

SOCIAL PROTECTION AND JOBS

2019 CORE COURSES

OCT. 28–NOV. 8 | WASHINGTON DC



WORLD BANK GROUP
Social Protection & Jobs

Social Safety Nets: A Primer

Ugo Gentilini
World Bank Group

October 28, 2019

Social Safety Nets and Delivery Core Course Week 1

	Day 2 – Tuesday, Oct 29 Room J B1-080	Day 3 – Wednesday, Oct. 30 Room J B1-080	Day 4 – Thursday, Oct. 31 Room J B1-080	Day 5 – Friday, Nov. 1 Room J B1-080
8:00 - 8:45 am	Light breakfast	Light breakfast	Light breakfast	Light breakfast
8:45 – 9:00 am	Welcome and daily overview <i>Margaret Grosh</i>	Daily overview Sign-up/instruction for group work <i>Julieta Trias, Adea Kryeziu</i>	Daily overview	Daily overview
THEMES	Overview	Delivery(I)	Delivery (II)	Safety nets and jobs
9:00-10:30 am Session 1	Lecture Social safety nets: a primer and course overview <i>Ugo Gentilini</i>	Lecture/Panel Communication and outreach in social safety nets <i>Surat Nsour</i>	Lecture Social registries and integrated social information systems <i>Phillippe Leite, Tina George</i>	Lecture Safety nets and economic inclusion <i>Colin Andrews, Syed Hashemi, Edmundo Murrugarra</i>
10:30 -11:00 am	Coffee/tea break	Coffee/tea break	Coffee/tea break	Coffee/tea break
11:00-12:30 pm Session 2	Lecture Delivering safety nets: a framework <i>John Blomquist</i>	Lecture Institutions and coordination <i>Tina George</i>	Lecture/panel Case management in programs and services <i>Sara Giannozzi</i>	Lecture Connecting transfers and activation <i>Matteo Morgandi</i>
12:30 – 2:00 pm	Lunch with Practice Managers	Lunch session Payments mechanisms, experiences and tools <i>Luz Rodriguez, Ioana Botea, Silvia Baur, John Gachigi, Ana Veronica Lopez, Amr Moubarack, Nilima Ramteke</i>	Lunch break	Lunch session The power of data: ASPIRE <i>Oleksiy Ivaschenko, Usama Zafar</i>
2:00-3:30 pm Session 3	Lecture Choices in cash transfers: key design parameters <i>Margaret Grosh</i>	Lecture Targeting: concepts and practice <i>Phillippe Leite</i>	Lecture Monitoring safety nets implementation <i>John Blomquist, Ines Rodriguez Caillava</i>	Panel Public works as safety nets <i>Endeshaw Tadesse, Sarah Coll-Black, Paul Bance, and Arthur Alik-Lagrange</i>
3:30 – 4:00 pm	Coffee/tea break	Coffee/tea break	Coffee/tea break	Coffee/tea break
4:00 - 5:30 pm Session 4	Panel The economics and politics of safety nets: how to “make the case” <i>Aline Coudouel, Benedicte de la Briere, Iftikhar Malik, Manuel Salazar</i>	Interactive Targeting: performance measurement and ASPIRE <i>Phillippe Leite, Oleksiy Ivaschenko, Claudia Rodriguez Alas</i>	Interactive Group work <i>Adea Kryeziu</i>	Lecture Social pensions: issues and perspectives <i>Robert Palacios and Margaret Grosh</i>

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8:45 – 9:00 am	Daily overview	Daily overview	Daily overview	Daily overview <i>Adea Kryeziu</i>	Daily overview
THEMES	Safety nets and human capital	Safety nets, crises and adaptation	Financing and financing	Group presentations	Feedback and closing
9:00-10:30 am Session 1	Lecture Safety nets, human capital and early years investments <i>Laura Rawlings, Julieta Trias</i>	Lecture Resilience, adaptive social protection and humanitarian assistance <i>Thomas Bowen Vaughan, Julie Dana, Sarah Coll Black, Asha Williams</i>	Lecture Financing social protection: issues and practices <i>Alexander Pick</i>	Participants' presentations and discussion	Reflections on key emerging issues and learning Facilitated discussion <i>Ugo Gentilini, John Blomquist, course participants</i>
10:30 -11:00 am	Coffee/tea break	Coffee/tea break	Coffee/tea break	Coffee/tea break	Coffee/tea break (course evaluation)
11:00-12:30 pm Session 2	Panel Gender, violence and safety nets: cross-country evidence and practices <i>Mattias Lundberg, Aline Coudouel, Diana Jimena Arango, Celine Gavach, Alessandra Heinemann</i>	Panel Safety nets in conflict and displacement settings <i>Rebekka Grun, Afrah Alawi Al-Ahmadi, Mirey Ovadiya</i>	Interactive Evaluating safety nets <i>Patrick Premand</i>	Participants' presentations and discussion	'Bringing it all together': a system view <i>Anush Bezhanyan, Margaret Grosh</i> Official closing and certificate distribution:
12:30 – 2:00 pm	Lunch session Food-based safety nets: programs and evolution <i>Harold Alderman</i>	Lunch break or interactive Lunch with Practice Managers or group work	Field trip (box lunch) DC DHS visit of US safety nets implementation <i>Ines Rodriguez Caillava</i>	Lunch break	
2:00-3:30 pm Session 3	Panel Behavioral approaches to enhance cash transfers <i>Laura Rawlings, Andrea Vermehren, Saugata Datta and Josh Martin</i>	Panel Adapting safety nets to urban areas <i>Ugo Gentilini, Ellen Hamilton, Judy Baker, Andrea Vermehren</i>		Participants' presentations and discussion	
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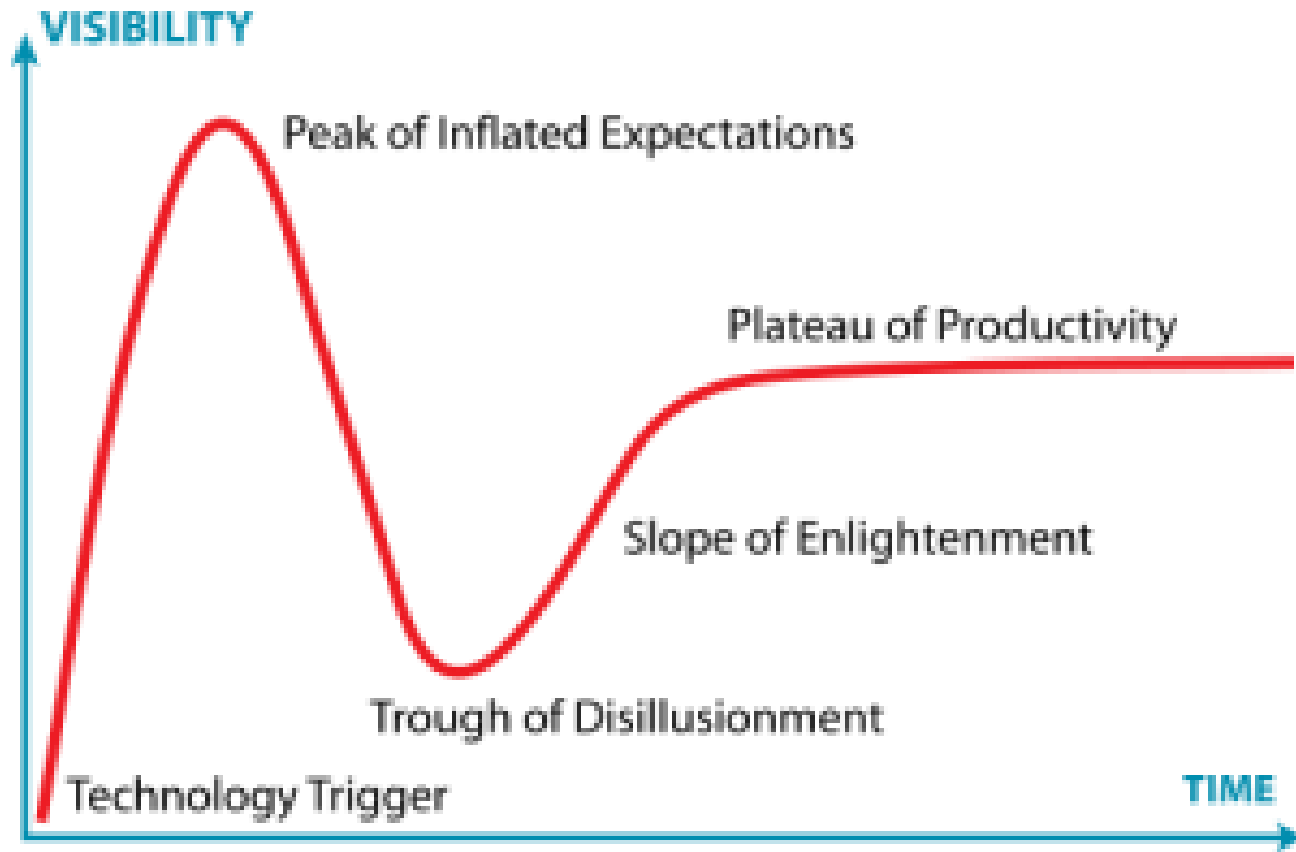
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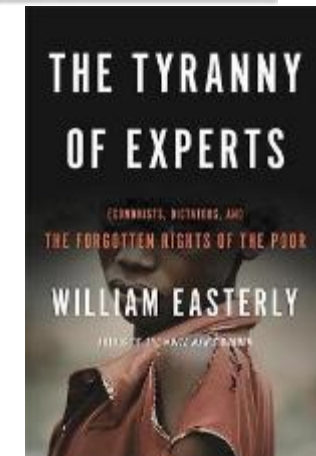
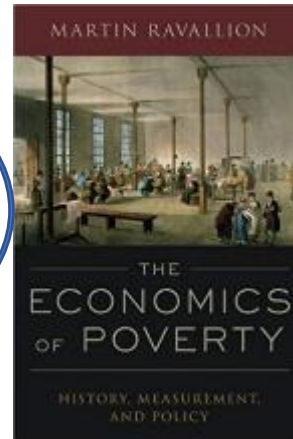
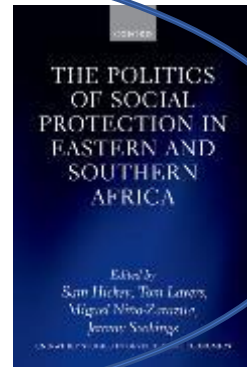
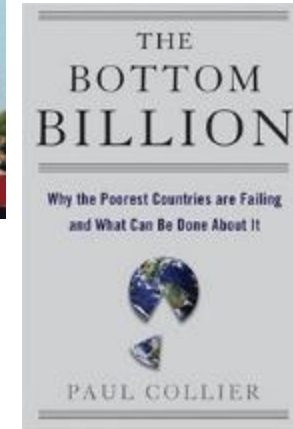
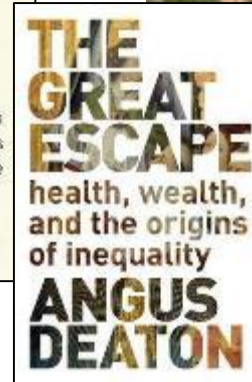
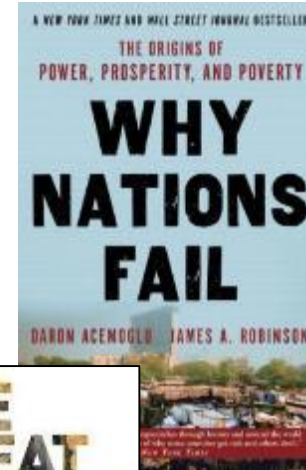
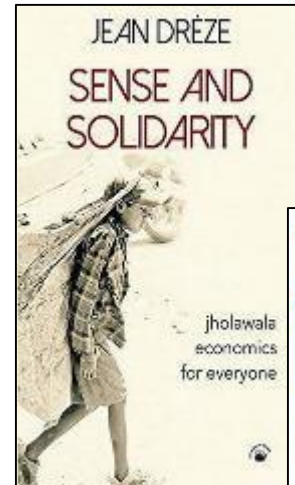
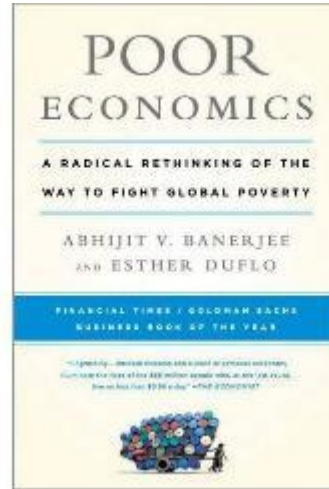
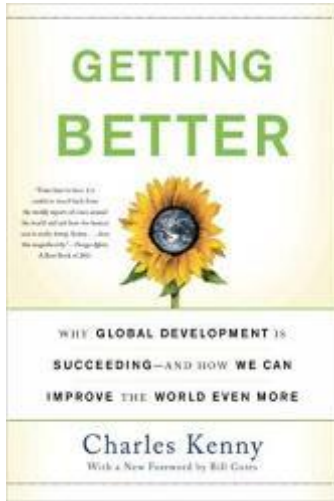
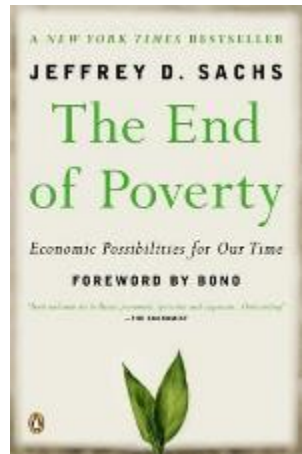
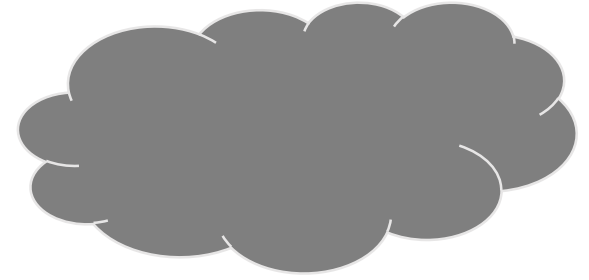
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2:00-3:30 pm Session 3	Panel Behavioral approaches to enhance cash transfers <i>Laura Rawlings, Andrea Vermehren, Saugata Datta and Josh Martin</i>	Panel Adapting safety nets to urban areas <i>Ugo Gentilini, Ellen Hamilton, Judy Baker, Andrea Vermehren</i>		Participants' presentations and discussion	
3:30 – 4:00 pm	Coffee/tea break	Coffee/tea break		Coffee/tea break	
4:00 - 5:30 pm Session 4	Interactive Group work <i>Adea Kryeziu</i>	Interactive Economic crises and energy subsidy reforms <i>Amr Moubarak, Adea Kryeziu</i>		Participants' presentations and discussion	

Social Safety Nets and Delivery Core Course Week 2

	Day 6 – Monday, Nov 4 Room J B1-080	Day 7 – Tuesday, Nov 5 Room J B1-080	Day 8 – Wednesday, Nov 6 Room J B1-080	Day 9 – Thursday, Nov 7 Room J B1-080	Day 10 – Friday, Nov 8 Room J B1-080
8:15 – 8:45 am	Light breakfast	Light breakfast	Light breakfast	Light breakfast	Light breakfast
8:45 – 9:00 am	Daily overview	Daily overview	Daily overview	Daily overview <i>Adea Kryeziu</i>	Daily overview
THEMES	Safety nets and human capital	Safety nets, crises and adaptation	Financing and financing	Group presentations	Feedback and closing
9:00-10:30 am Session 1	Lecture Safety nets, human capital and early years investments <i>Laura Rawlings, Julieta Trias</i>	Lecture Resilience, adaptive social protection and humanitarian assistance <i>Thomas Bowen Vaughan, Julie Dana, Sarah Coll Black, Asha Williams</i>	Lecture Financing social protection: issues and practices <i>Alexander Pick</i>	Participants' presentations and discussion	Reflections on key emerging issues and learning Facilitated discussion <i>Ugo Gentilini, John Blomquist, course participants</i>
10:30 -11:00 am	Coffee/tea break	Coffee/tea break	Coffee/tea break	Coffee/tea break	Coffee/tea break (course evaluation)
11:00-12:30 pm Session 2	Panel Gender, violence and safety nets: cross-country evidence and practices <i>Mattias Lundberg, Aline Coudouel, Diana Jimena Arango, Celine Gavach, Alessandra Heinemann</i>	Panel Safety nets in conflict and displacement settings <i>Rebekka Grun, Afrah Alawi Al-Ahmadi, Mirey Ovadiya</i>	Interactive Evaluating safety nets <i>Patrick Premand</i>	Participants' presentations and discussion	'Bringing it all together': a system view <i>Anush Bezhanyan, Margaret Grosh</i> Official closing and certificate distribution:
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Many ideas become a hype; few survive the cycle







Safety nets survived the boom and bust. But so many competing demands...

Need for clear-eyed view of potential and limitations



Outline

1. Basic parameters
2. Select instruments
3. Do safety nets work? A glimpse at the evidence
4. Brief institutional and financing considerations

Outline

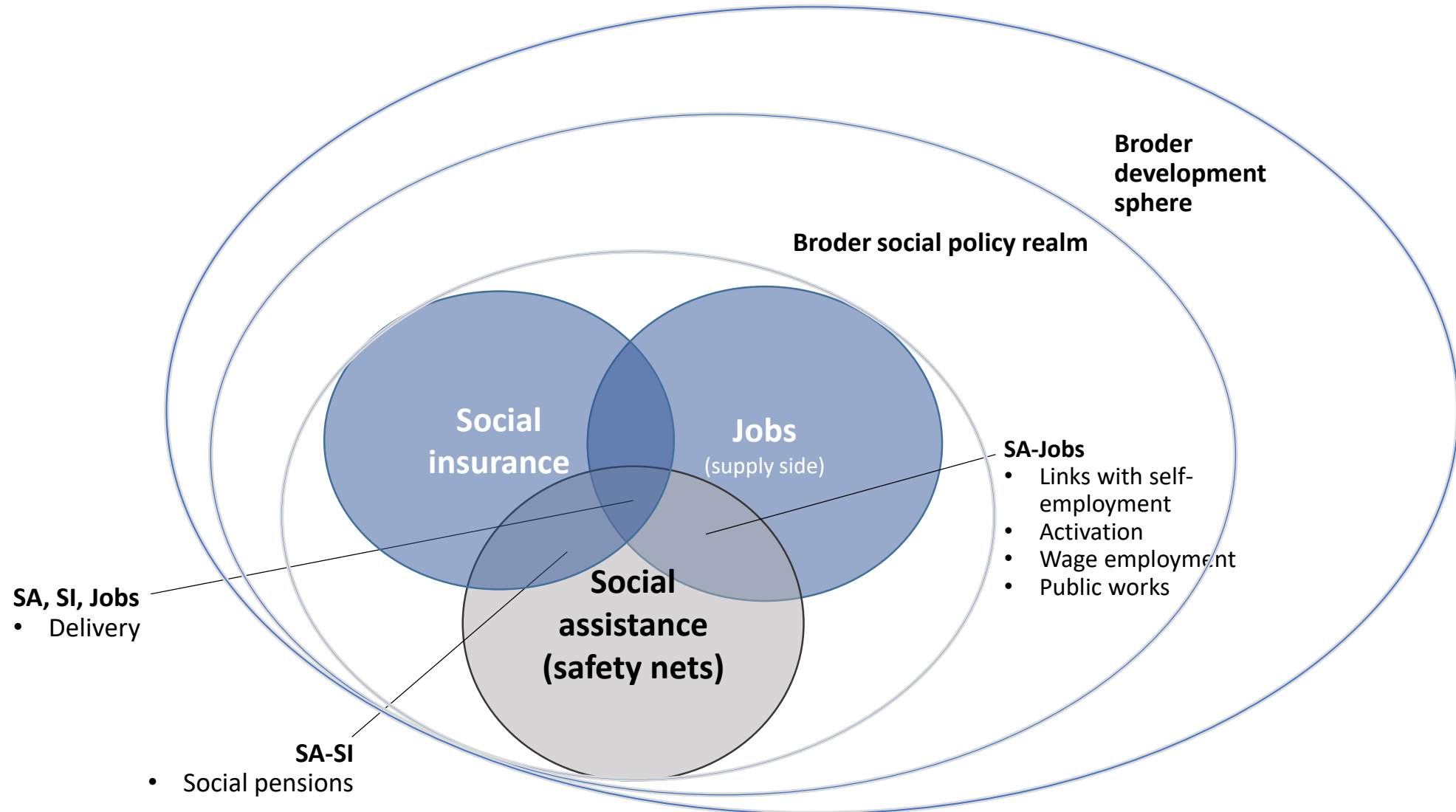
1. Basic parameters

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The social protection universe



What are safety nets



Cash



Near-Cash

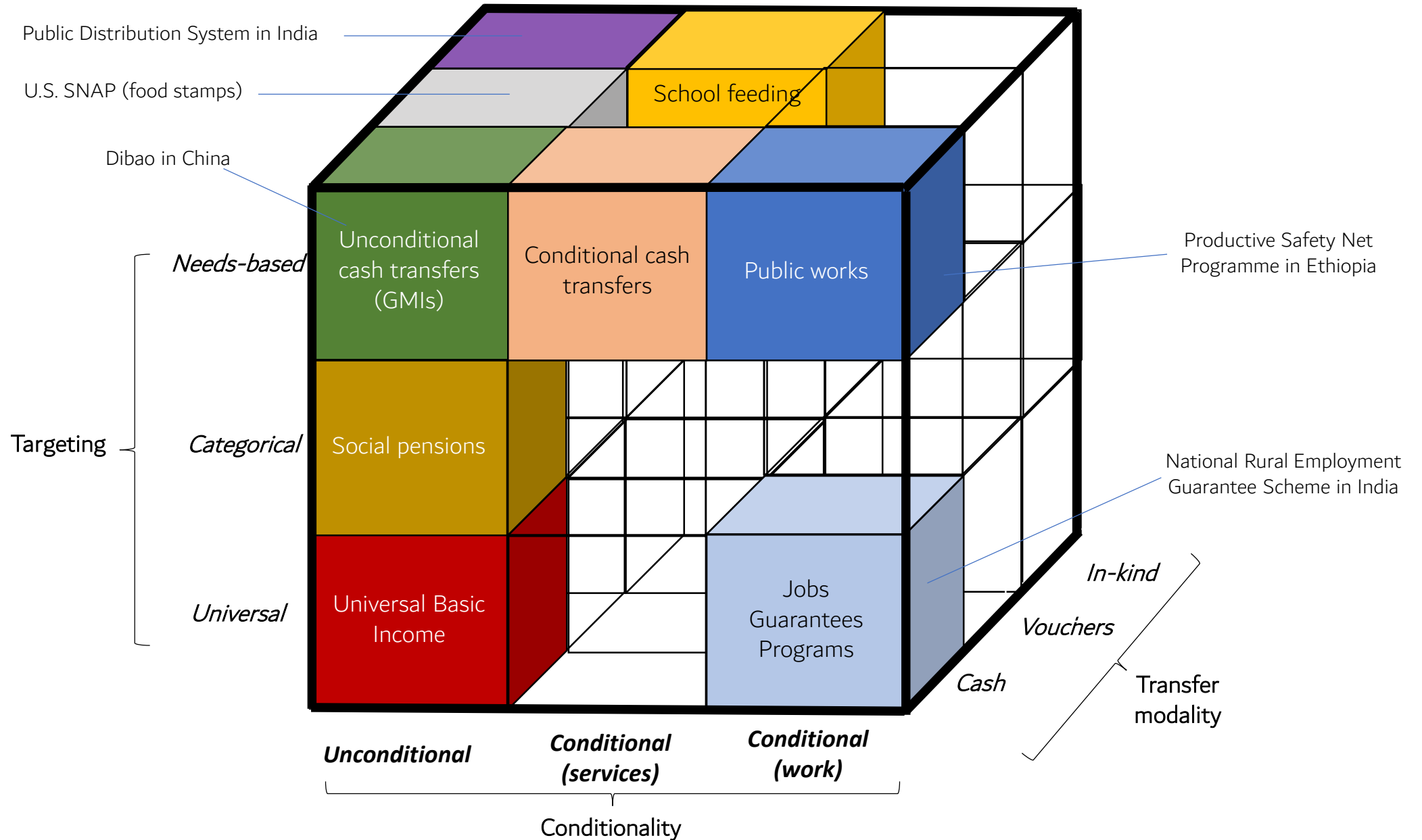


In-kind



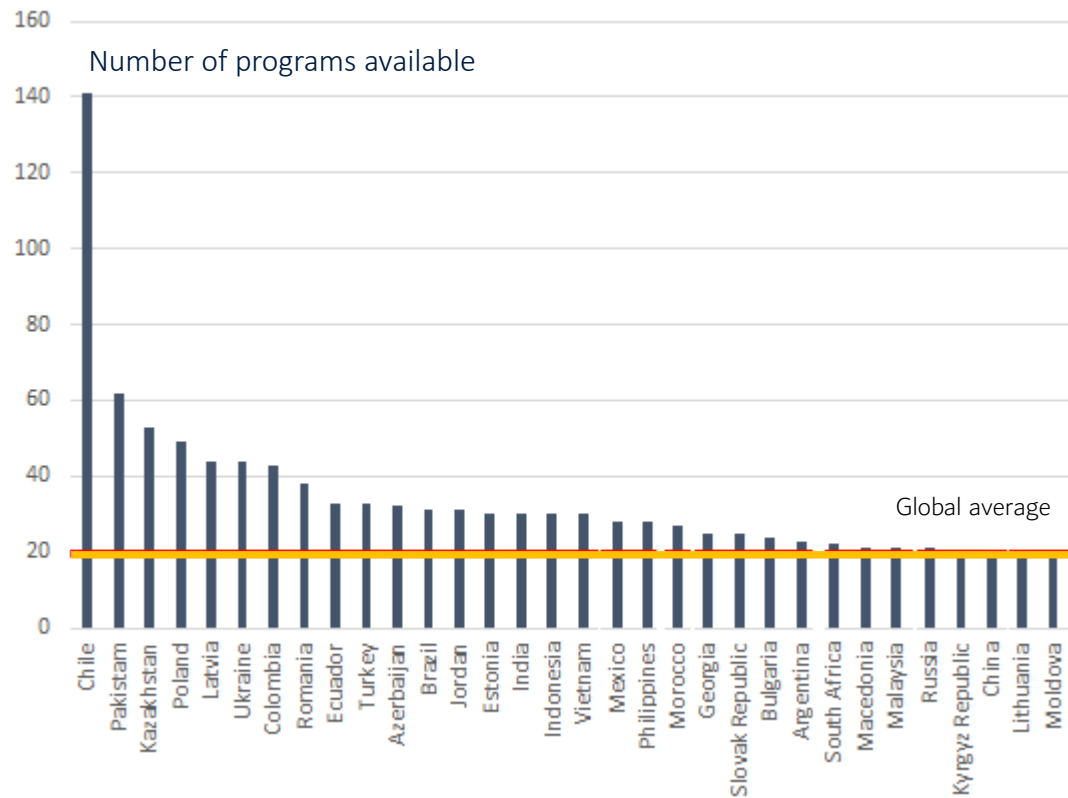
Partial subsidy

- Mostly transfers (and weavers/price reduction)
- Cash and other non-cash modalities
- Non-contributory (a little fuzzy in practice)
- Universal or targeted in several ways (but some eligibility required in any program...)
- Conditional or not (and all degrees in between)
- Public, with potential roles for private sector, civil society, non-state actors, etc.
- Can pursue different objectives.... and be designed, delivered, adapted, connected in many ways!

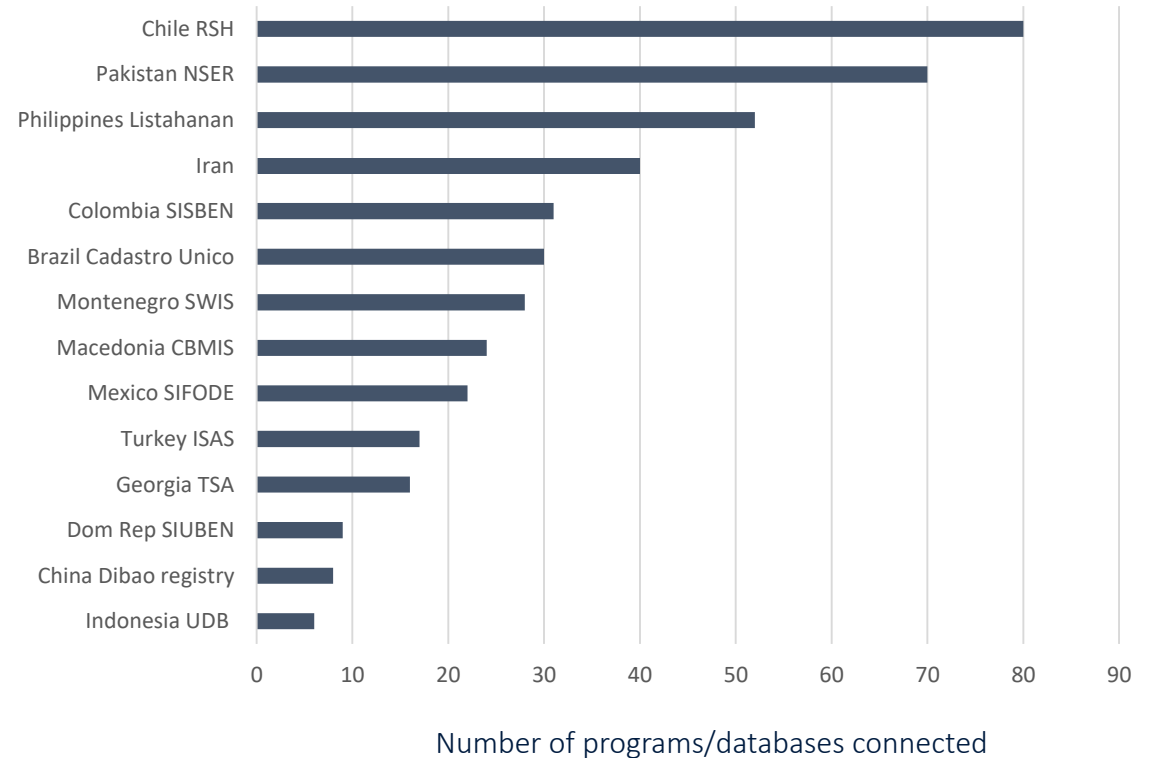


Many programs, but increasingly connected

Countries often have many fragmented programs...

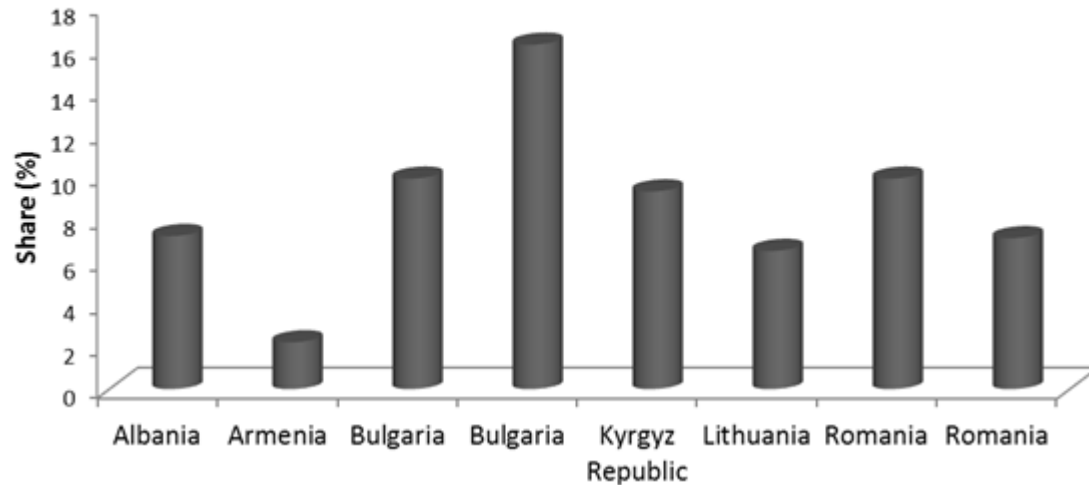


... but connected/interoperable via social registries

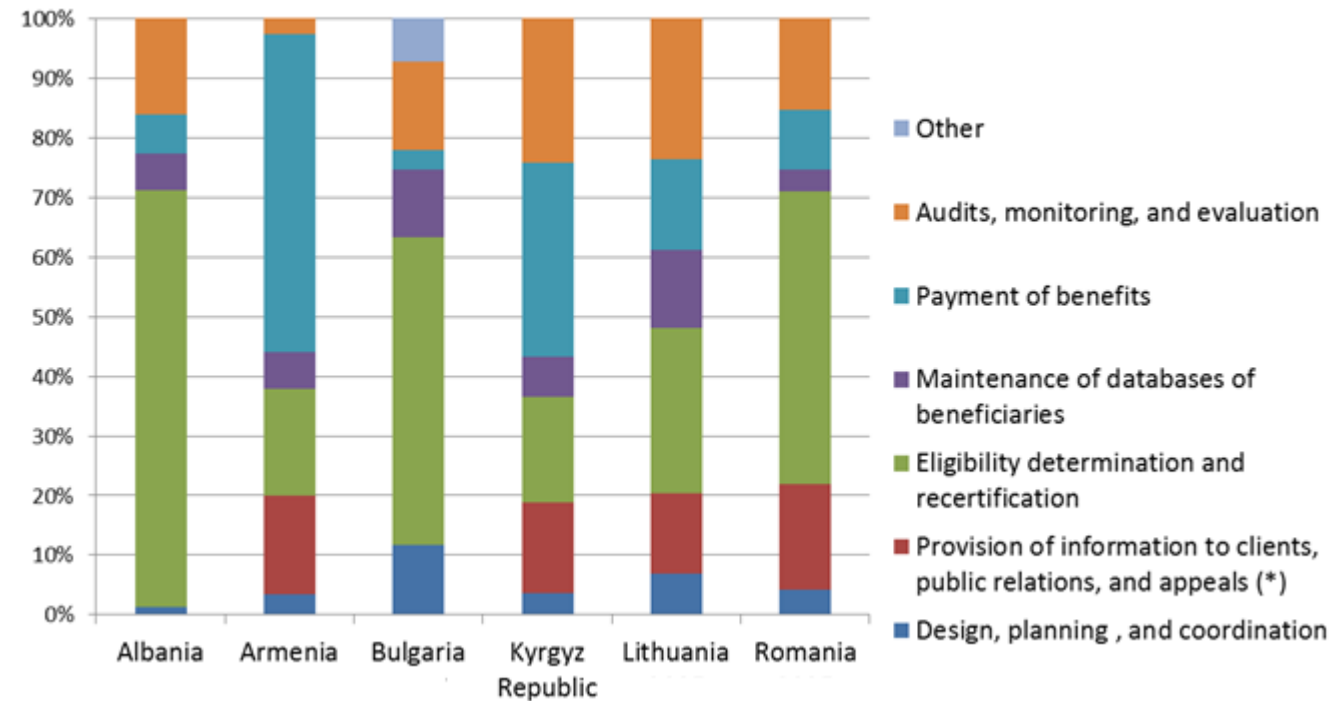


... generally run at manageable admin cost

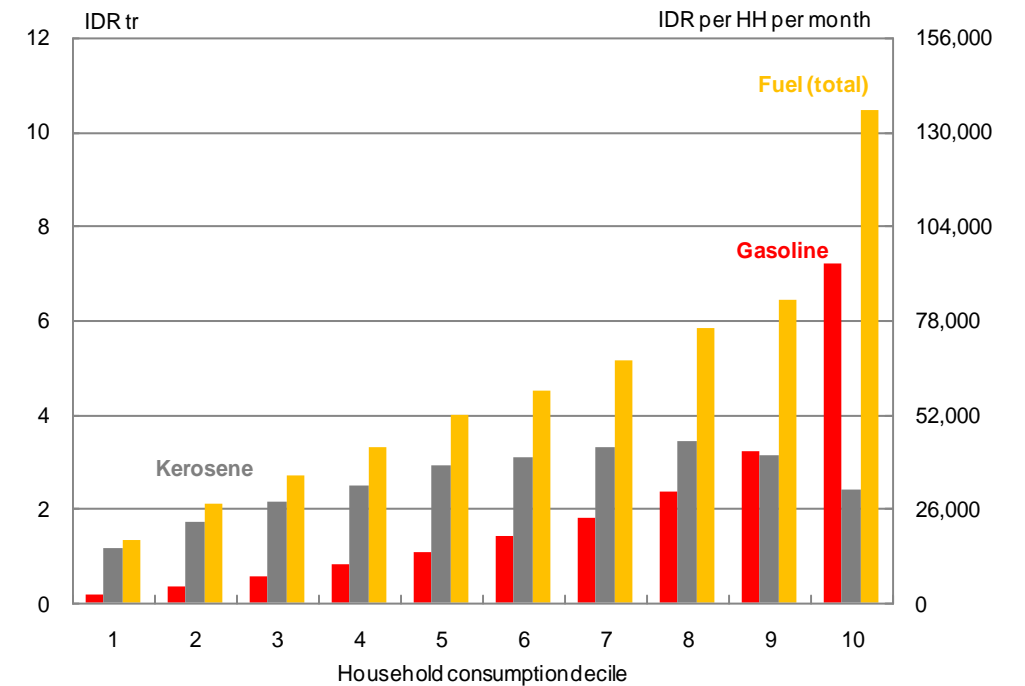
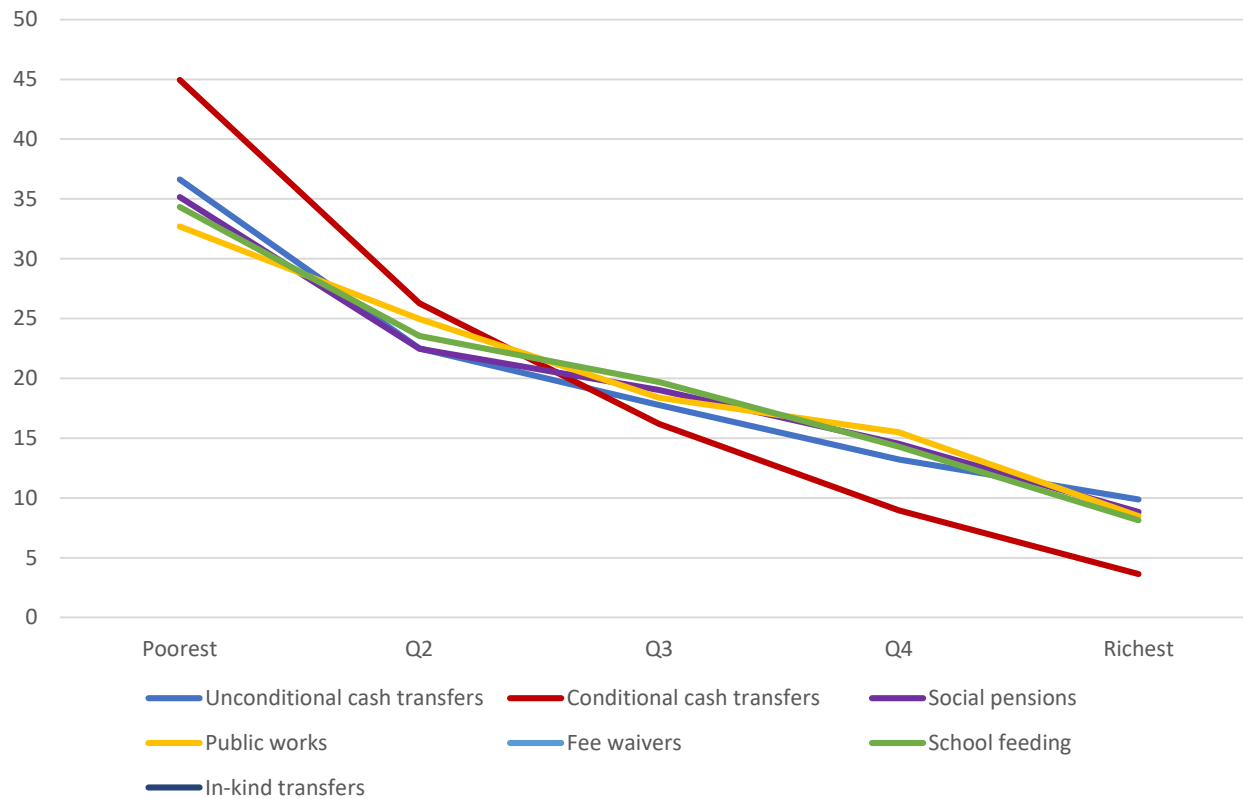
Administrative cost as share of total program cost



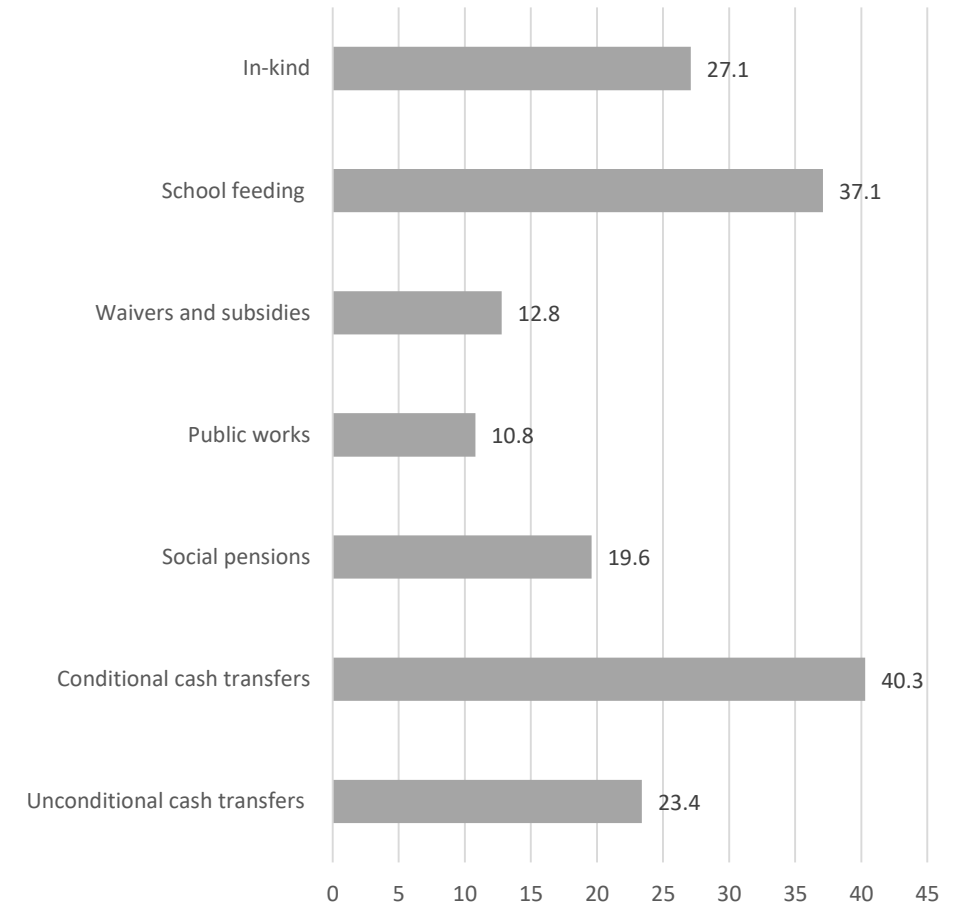
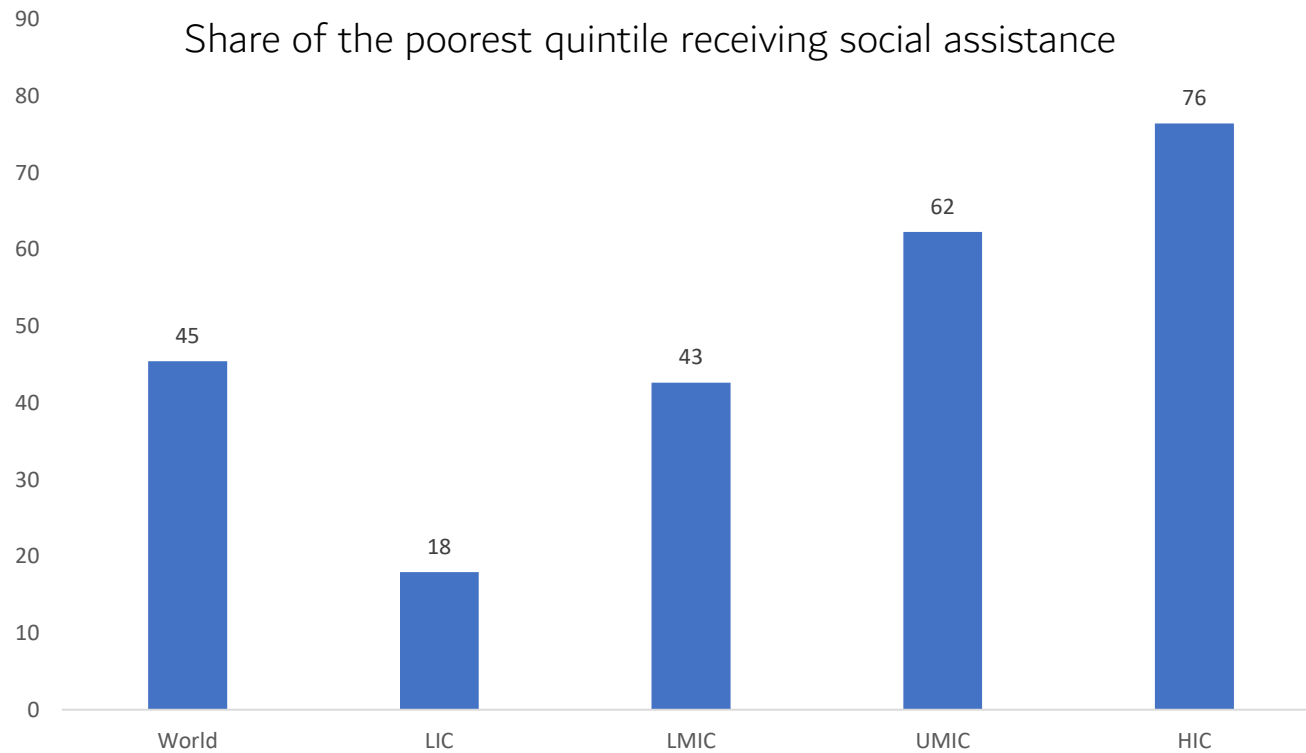
Structure of Administrative Cost



Progressive incidence....



... but coverage is more mixed



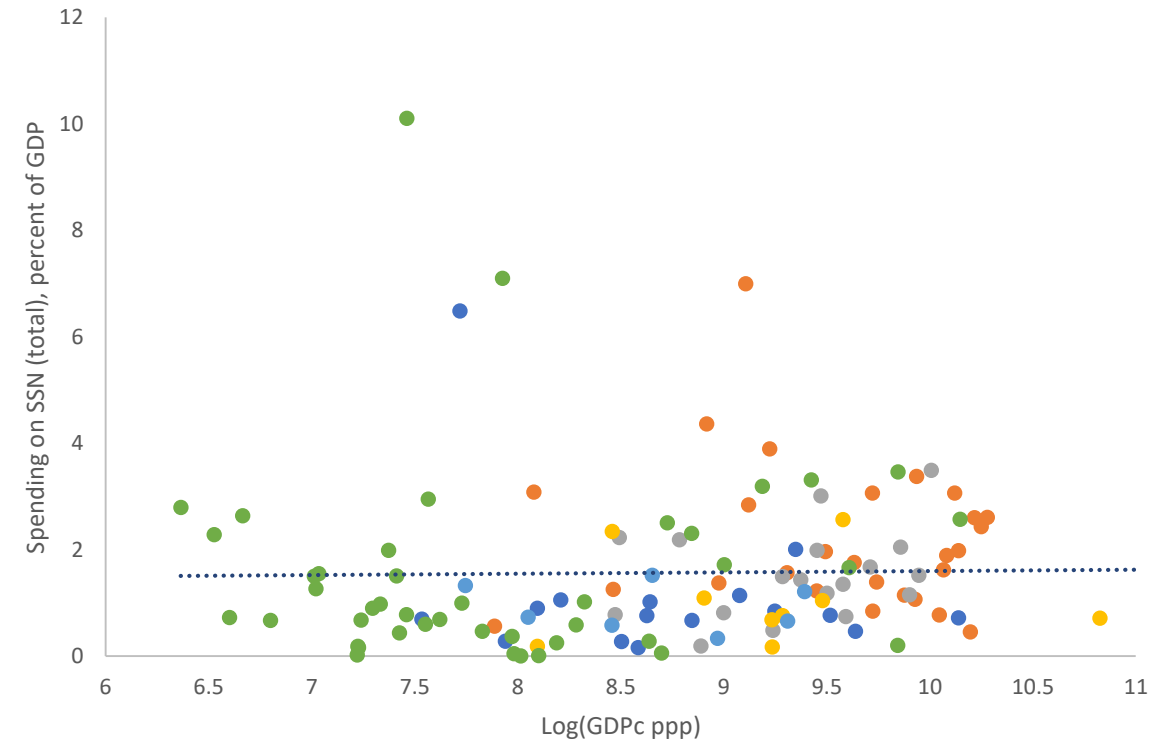
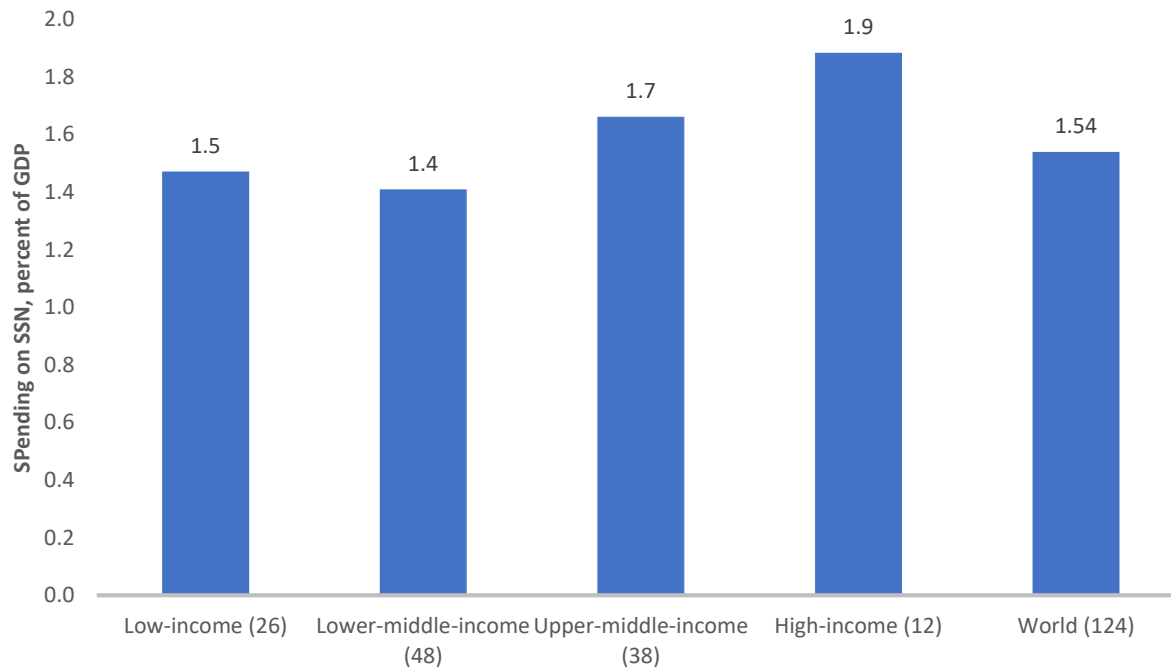
Source: ASPIRE database



Explaining undercoverage

Factor	Barrier
Funding	<ul style="list-style-type: none"> • Lack of funding
Awareness of the program	<ul style="list-style-type: none"> • Information • Stigma
Costs of participation	<ul style="list-style-type: none"> • Monetary costs and time • Physical barriers
Eligibility determination	<ul style="list-style-type: none"> • Information to set up targeting criteria • Method-specific limitations • Data changes over time • Possible manipulation by administrators

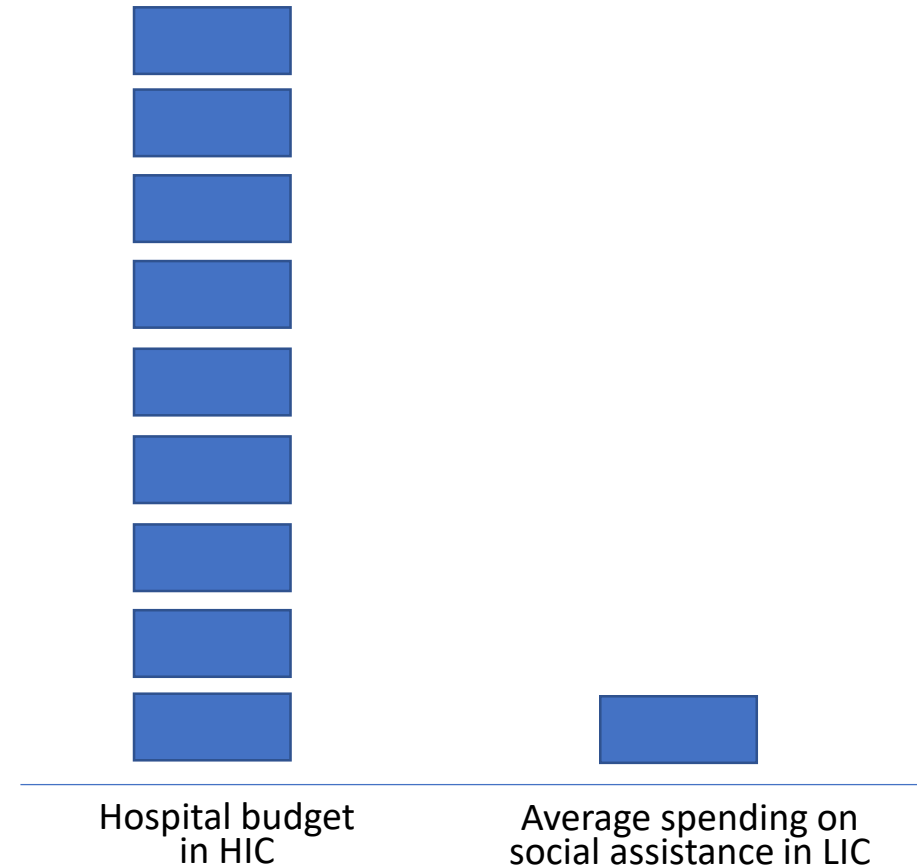
(Relative) level of spending...



- East Asia & Pacific
- Latin America & Caribbean
- South Asia
- Europe & Central Asia
- Middle East & North Africa
- Sub-Saharan Africa
- Linear (All Countries)

Source: ASPIRE database

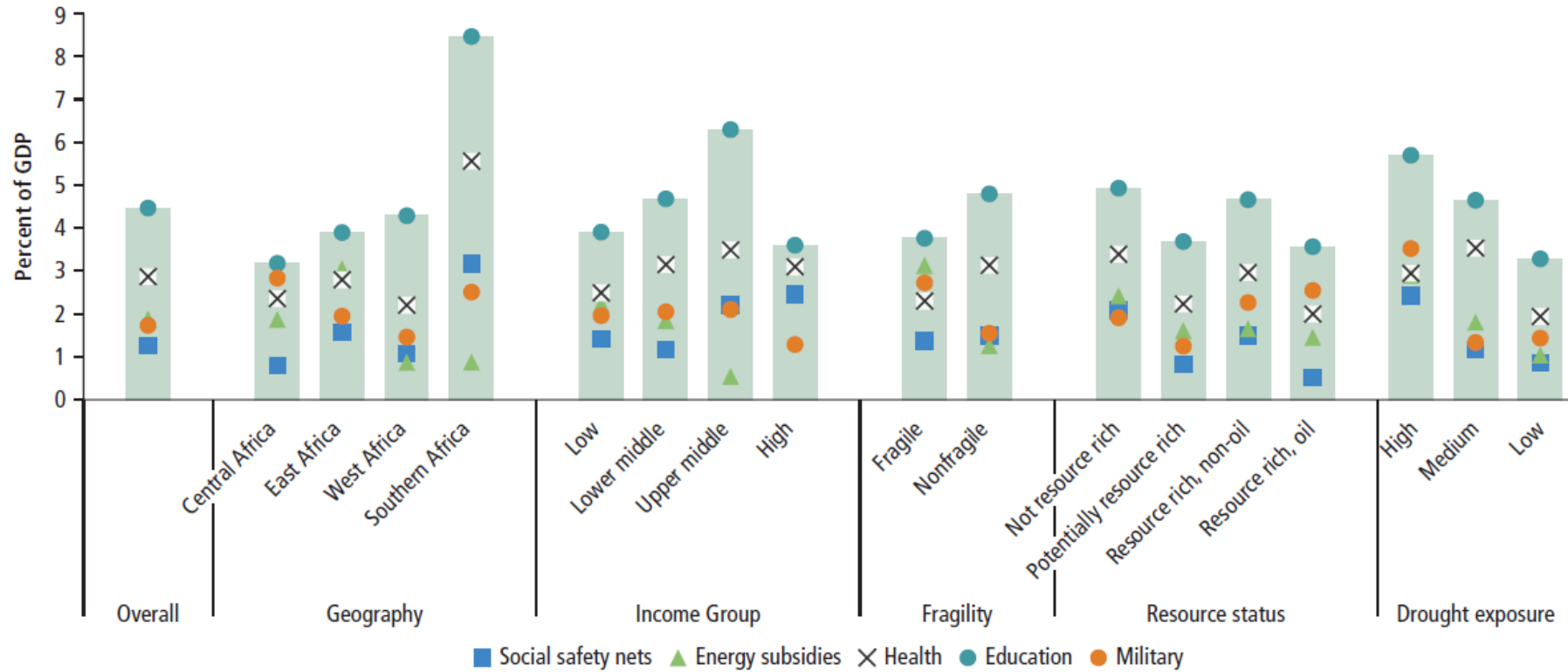
(Absolute) level of spending...



Factors affecting overall budget envelope

- Societal and political
 - Societal preferences and attitudes toward redistribution
 - History and path-dependence
 - Political cycles
 - Learning and policy transfers
- Hard-core financing
 - Financing options
 - Tax base (informal sector...)
- Institutions and delivery
 - Existing social protection configuration (other social protection schemes/social insurance)
 - Institutional framework
 - Administrative capabilities
 - Voice, transparency and accountability
- Competing sectoral priorities

Trade-offs and sectoral priorities



Source: Beegle et al (2018)

Trade-offs and sectoral priorities



- Policymakers face tough choices
- But equity-efficiency trade-offs may be much less pronounced than often assumed
 - Can an investment case for safety nets be made? Over what timeframe?
 - Can safety nets be framed within or in connection to other priority sectors?
 - What solid results exist and how to calibrate expectations?

1. Basic parameters

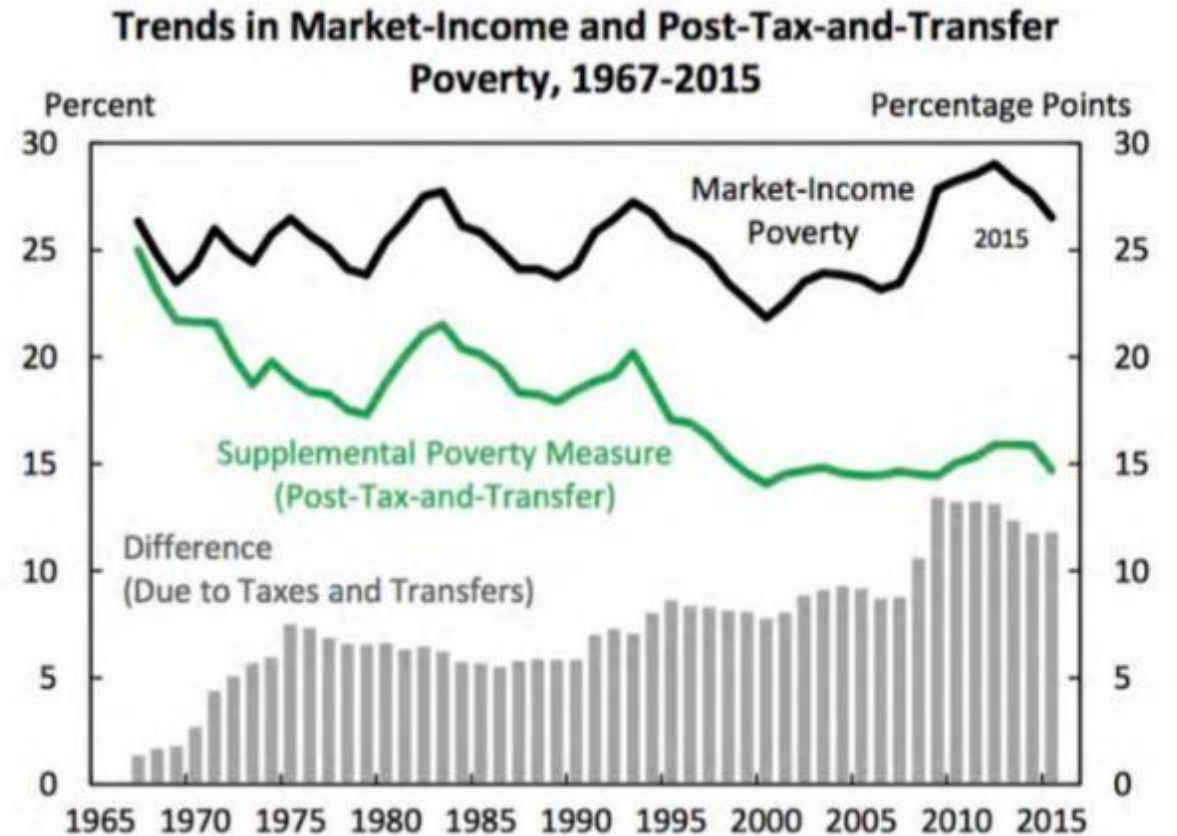
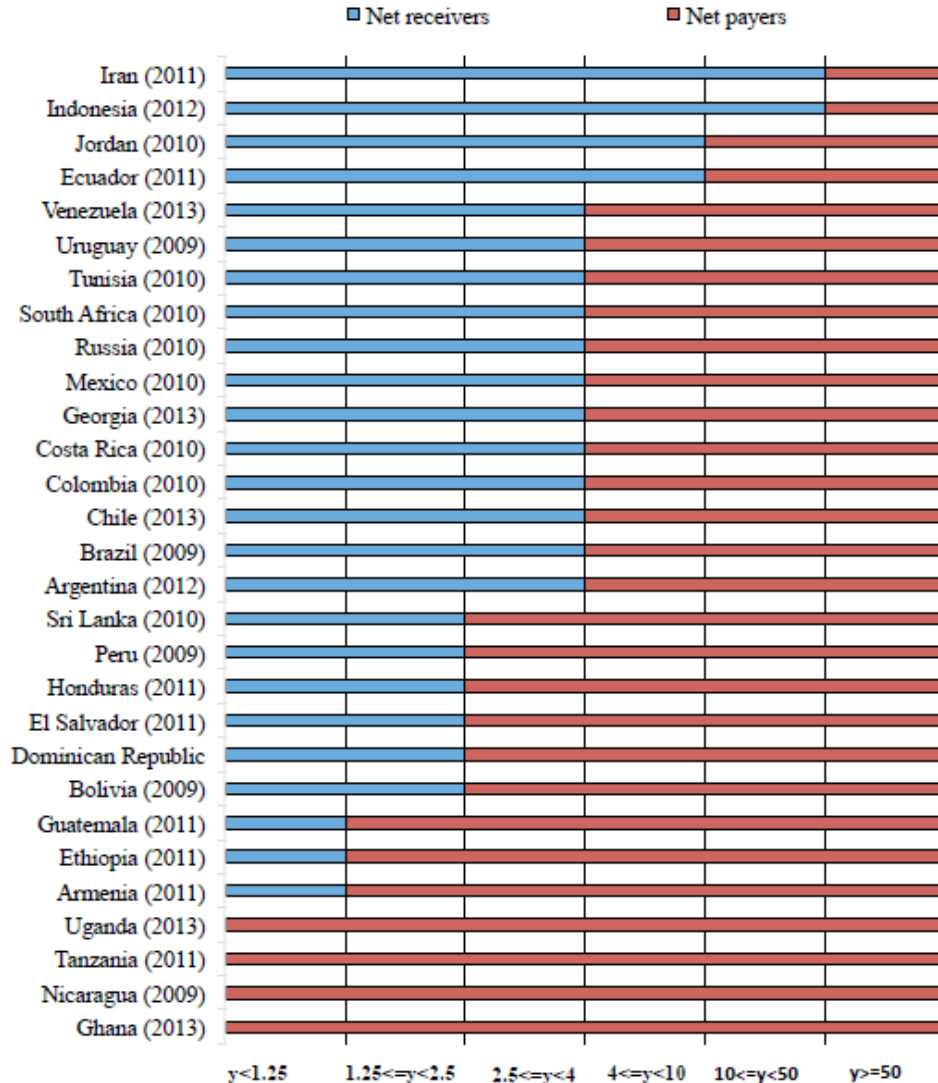
2. Select instruments

3. Do safety nets work? A glimpse at the evidence

4. Brief institutional and financing considerations

	Nonwork-based	Work-based
Benefit-based	<ul style="list-style-type: none"> - Age-based allowances (child grants, social pensions) - Poverty-targeted programs (guaranteed minimum income, CCTs, school feeding, UCTs, UBI) 	<ul style="list-style-type: none"> - Job Guarantee Programs - Temporary public works (- Wage subsidies)
Tax-based	<ul style="list-style-type: none"> - Negative income tax 	<ul style="list-style-type: none"> - Earned income tax credit

Why also considering the tax side?

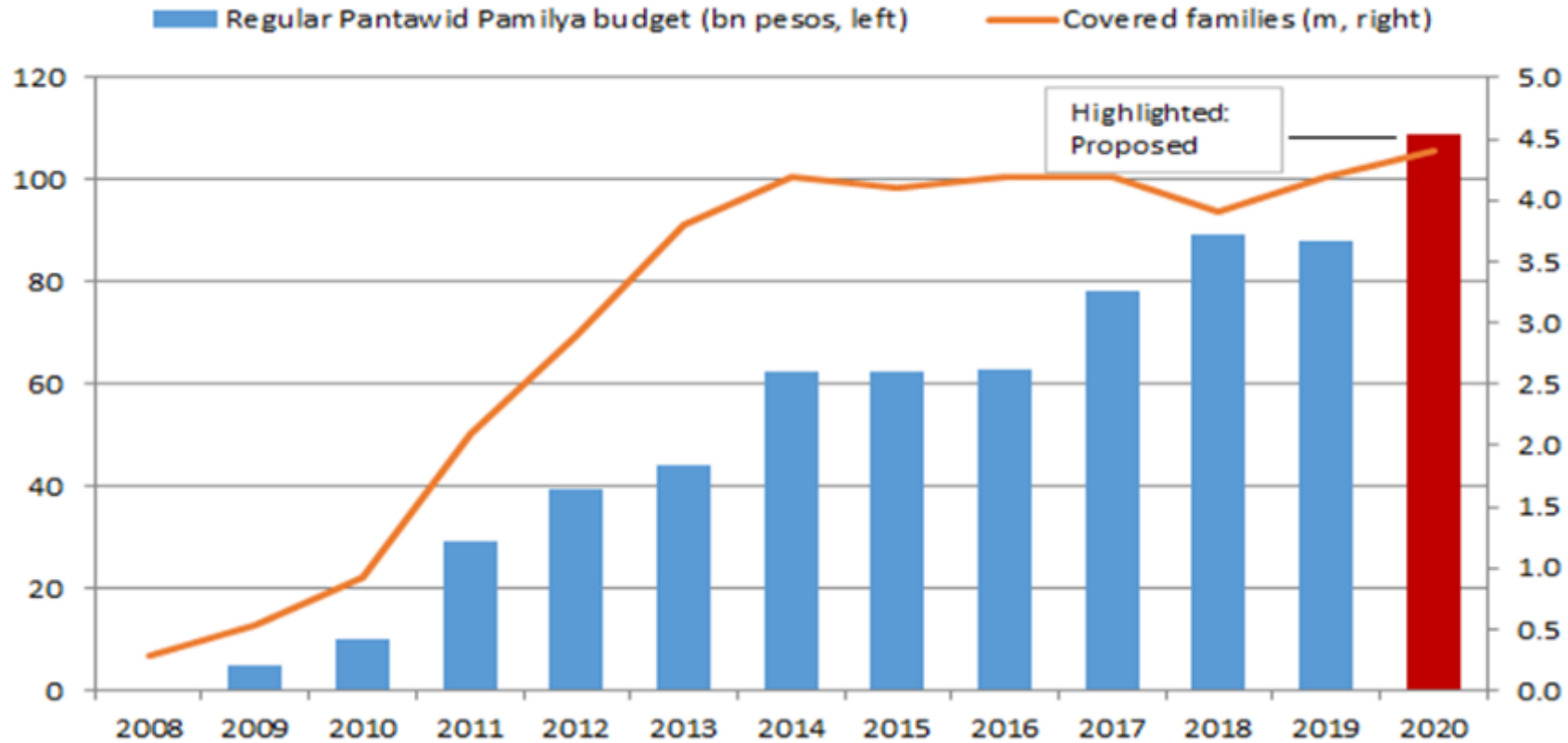


Benefit-based & no work: needs-based transfers conditional transfers

- Ties transfers to certain behaviors/coresponsibilities
- CCTs: 62 countries; some experience in HICs (e.g., US, France)
- What pros and cons?

Pros	Cons
<ul style="list-style-type: none">- Can be cost-effective in reducing monetary poverty- Deliberately build human capital- Can be politically popular (pending on redistribution preferences)	<ul style="list-style-type: none">- Requires observed/proxy to income- May generate transaction costs by beneficiaries- Sectoral coordination (demand and supply)- Excludes vulnerable/non-poor

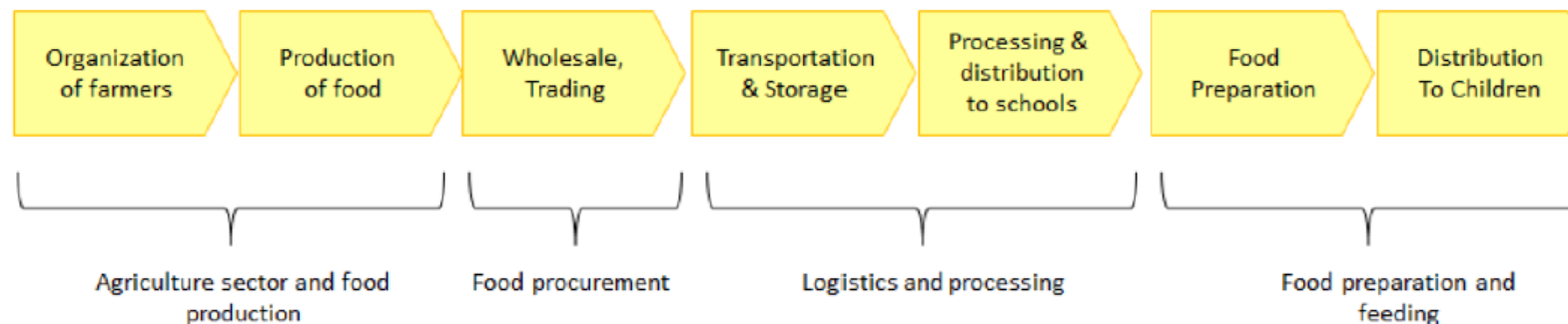
Pantawid in the Philippines



- Inclusion of the poorest provinces and pockets of poverty
- Targeting based on Listahanan I
- Massive expansion of geographical coverage
- Inclusion of indigenous people
- Eligibility expansion: children ages 0-14; 0-18
- Additional provision of 20k Yolanda victim families (crisis response and emergency cash transfer)
- More frequent monitoring
- Urban adaptation (MCCT)
- Pilot testing of Landbank Pre-paid card
- Food subs added
- Livelihoods (SLP)
- Listahanan II completed
- Listahanan III planning (16M HHs)
- churning analysis (losers and winners); exit & recertification strategies

... and an in-kind version: school feeding

- Onsite feeding and take-home rations
- Reaches nearly 305M children
- Ranges from fully-centralized model (e.g., Botswana) to integrated “farm to school” model (e.g., Cote d’Ivoire)



Benefit-based & no work: needs-based unconditional transfers

- Provides transfers in relation to a given poverty line and family size
- UCTs: 71 countries; GMIs widespread in ECA, OECD
- ... what are the pros and cons?

Pros	Cons
<ul style="list-style-type: none">- Can be cost-effective in reducing monetary poverty- Relatively rapid scalability- Can be politically popular (pending on redistribution preferences)	<ul style="list-style-type: none">- Requires observed/proxy to income- Can have work disincentives (pending on tapering)- May include transaction costs to beneficiaries- Generally small scale- Excludes vulnerable/non-poor

Greece' Social Solidarity Income

- **Guaranteed minimum income**

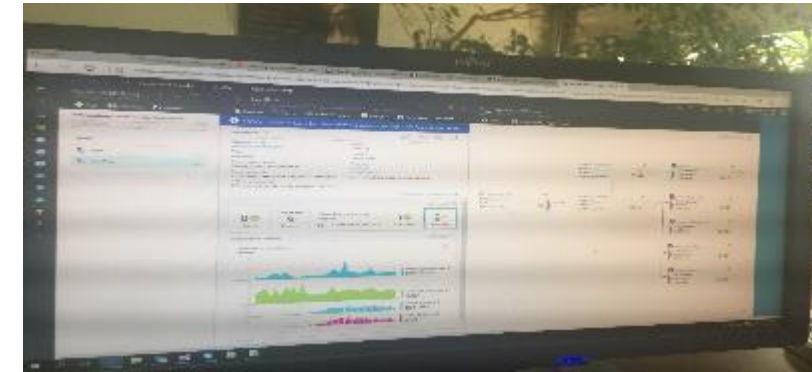
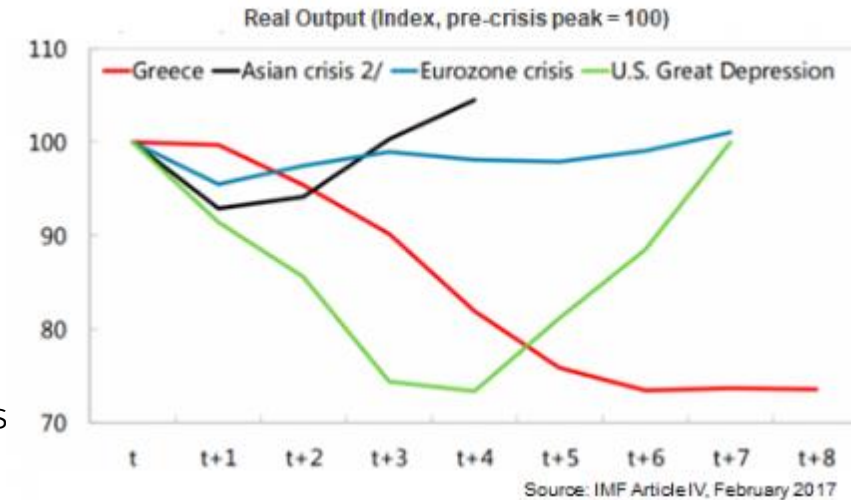
- Review of social assistance, followed by pilots in 2016
- 6 months in 13 municipalities, then up to 30, national on Feb '17

- **Design features**

- Coverage of 230,000 HHs (4% pop); costs around E600 million
- Means-testing of income and assets, biannual recertification, various income disregards
- Top-up benefit (threshold – income previous 6 months): E200/adult + E100/other adult + E50/child
- Online application system, links to social security and tax databases → immediate acceptance/rejection notification
- Online dashboard providing real-time monitoring/feedback of transactions
- Links to activation process and public works scheme (Kinofelis)

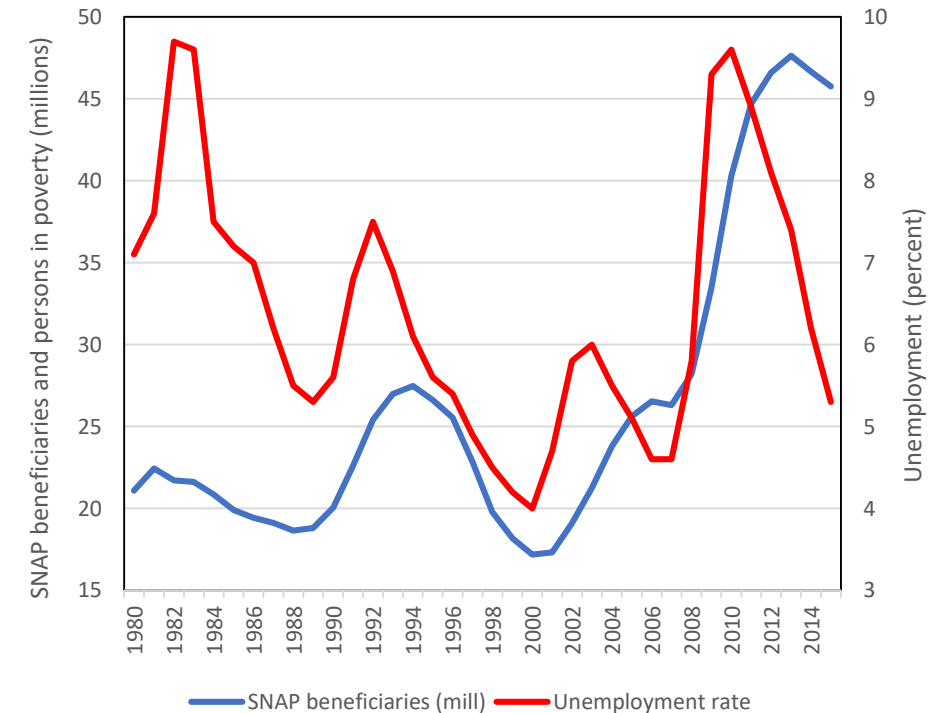
- **Preliminary results**

- Progressive incidence (57% from poorest decile; 80% live in poverty)
- Transfers represent 73% of income of poorest decile, 56% among the poor
- Low coverage/'take-up', due to awareness/communication (43% of HHs in poorest decile applied)



... and a GMI in-kind: SNAP

- **Central element of the national safety net**
 - Evolved from price subsidy in economic crises to food e-vouchers
 - Covers 46M people (1:7 Americans); 1:2 children lives in a family that used SNAP at some point in life
- **Features**
 - Means testing, 85% of eligible beneficiaries participate in a typical month
 - Highly countercyclical
 - 2/3 of beneficiaries exit within 2 years, almost half re-entered within 1 year
 - Monthly transfer of \$148 - \$563 (pending on HHs size)
 - Costs ~0.5% of GPD; admin cost: 8%
- **State-level adaptations (links to activation, disasters, nutrition)**



Benefit-based & no work: child grants and social pensions

- Support certain categories of people identified via age (or disability, orphanhood, etc.).
- A possible extension is universal basic income
- Child grants: 21; social pensions: 101

Pros	Cons
<ul style="list-style-type: none">- Simplicity and transparency- Doesn't require data collection and verification other than age- Eliminates possibly contentious needs-based eligibility metrics- Possible political appeal	<ul style="list-style-type: none">- Exclude those that don't meet age criteria, even if in need (depends on how age correlates with poverty)- Can be expensive pending on demographics

Child grants in Southern Africa

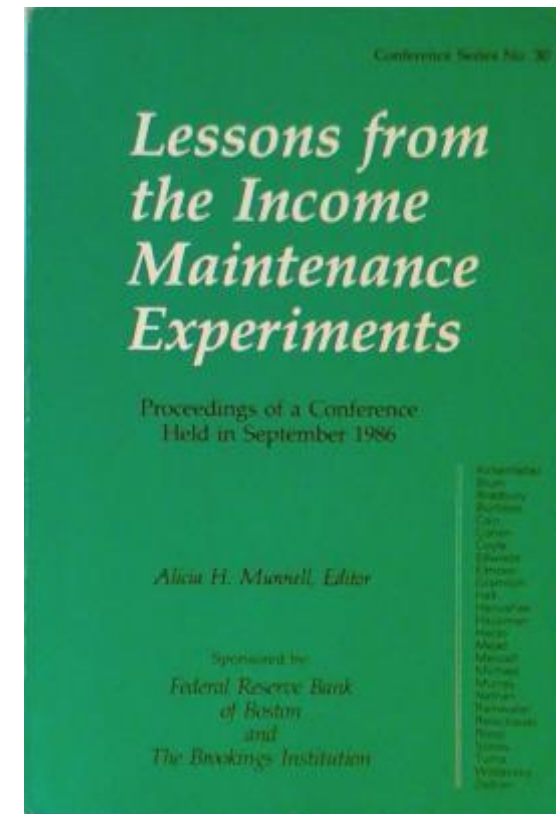
	Target group	Program	Financing
Child Grant Program Lesotho	0-18 years	UCT Cash “plus”	Increasing central government funding with support from European Commission and UNICEF
Early Childhood Grant Mozambique	0-2 years	UCT (pilot) Cash “plus”	Central government funding with support from UNICEF
Child Development Grant Program Nigeria	Pregnant women; mothers with children 0-2 years	UCT (pilot) Cash “plus”	Pilot funded by DFID, implemented by Save the Children and Action Against Hunger
Child Support Grant South Africa	Incremental increase to 0-18 years	UCT	Central government funding through taxation
Child Grant Program Zambia	0-5 years	UCT	Increasing central government funding with support of development partners (DFID, GTZ, CARE)

Source: Rawlings and Schwirck Willenborg (2019)

Tax-based & no work: negative income tax

- NIT: similar to GMI, but via tax system and likely of higher coverage
- Almost no country experience (pilots, Malta)

Pros	Cons
<ul style="list-style-type: none"> - De-facto combines tax and benefits systems - Incentivizes formalization 	<ul style="list-style-type: none"> - Requires functioning tax system - Paid annually - Informal workers excluded - Separation from other services



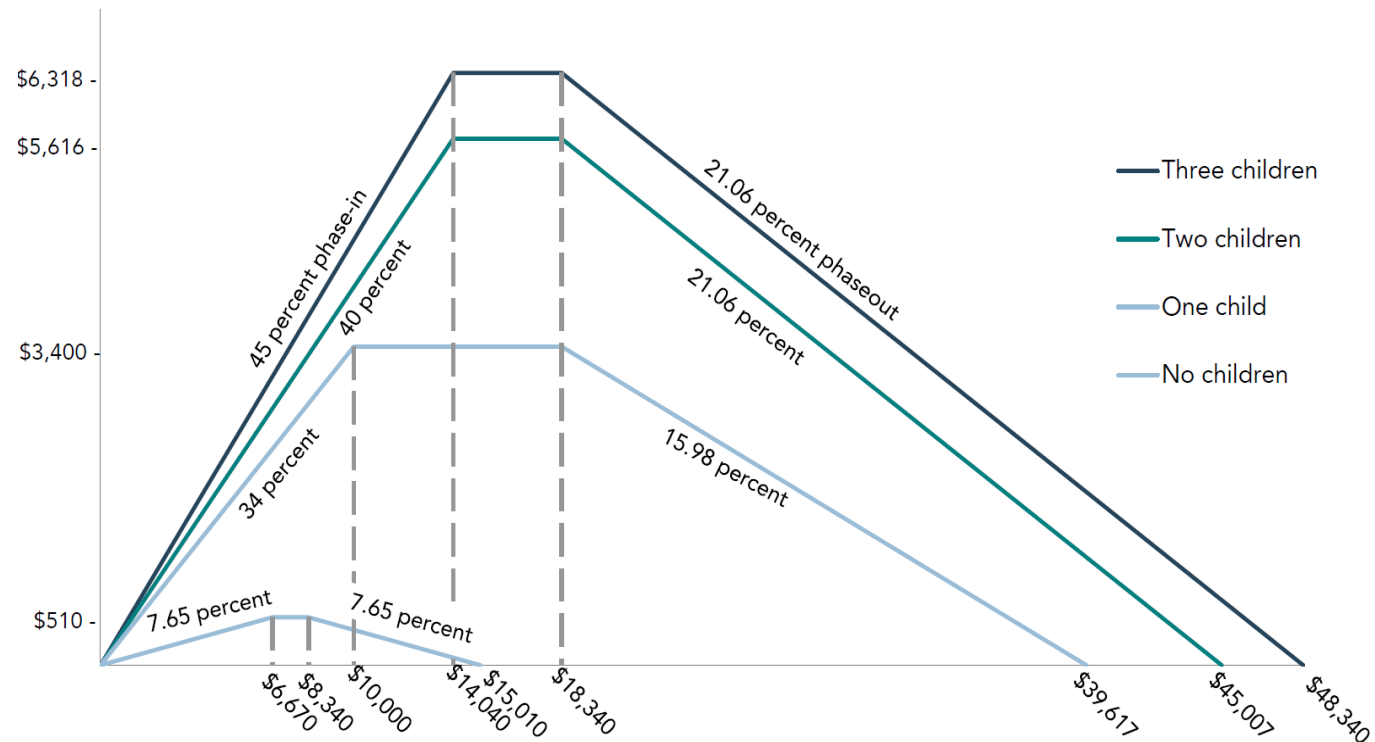
Tax-based & work: earned income tax credit

- Provides tax-credits proportionate to the amount of time worked
- Incentivizes more work among low-income people in formal-sector jobs
- 7 countries

Pros	Cons
<ul style="list-style-type: none">- De-facto combines tax and benefits systems- Incentivizes work	<ul style="list-style-type: none">- Requires functioning tax system- Paid annually- Informal workers excluded- Separation from other social services

EITC in the United States

- **Generally designed for the ‘working poor’**
 - In US, \$1 of wage earned by a EITC-eligible worker is increased by \$0.08-0.4 (to a maximum of \$500-6,100) pending on # of children
- **Employment effects**
 - Increased employment rates of single mothers between 2-10 percentage points
 - More mixed work intensity, or hours of work
- **Other experiences in Ireland, Australia and UK**



Benefit-based & work: public works



- Engage beneficiaries in temporary work-related activities
- 1 scheme can be designed in (at least) 5 ways/different objectives
- 79 countries

Pros	Cons
<ul style="list-style-type: none">- Rapid scalability- Politically popular ('job creation')- Various benefits associated with work- Assets/services	<ul style="list-style-type: none">- Little connection to private sector jobs- Compete with other livelihood activities- Administratively demanding- Cost (pending on design)- Trade-offs in objectives (income, employment and assets)- May exclude children, elderly, etc.

Latvia's Workplace with Stipend program

- **Eligibility: registered unemployed (with no unemployment benefits)**
 - Self-targeting (first come/served; 80% of min wage, ~\$200)
 - High demand: waitlist x2 available openings
- **Labor-intensive works (labor cost >60% in 63% of projects)**
 - Generated ~190,000 temporary jobs; limited duration: min 2 weeks, max 6 months/year
 - Public space cleaning (roadsides, parks, ponds, etc.) and service at social centers (soup kitchens, elderly homes, orphanages)
 - Rapid scale-up: from 16,000 jobs (Dec '09) to 186,000 (Jan '10)
- **Results**
 - 96% of beneficiaries in the bottom 40% of income distribution
 - Participants earned 37% more than comparable non-participants
 - They were 5-7% less likely to reduce food consumption, cut medical visits or buy medicines, reduce electricity, and cancel phone service



Benefit-based & work: jobs guarantee programs

- Provides jobs at the minimum wage to anyone willing to work
- No country, but some proxies (India, US New Deal)

Pros	Cons
<ul style="list-style-type: none">- Empowering (eliminates 'fear' of unemployment)- Can provide adequate wages- Generate assets and services- Possible learning on the job	<ul style="list-style-type: none">- Massive administrative complexity- Possible dead-end, low-quality jobs- Unclear how to deal with bad workers or employers- May exclude children/elderly/disabled

NREGA in India

- **Form of guaranteed employment (state as employer of last resort)**
 - Devised for chronic demand-side deficits in rural labor markets; based on extensive PWs experience from the 1970s
 - Provides 100/days of work/year (allowance if not provided within 15 days, same for wage payment)
- **Features**
 - Labor-intensive works (wage costs = 67%), cost 0.3% GDP
 - Delivery with biometric cards: leakages (-41%), employment (+13%) and poverty (-17%)
 - 25% of rural HHs employed (mostly women, 55%); in one state coverage > 60%
 - Presence of 'rationing' (56% of applicants work) due to admin and corruption
- **Significant second-round effects**
 - Increased wages in the private sector, with effects on rural workers more widely
 - Decreased likelihood of migration (8-11 percentage points)
 - Gender effects (psychological benefits, ↓ depression symptoms due to economic security and independence)
 - Effects on marginalized groups, in some states lean-season poverty cut by half for scheduled-caste and tribe HHs
 - Revived institutions of local democracy, such as Gram Panchayats (village councils) and Gram Sabhas (village assemblies)



Benefit-based & work: wage subsidies

- Sort of “public works” within existing private-sector firms (state covers for wage costs)
- Avoid lay-offs, providing work experience (often for youth), insurance against uncertain productivity
- 23 countries

Pros	Cons
<ul style="list-style-type: none"> - Keeps labor market attachment - Provides direct work experience - Learning on the job and training 	<ul style="list-style-type: none"> - Possible deadweight, substitution, displacement - Complex admin (balancing generosity-conditions, monitoring of compliance)

Various experiences...

- **Germany**
 - For youth <25 years, 2 modalities: a subsidy covering 40% for 2 years or 60% for 1 year
 - Strict non-dismissal conditions. Evidence shows positive results 3 years after completion
- **UK (New Deal for Young People)**
 - Youth aged 18 to 24 unemployed for at least 6 months, + 4-month job-search program
 - Flat-rate hiring subsidy over a 26-week period (40% initial wage); employers were obliged to offer at least 1 day of *training/week*
- **South Africa**
 - RCT pilot for unemployed youth (20-24 years). *Transferable voucher* across firms, to be claimed over a minimum of 6 months for 1/2 the wage or 833 rands
 - Simulations show decrease in long-term unemployed youth by 12 percentage points
 - In 2013, wage subsidy nationwide (up to 2 years) for low- to middle-level wage earners aged 18-29





1. Basic parameters
2. Select instruments
- 3. Do safety nets work? A glimpse at the evidence**
4. Brief institutional and financing considerations

Performance depends on...

- Various factors
 - Profile on beneficiaries
 - Context (e.g., implementation capabilities; crisis)
 - Program design (e.g, amount provided, duration, frequency, etc.)
 - ... design vs implementation
 - ... implementation vs objectives
 - How programs are combined
- An explosion of evidence
 - 10,623 studies published over 2000-16
 - Now up to ~20/month
 - Systematic reviews have up to 201 studies....
 - Systematic reviews of systematic reviews! (54)
- Overall direction of evidence...



Select dimensions of evidence

Poverty lens

- Expenditures
- Poverty (income)

Human capital lens

- Health
- Nutrition
- Food security
- Education
- Learning

Jobs lens

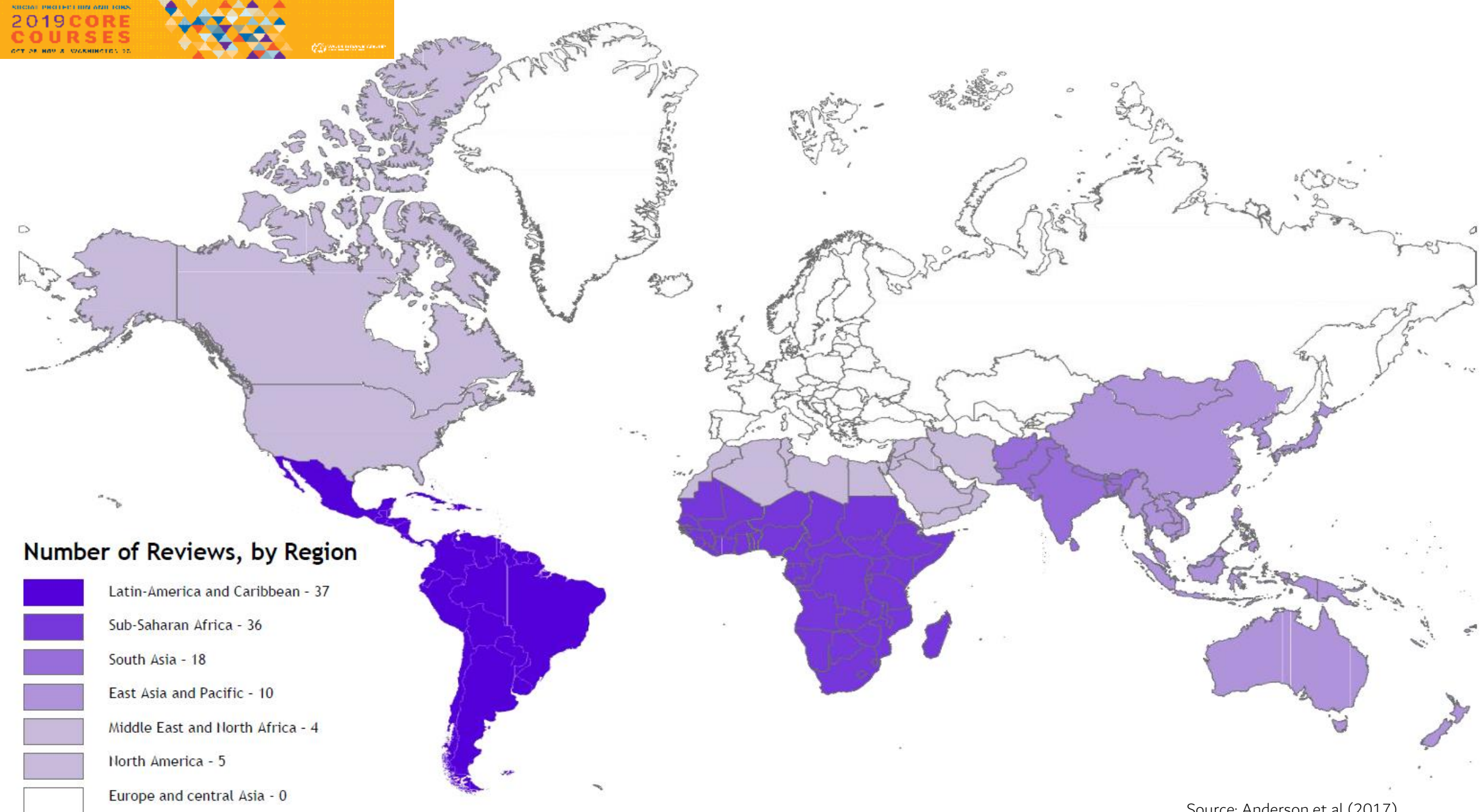
- Investment and entrepreneurship
- Local multipliers
- Employment
- Migration

Resilience lens

- Time, modality, cost scale-up

Other measures of wellbeing

- Subjective wellbeing, social cohesion and participation
- Empowerment



Source: Anderson et al (2017)



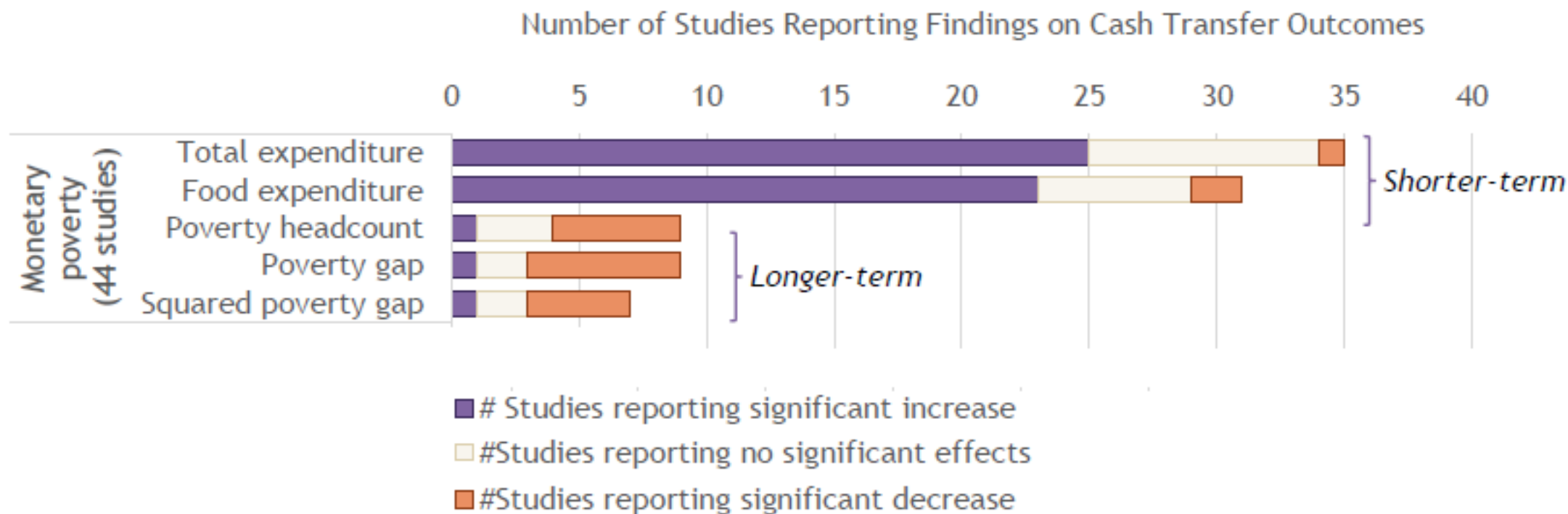
What is money spent on?

DISTRIBUTION OF ESTIMATES OF THE IMPACT OF CASH TRANSFERS ON TEMPTATION GOODS (%)

	Negative and Significant	Negative (or 0) and Insignificant	Positive and Insignificant	Positive and Significant	Total
All estimates	24	60	12	4	100
Only total expenditure estimates	17	59	17	7	100
All estimates—RCTs only	4	83	13	0	100
Only total expenditure estimates—RCTs only	0	82	18	0	100

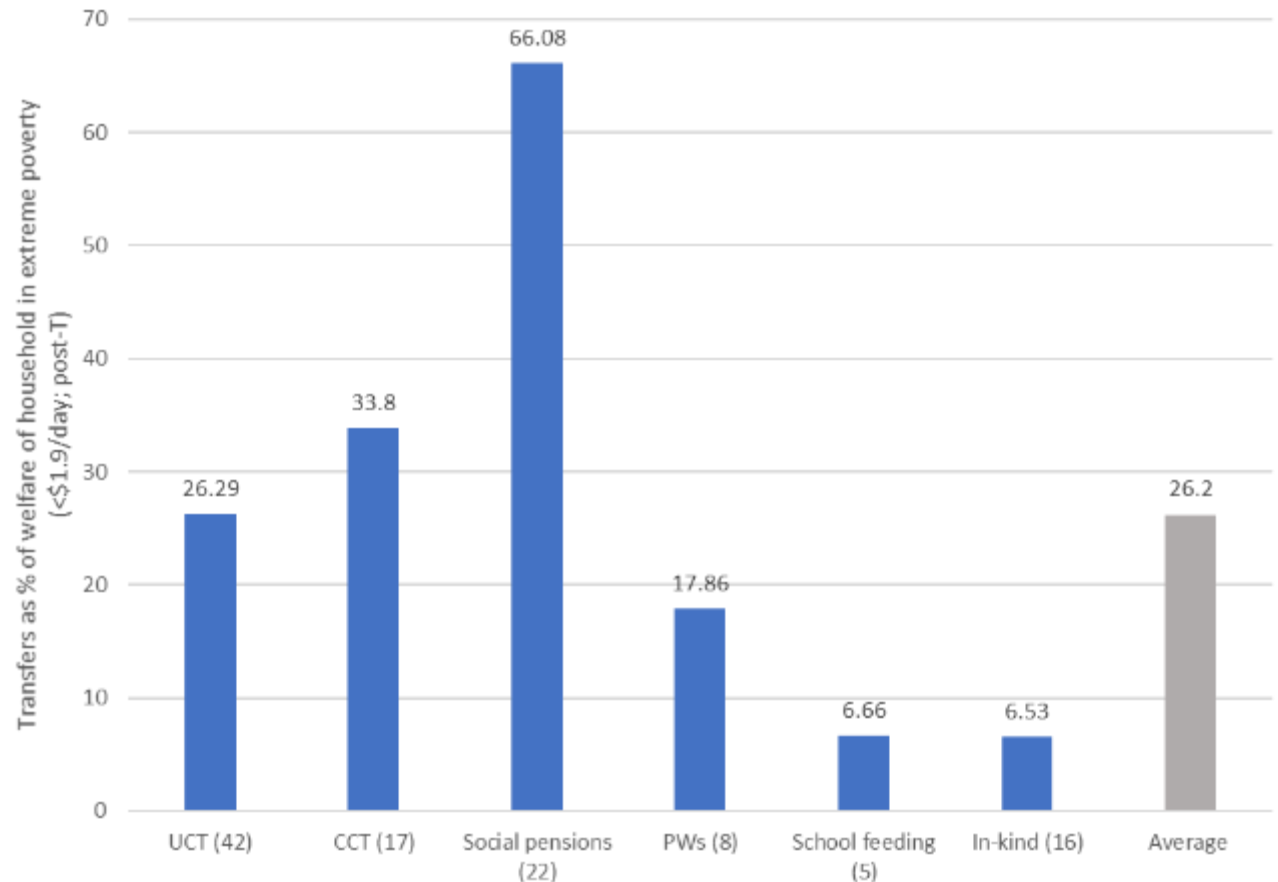
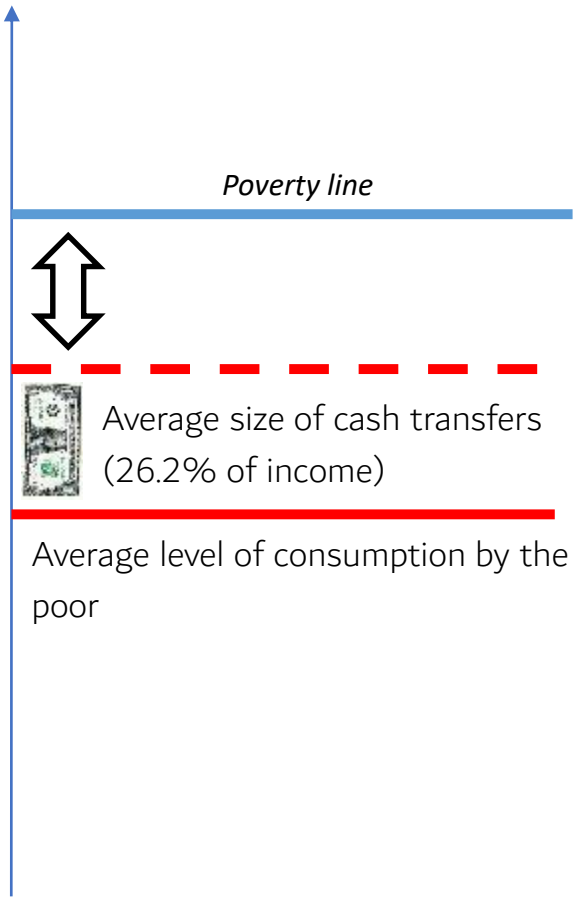
Source: Evans and Popova (2016)

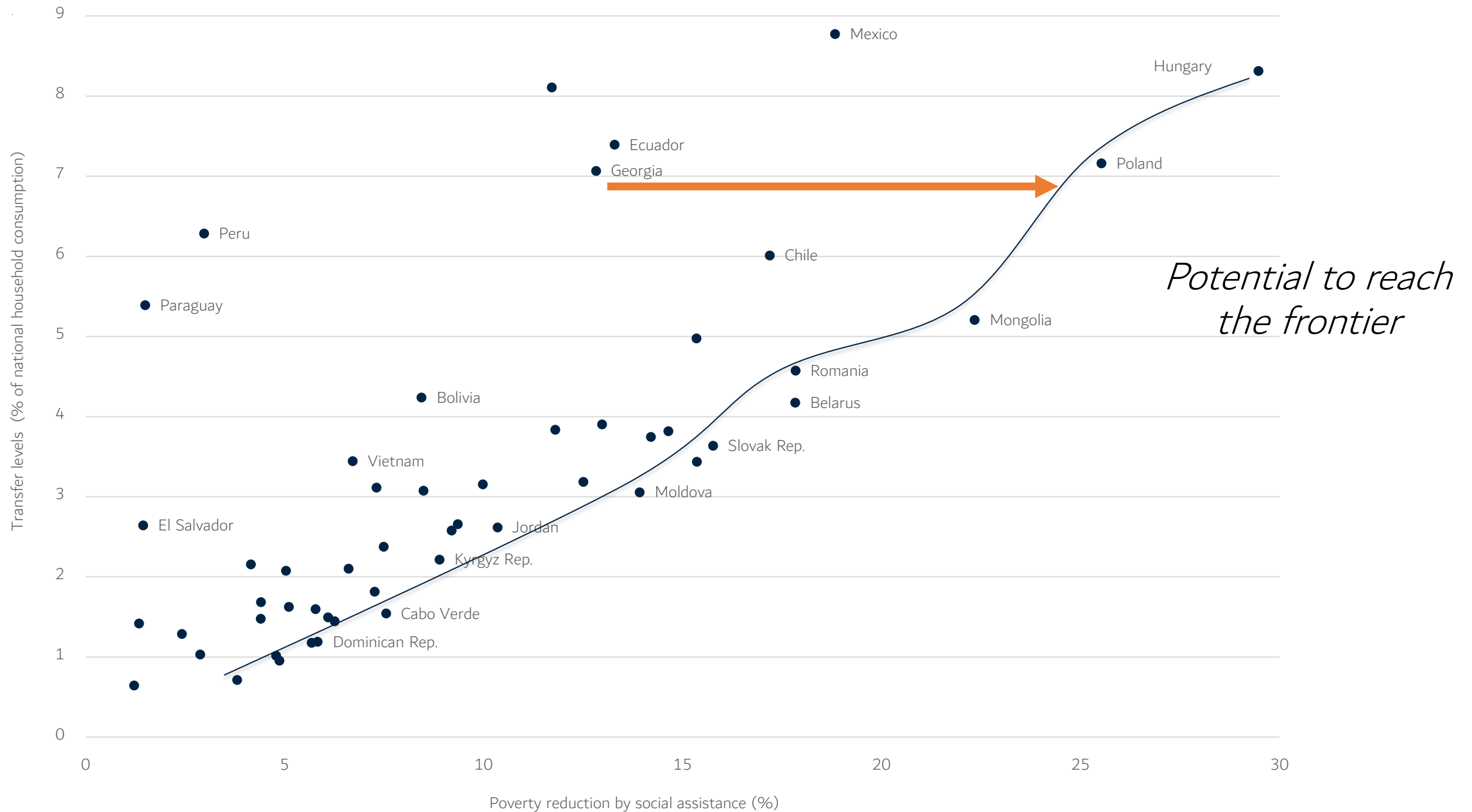
Poverty (income)



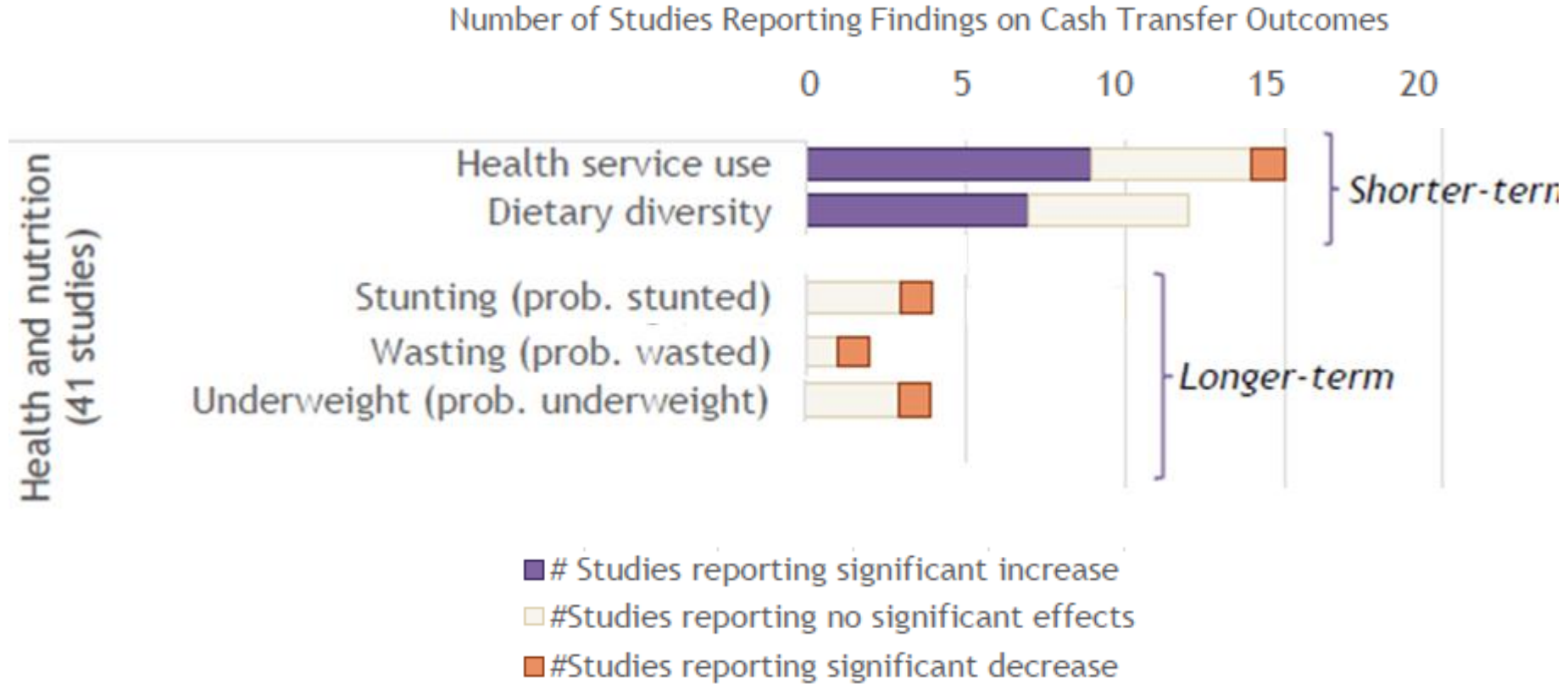
Poverty (income)

Level of income or consumption of the poor





Health and nutrition

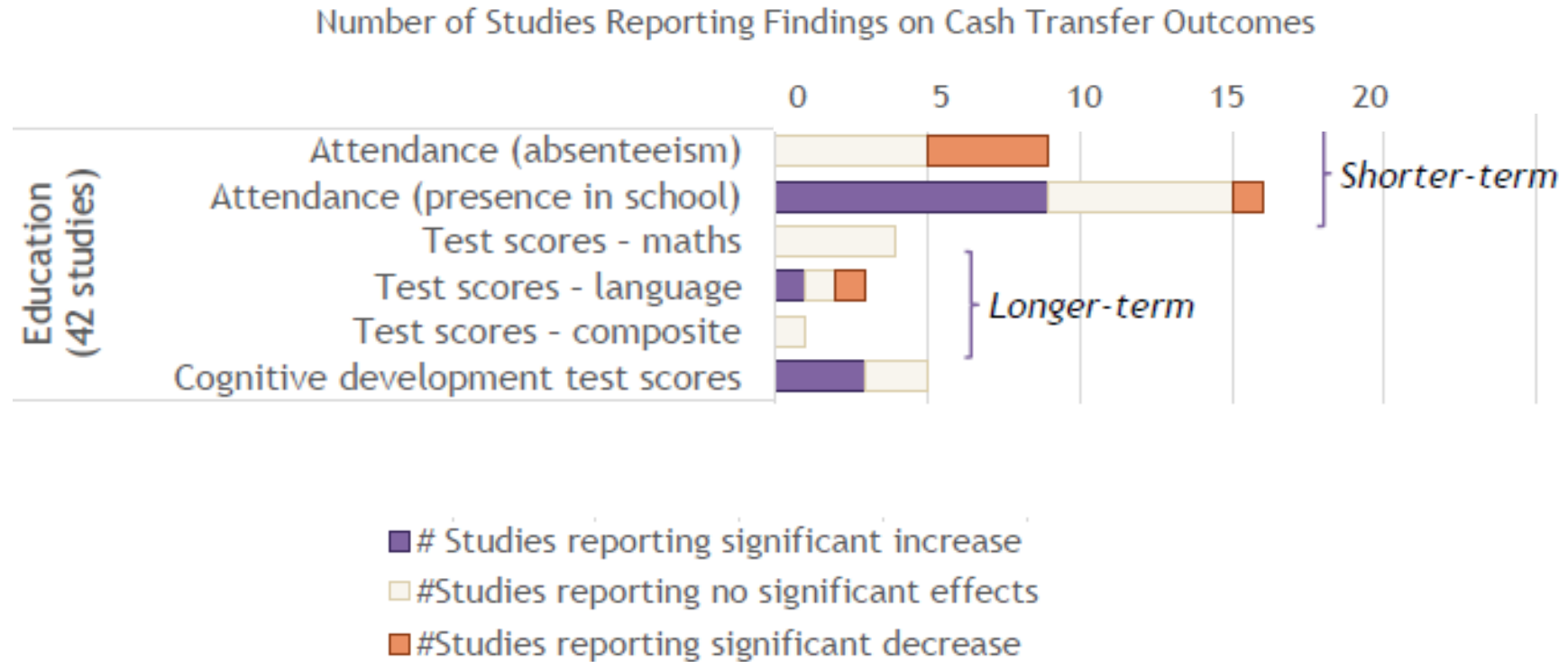


A quick digression on food security

- 23/25 studies show at least one statistically significant effect on food expenditures, food consumption, nutrients availability, kcal, dietary diversity (Bastagli et al 2018; de Walque et al 2017; Alderman 2016)

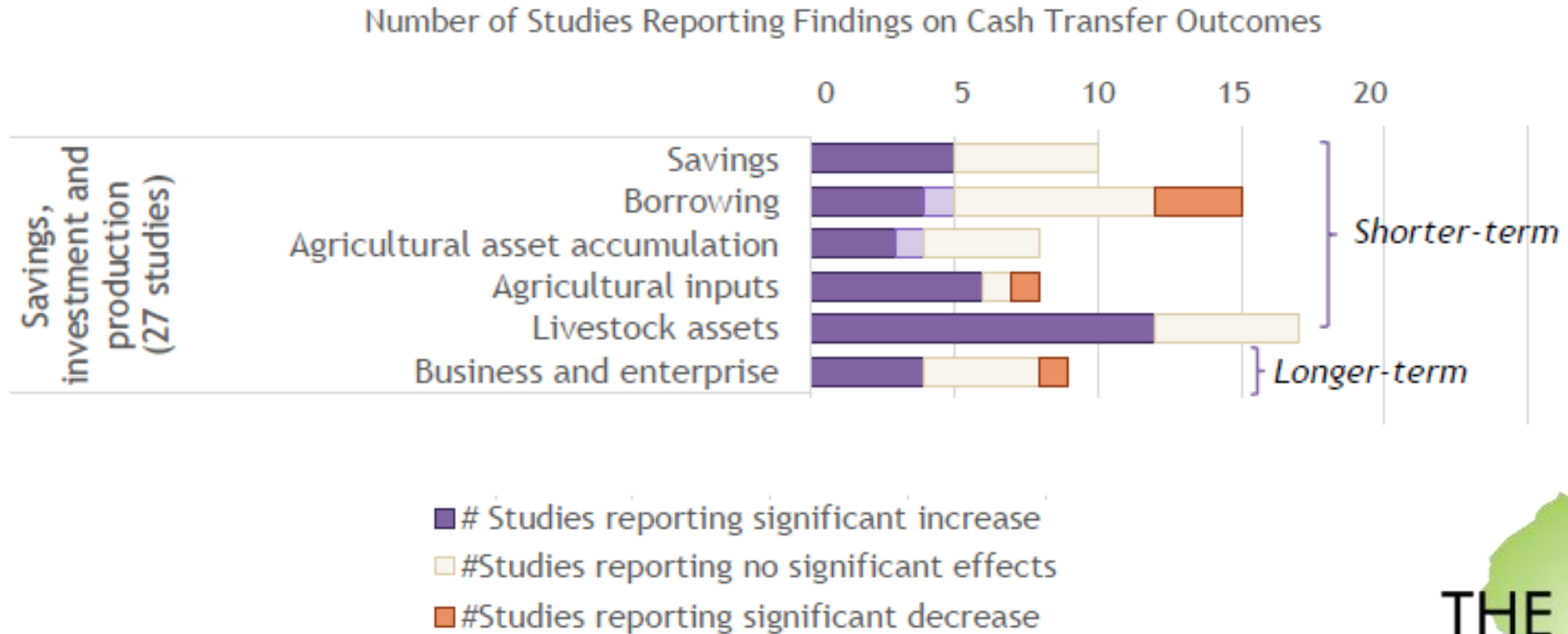
	<i>Transfers Provided</i>	<i>Food Consumption</i>	<i>Calorie Intake</i>	<i>Food Gap</i>	<i>Dietary Diversity</i>
Bangladesh	Cash, food	Cash	Cash	–	–
Cambodia	Cash, food	Cash	–	–	Food
Congo, Rep.	Cash, vouchers	Vouchers	–	–	Cash
Ecuador	Cash, food, vouchers	Food	Food	–	Vouchers
Ethiopia	Cash, food			Food	
Malawi	Cash, food, cash + food	–	–	–	Cash
Mexico	Cash, food	Cash	Food	–	–
Niger*	Cash, food	–	–	–	Food
Niger**	Cash, food, cash + food	–	–	–	–
Sri Lanka	Cash, food	Cash	Cash	–	–
Uganda	Cash, food	–	–	Cash	–
Yemen, Rep.	Cash, food	Cash	Food	–	Cash

Education and learning

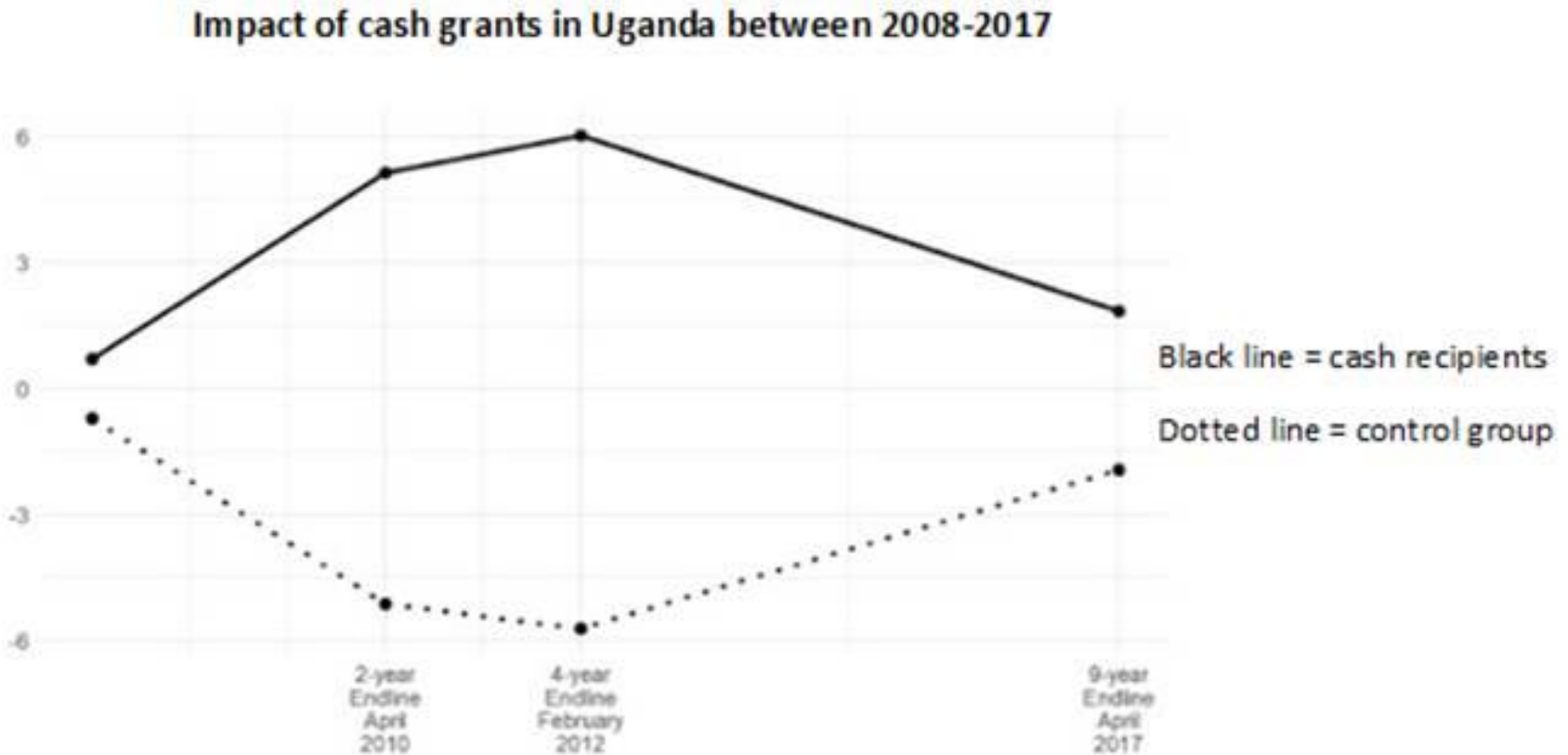


- increased enrolment odds by 36%
- attendance odds by 59%

Investment and entrepreneurship



Investment and entrepreneurship

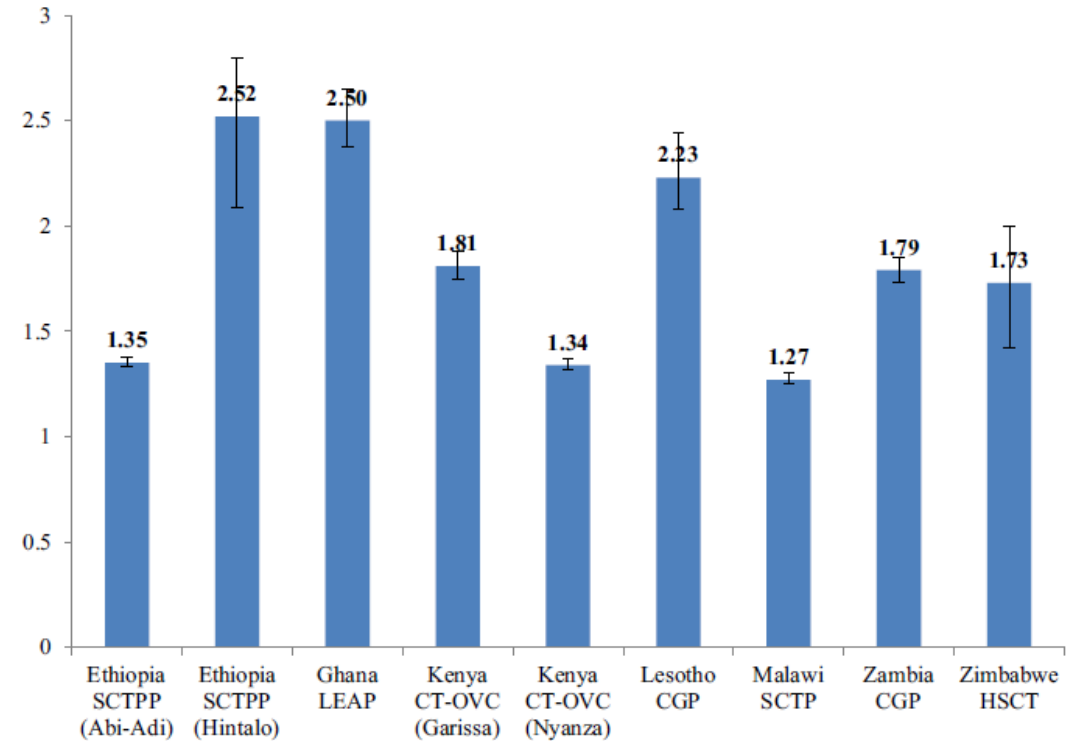


Residuals from regression predicting net earnings over time, disaggregated by treatment status

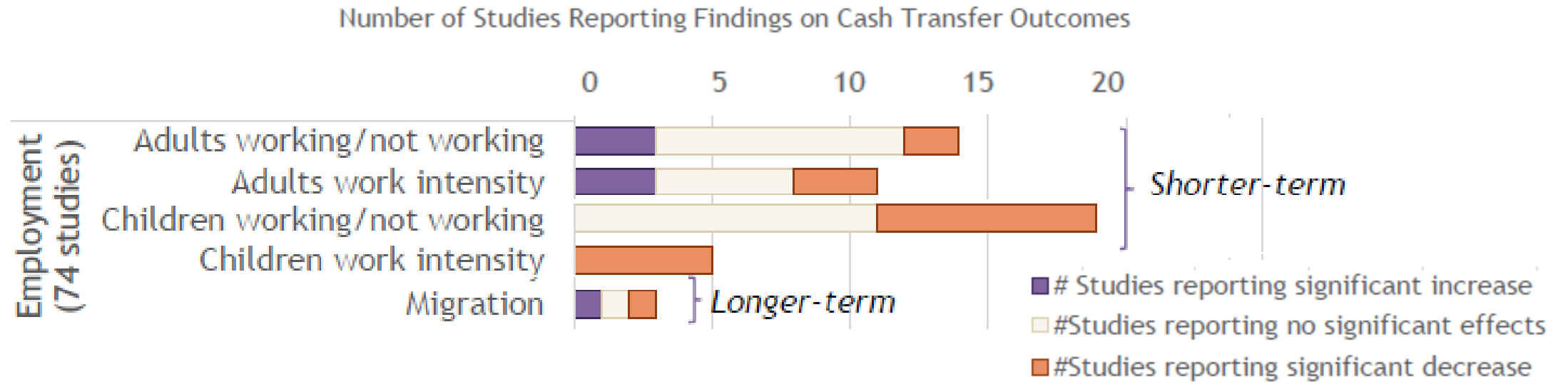
Source: Blattman et al. (2018)

Local multipliers

- In Africa, multipliers from the investment of **1.27-2.52** (Handa et al 2018)
- In US, SNAP multiplier of **1.79** (261,000 stores) (Oliveira et al 2017)
- Lebanon: \$345M used in 416 shops created nearly **1,300** jobs, for an overall expected generation of \$517M (WFP 2014)
- EU: average spending of 1.07% of GDP had multiplier of **0.85** in 2 years; created **330,000** jobs (Eichhorst et al 2010)



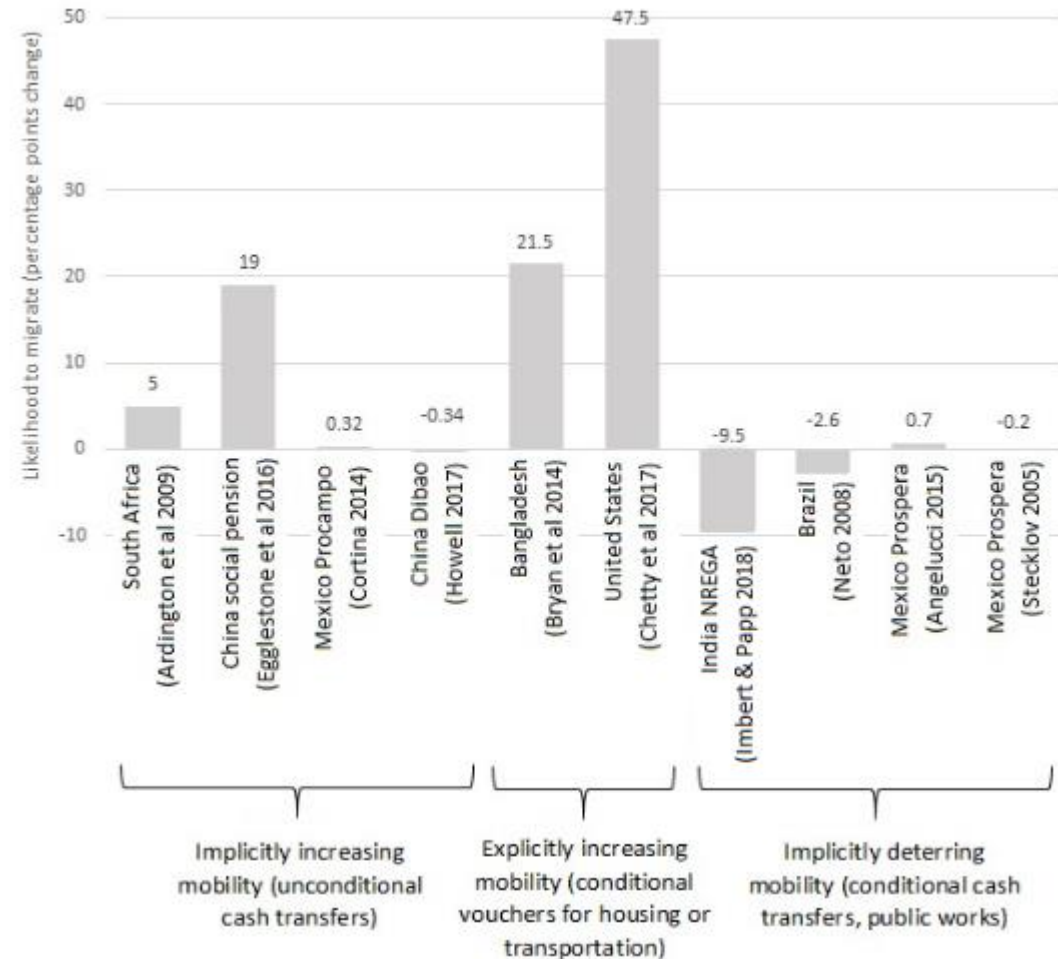
Employment



- 10 subdimensions...
- Non-significant effects is a relevant finding...
- Where significant, income effect has limited impact
- Price effect: in theory, it can be significant (e.g. MTR). However, limited/no evidence of work disincentive effect
- Shifts from wage to self-employment
- Helping to tackle barriers to paid work (e.g., PSNP ensures equal participation of women in various community level committees, maternity leave, flexible-work arrangement, and equal pay; Burkina Faso child care on worksites)

A quick detour on migration

- Impacts on migration depends on objectives and design:
 - social assistance that **implicitly deters** migration centering on place-based programs: likelihood of moving declined between 0.22-11 percentage points (public works; CCTs);
 - social assistance that **implicitly facilitates** migration by relaxing liquidity constraints and reducing transaction costs: probability to move increased by 0.32-25 percentage points (UCTs);
 - social assistance that is **explicitly promotes** mobility: probability to move soared by 20-55 percentage points (vouchers; some cash transfer)



Resilience

- Automatic stabilizer and discretionary spending in economic crises in higher-income contexts
 - Timing: immediately activated (e.g., US, Denmark) vs requiring decision-making time lag (7-11 months)
 - Temporary, but often institutionalized later by filling systemic gaps
- Combination of leveraging existing schemes and introducing new ones
 - Existing: increased generosity (Mexico), coverage (Brazil), design tweaks (Philippines)
 - New: Greece, Latvia, Italy
- Safety nets (early action) reduce the need for emergency assistance
 - Saving \$2.3 – \$3.3 worth of relief aid for every \$1 of cash transfers invested (Cabot-Venton 2018)
 - But spending on humanitarian aid can dwarf safety nets (e.g., Congo, Lebanon)
 - Innovations in Kenya (HSNP) and Ethiopia (PSNP)...

Subjective wellbeing, social cohesion and participation

- Psychosocial well-being and economic security
 - Poverty-induced **stress** (cortisol levels and self-reported stress); depression symptoms, economic security and independence, motivations to engage in substance abuse (Tsaneva and Balakrishnan 2019)
- Crime:
 - In the US, a 10% increase in the EITC (or in the minimum wage) **reduces suicides** between 3.6 and 5.5% (Dow et al 2019)
 - In Florida, banning convicted drug felons from SNAP food stamps makes them more likely to **return to jail** (Tuttle 2019)
 - Extending the argument to some type of public works: street lights in parts of NYC reduced **night outdoor crimes** by 36% (Chalfin et al 2019)
- Political participation
 - US/EBCN increased children's **voting propensity** in adulthood among those raised in initially poorer families (Akee et al 2018)
- Social cohesion/engagement
 - **Sharing, informal networks, community activities** (Handa and Davis 2019)

Subjective wellbeing, social cohesion and participation

	Zambia	Kenya	Malawi	Ghana	Lesotho	Ethiopia	Zimbabwe
Negative risk coping			---	--	---		
Pay off debt	+++		NS	+++	NS		NS
Borrowing	---	NS	NS	---	NS	++	NS
Purchase on credit	NS		---	NS	NS		+
Savings	+++	+++		+++	NS		
Give informal transfers			NS	+++	+++	NS	NS
Receive informal transfers			NS	NS	+++	NS	++
Remittances			NS	NS	---		

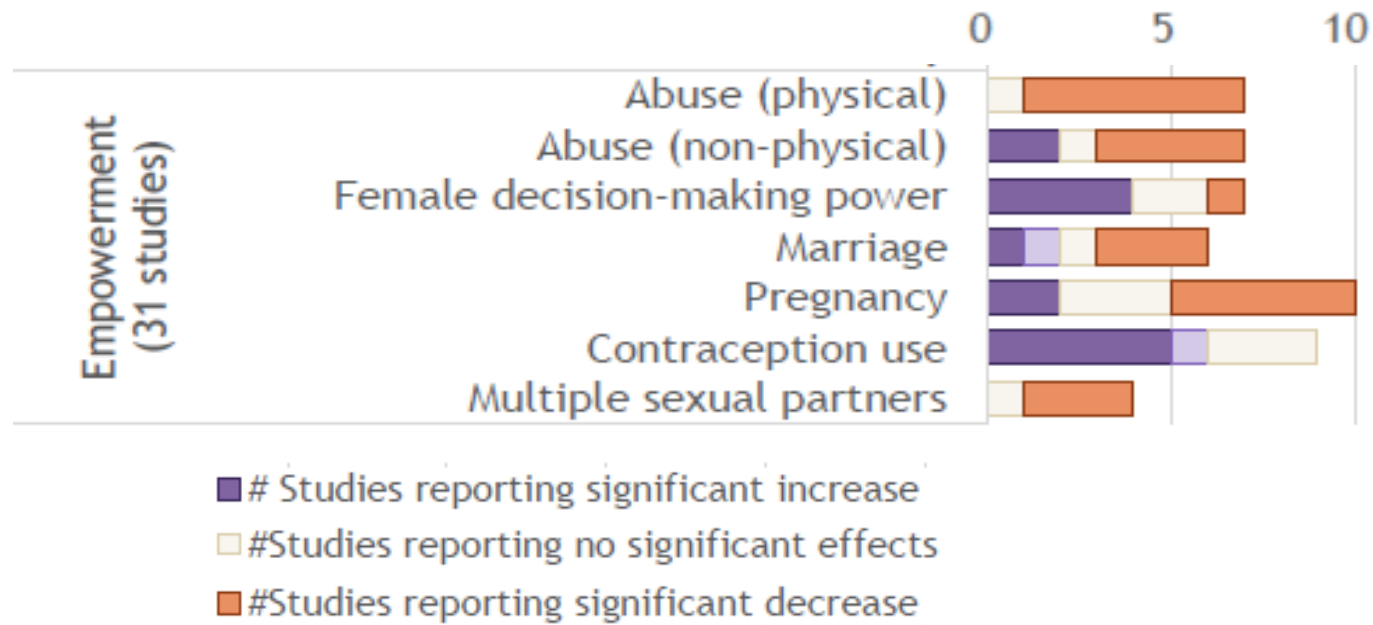
- Reduction in negative risk coping strategies
- Increase in savings, paying off debt and credit worthiness—risk aversion
- Some instances of crowding out

- Strengthened social networks**
- In all countries, re-engagement with social networks of reciprocity—informal safety net
 - Allow households to participate, to “mingle” again

Source: Handa and Davis (2019)

Empowerment

Number of Studies Reporting Findings on Cash Transfer Outcomes



Role of design beyond “targeting women”...

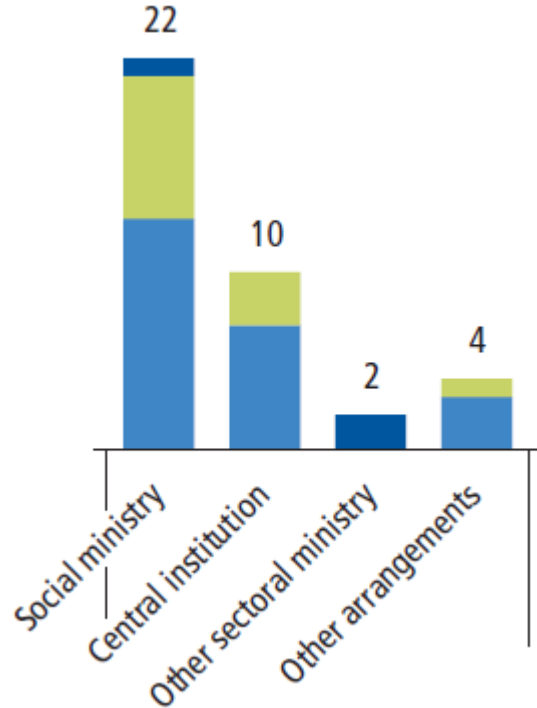
- Framing and communicating objective
- Complementary activities
 - Uganda, cash + training + couple therapy → no increased marital control (without it increased)
 - Burkina Faso: cash grants reduced emotional violence, but more so with family coaching
- Quality of accompanying measures matters
 - Parenting
 - In Bangladesh, cash and food transfers can help in IPV, but only when combined with accompanying activities (regional differences). By how much? Nearly 26% after 10 months from program completion
- Case management
 - In West Bank and Gaza social workers to help better identify and support the differentiated needs of project beneficiaries (44% are female-headed households)

Dimension	Strength of the evidence
“Wise” use of transfers	★★★★★
Poverty (income)	★★★★★
Health (service use/access)	★★★★
Nutrition (anthropometrics)	★★
Food security (dietary diversity)	★★★★★
Education (attendance/enrollment)	★★★★
Learning (test scores)	★★
Investment and entrepreneurship (long-term)	★★★
Local multipliers	★★★
Employment (incentive-compatibility)	★★★
Mobility and migration	★
Resilience (shock-responsiveness)	★★★
Subjective wellbeing, social cohesion and participation	★★
Empowerment (gender)	★★★

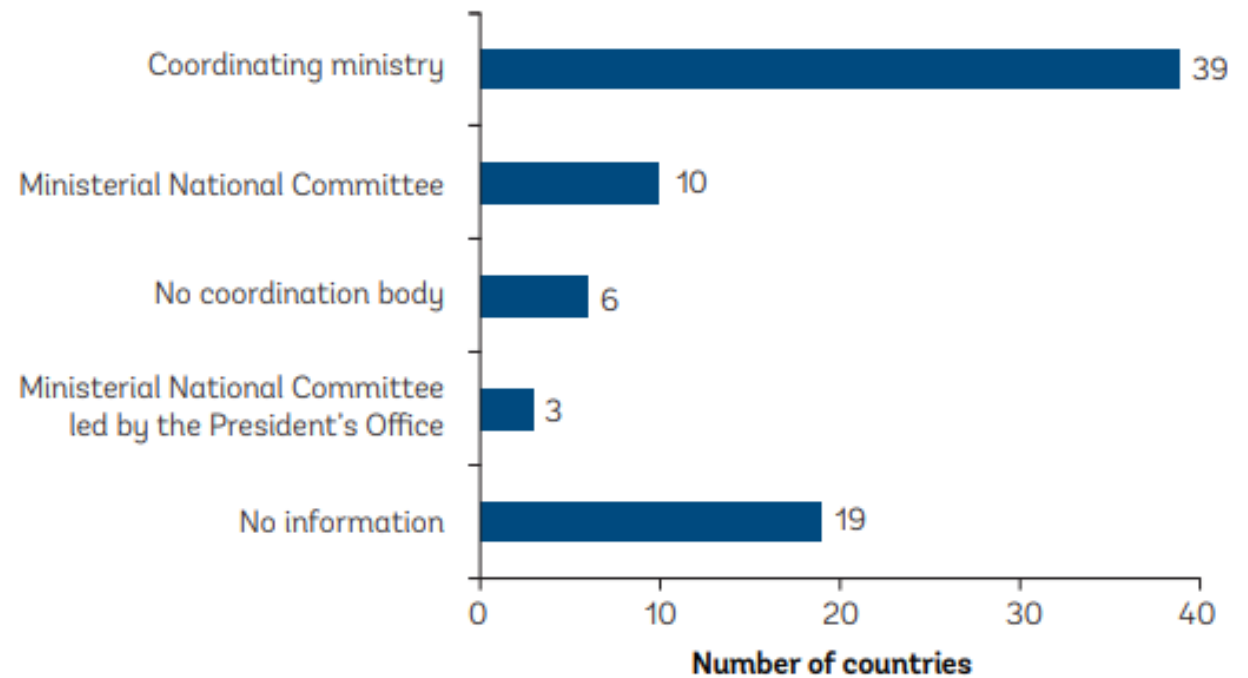
1. Basic parameters
2. Select instruments
3. Do safety nets work? A glimpse at the evidence
- 4. Brief institutional and financing considerations**

Different institutional arrangements...

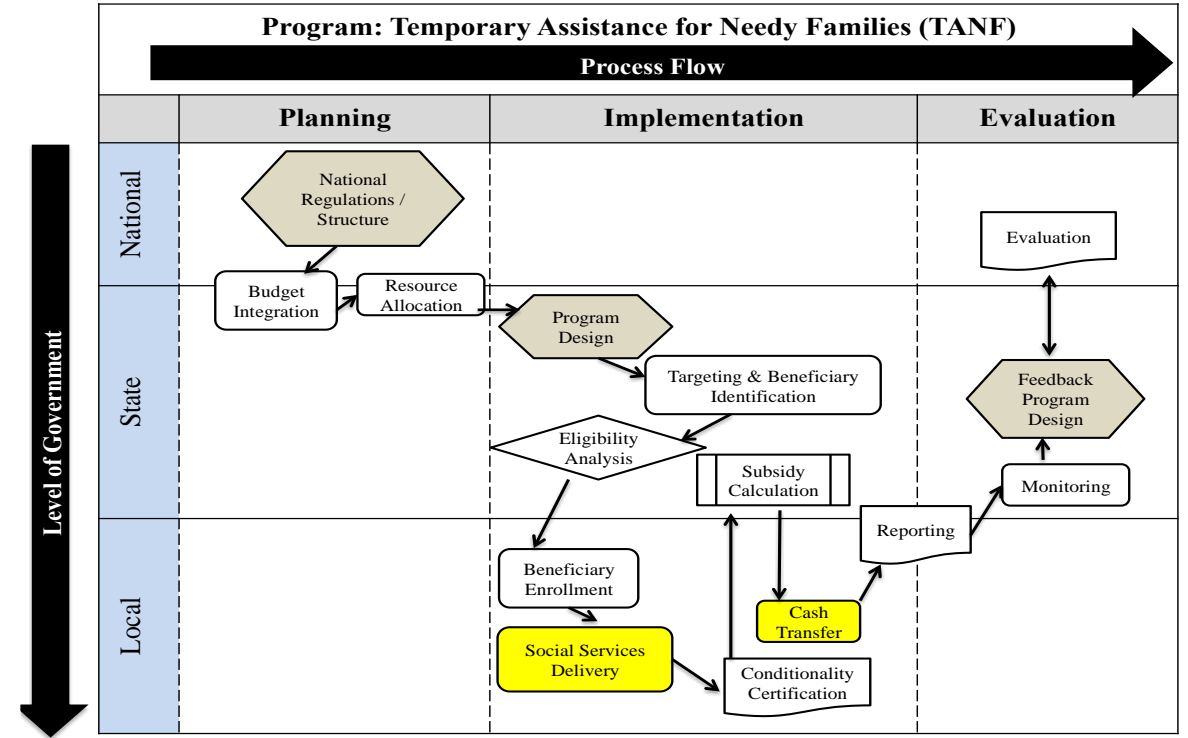
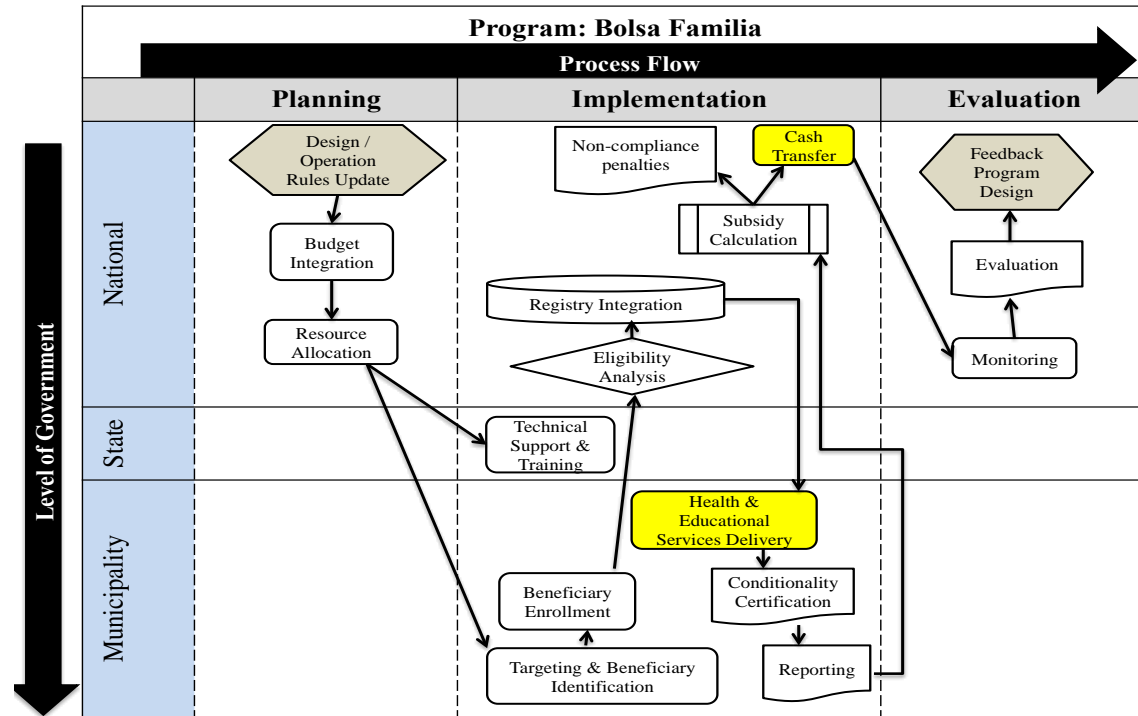
Managing institution in Africa



Coordination mechanisms (global)

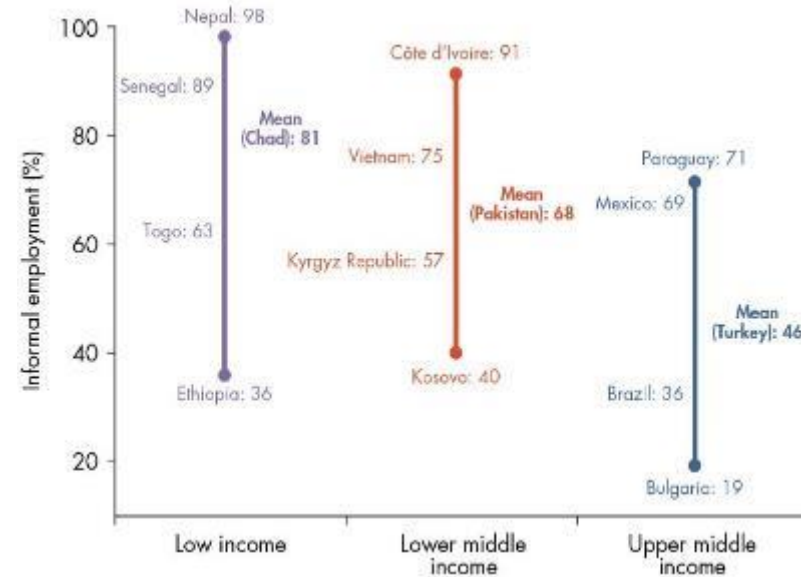
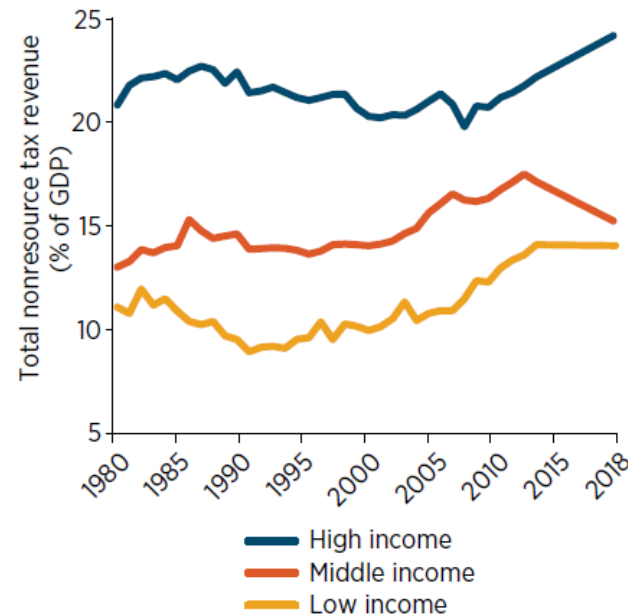


Different institutional arrangements...



Financing

- Tax revenues often limited in low and middle income countries; informality often pervasive (46-81%)
- A dedicated revenue source may provide ring-fencing of a program
- Similar protection of a program may come from declaring an “entitlement” embedded in legislation. Such entitlements have first claim to revenues



Some modalities

Direct taxation

- Financial transaction tax in Brazil
- Hydrocarbons tax in Bolivia for Renta Dignidad
- Mongolia child grants from tax on copper exports
- Botswana and Zambia tax minerals extraction
- Tourism tax in Ghana, Liberia and Maldives
- growing interest in taxes on carbon, sugar beverages, tobacco

Indirect taxation

- Closing VAT loopholes (evidence for Vietnam)

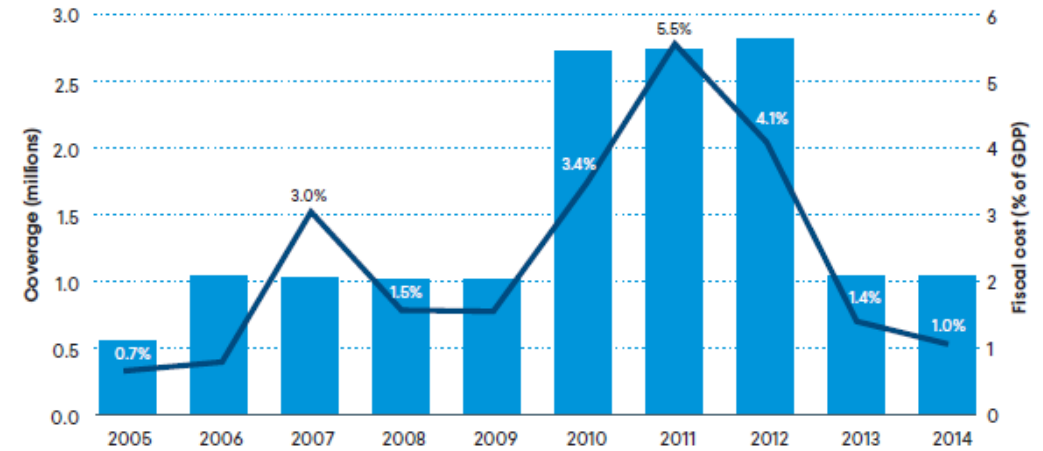
Program consolidation within same expenditure categories

- Romania merged 4 means-tested programs into one flagship scheme

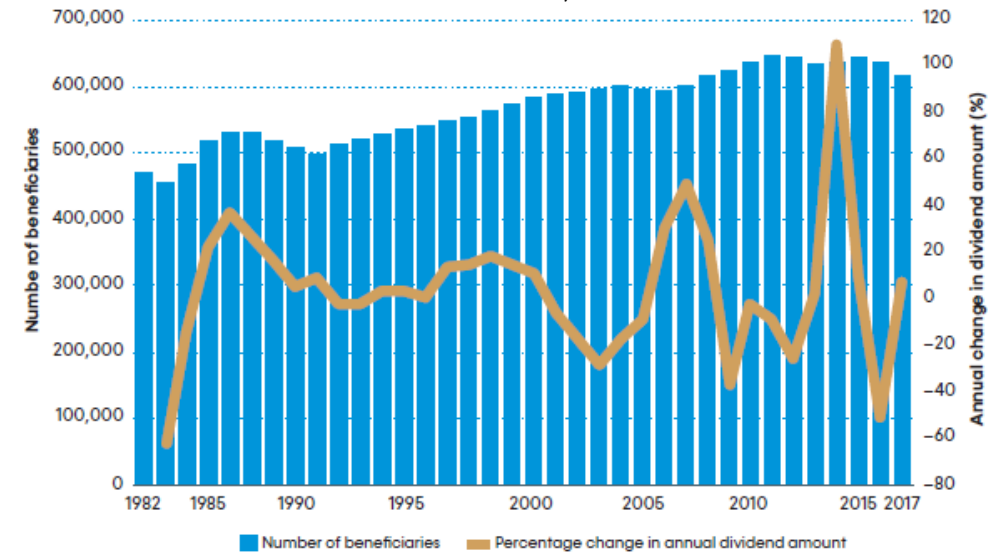
Reallocation across different expenditure categories

- Food and energy subsidies

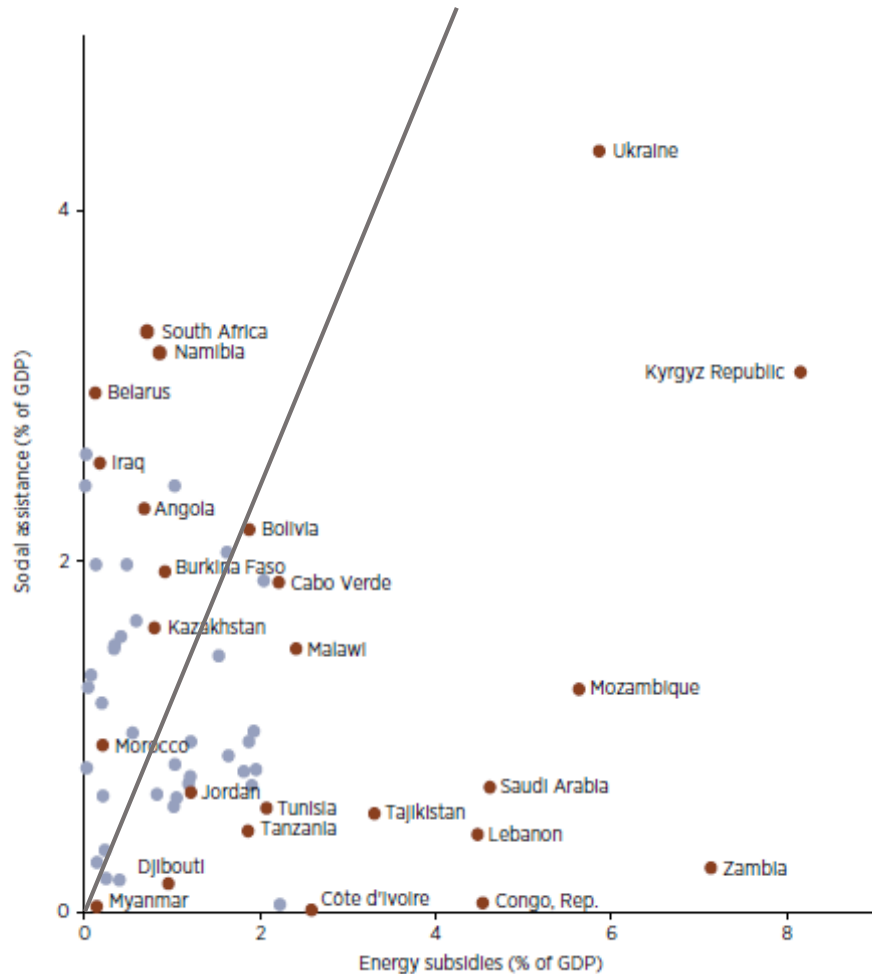
Mongolia



Alaska, US

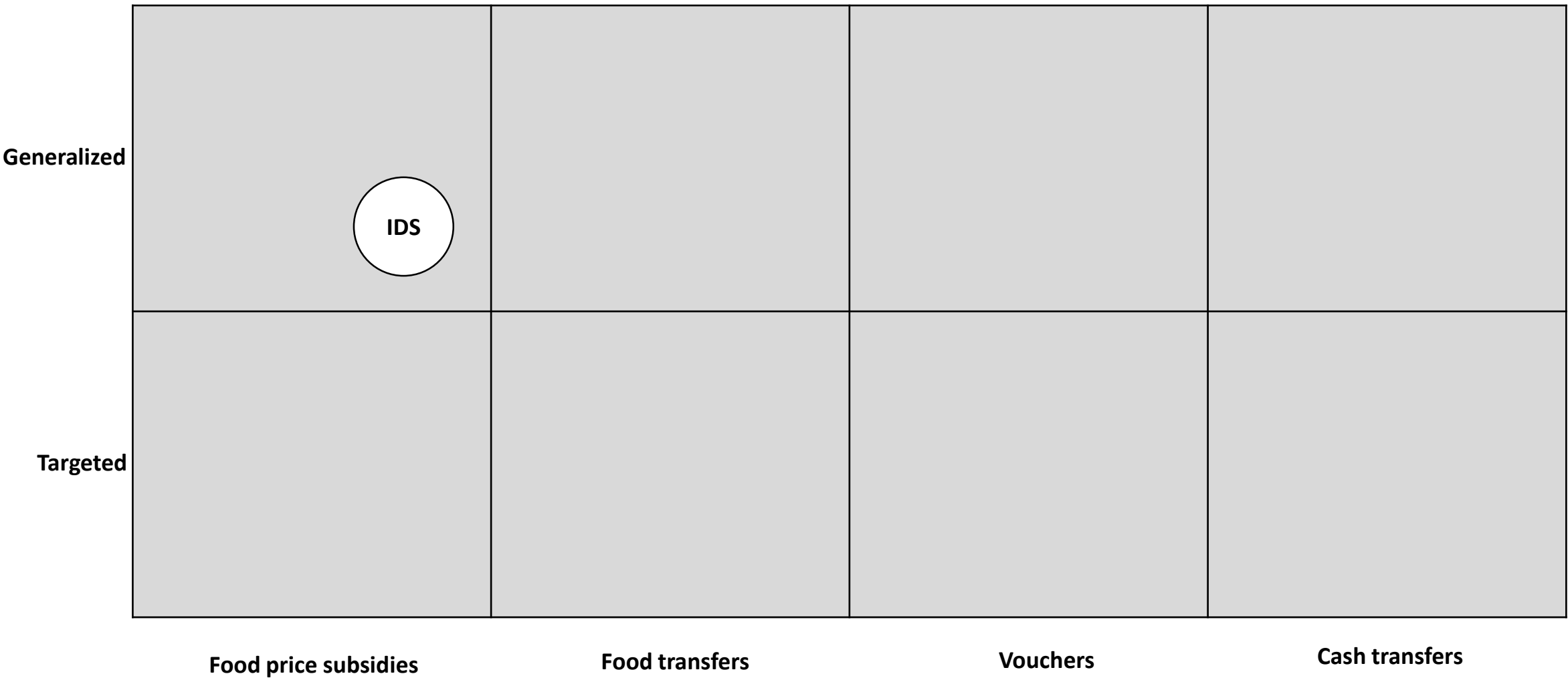


Subsidy reforms



<p>SSNs not used / No new SSN mitigation measure (11)</p> <p>Algeria (2016) Bolivia (2010 – reversed) China (2010) Kenya (2000-08) Mexico (2014) Morocco (2012-15) Peru (2011) Turkey (2005) Tunisia (2012-13) Uganda (2012) Yemen (2011-12)</p>	<p>Benefit Level Changed (3)</p> <p>Indonesia (2008) Indonesia (2014) Jordan (2008)</p>
<p>New SSN Program introduced (9)</p> <p>Armenia (1995-99) Brazil (2002) Egypt (2014) India (2012) Indonesia (2005) Iran (2010) Jordan (2012 – discontinued) Nigeria (2012) Pakistan (2009-10)</p>	<p>Social Safety Nets Significantly Program Altered (4) (eligibility, benefit level, regional / categorical coverage, etc)</p> <p>Ghana (2013) Indonesia (2013) Ukraine (2016) Yemen (2010)</p>

Not just energy: stylized trajectory of Indonesia's food subsidy reform (Raskin to BPNT)

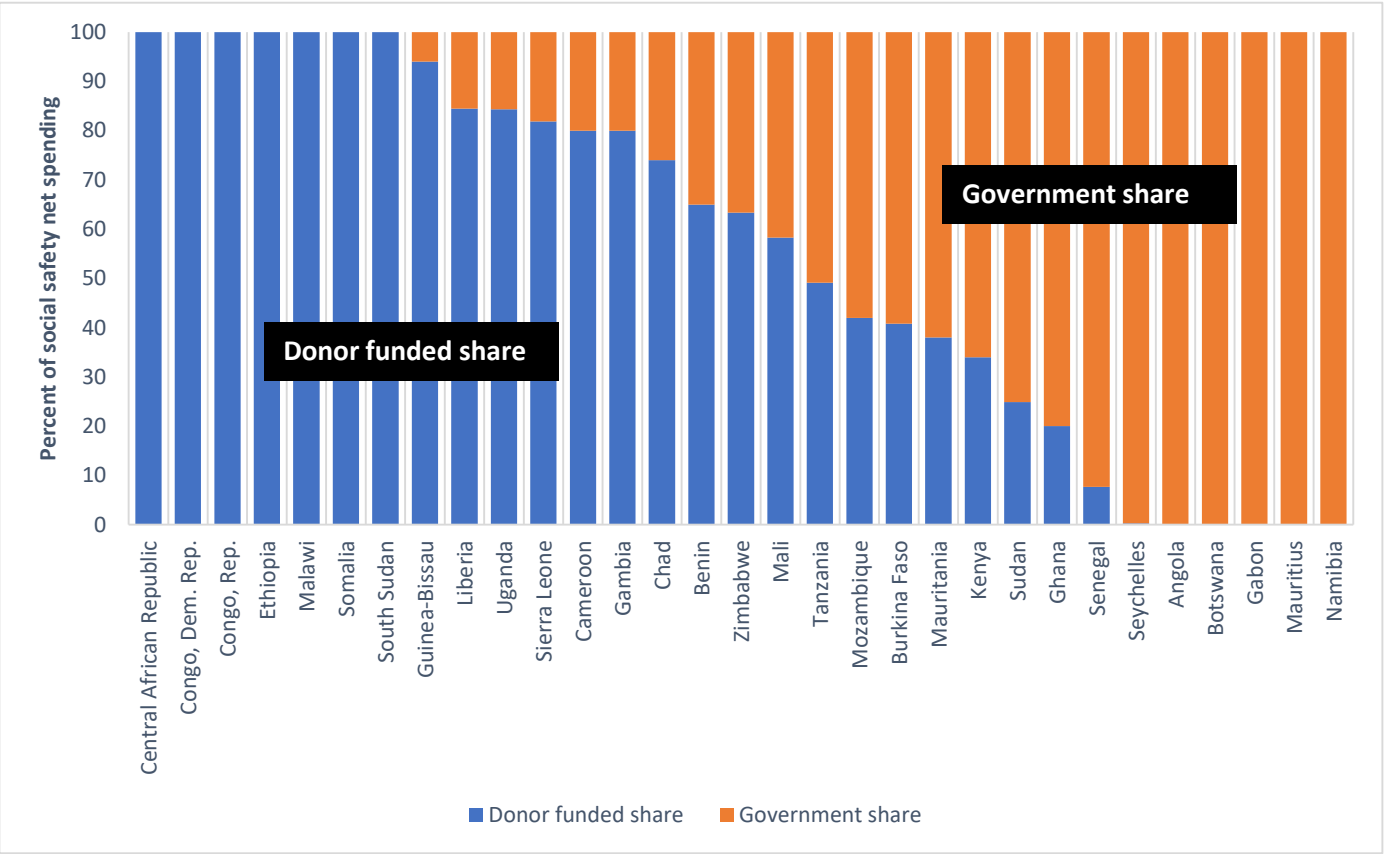


From Rastra to BPNT

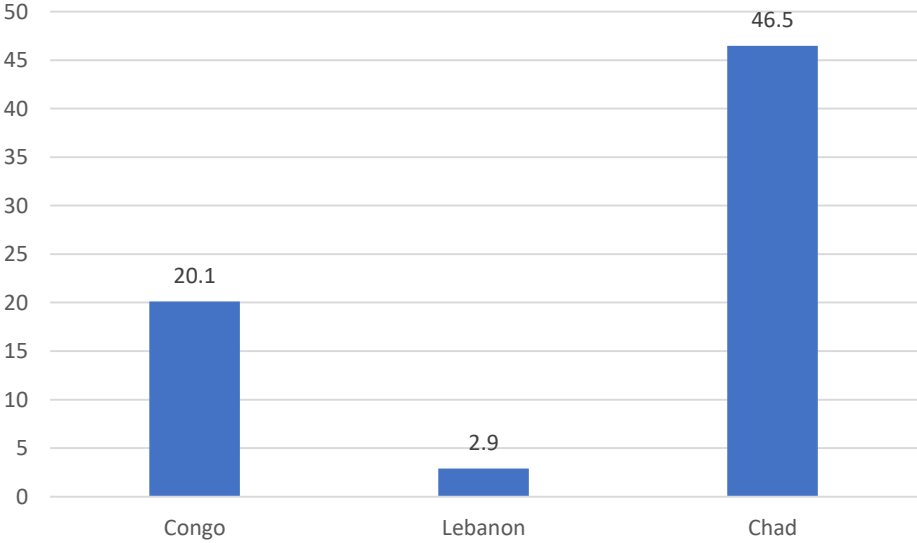
- Rastra food subsidy introduced as premier national economic crisis response
 - Planned number of HHs half of the actuals (33.4M HHs); entirely rice-based
 - Recipients only receive about 1/3 of their entitlement, 'missing rice', inferior quality, etc.
- Evolution from Rastra subsidy to BPNT
 - Initial 2017 pilot in 44 cities (1.3M people)
 - Currently reaches ~10M HHs (scaling up to 15M)
 - Upload of cash on special debit card; limited use to rice and/or eggs (initially also sugar/cooking oil)
- Similar experiences in India (Chhattisgarh, Bihar); Egypt (ration cards); Mexico (PAL); Sri Lanka (Samurdhi); and Palestine (Sahtein program)



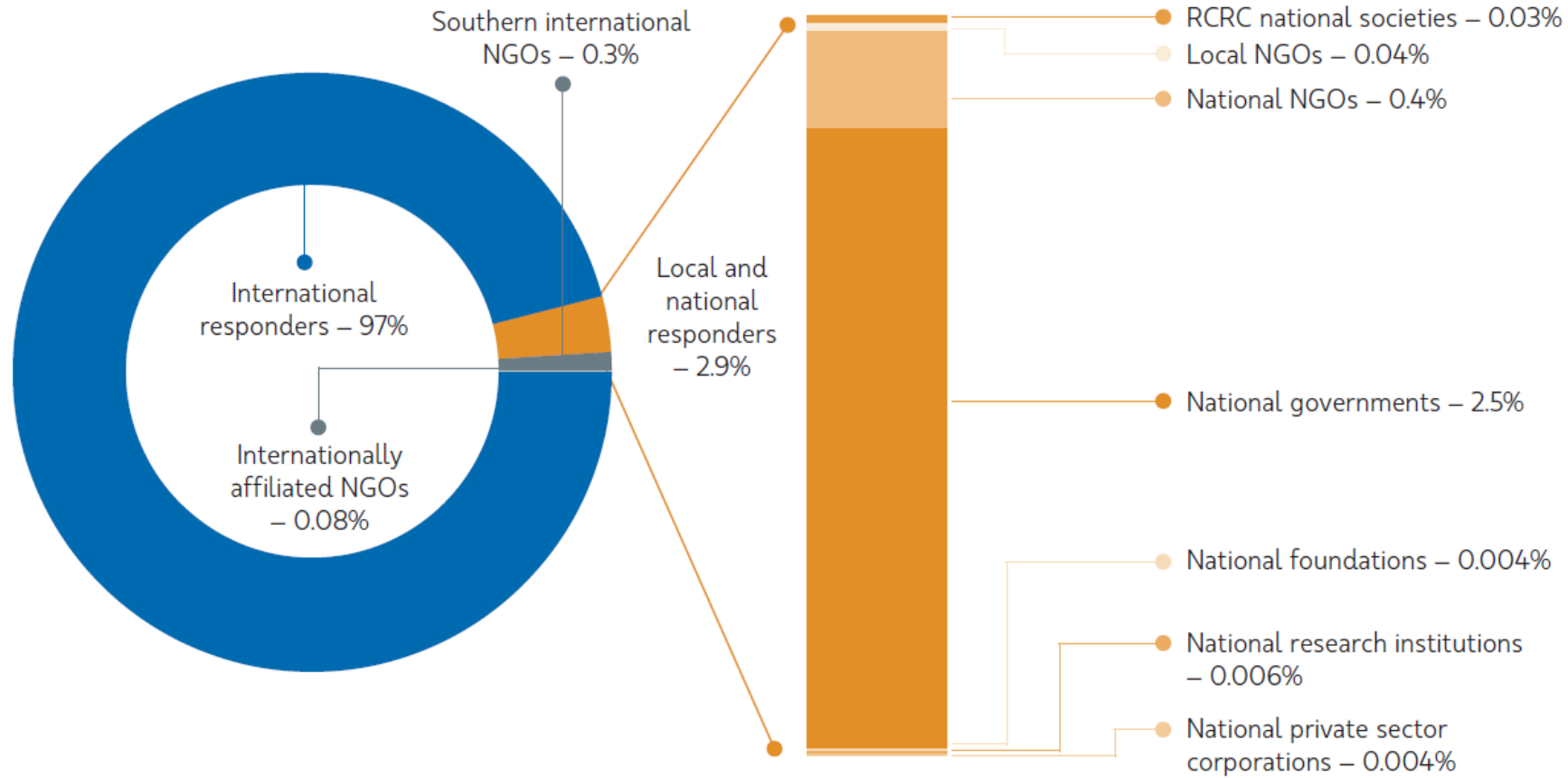
External financing



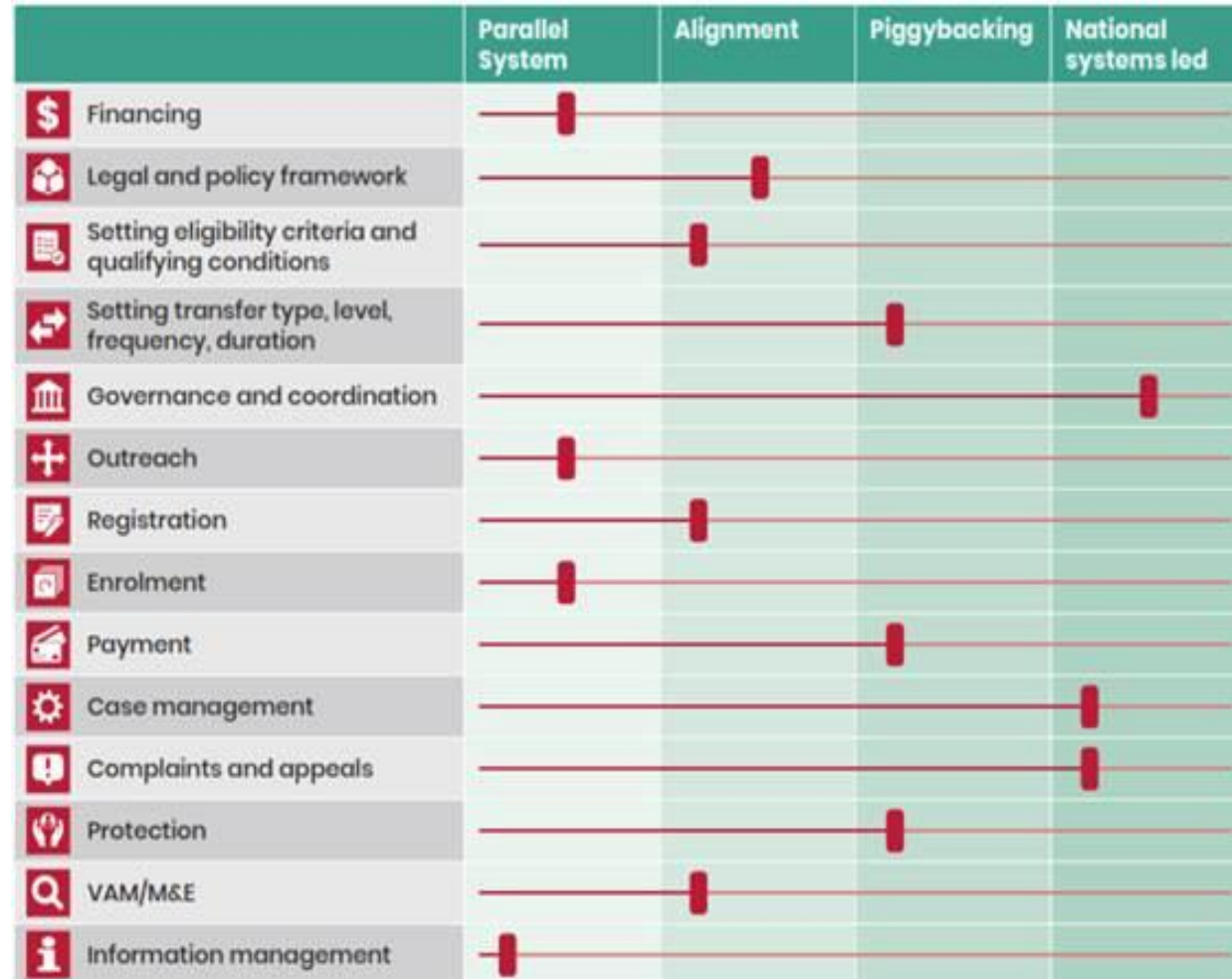
“... how many times is humanitarian assistance larger than government safety nets?”



Parallel system....



From parallel to converging....



Source: Seyfert et al (2019)

To summarize...

- Safety nets not a fad, but an established domain in social protection
- Trade-offs exist (e.g., sectors), but probably less pronounced than often assumed
- Programs show different objectives and design; each with pros and cons
- Positive effects, with strength of the evidence varying by outcome
- Diversified set of institutional and financing arrangements

Annex

Employment: micro-summaries by dimension

Participation in paid work	<ul style="list-style-type: none"> - Income effect: Evidence of limited impact on work incentives (extensive/intensive margin). Effects vary depending on population subgroup e.g. some examples of negative effect among married women with children. Most apparent when transfers are large or prolonged. - Price effect: in theory, it can be significant (e.g. MTR). However, limited/no evidence of work disincentive effect due to a) implementation of targeting in practice, b) income transfer helping to tackle barriers to paid work (e.g., PSNP ensures equal participation of women in various community level committees, maternity leave, flexible-work arrangement, and equal pay; Burkina Faso child care on worksites)
Conditions of paid work	<ul style="list-style-type: none"> - Evidence additional cash can lead to processes of ‘emancipation’ and better work by addressing constraints to better work and offering an exit strategy/strengthen worker bargaining position
Health productivity effect	<ul style="list-style-type: none"> - Increases amount of work, and income earned per hour worked. This channel is unlikely to apply in most settings, but may have an impact for transfers to the very poorest.
Self-employment liquidity effect	<ul style="list-style-type: none"> - Increases amount of self-employment work at both extensive and intensive margins, and income earned from self-employment. Typically a smaller, but positive, impact on all work. Clearest for programs that target entrepreneurs, particularly men, but also apparent in remittance transfers and UCTs.
Valuation and distribution of unpaid work	<ul style="list-style-type: none"> - Risk for additional unearned unconditional cash to reinforce gendered divisions of labor, especially among women in a couple due to weaker lab mkt attachment of secondary earner. - However, also evidence of women affording to pay for care thanks to the CT and taking up paid work.
Insurance effect	<ul style="list-style-type: none"> - Changes the type of work people do, towards riskier activities that increase expected income, like self-employment, migration, or different crops, with less impact on amount worked. Applies most when transfers are reliable and repeated: e.g. some CCTs.
Investment in labor search effect	<ul style="list-style-type: none"> - Reduces likelihood of working in very short term as workers search for better matches. Increases job quality, and income per hour worked in medium-term, with little impact on amount work. Applies most for transfers conditioned on job search, like transport subsidies.
Scarring effect	<ul style="list-style-type: none"> - Counteracts labor/leisure tendency to reduce work if transfers are known to be temporary. Appears plausible, but no evidence for this channel in existing literature.
Formal and informal work	<ul style="list-style-type: none"> - Some evidence that targeting of transfers to informal workers leads to disincentive to formalization (e.g., especially in LAC) - Safety nets as “point of contact” for formalization and financial inclusion
General equilibrium effects	<ul style="list-style-type: none"> - Evidence of wage increases from large-scale public works.