



MINISTRY OF PUBLIC SERVICE,  
GENDER, SENIOR CITIZENS  
AFFAIRS AND SPECIAL  
PROGRAMMES

# Midline Impact Evaluation of Kenya's Inua Jamii 70 Years and Above Cash Transfer Programme

## Policy Brief

September 2022

## **Introduction**

The purpose of this policy brief is to outline the key findings and policy recommendations from the Inua Jamii 70+ cash transfer midline evaluation in light of advancing the universal social protection agenda in Kenya.

## **The Inua Jamii 70+ Cash Transfer Programme**

The National Safety Net Programme (NSNP) provides a common operating framework to harmonise the delivery of Kenya's tax-financed social protection schemes. It currently includes four programmes: the Cash Transfer for Orphans and Vulnerable Children (CT-OVC), the persons with Severe disabilities Cash Transfer (PwSD-CT), the Hunger Safety Net Programme (HSNP), and the Inua Jamii 70 years and above (IJ70+) cash transfer programme. While the first three programmes are poverty-targeted and household-based, the IJ70+ programme represents the first building block towards a universal social protection system in Kenya. The programme is completely funded by the Government and aims to reach all persons aged 70 or older who are not already in receipt of a civil service pension, providing them with a cash transfer of KES 2,000 per month, disbursed every two months. In practice, however, the objective of universal coverage of older persons has not been achieved yet. In fact, since the initial registration campaign in 2017, enrolment of new beneficiaries has been limited.

## **Social Protection in Kenya**

The aspiration to develop an inclusive lifecycle social protection system in Kenya reflects the right to social security, as enshrined in the 2010 National Constitution, stating that *'every person has a right to social security'* and *'the State shall provide appropriate social security to persons who are unable to support themselves and their dependants'*. The introduction of the NSNP, in particular the IJ70+ cash transfer, has been a significant step in the Government's efforts to guarantee the right of to social security, ensuring coverage of all citizens in older age.

To realise the right to social security, it is key that operational processes consider human rights principles throughout the implementation of social protection programmes such as the IJ70+. Figure 1 summarises eight core human rights principles and standards for the design and implementation of social protection programmes, such as equality, accessibility, adaptability, adequacy, dignity, right to privacy, accountability, and participation.

## **Findings from the Midline Evaluation**

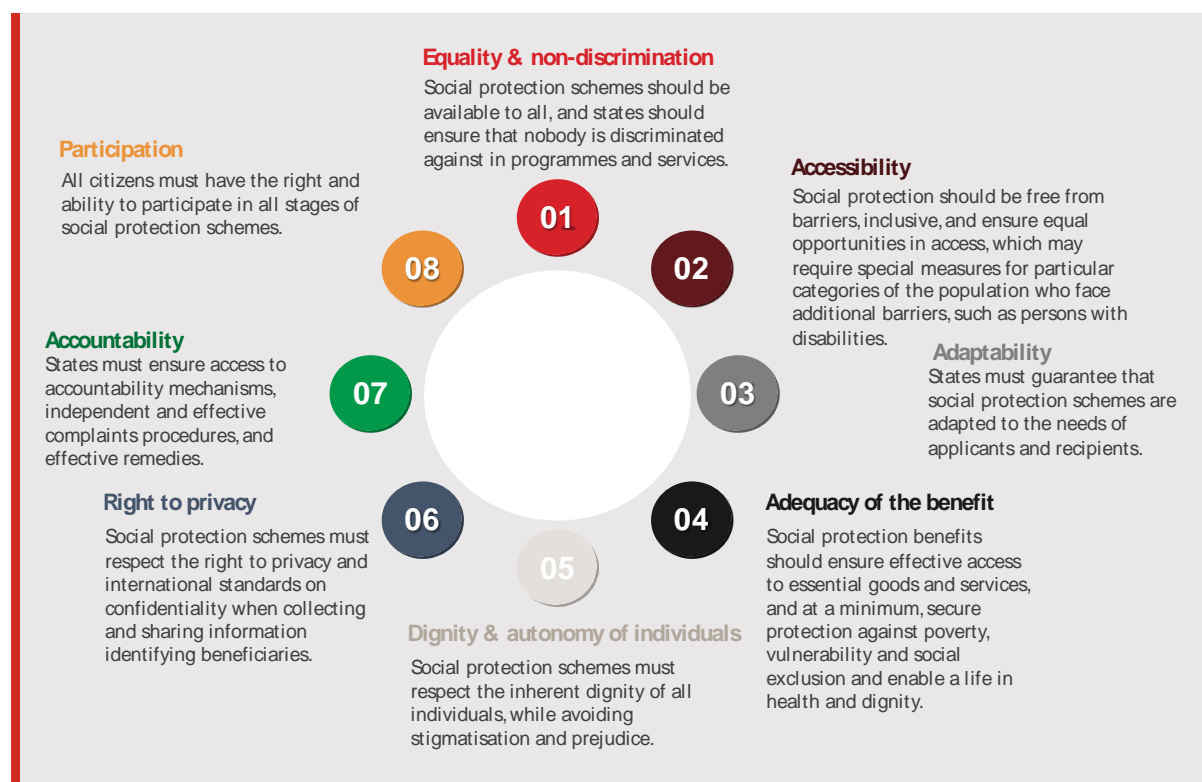
The purpose of the midline evaluation was to assess the impacts of the IJ70+ programme on older persons and their families and communities across a range of outcomes. The study employed a mixed-methods approach, whereby both quantitative and qualitative data was collected and triangulated. Respondents to the 2018 baseline survey, including IJ70+ beneficiaries (treatment group) and non-beneficiaries (control group), were traced and re-interviewed, and outcomes were compared between treatment and control groups before (baseline) and after (midline) receiving the cash transfer. Results from the quantitative analysis were complemented and interpreted considering the findings from in-depth

interviews with beneficiaries and carers, focus group discussions and key informant interviews.

Positive impacts were detected in terms of beneficiaries' subjective wellbeing. Having the IJ70+ as a source of income allowed older persons, especially women, to be less dependent on others and more valued within their household and their community. The programme mitigated the stress from financial insecurity and increased beneficiaries' sense of purpose and satisfaction from being able to help others as opposed to only receiving help.

For programme beneficiaries, the cash transfers became a key source of income, despite most older persons continuing to engage in labour. Income from the transfers immediately translates into higher consumption but does not appear to help smoothing consumption patterns. In fact, the money is immediately used to buy better quality food, repay debt, cover medical costs, and buy livestock, then beneficiaries likely go back to their normal consumption pattern in between payments. Uncertainty around regularity of payments prevented beneficiaries from achieving any significant changes in consumption behaviour and sustained improvements in food security and poverty reduction. Partial consumption smoothing is achieved by purchasing on debt, as shop owners know that the person is an IJ70+ beneficiary and consider them credit worthy.

**Figure 1 Human rights principles and standards for the design and implementation of social protection programmes**



*Note: These principles are adapted from: the CESCR General Comment No. 19, Sepúlveda et al (2012), Recommendation 202/2012 of the International Labour Organisation and UNRISD's Social Protection & Human Rights Platform*

## Recommendations

Findings from the midline evaluation underlined a set of recommendations in terms of implementation of the IJ70+ programme and realisation of human rights principles in Kenya through the IJ70+ and social protection at large.

### Policy recommendations

- Develop a comprehensive social protection legislation that entrenches regular financing of the scheme beyond the lifespan of the current Government
- Provide universal coverage of the National Health Insurance Fund
- Update the National Policy on Older Persons and Ageing (2018)

### Recommendations on programme implementation

<p><b>Registration and enrolment</b></p> 	<p>Guarantee coverage of all older persons aged 70 and over</p> <ul style="list-style-type: none"> <li>• Develop a dynamic registration mechanism for all persons who turn 70 to organically transit into the programme</li> <li>• In case they lack a National ID, use circumstantial evidence to enrol eligible persons into the scheme (e.g., peer and local administration authentication)</li> <li>• Promote the provision of a national ID for all citizens to enable them to access the IJ70+ as well as other social protection schemes</li> </ul>
<p><b>Payments</b></p> 	<p>Regularise the bi-monthly payments in order to</p> <ul style="list-style-type: none"> <li>• Enable beneficiaries to plan their income and expenditure</li> <li>• Reduce indebtedness</li> </ul> <p>Increase the transfer amount to account for inflation and maintain purchasing power</p> <ul style="list-style-type: none"> <li>• Develop a mechanism to maintain transfer values in line with economic growth, inflation, and beneficiaries' basic needs</li> </ul> <p>Minimise authentication issues for beneficiaries and caregivers</p> <ul style="list-style-type: none"> <li>• Improve biometric authentication infrastructure, especially in remote areas</li> <li>• Provide an alternative for beneficiaries to access the transfer in case biometric authentication fails or is not available</li> </ul> <p>Ensure that caregivers can effectively support beneficiaries in accessing the transfers</p> <ul style="list-style-type: none"> <li>• Strengthen standard operating procedures</li> <li>• Monitor compliance</li> </ul> <p>Ensure that beneficiaries can access transfers within a 2 km radius</p> <ul style="list-style-type: none"> <li>• To reduce travel costs for beneficiaries</li> <li>• Enforce and monitor compliance</li> </ul>
<p><b>Awareness of the programme</b></p> 	<p>Improve beneficiaries' outreach and awareness-raising strategy</p> <ul style="list-style-type: none"> <li>• Government to lead on the design and delivery of training for Social Development Officers (and other relevant parties involved in the programme's implementation), potentially with support from partners such as WFP and UNICEF who have extensive experience with cash-based transfers to vulnerable groups</li> <li>• Amplify awareness raising efforts by training volunteers at the sub-county level and engaging local and national media</li> </ul>
<p><b>Grievance and redress</b></p> 	<p>Promote perception of entitlement over the programme through the beneficiaries' outreach strategy</p> <ul style="list-style-type: none"> <li>• Encourage beneficiaries to come forward if they cannot access their transfers</li> <li>• Train and empower the BWC to handle the cases with the assistance of Sub-County DSA officers</li> <li>• Ensure continued refresher trainings for sub county officers and beneficiary welfare committees on new improvements within the Management Information System to fast-track the process of case management for programme beneficiaries</li> </ul>
<p><b>Change management</b></p> 	<p>Regularly update beneficiaries' information</p> <ul style="list-style-type: none"> <li>• Remove deceased beneficiaries from the programme's payroll</li> <li>• Strengthen periodic monitoring and evaluation of the programme</li> </ul>

### **Further research**

It is recommended to conduct another impact evaluation at a later stage, once operational constraints are addressed. For the evaluation to capture the impact on living standards of the IJ70+ programme as it was intended (i.e., bimonthly cash transfer to all persons aged 70+ not in receipt of other pensions) it would be crucial for coverage to be as close as possible to universal and for beneficiaries to have received their payments regularly and predictably for a reasonable amount of time before the evaluation. Quantitative analysis could exploit data from the Kenya Integrated Household Budget Survey or other household surveys conducted regularly by the Kenya National Bureau of Statistics. More detailed quantitative analysis could be conducted after adapting the existing questionnaire and sampling framework to include questions on the IJ70+ programme and make sure the data is representative of older persons aged 70 and over.