

WORKSHOP SUMMARY

Social transfers and impacts for children in East and Southern Africa Research design workshop 4-6 March 2009, Nairobi

I. Introduction

The Nairobi workshop brought together the six country teams, including representatives from UNICEF, Save the Children UK (SCUK) and the relevant ministry or transfer programme staff, as well as the research team, the external reference group, advisors from UNICEF and SCUK, and colleagues from development partners and Save the Children US. (See Annex 1 for a full list of participants). This workshop was a critical point in the seven month design phase of the research project, for which the overall objectives are:

1. To strengthen existing and generate new evidence on the effectiveness of social transfer programmes in achieving impacts for children in low income country settings.
2. To inform the development and design of national social transfer policy and programmes based on evidence, through engagement with governments, donors and civil society.

Building on country visits and the work of the research team in the previous five months, the workshop focused on two primary objectives:

- To build an outline of the national and overarching research frameworks and implementation plans based on key decisions on project design issues.
- To establish shared understanding and ownership of the project at national and regional level.

II. Transfer programmes in the six countries

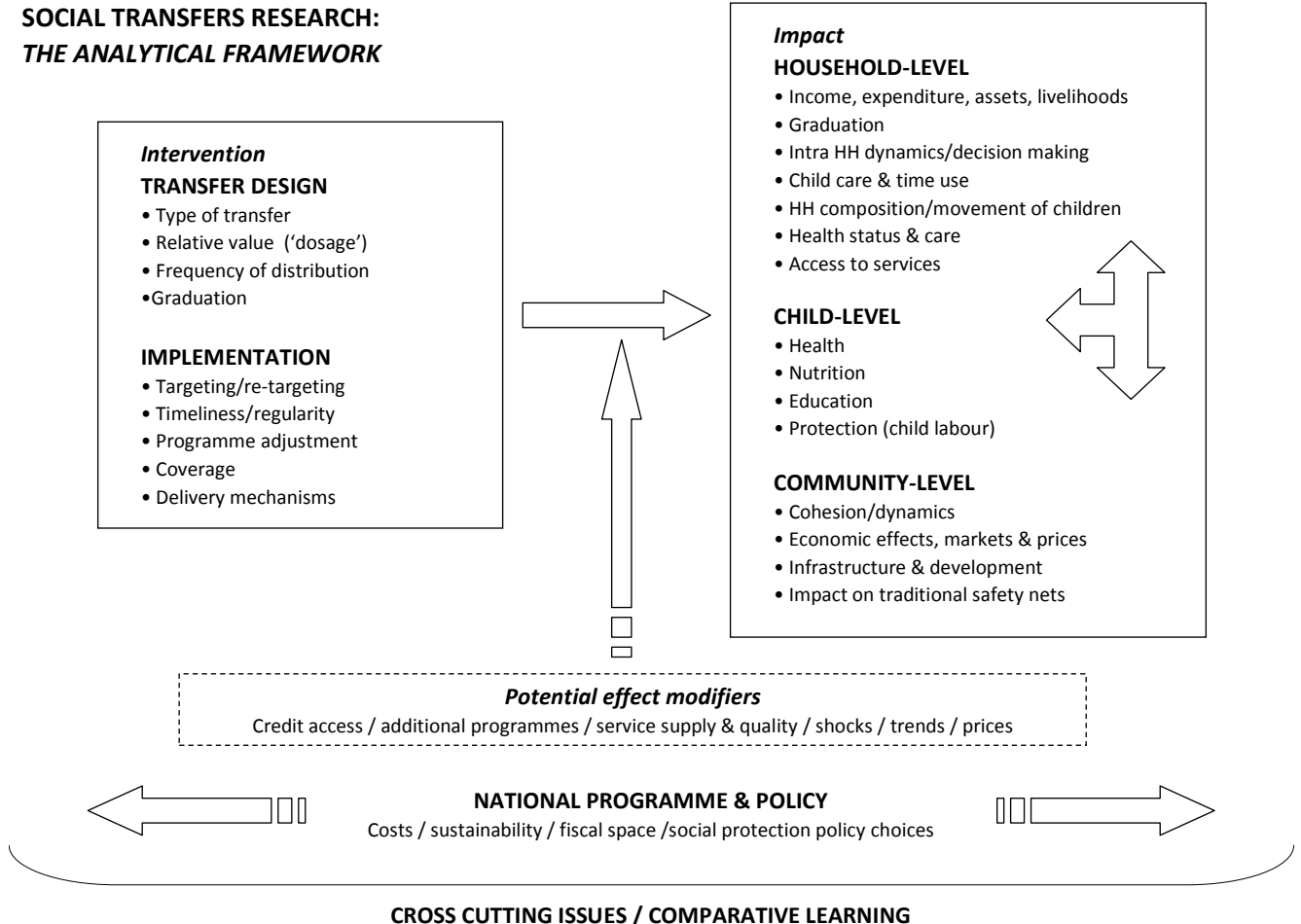
On the first day of the workshop, participants discussed the basic features of transfer programmes and key design/policy issues in Mozambique, Malawi, Tanzania, Rwanda, Kenya and Ethiopia in order to ensure a shared understanding of the programmes. A summary of the key features can be found in Annex 2, and additional information can be found in the country reports and country summaries (available on request).

III. Research Analytical framework

The research team presented an overall analytical framework for the research project – see diagram below. Although the original research concept focused on impacts for children and cost-effectiveness of transfer programmes, it became clear through the country visits that there was a more complex set of priority research questions related to social transfers and children. These questions fell under four inter-related areas:

- 1) Impacts. In line with the original concept, understanding *what* are the impacts of social transfers remains important. Understanding impacts for children also requires looking at impact at the household and community level.
- 2) Social transfer intervention. Understanding *why* social transfers are causing certain effects is also crucial. The first aspect of this is capturing the interaction between design and implementation of the programme and the outcomes. The overall research aims to look at these interactions at national level, and comparatively across countries.
- 3) Modifying factors. Exploring the *why* will also require looking at other factors which interact with and affect the impacts of transfer programmes. On the one hand there are a set of potential complementary programmes and services which will affect overall impacts. There are also a set of mitigating factors which will be important to monitor and control for, such as price changes.

- 4) National transfer programme and social protection policy options. Particularly as we look over the five year period of the research, there is a set of key issues at national level which are likely to affect *how* transfer programmes are implemented. These questions are crucially related to practical questions of feasibility and sustainability, such as costs of different programme options at national scale.



IV. Quantitative & Qualitative Methods and Existing Data Collection

This study will combine qualitative and quantitative research, ensuring that both inform the development of the research in an iterative process, in order to maximize the strengths of both.

Following an informal panel discussing the state of research on social transfers, the research team presented an overview of existing data collection on programmatic impacts in the six countries. This presentation focused primarily on quantitative research, as qualitative research was clearly an overall gap. Currently, quantitative data is primarily being or has been collected through household surveys in four countries, although there is limited use of market, community and facility surveys. All of the impact evaluations under way use quasi-experimental design, taking advantage of staggered roll-out of the transfer programmes. It is anticipated that new baselines and impact evaluations in those countries where they do not already exist will use a similar approach. The two charts below summarize the mapping, and a much more detailed mapping of data collection by country was shared as a handout.

Child Outcomes

| | Good Coverage | Gaps |
|------------|---|---|
| Health | <ul style="list-style-type: none"> • Illness incidence (Morbidity) • Health service usage • HIV status • Disability | <ul style="list-style-type: none"> • Mortality • Standard health service provision |
| Nutrition | <ul style="list-style-type: none"> • Anthropometry • Household consumption | <ul style="list-style-type: none"> • Child-specific food consumption and/or breastfeeding practices • Dietary diversity |
| Education | <ul style="list-style-type: none"> • School attendance • Progression | <ul style="list-style-type: none"> • Age of school start |
| Protection | <ul style="list-style-type: none"> • Child labour • Child migration | <ul style="list-style-type: none"> • Child time use |

Household & Community level impacts

| | Good Coverage | Gaps |
|-------------|--|--|
| Households | <ul style="list-style-type: none"> • Household Economy <ul style="list-style-type: none"> - Expenditures - Income & employment - Assets - Shocks | <ul style="list-style-type: none"> • Intra-household Dynamics: <ul style="list-style-type: none"> - Women's time use - Decision-making processes |
| Communities | <ul style="list-style-type: none"> • Local infrastructure & development | <ul style="list-style-type: none"> • Attitudes towards transfer beneficiaries • Traditional safety nets • Leapfrogging • Multiplier effects |

Given the gaps identified, likely additional modules that this research project could usefully contribute to household surveys are:

- Household decision making processes
- Child migration
- Infant feeding
- Child protection
- Time use

In addition, the study could add community/facility level surveys:

- Market survey
- Budget tracking survey
- Health facility survey
- School survey

There was also a presentation on qualitative approaches and its potential contribution to the study. The presentation emphasized that there are a range of qualitative approaches beyond the common focus group discussions, including participatory methodologies, case studies and life histories.

The chart below outlines key areas where qualitative research would be key to the study.

| Individual | Household | Community/facility |
|------------|-----------|--------------------|
| | | |

| | | |
|--|--|--|
| <ul style="list-style-type: none"> • Inclusion/exclusion • 'Empowerment' • Time use follow-up | <ul style="list-style-type: none"> • Household dynamics • Decision-making • Gender aspects • Seasonality | <ul style="list-style-type: none"> • Social cohesion/solidarity • Cultural influences • Quality of services |
|--|--|--|

Dynamics of programme design/implementation:
Targeting; Transfer modalities (regularity, mechanisms); Communications

V. National country decisions

Based on key questions outlined in the country report summaries, country teams finalized key decisions related to the research framework at national level – what added research was needed from the regional study, how this fit with existing data collection, and potential programme comparisons. Country teams also finalized decisions on implementation requirements – national research partner selection, oversight committees, staffing and external support required. These decisions are being incorporated into country summaries prepared before the workshop, to transform them into country concept notes which can be used as basis of country level discussion and national components of the overall research framework.

VI. Comparative Learning

a. Cross-national comparative research

Based on country visits and discussions during the workshop, four key areas were identified for specific cross-national research:

1) Costings

Costing of social transfers was clearly a key issue. This included research related to costing of current programmes at scale, cost-benefit analysis, and comparisons of costs for different social protection options.

2) Economic multiplier effects

Research to examine the economic effects of cash transfers, including their impacts on direct beneficiaries and broader impacts upon the community itself. This would include examining multiplier effects on local goods and labour markets.

3) Linkages with services and complementary programmes

This theme has two components. The first is understanding the relationship between the supply and quality of services, and the impact of transfers. This would require combining household, community and survey level data. The second aspect is the interaction between transfer programmes and complementary programmes such as micro-credit or agricultural extension, and the subsequent effects on issues such graduation.

4) Design & implementation issues - particularly targeting and conditionality

These were viewed as priority areas which: a) would maximize the benefit of a multi-country study through allowing comparisons across different programme designs and country contexts; b) were unlikely to emerge from the longitudinal research alone, i.e. likely to require one-off studies; and/or c) would require either development of new methodologies or collaboration with others currently developing methodologies.

b. Regional learning and exchange

A theme emerging from the workshop was the importance of this project as a mechanism for facilitating and promoting regional learning. It was emphasized that this should include learning on findings and research methods, as well as practical exchange on programme and

policy challenges. Sharing of experience, such as the country programme exchanges on the first day, the panel discussion of the role of evidence in informing programme choices, and the presentation of the Kenya MIS system on the last day, was appreciated. The project should incorporate remote and face-to-face learning mechanisms, and participants discussed preferred options for this – e.g. interactive website, skype conferences, or thematic workshops. The possibility of including a “second-tier” set of countries such as Zambia or South Africa, which would not be directly involved in research through the project but could participate in regional learning opportunities, was also discussed.

VII. Policy engagement and communications

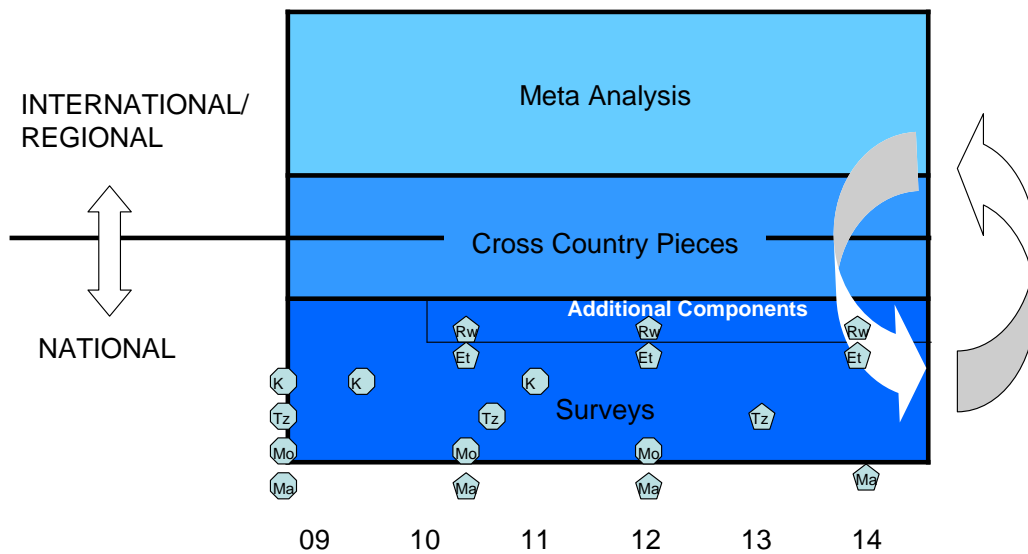
As improved social transfer programmes based on stronger evidence is a key objective for the project, participants spent time discussing the best methods for engaging with policy making structures at each level: national, regional and international. Partnership with government as the primary implementer of these programmes from the beginning was identified as crucial and their participation at the workshop important. Building dialogue and sharing evidence with regional institutions, including SADC and the AU, were also identified as key priorities. There was also discussion of the importance of differentiating between the role of the project in strengthening evidence and communicating this in an accessible, relevant way, and the use of the research by UNICEF and Save the Children to inform their ongoing programme and advocacy work independently of the project. Participants prepared timelines of key engagement opportunities over the next five years; these will be incorporated into both the country concept notes and the overarching research framework. Discussions will continue with country teams and more broadly over the next month to ensure a robust engagement and communications strategy is in place for the project.

VIII. Project Implementation

At the end of workshop, it was important to clarify how different components of the research would work together. The diagram below was presented to illustrate the different levels of data collection and analysis. National-specific research frameworks for the project will supplement ongoing/planned baselines and impact evaluations (e.g. Mozambique, Malawi) through to following:

- additional rounds of data collection where relevant
- elaboration and implementation of baselines and follow-up in countries that do not currently have them
- elaboration and support to implementation of additional quantitative modules and qualitative approaches

This national research would be complemented by the cross-country research on the themes discussed above. In addition, there are a set of themes that would require meta analysis of the longitudinal data to pull out regional learning, such as impacts of transfers on child nutrition, or the effects of HIV and AIDS. The importance of collaboration and reinforcement between work done at national and regional/international level was emphasized.



In terms of overall structures for the project (beyond agreed national structures), the following aspects have been identified as necessary to provide overall coordination and support to national level work:

- External reference board – expanding the current external reference group as an oversight body for the project, to ensure rigour and quality
- Project staffing – Research project manager, project finance & administration, communications
- Collaboration between UNICEF and Save the Children on technical guidance
- International partners – support to quant data analysis, qualitative research, data management, development of new methodologies, collaboration on meta-analysis, ethical review
- Central database and public archiving –Further discussion is needed but there is a role for the project in providing a public good through making data and information on social transfers widely accessible

Annex 1: Participant List

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Annex 2: Key Programme Features in the Six Countries

| | <u>Name of Programme</u> | <u>Start Date</u> | <u>End Date</u> | <u>Expected to Cont?</u> | <u>Target</u> | <u>Targeting Mechanism</u> | <u>Urban or Rural?</u> | <u>Conditionality?</u> | <u>Amount</u> | <u>Delivery Mechanism</u> | <u># of hh</u> | <u># of ppl</u> | <u># of districts</u> | <u># districts in country</u> | <u>Public Works?</u> | <u>Direct Support?</u> | <u>Financial Services?</u> | <u>Alternative Comparable Programme Models</u> |
|-------------------|---|--|-----------------|--|---|---|---|--|--|--|-------------------------------------|--|-----------------------------------|-------------------------------|----------------------|------------------------|----------------------------|--|
| Ethiopia | Productive Safety Nets Programme (PSNP) | 2005 | 2009 | Yes. Second 5 year phase expected. | Food Insecure HH | Community-Based | Rural | No | 10 Birr (US\$0.91) per day worked. Can work 5 days per month, plus add'l 5 for each dependent up to 3. | Government and NGOs. Monthly from Jan-June | 1.64 mil | 8.2 mil | 291 | 587 | Yes | Yes | Yes | BOLSA cash transfer programme. |
| Kenya | OVC Cash Transfer | 2004-2005 (pre-pilot); 2006-2009 (pilot) | None | Yes. 100,000 hhs (300,000 OVCs) in 47 districts by 2012 | Ophans living in extreme poverty | Three Step Process: 1) Community Targeting 2) Means Testing 3) Community Consultation and Grievance Procedure | Urban and Rural | Yes. Testing both health and schooling conditions and non-conditions. | 1500 Ksh (US\$19.50) per hh per month, irrespective of size | Postal Office in 7 districts. District Children's Offices in 30 districts. Both bi-monthly | 25,000 | 75,000 OVCs | 37 | 115 | No | Yes | No | Hunger Safety Net Programme |
| Malawi | Mchinji Pilot Social Transfer Scheme | 2006 (expanded in 2008) | 2009 | Yes, pending approval by government. If approval is received, it is expected to be at scale by 2012. | Ultra Poor and Labour constrained HHs (bottom 10%) | Community-Based (community social protection committees as village level) | Rural | No, but bonus for school attendance. Bonus is US\$1.3 (MK 200) for primary enrolment and US\$2.6 (MK 400) for secondary. | Based on HH Size: 1 = US\$4 (MK 600) 2 = US\$7 (MK 1000) 3 = US\$10 (MK 1400) 4+ = US\$13 (MK 1800) | Monthly through government. | 13,045 | 51,410 people (33,700 children, of which 25,780 are orphans) | 6 | 28 | No | Yes | No | World Food Programme is currently running a 8 month pilot of cash versus food. Concern Worldwide ran a 2 year cash transfer pilot. |
| Mozambique | INAS Food Subsidy Programme (PSA - Programa de Subsídio de Alimentos) | 1990 | None | Yes | People who live on less than half the minimum wage and are elderly; disabled; have malnourished children or have chronic illness). More than 90% are elderly. | Community Targeting. Dependents only qualify if they have birth registration. | Primarily Urban, although some rural beneficiaries. | No | US\$4 (100 MTN), plus US\$2 for each dependent | Monthly through government. | 172,000 | 172,000 direct beneficiaries, plus 400,000 indirect beneficiaries (dependents in hh) | N/A | 128 | No | Yes | No | OVC monthly food baskets run by INAS and through PEPFAR. WFP considering trialling cash as alternative to food. |
| Rwanda | Umerhenge 20/20 (Vision 20/20) | 2008 (pilot implementation) | None | Yes. | Ultra poor labour constrained and/or landless households | Community-Based | Rural | No | PW is average of 833 RwF per day and 20 days per | Monthly through bank. In cases where bank is far, | 18, 927 pubic works and 6800 direct | n/a | 1 sector in each of 30 districts. | 30 | Yes | Yes | Yes | VUP "Plus" model [ECD centres, social workers] - SCUK |

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|----------|---------------|--------------|------|--|---|-----------------|-------|---------------------------|---|---|---------|-----------------------------|---|-----|----|-----|-----|-------------------|
| | | | | | | | | | month. Only 1 person per hh allowed to participate. | mboile bank is brought once a month to district | support | | | | | | | Feasibility Study |
| Tanzania | TASAF CCT | 2009 (Pilot) | 2011 | Unclear. Plan is to try to get the government to take it up. ILO about to start pushing pensions. | Vulnerable Elderly and vulnerable hh's with primary school age children | Community-Based | Rural | Yes. Health and Schooling | Variable based upon hh size. US\$12-36 dollars. | Monthly through government. | 2,000 | 6,000 | 3 | 127 | No | Yes | Yes | SCUK programme |
| | SCUK Transfer | 2007 (Pilot) | 2009 | Unclear. Expected to scale up to 150 hhs in 2009 and end at end of year. Currently looking for funding for a much larger expansion and longer timeframe. | Vulnerable hhs | Community-Based | Rural | No | 6,000Tsh plus 3,000 for each child. | Monthly through Save the Children UK staff | 60 | 197 children and 103 adults | 1 | 127 | No | Yes | No | TASAF CCT |