EBA

THE RISE OF SOCIAL PROTECTION IN THE GLOBAL SOUTH: THE ROLE OF FOREIGN AID
APPENDIX I. SCALE AND EVOLUTION OF SOCIAL PROTECTION SYSTEMS

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Appendix I. Scale and Evolution of Social Protection Systems

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the Global South: The Role of Foreign Aid
to
The Expert Group for Aid Studies (EBA)

Data sources

The ILO's World Social Protection database

The ILO produces the World Social Protection (WSP) database,[1] which provides comparative indicators on the scale of social protection systems, based on an operational definition of social protection that includes a "set of policies and programmes designed to reduce and prevent poverty and vulnerability across the life cycle" (ILO 2021:29). The ILO definition includes nine policy areas within *contributory* social insurance schemes and *non-contributory* social assistance programmes, which are covered by the ILO Convention No. 102, namely: child and family benefits, maternity protection, unemployment support, employment injury benefits, sickness benefits, health protection, old-age benefits, disability benefits and survivors' benefits.

The ILO employs two indicators to measure the scale of social protection systems. The first indicator, *legal coverage*, measures the share of eligible populations which, according to national legislations, are covered by any of the seven (out of nine) policy areas listed by the ILO Convention No. 102.[2] Legal coverage is a concept that departs from a human rights perspective within national laws and statutory schemes. Vulnerable populations such as children, people in old age or those unemployed are identified in the WSP database as being 'legally covered' if national legislations stipulate that these populations are *statutorily* entitled to receive benefits from, for example, child and family benefits, old-age pensions or unemployment insurance schemes (ILO 2021). The WSP dataset

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[1] The database is available at: https://www.social-protection.org/gimi/gess/WSPDB.action?id=19

[2] The WSP dataset focuses largely on cash benefits, and therefore, currently excludes health protection and in-kind survivors' benefits.

provides legal coverage relative to the labour force or working-age population in the relevant age range, for both contributory and non-contributory schemes in each of the seven social protection policy areas.

The second indicator is *effective coverage*, which captures the extent to which statutory entitlements are actually distributed among the eligible populations, for example, those individual in retirement age and currently receiving a pension, or those who have a benefit guaranteed via contributions or statutory laws, but who are not currently receiving the entitlement (ILO 2021). Since non-compliance and weak enforcement mechanisms of statutory laws are widespread in low- and middle-income countries, effective coverage reflects more closely the actual scope and scale of social protection in a country and tends to be lower than legal coverage. Therefore, effective coverage is our preferred ILO measure for analysis.

World Bank's ASPIRE database

The second data source used in this study is the World Bank's ASPIRE database, which provides performance indicators based on 457 harmonizing and nationally representative household surveys covering 126 low- and middle-income countries.

We used an indicator of coverage that measures the percentage of population participating, *directly* or *indirectly*, in social protection programmes, following a typology that divides programmes into social assistance and social insurance policies.[3] Social assistance includes conditional and unconditional (pure) cash transfers, non-

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[3] Direct beneficiaries are the recipients of statutory entitlements of social protection programmes based on eligibility criteria. Indirect beneficiaries are household members who benefit from policies by sharing resources with a recipient of statutory entitlements. Examples of these intra-household spillover effects are grandchildren benefiting from old-age pensions, or mothers benefiting from cash transfers for school-age children.

contributory social pensions, school feeding programmes, public works, fee waivers and subsidies, and other type of social assistance such as social care services. In contrast, social insurance includes contributory old-age pensions, disability pensions and survivors' pensions; sickness and occupational injuries benefits; maternity and paternity benefits and health insurance.

The fact that the ASPIRE dataset relies on microdata, allow us to observe the distribution of social protection coverage by income quintile, which is informative in the sense that it provides hints on how pro-poor the redistribution of social protection benefits actually is across countries and world regions. In Table 2, we present a summary of coverage of social assistance programmes and social insurance schemes across world regions by income quintiles. SSA, and low-income countries in particular, remain the country groupings that show the lowest rate of coverage throughout the income distribution.

In the case of SSA as a whole, about one third of the poorest 20% populations receive any form of social assistance (the lowest rate across world regions), and that proportion goes down to around just 5% when we consider social insurance benefits (see Table 2). When we consider LICs, we observe, as expected, the lowest rate of coverage among World Bank's country income classifications, with a rate of coverage of just about 14% among the bottom 20% poorest.

We also observe significant variation in the rate of coverage in SSA by type of programmes, which remains nonetheless very limited throughout the income distribution. Focusing on the poorest 20%, social pensions report the largest rate of coverage, with a regional average of 8.8%, followed by school feeding programmes and in-kind transfers (both with a coverage of approximately 7.5%), unconditional cash transfers (5.7%) (see Table A1 and Table A2 in this Appendix).

As in the case of the ILO's WPS, the ASPIRE database has limited temporal information on the evolution of social protection systems, in part because household surveys do not always capture sufficient information about accessibility to all social protection programmes in a country.

We conducted econometric analysis trying to exploit the variation in social protection take up observed in the ASPIRE database, to assess the impact of aid on social protection systems; but unfortunately, due to the limited temporal variation in the data, we were unable to obtain robust estimates in the international comparative analysis based on this dataset.

Table A 1: Mean coverage by type of programme, income quintiles and world region

Coverage 1/	Q1	Q2	Q3	Q4	Q5	Q1	Q2	Q3	Q4	Q5
	Cash transfers					Conditional cash transfers				
Sub-Saharan Africa	5.68	4.6	4	2.87	1.69	n.a	n.a	n.a	n.a	n.a
East Asia & Pacific	18.24	14.63	12.28	9.74	7.14	4.26	2.93	1.64	0.76	0.22
Europe & Central Asia	35.8	24.87	20.62	17.56	12.21	n.a	n.a	n.a	n.a	n.a
Latin America & Caribbean	4.65	3.8	3.07	2.19	1.51	31.89	19.77	11.92	6.9	2.79
Middle East & North Africa	13.59	8.06	6.21	5	3.47	0.06	0.16	0.09	0.05	0.02
South Asia	12.49	8.14	5.41	3.53	1.86	2.79	2.19	1.54	1.15	0.74
	Fee waivers and targeted subsidies					In-kind				
Sub-Saharan Africa	1.47	1.51	1.44	1.17	0.79	7.58	6.99	6.26	4.49	2.71
East Asia & Pacific	5.18	4.23	2.95	1.94	1.07	7.47	4.96	3.92	3.15	2.19
Europe & Central Asia	5.23	3.36	2.52	1.82	1.34	5.78	3.73	3.2	2.59	1.84
Latin America & Caribbean	7.88	7.77	7.2	6.2	3.95	26.45	23.25	19.81	15	7.58
Middle East & North Africa	n.a	n.a	n.a	n.a	n.a	21.44	17.19	15.36	14.21	9.58
South Asia	10.62	8.76	7.42	5.71	3.56	15.2	13.86	13.27	12.81	12.1

	Other social assistance					Public works				
Sub-Saharan Africa	5.12	4.24	4.07	3.89	2.95	2.54	2	1.46	0.96	0.61
East Asia & Pacific	6.73	4.49	3.28	2.26	1.41	n.a	n.a	n.a	n.a	n.a
Europe & Central Asia	8.96	6.81	6.31	5.52	4.89	0.25	0.12	0.05	0.05	0.03
Latin America & Caribbean	13.44	11.38	8.98	7.19	4.17	0.15	0.08	0.05	0.03	0.01
Middle East & North Africa	9.49	9.14	8.92	7.43	4.31	0.05	0.02	0.04	0.04	0.03
South Asia	7.88	6.5	5.43	4.55	2.71	7	5.11	3.51	2.74	2
	School feeding					Social pensions				
Sub-Saharan Africa	7.56	7.13	6.18	4.74	3.15	8.85	5.61	4.13	3.04	2.09
East Asia & Pacific	2.84	2.39	1.88	1.37	0.73	4.99	4.08	4.09	3.32	2.59
Europe & Central Asia	1.64	0.66	0.49	0.34	0.24	8.83	5.8	4.2	3.12	2.06
Latin America & Caribbean	34.29	28.56	22.42	16.03	7.27	7.63	5.09	3.95	3.17	2.29
Middle East & North Africa	1.68	1.09	0.7	0.68	0.36	0.35	0.23	0.31	0.24	0.13
South Asia	0.8	0.7	0.59	0.4	0.25	9.67	7.18	6.41	4.62	3.51

Source: Authors' calculations, based on ASPIRE database.

Sample restricted to the last observation of each country.

1/ Coverage measures the percentage of population participating, directly or indirectly, in social assistance and social insurance programmes.

The colour scale captures the distribution of coverage and transfer size, from dark green capturing the highest values to dark red capturing the lowest values, in the corresponding distribution. 'n.a' stands for the not available information.

Table A 2: Coverage by type of programme, income quintiles and country income classification

Coverage	Q1	Q2	Q3	Q4	Q5	Q1	Q2	Q3	Q4	Q5
	Cash transfers					Conditional cash transfers				
High income	35.86	33.96	30.81	27.03	19.01	11.09	5.4	2.42	1.06	0.43
Upper middle income	19.63	12.41	9.36	6.64	4.02	11.21	6.82	3.9	2.06	0.65
Lower middle income	10.9	7.55	6.11	5.05	3.82	4.23	3.35	2.42	1.63	0.85
Low income	2.03	1.63	1.68	1.38	0.91	n.a	n.a	n.a	n.a	n.a
	Fee waivers and targeted subsidies					In-kind				
High income	7.01	5.89	4.99	4.24	2.7	19.08	15.79	13.35	10.34	5.64
Upper middle income	6.02	5.46	4.54	3.3	2.01	14.13	12.05	10.26	7.99	5.08
Lower middle income	4.39	3.45	2.99	2.56	1.74	12.63	10.14	8.96	7.39	4.86
Low income	0.29	0.24	0.2	0.1	0.12	4.06	3.85	3.79	3.08	1.98

	Other social assistance					Public works				
High income	16.65	13.09	11.65	9.57	6.49	n.a	n.a	n.a	n.a	n.a
Upper middle income	9.71	7.94	6.32	5.17	3.49	0.69	0.58	0.35	0.19	0.04
Lower middle income	7.22	5.91	5.4	4.74	3.26	1.91	1.26	0.91	0.63	0.49
Low income	2.83	2.21	2.35	2.21	1.95	2.1	1.79	1.35	1.08	0.73
	School feeding					Social pensions				
High income	14.43	9.33	6.36	3.55	1.21	18.69	13.3	9.27	7.14	5.32
Upper middle income	10.48	8.99	6.97	4.84	2.39	10.33	6.95	5.27	3.82	2.35
Lower middle income	11.27	10.06	8.68	6.9	3.83	5.43	3.49	3.28	2.64	2.16
Low income	1.47	1.38	1.13	0.85	0.78	0.21	0.16	0.2	0.16	0.09

Source: Authors' calculations, based on ASPIRE database.

Sample restricted to the last observation of each country.

Coverage measures the percentage of population participating, directly or indirectly, in a transfer programme.

The colour scale captures the distribution of coverage and transfer size, from dark green capturing the highest values to dark red capturing the lowest values, in the corresponding distribution. 'n.a' stands for the not available information.

UNU-WIDER's Social Assistance, Politics and Institutions (SAPI) database

The third data source is UNU-WIDER's SAPI database, which provides a synthesis of longitudinal and harmonized comparable information on social assistance programmes in low- and middle-income countries, with the latest beta version covering the period 2000–2020. The SAPI provides information on programmes characteristics, programme and country-level institutionalization, budget and financing and welfare impacts. The SAPI collects information from primary sources including: i) national governments' websites, and ii) regular reports published by coordinating agencies, programme administrators, and donors.

The SAPI also collects information from several secondary sources including: iii) online repositories of international organisations such as the ILO, United Nations Children's Fund (UNICEF), World Bank, Inter-American Development Bank (IADB), Asian Development Bank (ADB), the International Social Security Association (ISSA), World Food Programme (WFP), the European Commission (EC), and the United Nations Economic Commission for Latin America and the Caribbean (ECLAC); iv) country reports from development agencies such as the United Kingdom's Foreign, Commonwealth & Development Office (FCDO), the German Organisation for International Cooperation, or Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), the Swedish International Development Cooperation Agency (SIDA), the Ministry for Foreign Affairs of Finland (MFA), and v) comparative studies of social protection programmes.

While the SAPI dataset is limited in its coverage of social insurance schemes, it is the only dataset that provides longitudinal data that allows a comparative analysis of the evolution of social assistance programmes and systems. The SAPI follows a typology of social

assistance (Barrientos, Niño-Zarazúa, and Maitrot 2010) that classifies social assistance programmes based on the objective functions of these policies and which by design provide forms of protection to vulnerable populations. These programmes may include the provision of income support in exchange of utilisation of education and health services, like in the case of conditional cash transfers (CCTs), or income support to people in old age, such as the case of old-age pensions. Various combinations are possible, as programmes might fulfil more than one function. Overall, the SAPI groups social assistance into the following non-contributory policy categories: 1) conditional cash transfers, 2) unconditional (or pure) cash transfer (UCTs), 3) old-age pensions, 4) disability pensions, 5) in-kind transfers, and 6) public works.

For the purpose of this study, we focus on two indicators: the first indicator measures total coverage of direct and indirect beneficiaries by type of programmes in millions of beneficiaries and captures the absolute scale of social protection systems and their evolution over the past two decades. The second indicator normalises absolute coverage by national populations to provide a measure of the expansion of relative coverage of social assistance across countries.

Figure A1 shows the recent evolution of social assistance by type of programme, with CCTs and UCTs showing the largest increases in terms of absolute coverage. Figure A2 and Figure A3 in Appendix I show the evolution of the absolute scale of social assistance expansion by world regions and World Bank's country income classification. The largest expansion of social protection systems in SSA is observed among UCTs, followed by social pensions and public works. In contrast, in Latin America and Caribbean (LAC) CCTs have dominated the extensive expansion of social protection, followed by social pensions, while in Asia and the Pacific (APAC), there is a more equal distribution in social protection take up, with public works, CCTs and UCTs being the favoured policies use to provide support to vulnerable populations.

Data from the SAPI also reveals a marked unequal distribution in the scale or social protection systems in SSA, with just a handful of countries, including South Africa, Ethiopia, Zambia, Mozambique, Kenya, Cameroon and Rwanda, having in place programmes that reach over a million beneficiaries (see Table A 3, Table A 4, and Table A5 in this Appendix for a list of the largest social protection programmes in SSA, LAC and APAC regions, respectively).
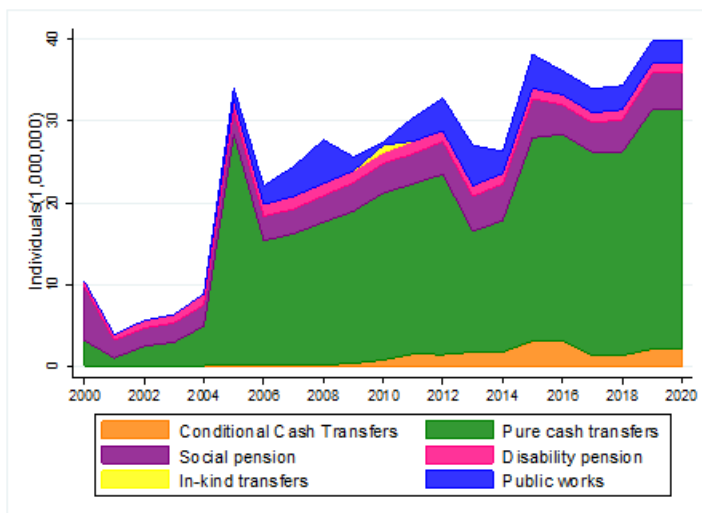
Figure A 1: Number of beneficiaries (in millions) by type of programme
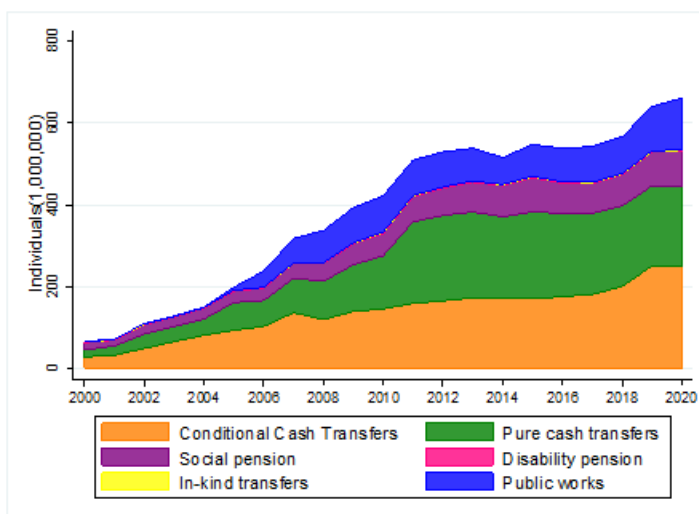
Source: Authors' calculations, based on the beta version of UNU-WIDER Social Assistance, Politics, and Institutions (SAPI) database.

Figure A 2: Number of beneficiaries (in millions) by type of programme and regions.
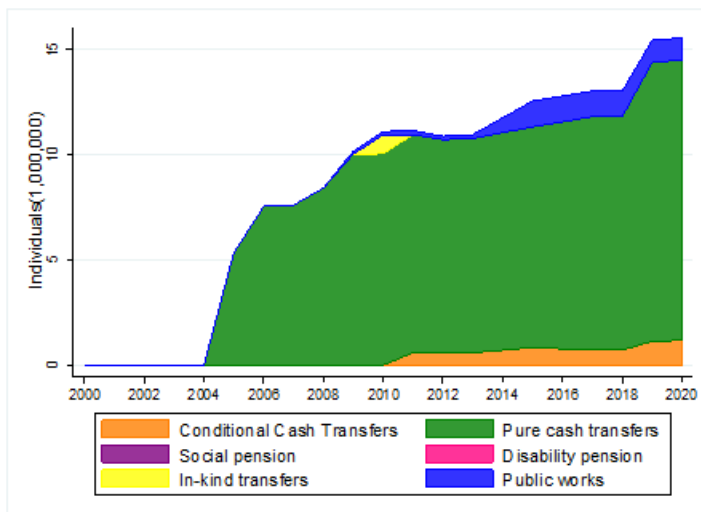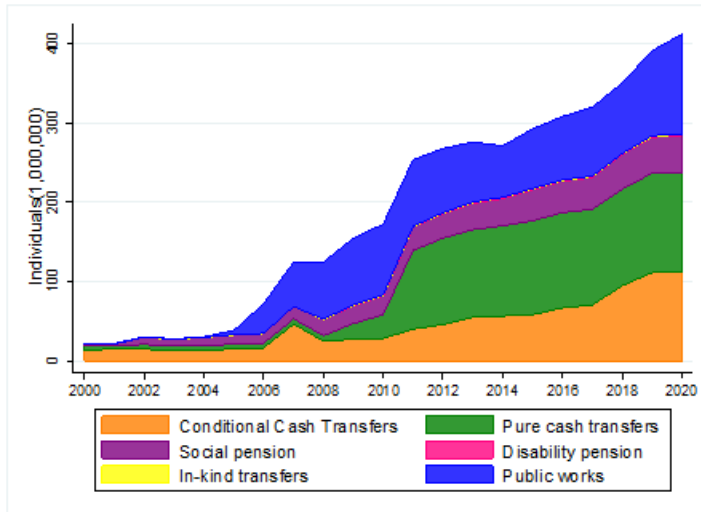
A. Sub-Saharan Africa

B. Latin America
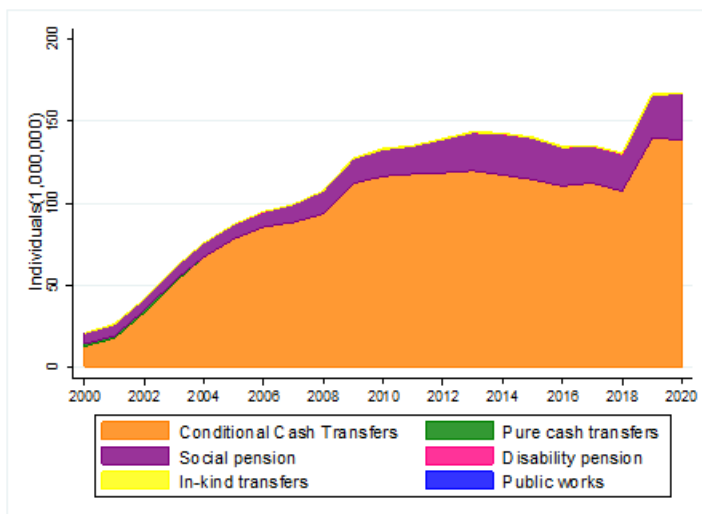
C. Asia
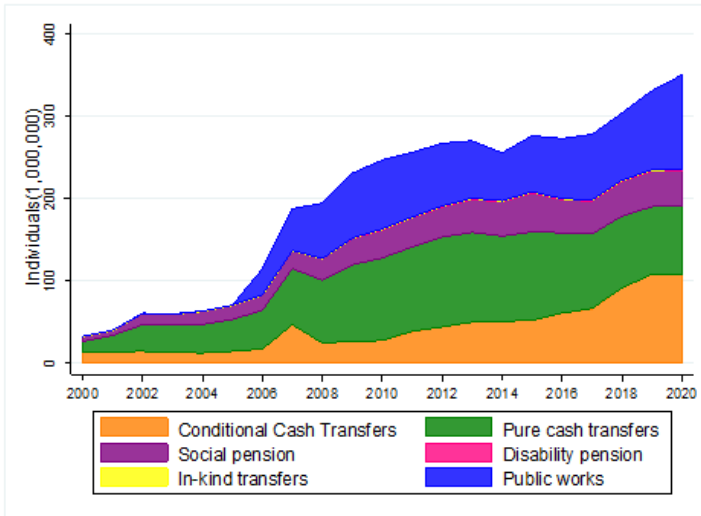
Figure A 3: Number of beneficiaries (in millions) by country income level
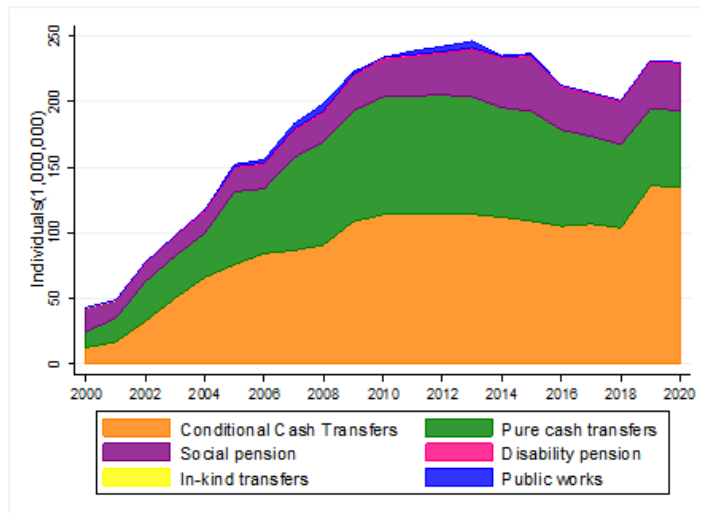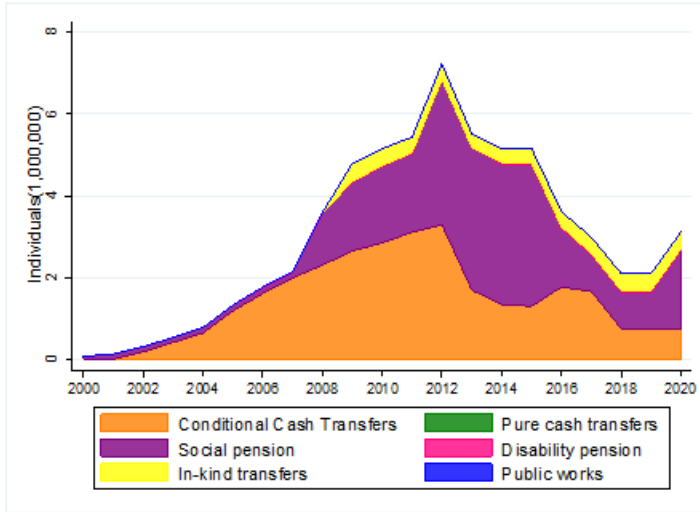
A. Low-income

B. Lower-middle income

C. Upper-middle income

D. High-income

Source: Authors' calculations, based on Social Assistance, Politics, and Institutions (SAPI) database (UNU-WIDER, 2021).

Table A 3: Top 10 largest programmes in sub-Saharan Africa

Name of programme	Country	Type of programme	Income classification (LIC, LMIC, UMIC)	Coverage in millions	Coverage in % of country's population
Child Support Grant	South Africa	Unconditional cash transfers	Upper-Middle Income	22,543,683	47.08%
Productive Safety Net Program 4	Ethiopia	Unconditional cash transfers	Low Income	10,000,000	8.92%
Old-Age Pension / State Old-Age Pension (SOAP)	South Africa	Social Pensions	Upper-Middle Income	6,008,121	13.36%
Expanded Public Works Programme	South Africa	Public works	Upper-Middle Income	5,358,160	10.76%
Second Productive Social Safety Net (PSSN II) Programme	Tanzania	Public works + CCTs + Livelihoods support	Lower-Middle Income	4,610,344	7.71%
Social cash transfers (All transfers consolidated)	Zambia	Unconditional cash transfers	Lower-Middle Income	3,160,000	17.69%

Name of programme	Country	Type of programme	Income classification (LIC, LMIC, UMIC)	Coverage in millions	Coverage in % of country's population
Basic Social Subsidy Programme	Mozambique	Unconditional cash transfers	Low Income	2,168,042	6.94%
Cash Transfer for Orphans and Vulnerable Children (CT-OVC)	Kenya	CCTs	Lower-Middle Income	1,800,000	3.67%
Projet de Filet de Protection Sociale – Social Safety Net Project (English)	Cameroon	Public works	Lower-Middle Income	1,680,000	7.21%
Disability Grant	South Africa	Disability pensions	Upper-Middle Income	1,422,808	2.90%

Source: Authors' calculations, based on Social Assistance, Politics, and Institutions (SAPI) database (UNU-WIDER, 2021).

Table A 4: Top 10 largest programmes in Latin America and the Caribbean

Name of programme	Country	Type of programme	Income classification (LIC, LMIC, UMIC)	Coverage in millions	Coverage in % of country's population
Bolsa Familia	Brazil	CCTs	Upper-Middle Income	58,158,901	29.18%
Becas para el bienestar Benito Juarez	Mexico	CCTs	Upper-Middle Income	35,732,842	28.01%
Plan Jefes y Jefas de Hogar de Desocupados	Argentina	CCTs	Upper-Middle Income	9,031,999	23.97%
Pension para Adultos Mayores	Mexico	Social pensions	Upper-Middle Income	8,000,000	6.20%
Previdencia Rural (Rural Pension)	Brazil	Social pensions	Upper-Middle Income	6,957,148	3.32%
Red Unidos (Ex Red Juntos)	Colombia	CCTs	Upper-Middle Income	6,166,566	13.64%
Mi Familia Progresa	Guatemala	CCTs	Upper-Middle Income	5,516,812	37.99%

Name of programme	Country	Type of programme	Income classification (LIC, LMIC, UMIC)	Coverage in millions	Coverage in % of country's population
Familias en Accion	Colombia	CCTs	Upper-Middle Income	5,139,454	11.48%
Mas Familias en Accion	Colombia	CCTs	Upper-Middle Income	5,028,896	11.12%
Mi Bono Seguro	Guatemala	CCTs	Upper-Middle Income	4,924,589	32.73%

Source: Authors' calculations, based on Social Assistance, Politics, and Institutions (SAPI) database (UNU-WIDER, 2021).

Table A 5: Top 10 largest programmes in Asia

Name of programme	Country	Type of programme	Income classification (LIC, LMIC, UMIC)	Coverage in millions	Coverage in % of country's population
Mahatma Gandhi National Rural Employment Guarantee Act of India (MGNREGA)	India	Public works	Lower-Middle Income	106,415,400	7.71%
Minimum Living Standards Scheme – Rural Di Bao	China	Unconditional cash transfers	Upper-Middle Income	53,880,000	3.97%
Ehsaas Programme	Pakistan		Lower-Middle Income	52,000,000	23.54%
Pantawid Pamilyang Pilipino Program (4Ps)	Philippines	CCTs	Lower-Middle Income	44,235,288	41.48%
Program Keluarga Harapan (PKH), Hopeful Family Programme	Indonesia	Unconditional cash transfers	Lower-Middle Income	36,267,144	13.40%
Benazir Income Support Programme (BISP)	Pakistan	Social pensions	Lower-Middle Income	28,080,000	

Name of programme	Country	Type of programme	Income classification (LIC, LMIC, UMIC)	Coverage in millions	Coverage in % of country's population
Indira Gandhi National Old Age Pension Scheme (IGNOAPS)	India	Unconditional cash transfers	Lower-Middle Income	24,867,620	1.80%
Minimum Living Standards Scheme – Urban Di Bao	China	CCTs	Upper-Middle Income	23,456,000	1.76%
Primary Education Stipend Project (PESP)	Bangladesh	CCTs	Lower-Middle Income	14,395,000	8.92%
Samurdhi National Programme for Poverty Alleviation	Sri Lanka	CCTs	Lower-Middle Income	12,000,000	55.04%

Source: Authors' calculations, based on Social Assistance, Politics, and Institutions (SAPI) database (UNU-WIDER, 2021).

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