



# Setting the Scene: Trends, Challenges and Emerging issues

## Social Protection Policy and Programming in Sub Saharan Africa

October 10th

unite for  
children

unicef 

# 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

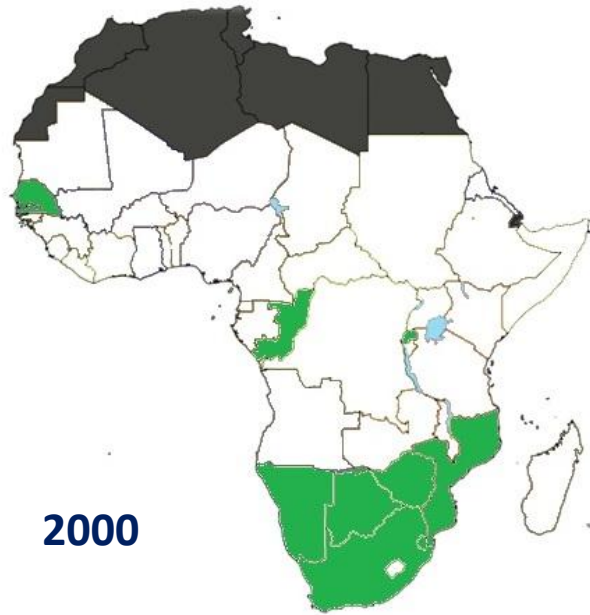
- Many different definitions; common elements include policies and programmes that address risk and vulnerability to poverty and exclusion
- Contributory (social security, pensions, health insurance) and non-contributory (social assistance)
- Examples
  - Social transfer: cash transfers; in-kind transfers; 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

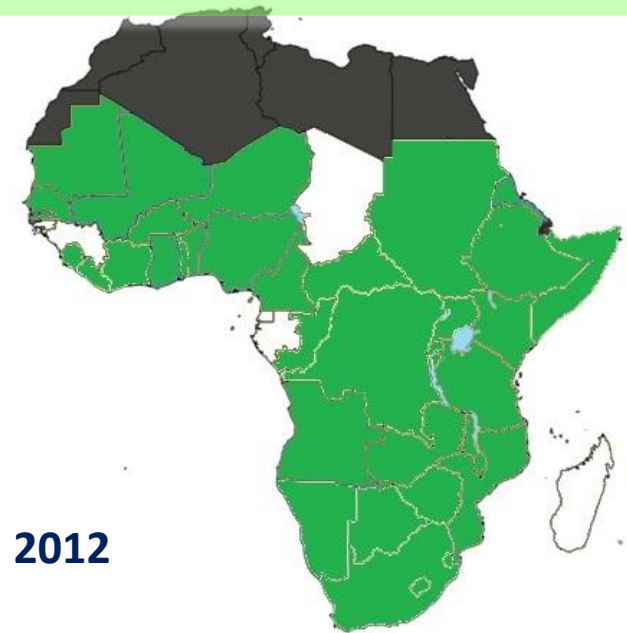
**2000**

9 countries,  
25 programs



**2010**

35 countries,  
120 programs



SOURCE: Garcia and Moore (2012)



# 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)


## THE TRANSFER PROJECT RESEARCH BRIEF

the broad range of cash transfer impacts in sub-Saharan Africa:  
Consumption, Human capital and Productive Activity

### Introduction

This brief brings together the critical mass of evidence that has emerged from recent rigorous impact evaluations of government-run cash transfer programmes in sub-Saharan Africa. Most, but not all of the evidence presented here comes from the evaluations supported by the Transfer Project (led by UNICEF, FAO, Save the Children-UK, UNICEF, national governments, among other partners), a community of practice created to share lessons, experience and expertise between evaluators, government programme managers and development partners. Within the Transfer Project, a subset of countries participated in the FAO-led From Protection to Production (PtoP) project, which focused on maximising the impact of cash transfers

in the context of food insecurity and HIV/AIDS. This has driven the setting of objectives and targeting towards an emphasis on the ultra-poor, labour-constrained households and/or households caring for orphans and vulnerable children (OVC). The majority of the transfer programmes in SSA are unconditional, with strong community participation in targeting and case management, and have been designed to improve food security, health, nutritional and educational status, particularly in children. However, since cash is provided unconditionally and not tied to specific behaviours, households are free to invest in any way they would like including in economic and productive activities.



Food and Agriculture  
Organization of the  
United Nations



**The economic impacts of cash transfer programmes in sub-Saharan Africa**

Cash transfer programmes in sub-Saharan Africa impact the productive activities of both beneficiary and non-beneficiary households in the communities where they are implemented. These programmes have led to an increase in agricultural activities in beneficiary households, including greater use of agricultural inputs, more land area in crop production and higher crop output. Beneficiary households have increased ownership of livestock and agricultural tools, as well as a greater tendency to participate in non-farm family enterprises. Moreover, households that receive transfers tend to reallocate their labour away from casual agricultural wage labour to household-managed economic activities. In almost all countries, cash transfers have allowed beneficiary households to avoid negative risk coping strategies and to better manage risk, partly by allowing beneficiaries to 're-enter' existing social networks and thus strengthen their informal social protection systems. Finally, cash transfers benefit the wider community, leading to significant income multipliers throughout the local economy. The nature and magnitude of these impacts vary from country to country, however, due to differences in programme design, implementation and context.

**Follow-up**

2014\*

2012

2009, 2011

2013

2008

2014\*, 2015\*


2010-11


2011, 2012

2012, 2013\*

2013\*, 2014\*

2014\*, 2015\*





and give beneficiaries want to invest in the job both the qualitative the program increased pl), in Kenya the quality of life olds satisfied with mbia the share of bw better off work in Ghana e effect on 'self- had brought about.

### BACKGROUND

During the past decade, a growing number of sub-Saharan African governments have launched cash transfer programmes as part of their social protection strategies. Many of these government-led programmes originated from a concern about vulnerable populations, often in the context of HIV/AIDS. This drove the setting of objectives and targeting towards an emphasis on the ultra-poor, labour-constrained households and/or households caring for orphans and vulnerable children (OVC). The majority of the transfer programmes are unconditional and have been designed to improve food security, health, nutritional and educational status, particularly in children.

Along with meeting these social objectives, cash transfer programmes are likely to influence the productive activities of beneficiary households. The livelihoods of most beneficiaries in sub-Saharan Africa are predominantly based on subsistence agriculture and rural labour markets, and will continue to be so for the foreseeable future. Moreover, most beneficiaries live in places where markets for financial services (such as credit and insurance), labour, goods and inputs either do not exist or do not function well. In this context, when cash transfers are provided in a regular and predictable fashion, they can help households to overcome credit

constraints, manage risk and address other market failures. This in turn can increase productive spending and investment, improve access to markets and stimulate local economies.

This brief brings together the critical mass of evidence that has emerged from recent rigorous impact evaluations of government-run cash transfer programmes in sub-Saharan Africa. Most, but not all, of the programmes belong to the Transfer Project, a community of practice created to share lessons, experience and expertise between evaluators, government programme managers and development partners. Under the umbrella of the Transfer

# Where are we in the policy and programmatic debate? What do we know?

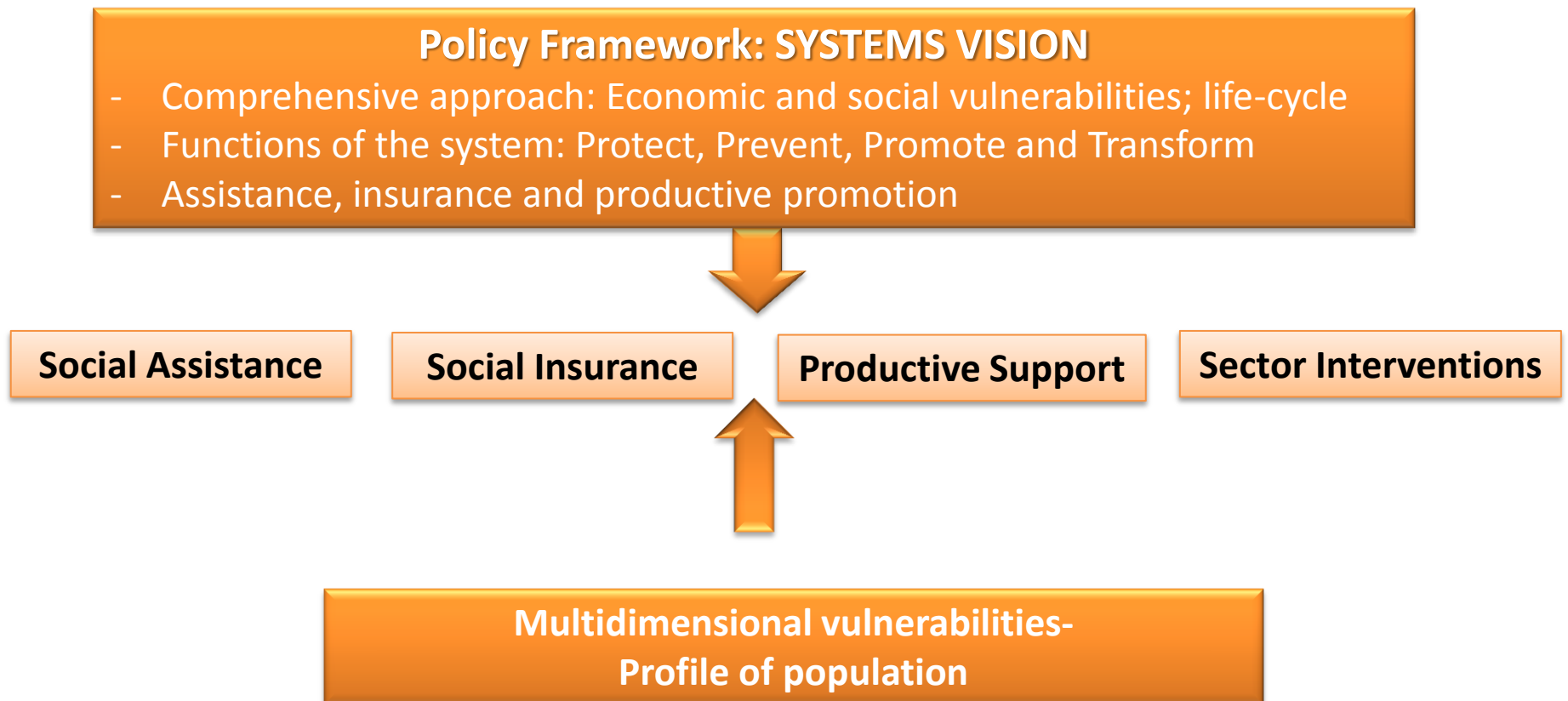
- Impacts depend on design and implementation:
  - Social transfer values: changes in consumption and economic/productive impacts are seen when size of transfer is at least 20% (or more) than household consumption per capita.
  - Targeting / eligibility criteria/ profile of beneficiaries
  - Predictability 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

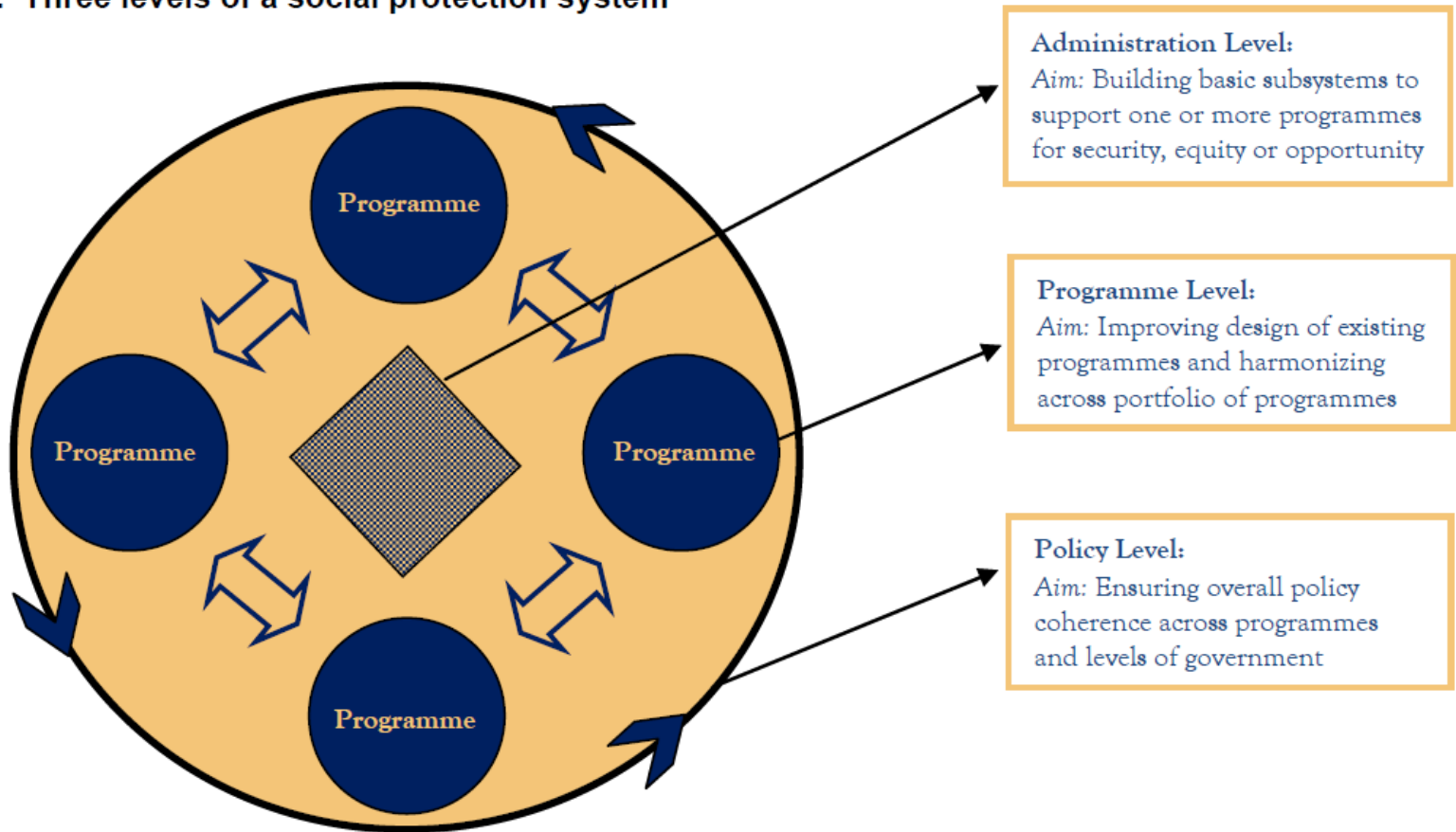
# What do we mean by SP Systems?

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



# Integrated systems: levels

Figure 1. Three levels of a social protection system



Source: Robalino, Rawlings and Walker (2012).

# 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)



# Opportunities for synergy: Policy level

- 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)’

# Opportunities for synergy: Policy level

- 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!

**Natalia Winder, Senior Social Protection Specialist/ Regional Social Policy  
Advisor-OIC**

**UNICEF, Regional Office for Eastern and Southern Africa**

**[newinderrossi@unicef.org](mailto:newinderrossi@unicef.org)**