

Conceptual and operational features of El Salvador's CCT program (Red Solidaria)

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El Salvador mission

- Date: 19-28 March, 2007
- Purpose: data for a comparative analytical study on CCTs in Latin American countries with low institutional and financial capacity (cases of Paraguay and El Salvador)
- Activities:
 - Interviews with program managers:
 - Political level: Cecilia Gallardo + Carolina Avalos
 - Technical level: Red and FISDL personnel
 - Line ministries: MINED, MSPAS, MAG
 - In-site observation of implementation processes:
 - Census of potential beneficiaries (Jicalapa)
 - Payment of transfers (San Agustín)
 - Municipal committee (Masahuat)
 - Interviews with local stakeholders (Jutiapa):
 - Doctor, school director, municipal liaison
 - Informal talks with beneficiaries and local stakeholders during payment event in San Agustín

Red Solidaria overview

- Launched in March 2005 by presidential decree (first transfer in October 2005)
- 2005-2009 (presidential term)
 - Goals for 2010-2015 in conceptual document
- Target area: 100 poorest municipalities, rural emphasis
- Coverage goal: 100,000 families by 2009
- Phased implementation:
 - 2005: 15 municipalities, 13,278 families
 - 2006: 32 municipalities, 24,106 families
 - 2007 (goal): 47 municipalities, 45,000 families
- Implementing agency: Social Investment Fund for Local Development (FISDL), under the coordination of an Executive-Direction linked to the Technical Secretariat of the Presidency
 - Municipal capillarity - local representatives

Components of Red Solidaria

- Component 1: Family Solidarity Network
 - CCT targeted to families with pregnant women and children under 15 who have not finished 6th grade
- Component 2: Network of Basic Services
 - Supply-side programs: education (REE), health and nutrition (ESS)
 - Basic infrastructure: drinking water, electrification, sanitation and roads
- Component 3: Family Sustainability Network
 - Productive projects and micro-credit

Component 1: transfers

- Health stipend for families with pregnant women and children under 5 years-old
 - US\$ 15 per month
 - Conditional on maternal and children health check-ups and immunizations according to Ministry of Health's protocols
- Education stipend for families with children from 5 to 15 years-old without 6th grade
 - US\$ 15 per month
 - Conditional on school enrollment (pre-school to 6th grade) and attendance (approximately 80%)
- Combined stipend: US\$ 20 per month
- Bi-monthly payments
- Transfers preferentially addressed to women
- 3-year period?

Transfers in San Agustín



Component 1: conditionalities

- Family agreement term includes:
 - Family commitments:
 - Health and education co-responsibilities
 - Participation in family training sessions (monitored, but transfer not suspended in case of non-compliance)
 - Use of the transfers on food (not monitored)
 - Government commitments:
 - Provision of health and education services
 - Provision of family training sessions (children's health; women's rights; community organization; reproductive planning; domestic violence; etc)
 - Provision of cash transfers
- NGOs for family support and follow-up : responsible for verification of co-responsibilities with health and education institutions, provision of family training workshops and set-up of adult literacy programs for beneficiaries (training for productive activities now being included)
 - Annual contracts with FISDL
 - 1 municipal coordinator + local promoters (1 for every 150-160 families)

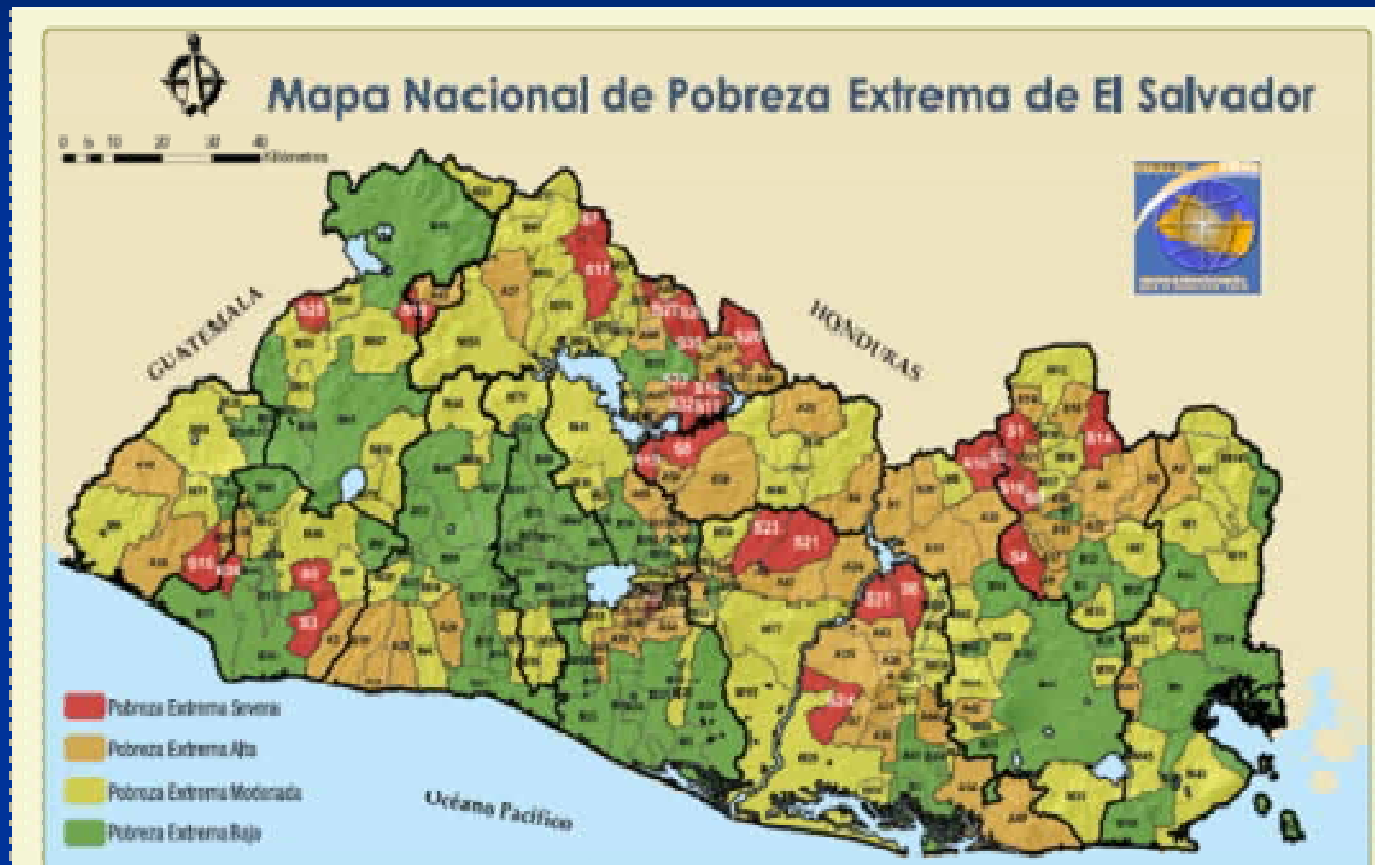
Component 1: objectives

- CCT central objective (stated)
 - Improve health, nutrition and education for the poorest population
 - No emphasis on income poverty results or “exit doors”
- CCT tacit objective
 - Increase co-responsibility of families towards their own well-being
 - Strong emphasis on compliance and verification of co-responsibilities (including family training workshops)

Component 1: targeting criteria

- Geographical – 2004 poverty map (FLACSO/FISDL)
 - 4 clusters of municipalities (262): **severe extreme poverty (32)**; **high extreme poverty (68)**; moderate extreme poverty (82); low extreme poverty (80)
 - Severe height for age deficit in 1st graders + income poverty incidence
 - Within-cluster ranking
 - Integrated Index of Municipal Marginality (IIMM): income poverty gap + unsatisfied basic needs (education and housing conditions)

Poverty map



Component 1: targeting criteria

- Household targeting
 - For the first 32 municipalities (severe extreme poverty):
 - Rural areas: categorical (families with pregnant women and children under 15-years old without 6th grade)
 - Urban areas: additional parameters (crowding, housing conditions and sanitation)
 - For the following 68 municipalities (high extreme poverty):
 - Proxy-means test (rural/urban; housing conditions; durable goods; family characteristics; remittances)

Household targeting instruments

- Detailed cartography of target municipalities
 - FISDL contracts out and supervises directly
 - Involvement and validation by local actors
 - Input for census and other uses at local level
- Household census in target municipalities
 - Urban and rural areas
 - 2007: implemented by FISDL directly
- Registry system: list of potential beneficiaries
 - In-site verification of urban specific parameters by local actors
 - PMT?
- Actual list of beneficiaries (after incorporation events carried out by NGOs – signing of family agreement terms)
- Targeting errors?

Implementing capacity and structures

- National level
 - Political coordination: Presidency + ministerial council
 - Technical coordination: Executive-direction + FISDL + line ministries
 - Implementing coordination and supervision: FISDL
- Local level
 - FISDL local representative
 - NGO for family support and follow-up
 - Municipal liaison
 - Local committee (FISDL, municipality, health, education, NGO, community leaders, other government agencies)
 - Beneficiary committee

Coordination with supply-side and other government programs

- Government social strategy (Oportunidades) – development of citizen's capabilities and opportunities for social and economic participation (health, youth, connectiveness, credit and Red Solidaria)
- Integrated design – 3 components
- Intersectoral coordination in design, implementation and evaluation (health and education) – especially at national level
 - Effective Schools Networks (REE)
 - Extension of Health Services (ESS)
- Less visible integration with productive projects
 - Ministry of Agriculture (MAG)
 - Micro-credit agency (BMI)
- Coordination with civil registry agency?

Results

- Administrative records (2005/2006):
 - School enrollment increases: 23% in pre-school, 6% in grades 1-3, 9% in grades 4-6
 - Children health check-ups: 47% increase
 - Maternal health check-ups: 42% increase
 - CCT or supply-side?
- Women and community empowerment
 - Family and NGO local promoters training sessions
- Impact evaluation and qualitative studies to be undertaken in 2007 – components 1 and 2
 - External
 - Quasi-experimental
 - Baseline + 3 rounds (2007-2010)

Costs and financial sustainability

- Annual cost estimate: approx. US\$ 50 million
 - Component 1: approx. 20%
 - Transfers x administrative costs?
 - National funds – budgetary reallocations and increases in tax revenue
 - Evaluation TOR: US\$ 2 million
- IDB (US\$ 57 million) and WB loans (US\$ 21 million): “frozen” at National Assembly
 - Component 2
- International cooperation
 - Grants from EU (37 million euros), Luxembourg (20 million Euro) and Spain (10 million Euro)
 - IDB and WB technical and financial support in design
 - GTZ support in capacity-building

Political support and sustainability

- Presidential initiative and back-up
 - Strong government commitment
 - High visibility
 - Preferential target for the opposition
- Technical legitimacy
 - Geographical targeting – poverty map x municipal elections
 - Inspiration from other LA experiences
 - Donor support
- Inter-sectoral coordination from the beginning
 - Less bureaucratic tensions
- Impressions from grassroots actors and newspaper articles
 - Generally positive
 - Main criticism on: insufficient amount of the transfers, supply-side issues and propagandistic use

Pending issues and challenges

- Local participation: municipal and beneficiary committees
- FISDL human resources profile
- Family “graduation” (3 year period, 6th grade)
- Transparency (targeting and co-responsibilities)
- NGO discretionary power and standardization
- Links to component 3
- Poverty and demographic dynamics
- Broader social protection approach (urban areas, elderly, disabled)

Additional info:

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