

Approach Paper

Independent Evaluation Group's Evaluation of Social Safety Nets

Introduction

1. The Independent Evaluation Group (IEG) will evaluate the World Bank's work on social safety nets during FY 10-11. This work will culminate in two products that will be delivered to the Committee on Development Effectiveness (CODE): an overall evaluation of the development effectiveness of World Bank's assistance for social safety nets (referred to as "Safety Nets Evaluation") and a focused examination of long term impacts of social safety nets drawing on two new impact evaluations of Bank supported projects (referred to as "Safety Nets Impact Evaluation"). The latter study will feed into the overall evaluation (to be submitted to CODE in FY11) and also be available as an IEG report (to be submitted to CODE in FY10). This approach paper introduces the issue of social safety nets, as well as the scope, objectives, methodology and timetable of the two deliverables.

Background

2. Social safety nets (SSNs) are programs designed to protect the poor and vulnerable from shocks that may confront their individual household or their larger community (i.e. "systemic shocks") and that might otherwise push them further into poverty. In addition to serving as mechanisms for risk mitigation, SSNs are also often used to redistribute resources by increasing the consumption of the poorest in society and improving their investments in human capital. Finally, SSNs are used to protect the poor and vulnerable from specific negative effects that can accompany the implementation of macro reforms (Grosh et al. 2008, Holtzman, 2009).

3. SSNs play a critical role in helping countries achieve two principal objectives of development, reducing poverty and stimulating growth (Ravallion 2009; Alderman and Hoddinott, 2007; Holtzman, 2009). Although the World Bank traditionally viewed SSNs as mechanisms for redistributing income and improving the welfare of those unable to participate in productive activities, they are now also seen as critical for the growth agenda¹. The Social Protection Sector Strategy (SPSS) of 2001, entitled "From Safety Net to Springboard", stressed the importance of "social risk management" and using coping, mitigation and risk reduction strategies to limit social impacts of shocks while helping the worst off (World Bank, 2001).

1. Indeed, recent theoretical and empirical research points to a complementarity rather than trade-off between equity and efficiency with safety nets: with the failure of credit and insurance markets to protect the poor in developing countries, safety nets permit households to manage their risks more efficiently and make wiser investments in their futures. In addition, safety nets facilitate structural reforms to the economy by replacing inefficient redistributive elements in other programs and by protecting the poor and vulnerable who may be hurt by otherwise growth enhancing reforms (Ravallion, 2009; Alderman and Hoddinott, 2007; Grosh et al. 2008)¹

4. The importance of SSNs has become evident over the past decade when a series of international economic crises – in East Asia, Russia, South America and the post-2007 global crisis – led to sharp increases in poverty. The recent fuel, food and financial crises underscored the urgency of effective SSNs most dramatically as they led to major increases in global poverty. Estimates of the impact of the financial crisis on poverty in 2009-10 are that an additional 120 million people will be living on less than \$2 a day (Ravallion, 2009). In 2009, the crisis is estimated to result in 30-50,000 more infant deaths in Africa alone, disproportionately girls (Friedman and Schady, 2009), and the medium term impacts are likely to be serious as well, with negative impacts on children’s nutrition and schooling (Ferreira and Schady, 2008).

5. An IEG overview of lessons from World Bank support for previous crisis response found that the Bank has generally been successful in supporting some aspects of crisis (notably financial and some public sector reforms), but overall did not effectively address the impact of crisis on the poor (IEG, 2008). It concluded that advance work needs to be done to prepare social protection measures to enable SSNs to be deployed in times of need. The Bank’s Social Protection Strategy (SPS) (World Bank, 2001) and the recent Social Protection Implementation Review (Holtzman, 2009) both highlight that a key lesson from past crisis experiences is the importance for countries of having a well-functioning system of SSNs in place before a crisis hits, without which it is difficult to scale up resources to the poor and vulnerable hit hardest by shocks. If SSNs are not in place, governments are often pressured to respond with poor policies (e.g. generalized food and fuel subsidies) which can leave a legacy of lower growth and poverty reduction (Ravallion, 2009).

6. In early 2009, the World Bank identified 3 key objectives for its current support to countries in crisis, among which was “protecting the most vulnerable against the fallout of the crisis”². Urgent demands for World Bank assistance have come from all regions and many countries. Have those countries with existing, well functioning SSNs been better positioned to absorb the resources and respond to the needs of the poor? Better understanding the conditions and efforts necessary for the Bank to help countries establish effective SSNs for the poor that are capable of scaling up during times of crisis is one of the motivations for the overall evaluation proposed in this paper.

7. The purpose of the overall evaluation is to assess how effectively the Bank has helped countries develop SSNs to protect the poor and vulnerable, and what lessons can be learned for informing future support. SSNs are critical for both poverty reduction and growth agendas, and thus this is a central area of Bank concern. As evident from a preliminary IEG portfolio overview of lending and Analytic and Advisory Activities (AAA) (see Section 3), the Bank has been actively involved in SSNs for the past decade. IEG has never evaluated SSNs; but with the demand for Bank support for SSNs at an all time high, it is timely that IEG evaluate this area of assistance to help inform future Bank support.

8. The purpose of the two impact evaluations, which examine long-term impacts, is to assess the sustainability of program effects through primary impact evaluation as well as to

2. The other two objectives were maintaining long term infrastructure investment and sustaining private sector growth. Corporate Secretariat. 2009, World Bank 2009

highlight the importance of having a more systematic approach in the Bank intended to assess the effectiveness of SSNs beyond their performance in the short term.

Definition of Social Safety Net

9. The Social Protection sector of the Bank uses a concise definition of SSNs referring to the particular instruments used: “non-contributory transfer targeted in some way to the poor or vulnerable”³. This definition will be used to identify Bank supported projects in this evaluation as well. These projects can be depicted, generally, into three categories (albeit with overlaps between these categories) and are depicted in Table 1.

Table 1. Types of Social Safety Nets Included in the Bank’s Portfolio

Unconditional Transfers (cash and in-kind)	Food aid
	School feeding/take-home rations
	Unconditional cash transfer
	Family/child allowances
	Noncontributory pension
	Basic transfers*
	Disability benefits
Income Generating	Energy subsidies
	Housing support and subsidies
	Wage/employment subsidies
Human Capital	Workfare/public works programs
	School vouchers/scholarships
	CCT education
	CCT health
	In-kind health transfers (SSN?)
	Fee waivers for health care

Note: *Includes transitional safety net assistance (often in-kind) to cover the basic needs of ex-combatants or people intensely affected by a natural disaster and assist them with the provision of "starter packs" (e.g. fertilizers, tools, training, etc.)

10. While the Bank currently uses this definition of SSNs (based on the specific instrument employed) to classify Bank supported projects, the discussion of social safety nets and their role in society has been broader within the Bank and other international institutions over time. Much discussion at the Bank over the past decade has focused on the role SSNs need to play to not only protect the most vulnerable who cannot participate productively, but also to compensate for market failure, provide a mechanism for mitigating risk, and thus provide the poor with an opportunity for exiting poverty (see Box 1).

11. While the operational definition of SSNs is intended to delineate a specific set of Bank support, in practice, the lines between different types of government policies and programs are difficult to draw. It is important to recall that SSNs are one set of a broader array of tools designed for poverty reduction, social risk management and social protection.

3. This roughly corresponds to a lending portfolio of most projects assigned theme codes 54 (safety nets), and many with codes 56 (social protection) or 91 (Global Food Relief Program) as well as many projects approved and managed by the SP Sector Board. We use these projects for analysis in the Portfolio Review.

Social safety nets play a role in achieving each of these goals but they do not comprise all the tools available to achieve any of them. (Holtzman, 2009).

Box 1. Definition of Social Safety Net

Definitions of social safety nets (SSNs) vary across agencies. Some agencies put more emphasis on improving the welfare of the poorest and most vulnerable in society while others have relatively more emphasis on the risk mitigation role of SSNs. For example, the United Nations Economic and Social Commission for Asia and Pacific (ESCAP) uses SSNs to assist people when they have been affected by shocks and other kinds of emergencies but not as a standard anti-poverty mechanism whereas the Food and Agriculture Organization (FAO) sees them as a poverty-reduction instrument in addition to being a tool for protecting households against income shocks. Some agencies use “social safety net”, “social insurance” and “social assistance” interchangeably, whereas others e.g. the International Labor Organization (ILO) distinguishes between these categories. The United Kingdom Department for International Development (DFID) defines social assistance as noncontributory transfers to those deemed poor or vulnerable but does not emphasize risk mitigation. The International Monetary Fund (IMF) defines safety nets as instruments aimed at mitigating possible adverse effects of reforms on the poor. As a result of these different definitions, the portfolio of support for SSNs differs as well.

Traditionally, the World Bank and IMF have also used the term “social safety net” in the context of defined goals, not specified means. Goal-centered definitions have themselves evolved over time, growing more nuanced as the use of SSNs has spread around the world. Starting in the early 1990s, the term appeared with increasing frequency as a policy tool employed to mitigate the impact of structural adjustment lending programs on low-income groups. The 1990 World Development Report (WDR) advocated SSNs as well-targeted transfers that complement growth-promoting policies and assist those not able to benefit from these policies as well as to protect those exposed to shocks. The 2000 WDR adopted a more nuanced view of SSNs – what it called a “modular approach to safety nets” – which called for designing SSNs based on assessment of different types of risk (e.g., individual or “idiosyncratic” risk v. communal or “covariate” risk) and how these risks could affect different population groups. The 2000 WDR also emphasized the importance of using SSNs to complement, rather than displace, existing risk management mechanisms within a country. The 2001 SPS again emphasized the role of SSNs in risk management, highlighting their role in helping households reduce risk by coping with different kinds of circumstances.

Source: Grosh et. Al. 2008; Paitoonpong et.al, 2008; World Development Report, World Bank 2000/01; World Development Report, World Bank 1990; Grosh and Milazzo, 2009.

12. Given the ambiguity in delineating SSNs from other aspects of the poverty reduction and social protection agendas, it is helpful to focus on the main objectives of SSNs as elaborated in recent Social Protection (SP) publications and consistent with the broader literature: redistribute resources to the poor to increase their immediate consumption; improve the investments in human capital of the poor to provide the opportunity to exit poverty; enable the poor to manage risk due to individual or systemic shocks; and compensate the poor if hurt during broad economic reforms. By performing these functions, SSNs can help countries protect the worst off in their societies while encouraging an inclusive growth process.

World Bank Experience with Social Safety Nets

13. Bank lending for SSNs began in the 1980s, as a way to offset the human costs of structural adjustment lending in Africa and Latin America. With the introduction of conditionality to Bank structural adjustment loans came a range of investment operations designed to provide additional resources to the poor affected by adjustment, such as social funds and public works programs. The expansion or creation of SSNs continued in South Asia, with targeted programs such as public works as well as general subsidies. With the transition to a market economy in the former Soviet Union in the 1990s, the Bank became actively involved in improving the efficiency of the SSN system. Benefiting from carefully evaluated early experiences with conditional cash transfers programs, countries throughout the world have increasingly adopted these programs to target resources to the poor while investing in the health and education of their children.

14. The Bank's current definition of SSNs, i.e. non-contributory transfers targeted to the poor or vulnerable, corresponds to a portfolio of 209 lending operations equaling over \$8 billion over the past decade. This includes projects (Sector Investment Loans --SILs-- and Development Policy Loans --DPLs--) approved between 2000 and 2009 that were thematically coded as stand-alone SSN projects or having SSN components (details of the filters used to extract this portfolio can be found in the annex). It also includes a large body of analytical work addressing thematic issues as well as country specific challenges.

Table 2. Number of Projects Addressing Social Safety Nets by Region and FY

<i>Region</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>FY03</i>	<i>FY04</i>	<i>FY05</i>	<i>FY06</i>	<i>FY07</i>	<i>FY08</i>	<i>FY09</i>	<i>Total</i>
AFR	6	9	2	11	2	7	1	4	3	8	53
EAP	0	2	0	1	0	4	1	1	1	4	14
ECA	3	8	6	5	5	4	5	3	3	3	45
LCR	4	7	3	10	8	6	9	5	6	9	67
MNA	1	1	1	0	2	1	0	1	2	0	9
SAR	0	0	1	1	0	4	3	5	1	6	21
Total	14	27	13	28	17	26	19	19	16	30	209

Source: IEG Portfolio Review

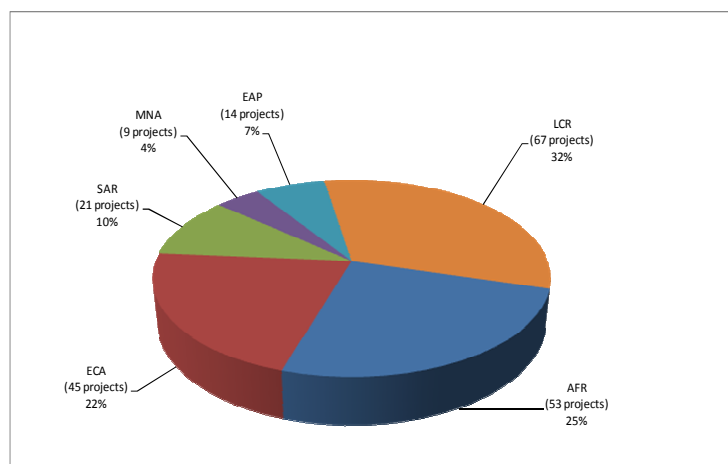
Table 3. Commitments (in US\$ million) to Safety Nets by Region and FY
Commitments (in US\$ millions) by region and FY

<i>Region</i>	<i>FY00</i>	<i>FY01</i>	<i>FY02</i>	<i>FY03</i>	<i>FY04</i>	<i>FY05</i>	<i>FY06</i>	<i>FY07</i>	<i>FY08</i>	<i>FY09</i>	<i>Total</i>
AFR	68	226	37	126	40	115	6	88	38	214	957
EAP	0	48	0	55	0	62	64	8	51	362	649
ECA	95	260	131	129	33	89	119	10	77	274	1218
LCR	142	268	63	858	444	177	214	121	47	2356	4689
MNA	17	6	2	0	30	24	0	11	25	0	115
SAR	0	0	30	13	0	98	159	193	22	313	827
Total	322	808	264	1181	547	564	561	430	259	3519	8454

Source: IEG Portfolio Review

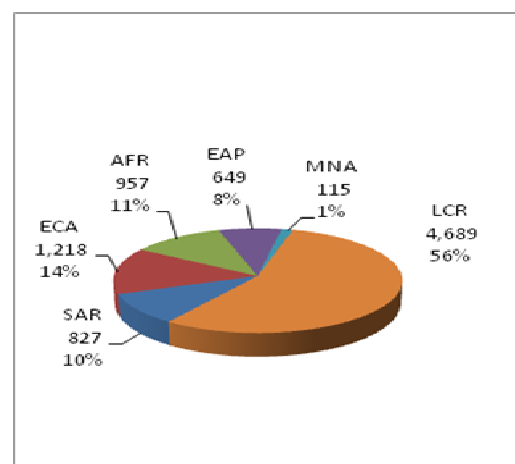
15. The regional distribution of projects is spread mainly over Latin America (LAC) (32%), Africa (AFR) (25%) and Europe and Central Asia (ECA) (22%), with the other regions containing fewer projects e.g. South Asia (SAR) (10%), East Asia and Pacific (EAP) (7%), and Middle East and North Africa (MENA) (4%). With regard to lending volume, LAC lending dominates the Bank's SSN portfolio (at 60%) and MENA lends only 2%.

Figure 1. SSN Projects by Region (share of 209 projects approved between FY01-FY09)



Source: IEG Portfolio review

Figure 2. SSN Lending Amounts Approved FY00-FY09, by Region



Source: IEG Portfolio review

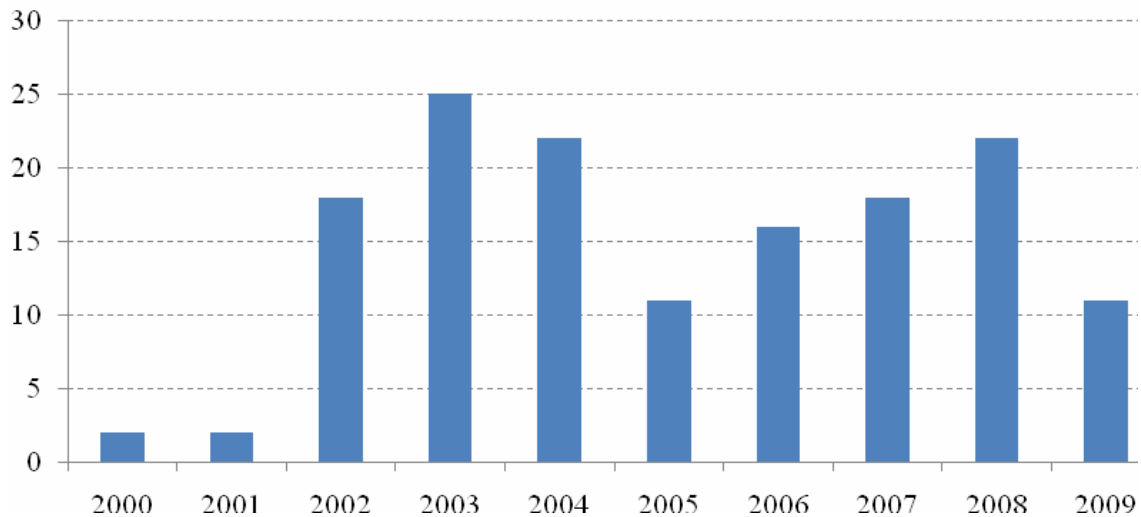
16. While the issues confronting middle income and low income countries are very different, the Bank is actively involved in both. The number of SSN projects undertaken in IDA (International Development Association) countries is slightly more than in IBRD (International Bank for Reconstruction and Development) with the rest in blend countries. In contrast (but not surprisingly), the volume of lending is dominated by IBRD, which represents over 70% of the portfolio, and IDA accounts for only 15%. Interestingly, Upper Middle Income Countries (UMICs) represent 20% of SSN projects but over 55% of lending. Investment and policy loans are both used to support SSNs, though investment loans remain significantly more important with regard to number of projects and lending volume. Middle Income Countries (MICs) use more policy based loans for SSNs than Low Income Countries (LICs).

17. Although the SSN work is housed in the Social Protection Sector (SPS) Board, only one half of all SSN projects fall under its management. Nevertheless, about 70% of Bank lending for SSNs is undertaken through the SPS board. SSN projects rate higher for their outcomes than the Bank's average. Of the 90 closed SSN projects that have been independently evaluated by IEG, 83% have been rated as moderately satisfactory or higher for their outcome rating compared to 76% Bank-wide and this is quite consistent across regions. A key question for the evaluation is what drives this good performance of SSNs.

18. In addition to lending, the Bank is involved with AAA work on SSNs. During the course of the past decade, the Bank has produced 147 AAA country focused studies

addressing SSNs. In addition, the regions and the hubs have produced many more studies that are not country specific but help shed light on the importance of SSNs as well as key issues related to their design.

**Figure 3. Analytical and Advisory Activities on Social Safety Nets by FY Delivered
SSN AAA by FY delivered**



Scope

19. **Social Safety Net Evaluation:** The overall evaluation will examine the Bank's support to SSNs during the last decade (2000-2009) and cover the full portfolio of SSN lending operations approved since FY00 as well as AAA and the Bank's overall engagement in SSN dialogue at the country level. The evaluation will draw from a number of sources including several thematic background studies, a portfolio review of Bank supported projects and about thirty in-depth country case studies (of which about 24 will be desk based and randomly selected). The portfolio review (described further in Section 7) is designed to analyze the Bank's lending support for SSNs (including trends in Bank engagement; what worked well and what did not and why; and what objectives were sought through the Bank's lending). The country cases will be designed to better understand the context of the Bank's engagement and how the Bank contributed to the countries' development of effective SSNs to protect the poor and vulnerable.

20. While the time frame for the evaluation extends back a decade, the attention to country results and possible shortcomings will be carried to the present time, since countries' ability to effectively use SSNs to protect the vulnerable during crisis is a critical motivation for this evaluation.

21. **Safety Nets Impact Evaluation:** The scope for the impact evaluations will be limited to looking in depth at two SSN Bank-supported projects in Colombia and Pakistan. With the availability of new data, it will be possible to examine impacts several years after the project was initiated (and after the first round of effects was measured shortly after project initiation). The scope of this evaluation is purposefully narrow and it does not aim to

generalize the results to other Bank supported SSN projects. A primary objective is to raise awareness and serve as a demonstration of the need to examine development impacts over the medium and longer term.

22. The following sections present the evaluation questions and methodologies for each of the two products. Key benchmarking criteria will be established to evaluate effectiveness of the Bank's assistance at the country level for evaluation of country experiences and Bank support.

Evaluation Questions for Safety Net Evaluation

23. The overarching evaluation question is: "To what extent and how effectively has the Bank's assistance helped countries to establish safety nets that improve the welfare of the poor and mitigate risk?"

24. The main questions to examine the Bank's work on SSNs are included in bold below followed by a brief description of the type of information that will be sought to address the questions.

A. What has the Bank done to support social safety nets?

25. The evaluation will examine what objectives the Bank has pursued in countries with its support for SSNs and how it has pursued these objectives. It will also examine the trends in Bank financial and AAA support for SSNs over the past decade by region and LIC/MIC.

B. How effective, relevant and sustainable have Bank supported projects been in LICs and MICs?

26. The evaluation will assess the extent to which the Bank's SSN projects achieved their stated objectives, realized development impact (when data are available), achieved fiscal and political sustainability and were consistent with countries' SSN strategies. The evaluation will examine what explains the high outcome ratings of Bank supported SSN projects. It will also assess the extent to which the Bank helped develop domestic capacity for monitoring and evaluation (M&E) and whether that fed back into modifications of design or was used for scaling up.

C. How relevant and effective has overall Bank assistance been in helping countries establish sound safety nets?

27. The evaluation will assess to what extent and how effectively Bank projects and non lending support have helped countries establish SSNs that serve various functions of SSNs (e.g. help the chronic poor; improve investments in human capital of the poor; protect the poor and vulnerable from idiosyncratic and systemic shocks; and compensate the poor and vulnerable from negative effects of macro reforms).

D. How can the effectiveness and relevance of Bank support be explained and understood and what lessons can be derived for future support for social safety nets?

28. Nature and sustainability of Bank Engagement: The evaluation will look at various factors and the extent to which they can explain relevance and effectiveness of the Bank's support in country such as: selection and timing of Bank instruments; staff incentives and capacity; continuity of Bank engagement; integration of political economy, poverty and institutional analysis to guide approach to SSNs and dialogue.

29. Contribution of global work to effectiveness in countries: The evaluation will assess how the Bank's work at a more global level on the role and functioning of SSNs contributed to safety net development in countries.

Methodology

SOCIAL SAFETY NET EVALUATION

30. The social safety nets evaluation will use a mixed method approach drawing on a range of building blocks, including: an analysis of the portfolio of SSN projects and a sample of DPLs; field and desk based country case studies, Project Performance Assessment Reports (PPARs); background papers on specific topics; a comprehensive review of the literature on impact evaluations undertaken during the past several years and two new Impact Evaluations (IEs) examining the sustainability of development impacts (in collaboration with IEGCG -- Independent Evaluation Group Corporate Global--) and a review of a sample of DPLs. Findings will be drawn from a triangulation of results across different products. This evaluation of SSNs will be able to draw from the largest body of rigorous impact evaluation literature and thus will be able to have strong attribution for some of the Bank's support.

31. The Social Safety Net Evaluation will coordinate closely with IEG's evaluation of the Bank's response to crisis and build on its assessment of SSNs during crisis by examining the Bank's engagement over the past decade and how that affected the development of SSNs and, inter alia, the country's ability to respond to crisis. In addition, it will draw from several past evaluations, including Poverty and Social Impact Analysis (PSIA), Response to Past Financial Crisis (RPFC), and MICs.

32. The methodology will involve the preparation of background material on which the evaluation will be based. Material from these reviews will be triangulated to answer the evaluation questions; however, the primary purpose of each input is noted below.

- Review of SSN Lending Portfolio: Portfolio review of SSN lending from 2000 until present. The portfolio review will examine trends in Bank engagement over time and throughout the regions as well as performance of Bank supported SSN projects. The portfolio review will contribute to the analysis of factors that can help explain the success of SSN projects as well as the factors driving effectiveness of different types of SSNs (e.g. conditional cash transfers, public works etc.). In addition, the evaluation will take the universe of projects corresponding to the Bank's operational definition of SSNs (i.e. non-contributory transfers targeted to the poor) and then do a second level of analysis by identifying which SSN functions they sought to serve. In this way, the Bank's lending will be examined for its effectiveness (i.e. did it achieve what it set out to achieve) as well as its relevance (i.e. did it help the country develop

the right types of SSNs). The portfolio review will include projects thematically coded as stand-alone SSN projects or having SSN components.

- Literature Review of SSN: A literature review will be conducted to examine impact evaluation studies and to integrate existing findings and uncover knowledge gaps across intervention types⁴. The review will examine the evidence on what works and under which conditions; distribution of benefits; sustainability of benefits; and generalizability of results.
- Case studies (Field Based Country Cases, Desk Based Country Cases). Each country presents a unique situation with regard to its sources of poverty and vulnerability, its institutions, politics, capacity and so on, and certainly the issues facing low income and middle income countries (LICs and MICs) differ. Thus, the challenges and opportunities for developing social safety nets will differ between countries, and an assessment of effectiveness of Bank assistance must be done within this country context. For example, in some cases the Bank may have supported the establishment of safety nets, while in others it may have built on existing SSNs and supported specific improvements such as targeting or performance. The evaluation will conduct about six field based country case studies and twenty four desk based country case studies discussed below:
 - *Field based country case studies*: Field based country case studies will be undertaken through enhanced PPARs as well as a couple of case studies that build on work undertaken as part of the Crisis Response Evaluation. About four Enhanced PPARs are to be chosen from recently closed projects (e.g. Colombia, Ethiopia, Turkey, Jamaica etc.) and will examine project effectiveness in itself as well as provide more in-depth material regarding the country context for Bank engagement. The purpose of the enhanced PPARs will be to understand in greater depth how the Bank has engaged in that country context over time and how relevant its current program is given country needs. An effort will also be made to select a few countries where IEs have been done so that the attribution of development impact can be assessed and the enhanced PPAR can focus on additional evaluative issues (e.g. institutional or fiscal sustainability, and cost) that otherwise do not get covered with an IE. In addition to the PPARs, a couple of additional field based cases studies will be undertaken to build on case studies initiated under IEG's Crisis Response Evaluation. These country case studies will focus in greater depth on how the Bank engaged on the issue of SSNs over the past decade and how that helped equip the countries to respond to the recent financial sector shock. Possible countries for examination include Mexico and

4. The team is aware of other impact evaluation literature reviews on SSN (Fiszbein and Schady, 2009; del Ninno, Subbarao and Milazzo 2008; Bundy et al 2009; Grosh et al. 2008) and will make use of them. The review proposed here differs in three main aspects: (i) it will focus on program impacts and evaluation methods (rather than covering other issues such as the economic rationale for safety nets, delivery mechanisms, targeting effectiveness etc.) (ii) it will synthesize lessons from existing IE's and identify gaps both within interventions and across different types of SSN's; and (iii) it will examine issues regarding methodologies and program impacts with the current evidence (e.g. evaluation methods, heterogeneity, sustainability, mechanisms of transmission etc.)

Indonesia as they are among the countries examined in the Crisis Response Evaluation and both have large country SSN programs.

- *Desk based country case studies:* Based on the results of the initial review of Bank operations, approximately 24 countries will be randomly selected for more in-depth study to better understand the relevance of the Bank's program, the nature of engagement and the results in countries, including changes in local policy, implementation and capacity. This will involve review of CASs, projects (SILs and DPLs), AAA, as well as semi-structured interviews with the Task Team Leaders (TTLs) and the Country Directors (CDs) as well as country respondents. The countries will be selected to allow an unbiased sample and to enable the evaluation to capture a range of experiences. It will enable descriptive statistics and in-depth insights that can be triangulated with the portfolio review to help inform the discussion of the evaluation questions. A few additional desk based case studies may be purposefully selected to allow for examination of the Bank's largest SSN borrowers and countries.
- Several background papers will be prepared to delve further into specific thematic issues. These papers include:
 - *Social Safety Net Instruments:* Drawing on the portfolio review, country case studies and the literature, background papers will be prepared on the Bank's experience and effectiveness of its support with certain SSN instruments (e.g. public works).
 - *Review of Structural Reforms with Distributional Implications:* In order to assess the question of how well the Bank has helped countries establish SSNs to protect the poor during growth enhancing structural reforms, this study will examine a sub sample of DPLs where significant distributional implications were likely. This review will be undertaken to assess if the Bank helped countries identify social impacts of reforms, where relevant, and if so, how it encouraged countries to address these impacts.
 - *Political Economy:* A background paper on the political economy of SSN reforms will be prepared to develop a deeper understanding of the politics of SSN reforms (i.e. what political factors are associated with the passage and sustainability of reforms, including an examination of the issue of broad verses narrow targeting) and to examine how the Bank developed and used this understanding within their country dialogue on SSNs.
 - *SSNs in Decentralized Countries:* Given the importance of large, federal countries in the Bank's SSN portfolio and the complexity of designing SSNs in decentralized settings, a background paper will examine the Bank support for SSNs in decentralized settings and the role of different levels of government.
 - *SSNs and Internal Issues at the Bank:* Given that SSNs involve a set of issues that span several networks, a background paper will examine the matrix structure and how it affects the effectiveness of Bank assistance for SSNs. It will also examine changes in Bank instruments over the past decade and their impact on the Bank's support to SSNs.

SAFETY NETS IMPACT EVALUATION

33. A preliminary assessment of existing evaluations reveals that there is scant evidence as to whether the impacts of effective social safety nets remain in the middle- and long-term – whether important benefits and behavioral changes prompted by projects last over time. Most studies have investigated the potential impacts of programs one or two years after implementation.⁵ The primary evaluation work proposed, therefore, seeks to promote this area of analysis by helping fill current knowledge gaps, documenting the main methodological and practical obstacles to undertaking this research, and stressing the need for evaluation designs that allow investigating the sustainability of program effects over time – particularly for investments in programs that are justified on the basis of middle- and long-term objectives – and the role that the World Bank can play in order to fulfill this goal.

34. The team has selected two World Bank-supported social safety net projects that are suitable for carrying out rigorous impact evaluations of middle- and/or long-term effects. These projects met the following criteria: (i) were supported by the World Bank and the parts evaluated were implemented after 2004,⁶ (ii) were subjected to a rigorous impact evaluation that provided evidence of economically and statistically significant impacts in the short-term, (iii) the trajectory of impacts in the middle- and long-run can be evaluated with secondary data that are already available – to credibly track beneficiaries and non-beneficiaries on relevant outcomes in a long horizon.⁷ Each evaluation will employ the analytical techniques (either experimental or quasi-experimental) that best suit the type of intervention, identification strategy and data, to address several potential confounders and ensure a credible attribution to intermediate outcomes, and their transformation into final outcomes. The team will also make efforts to incorporate qualitative work to complement the analysis, particularly to fill the gaps of information of the quantitative data and provide insights for interpreting findings and understanding the mechanisms at work.

35. The two impact evaluations will focus on a substantial but less known issue in the literature: the long-term effects of conditional cash transfers on close determinants of human welfare such as school attainment, cognitive ability and labor market effects. To achieve this, the team proposes the following two studies:

- Assessing the middle- and long-term human welfare consequences of a gender-targeted CCT in Pakistan:

5. This is certainly not due to lack of interest of researchers but to the many factors that can hinder such type of analysis (e.g. complex research strategies, relevant data no longer existing, budget constraints, program changes, local capacity, etc.).

6. The analysis of sustainability of impacts for projects closed more than five years ago is thought to be more difficult for several methodological and practical reasons – for instance, it is more challenging to track participants and non-participants following the strategy used in the evaluation of short-term impacts, lack of suitable data, migration, changes in the program and other relevant social policies, etc.

7. The search combined a careful review of the World Bank portfolio using Business Warehouse and an extensive review of the impact evaluation literature. Given the many conditions set for the selection criteria, only a few projects – or components of projects – passed the first two steps of the filter and were marked as potential projects to evaluate.

- **The program:** In 2004, the government of Punjab, Pakistan, began implementing a CCT conditional on girls' enrollment at public schools in grades 6-8 to address gender disparities in investments in human capital. The program was targeted to girls 10 years or older in districts with low literacy rates.
 - **Short term IE evidence:** An existing impact evaluation using double-, triple-difference and regression-discontinuity analysis finds a net increase of 9 percent in female enrollment in eligible schools (Chaudhury and Parajuli, 2006).
 - **Proposed evaluation:** The analysis proposed here builds on the research design of the short-term impact evaluation (double-, triple-difference and regression-discontinuity analyses) to estimate the long-term effects of the CCT by comparing various age cohorts of girls that were exposed to the program in eligible districts between 2004 and 2005 relative to those in ineligible but otherwise similar districts.
 - **Outcomes and data:** The main variables of interest include schooling, labor market outcomes, marriage and fertility decisions; the analysis will draw on various sources of secondary data including the Pakistan Living Standard Measurement Survey (LSMS) (various years), the Pakistan Demographic and Health Survey (DHS) 06/07, the School Census-EMIS (Education Management Information System) (various years), and the Multiple Indicator Survey – Punjab (03/04 and 07/08).
- Does a CCT have long-term effects in educational attainment and learning? The Case of Colombia:
 - **The program:** “Familias en Accion” is a standard CCT program –with conditionalities on children’s school attendance and use of preventive health care– implemented in Colombia in 2002 and targeted towards poorest households. Several short-term evaluations showed that the program had significant positive impacts on school attendance, total and food consumption, use of preventive health care, infant morbidity, and young children’s nutritional status. For instance, the program was found to have significant effect on school enrollment involving a 5-7 percent increase for children aged 13-17 and 3-5 percent increase for children aged 8-12 (Attanasio et al. 2005; 2006; Garcia and Hill, 2009).
 - **Short term IE evidence:** existing evaluations found that the program had significant positive impacts on school attendance, total and food consumption, use of preventive health care, infant morbidity, and height (for young children only).
 - **The proposed evaluation:** This study will use the original research strategy (through the comparison of outcomes between individuals living in treated villages and individuals from a matched set of ineligible villages) to estimate the medium to long-term effects of the program on high school completion and tests achievement for participants and non-participants in various age cohorts. The study will attempt to address the additional selection issues that can arise in this

type of analysis and that would not be addressed by the identification strategy followed in the IE testing short-term impacts.⁸

- **Outcomes and Data:** The study will combine the surveys collected as part of the short- and middle-term evaluation (conducted in 2002, 2003 and 2005) with results of ICFES (Instituto Colombiano para el Fomento de la Educacion Superior) , a nationally recognized, mandatory standardized test that is administered prior to graduation from high school. The main variables of interest include school progression, completion and learning –measured by performance on achievement tests; the data for the analysis will come from the surveys collected for the evaluation of the program (three waves of panel data with more than 10,000 households each) and various databases administered by the Colombian Institute for the Promotion of Higher Education (ICFES).

Engagement with Bank SSN staff

36. Since this is the first IEG evaluation of the larger topic of social safety nets, and since the Bank’s work on SSNs is dynamic and changing over time, the potential learning value of this evaluation is particularly strong. Wherever it is possible, this evaluation will pose questions in an operationally useful way and seek to engage with Bank staff on evaluation findings.

Timeline

37. The impact evaluations on projects in Colombia and Pakistan will be completed in FY10. The final overall report on effectiveness of SSN support will be submitted to CODE by the third quarter of FY 11.

Team

38. The evaluation team for the evaluation of Bank assistance for SSNs will be led by Jennie Litvack and include Victoria Monchuk, Manisha Modi, Javier Baez as well as several consultants including Hjalte Sederlof, Robert Gillingham, Dayl Donaldson, Rachel Slater, Anna McCord and others. The team for the impact evaluations will be led by Javier Baez and include Ximena Del Carpio, Tu Chi Nguyen, Andaleeb Alam and other consultants to be defined.

External Advisory Panel and Peer Reviewers

39. An external advisory panel will be identified for the evaluation of Bank assistance for SSNs and will collectively submit a statement on the final evaluation, to be included as an annex. In addition, peer reviewers for IEG’s SSN evaluations include Martin Ravallion

8. For instance, there may be heterogeneity in the expected returns to schooling between children in the treatment and comparison groups after taking into account school enrollment –children who enrolled in school as a result of the program could have lower expected returns relative to other poor children who were already enrolled. A simple comparison of test scores between treatment and control children will not probably remove this type of bias.

(Director, Development Research Group, World Bank), John Hoddinott (Senior Research Fellow, International Food Policy Research Institute --IFPRI--) and Emmanuel Skoufias (Lead Economist, PRMPR, World Bank).

Table 4. IEG Social Safety Nets Evaluation – Design Matrix

	Evaluation questions	Sub-questions	Sources
What has the Bank done to support SSNs?	What objectives has the Bank pursued in countries with its support for SSNs; how has it done so and how well has the Bank support achieved its objectives?	What have been the objectives of Bank support? What are trends in lending and AAA support?	Project portfolio review, AAA review
How effective, relevant and sustainable have Bank supported projects been in LICs and MICs?	How well have the Bank's projects achieved their stated objectives? What is known about the development impact of Bank supported SSNs? Have Bank supported efforts been sustainable - fiscally, politically and with regard to development impact? Have Bank supported projects been relevant for achieving their objectives as well as for being compatible with labor market incentives and the development of broader social insurance systems? What explains the high success rate of Bank supported SSN projects?	How well has portfolio performed? Development impact of Bank supported SSNs? Sustainable? (fiscally, politically, development impact) Compatible with labor market incentives and development of broader social insurance systems?	Portfolio review, PPARs IE results, literature Political economy background paper country cases, IEG sustainability of impact study, TTL/SM interviews, PPARs, literature country case studies, PPARs
How relevant and effective has overall Bank assistance been in helping countries establish sound safety nets?	To what extent has the Bank's assistance to LICs and MICs been relevant by supporting countries develop SSNs to help the chronic poor, protect the poor and vulnerable from shocks and compensate the poor and vulnerable from negative effects of macro reforms? How effective was Bank's support at each?	How relevant and effective has the Bank's work been to the development of safety nets to address the chronic poor? How relevant and effective has the Bank's work been to the development of safety nets to address individual shocks? How relevant and effective has the Bank's work been to develop SSNs that protect the poor and vulnerable in LICs and MICs from systemic shocks? How relevant and effective has the Bank's work been to develop SSNs that protect the poor from effects of reforms? How well has Bank helped countries develop effective targeting systems (identify the needs, design coherent administrative structuring M&E)	Portfolio review, Literature, country cases, PPARs, background papers on SSN instruments and SSNs in LICs and MICs Portfolio review, Literature, country cases, PPARs IEG Crisis Response review, CAS reviews, Country cases, PPARs, Literature Country cases, Background paper on Structural reforms with Distributional Implications, IEG PSIA evaluation, TTL interviews Literature review, IE results, Country Cases, PPARs, TTL/SM interviews
How can the effectiveness and relevance of Bank support be explained and understood and what lessons can be derived for future support for social safety nets?	How can the effectiveness and relevance of Bank support be explained and understood and what lessons can be derived for future support for SSNs? What drives both project performance and the development of country SSN systems?	Nature and approaches to engagement? To what extent are Bank programs country specific? Sustained engagement? Political econ. of SSNs to guide strategic dialogue? Integrating poverty & institutional analysis? Contribution of Bank's global work in SSN? Effective partnerships?	Country cases, PPARs, TTL/SM (Sector Manager) interviews Portfolio review, Country cases, PPARs, TTL/SM interviews Political economy background paper, Country cases, PPARs, TTL/SM interviews Country cases, PPARs, TTL interviews Country cases, PPARs Country cases, PPARs

References

- Alderman, Harold and Haque, Trina. 2006. "Countercyclical Safety Nets for the Poor and Vulnerable". *Food Policy*. 31 (4): 372-383. August.
- Alderman, Harold and Hoddinott, John. 2007. "Growth-Promoting Social Safety Nets". 2020 Focus Brief on the World's Poor and Hungry People. IFPRI. Washington DC. October.
- Angrist, Joshua, Eric Bettinger, Erik Bloom, Elizabeth King, and Michael Kremer. 2002 "Vouchers for Private Schooling in Colombia: Evidence from a Randomized Natural Experiment." *American Economic Review* 92: 1535-1558.
- Angrist, Joshua, Eric Bettinger, Erik Bloom, and Michael Kremer. 2004 "Long-term Consequences of Secondary School Vouchers: Evidence from Administrative Records in Colombia." NBER Working Paper 10713.
- Attanasio, Orazio, Emla Fitzsimons, Ana Gomez, Diana Lopez, Costas Meghir, and Alice Mesnard. 2006. "Child Education and Work Choices in the Presence of a Conditional Cash Transfer Programme in Rural Colombia." The Institute for Fiscal Studies. London.
- Attanasio, Orazio, Emla Fitzsimons, and Ana Gomez. 2005. "The Impact of a Conditional Education Subsidy on School Enrolment in Colombia." The Institute for Fiscal Studies. London.
- Chaudhury, Nazmul and Dilip Parajuli. 2006. "Conditional Cash Transfers and Female Schooling: The Impact of the Female School Stipend Program on Public School Enrollments in Punjab, Pakistan." World Bank Policy Research Working Paper No. 4102, Washington, DC
- Chen, Shaohua and Martin Ravallion. 2009. "The Impact of the Global Financial Crisis on the World's Poor." Development Research Group World Bank. Washington, DC. Corporate Secretariat. 2009. OM2009-0008.
- Das, Jishnu, Quy-Toan Do, and Berk Özler. 2005. "Reassessing Conditional Cash Transfer Programs." *World Bank Research Observer* 20(1):57-80.
- Ferreira, Francisco and Norbert Schady, 2008. "Aggregate Economic Shocks, Child Schooling and Child Health". Policy Research Working Paper 4701. World Bank, 2008.
- Fiszbein, Ariel, Schady, Norbert et Al. 2009. «Conditional Cash Transfers. Reducing Present and Future Poverty». Policy Research Report. World Bank. Washington, DC.
- Friedman, Jed and Norbert Schady. "How Many More Infants are Likely to Die in Africa as a Result of the Global Financial Crisis?". Policy research Working Paper. World Bank. Washington DC.
- Grosh, Margaret, et. Al. 2008. "For Protection and Promotion: The Design and Implementation of Effective Safety Nets". World Bank, Washington, DC.
- Holzman, Robert, editor, 2009, "Social Protection and Labor at the World Bank 2000-2008", World Bank, Washington, DC.
- Milazzo, Annamari and Grosh, Margaret. 2008. "Social Safety Nets in World Bank Lending and Analytical Work, 2002-07". SP Discussion Paper No. 0810. World Bank. Washington DC. May.
- O'Brien Thomas. World Bank. 2007. "Development Results in Middle-Income Countries. An Evaluation of the World Bank's Support". World Bank. Washington DC.
- Paitoonpong, Srawooth et al 2008. "The meaning of "social safety nets". *Journal of Asian Economics*. 19 (5-6): 467-473, November-December.
- Ravallion, Martin. 2002. "Are the Poor Protected from Budget Cuts? Evidence from Argentina". *Journal of Applied Economics*, Vol.V. No. 1: 95-121
- Ravallion, Martin. 2003. "Targeted Transfers in Poor Countries. Revisiting the Tradeoffs and Policy Options". WPS3048. World Bank. Washington DC. May.

- Ravallion, Martin. 2007. "How Relevant is Targeting to the Success of an Antipoverty Program?" WPS4385. World Bank. Washington, DC. November.
- Ravallion, Martin. 2009. "Bailing Out the World's Poorest." *Challenge*. 52(2):55-80.
- Ravallion, Martin. 2009. "Pro-Poor Stimulus. Lessons from the Developing World".
- World Bank. 2001. "Social Protection Sector Strategy. From Safety Net to Springboard". World Bank. Washington DC.
- World Bank. 2009. "Lessons from World Bank Group Responses to Past Financial Crises". Evaluation Brief 6. World Bank. Washington DC. December.
- World Bank. 2000. "World Development Report, World Bank 2000/01: Attacking Poverty". World Bank. Washington, DC. August.
- World Bank. 1990. "World Development Report, World Bank 1990: Poverty". World Bank. Washington, DC.
- World Bank. 2009. World Bank Group Operational Response to the Crisis. SecM2009-0168 and Financial Crisis Response and Use of Instruments. SecM2009-0167d

Annex A: Technical details of the impact evaluations

As part of the “Evaluation of Social Safety Nets”, IEG will be conducting two impact evaluations with a focus on the sustainability of program impacts in the medium term as well as their likely consequences in the longer term. The two cases were selected based on pre-set criterion: (i) being part of World Bank’s portfolio of safety net projects, (ii) the existence of short-term impact evaluations that – preferably – identified economically and statistically significant impacts, (iii) the availability of secondary data suitable for a rigorous analysis in the middle/longer term, (iv) geographical variety in the location of the programs (South Asia and Latin America), (v) and their potential for learning about the impacts of social safety nets on intermediate outcomes (for which the evidence is very thin) that are closer determinants of final human development outcomes – relative to those most often examined in the literature.

The two impact evaluations will be peer-reviewed by John Hoddinott (Senior Research Fellow, IFPRI), Emmanuel Skoufias (Lead economist, PRMPR, World Bank), and David Coady (Deputy Director Chief, Expenditure Policy Division, Fiscal Affairs Department, IMF). This annex gives more technical details about the methodologies of the two impact evaluations.

Assessing the middle- and long-term human welfare consequences of a gender-targeted CCT in Pakistan

Background. In 2004, the government of Punjab, Pakistan started a CCT program as part of a larger effort, known as the “Punjab Education Sector Reforms Program”, which sought to implement changes in the financing, management, and quality of the education sector. The transfers offered by the CCT program, in particular, were given to beneficiaries conditional on girls’ attendance (80% in a given quarter) at public schools in grades 6-8 in order to address significant gender disparities in investments in human capital. The program was targeted to girls who resided in districts with literacy rates less than 40% – the bottom half of the literacy distribution. A short term impact evaluation that used a provincial school census from 2003 (pre-program) and 2005 (post-program) and various analytical methods (e.g. double-, triple-difference and regression-discontinuity) finds that the program led to an average net relative increase of 9 percent in female enrollment in eligible schools (Chaudhury and Parajuli, 2006).

Scope of the evaluation. Following a cohort analysis (i.e. tracking cohorts over time), the evaluation proposed here seeks to assess the sustainability of the short-term impacts in the medium term by estimating: (i) the differences in enrollment and attendance rates of girls in eligible districts and relevant ages – who joined the program in 2004– relative to those of girls in non-participant districts for the years 2005, 2006, 2007 and 2008; (ii) the changes in school attainment of both groups that resulted from different levels of enrollment in middle school grades and higher grades (beyond grade 9) due to the program (if any); and subsequently, (iii) the early differential effects of the program on labor market, marriage, fertility, and childcare outcomes between program beneficiaries and non-beneficiaries.

Empirical strategy. The analysis proposed builds on the original research design of the short-term impact evaluation and explores additional methods to test for robustness of the previous strategy and potentially enhance precision.

The program was not randomly assigned to districts but rather targeted to low-literacy districts and, thus, potential differences in enrollment growth in the absence of the program preclude a simple comparison of program and non-program districts. Instead, identification is derived mostly from the discontinuous jump in program eligibility determined by a cut off in the literacy rate. Districts with literacy rates below 40% (15 out of 34) were selected as program districts, with the rest comprising the non-program districts. In addition to this, the study will also use exogenous changes in exposure to the program due to age eligibility as an extra source of variation (e.g. slightly older cohorts of girls in program districts that were not eligible to participate in the program). The identification strategies of the impact evaluation will exploit the discontinuity and additional sources of variation in program participation using a Regression Discontinuity Design (RDD) and a Difference-in-Difference (D-D) analysis. The team will conduct various exercises to test the validity of the identifying assumptions of each strategy as well as test alternative approaches using propensity score matching (and other econometric methods), investigate the heterogeneity of the estimates across different sub-samples, and check the robustness of the findings to several issues such as misspecification, the confounding effects of other educational programs implemented in Punjab, and other potential biases.

Data and outcome indicators. The main variables of interest include school attainment; labor market outcomes; marriage, fertility and childcare decisions. The analysis will draw on various sources of secondary data including the Multiple Indicator Survey – Punjab (03/04 and 07/08), the School Census-EMIS (various years), and the Pakistan LSMS (various years).

Does a CCT have long-term effects in educational attainment and learning? The Case of Colombia

Background. In 2001, the Government of Colombia started “Familias en Accion” (FA), a standard CCT program that provides education subsidies to extremely low-income families with children 7-17 (conditional on their school attendance), health subsidies to members aged less than 7 years (conditional on attendance to control and development checkups), and health and nutrition education to eligible mothers. Payments are given to mothers and eligibility into the program is determined by both a household welfare index called SISBEN (i.e. proxy means testing) and geographic targeting. A number of evaluations have investigated program effects in the short-term based on the comparison of outcomes between individuals living in treated villages and individuals from a matched set of ineligible villages. These evaluations have found significant positive impacts on school attendance, total and food consumption, use of preventive health care, infant morbidity, and height (for young children only).

Scope of the evaluation. Comparing several cohorts of program participants and non-participants, the analysis seeks to examine program effects in the middle- and long-run beyond primary and secondary school enrolment/attendance. More specifically, the study

will investigate whether there are differential changes between the experimental groups in (i) school progression, (ii) secondary school completion, (iii) school achievement measured by standardized test scores, and (iv) enrolment in tertiary education.

Empirical strategy. In a first exercise, the evaluation proposed here closely follows the original design adopted by early impact evaluations of FA. These studies employed a quasi-experimental design by which 57 treatment municipalities were matched to 65 comparison municipalities on the basis of geographic stratification, population size, a quality of life index score, and infrastructure in education and health. Tests for covariate balance between the treated and control groups --estimated with longitudinal data collected in all the 122 municipalities-- show no substantial statistical differences, with the exception of number of banks and rural inhabitants. Therefore, program impacts in school progression, completion and achievement will be estimated through the comparison participants and non-participants outcomes. In a second exercise, the team will exploit exogenous variation in program participation due to the rules of program eligibility in terms of the forcing variable, namely the score of SISBEN. Both exercises will be complemented with additional designs that incorporate extra sources of clean variation in participation such as age eligibility thresholds and exogenous variation in the length of exposure to the program.

Two additional identification issues deserve some further discussion. First, the data available for the analysis do not include test scores at baseline. This implies that program impacts will be estimated on the basis of single differences between for participants and non-participants in the post-program period --probably a less important concern for the second approach (RDD) if individuals do not manipulate the forcing variable or are unable to manipulate it perfectly. Second, a critical issue is the selection bias brought about by compositional changes which are in turn induced by increases in enrollment, itself an outcome of the program (i.e. selection on a post-treatment variable). In other words, a comparison of beneficiaries and non-beneficiaries will likely pick a biased estimate of program effects given that school completion and test scores are only observed for children enrolled in school -- children enrolled in school thanks to the program are (for many reasons) expected to be different from those already enrolled in both the treatment and control groups. The study will attempt to address these issues by (i) providing an empirical estimate of the direction of the bias, (ii) deriving non-parametric bounds on quantile-specific program impacts on the distribution of test scores (Angrist, et al., 2002 and 2004), (iii) estimating program impacts based on variation in the length of exposure in the sub-sample of only treated individuals.

Data and outcome indicators. The main variables of interest are school progression, completion (secondary education), achievement (i.e. measured by performance in standardized test scores), and if possible college enrollment and college dropout rates. The analysis will draw on a number of sources of secondary data: (i) three panel surveys collected as part of the short- and middle-term evaluation (fielded in 2002, 2003 and 2005), (ii) administrative data at the individual level with results of ICFES (a nationally recognized, mandatory standardized test that is administered prior to graduation from high school), (iii) administrative data at the individual level on school enrollment in secondary and tertiary education, (iv) a census of program participants, including length of exposure (from the information systems of FA), (v) poverty censuses used to construct SISBEN.

Annex B: Note on building the social safety net portfolio review dataset

For IEG’s portfolio review, we kept all IBRD/IDA projects from the anchor’s portfolio of safety net projects approved between FY02-FY07 (n=145)⁹.

These projects were identified by the anchor according to the following criteria:

- All projects, regardless of managing sector board assigned theme codes 54 (Safety nets) (n=122)

To identify possible errors of exclusion, the anchor also reviewed:

- All projects approved by the Social Protection Sector Board not assigned theme code 54 (n=56) and identified 22 projects with at least one safety net component AND
- All projects approved by other sector boards assigned theme code 56 (Other social protection and risk management) (n=31) and identified 1 project with at least one safety net component.

The anchor later updated the portfolio with another 61 safety net projects approved between FY08-FY09¹⁰ to the portfolio, using the same selection criteria, but also including all projects which were assigned the new theme code 91 (Global Food Crisis Response). We have no information about the breakdown of these projects between initial identification and selection into the portfolio.

Using the anchor’s selection criteria, IEG similarly identified 53 IBRD/IDA safety net projects approved during FY00-FY01. Of these, 22 were assigned theme code 54, and thus were automatically included. IEG reviewed the design documents of the remaining 31 projects (either Social Protection Sector Board projects or projects assigned theme code 56) and identified 22 as having safety net components.

Ultimately, only traditional IBRD/IDA lending projects (product line “PE”) were included in IEG’S safety net portfolio. Also, a number of projects in the portfolio were actually additional financing for existing projects. While IEG counted the *amounts* committed by these projects, they were not counted as stand-alone projects for the purpose of project *counts*. These steps resulted in a portfolio totaling 209 standalone IBRD/IDA safety net projects approved between FY00-FY09.

9. Although the anchor’s dataset originally consisted of 145 projects, these included 3 Recipient-Executed Trust Fund and 8 Special Financing activities. As IEG’s portfolio review included only traditional IBRD/IDA lending projects, these projects were dropped from the portfolio.

10. Out of the 61 projects in the anchor’s FY07-FY09 dataset, 3 were Recipient-Executed Trust Fund and 9 were Special Financing activities.

Summary table

	Original	Non-SSN Project Removed	Only IBRD/IDA	Supplements Dropped
IEG (FY00-FY01)	51	44	44 ¹¹	42
Anchor (FY02- FY07)	209	145	134	122
Anchor (FY08- FY09)	?	61	51	45
TOTAL	?	250	229	209

11. IEG only downloaded traditional IBRD/IDA lending projects from Business Warehouse.