

# FLOOR

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## FLOORCASH-Basic Manual

### I. Overview

The FLOORCASH-Basic dataset provides a unique overview of all social cash transfer programmes in the countries of the global South in the period between 2010 and 2013. **We define *social cash transfer (SCT) programmes* as publicly financed welfare programmes that provide regular non-contributory monetary payments for free, untied use to persons considered as poor and/or vulnerable.** The objective of the dataset is taking stock of the abundance of all current social cash transfer programmes in all developing and transitional countries for which data is available, from the perspective of comparative social policy.

The dataset includes quantitative indicators common in welfare state research as well qualitative indicators used in country case studies. The indicators cover seven **aspects** of social cash transfer programmes:

- identification of the SCT programmes
- conditions of eligibility
- benefits
- implementation
- institutional core features
- evolution
- goals

Data on the impact or effects of social cash transfers are not included.

The dataset has been constructed from four kinds of **sources**: other databases on social protection; government documents and websites; academic literature and policy papers; expert interviews.

The dataset consists of an excel file with a main spreadsheet, complemented by four further sheets with legends for the four different kinds of sources. In the main spreadsheet each line represents one case, that is, a social cash transfer programme. The cases (SCT programmes) are grouped by countries, and the countries appear in alphabetical order. Within each country, the programmes do not show a particular order.

## II. Case selection

We define the **countries of the “global South”** by combining geographical aspects with criteria of development. All independent, internationally recognized countries outside Europe and North America are included (as well as a few disputed territories), except a few countries which have constantly been assigned very high Human Development Index (HDI) scores over decades (Australia, New Zealand, Japan). This implies that South Korea, Hong Kong, Israel and Singapore are included. The State of Palestine is included, too. Cyprus and Turkey, which are West Asian countries according to the UN statistics division (see Section III.1), are not included due to their actual or pending membership in the European Union.

With few exceptions, only SCT programmes at the *national* government level have been included in the dataset. As examples of SCT programmes at the sub-national level, data on several Mexican SCT programmes run by federal states have been added.

**Public work programmes** are not included, unless they provide defined benefits which also cover periods of unemployment. We consider the wages provided under the majority of public work schemes as remuneration for the work done rather than social assistance benefits.

The data collected refers to the **period from 2010 to 2013**, depending on the sources indicated. The records for the *quantitative* variables (benefit level, coverage, costs) generally indicate the precise year to which the data refers. Most of the other data should reflect the situation as of 2012 or even 2013. In some cases, especially for data drawn from other databases on social protection, it is difficult to determine the exact year to which the information refers.

Fields **coloured in grey** – either single SCT programmes or entire countries – do not fall in our selection of cases. Nevertheless, they have been included in the dataset to illustrate select border cases.

### III. Description of indicators

The following indicators (variables) are included in FLOORCASH-Basic, grouped under seven aspects. An asterisk (\*) indicates that data for a variable has not been collected systematically.

#### 1. Identification of the SCT programmes

- **Country code:** three-digit alphabetical codes (ISO-alpha3-codes) as standardized acronyms for each country<sup>1</sup>
- **Country:** For the selection of programmes and countries see Section II above.
- **World region:** The classification is based on the definitions by the UN statistical division.<sup>2</sup>
- **Name of the SCT programme:** Where available, the translation into English is used, complemented by the original name.

#### 2. Conditions of eligibility

- **Target group:** SCT programmes are either targeted at individual persons (e.g. elder persons) or at entire “families” or “households”. In order to analyse the target group as precisely as possible, including the question to what extent *individual* citizens are entitled to a SCT, two variables are used to analyse the target group, the so-called entitlement person [Target group I] and the beneficiary unit [Target group II]. The variable “**entitlement person**” indicates eligibility for a SCT. An entitlement person is either a member of a certain population category such as the life cycle groups [C = Child, WA = Working age, OA = Old age] and the group of persons with disabilities [D = Persons with disabilities] or just any citizen, that is, the benefit is not restricted to a particular target group [A = any citizen]; other, residual small groups not included in C/WA/OA/D/A are defined as “others” [OTH = Other]. The variable “**beneficiary unit**” indicates how the target group is addressed: via individuals [I] or via households [H]. Example: If a SCT programme targets “families”, the target group is - analytically speaking - “a household with at least one child”; the target group is therefore classified as “C” for child in the variable “entitlement person” and as “H” for household as the beneficiary unit.
- **Geographical limitations:** As not every SCT programme covers the entire country, any geographical limitations are taken into account (for further geographical restrictions see Section III.4 “implementation” as well as Section III.5 “administrative level”). If a SCT programme in a country applies certain measurement techniques to cover only the poorest areas of the country, the SCT is classified as a “SCT with

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<sup>1</sup> <https://www.iso.org/iso-3166-country-codes.html>; accessed 08 March 2018

<sup>2</sup> <http://unstats.un.org/unsd/methods/m49/m49regin.htm>; accessed 30 August 2013

geographical targeting”, either at the national or at a local level [N with geo/L with geo = National/local SCT with geographical targeting]. If a SCT programme covers either only urban or only rural areas, it is classified as an exclusively rural or urban programme, respectively [R = only rural; URB = only urban].

- **Means-test:** If a SCT is granted to all persons of the target group without any means-testing, the SCT is considered “universal” with respect to the target group [U = universal]. Otherwise, the SCT programme applies at least one form of means-testing: either a means-test by income [MT-i], by assets [MT-a], by a proxy method [MT-p], or by an “incompatibility check”, which means that the applicant must not receive other designated social security provisions [MT-incomp]. If it is unclear which form of means-test a SCT programme applies, a general “MT” [MT = means-test] is recorded.
- **Quota:** This variable indicates, if there is a designated maximum number of beneficiaries *at the administrative level*, either in total or in a local administrative unit [with q = with quota; without q = without quota]. Note that a maximum number of beneficiaries *at the household level* is measured by the indicator “benefit level” (Section III.3).
- **Behavioural conditions:** If a SCT programme requires the beneficiary to comply with certain conditions in terms of activities, the SCT is classified as conditional (“yes”), and information on the type of behavioural condition is added [education/health/work/OTH, with OTH = Other]. If the SCT programme does not require any particular activities, the SCT is classified as unconditional (“no”).

### 3. Benefits

- **Generosity** (benefit level): The benefit level is indicated in absolute terms in US-Dollars and/or national currency, depending on the availability of data.
- **Benefit limitations:** In those cases where a **maximum number** of benefits per household and/or a **maximum time** period of entitlement are stipulated, the limitations are added.
- **Benefit standard\*:** This basis of assessment refers to the (politically established) measure which is used as a benchmark (if any) for the level of the benefits of a SCT programme, e.g. the national poverty line or the minimum wage. In many cases there is no standard.

### 4. Implementation

- If a SCT programme has been established as a test case in a pre-selected area only, it is classified as a “**pilot programme**” [p = pilot]. Depending on whether the pilot SCT programme was initiated by the national or by a local government, it is classified either as a national or as a local pilot programme [N-p = national pilot; L-p = local pilot].

- **Coverage** of individuals and of households refers to the actual coverage (take-up) rather than legal entitlement. Usually, the figures are absolute numbers.
- **Costs**: Any available figure is indicated, preferably in the national currency, either the real expenditure including administration costs, or the budget including administration costs, or the total of spending on transfers.

#### 5. Institutional core features

- **Administrative level**: If a SCT programme was introduced by the central/national government, it is classified as a national programme [N = national]. If the SCT programme was established by a lower administrative unit, e.g. a regional district, then it is classified as a local programme [L = local] (although, according to the case selection, such programmes are an exception in the dataset).
- **Agency in charge** and **executing agency**: The agency in charge is usually a public administrative unit such as a ministry. In addition, there may be a subsidiary, (semi-) public agency charged with the administration and execution of the SCT programme. Information on commercial companies commissioned with single administrative steps such as the payment of the benefits is not included in the dataset.
- **Legal basis**: Any legal basis of a SCT programme which could be identified is recorded. The crucial classification consists of the distinction between a law, passed by the legislative power, and a mere decree or similar regulation by the executive power, which may be more easily changed or withdrawn.
- **Sources of funding**: The funding may come a) from national resources, either from the budget or from other national resources [NAT-b = national budget, NAT-o = other national source], or b) from international resources [INT = international: -IO, -INGO, -bilateral]. c) Further sources are marked by "OTH" [other source].
- **Institutional umbrella**: This variable indicates if the SCT programme is integrated into a wider institutional framework. Such a framework might be a more comprehensive SCT programme of which the SCT programme in question is only a component with a separate name, or a social insurance agency. Any integration into a wider action plan which is not limited to SCT or social insurance is considered by the variable "integration into national social protection plan/development framework".
- **Integration into national social protection plan/development framework\***: This variable indicates whether the SCT programme is integrated into any national action plan or programme which is not limited to SCT or institutions of social insurance, such as a national poverty reduction strategy, a development plan etc.

- **Non-financial involvement of IOs, INGOs or NGOs\***: involvement different from funding by international governmental organizations, international non-governmental organizations, or, in exceptional cases, by national non-governmental organizations; e.g. technical assistance, training, implementation.

#### 6. Evolution

- **Year**: Both the year of inception [B = Beginning] and, if needed, of termination [E = End] is recorded.
- **Programme history\***: Where appropriate, the immediate predecessor programmes [PRE = predecessor programme] and the immediate successor programmes [SUC = successor programme] are listed in order to trace the evolution of a SCT programme in a country.

#### 7. Goals

- **Intended objectives\***: Explicit objectives pronounced by the agency in charge
- **Problem definitions\***: Problem definitions apparently linked to the SCT programme

The acronym “**PEC**” is added to a data record to indicate that further explanation is provided in the column “**Peculiarities of schemes**”. The column “**Comment on data**” contains remarks and assessments of the data and its validity. “**Further information of interest**” is a residual column with space for further information on a SCT programme which could not be placed in the other columns. “**Link**” provides quick access to the website of the SCT programmes.

Specifications of the indicators used are made in **square brackets [...]**, in contrast to the sources, which are supplied in **round brackets (...)**.

### IV. Data sources

The data in the main spreadsheet (entitled “SCT programmes”) are based on four kinds of sources: 1. other databases on social protection; 2. government documents and websites; 3. academic literature and policy papers often published by international or non-governmental institutions; 4. expert interviews. The types of sources are ranked here according to the extent they fed into FLOORCASH- Basic.

The four types of sources are presented in separate lists (in separate spreadsheets) in order to provide maximum transparency. Precisely tracing back the data sources may enable a more profound judgment when assessing the validity of single data records.

Each data record in FLOORCASH-Basic is followed by a round bracket “(…)” which indicates the source of the record in a short form. In order to find the full reference of the record, the reader has to identify the type of source in a first step, and then look up the reference in the corresponding list/spreadsheet. The four types of source are clearly identifiable: a numerical code, e.g. “(05)”, is used for other social protection databases; authors’ names along with the year of publication are used for academic literature and policy papers; the name of a national institution such as a particular ministry or the government as such (e.g. “Gov.”) plus the year, if available, are used for government sources; finally, “Interview no. …” is used for expert interviews.

The databases on social protection fed into FLOORCASH-Basic in the following way: The relevant data from *Social Security Country Profiles* provided by the ISSA (databases no. 1), the *ILO Social Security Inquiry* (database no. 2) and the *Social pensions database* provided by HelpAge International (database no. 8) was extracted as a starting point for all countries. In order to complement the basic data collection, a fourth database was checked, depending on the world region: for Latin America, this were two ECLAC databases on *Conditional Cash Transfer Programmes* and on *Social Pensions* (databases no. 21 and 29); for Africa, it was *The Cash Dividend*, a publication by the World Bank (database no. 22); for Asia, the OHCHR surveys on social protection of older persons and on social cash transfer programmes (databases no. 13 and 15). Information from all the other databases was added in case the four basic databases did not provide any or not sufficient information or to increase the validity of the data.

Whenever a cell is empty, we could not find any data (within the constraints of time and resources) and the **values** are **missing**. By contrast, whenever we have proof that a feature is absent, we mark “**NEG**” for “negative evidence”, e.g. if there is no SCT programme at all in a country or if there is no legal basis of a SCT programme at all.

## V. Colour legend

In order to refine the case selection and to state the quality of data more precisely, respectively, select cells of the table are coloured.

**Grey:** case (programme and country, respectively) is not included in the final sample

**Yellow:** data might require further in-depth investigation, either due to contradicting sources or due to a lack of data on an important indicator (of a relevant SCT programme in a country)