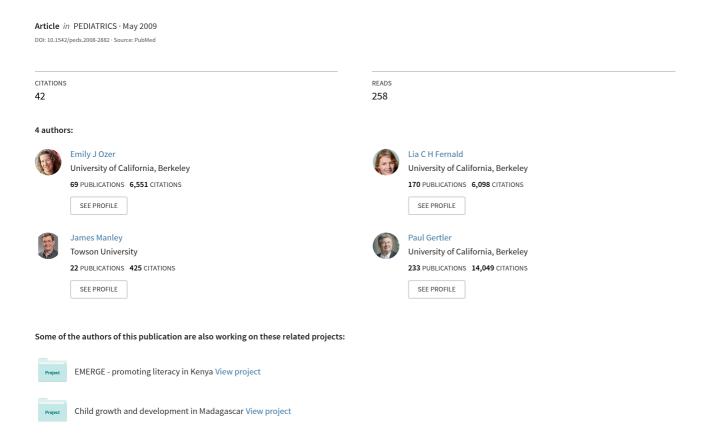
## Effects of a Conditional Cash Transfer Program on Children's Behavior Problems



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## Effects of a Conditional Cash Transfer Program on Children's Behavior Problems

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#### What's Known on This Subject

Research shows that CCT programs for very poor families can improve school enrollment, child nutrition, and health conditions such as stunting and anemia. No published research has investigated the impact of CCT on children's behavior problems.

#### **What This Study Adds**

Household participation in Mexico's *Oportunidades* was associated with lower aggressive and oppositional problems in children after controlling for a range of child characteristics and family-level socioeconomic factors. The strength of the effect represented a 10% decrement in problem behavior.

#### ABSTRACT -

OBJECTIVES. Governments are increasingly using conditional cash transfer programs to reduce the negative effects of poverty on children's development. These programs have demonstrated benefits for children's nutrition and physical development, but the effect of conditional cash transfers on children's behaviors has not been systematically evaluated. The objective of this study was to evaluate the effects of a conditional cash transfer on children's behavior by using a quasi-experimental design.

METHODS. In 1997, the Mexican government initiated a large-scale conditional cash transfer (*Oportunidades*) in 506 very poor rural communities. *Oportunidades* provided cash transfers that were contingent on visits to medical practitioners, consumption of nutritional supplementation, and school enrollment. In 2003, an assessment of 4- to 6-year-old children in these households was conducted, and outcomes were compared with children from 152 additional poor rural communities who had been recruited by using rigorous matching procedures. The primary outcome measure for this analysis was maternal report of behavior problems in terms of anxiety/depressive and aggressive/oppositional symptoms. Analyses reported here compared 778 children from beneficiary households who had received 3.5 to 5.0 years of exposure to the program and a comparison group of 263 children who had received no exposure to the program at the time of assessment but whose families later enrolled in the program.

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#### Key Word

conditional cash transfer, children, economic, behavior problems, Mexico

#### Abbreviations

CCT—conditional cash transfer OLS—ordinary least squares CI—confidence interval

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RESULTS. Participation in *Oportunidades* was associated with a 10% decrement in aggressive/oppositional symptoms but was not associated with significant decrements in anxiety/depressive symptoms or total problem behaviors while controlling for covariates. Effects of treatment did not differ by children's gender or ethnicity.

conclusions. Although this large-scale conditional cash transfer program for poor Mexican families did not directly address children's behavior problems, it found evidence of indirect effects on children's behavior. Results suggest that interventions that focus on investing in basic human capital needs may exert longer term ripple effects on children's development. *Pediatrics* 2009;123:e630–e637

Extensive research has documented the inverse relationship between poverty and healthy child development, 1-6 with pervasive poverty in the earliest years of life demonstrating the most deleterious effects on children's cognitive and psychosocial development. Several recent US studies that used planned or natural experiments have further demonstrated the salutary effects of familial economic improvement on the social and academic development of children. The developing economies of the world are home to extreme levels of chronic poverty, with nearly half of the global population estimated to live with incomes of less than US \$2 per day. Some of the most promising approaches to reducing extreme poverty are conditional cash transfer (CCT) programs. CCT programs provide cash gifts to poor families that are contingent on their adherence to activities that are expected to promote healthier child development. Dozens of middle- and low-income countries now are using CCT programs. Evaluation results from Mexico, Brazil, Argentina, and Nicaragua show that CCT programs increase school enrollment rates, 14,15 raise household consumption, 12,16 and improve health conditions such as stunting and anemia in children. We are not aware of any published investigation of the impact of CCT programs on children's behavior problems.

Originally called *Progresa, Oportunidades* began in 1997 as a national CCT program intended to relieve extreme poverty in Mexico. The government initially rolled out the program in rural areas and then extended it to urban areas. By 2004, *Oportunidades* had enrolled ~5 million families in all 31 states of Mexico. Nearly half of rural Mexican workers work in agriculture; the average hourly wage for agricultural workers is 7 pesos (roughly equivalent to \$0.09 or €0.07).<sup>21</sup> The program distributed benefits only when family members complied with required behavior changes, including prenatal care; well-infant care and immunization; nutrition monitoring and supplementation; preventive checkups; and participation in educational programs regarding health, hygiene, and nutrition.<sup>17</sup>

By using a planned quasi-experimental design, this study uniquely contributes to the literature by testing the impact of *Oportunidades* on the behavior problems of 4- and 5-year-old children in rural areas. This age group is of particular interest developmentally because children's abilities to self-regulate behaviorally and develop successful relationships with adults and peers at this age are strongly predictive of later achievement, psychopathology, and delinquency.<sup>22–24</sup> Quasi-experimental and experimental designs help to address the oft-debated issue of the directionality of the poverty–psychopathology relationship.<sup>25,26</sup>

The central hypothesis of this study is that the effect of *Oportunidades* will extend beyond the proximal outcomes of nutrition, physical growth, and school attendance to exert longer term positive effects on child behavior problems among 4- to 5-year-olds who live in extreme poverty in rural Mexico. We specifically examined the impact of the intervention on "internalizing" symptoms of anxiety and depression and "externalizing" symptoms of aggression and oppositional behavior.<sup>27,28</sup> This is the first study to our knowledge to investigate the impact of a CCT program on children's behavior problems or to investigate the effects of any kind of economic intervention on the psychosocial functioning of poor children in a developing economy.

Because *Oportunidades*'s program components did not explicitly address child behavior, our hypothesis is based on previous theory and research that suggests that the program could exert effects on child behavior via other pathways, such as improved child nutrition<sup>17</sup> or by the amelioration of severe economic stress on the family, which could in turn promote parental mental health and family relationships.<sup>18,20</sup> There is growing evidence that maternal psychopathology mediates the effects of economic disadvantage on their offspring's behavior problems, including poverty, as well as traumatic stressors such as war and domestic violence.<sup>29,30</sup>

#### **METHODS**

#### **Design and Sampling**

#### Treatment Sample

The treatment sample was composed of children from 506 poor rural communities who had been receiving

Oportunidades benefits for 3.5 to 5.0 years.<sup>31</sup> The program selected these communities in 1997 on the basis of the proportion of households in communities that lived in poverty by using data from the 1995 National Census. Within the communities that were assigned to the program, households were then selected for participation in Oportunidades according to an index of objective characteristics, such as housing materials, water and sanitation facilities, education, and family structure, which were shown to be good proxies for annual income.<sup>32</sup> On average, 78% of the households in selected communities were classified as eligible for program benefits, and 97% of these households enrolled in the program.<sup>31</sup>

Eligible households began receiving program benefits between April 1998 and November 1999, conditional on meeting the *Oportunidades* program requirements. *Oportunidades* beneficiary families received cash transfers every 2 months, equivalent to an increase of ~25% of household income. Medical providers verified that households completed the required health care visits. The sample of communities was representative of the *Oportunidades* rural (<2500 inhabitants) beneficiary communities, and the families were the poorest 20% of the population with daily per capita income of \$2 or less in 7 Mexican states.

#### **Comparison Sample of Communities**

In 2003, the government added a comparison group of 152 communities as part of the 5-year evaluation of the *Oportunidades*. Substantial care was taken in selection of communities to minimize selection bias.<sup>33</sup> The criteria used for the selection of communities and households into the original treatment groups were fully documented, and all communities were motivated to participate in *Oportunidades*. Data from the 2000 census were used to select new comparison communities that were (1) from the same state as the original community in all but 1 case, (2) had not yet been incorporated into *Oportunidades*, and (3) most closely matched the original using propensity score methods applied to sociodemographic and infrastructure characteristics.<sup>34,35</sup>

#### Sample Refinement at Household Level

We took several additional steps to minimize the likelihood that factors other than treatment status would differentiate the 2 samples (Fig 1). Originally, 2545 children (1900 treatment and 645 controls) who were aged between 56 and 68 months were in the quasi-experiment. We restricted our comparison sample to families who had been offered the Oportunidades program by 2005 and subsequently chose to enroll in the program. Thus, both the treatment and control samples consisted of children from families who were deemed eligible and took up the program. This approach minimized selection bias that was associated with program take-up. Observations that lacked necessary data reduced our sample size to 945 observations; there were no significant differences on any of our 27 covariates between the 96 children who were excluded from our study as a result of missing data versus those who were not excluded. Sta-

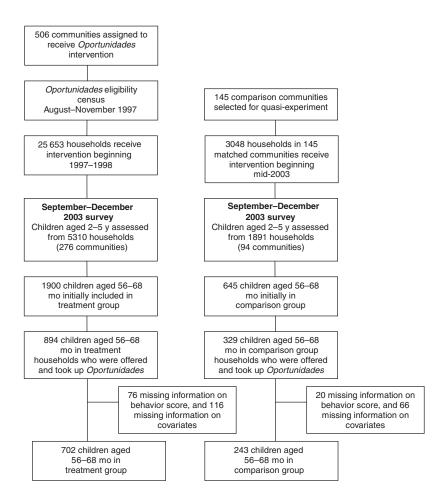


FIGURE 1 Flowchart of participants.

tistical power analyses indicated that our sample was adequate to detect a small effect of  $\geq$ 0.20.

#### **Data Collection and Measures**

All data were gathered via home interviews conducted in Spanish with indigenous translation as needed by teams of trained nurses from Mexico's Instituto Nacional de Salud Publica. Interviewers were blind to the aims, objectives, and hypotheses of the study; none of the questions in the interview pertained to participation in Oportunidades, and the interviewers believed that they were conducting a nutrition, health, and development assessment of poor, rural children. Only households with at least 1 child aged 0 to 5 were selected from the program participants. From these households, the child's mother or primary guardian was interviewed, in addition to any other adult who was older than 30 years and home at the time of the visit. The assessment of children extended beyond behavior outcomes presented here to outcomes that included growth, health, and physical development; these data have already been reported.<sup>17</sup> During this same visit, a questionnaire was administered. Focus groups and cognitive testing ensured that the interpretation of the interview questions matched the original intent in English.

#### Child Behavior

We assessed child behavior by using an adapted version of the Behavior Problems Index administered through personal interview to the participating mothers, who were asked to report on the behaviors of their children in the past 3 months.<sup>36</sup> This measure has been widely used in large-scale survey studies<sup>37–39</sup> rather than clinical settings; it does not have established cutoffs to indicate clinical significance. The Behavior Problems Index had not been previously validated in rural Mexico; the measure was adapted and supplemented to reflect the items considered to be most appropriate for the population and age group. The final version of the scale (Table 1) included 19 items (Cronbach's  $\alpha = .82$  for the full scale; .73 for the 10 aggressive/oppositional items, and .71 for the 9 anxiety/depression items). We were not able to validate systematically our adapted measure as part of our investigation.

Demographic and Other Household-Level Control Variables The demographic, educational, and economic variables were obtained via interview with the head of household or spouse and are shown in Table 2. All of these variables pertained to characteristics of the family and household at baseline (1997/1998). Data from baseline were available for children from treatment communities because it

#### **TABLE 1** Adapted Behavior Problem Index

Item in Spanish	English Translation
Discute mucho	Argues a lot
Se queja de que se siente solo	Complains of being alone
Llora mucho	Cries a lot
Es abusador, cruel o malo con los demás	Acts mean/cruel with others
Exige mucha atención	Demands attention
Destruye sus propias cosas	Destroys own things
Destruye las pertenencias de sus familiares	Destroys things of family
Desobedece en la casa	Disobedient at home
Tiene miedo de que pueda pensar o hacer algo malo	Afraid of thinking/doing something wrong
Siente que tiene que se perfecto	Feels as though s/he has to be perfect
Siente o se queja de que nadie lo quiere	Feels as though nobody loves her/him
Siente inferior o como di no valiera nada	Feels worthless or inferior
Se involucra mucho en peleas	Fights a lot
Se junta con gente que se involucra en problemas	Spends time with people who get in trouble
Prefiere estar solo en vez de estar con otros	Prefers being alone instead of with others
Dice mentiras o hace trampas	Tells lies, cheats
Es nervioso, tenso	Is nervous, tense
Es demasiado ansioso o miedoso	Is too anxious, afraid
Se siente culpable por cualquier cosa	Feels guilty for everything

had been collected in a baseline questionnaire. To obtain this information from comparison households, we used an additional questionnaire, which asked families retrospectively about easily recallable household demographic structure and ownership of assets in 1997/1998.

#### **Data Analysis**

We conducted our statistical analyses by using Stata 9.2 for Windows (Stata Corp, College Station, TX). We analyzed the data by using multivariate, linear, ordinary least squares (OLS) regression, regressing each outcome measure (anxiety/depression behavior problems, aggressive/oppositional behavior problems, and total behavior problems) on our independent variable of interest (*Oportunidades* program participation) and the control variables described in Table 2. Six of the 30 control variables were indicators for the state of residence, and SEs were clustered at the community level. Possible interaction effects for gender and ethnicity each were examined as the last step in the OLS regressions.

As a robustness check, we replicated the analyses by using propensity score matching, consistent with previous research showing that these methods lead to results similar to those generated by the randomized experimental design built into the first stage of the *Oportunidades* program.<sup>40</sup> On the basis of the methods described by Abadie and colleagues,<sup>34,41</sup> we used the nearest neighbor matching method. We identified the 5 most similar control observations for each treatment observation, whereby similarity is defined as the minimum difference between the treatment and control on a set of covariates. We used the variables described in Table 1, with the

additional use of a heavy weighting procedure that prioritized that the control observations be from children of the same age (in months), same state, and same gender.

#### **Ethical Review**

The Research Committee of Mexico's *Instituto Nacional de Salud Publica* and the Committee for the Protection of Human Subjects at the University of California at Berkeley approved the *Oportunidades* evaluation. Participants received a detailed explanation of the procedures and signed an informed consent declaration before data collection occurred.

#### **RESULTS**

The mean age of the children in the entire study (N = 945) was 62 months (SD: 3.72), or 5 years and 2 months. Fifty-two percent of the children were male. Households had an average of almost 7 members, with between 1 and 2 children younger than 5 years and at least 2 older children and 2 working-aged adults. Consistent with the intentional recruitment of very poor families, levels of education and standard of living were low.

We first analyzed the data by using OLS regression in which SEs were clustered at the community level. Coefficients with their significance levels are presented in Table 3. After controlling for gender, ethnicity, and all covariates, results indicated a statistically significant program effect for aggressive/oppositional problems ( $\beta$  = -.42, P = .03, t = -2.20 [95% confidence interval (CI): -0.80 to -0.04]) but not anxiety/depressive ( $\beta = -.29$ P = .18, t = -1.35 [95% CI: -0.70 to 0.13]) or total symptoms ( $\beta = -.71$ , P = .05, t = -1.94 [95% CI: -1.42 to 0.01]). Because the control sample mean for aggressive/oppositional symptoms was 4.41, the coefficient of -0.42 represents a 10% decrement in such problems. Lower levels of aggressive/oppositional symptoms were found for girls ( $\beta = -.51 P = .001$ , t = -3.34[95% CI: -0.81 to -0.21]); child age and ethnicity showed no statistically significant effects. Gender, age, and ethnicity showed no statistically significant relationship with total symptoms or for anxiety/depressive symptoms. The effects of participation in the program did not differ by the gender or ethnicity of the child.

Finally, our replication of the OLS analyses by using the "nearest neighbor" propensity score approach yielded results that were almost identical ( $\beta = -.43$ , z = 2.15, P = .03 for aggressive/oppositional;  $\beta = -.36$ , z = 1.78, P = .08 for anxiety/depressive; and  $\beta = -.79$ , z = 2.23, P = .03 for total symptoms). The treatment effect for anxiety/depressive symptoms was slightly stronger than that for the original analysis and approached statistical significance.

#### DISCUSSION

This study of a large sample of young children who were living in extreme poverty in rural Mexico is to our knowledge the first to investigate empirically the association of CCT program participation and children's psychological functioning. We found that household participation in *Oportunidades*, 1 of the world's largest CCT

TABLE 2 Description of Treatment and Comparison Groups

Characteristic	Treated	Comparison	Р
	(n = 702)	(n = 243)	
Child characteristics			
BPI, total score, mean (SD)	8.14 (4.27)	8.81 (4.20)	.060
BPI, anxiety/depressive subscale, mean (SD)	4.18 (2.48)	4.41 (2.45)	.250
BPI, aggressive/oppositional subscale, mean (SD)	3.96 (2.40)	4.41 (2.42)	.030
Child age, mean (SD), mo	61.96 (3.73)	61.90 (3.77)	.830
Child gender, % female	49	46	.370
Head of household characteristics			
Age, mean (SD), y	40.37 (10.95)	40.42 (11.95)	.960
Completed primary school, %	67	63	.390
Completed junior high school, %	11	12	.570
Completed high school, %	1	2	.320
Works as daily agricultural laborer, %	68	58	.130
Works as a nonagricultural laborer, %	10	17	.140
Works as a laborer for in-kind payment, %	10	14	.190
Works on communal land, %	9	3	.110
Speaks an indigenous language, %	51	23	.010
Demographic structure, mean (SD)			
Dependence ratio (ie, No. of nonworking household members	1.87 (1.35)	1.59 (1.24)	.030
per number of wage earners in household in 1997)			
Crowding index (ie, No. of people living in household divided	4.65 (2.31)	4.03 (2.02)	.010
by the No. of rooms in household in 1997)			
Crowding index multiplied by No. of children <12 y	15.33 (14.27)	11.75 (12.90)	.010
No. of children <12 y	2.79 (1.64)	2.33 (1.79)	.010
No. of children aged 5–15 who are not enrolled in school	0.13 (0.45)	0.19 (0.51)	.080
No. of paid workers aged 8–15 in household	0.09 (0.29)	0.06 (0.23)	.230
No. of people >65 y	0.11 (0.38)	0.09 (0.31)	.610
Household socioeconomic status			
Land owned, hectares, mean (SD)	1.43 (2.72)	1.48 (3.88)	.880
Household has a dirt floor, %	76	71	.390
Household has a gas heater, %	16	26	.100
Household is eligible to receive social security, %	4	11	<.001
Household owns ≥1 animal, %	80	58	<.001
Household has a blender, %	22	21	.750
Household has a radio, %	56	46	.060
Household has a television, %	36	35	.860
Household has water access on owned land, %	28	50	.010

Tests of difference conducted by using t test (for continuous variables) or a  $\chi^2$  test (for dichotomous variables) clustered at the community level. BPI indicates Behavioral Problems Index.

programs, was associated with lower aggressive and oppositional problems in children after controlling for a range of child characteristics and family-level socioeconomic factors; the strength of the effect was modest, representing a 10% decrement in problem behavior. The study did not find a statistically significant program effect for symptoms of anxiety and depression. Effects of program participation did not differ for boys versus girls or for children from indigenous versus nonindigenous families. Boys demonstrated higher levels of aggressive/oppositional symptoms than did girls, which confirms extensive research conducted in other countries<sup>42</sup> and with older youth in Mexico City, 43,44

This study extends the growing literature on CCT programs that has demonstrated short-term developmental benefits in children's nutrition, physical growth, and school attendance.<sup>18,19,45</sup> The findings of this study are consistent with a previous evaluation of a natural experiment in the United States that had found that income supplementation demonstrated an impact on older children's and young adolescents' aggressive/op-

positional but not anxiety/depressive symptoms.<sup>46</sup> Our differential results suggest several possible interpretations. First, the program may enable parents to provide more consistent structure and monitoring for their children, potentially conferring particular benefits for aggressive and oppositional problems.<sup>47</sup> Second, the impact of the program on nutrition<sup>18,19</sup> may be more beneficial for the reduction of aggressive/oppositional problems; there is some evidence that early malnutrition is associated with later aggression as mediated by cognitive deficits.<sup>48</sup> This interpretation is consistent with previous research among low-income US families suggesting that limited food access was more strongly related to externalizing rather than internalizing symptoms.<sup>49</sup>

This study did not examine mediating relationships or the effects of specific components of the program on child behavior; these questions constitute key next steps for future research. Several other limitations should be noted. First, this study does not benefit from the same strength of causal inference that could be drawn from a true experimental design despite the rigorous methods

TABLE 3 Unadjusted and Adjusted Effects of Oportunidades
Program on Adapted BPI Subscales and Total Score

Parameter	βa	SE	Р	95% CI
Aggressive/oppositional				_
Treatment (unadjusted)	45	0.18	.015	-0.81 to $-0.09$
Treatment, child age, gender, and state effects	44	0.17	.011	−0.78 to −0.10
Above + 28 additional controls	42	0.19	.029	−0.80 to −0.04
Anxiety/depressive				
Treatment (unadjusted)	23	0.23	.310	-0.67 to 0.21
Treatment, child age, gender, and state effects	32	0.21	.120	-0.73 to 0.08
Above + 28 additional controls	29	0.21	.180	-0.70 to 0.13
Total Score				
Treatment (unadjusted)	68	0.37	.069	-1.41 to 0.05
Treatment, child age, gender, and state effects	77	0.34	.027	−1.44 to −0.09
Above + 28 additional controls	71	0.36	.053	-1.42 to 0.01

N = 945. BPI indicates Behavior Problems Index.

used here to minimize selection effects. We do benefit, however, from the observation that a methodologic study on the *Oportunidades* program by using the same analytic methods confirmed that a quasi-experimental approach showed similar results to a true experiment.<sup>40</sup> Second, this study should be considered to be a conservative test of program effects because we reduced statistical power in our efforts to minimize selection bias and because the communities and families in the control group were more affluent than those in the treatment group. Third, systematic validation of the adapted measure used here to assess children's behavior problems in this rural Mexican population is needed.

#### **CONCLUSIONS**

Our findings suggest that interventions that invest in basic human capital needs may exert longer term ripple effects on children's development; however, additional intervention components focused on promoting effective parenting and children's psychological development are likely needed to yield major improvements in child behavior. Although the *Oportunidades* program demonstrated only a modest effect on aggressive/oppositional symptoms, extensive research on conduct problems in high-income countries suggests that even small differences early in development can magnify over time to influence children's developmental trajectory. 50,51 Furthermore, only a handful of programs that directly addressed children's behavioral problems have been shown to demonstrate experimental evidence for even small effects on externalizing problems for young children<sup>52</sup>; stronger effects have typically been found among older children identified at higher risk for aggression. 53,54 Thus, an important area for future research would be to examine the effects of CCT programs on subgroups of children who are expected to be at particularly higher risk for behavior problems.

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<sup>&</sup>lt;sup>a</sup> Represents the mean change in the dependent variable associated with treatment (ie, change in the BPI).

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#### Effects of a Conditional Cash Transfer Program on Children's Behavior **Problems**

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