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The National Social Cash Transfer „Systems“ of the SADC Countries and beyond: Who is included, Who remains excluded?

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Basic social protection across the global South

„Systems“ perspective: Countries with and without social cash transfer programmes

The national SCT „systems“ of the SADC countries and beyond:

1. How to build comprehensive social protection systems in the SADC?
2. The national social cash transfer systems in the SADC: who is included, who remains excluded?
3. Conclusion
1. How to build comprehensive social protection systems in the SADC?
1.1 Single pillars matter for comprehensive social protection!

Here: social assistance (in the form of cash)

If the social cash transfer systems in the SADC member states were inclusive, coherent and comprehensive, coverage gaps in basic social protection could be avoided and poverty could be drastically reduced.

What are social cash transfer programmes?

- Any **publicly (state) financed** programme which provides
- regular
- **non-contributory** payments
- in **cash**
- for free, **untied** use
- to persons *considered as poor* and/or *vulnerable* (definitions according to national regulations/programme design).
- Here only: SCT at the national level and for national citizens.
1.2 The design matters for comprehensive social protection!

What the design does not provide, will not be implemented in practice.

The programme/system design enshrines fundamental inclusions and exclusions, prior to any deficits in implementation (such as inclusion errors and exclusion errors).

Focus on entitlements to benefits: who is entitled to receive transfers?
1.2 The design matters for comprehensive social protection!

Countries with SCT programmes by world region (2012/13)

<table>
<thead>
<tr>
<th>World region*</th>
<th>Countries with at least one SCT programme</th>
<th>Average number of SCT programmes per country</th>
</tr>
</thead>
<tbody>
<tr>
<td>Africa (54 countries)</td>
<td>31 (57%)</td>
<td>1.389</td>
</tr>
<tr>
<td>[SADC (15 countries)]</td>
<td>[12 (80%)]</td>
<td>[2.533]</td>
</tr>
<tr>
<td>Latin America (33 countries)</td>
<td>32 (97%)</td>
<td>2.424</td>
</tr>
<tr>
<td>Asia (48 countries)</td>
<td>44 (92%)</td>
<td>2.417</td>
</tr>
<tr>
<td>Oceania (13 countries)</td>
<td>6 (46%)</td>
<td>0.769</td>
</tr>
<tr>
<td>All Countries (148 countries)</td>
<td>113 (76%)</td>
<td>1.899</td>
</tr>
</tbody>
</table>

Source: SocCit; N = 148.
Entitlement gaps can only be discovered if the country with its entire national SCT system is taken into account.


The **national social cash transfer system** (or **national SCT arrangement**) of a country takes into account

a.) **all** social cash transfer **programmes** in a country

b.) **all** poor **persons** (here: all poor citizens) in a country across the life cycle and in case of disability

the question of “who” is central.
1.3 The „systems“ perspective on entire countries matters for comprehensive social protection!

South Africa’s social cash transfer system

Persons with disabilities

- Care Dependency
- Disability Grant

Persons without disabilities

- Foster Care Grant
- Child Support Grant
- Old Age Grant

Entitlement gap

Years of age during the life cycle

Source: author’s compilation.
The national social cash transfer systems in the SADC: who is included, who remains excluded?
The national SCT systems of the SADC countries: target categories addressed

The national social cash transfer systems of the SADC countries: target categories

Source: SocCit; N = 15.
The national social cash transfer systems of all African countries

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Target categories addressed by the national SCT systems of different world regions

<table>
<thead>
<tr>
<th>Target categories</th>
<th>National SCT systems (countries) which address the target categories (% of all countries of the region) in ...</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>... the SADC</td>
</tr>
<tr>
<td></td>
<td>... Africa</td>
</tr>
<tr>
<td></td>
<td>... the Global South*</td>
</tr>
<tr>
<td>Children</td>
<td>60%</td>
</tr>
<tr>
<td></td>
<td>32%</td>
</tr>
<tr>
<td></td>
<td>51%</td>
</tr>
<tr>
<td>Persons of working age (without disabilities)</td>
<td>7%</td>
</tr>
<tr>
<td></td>
<td>7%</td>
</tr>
<tr>
<td></td>
<td>15%</td>
</tr>
<tr>
<td>Older persons</td>
<td>53%</td>
</tr>
<tr>
<td></td>
<td>33%</td>
</tr>
<tr>
<td></td>
<td>57%</td>
</tr>
<tr>
<td>Adults with disabilities</td>
<td>47%</td>
</tr>
<tr>
<td></td>
<td>35%</td>
</tr>
<tr>
<td></td>
<td>48%</td>
</tr>
<tr>
<td>Poor people</td>
<td>47%</td>
</tr>
<tr>
<td></td>
<td>33%</td>
</tr>
<tr>
<td></td>
<td>32%</td>
</tr>
</tbody>
</table>

Source: Database SocCit.
*2% missing values for the global South
The inclusion index

- The inclusion index (of a SCT programme or of a SCT system) is supposed to roughly indicate the share of persons in a target category who are, according to the programme design(s), directly entitled to a SCT in case of poverty.
- The index does not refer to the actual coverage or to the implementation of the SCT programmes, which tends to lag behind the design.
- Minimum: 0
- Maximum: 1

Inclusion score of a target category = Size of target group * age coverage * geographical limitation

For the detailed operationalization of the inclusion index see Weible 2016: What social cash transfers do not do in middle-income countries: Identifying entitlement gaps in basic social protection, in: United Nations System Staff College & Hertie School of Governance: UN Reflection Series 2016; unreflection.unssc.org
The national social cash transfer systems of the SADC countries: to what extent do they include each target category?

- Adults with disabilities
- Older persons
- Persons of working age (without disability)
- Children/Families with children
- Poor people

Source: Database SocCR

Note that for some countries the values of the inclusion index for some target categories are incomplete. The inclusion scores of the following countries contain extrapolated values, assuming maximum age coverage for SCT programmes with missing values: Mauritius (working age), Swaziland (children), Tanzania (children), Zimbabwe (children).

Botswana’s inclusion score for older persons is incomplete, too, and might actually reach the maximum score (1).
The national social cash transfer systems in Africa: To what extent are the target categories included?

Source: Database SocCit.

Note that for some countries the values of the inclusion index for some target categories a.) are missing or b.) are incomplete.

Assuming the maximum level for the missing values, the inclusion index would score higher for the following countries by, at maximum, the following levels:

a.) missing inclusion scores: BWA: up to 1 for disabled adults; DZA: up to 1 for disabled adults; CPV: up to 1; DJI: up to 1 for disabled adults, data for all other categories is missing; GHA: 0.1 for children; GNB up to 1 for disabled adults; KEN: 0.125 for disabled adults; LBR: 0.05 for working age and for old age, 0.5 for disabled adults; MAR: 1 for working age and disabled adults; MUS: 1 for working age; NGA: 0.5 for older persons and disabled adults; SLE: 0.0125 for children and 0.125 for old age; SWZ: 0.025 for children and 1 for disabled adults; TUN: 0.33 for children and 0.5 for older persons and for disabled adults; TZA: 0.025 for children; ZWE: 0.4 for children and 1 for disabled adults.

b.) incomplete inclusion scores: BWA: up to 1 for old age; EGY: up to 1 for children and for working age.
### Target categories included by the national SCT systems of different world regions

<table>
<thead>
<tr>
<th>Target categories</th>
<th>Mean inclusion scores per target category of the national SCT systems (countries) in ...</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>... the SADC*</td>
</tr>
<tr>
<td>Children</td>
<td>0.20 (0.21)</td>
</tr>
<tr>
<td>Persons of working age (without disabilities)</td>
<td>0.07 (0.00)</td>
</tr>
<tr>
<td>Older persons</td>
<td>0.43</td>
</tr>
<tr>
<td>Adults with disabilities</td>
<td>0.47</td>
</tr>
<tr>
<td>Poor people</td>
<td>0.21</td>
</tr>
</tbody>
</table>

Source: Database SocCit.
*N=15; three extrapolated values for children, one extrapolated value for persons of working age; mean without the missing inclusion scores in brackets
**N=54; up to 6 missing values, depending on the target category
***N=148; up to 22 missing values, depending on the target category
Conclusion
Strengths of the national SCT systems of the SADC countries

- ~50% of the countries’ SCT systems address older persons,
  ~50% address adults with disabilities
  >> average of the global South
- ~50% of the countries’ SCT systems address poor people in general (non-categorical targeting), ~60% address children
  >> more than average of the global South

- Considerably more inclusive than the average African national SCT system (inclusion scores are twice as high)
- As inclusive as the average national SCT systems of the global South, on average even more inclusive for adults with disabilities

- but to what extent are the target categories included?
Weaknesses of the national SCT systems of the SADC countries

Three levels of exclusion identified:

1. Entire poor population: excluded societies/excluding societies
2. Entire target categories, above all persons of working age (without disability): excluded life cycle stages
3. Exclusions within included target categories: within-category exclusions

Even if the non-categorical SCT programmes for poor people are taken into account, we find that...

... in 14 countries (all except Mauritius) at least 50% (in most cases more) of persons of working age (without disability) are not entitled to a social cash transfer even if they are classified as poor.

... in 9 countries at least 50% (in most cases more) of children/families with children are not entitled to a social cash transfer even if they are classified as poor.

... in 8 countries at least 50% (in most cases more) of older persons and at least 50% (in most cases more) of adults with disabilities are not entitled to a social cash transfer even if they are classified as poor.
Lessons for building comprehensive social protection systems (beyond SCT)

- Include the target category of persons of working age into the wider social protection system.
- Avoid narrow inclusion through, age restrictions, targeting of tiny sub-groups only, geographical limitations (above all regarding target category of children/families with children).
- Design social protection programmes for all persons/households in poverty throughout the life cycle (be it through programmes for certain target categories or through non-categorical programmes).
- Include the excluded/excluding societies into the international, legally binding human right to social protection.
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