



RESPONSE TO QUESTIONS ON THE WEBINAR 'SHOCK-RESPONSIVE SOCIAL PROTECTION IN PRACTICE: PERSPECTIVES FROM KENYA AND MOZAMBIQUE'

Catherine Fitzgibbon and Sarah Bailey

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1. Kenya Hunger Safety Net Programme (HSNP)

Questions answered during the webinar are listed at the end of the section, and the responses to them are on the webinar recording, available on YouTube.

Targeting approach
<ul style="list-style-type: none"> For Kenya case: have you used HEA approach for the selection of beneficiaries into the wealth groups? Gutierrez Sara
<p>HEA wealth grouping was used very broadly in the 3 of the 4 HSNP counties in the mass registration exercise that took place at the beginning of Phase II. However I would say it was not very effective. HHs were simply asked to put themselves into 1 of the four wealth groups: very poor; poor; middle; or better off. Over 80% of HHs classed themselves into the bottom two wealth groups which was unsurprising given they all felt their inclusion in the programme depended on this answer.</p>

Wealth ranking / beneficiary database for the HSNP
<ul style="list-style-type: none"> Could the speaker tell us how they plan to update the data on households (used to rank households on wealth index)? how often? how? Thanks! Aline Coudouel How often does the wealth ranking occur? Harshani DHarmadasa How often and how are the household poverty levels reviewed (ie. household poverty levels change over time - how is this taken into account in the Kenya model?) Rachel Routley Question for Katherine: How is the beneficiary database updated (the process)? how often/frequently is this done and how much does this cost? Nupur Kukrety
<p>The original intention was to undertake a 're-registration' of all households at least once in the 4 years of the programme. However, given the national efforts to harmonise registration and targeting methodologies of the four National Safety Net Programmes (NSNP) of which HSNP is only one – this re-registration was delayed and is now unlikely to happen until next year at the earliest (i.e. 2017 – as Phase II is ending). There has been much discussion on the value for money (VFM) of mass registration as it is basically a census which is very expensive to administer. Also as several have pointed out, the wealth and vulnerability of households can change very quickly in between registration processes. One proposed idea is to have County based teams that basically are permanently employed to undertake a rolling registration. If all four Government cash transfer programmes are updated and reallocated by the rolling teams this is likely to represent better value for money and the costs can be shared by the various different line departments.</p>

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Targeting for scale-up
<ul style="list-style-type: none"> • Did you get feedback on local perceptions on targeting for the scale - up? thanks! Aline Coudouel • In terms of the pre-targeting list, how has this managed refugees or others that don't have the same level of rights as the national population? Andrew Mitchell
<p>Local perceptions – yes we have had feed back on the targeting. Since households do not know where they are ranked on the wealth ranking they had no idea whether or not they were due to get a scale up. Therefore being selected for a scale up felt like a complete lottery. Since the quotas for scale up vary each time (depending on the number of Sub-Counties hitting the various drought thresholds) it is impossible for anyone to know exactly how many HHs will get a scale up each time a scale up is triggered. It has been agreed that posting a list of HHs for scale up in each village (Sub-Location) would help. However there is certainly no agreement from local communities that those selected are on the whole more needy or poor than others – as there is a very wide belief that they are “all equally poor”. Therefore selection for scale up (as with the routine beneficiaries) is seen as rather random. This issue is being reviewed as part of the revised NSNP registration and targeting processes.</p> <p>Refugees are not eligible for HSNP as beneficiaries must be Kenyan citizens.</p>

HSNP transfer value
<ul style="list-style-type: none"> • How was the value of the transfer set? Was it previously set by the existing social protection system or was it set for this programme?
<p>It is not completely clear – it was set in the HSNP Phase II business case and linked on the basis of inflation to the payment provided in phase I.</p>

Beneficiaries' bank accounts
<ul style="list-style-type: none"> • What are the barriers to having an active bank account? Aline Coudouel
<p>The main barrier to having an active bank account is having a valid national ID. This is part of the national 'know-your-customer' rules of the Kenyan banking system that is non-negotiable as part of their international anti-money laundering laws. Many households in this part of Kenya have never had an ID and they do not have the documentation required to get one e.g. birth certificate. This is a particular problem for old people and since all HSNP counties are pastoral areas straddling international borders – proving one's nationality can be difficult and raises some security issues especially on the boarder with Somalia. The programme has made extensive efforts with the relevant government department (the National Registration Board) to expand and facilitate ID approval and card distribution.</p>

Child-sensitive systems
<ul style="list-style-type: none"> • For Catherine on HSNP: how is the system child-sensitive - there are no eligibility criteria associated with children, but are there any features of the transfers that reflect household size/ number of children, or any monitoring that is done to measure impact on children, both routinely and in scale up for shocks? • Is the USD25/MONTH/HH irrespective of the number of household members? Isaac Chinyoka
<p>Currently the HSNP selection system is not overtly child sensitive. However the algorithms in the PMT (proxy means test) formula did include factors around dependency i.e. number of children per able bodied adult. Again as the HSNP is harmonized into the wider national safety net programme (NSNP) this involves reviewing the HSNP targeting criteria with that for the Government's OVC cash transfer. Yes, the USD25/MONTH/HH is irrespective of the number of household members</p>

Government collaboration and coordination
<ul style="list-style-type: none"> • How did your organisation work with government of Kenya to design the programme? Whose preferences were followed and why? Isaac Chinyoka

- It would be interesting to know more details about **intersectoral coordination** among different government agencies responsible, some of the mechanisms set up in the this country case, and main challenges in this regard. Alexandra Barrantes

HSNP is based within the Government specifically its Drought Management Authority (NDMA). At the start there were several meetings with NDMA senior staff and donor agencies for social protection i.e. DFID and the World Bank as well as WFP. These started by looking at the scaleability framework and asking participants the key questions i.e. when, what trigger, where, how much etc. People had views on some of the variables but not all so it was constantly revised. One workshop was held with just NDMA staff to work through questions like – would you rather pay more people but a lesser amount or less people a higher amount etc. When the variables were put through the WB financial model this further helped to focus minds. Ultimately the Govt did dig their heels in on several issues and their lead was followed. Particularly 1) that scale up payments should go to non-routine only and not to routine beneficiaries, and 2) when it came to redistributing quotas they insisted the payments were spread more widely to include the areas in severe drought also.

The scale up mechanism was really fully housed in NDMA and although other NSNP ministries were informed about it they were not very involved in its development. Generally it would have been hard to engender much interest from them as the whole scale up approach was viewed as drought response issue rather than a social protection issue.

Types of shock

- Any examples of shock responsive social protection managing economic or conflict covariate shocks? Particularly the last case that has to manage **displaced people**? Andrew Mitchell

To date HSNP Scalability guidelines only cover drought based shocks. That said the El Nino payment represented a payment to another form of shock (that did not ultimately materialize) which shows that ad hoc response to other forms of shock can be accommodated. The issue is to ensure the information and rationale that informs decisions is clear and transparent. Otherwise there can be a lot of political manipulation affect claims to be in need of a scale up.

Displacement has actually been an issue in a couple of areas which were affected by severe ethnic violence. The benefit of households having the bank cards means that they can access cash anywhere should they move from the location where they were initially registered.

Triggering the scale-up payment

- In **Kenya**, were there any challenges in using cash without strong verification of drought on the ground? i.e. concerns about acting in vain. Aline Coudouel

There were no challenges at the central level as VCI date is easy and timely to use. It is also a very early onset indicator. At the community and County level however there is much demand for other indicators to be used in making the decision to scale up. There are constant complaints that VCI is no indicator of hardship and place can be 'green' but very food insecure etc. However this only leads back to the problem of multiple indicators put forward for which the data is (particularly long term trend data) if often unreliable and patchy. Also all other date is dependent on field surveys which take time to complete and collate. There is then much potential for manipulation if Counties know which indicator thresholds trigger payments to thousands of households. This is issue will remain a constant and continual discussion point.

Shock-responsiveness of other social protection programmes

- A specific question on **Kenya**, is there any discussion in Kenya about integrating responsive mechanisms as part of the routine programmes (e.g. OVC-CT, OPCT etc)? Or does it remain limited to the HSNP? Charles Knox-Vydmanov

Yes in many ways. As mentioned above the harmonization of all four GoK CT programmes is underway. HSNP is the only one proposed to scale up – but it should be noted that currently it does scale up to recipients of the other 3 CT programmes – only HSNP routine beneficiaries do not get a scale up. The main reason for this at the moment is that the other 3 CTs pay a lower regular amount. The longer term and national approach for scaling CTs has not really been considered in any detail at this stage.

Financing
<ul style="list-style-type: none"> What is the mechanism put in place to ensure the long term financial sustainability of these shock responsive social protection programs given that they partly donor funded? Paul Mondo Ngomba
<p>This is a big issue and one that the programme is really trying to get put in place as soon as possible. To date the scale up payments are 100% donor i.e. DFID funded. The GoK has plans to establish and National Drought Emergency Fund (NDEF) which would be at least 50% government funded and from which the most regular and low level scale up payments would be made. In the event of a major drought crisis Kenya already had ARC insurance that it is hoped would be triggered and pay for a large percentage of the costs in a very extreme year.</p>

Questions answered during webinar (see YouTube video)

1. Would you say that the Kenya Social Protection HSNP shock response has been effective? Is it a model that can be borrowed by any similar country and environment? Apphia Ndungu
2. With horizontal expansion, does HSNP program improve food security of beneficiaries- both regular and non-regular beneficiaries? Triashtra Lakshmi
3. What grievance procedures are there in place for the scale up payments? Simon Anderson.
4. Catherine - nice presentation of a fascinating subject. As you know NDMA manages a programme for supporting local climate adaptation in Wajir through the Ada Consortium. Is there the opportunity to assess how compatible the HSNP scale-up strategy and supporting local adaptation is? Simon Anderson

2. Mozambique

Repeated shocks
<ul style="list-style-type: none"> Sarah - you seem to be underestimating the significance of repeated shock impacts and build up of residual effects. The same people in Mozambique face series of floods, cyclones, droughts etc. Simon Anderson
<p>For people affected by shocks multiple times, and who lose income and assets as a result, the impacts will build up. But for flooding we need to be careful about assuming that all people affected by floods experience a build up of impacts and become worse over time. People who plant in flood rich areas also experience benefits because of this – rich soil and high yields. For this reason some people spread their risk by planting both in floods plains and other areas, and also why there has been some resistance to government resettlement for decades. Household economy analysis has found that fishing (also a source of livelihoods in these areas) improves during flooding times. So while some people might become worse that’s not necessarily the case for everyone.</p>

Organisation of the sector
<ul style="list-style-type: none"> What are the operational relations with respect to scheduling of inputs among INGC (i.e. DRR) and INAS (i.e. SP)? Simon Anderson To Sarah: it would be interesting to see the evidence that the 'sector dynamics' conclusions are based upon as they do not resonate with what I have seen and the analysis of other stakeholders. Simon Anderson
<p>INGC leads the coordination of disaster response and disaster risk management, including coordinating the actions of others in the government via the CTGC. INAS and MGCAS participate in these coordination structures but do not play a big role in disaster responses. At the local level Permanentes may be involved more ad hoc in activities related to targeting of disaster assistance – but we did not analyse the more local level interactions.</p> <p>Feel free to reach out to Andrew Kardan (andrew.kardan@opml.co.uk), from the Mozambique case study team, for more information on the sector dynamics conclusions</p>

Systems strengthening
<ul style="list-style-type: none"> • Are there no preventive mechanisms or potential mechanisms to shocks given the low level of coverage by social protection schemes? • Question for Sarah: Donors play a big role in strengthening systems to respond to the needs of affected communities ex. HSNP and PSNP. What are the donor perspectives and actions in this regard in Mozambique? Nupur Kukrety
<p>In Mozambique there are many efforts for preparedness, contingency planning and early warning. These are mechanisms that are designed to address climatic shocks.</p> <p>Different donors (and international aid agencies) have different priorities for social protection in Mozambique at the moment. There is not agreement for example of the best approach for targeting. But something notable is that the government of Mozambique has increased its allocations to social protection and also increased its share of social protection budgets compared to what donors support. The PSSB was 90% govt financed in 2015; it was only 22% govt financed in 2011.</p>

Political economy of cash transfers in Mozambique
<ul style="list-style-type: none"> • This is part comment/part question for Sarah; perhaps a bit off topic: The Gov of Mozambique official stance is they are against free handouts and this explains the fact the limited role played by unconditional cash transfers. However, the government frequently gives out free or heavily subsidized seeds to farmers. What are your thoughts about this? David Calef
<p>I think there are two issues at play. The government is (1) in favor of assistance that they see as linked to work and livelihoods and (2) against assistance that might be seen as an entitlement that the government is expected to continue.</p> <p>The first issue goes back to a big effort to move away from the relief that was part of the civil war and that Mozambican refugees received in camps in the 1980s and early 90s – the perception that free aid is linked to dependency and the opposite of development and poverty reduction. Hence the preference food for work rather than general food distributions. I assume that that free or subsidized seeds is tied to the idea of production, livelihoods etc. I agree it's a contradictory stance. There is also no resistance to their own use of unconditional cash transfers are part of the PSSB social protection programme; or even from INAS (who manages refugee assistance) to provide refugees in Nampula camp with cash assistance rather than in-kind. But INGC does not see a role for unconditional cash transfers in disaster relief. And neither INAS nor INGC want to increase PSSB payments for people affected by disaster for all those reasons but also because then people benefiting might expect the increased amount to be continued.</p>

Research outputs
<ul style="list-style-type: none"> • When can we see the report for Mozambique? Rachel Yates
<p>The draft report is currently under review with DFID. It will be available by the end of 2016.</p>

3. Non-country-specific

1. Do presenters have view as to whether cash or public works programmes have better ability to respond to **climatic shocks** - and what risks of relying mainly on public works as climate responsive approach. Rachel Yates

Answered during webinar—see YouTube video