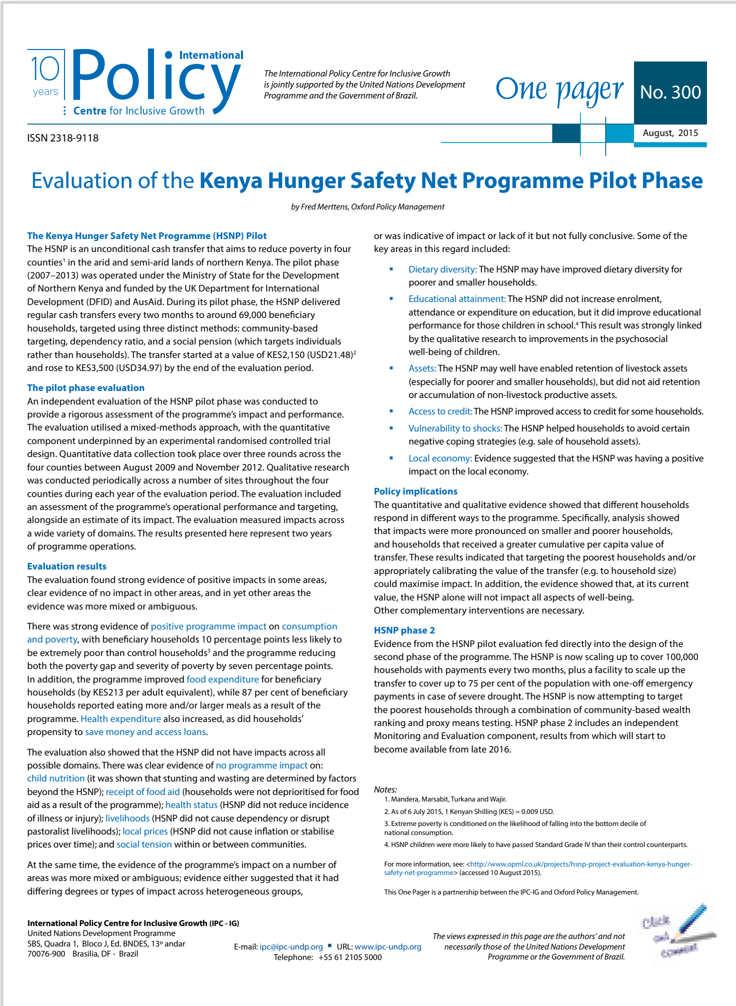

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One pager No. 300

August, 2015

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Evaluation of the **Kenya Hunger Safety Net Programme Pilot Phase**

by Fred Merttens, Oxford Policy Management

The Kenya Hunger Safety Net Programme (HSNP) Pilot
The HSNP is an unconditional cash transfer that aims to reduce poverty in four counties[1] in the arid and semi-arid lands of northern Kenya. The pilot phase (2007–2013) was operated under the Ministry of State for the Development of Northern Kenya and funded by the UK Department for International Development (DFID) and AusAid. During its pilot phase, the HSNP delivered regular cash transfers every two months to around 69,000 beneficiary households, targeted using three distinct methods: community-based targeting, dependency ratio, and a social pension (which targets individuals rather than households). The transfer started at a value of KES2,150 (USD21.48)[2] and rose to KES3,500 (USD34.97) by the end of the evaluation period.

The pilot phase evaluation
An independent evaluation of the HSNP pilot phase was conducted to provide a rigorous assessment of the programme's impact and performance. The evaluation utilised a mixed-methods approach, with the quantitative component underpinned by an experimental randomised controlled trial design. Quantitative data collection took place over three rounds across the four counties between August 2009 and November 2012. Qualitative research was conducted periodically across a number of sites throughout the four counties during each year of the evaluation period. The evaluation included an assessment of the programme's operational performance and targeting, alongside an estimate of its impact. The evaluation measured impacts across a wide variety of domains. The results presented here represent two years of programme operations.

Evaluation results
The evaluation found strong evidence of positive impacts in some areas, clear evidence of no impact in other areas, and in yet other areas the evidence was more mixed or ambiguous.

There was strong evidence of positive programme impact on consumption and poverty, with beneficiary households 10 percentage points less likely to be extremely poor than control households[3] and the programme reducing both the poverty gap and severity of poverty by seven percentage points. In addition, the programme improved food expenditure for beneficiary households (by KES213 per adult equivalent), while 87 per cent of beneficiary households reported eating more and/or larger meals as a result of the programme. Health expenditure also increased, as did households' propensity to save money and access loans.

The evaluation also showed that the HSNP did not have impacts across all possible domains. There was clear evidence of no programme impact on: child nutrition (it was shown that stunting and wasting are determined by factors beyond the HSNP); receipt of food aid (households were not deprioritised for food aid as a result of the programme); health status (HSNP did not reduce incidence of illness or injury); livelihoods (HSNP did not cause dependency or disrupt pastoralist livelihoods); local prices (HSNP did not cause inflation or stabilise prices over time); and social tension within or between communities.

At the same time, the evidence of the programme's impact on a number of areas was more mixed or ambiguous; evidence either suggested that it had differing degrees or types of impact across heterogeneous groups, or was indicative of impact or lack of it but not fully conclusive. Some of the key areas in this regard included:

- Dietary diversity: The HSNP may have improved dietary diversity for poorer and smaller households.
- Educational attainment: The HSNP did not increase enrolment, attendance or expenditure on education, but it did improve educational performance for those children in school.[4] This result was strongly linked by the qualitative research to improvements in the psychosocial well-being of children.
- Assets: The HSNP may well have enabled retention of livestock assets (especially for poorer and smaller households), but did not aid retention or accumulation of non-livestock productive assets.
- Access to credit: The HSNP improved access to credit for some households.
- Vulnerability to shocks: The HSNP helped households to avoid certain negative coping strategies (e.g. sale of household assets).
- Local economy: Evidence suggested that the HSNP was having a positive impact on the local economy.

Policy implications
The quantitative and qualitative evidence showed that different households respond in different ways to the programme. Specifically, analysis showed that impacts were more pronounced on smaller and poorer households, and households that received a greater cumulative per capita value of transfer. These results indicated that targeting the poorest households and/or appropriately calibrating the value of the transfer (e.g. to household size) could maximise impact. In addition, the evidence showed that, at its current value, the HSNP alone will not impact all aspects of well-being.
Other complementary interventions are necessary.

HSNP phase 2
Evidence from the HSNP pilot evaluation fed directly into the design of the second phase of the programme. The HSNP is now scaling up to cover 100,000 households with payments every two months, plus a facility to scale up the transfer to cover up to 75 per cent of the population with one-off emergency payments in case of severe drought. The HSNP is now attempting to target the poorest households through a combination of community-based wealth ranking and proxy means testing. HSNP phase 2 includes an independent Monitoring and Evaluation component, results from which will start to become available from late 2016.

Notes:
1. Mandera, Marsabit, Turkana and Wajir.
2. As of 6 July 2015, 1 Kenyan Shilling (KES) = 0.009 USD.
3. Extreme poverty is conditioned on the likelihood of falling into the bottom decile of national consumption.
4. HSNP children were more likely to have passed Standard Grade IV than their control counterparts.

For more information, see: <http://www.opml.co.uk/projects/hsnp-project-evaluation-kenya-hunger-safety-net-programme> (accessed 10 August 2015).

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One Pager No. 300 "Evaluation of the Kenya Hunger Safety Net Programme Pilot Phase"

Author: Fred Merttens (OPM)

Date of release: August 2015

This One Pager provides an analysis of the pilot phase of the Kenya Hunger Safety Net Programme (HSNP), which is an unconditional cash transfer that aims to reduce poverty in four counties in the arid and semi-arid lands of northern Kenya. During its pilot phase (2007–2013), the HSNP delivered regular cash transfers every two months to around 69,000 beneficiary households, targeted using three distinct methods: community-based targeting, dependency ratio, and a social pension (which targets individuals rather than households).

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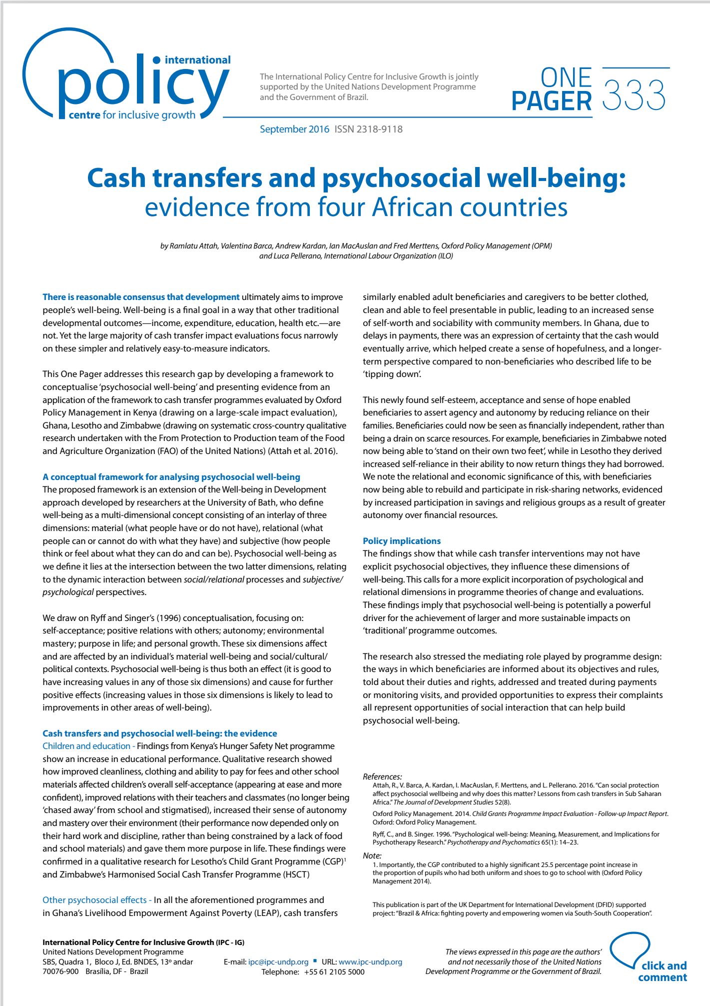
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ONE PAGER 333

September 2016 ISSN 2318-9118

Cash transfers and psychosocial well-being: evidence from four African countries

by Ramlatu Attah, Valentina Barca, Andrew Kardan, Ian MacAuslan and Fred Merttens, Oxford Policy Management (OPM) and Luca Pellerano, International Labour Organization (ILO)

There is reasonable consensus that development ultimately aims to improve people's well-being. Well-being is a final goal in a way that other traditional developmental outcomes—income, expenditure, education, health etc.—are not. Yet the large majority of cash transfer impact evaluations focus narrowly on these simpler and relatively easy-to-measure indicators.

This One Pager addresses this research gap by developing a framework to conceptualise 'psychosocial well-being' and presenting evidence from an application of the framework to cash transfer programmes evaluated by Oxford Policy Management in Kenya (drawing on a large-scale impact evaluation), Ghana, Lesotho and Zimbabwe (drawing on systematic cross-country qualitative research undertaken with the From Protection to Production team of the Food and Agriculture Organization (FAO) of the United Nations) (Attah et al. 2016).

A conceptual framework for analysing psychosocial well-being

The proposed framework is an extension of the Well-being in Development approach developed by researchers at the University of Bath, who define well-being as a multi-dimensional concept consisting of an interlay of three dimensions: material (what people have or do not have), relational (what people can or cannot do with what they have) and subjective (how people think or feel about what they can do and can be). Psychosocial well-being as we define it lies at the intersection between the two latter dimensions, relating to the dynamic interaction between *social/relational* processes and *subjective/psychological* perspectives.

We draw on Ryff and Singer's (1996) conceptualisation, focusing on: self-acceptance; positive relations with others; autonomy; environmental mastery; purpose in life; and personal growth. These six dimensions affect and are affected by an individual's material well-being and social/cultural/political contexts. Psychosocial well-being is thus both an effect (it is good to have increasing values in any of those six dimensions) and cause for further positive effects (increasing values in those six dimensions is likely to lead to improvements in other areas of well-being).

Cash transfers and psychosocial well-being: the evidence

Children and education - Findings from Kenya's Hunger Safety Net programme show an increase in educational performance. Qualitative research showed how improved cleanliness, clothing and ability to pay for fees and other school materials affected children's overall self-acceptance (appearing at ease and more confident), improved relations with their teachers and classmates (no longer being 'chased away' from school and stigmatised), increased their sense of autonomy and mastery over their environment (their performance now depended only on their hard work and discipline, rather than being constrained by a lack of food and school materials) and gave them more purpose in life. These findings were confirmed in a qualitative research for Lesotho's Child Grant Programme (CGP)[1] and Zimbabwe's Harmonised Social Cash Transfer Programme (HSCT)

Other psychosocial effects - In all the aforementioned programmes and in Ghana's Livelihood Empowerment Against Poverty (LEAP), cash transfers similarly enabled adult beneficiaries and caregivers to be better clothed, clean and able to feel presentable in public, leading to an increased sense of self-worth and sociability with community members. In Ghana, due to delays in payments, there was an expression of certainty that the cash would eventually arrive, which helped create a sense of hopefulness, and a longer-term perspective compared to non-beneficiaries who described life to be 'tipping down'.

This newly found self-esteem, acceptance and sense of hope enabled beneficiaries to assert agency and autonomy by reducing reliance on their families. Beneficiaries could now be seen as financially independent, rather than being a drain on scarce resources. For example, beneficiaries in Zimbabwe noted now being able to 'stand on their own two feet', while in Lesotho they derived increased self-reliance in their ability to now return things they had borrowed. We note the relational and economic significance of this, with beneficiaries now being able to rebuild and participate in risk-sharing networks, evidenced by increased participation in savings and religious groups as a result of greater autonomy over financial resources.

Policy implications

The findings show that while cash transfer interventions may not have explicit psychosocial objectives, they influence these dimensions of well-being. This calls for a more explicit incorporation of psychological and relational dimensions in programme theories of change and evaluations. These findings imply that psychosocial well-being is potentially a powerful driver for the achievement of larger and more sustainable impacts on 'traditional' programme outcomes.

The research also stressed the mediating role played by programme design: the ways in which beneficiaries are informed about its objectives and rules, told about their duties and rights, addressed and treated during payments or monitoring visits, and provided opportunities to express their complaints all represent opportunities of social interaction that can help build psychosocial well-being.

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Note:

1. Importantly, the CGP contributed to a highly significant 25.5 percentage point increase in the proportion of pupils who had both uniform and shoes to go to school with (Oxford Policy Management 2014).

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"Cash transfers and psychosocial well-being: evidence from four African countries"

Authors: Ramlatu Attah, Valentina Barca, Andrew Kardan, Ian MacAuslan, Fred Merttens (OPM) and Luca Pellerano (ILO)

Date of release: September 2016

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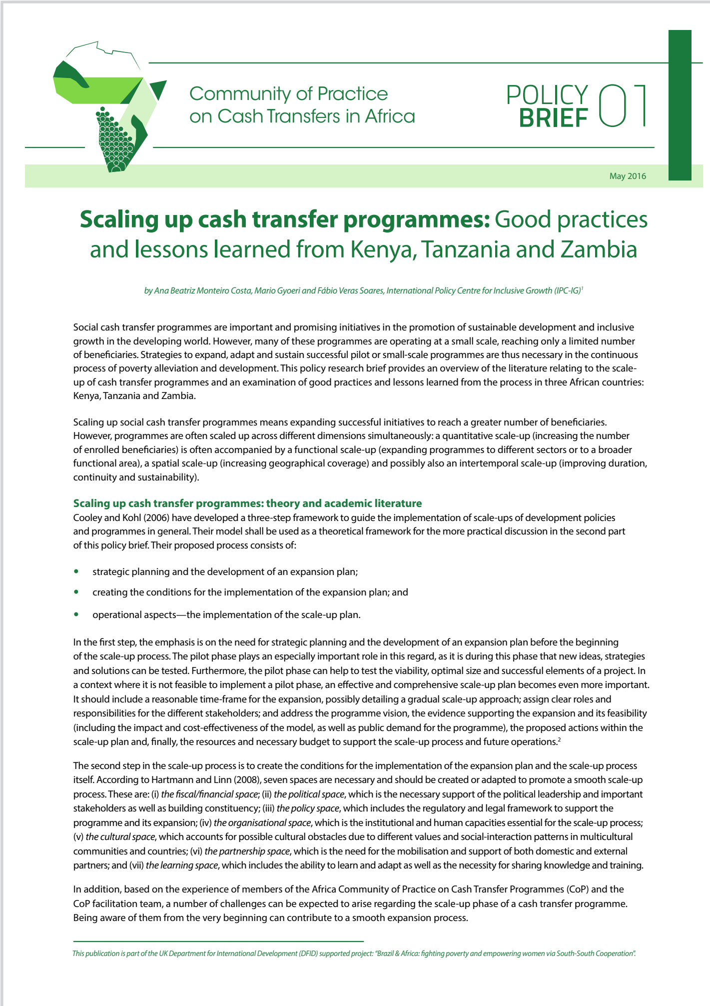
Community of Practice on Cash Transfers in Africa

POLICY BRIEF 01

May 2016

Scaling up cash transfer programmes: Good practices and lessons learned from Kenya, Tanzania and Zambia

by Ana Beatriz Monteiro Costa, Mario Gyoeri and Fábio Veras Soares, International Policy Centre for Inclusive Growth (IPC-IG)[1]

Social cash transfer programmes are important and promising initiatives in the promotion of sustainable development and inclusive growth in the developing world. However, many of these programmes are operating at a small scale, reaching only a limited number of beneficiaries. Strategies to expand, adapt and sustain successful pilot or small-scale programmes are thus necessary in the continuous process of poverty alleviation and development. This policy research brief provides an overview of the literature relating to the scale-up of cash transfer programmes and an examination of good practices and lessons learned from the process in three African countries: Kenya, Tanzania and Zambia.

Scaling up social cash transfer programmes means expanding successful initiatives to reach a greater number of beneficiaries. However, programmes are often scaled up across different dimensions simultaneously: a quantitative scale-up (increasing the number of enrolled beneficiaries) is often accompanied by a functional scale-up (expanding programmes to different sectors or to a broader functional area), a spatial scale-up (increasing geographical coverage) and possibly also an intertemporal scale-up (improving duration, continuity and sustainability).

Scaling up cash transfer programmes: theory and academic literature

Cooley and Kohl (2006) have developed a three-step framework to guide the implementation of scale-ups of development policies and programmes in general. Their model shall be used as a theoretical framework for the more practical discussion in the second part of this policy brief. Their proposed process consists of:

- strategic planning and the development of an expansion plan;
- creating the conditions for the implementation of the expansion plan; and
- operational aspects—the implementation of the scale-up plan.

In the first step, the emphasis is on the need for strategic planning and the development of an expansion plan before the beginning of the scale-up process. The pilot phase plays an especially important role in this regard, as it is during this phase that new ideas, strategies and solutions can be tested. Furthermore, the pilot phase can help to test the viability, optimal size and successful elements of a project. In a context where it is not feasible to implement a pilot phase, an effective and comprehensive scale-up plan becomes even more important. It should include a reasonable time-frame for the expansion, possibly detailing a gradual scale-up approach; assign clear roles and responsibilities for the different stakeholders; and address the programme vision, the evidence supporting the expansion and its feasibility (including the impact and cost-effectiveness of the model, as well as public demand for the programme), the proposed actions within the scale-up plan and, finally, the resources and necessary budget to support the scale-up process and future operations.[2]

The second step in the scale-up process is to create the conditions for the implementation of the expansion plan and the scale-up process itself. According to Hartmann and Linn (2008), seven spaces are necessary and should be created or adapted to promote a smooth scale-up process. These are: (i) *the fiscal/financial space*; (ii) *the political space*, which is the necessary support of the political leadership and important stakeholders as well as building constituency; (iii) *the policy space*, which includes the regulatory and legal framework to support the programme and its expansion; (iv) *the organisational space*, which is the institutional and human capacities essential for the scale-up process; (v) *the cultural space*, which accounts for possible cultural obstacles due to different values and social-interaction patterns in multicultural communities and countries; (vi) *the partnership space*, which is the need for the mobilisation and support of both domestic and external partners; and (vii) *the learning space*, which includes the ability to learn and adapt as well as the necessity for sharing knowledge and training.

In addition, based on the experience of members of the Africa Community of Practice on Cash Transfer Programmes (CoP) and the CoP facilitation team, a number of challenges can be expected to arise regarding the scale-up phase of a cash transfer programme. Being aware of them from the very beginning can contribute to a smooth expansion process.

This publication is part of the UK Department for International Development (DFID) supported project: "Brazil & Africa: fighting poverty and empowering women via South-South Cooperation".

Policy Brief No. 1
"Scaling up cash transfer programmes: Good practices and lessons learned from Kenya, Tanzania and Zambia"

Authors: Ana Beatriz Monteiro Costa, Mario Gyoeri and Fábio Veras Soares (IPC-IG)

Date of release: May 2016

This Policy Brief looks into the strategies to expand, adapt and sustain successful pilot or small-scale cash transfer programmes by providing an overview of the literature examining the good practices and lessons learned from the processes in Kenya, Tanzania and Zambia. It finds that scaling up initiatives cannot be seen as a 'one-size-fits-all' process, but rather that understanding good practices and challenges from other programmes can help to successfully prevent bottlenecks and ensure successful expansion.

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Rethinking the design and implementation of Nigeria's COPE Conditional Cash Transfer Programme

by Olabanji Akinola, University of Guelph

Nigeria's 'In Care of the People' (COPE) conditional cash transfer (CCT) programme was launched in 2007 across 12 of Nigeria's 36 federated states (National Poverty Eradication Programme 2007). Although some states in Nigeria have other CCT programmes of their own, COPE is the only nationwide government-sponsored CCT programme in Nigeria. Similar to CCTs in other countries, COPE was designed with the objectives of reducing socio-economic vulnerabilities and breaking the cycle of intergenerational poverty by developing human capital. It requires selected households to ensure that their children attend school and participate in immunisation programmes as conditions for receiving the benefits. Based on findings from research done on social protection and COPE in Nigeria in 2013, this One Pager provides a brief overview of the programme and highlights some of its design and implementation challenges.

In terms of its design, COPE uses a combination of geographical, community and categorical targeting methods to select communities, households and individuals. While beneficiary households are mostly located in geographical areas and communities with low human development indicators, having at least one child of primary or junior secondary school age is the primary eligibility criterion for every household. However, in selecting beneficiaries, preference is given to households that are headed by categories of vulnerable persons such as: women, elderly people, people with disabilities, people living with HIV/AIDS or victims of vesicovaginal fistula. Selection of households is done by members of Community Social Assistance Committees (CSACs) in collaboration with government officials from the National Poverty Eradication Programme (NAPEP), the federal agency in charge of COPE, and local officials from participating states and local governments where the communities and households are located. The CSACs are established in participating communities to assist government officials in the selection of beneficiaries and to monitor the implementation of the programme. Every CSAC includes community members such as the community/village head, the community religious leader, school head, community health worker, women's leader and community development representative.

The main conditions for COPE relate to school attendance of at least 80 per cent for each child in the household, and participation of household members in government-sponsored immunisation programmes. Households that fulfil these conditions receive what is referred to as the 'Basic Income Guarantee' (BIG) of NGN1500 (approximately USD10 when the programme was launched) per child, or a maximum of NGN5000 for four or more children, every month.

Selected households participate in COPE for a year, after which they are expected to leave the programme. A Poverty Reduction Accelerator Investment (PRAI) payment of NGN84,000 is paid to each household or used to purchase equipment to help them set up a business or trade after they leave the programme. However, while the PRAI remains a unique feature that differentiates COPE from other CCTs in many African and Latin American countries, the payment is based on the assumption that the income generated from the business or trade would enable the household to support the education and health needs of their children once they leave the programme. To receive the payment, each household is expected to present a member who would be trained or supported by the government with the PRAI money in a business or trade of their choice.

Although some states in Nigeria have progressed beyond the first phase of COPE, and more states have been included in the programme, it is imperative to address the following four challenges.

First, unlike what happens in pioneer CCTs such as *Bolsa Família* in Brazil and *Oportunidades* in Mexico, where households benefit from the programmes for longer periods, households only participate in COPE for a year, without any possibility of extension. Moreover, due to claims of limited resources, the number of participating households is restricted to 10 per community, even though several other households also meet the eligibility criteria. Second, since the households that participate in COPE are from very poor communities, the supply-side constraints of poor schools and clinics are quite significant. This is particularly important given that the lack of access to quality education and health services affects how CCTs contribute to the development of human capital (Rawlings 2005). Third, although the BIG and PRAI may provide some temporary relief for households to allow them to buy basic school and household items, the amount of monetary transfers is too small to enable them to overcome intergenerational poverty and vulnerabilities. Finally, there are knowledge gaps among local officials and community members regarding the design and implementation strategy, the eligibility criteria and the monitoring and evaluation of COPE.

For these reasons, it is imperative for the government to: (i) increase the length of participation for each household to cover the required period of basic education for each child and extend coverage to all eligible households within communities at the very least; (ii) focus on supply-side constraints that ultimately hamper the achievement of the programme's objectives; (iii) increase the amount of money transferred through the BIG to reflect current economic realities; and (iv) provide better information on eligibility criteria and monitoring and evaluation mechanisms.

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Author: Olabanji Akinola (University of Guelph)

Date of release: August 2016

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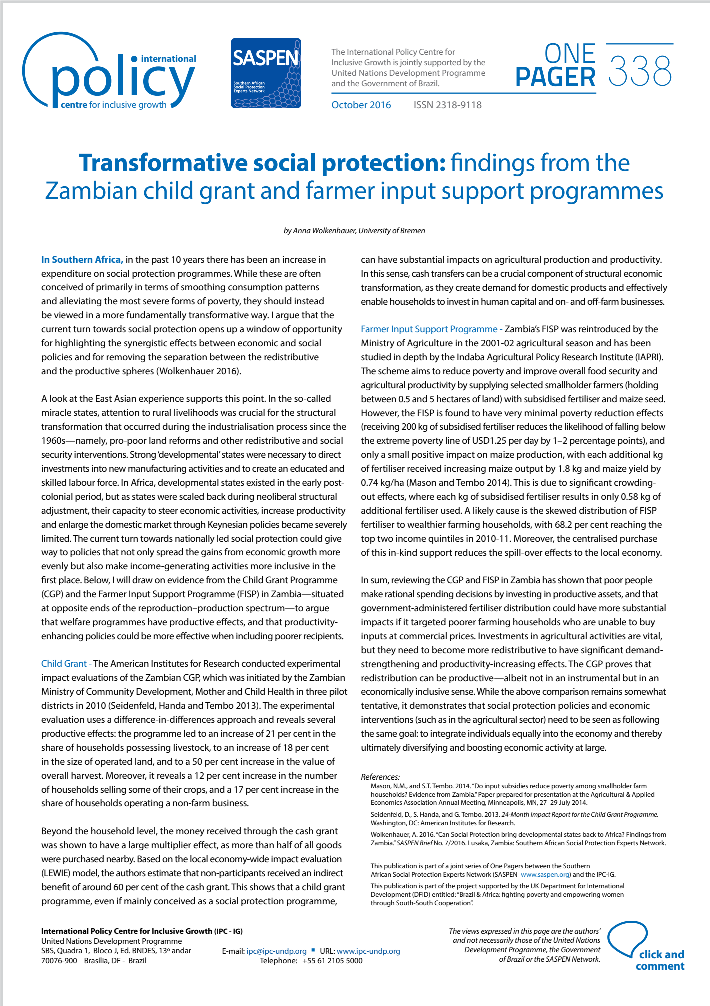
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Transformative social protection: findings from the Zambian child grant and farmer input support programmes

by Anna Wolkenhauer, University of Bremen

In Southern Africa, in the past 10 years there has been an increase in expenditure on social protection programmes. While these are often conceived of primarily in terms of smoothing consumption patterns and alleviating the most severe forms of poverty, they should instead be viewed in a more fundamentally transformative way. I argue that the current turn towards social protection opens up a window of opportunity for highlighting the synergistic effects between economic and social policies and for removing the separation between the redistributive and the productive spheres (Wolkenhauer 2016).

A look at the East Asian experience supports this point. In the so-called miracle states, attention to rural livelihoods was crucial for the structural transformation that occurred during the industrialisation process since the 1960s—namely, pro-poor land reforms and other redistributive and social security interventions. Strong 'developmental' states were necessary to direct investments into new manufacturing activities and to create an educated and skilled labour force. In Africa, developmental states existed in the early post-colonial period, but as states were scaled back during neoliberal structural adjustment, their capacity to steer economic activities, increase productivity and enlarge the domestic market through Keynesian policies became severely limited. The current turn towards nationally led social protection could give way to policies that not only spread the gains from economic growth more evenly but also make income-generating activities more inclusive in the first place. Below, I will draw on evidence from the Child Grant Programme (CGP) and the Farmer Input Support Programme (FISP) in Zambia—situated at opposite ends of the reproduction–production spectrum—to argue that welfare programmes have productive effects, and that productivity-enhancing policies could be more effective when including poorer recipients.

Child Grant - The American Institutes for Research conducted experimental impact evaluations of the Zambian CGP, which was initiated by the Zambian Ministry of Community Development, Mother and Child Health in three pilot districts in 2010 (Seidenfeld, Handa and Tembo 2013). The experimental evaluation uses a difference-in-differences approach and reveals several productive effects: the programme led to an increase of 21 per cent in the share of households possessing livestock, to an increase of 18 per cent in the size of operated land, and to a 50 per cent increase in the value of overall harvest. Moreover, it reveals a 12 per cent increase in the number of households selling some of their crops, and a 17 per cent increase in the share of households operating a non-farm business.

Beyond the household level, the money received through the cash grant was shown to have a large multiplier effect, as more than half of all goods were purchased nearby. Based on the local economy-wide impact evaluation (LEWIE) model, the authors estimate that non-participants received an indirect benefit of around 60 per cent of the cash grant. This shows that a child grant programme, even if mainly conceived as a social protection programme, can have substantial impacts on agricultural production and productivity. In this sense, cash transfers can be a crucial component of structural economic transformation, as they create demand for domestic products and effectively enable households to invest in human capital and on- and off-farm businesses.

Farmer Input Support Programme - Zambia's FISP was reintroduced by the Ministry of Agriculture in the 2001-02 agricultural season and has been studied in depth by the Indaba Agricultural Policy Research Institute (IAPRI). The scheme aims to reduce poverty and improve overall food security and agricultural productivity by supplying selected smallholder farmers (holding between 0.5 and 5 hectares of land) with subsidised fertiliser and maize seed. However, the FISP is found to have very minimal poverty reduction effects (receiving 200 kg of subsidised fertiliser reduces the likelihood of falling below the extreme poverty line of USD1.25 per day by 1–2 percentage points), and only a small positive impact on maize production, with each additional kg of fertiliser received increasing maize output by 1.8 kg and maize yield by 0.74 kg/ha (Mason and Tembo 2014). This is due to significant crowding-out effects, where each kg of subsidised fertiliser results in only 0.58 kg of additional fertiliser used. A likely cause is the skewed distribution of FISP fertiliser to wealthier farming households, with 68.2 per cent reaching the top two income quintiles in 2010-11. Moreover, the centralised purchase of this in-kind support reduces the spill-over effects to the local economy.

In sum, reviewing the CGP and FISP in Zambia has shown that poor people make rational spending decisions by investing in productive assets, and that government-administered fertiliser distribution could have more substantial impacts if it targeted poorer farming households who are unable to buy inputs at commercial prices. Investments in agricultural activities are vital, but they need to become more redistributive to have significant demand-strengthening and productivity-increasing effects. The CGP proves that redistribution can be productive—albeit not in an instrumental but in an economically inclusive sense. While the above comparison remains somewhat tentative, it demonstrates that social protection policies and economic interventions (such as in the agricultural sector) need to be seen as following the same goal: to integrate individuals equally into the economy and thereby ultimately diversifying and boosting economic activity at large.

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Author: Anna Wolkenhauer (University of Bremen)

Date of release: October 2016

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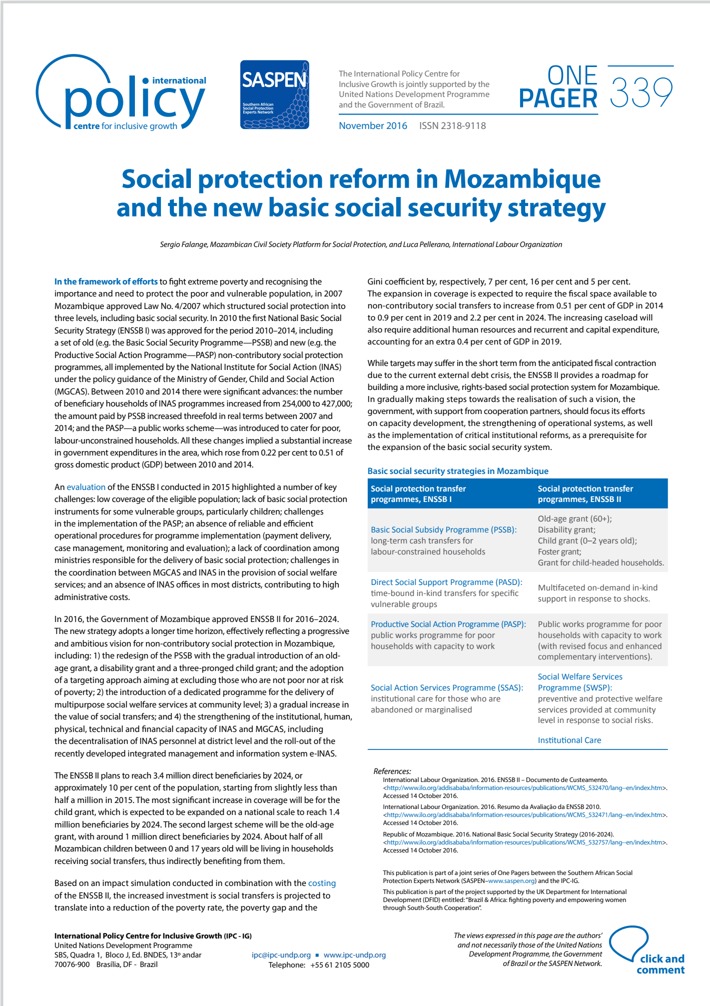
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ONE PAGER 339
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Social protection reform in Mozambique and the new basic social security strategy

Sergio Falange, Mozambican Civil Society Platform for Social Protection, and Luca Pellerano, International Labour Organization

One Pager 339
"Social protection reform in Mozambique and the new basic social security strategy"

Authors: Sergio Falange (Mozambican Civil Society Platform for Social Protection) and Luca Pellerano (International Labour Organization)

Date of release: November 2016

This One Pager analyses Mozambique's recent policy reform to develop a national social security strategy, which started with the approval, in 2007, of a law that structured social protection into three levels, including basic social security.

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Output 5

Adam Cohn | https://goo.gl/OfTQJM

Output 6

South-South knowledge exchange visits and other forms of knowledge sharing between Brazil and Africa on social protection

IPC-IG commitment

(1) Virtual Campus has been Installed

The objective of output 6 is to promote South-South knowledge exchange visits and other forms of knowledge sharing between Brazil and Africa in the field of social protection. The IPC-IG has achieved this through a set of knowledge sharing activities, such as the organisation of webinars and the creation of online communities, together with key partners.

Output 6

• Brazil-Africa Virtual Meeting

The Centre hosted the virtual meeting "**Brazil & Africa: The Gender Aspects of Social Protection**", on 9 June 2016. It provided an opportunity for social protection policymakers from Africa and Brazil to exchange experiences and best practices, and to discuss challenges and recommendations on the gendered aspects of social protection.

Mr. Luis Henrique Paiva, Brazil's former National Secretary of the *Bolsa Família* Programme (PBF) , IPC-IG Research Associate and Ipea Researcher, kicked off the meeting by providing quantitative, gender orientated insights into the PBF. Following his presentation, Ms. Beatrice Mwape, from Zambia's Ministry of Community Development and Social Welfare, delved into gender and social protection issues in the context of the African country. The virtual meeting gathered 24 participants from Brazil, 10 African countries, and the United Kingdom.

Link to the Virtual Meeting video: https://youtu.be/zElx8-lLAYA

• Rural women's empowerment and social protection webinar

The socialprotection.org online platform hosted the webinar "Social protection and the empowerment of rural women in Africa" on 23 June 2016, which explored the particularities of social protection interventions targeted at rural women in the sub-Saharan African context in terms of economic empowerment.

The panellists were Ms. Amber Peterman, Social Policy Specialist at the UNICEF Office of Research—Innocenti, and Mr. Markus P. Goldstein, Practice Leader at the World Bank for the Africa Region. The webinar also had the participation of Ms. Leisa Perch, Deputy Representative at UN Women Mozambique, as discussant, and Ms. Ana Paula de la O Campos, Strategic Programme Advisor for the Food and Agriculture Organization of the United Nations (FAO)'s programme on Rural Poverty Reduction, as moderator.

The webinar was jointly organised by FAO, DFID and the IPC-IG. The recording of the webinar is available here and the slides for the presentations are available here.

Finally, the webinar "Social protection and the empowerment of rural women in Africa" is associated with the online community titled Gender-Sensitive Social Protection, launched by the IPC-IG and FAO. It was also the second webinar organised under the scope of the "Gender-sensitive Social Protection Webinar Series", which aims to generate interest among experts as well as the general public, leading to opportunities to promote the work done in this field.

Jessica Lea/DFID | https://goo.gl/TvwkL5

Output 7

Compilation of lessons learned and policy needs from the Brazil-Africa Online Community, with a focus on women's and girls' empowerment

IPC-IG commitments

(1) Mapping of country needs with a focus on social protection and women's and girls' empowerment

(2) Production and translation of reports and policy briefs

(3) Hosting and dissemination of publications via socialprotection.org

The objective of output 7 is to produce a compilation of lessons learned and policy needs focusing on women's and girls' empowerment, based on the discussions conducted at the Brazil-Africa Online Community. To this end, the IPC-IG is producing studies based on African study cases on gender and social protection programmes and policies.

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The International Policy Centre for Inclusive Growth is jointly supported by the United Nations Development Programme and the Government of Brazil.

ONE PAGER 341

December 2016 ISSN 2318-9118

Social protection and the empowerment of rural women in Africa[1]

Raquel Tebaldi and Mariana Hoffmann, International Policy Centre for Inclusive Growth (IPC-IG) and Maja Gavrilovic, Food and Agriculture Organization of the United Nations (FAO)

The second webinar in the 'Gender-Sensitive Social Protection' series explored the potential of social protection to contribute to the empowerment of rural women, focusing on the African region. Amber Peterman discussed the evidence behind two common assumptions underpinning the targeting of cash transfer programmes: that targeting women as the recipients of benefits will lead to spending cash in a more 'family-friendly' way, and that social protection programmes will necessarily empower beneficiary women. In both instances, where rigorous studies exist, the current evidence is mixed.

Peterman presented the findings from research on two transfer projects that considered the effects of unconditional child grant programmes in Lesotho and Zambia. With regard to gender-differentiated impacts on child-specific outcomes, in Lesotho the programme had a strong positive impact on school enrolment and time spent in school (mainly driven by girls) and on a reduction of farm work (mainly driven by boys) for children aged 13–17. These gendered outcomes were also influenced by the household structure (male- or female-headed), in that the outcomes in female-headed households tended to favour boys (possibly because these households are typically more labour-constrained and relied more on the labour of boys prior to the transfer), and also by who receives the benefit within a dual-adult household (mother or father): receipt by the father was found to have more positive impacts on girls' schooling and on decreasing the incidence of farm labour among boys, while simultaneously increasing the labour input from boys in domestic tasks.

In Zambia, the cash received by women did not dramatically change intra-household dynamics, including classic 'bargaining power' aspects of women's decision-making, though there were subtle positive changes in women's empowerment, mostly because they were able to control the cash and use it for saving and income generation purposes. These results highlight that cash transfers have a potential to decrease gender inequality, but further analysis is needed regarding how gender-based targeting matters, how to measure women's empowerment and how to apply empowerment indicators in different contexts.

Markus Goldstein's presentation focused on three types of interventions (youth-oriented job training, business development and asset-related programmes) and their impacts on girls' and women's empowerment. Randomised controlled trials for job training programmes in Liberia showed that savings grew, while in Uganda there was an increase in income-generating activities, women spent more money on themselves, and fertility and rape indicators declined. Preliminary results from business development programmes in Togo demonstrate that personal initiative training programmes show very promising results compared to standard business training, while in Malawi business registration with banking information sessions worked well in terms of increasing the number of formal businesses, the use of banking services and in boosting profits for men and women equally. Finally, land registration programmes in Rwanda and Benin also demonstrate that promoting better and more secure asset ownership rights to women leads to a higher investment in land. Goldstein noted the importance of the emerging convergence from social protection stakeholders and business development practitioners on the role of integrated interventions (also known as 'cash plus' or 'training plus' measures). While this may lead to challenges for donors and governments to coordinate and harmonise these interventions effectively, these innovative approaches present an opportunity to promote resilient livelihoods and gender equality outcomes more sustainably.

The discussant Leisa Perch highlighted the need to situate the gender inequality discussion within the framework of the Sustainable Development Goals. Important questions arose from the presentation. What is the role of social protection in responding to structural issues of gender inequality? How do we provide the tools and services (including business development initiatives) to promote women's empowerment? Especially relevant was the question of how to address the issue of women's empowerment in decision-making within households. The instrumental role often attributed to women in social protection programming does not seem to necessarily lead to the best results for households and the well-being of individual members, as is commonly assumed. Programmes need to ensure that they are not limiting women's roles to caregiving, but to also promote their economic roles in the household and in the community, expanding women's rights to economic development. Perch stressed that both presentations provided a wide spectrum of interventions that can address the issue of gender inequality, and that different 'packages' of interventions need to be adapted to different contexts, not only at the country level, but also at the community level. These complementary approaches also present opportunities for governments and donors to work together more effectively—not just driven by specific tools, but mainly by establishing common goals and objectives.

Reference:

IPC-IG and FAO. 2016a. "Social protection and the empowerment of rural women in Africa – Presentation." Social Protection website <http://socialprotection.org/discover/publications/social-protection-and-empowerment-rural-women-africa-presentation>. Accessed 29 July 2016.

Note:

1. This webinar is part of a series on gender-sensitive social protection, a joint initiative between the International Policy Centre for Inclusive Growth (IPC-IG) and the Food and Agriculture Organization of the United Nations (FAO) to foster a community of practice to promote gender equality in social protection. It was held on 23 June 2016 and featured contributions from Amber Peterman (UNICEF Innocenti Research Centre), Markus Goldstein (World Bank) and Leisa Perch (UN Women – Mozambique).

This publication is part of the UK Department for International Development (DFID) supported project: "Brazil & Africa: fighting poverty and empowering women via South-South Cooperation".

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One Pager 341
"Social protection and the empowerment of rural women in Africa"

Authors: Raquel Tebaldi and Mariana Hoffmann (IPC-IG), and Maja Gavrilovic (Food and Agriculture Organization of the United Nations-FAO)

Date of release: December 2016

This One Pager summarises the main points of discussion of the eponymous webinar, held last June, which was the second in the webinar series titled 'Gender-Sensitive Social Protection", a joint initiative by the IPC-IG and FAO. This webinar explored the potential of social protection to contribute to the empowerment of rural women, focusing on the African region.

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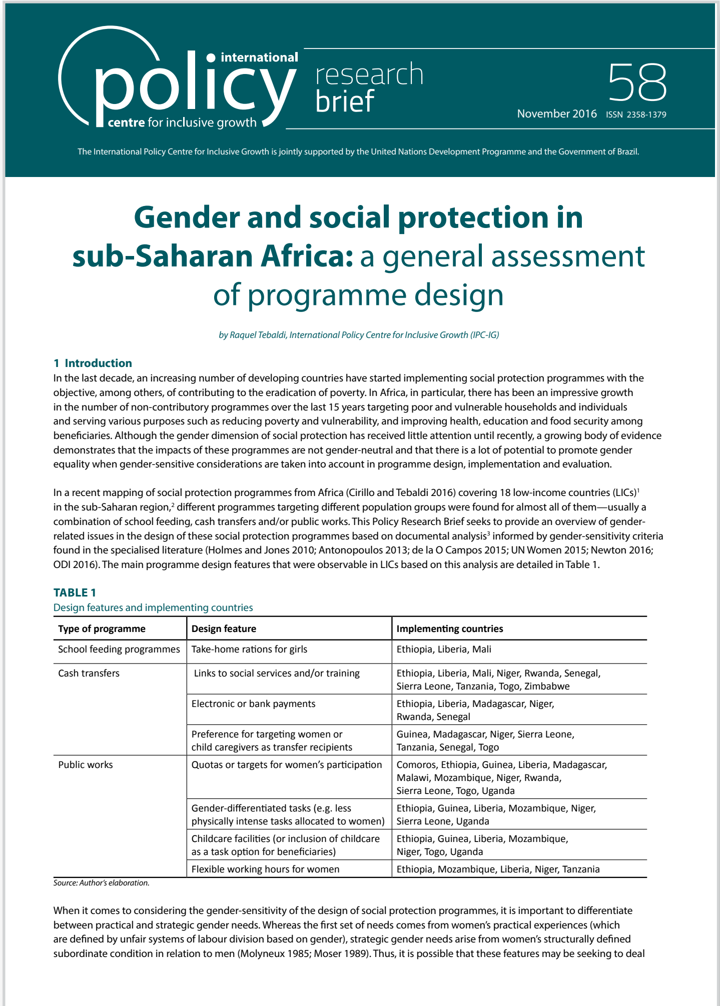
international policy centre for inclusive growth research brief 58

November 2016 ISSN 2358-1379

The International Policy Centre for Inclusive Growth is jointly supported by the United Nations Development Programme and the Government of Brazil.

Gender and social protection in sub-Saharan Africa: a general assessment of programme design

by Raquel Tebaldi, International Policy Centre for Inclusive Growth (IPC-IG)

1 Introduction

In the last decade, an increasing number of developing countries have started implementing social protection programmes with the objective, among others, of contributing to the eradication of poverty. In Africa, in particular, there has been an impressive growth in the number of non-contributory programmes over the last 15 years targeting poor and vulnerable households and individuals and serving various purposes such as reducing poverty and vulnerability, and improving health, education and food security among beneficiaries. Although the gender dimension of social protection has received little attention until recently, a growing body of evidence demonstrates that the impacts of these programmes are not gender-neutral and that there is a lot of potential to promote gender equality when gender-sensitive considerations are taken into account in programme design, implementation and evaluation.

In a recent mapping of social protection programmes from Africa (Cirillo and Tebaldi 2016) covering 18 low-income countries (LICs)[1] in the sub-Saharan region,[2] different programmes targeting different population groups were found for almost all of them—usually a combination of school feeding, cash transfers and/or public works. This Policy Research Brief seeks to provide an overview of gender-related issues in the design of these social protection programmes based on documental analysis[3] informed by gender-sensitivity criteria found in the specialised literature (Holmes and Jones 2010; Antonopoulos 2013; de la O Campos 2015; UN Women 2015; Newton 2016; ODI 2016). The main programme design features that were observable in LICs based on this analysis are detailed in Table 1.

TABLE 1
Design features and implementing countries

Type of programme	Design feature	Implementing countries
School feeding programmes	Take-home rations for girls	Ethiopia, Liberia, Mali
Cash transfers	Links to social services and/or training	Ethiopia, Liberia, Mali, Niger, Rwanda, Senegal, Sierra Leone, Tanzania, Togo, Zimbabwe
	Electronic or bank payments	Ethiopia, Liberia, Madagascar, Niger, Rwanda, Senegal
	Preference for targeting women or child caregivers as transfer recipients	Guinea, Madagascar, Niger, Sierra Leone, Tanzania, Senegal, Togo
Public works	Quotas or targets for women's participation	Comoros, Ethiopia, Guinea, Liberia, Madagascar, Malawi, Mozambique, Niger, Rwanda, Sierra Leone, Togo, Uganda
	Gender-differentiated tasks (e.g. less physically intense tasks allocated to women)	Ethiopia, Guinea, Liberia, Mozambique, Niger, Sierra Leone, Uganda
	Childcare facilities (or inclusion of childcare as a task option for beneficiaries)	Ethiopia, Guinea, Liberia, Mozambique, Niger, Togo, Uganda
	Flexible working hours for women	Ethiopia, Mozambique, Liberia, Niger, Tanzania

Source: Author's elaboration.

When it comes to considering the gender-sensitivity of the design of social protection programmes, it is important to differentiate between practical and strategic gender needs. Whereas the first set of needs comes from women's practical experiences (which are defined by unfair systems of labour division based on gender), strategic gender needs arise from women's structurally defined subordinate condition in relation to men (Molyneux 1985; Moser 1989). Thus, it is possible that these features may be seeking to deal

Policy Research Brief No. 58
"Gender and social protection in sub-Saharan Africa: a general assessment of programme design"

Author: Raquel Tebaldi (IPG-IG)

Date of release: November 2016

The number of developing countries that have started to implement social protection programmes aiming at the eradication of poverty has increased worldwide over the last decade. Particularly in Africa, there has been an impressive growth in the number of non-contributory programmes targeting poor and vulnerable households and individuals, serving various purposes such as reducing poverty and increasing food security. However, the gender dimension of social protection has received little attention until recently. This Policy Research Brief seeks to provide an overview of gender-related issues in the design of these social protection programmes, based on documental analysis informed by gender-sensitivity criteria found in the specialised literature.

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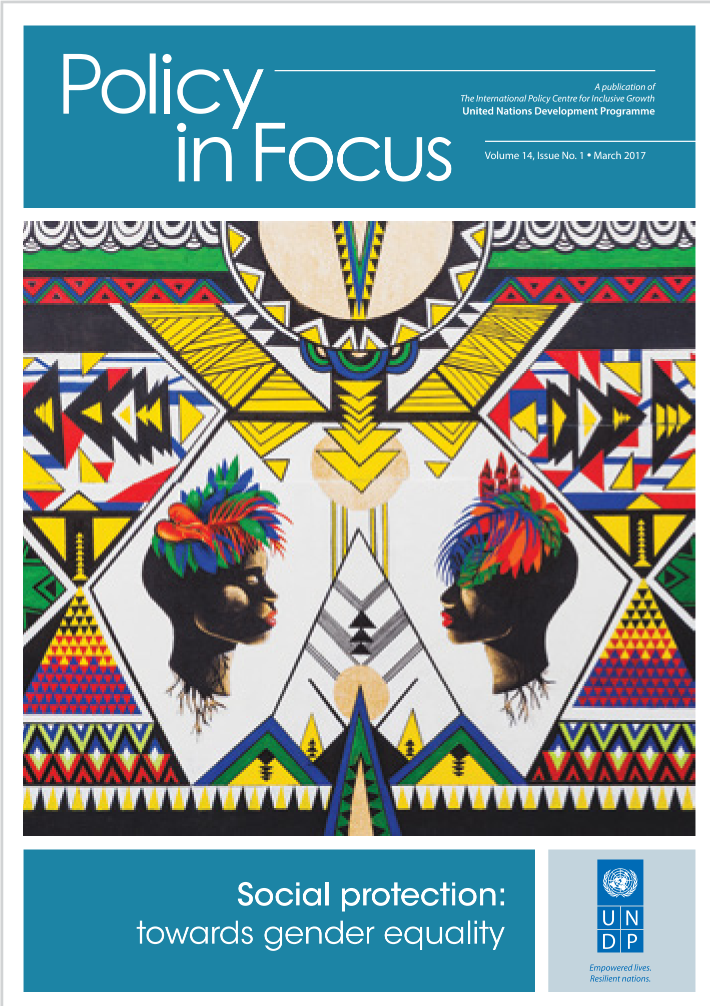

Policy in Focus No. 38 “Social protection: towards gender equality”

Specialist guest editors: Raquel Tebaldi (IPC-IG) and Flora Myamba (Policy Research for Development - REPOA)

Date of release: March 2017

This issue of Policy in Focus covers key topics related to gender equality and social protection, featuring a wide range of contributions from women policy practitioners and scholars, presenting case studies and reflections from Brazil and various African countries. It was auspiciously released for the International Women’s Day 2017.

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Output 7

Lindsay Mgbor/DFID | https://goo.gl/hf7yFj

Output 8

Knowledge products based on a gender analysis of Brazilian social protection experiences have been produced

IPC-IG commitments

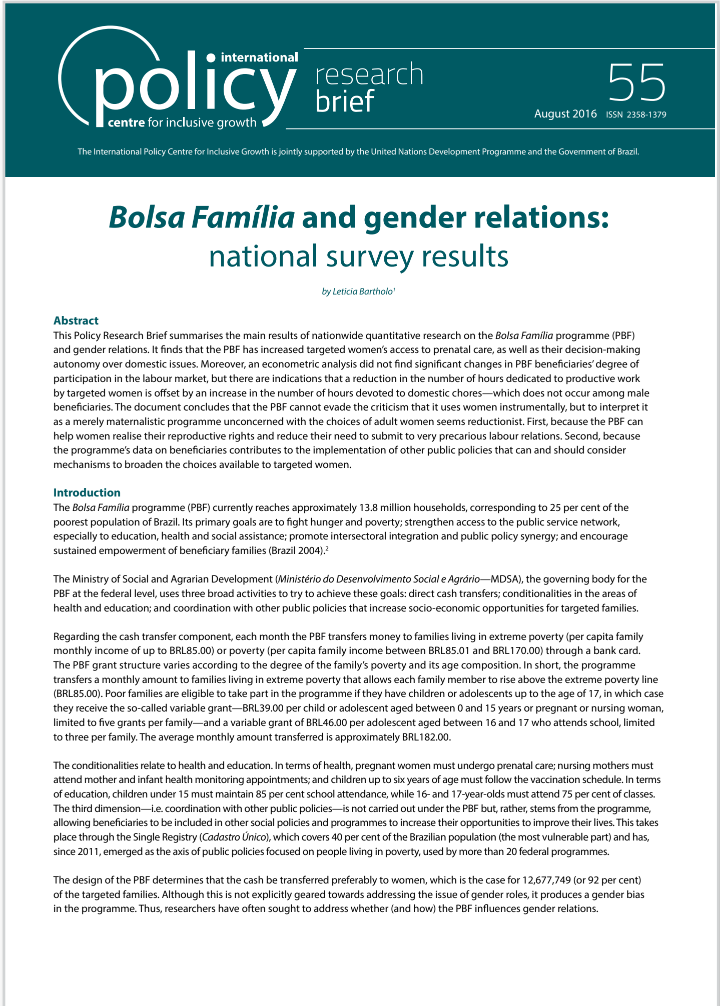
(1) Definition of Brazilian social protection experiences to be analysed

(2) Undertake gender analysis

(3) Dissemination of research findings via socialprotection.org and the World Without Poverty website

Output 8 seeks to generate knowledge products based on the gender analysis of Brazilian social protection experiences. To that end, the IPC-IG has defined the experiences to be analysed and conducted a gender analysis, which resulted in the following publications:

Output 8


international policy centre for inclusive growth

research brief

55

August 2016 ISSN 2358-1379

The International Policy Centre for Inclusive Growth is jointly supported by the United Nations Development Programme and the Government of Brazil.

***Bolsa Família* and gender relations:**
national survey results

by Leticia Bartholo[1]

Abstract

This Policy Research Brief summarises the main results of nationwide quantitative research on the *Bolsa Família* programme (PBF) and gender relations. It finds that the PBF has increased targeted women's access to prenatal care, as well as their decision-making autonomy over domestic issues. Moreover, an econometric analysis did not find significant changes in PBF beneficiaries' degree of participation in the labour market, but there are indications that a reduction in the number of hours dedicated to productive work by targeted women is offset by an increase in the number of hours devoted to domestic chores—which does not occur among male beneficiaries. The document concludes that the PBF cannot evade the criticism that it uses women instrumentally, but to interpret it as a merely maternalistic programme unconcerned with the choices of adult women seems reductionist. First, because the PBF can help women realise their reproductive rights and reduce their need to submit to very precarious labour relations. Second, because the programme's data on beneficiaries contributes to the implementation of other public policies that can and should consider mechanisms to broaden the choices available to targeted women.

Introduction

The *Bolsa Família* programme (PBF) currently reaches approximately 13.8 million households, corresponding to 25 per cent of the poorest population of Brazil. Its primary goals are to fight hunger and poverty; strengthen access to the public service network, especially to education, health and social assistance; promote intersectoral integration and public policy synergy; and encourage sustained empowerment of beneficiary families (Brazil 2004).[2]

The Ministry of Social and Agrarian Development (*Ministério do Desenvolvimento Social e Agrário*—MDSA), the governing body for the PBF at the federal level, uses three broad activities to try to achieve these goals: direct cash transfers; conditionalities in the areas of health and education; and coordination with other public policies that increase socio-economic opportunities for targeted families.

Regarding the cash transfer component, each month the PBF transfers money to families living in extreme poverty (per capita family monthly income of up to BRL85.00) or poverty (per capita family income between BRL85.01 and BRL170.00) through a bank card. The PBF grant structure varies according to the degree of the family's poverty and its age composition. In short, the programme transfers a monthly amount to families living in extreme poverty that allows each family member to rise above the extreme poverty line (BRL85.00). Poor families are eligible to take part in the programme if they have children or adolescents up to the age of 17, in which case they receive the so-called variable grant—BRL39.00 per child or adolescent aged between 0 and 15 years or pregnant or nursing woman, limited to five grants per family—and a variable grant of BRL46.00 per adolescent aged between 16 and 17 who attends school, limited to three per family. The average monthly amount transferred is approximately BRL182.00.

The conditionalities relate to health and education. In terms of health, pregnant women must undergo prenatal care; nursing mothers must attend mother and infant health monitoring appointments; and children up to six years of age must follow the vaccination schedule. In terms of education, children under 15 must maintain 85 per cent school attendance, while 16- and 17-year-olds must attend 75 per cent of classes. The third dimension—i.e. coordination with other public policies—is not carried out under the PBF but, rather, stems from the programme, allowing beneficiaries to be included in other social policies and programmes to increase their opportunities to improve their lives. This takes place through the Single Registry (*Cadastro Único*), which covers 40 per cent of the Brazilian population (the most vulnerable part) and has, since 2011, emerged as the axis of public policies focused on people living in poverty, used by more than 20 federal programmes.

The design of the PBF determines that the cash be transferred preferably to women, which is the case for 12,677,749 (or 92 per cent) of the targeted families. Although this is not explicitly geared towards addressing the issue of gender roles, it produces a gender bias in the programme. Thus, researchers have often sought to address whether (and how) the PBF influences gender relations.

Policy Research Brief No. 55
"*Bolsa Família* and Gender Relations: National Survey Results"

Author: Leticia Bartholo (Ipea and IPG-IG)

Date of release: August 2016

This Policy Research Brief summarises the main results of nationwide quantitative research on the *Bolsa Família* Programme (PBF) and gender relations. It finds that the PBF has increased beneficiary women's access to prenatal care, as well as their decision-making autonomy over domestic issues. Moreover, an econometric analysis did not find significant changes in PBF beneficiaries' degree of participation in the labour market, but there are indications that a reduction in the number of hours dedicated to productive work by targeted women is offset by an increase in the number of hours devoted to domestic chores—which does not occur among male beneficiaries. The brief concludes that the PBF cannot evade the criticism that it uses women instrumentally, but to interpret it as a merely maternalistic programme unconcerned with the choices of adult women seems reductionist.

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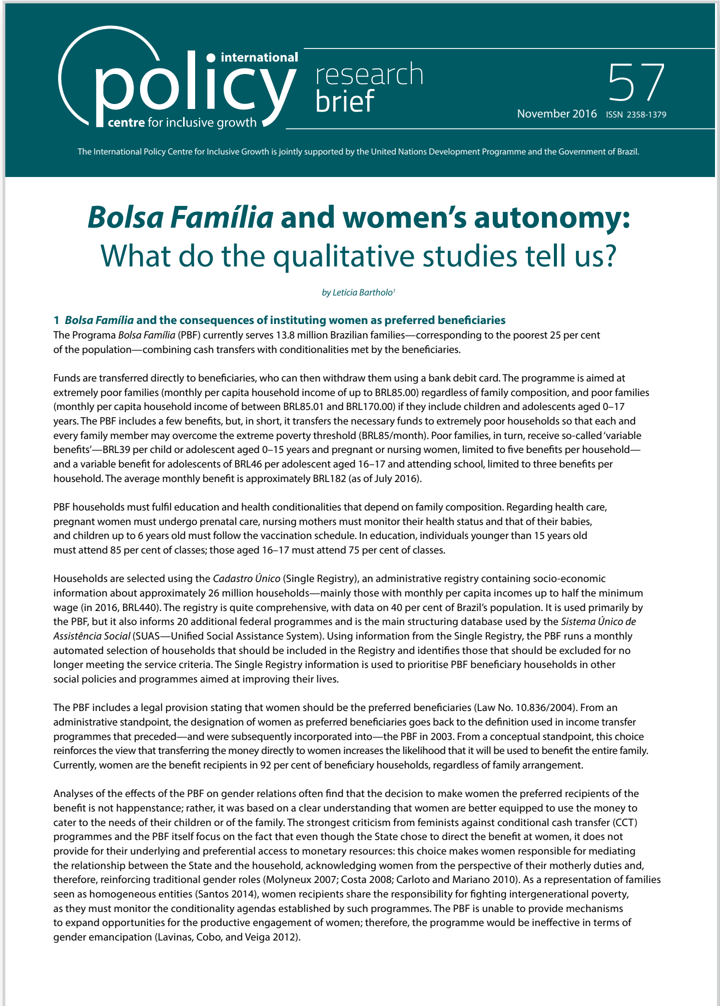

international policy centre for inclusive growth

research brief 57

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Bolsa Família and women's autonomy:
What do the qualitative studies tell us?

by Letícia Bartholo[1]

1 _Bolsa Família_ and the consequences of instituting women as preferred beneficiaries

The Programa *Bolsa Família* (PBF) currently serves 13.8 million Brazilian families—corresponding to the poorest 25 per cent of the population—combining cash transfers with conditionalities met by the beneficiaries.

Funds are transferred directly to beneficiaries, who can then withdraw them using a bank debit card. The programme is aimed at extremely poor families (monthly per capita household income of up to BRL85.00) regardless of family composition, and poor families (monthly per capita household income of between BRL85.01 and BRL170.00) if they include children and adolescents aged 0–17 years. The PBF includes a few benefits, but, in short, it transfers the necessary funds to extremely poor households so that each and every family member may overcome the extreme poverty threshold (BRL85/month). Poor families, in turn, receive so-called 'variable benefits'—BRL39 per child or adolescent aged 0–15 years and pregnant or nursing women, limited to five benefits per household—and a variable benefit for adolescents of BRL46 per adolescent aged 16–17 and attending school, limited to three benefits per household. The average monthly benefit is approximately BRL182 (as of July 2016).

PBF households must fulfil education and health conditionalities that depend on family composition. Regarding health care, pregnant women must undergo prenatal care, nursing mothers must monitor their health status and that of their babies, and children up to 6 years old must follow the vaccination schedule. In education, individuals younger than 15 years old must attend 85 per cent of classes; those aged 16–17 must attend 75 per cent of classes.

Households are selected using the *Cadastro Único* (Single Registry), an administrative registry containing socio-economic information about approximately 26 million households—mainly those with monthly per capita incomes up to half the minimum wage (in 2016, BRL440). The registry is quite comprehensive, with data on 40 per cent of Brazil's population. It is used primarily by the PBF, but it also informs 20 additional federal programmes and is the main structuring database used by the *Sistema Único de Assistência Social* (SUAS—Unified Social Assistance System). Using information from the Single Registry, the PBF runs a monthly automated selection of households that should be included in the Registry and identifies those that should be excluded for no longer meeting the service criteria. The Single Registry information is used to prioritise PBF beneficiary households in other social policies and programmes aimed at improving their lives.

The PBF includes a legal provision stating that women should be the preferred beneficiaries (Law No. 10.836/2004). From an administrative standpoint, the designation of women as preferred beneficiaries goes back to the definition used in income transfer programmes that preceded—and were subsequently incorporated into—the PBF in 2003. From a conceptual standpoint, this choice reinforces the view that transferring the money directly to women increases the likelihood that it will be used to benefit the entire family. Currently, women are the benefit recipients in 92 per cent of beneficiary households, regardless of family arrangement.

Analyses of the effects of the PBF on gender relations often find that the decision to make women the preferred recipients of the benefit is not happenstance; rather, it was based on a clear understanding that women are better equipped to use the money to cater to the needs of their children or of the family. The strongest criticism from feminists against conditional cash transfer (CCT) programmes and the PBF itself focus on the fact that even though the State chose to direct the benefit at women, it does not provide for their underlying and preferential access to monetary resources: this choice makes women responsible for mediating the relationship between the State and the household, acknowledging women from the perspective of their motherly duties and, therefore, reinforcing traditional gender roles (Molyneux 2007; Costa 2008; Carloto and Mariano 2010). As a representation of families seen as homogeneous entities (Santos 2014), women recipients share the responsibility for fighting intergenerational poverty, as they must monitor the conditionality agendas established by such programmes. The PBF is unable to provide mechanisms to expand opportunities for the productive engagement of women; therefore, the programme would be ineffective in terms of gender emancipation (Lavinas, Cobo, and Veiga 2012).

Policy Research Brief No. 57
"*Bolsa Família* and women's autonomy: What do the qualitative studies tell us?"

Author: Leticia Bartholo (Ipea and IPG-IG)

Date of release: November 2016

The *Bolsa Família* Programme (PBF) currently serves 13.8 million Brazilian families—corresponding to the poorest 25 per cent of the population—combining cash transfers with conditionalities met by the beneficiaries. The programme targets extremely poor families, and, currently, women are the benefit recipients in 92 per cent of beneficiary households, regardless of family arrangement. In this Policy Research Brief, the author delves into both qualitative and quantitative analysis to explain the possible effects of the PBF on women's autonomy and gender equality.

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Output 8

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