Social Protection for Africa's Children

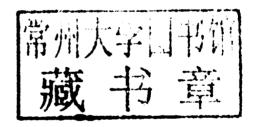
Edited by
Sudhanshu Handa,
Stephen Devereux and
Douglas Webb



Social Protection for Africa's Children

Edited by Sudhanshu Handa, Stephen Devereux and Douglas Webb

Foreword by Frances Stewart





First published 2011

by Routledge

2 Park Square, Milton Park, Abingdon, Oxon OX14 4RN

Simultaneously published in the USA and Canada by Routledge

270 Madison Avenue, New York, NY 10016

Routledge is an imprint of the Taylor & Francis Group, an informa business

© 2011 selection and editorial matter; Sudhanshu Handa, Stephen Devereux and Douglas Webb, individual chapters; the contributors

Typeset in Times New Roman by Wearset Ltd, Boldon, Tyne and Wear Printed and bound in Great Britain by TJI Digital, Padstow, Cornwall

The views represented in this publication do not necessarily represent the views of UNICEF.

All rights reserved. No part of this book may be reprinted or reproduced or utilized in any form or by any electronic, mechanical, or other means, now known or hereafter invented, including photocopying and recording, or in any information storage or retrieval system, without permission in writing from the publishers.

British Library Cataloguing in Publication Data A catalogue record for this book is available from the British Library

Library of Congress Cataloging in Publication Data Social Protection for Africa's Children/edited by Sudhanshu Handa, Stephen Devereux and Douglas Webb.

p. cm.

Includes bibliographical references and index. 1. Child welfare-Africa. 2. Children-Africa-Social conditions.

3. Children-Africa-Economic conditions. I. Handa, Sudhanshu, 1965-

2010011650

II. Devereux, Stephen, 1959-III. Webb, Douglas, 1970-

HV800.9.S63 2010 362.7096-dc22

ISBN: 978-0-415-58333-6 (hbk) ISBN: 978-0-203-84281-2 (ebk)

Contributors

Carlos Alviar is Social Protection Specialist for UNICEF-Kenya where he provides technical assistance and policy advice to the Government of Kenya's Cash Transfer Program for Orphans and Vulnerable Children. Prior to joining UNICEF he worked for the Evaluation Unit of the National Planning Department of Colombia, and was involved in the design and evaluation of that country's safety net and national cash transfer program. He holds a B.A. in Economics from the University of Los Andes in Bogota and M.A. in Applied Political Studies from the Fundacion Iberoamericana de Gobierno y Politicas Publicas in Madrid.

Lorraine Blank is an international development consultant with expertise in social policy, social protection and the design and implementation of development projects. She has been actively engaged in dialogue with governments and international funding agencies regarding their social protection agendas. Dr. Blank has worked in over 15 countries and has extensive experience in the reform of social welfare systems in developing countries. She holds a Ph.D. in Policy Analysis and Public Finance and a Masters degree in Social Work.

Stephen Devereux is a Research Fellow at the Institute of Development Studies, University of Sussex (UK), and a founding Director of the Centre for Social Protection. His books include: Theories of Famine, Fieldwork in Developing Countries, Food Security in Sub-Saharan Africa, The New Famines, Seasons of Hunger, and Social Protection in Africa.

Daniel O. Gilligan is a Senior Research Fellow at IFPRI. His research addresses the economics of household investments in childhood education and nutrition in developing countries. He also studies the impact and cost-effectiveness of social protection and food aid programs.

Sudhanshu Handa is an Economist and Professor of Public Policy at the University of North Carolina at Chapel Hill. He recently served as UNICEF's Regional Advisor for Social Policy for Eastern and Southern Africa and has previously taught at the University of the West Indies (Jamaica) and the Eduardo Mondlane University (Mozambique).

- Carolyn Heinrich is Professor and Director of the La Follette School of Public Affairs and Affiliated Professor of Economics at the University of Wisconsin-Madison. Her research focuses on human capital development, social welfare policy, public management and program evaluation.
- **John Hoddinott** is a Deputy Division Director at the International Food Policy Research Institute. Born in Canada, he has a Doctorate in Economics from the University of Oxford. He has led evaluations of social protection programs in Brazil, Ethiopia and South Africa.
- Sheshangai Kaniki has worked as a Senior Researcher for the Economic Policy Research Institute. He has a Ph.D. in Economics from the University of Witswatersrand. His work involves social protection research and policy advice in Kenya, Mozambique, South Africa and other sub-Saharan African countries.
- Kenneth Mac Quene serves on the Board of Directors of the Economic Policy Research Institute and is a founding member of the institution. He provides support for both economic research and the strategic management of the institute. He directs the Parliamentary Capacity Building Programme, and teaches and tutors both for the Parliamentary Capacity Building Programme and for other short Economics courses for various government institutions and NGOs. His research interests are fiscal policy and globalization.
- Candace Miller, Assistant Professor at Boston University, is a social epidemiologist trained in health and social policy, human rights and advanced statistical methods. She received her Masters in Health Sciences from Johns Hopkins University and Doctorate in Science from the Harvard School of Public Health. Dr. Miller conducts applied research and evaluation using quantitative and qualitative methods in order to inform the public policy response to families in poverty and affected by HIV/AIDS. Dr. Miller was the Principal Investigator on the Evaluation of the Mchinji Social Cash Transfer in Malawi.
- **Tendie Muzondo** is an Associate Researcher at the Economic Policy Research Institute. She has a Masters degree in Development Economics from the Williams College Centre for Development Economics. She has worked on a number of social protection studies in South Africa.
- **Daniel Nzei Musembi** is the Monitoring and Evaluation Co-ordinator for the Kenya Cash Transfer Program for Orphans and Vulnerable Children. He holds an M.A. in Sociology and B.A. in Social Work from the University of Nairobi. He was awarded the Certificate of Merit in 2000 by the French Institute for Research in Africa (IFRA) for innovative and outstanding qualities in fieldwork research.
- Ingrid van Niekerk is the Executive co-Director and a Senior Researcher at the Economic Policy Research Institute. She has worked on impact assessments and other social protection studies in Kenya, Lesotho, Namibia, Nepal and South Africa. She directs EPRI's social protection capacity building program,

which offers international and national courses on the design and implementation of social protection programs. She also teaches in the Parliamentary Capacity Building Programme in Economic Policy in South Africa.

- Erick Otieno Nyambedha is Lecturer and Head of the Department of Sociology and Anthropology, Maseno University, Kenya. His research focuses on the welfare of vulnerable groups in Luo society, and traditional and community-based social protection mechanisms in the era of HIV/AIDS. He holds a Ph.D. from the University of Copenhagen and a B.A. and M.A. from the University of Nairobi, all in Anthropology.
- Samuel Oluoch Ochieng is Chief Children Officer with the Department Of Children Services where he works as the MIS Co-ordinator for the Government of Kenya's Cash Transfer Program for Orphans and Vulnerable Children. He holds a B.A. in Economics and Sociology from Kenyatta University in Kenya and a Diploma in Computer Studies.
- Paula Proudlock is Manager of the Child Rights Program at the Children's Institute, University of Cape Town and is a founding member of the Alliance for Children's Entitlement to Social Security (ACESS). She has a Masters in Constitutional Law and ten years' experience in human rights research and law reform advocacy campaigns. Paula was part of the litigation and advocacy campaigns to extend the South African Child Support Grant to all poor children under 18 years, and to protect the unconditional nature of the grant.
- Ferdinando Regalia heads the Social Protection and Health Division at the Inter-American Development Bank (IADB), where he also served as Principal Advisor in the Office of the Vice-President for Sectors and Knowledge. Over the past ten years Ferdinando has worked as a social protection economist on various large-scale social protection projects involving demand-side incentives in Latin America and the Caribbean. During a break from the IADB (2007–2008) he served as Head of Social Policy and Economics for UNICEF, South Africa, working on social grant programs in South Africa and Lesotho. Dr. Regalia holds a Doctoral Degree in Economics from Pompeu Fabra University in Spain.
- Kathryn Reichert's interest in public health and working with orphans and vulnerable children began while serving as a Peace Corps Volunteer in Malawi, Africa. The desire to improve the lives and well-being of some of the world's poorest communities led Kathryn to complete her Master of Public Health in Biostatistics and Epidemiology at Boston University School of Public Health, where she focused her research on evaluation methods in Malawi. Kathryn is currently a Senior Program Associate for Monitoring and Evaluation at Management Sciences for Health where she works on improving maternal and child health in rural communities in Peru.
- Rachel Sabates-Wheeler is Research Fellow and Director of the Centre for Social Protection at the Institute of Development Studies, Sussex. Over the

past seven years Rachel's work has focused on poverty analysis, social protection and migration in a wide range of countries. She has published on issues of rural institutions in post-soviet transitions, law and development. social protection in Africa, migration and poverty, and has consulted for numerous international agencies. Rachel is Senior Researcher with the Migration, Globalization and Poverty Research Centre, Sussex, leading research on social protection and migration as well as poverty-migration linkages. She is currently involved in a number of studies that explore understandings of risk and vulnerability both conceptually and empirically.

Michael Samson is the Director of Research at the Economic Policy Research Institute and a Visiting Associate Professor at Williams College Center for Development Economics. He has a Ph.D. in Economics from Stanford University. Michael has led a number of impact assessments of social transfer programs in Africa and provides policy advice in the area of social protection to governments in Africa, Asia and Latin America.

Scott Stewart is Senior Technical Advisor for Health Systems Strengthening in the Bureau for Global Health, Office of HIV/AIDS, United States Agency for International Development. He previously worked for USAID in Botswana, and holds a Ph.D. in Health Policy from the University of North Carolina at Chapel Hill.

Alemayehu Seyoum Taffesse is a Research Fellow at the International Food Policy Research Institute. His research interests span individual aspirations and well-being, impact evaluation of government programs, household risk and vulnerability, government policy and agriculture, and economic governance in Ethiopia, as well as more broadly. Alemayehu holds a D.Phil, degree in Economics from the University of Oxford.

Maxton Grant Tsoka has a Masters degree in Economics obtained in 1990 from Vanderbilt University, Nashville, Tennessee. He is currently studying for a Ph.D. at the University of York, England. He is employed by the University of Malawi as a Research Fellow, working at the Centre for Social Research. His research interests include poverty analysis, social protection programming and evaluation, and public expenditure.

Douglas Webb is a social scientist currently based in Ethiopia with UNICEF. Most recently he was the Chief of the Children and AIDS Section in the East and Southern Africa Regional Office of UNICEF in Kenya (2004-2008). Douglas obtained his Ph.D. from the University of London in 1995, which examined social responses to HIV and AIDS in South Africa and Namibia in contexts of political transition. He worked as a research officer for UNICEF Zambia (1995-1997) and UNICEF Mozambique (1998), and conducted research with the Southern African AIDS Dissemination Service in 1997-1998. After a consultancy spell with Save the Children UK in London that focused on HIV and AIDS program monitoring and evaluation, he

xx Contributors

became their HIV/AIDS Advisor (2000–2004). While in London, he was also the Vice Chair of the UK Consortium on AIDS and International Development. He has written over 30 articles and book chapters, covering issues such as children affected by AIDS, adolescent sexual and reproductive health, and HIV and AIDS and development. He is the author of *HIV and AIDS in Africa* (Pluto Press, 1997).

Martin Williams has worked as a Senior Researcher for the Economic Policy Research Institute. He has a Masters degree from Oxford University and has worked on quantitative assessments and micro-simulation analyses for social protection policies in Ghana, Nepal, South Africa and Uganda.

Foreword

The test of the morality of a society is what it does for its children.

(Dietrich Bonhoeffer, German pastor and Nazi opponent who died in a concentration camp)

This book argues that social protection for children is a moral imperative, yet, until recently, a grossly neglected one in analysis, aid, politics and action in Africa. Moreover, the book shows, with vivid and well-researched examples, that child protection is possible and effective even in very poor countries. This represents a dramatic and important change from previous views.

Following the continent's emergence from colonialism, dominant approaches to development focused initially on economic growth, assuming this would lift everyone out of poverty, including children. Yet growth in many African countries was anemic and the assumed "trickle down" to the poor (and especially poor children) was extremely limited. The debt crisis of the 1980s put even growth on a back burner, leading to rising poverty, worsening the already perilous position of the majority of African children. The HIV-AIDS epidemic, as well as much violent conflict, compounded the situation. The condition of poor children in Africa was both morally unacceptable and economically costly. Moreover, in those places where effective democratization spread, it also became politically unacceptable. Partly as a reaction to the way so many people, including children, had been virtually discarded, left to cope on their own in intolerable conditions, a human rights approach to development emerged in both international and national discourse. Particularly as child rights came to form an explicit and intrinsic aspect of the Human Rights approach, this provided the moral and political basis for the recognition that children should be protected from the worst economic, political and social hazards.

But recognizing a right is a long way from specifying how to realize it, and even further from establishing the political conditions in which effective action occurs. The chapters in this book provide practical meaning to the concept of "social protection for children"; and, drawing on many concrete cases, show how much can be achieved. The book also indicates that vigorous and vigilant activities by civil society are required to achieve and sustain progress.

xxii Foreword

In many analyses, even of poverty, children are invisible, and being invisible they tend to be neglected in policy. Yet paradoxically, analyses which focus on children often ignore the fact that they live in families (mostly) and in communities, and consequently interventions can be ineffective or even boomerang because they are perverted by household or community reactions. *Social Protection for Africa's Children* skillfully avoids both these potential flaws, carefully bridging the two perspectives and identifying policies which, while ultimately directed at children, may benefit children via assistance to households and communities, as well as through more direct interventions.

Africa's children will benefit greatly if policy generally comes to be informed by the findings contained here; and African societies and economies as a whole will then benefit from consequent improvements in the education, health and living standards of their children.

> Frances Stewart April 2010

Contents

	List of figures	xiii
	List of tables	xiv
	List of contributors	xvi
	Foreword	xxi
	Acknowledgments	xxiii
PA	RT I	
Co	ntext	1
1	Social protection for Africa's children	3
	STEPHEN DEVEREUX, DOUGLAS WEBB AND	
	SUDHANSHU HANDA	
2	The case for social protection for children	15
	LORRAINE BLANK, STEPHEN DEVEREUX AND	
	SUDHANSHU HANDA	
PA	RT II	
Ta	rgeting	29
3	Reaching orphans and vulnerable children through cash	
	transfers in sub-Saharan Africa: simulation results from	
	alternative targeting schemes	31
	SCOTT R. STEWART AND SUDHANSHU HANDA	
4	Targeting of Kenya's Cash Transfer Program for Orphans and	
	Vulnerable Children	57
	SUDHANSHU HANDA, CARLOS ALVIAR,	
	DANIEL NZEI MUSEMBI AND SAMUEL OLUOCH OCHIENG	

PART III Impacts		69
5	The impact of Ethiopia's Productive Safety Net Program on schooling and child labor JOHN HODDINOTT, DANIEL O. GILLIGAN AND ALEMAYEHU SEYOUM TAFFESSE	71
6	Impacts on children of cash transfers in Malawi CANDACE MILLER, MAXTON GRANT TSOKA AND KATHRYN REICHERT	96
7	Impacts of South Africa's Child Support Grant MICHAEL SAMSON, CAROLYN HEINRICH, SHESHANGAI KANIKI, FERDINANDO REGALIA, KENNETH MAC QUENE, TENDIE MUZONDO, INGRID VAN NIEKERK AND MARTIN WILLIAMS	117
	RT IV cial justice	147
8	Lessons learned from the campaigns to expand the Child Support Grant in South Africa PAULA PROUDLOCK	149
9	Children and AIDS as a driver of social protection DOUGLAS WEBB	176
10	Child vulnerability and community coping mechanisms: implications for social protection policy in Africa ERICK OTIENO NYAMBEDHA	192
11	Transformative social protection for Africa's children STEPHEN DEVEREUX AND RACHEL SABATES-WHEELER	216
	Index	239

Figures

2.1	Graphic depiction of comprehensive social protection framework	18
2.2	Social policy, child protection and social protection	22
3.1	Value of transfer in selected CT programs	35
3.2	Percentage of children and orphans reached in Malawi	47
3.3	Percentage of children and orphans reached in Zambia	47
3.4	Percentage of children and orphans reached in Uganda	48
7.1	Hunger and Child Support Grant receipt, 2002-04	123
7.2	Schooling and Child Support Grant receipt, 2002-04	124
9.1	Distribution of double orphans and non-orphans by wealth quintile	
	in Kenya	181
11.1	Birth registration and stunting in Ghana, by region	224
11.2	Child labor by per capita income quintile in Ghana, 2000	230

Tables

1.1	Poverty headcounts by demographic group (percent)	1
3.1	Summary statistics, by country, for poverty and schooling	
	analyses	40
3.2	Economic profile of recipients and budget requirements under	
	alternative targeting strategies	42
3.3	Numbers of recipients under alternative targeting strategies,	
	by demographic characteristic and country	44
3.4	Percentage of all children and orphans who are reached under	
	alternative cash transfer targeting criteria, by household	
	consumption decile	46
3.5	Absolute value and percentage change in poverty indicators	
	due to alternative cash-transfer targeting schemes	49
3.6	Coefficient and standard error estimates from probit models	
	of enrollment for children aged 6 to 17 in households in the	
	lowest three deciles of the consumption distribution, by country	51
3.7	Predicted probability of school enrollment and change in	
	probability by age, country and targeting scheme	53
4.1	Comparison of total expenditure and poverty rates	60
4.2	Regression estimates of (log of) AE expenditure by region	
	using KIHBS	61
4.3	Quintile distribution of households	62
4.4	Means for selected proxy means variables in KIHBS and	
	CT-OVC sample	63
4.5	Comparison of targeting performance with other cash transfer	
	programs	64
4.6	Alternative ranking criteria with existing poverty eligibility.	
	Characteristics of highest ranked households in treatment	
	locations	65
5.1	Selected characteristics of treatment groups	83
5.2	Average impact of public works transfers on school attendance	85
5.3	Average impact of public works transfers of at least 90 birr per	
	household member on school attendance	86

		Tables	xv
5.4	Average impact of public works and OFSP transfers on school attendance		07
5.5	Average impact of public works transfers on child labor		87
5.6	Average impact of public works transfers of at least 90 birr per household member on child labor		89
5.7	Average impact of public works and OFSP transfers on child labor		90
6.1	Size of cash transfer, Malawi Kwacha (MK) and US Dollar (2009)		91
6.2			97
6.3	Illustration of the difference-in-differences (DD) estimator Demographics – all adults in household, from household panel (percent)		100
6.4			102
6.5	Demographics – all children (percent) Household size		103
6.6	Household composition (percent)		104
6.7	Household deaths (percent)		104
6.8	Affected by HIV/AIDS		105 105
6.9	Reasons for migration of adults (percent)		
6.10			106
6.11	Reasons for migration of children (percent) Intervention households' perceptions of whether migration		107
0.11			107
6 12	occurs when receiving cash transfer (percent)		107
6.12	Difference-in-differences impact estimate of acute illnesses in		100
6 12	children (percent)		108
6.13	Difference-in-differences impact estimate of under-five		100
6 1 1	nutrition (percent)		109
0.14	Difference-in-differences impact estimate of schooling		110
6 15	indicators for 6–18 year olds		110
6.15	Difference-in-differences impact estimate of child work for		111
<i>c</i> 1 <i>c</i>	children 5–18 years (percent)		111
6.16	Difference-in-differences impact estimate of food consumption	1	112
6.17	and food security indicators		112
6.17	Difference-in-differences impact estimate of asset indicators		114
7.1	(percent)	_	114
7.1	Take-up of the Child Support Grant by eligible children, by ag	е	110
<i>-</i> -	and year		118
7.2	Variables used in the propensity score estimation		126
7.3	Baseline (2002) household characteristics by Child Support	4.	20.0
	Grant receipt		28–9
7.4	Propensity score model results	1.	32–3
7.5	Difference-in-differences propensity score matching impact		125
	estimation results		137
7.6	Descriptive statistics for additional outcomes		139
7.7	Additional difference-in-differences propensity score matching	3	

140-1

estimation results

Part I Context