Setting the Scene: Trends, Challenges and Emerging issues

Social Protection Policy and Programming in Sub-Saharan Africa

October 10th
Overview

• Social protection in Africa:
  • Emerging Trends: regional and country level
  • Current landscape
  • What does the evidence say, to date?

• A ‘Systems Approach’ to Social Protection: Multi-sector linkages (including productive inclusion)

• Challenges in implementation

• Opportunities for linking social assistance with productive inclusion: Policy and programmatic dimensions
Social Protection in Africa

• Momentum for social protection: global, regional and country level
  • Global:
    • SP as a proposed target -under Goal 1- in the SDGs
    • Central focus in the International AIDS Conference
    • Global bodies aiming to coordinate/harmonize work in social protection: SPIAC-B
  • Regional:
    • Wealth of evidence around impacts (Transfer Project and PtoP, and others)
    • Concrete efforts to raise the profile of evidence on cash transfers: Strategic Partnership with African Union
      • AU Expert Consultation on Children and Social Protection Systems (Cape Town, April)
Social Protection in Africa

- **Recent**: Addis Ababa Ministerial Declaration at the Fourth Session of the Ministers of Social Development (May); commitment to:
  - Expansion and scale-up of social protection programmes
  - Operationalize comprehensive social protection systems
  - Allocation (and ring-fencing) of national resources to social protection
- Key AU Frameworks that specifically speak about linkages between SP and Agriculture (Eg: 2009 Framework for Food Security; End of Hunger Declaration, SPIREWORK, etc)
- Country level commitments to scale-up and expansion
  - Kenya, Zambia, Lesotho, Tanzania, Senegal, among many others
Social Protection: examples

- Many different definitions; common elements include policies and programmes that address risk and vulnerability to poverty and exclusion
- Contributory (social security, pensions, health insurance) and non-contributory (social assistance)
- Examples
  - Social transfer: cash transfers; in-kind transfers; public works; school feeding
  - Programmes to access services: user fee abolition; health insurance; subsidies
  - Family support services: home-base care; child care
  - Legislation/policy reform: Maternity and paternity leave; inheritance rights; employment guarantee schemes

*Sectoral policies, serving social protection functions*
Social Assistance in Africa

2000
9 countries,
25 programs

2010
35 countries,
120 programs

2012
41 countries,
245 programs

SOURCE: Garcia and Moore (2012)
What is the state of SP in Africa: Coverage and financing

Limited coverage and national investment in social protection (social assistance and other)

Source: ILO World Social Protection Report 2014
Emerging Trends: Africa-wide

Heterogeneous landscape

• **Eastern and Southern Africa**
  • Expansion of cash transfer programmes in the region (in addition to well established programmes in Southern African countries)
  • Expansion and scale-up: *from pilots to national coverage*
  • Systems building: *from fragmentation to coordination*
  • National allocation of resources: *from donor funded projects to nationally-owned systems*
  • HIV-Sensitive Social Protection

• **West and Central Africa**
  • Cash in emergencies; social protection and resilience
  • Strong focus on nutrition and food security
  • Social health insurance

• **North Africa**
  • Reform of long-established programmes; looking at how to bring together/rationalize fragmented programmes into systems
  • From regressive subsidies to progressive social spending
Emerging Trends: Africa-wide

Difference in policy and programmatic questions around social protection. Different moments?

- **Eastern and Southern Africa**
  - How to finance scale-up/expansion? What are the financing options available? How to sustain investments?
  - How to bring fragmented programmes together? What are the key building blocks of a social protection systems?
  - How to make sure design of social protection programmes effectively reach children (and families) affected by HIV and AIDS?

- **West and Central**
  - Do CT create dependency? Are CT handouts? How ensure beneficiaries are not discouraged from income generating activities? (first generation questions?)
  - How to make SP programmes flexible to effective respond to emergencies?

- **North Africa**
  - Bringing together fragmented programmes, and necessary mechanisms
  - Increasing equity and addressing exclusion
  - Subsidy reform and possible re-allocation
State of Evidence

• **Critical mass of evidence on the impact of social cash transfers in Africa:**
  - Social cash transfers remove economic barriers to access essential services, improve capacity of families to improve their livelihoods.
  - Social cash transfers able to remove key constraints faced by subsistence farmers including: credit, liquidity, etc)

• **Visible impacts on: (programmes’ objectives)**
  - Consumption, food security,
  - Dietary diversity, nutrition?
  - School enrolment, attendance, transition?
  - Access to health services, morbidity

AND beyond programme’s objectives:

  - Addressing economic and social drivers of HIV risk (among adolescent girls)
  - Economic and productive impacts
  - Social cohesion/community dynamics
  - Benefits that multiple to non-beneficiaries (local economy)
Where are we in the policy and programmatic debate? What do we know?

- Impacts depend on design and implementation:
  - Social transfer values: changes in consumption and economic/productive impacts are seen when size of transfer is at least 20% (or more) than household consumption per capita.
  - Targeting / eligibility criteria/ profile of beneficiaries
  - Predictability and timeliness
  - Unconditional transfers and choice- multiple impacts
  - Enabling factors / necessary preconditions: supply of services (availability and quality) and local markets (availability and quality of commodities).

- Political economy of social protection-
  - Political Will (sine-qua-non factor)**
  - Value of impact evaluation (results and process)
  - Context-specific analysis and evidence, as well as regional-wide
A Systems Approach to Social Protection

• One of the emerging trends: move from fragmentation to coordinated social protection systems. Looking for coherence
  • within social assistance,
  • between social assistance with other social protection pillars
  • SP and other sectors: multi-sector approach
  • CASH transfers as starting point/flagship programme for a systems approach

• Rationale: two-fold
  • Coordination and harmonization in order to address the fragmentation that limits the effectiveness and impact of social protection policies and programmes; and
  • Social protection systems as a critical strategy to address multiple and compounding vulnerabilities:
    • children and families - Multi-sector approach
    • Different profile of beneficiaries
    • Chronic and transient poverty
What do we mean by SP Systems?

- Integration/systems approach does not necessarily mean merging of programmes
- Coordination, harmonization and maximizing impact

**Policy Framework: SYSTEMS VISION**
- Comprehensive approach: Economic and social vulnerabilities; life-cycle
- Functions of the system: Protect, Prevent, Promote and Transform
- Assistance, insurance and productive promotion

**Social Assistance**  **Social Insurance**  **Productive Support**  **Sector Interventions**

**Multidimensional vulnerabilities- Profile of population**
Integrated systems: levels

Figure 1. Three levels of a social protection system

- **Administration Level:**
  Aim: Building basic subsystems to support one or more programmes for security, equity or opportunity.

- **Programme Level:**
  Aim: Improving design of existing programmes and harmonizing across portfolio of programmes.

- **Policy Level:**
  Aim: Ensuring overall policy coherence across programmes and levels of government.

A Systems Approach to Social Protection

- Linking programmes within social assistance pillar, as well as linking cash transfers with other sectors (including agriculture)
- Making sure social protection interventions are integrated as part of sector strategies and policies (when relevant)
- Social protection, mainly cash transfers, as a key strategy to:
  - Out of School Children Initiative
  - Addressing social and economic drivers of HIV risk among adolescent girls
  - Addressing economic determinants of malnutrition (food insecurity and lack of dietary diversity)
  - Maximize the productive and economic opportunities of rural farmers (even labor constrained)
Why are linkages with livelihoods critical for UNICEF?

- Children’s well being depends on families’ livelihood, capacity to care for them; Child poverty is multi-dimensional (economic and social)
- Social impacts depend on livelihoods and vice versa
- The advocacy –’making the case’-message is strengthened by integrating evidence on social impacts, with evidence on economic and productive impacts
- Systems approach: multi-sector approach
- Integrating different pillars of social protection (including livelihood production)
• Comprehensive social protection policies/strategies
  – **Zambia**: New *National Social Protection Policy* (NSPP) – platform for coherent, coordinated, and scaled-up social protection to reduce poverty, inequality, and vulnerability.
    • Five pillars: Social Assistance, Social Security, Livelihood & Empowerment, Protection, and Disability.
    • Implementation Plan (2014-2018) drafted and submitted with policy to Cabinet.
    • Commitment at country level: massive scale-up of flagship programme, Social Cash Transfer Programme (20% of the population to be reached by 2016)
    • Cooperating Partners focused on technical assistance (with a strong focus on *evidence generation*, *systems strengthening*, and capacity development)
    • Specific request to support ‘Programme linkages (especially between cash transfers and other programmes)’
• Comprehensive social protection policies/strategies
  – **Malawi**: National Social Support Policy and National Social Support Programme
    • Shift from a short-term, safety nets to ‘Social Support’ Programme
    • Social (ie: social exclusion and discrimination) as well as economic vulnerabilities (poverty, asset depletion, etc)
    • Key principle: “Support and promotion of secure livelihoods”: “Social Support should encompass provision for the ultra-poor, as well as support and promotion of interventions that aim at helping the poor graduate out of poverty, and reduce their vulnerability to risks and livelihood shocks”.
    • Four pillars: Provision of Welfare Support; Protection of Assets; **Promotion through Productivity Enhancement**, and; Policy Linkages and Mainstreaming
    • National Social Support Programme- to implement policy- critical opportunity to operationalize linkage
Opportunities for synergy: Programme level

- Ghana (LEAP) — bringing together cash and public works
- Malawi (SCT) — Resilience Programme; ePayments and savings
- Lesotho (CGP) — home gardening; thinking about linking with community development aimed at graduation
- South Africa — Linking financial inclusion, training to youth employment
- Kenya (CT-OVC) — linking payments to savings, youth employment
- Zambia (SCT) — linking payments to savings
- Tanzania (TASAF) — CCT and public works linked with savings
- Ethiopia (PSNP) — public works and productive packages
- Rwanda (VUP) — public works linked to savings
- Etc.

(presented at UNICEF/WB COP - B. Davis)
Key messages

- Global, regional and country level commitment to social protection: social protection as key poverty alleviation strategy
- ‘Social protection systems’: linking different elements of social protection, as well as linking social protection with other key sectors, including agriculture
- Linkages can address multiple vulnerabilities; enhance opportunities for households to progressively move out of poverty (depending on beneficiary profile)
- Gaps (in terms of evidence) and challenges (institutional) in how to best operationalize linkages at country level
Thank you!

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