



2012

Annual Delegates Conference



How Social Protection is contributing to the Achievement of the Millennium Development Goals (MDG)

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Abbreviations & Acronyms

AGM	Annual General Meeting
APSP	Africa Platform for Social Protection
AU	Africa Union
AU-SPF	African Union Social Policy Framework
CSO	Civil Society Organization
EU	European Union
GDP	Gross Domestic Product
HIV	Human Immunodeficiency Virus
ILO	International Labour Organization
MDG	Millennium Development Goal
PKF	Pannel, Kerr and Forster
SAGE	Social Assistance Grants for Empowerment
SP	Social Protection
USD	United States Dollar
WB	World Bank

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“How Social Protection is contributing to the Achievement of the Millennium Development Goals (MDG)”

1.0 Day 1

1.1 Opening Ceremony



Dr. Tavengwa Nhongo

The Africa Platform for Social Protection’s (APSP) Annual Delegates Conference brought together some sixty (60) participants from 18 countries across the African Continent, to Munyonyo, Uganda, the “*Pearl of Africa*” from 1st – 2nd November, 2012. The meeting was convened by Dr. Tavengwa Nhongo, Executive Director of the APSP. He began by welcoming participants to the venue and welcomed the APSP Chairperson Lilian-Keane Mugerwa to preside over the official opening.

1.2 Lilian-Keane Mugerwa - APSP Chairperson

The Chairperson started by observing protocol, recognising dignitaries present, government officials and civil society representatives. She reassured participants that Uganda was a hospitable country and that participants needed to take time to enjoy themselves. She cited travel concerns across the continent as a major challenge to bringing more participants to the conference urging governments to boost investment in infrastructure.

She reiterated that the meeting would fall in two parts; the Annual Delegates Conference and the Annual General Meeting (AGM). This would serve as an opportunity to highlight the progress of the APSP and also show accountability to all partners and stakeholders. She added that Social Protection is not only affordable as a poverty alleviation strategy but is also a mechanism that can be implemented by each African country.



Lilian-Keane Mugerwa

Over the last couple of years especially so after the Windhoek Ministers Conference in 2008, funding for Social Protection programmes has increased for instance in Kenya, Ethiopia, Lesotho and Zambia. Although with marked improvements there have been challenges in the roll out of programmes across the continent which calls for governments, especially, to accord programmes the seriousness they deserve. In addition, Civil Society Organisations (CSO) have played a commendable role in supporting government in the development and delivery of Social Protection programmes.

It is also important to note that after the Rio +20 meeting there is growing support for Social Protection with many are wondering how the post-2015 MDG era will look like. Practitioners of Social Protection need to embrace this opportunity and run with it as the time is most opportune. She also paid tribute to the World Bank (WB) and the European Union (EU), for their continued support towards poverty reduction strategies and calls for the implementation of the MDG. She ended by affirming APSP's commitment to poverty alleviation and reduction of risks and shocks of daily living.

1.3 Ron Hendrix – European Union Delegation

The presentation began by highlighting the APSP's involvement in the development of various policy documents that speaks to Social Protection in Africa. He reiterated that the European Union's (EU) Communication on Social Protection (*which can be downloaded on the APSP website*) detailed possible areas of cooperation not only with governments but also with Civil Society Organisations (CSO). He reiterated the importance of taking on board context based approaches while engaging with the EU rather than a one size fits all approach. Development and implementation of Social Protection is quite different across the African continent and support would thus come in varied forms.



Ron Hendrix

1.4 Veronica Matiea – Lesotho Master of the High Court

The presentation from the Master of the High Court was occasioned by the absence of the Minister for Social Development who regrettably had to cancel at the last minute as she had to attend to other State matters and was gracious enough to send a representative in her stead. She conveyed the Ministers regrets but promised to represent her fully in her capacity as the Master of the High Court, and given that the Minister had been allotted time to present she would make a presentation on her behalf during the programmed time.

1.5 Hon. Sulaiman Madada – Minister for Gender, Labour and Social Development

The Minister begun by welcoming participants to the conference and to Uganda, "*the Pearl of Africa*". He said that the deliberations were crucial to the alleviation of human dignity. Social Protection ensures that economic growth goes hand in hand with inclusiveness of vulnerable members of society whose voices needed to be heard. He pointed out that CSOs had significant role to play to ensure that programmes such as the Social Assistance Grants for Empowerment (SAGE), are upscaled to benefit more vulnerable segments of the population. He argued that these should be developed to complement other crucial services such as health and education to ensure a more wholesome growth of the individual.



Hon. Sulaiman Madada

Government and Civil Society can build their relationship as well as learn to collaborate on advancing the Social Protection agenda in the country.

He pointed out that there is peculiar political expediency he brings to the table just like every stakeholder. Political Will is critical to the advancement of Social Protection programmes, but so is international support as African governments move towards more sustainable long-term programmes.

1.6 Alfred Nuamanya - Vote of Thanks



Alfred Nuamanya

Chairperson of the Uganda Platform for Social Protection gave a vote of thanks to the minister for finding the time to address the delegates and for his keen insights on Social Protection. He also took the opportunity to welcome participants to Uganda and thanked them for their investment in Social Protection in their various capacities. This he said was a most useful occasion and forum for participants to exchange ideas and knowledge on Social Protection, from their respective countries.

1.7 Annual General Meeting

1.7.1 Presentation of Minutes from 2011 AGM

Ebenezer Adjetey-Sorsey, board member from Ghana gave a recap of events from the preceding year (2011) including the topics that had been highlighted. These included the sharing of Best Practices from Swaziland on cutting down of Platform expenses by making structure efficient, how to roll out HIV sensitive Social Protection, mainstreaming issues of mental disabilities into Social Protection discourse and programming.



Ebenezer Adjetey-Sorsey

(The full report of the 2011 AGM is available on request from the APSP)

1.7.2 Financial Report

The presentation was made by Caroline Kariuki, who gave a progress report based on the audited books of account from PKF - Audit Firm. These



Caroline Kariuki

accounts are comparative in nature as required by the laws of Kenya. She pointed out that there was a considerable amount of activity in the year 2011/2012, as compared to 2010/2011, which included hiring of new staff and carrying out more projects. This inevitably led to an increase in the audit fees but the costs were mitigated by savings made from transactions at the bank that allowed the organisation negotiate due to the standing relationship. Importantly, the audit

report presented a clean bill of health on the APSP keeping in line with its strategic objectives of being transparent and accountable.

(The full report of the Audit is available on request from the APSP)

1.7.3 Matters Arising

After the presentations, participants deliberated over the agenda and raised substantive issues pertaining to the operations of the organisation. One of the emerging issues in this respect was the need to raise more funds for the organisation to enable it continue working on Social Protection.

Another issue that came up was that of the concept of vulnerability. How far can this concept be stretched to bring on board as many people as are in need without being frivolous in our definitions and end up counterproductive. They say that an economists' biggest preoccupation is the error of inclusion, while a humanist would be most preoccupied by the error of exclusion. The question of vulnerability is one that needs to be re-examined to be all encompassing with the goal of avoiding exclusion and delivering intended benefits to the most vulnerable.

In addition, more ways to interact with the AU were discussed by members to ensure that coordination among National level Platforms would be facilitated through the APSP. This will ensure that the secretariat



Delegates at the plenary hall where proceedings took place

continuously communicates relevant developments about the regional body that will enhance current and future engagements.

Another important issues was to consolidate lessons from previous meetings and ensure that more countries were brought into the Africa Platform to reflect the Africanness of the organisation. This was directed specifically to the North African region where members felt that deliberate efforts had to be instituted to bring them on board, especially now with the sweeping changes in their political structures.

The issue on collaboration with other institutions also came up. The preoccupation with collaboration was hinged at generating more evidence for Social Protection. Universities and other research institutions were considered key to strengthening evidence and thus demand side for Social Protection and is therefore critical for members and the Secretariat to engage with to grow the prominence of Social Protection as a whole.

Delegates also urged the Secretariat to bolster its communications efforts and ensure that the organisation becomes more visible. This could be married with the development of networking structures which would ensure a smooth flow of information between Platforms and stakeholders of Social Protection around the continent and globe.

Civil Society Organisations were also urged to increase their transparency to avoid shooting themselves in the foot. Incidences of poor management of resources, ill equipped offices, disunity and lack of accountability are just some of the labels that are hurled at CSOs. It is consequently imperative for organisations and Platforms for that matter, to streamline operations, to avoid the likelihood of mismanagement and misappropriation of resources. These efforts should be in tandem with government efforts so as to create synergy and complementarity.

1.7.4 Reflections

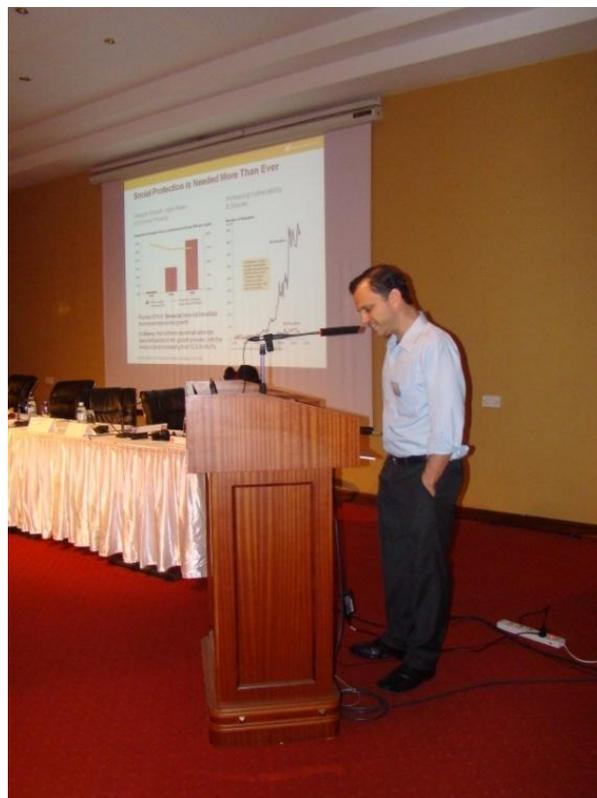
Given that the AGM and the Delegates Conference are combined as a single event, it was agreed that in the future this would be reviewed with an aim of separating the two. This would allow for more in-depth deliberations for the two individual programmes.

The need for competence in Social Protection is more and more a factor to consider in Social Protection, technical knowledge in the field is now crucial to practitioners. The University of Ghana served as an example for what it means to build knowledge on the subject. A monthly policy meeting is held where policy makers hold discussions on research in Social Protection as well as in other social issues. These discussions have given way to publications on different topics as well as a short course for managers in Social Protection. This set up can be replicated across different regions and countries to ensure that practitioners of Social Protection, especially those looking to engage in policy development, monitoring and evaluation, budget tracking, mapping of Social Protection programmes, awareness creation and the likes can get sufficient and relevant training.

1.7.5 Will Wiseman – World Bank (WB)

Dr. Wiseman commended APSP's contribution in the development of the WB Africa Strategy on Social Protection that can be downloaded from the APSP website¹.

He went on to speak on the importance of Social Protection pointing out critical stages of intervention for various programmes, which he said were crucial both before and after shocks. He said the changes in Africa cannot be ignored and need to be tapped into, the continued economic growth of emerging economies provided for numerous opportunities which if well invested in and properly managed can immensely contribute to the decline of poverty.



Will Wiseman

He noted that there are different groups which need special attention in the fight against poverty, and women especially constitute one such group. This inference is made in terms of how they are affected by poverty as well as the potential they hold to mitigate its effects.

He drew various linkages between Social Protection and the Millennium Development Goals (MDGs), for starters he said that Social Protection has immensely contributed to the alleviation of poverty sighting the Public Works programme in Liberia which had effectively contributed to bridging the poverty gap. In Kenya there are mitigation measures against chronic poverty for example using Cash Transfer (CT) programmes which are aimed at reducing household vulnerability. Social Protection is also contributing to productivity and growth by building on micro-economic resilience to shocks, income generation and asset building, all which have a multiplier effect onto the macro-economy.

¹ www.africacsp.org or www.africapsp.org

Key to his speech was the strategic direction that Social Protection is taking as well as the systemic approach to maximise on the output of different Social Protection programmes. Strategically, Social Protection should allow



Cross Section of participants during the presentation

recipients to be in a position to manage risks and effectively respond to shocks. Secondly, these programmes should also allow for the building of assets and increase access to basic services.

Lastly, programmes need to address the recipients' income earning opportunities to ensure beneficiaries graduate out of the programmes into a sustainable cycle of self reliance. A comprehensive approach that is both sustainable as well as meets the immediate dire situations of poverty and indignity are the tenets of the strategic approach. However, these strategic interventions cannot work in isolation. There is need to embed them in a system that maximises output while entrenching efficiency in the processes. No longer can we affix Social Protection on individual isolated programmes but try and build on synergies through policy development, harmonisation and coordination of programmes as well as establish administrative tools which can build on efficiency, leverage economies of scale, enhance transparency etc.

In conclusion, he reiterated that Social Protection Programmes are indeed affordable and more, and more, countries need to start moving away from the fallacy of the inaffordability of Social Protection.



Participants follow presentations intently

African governments spend a meagre percentage of their Gross Domestic Product (GDP) on Social Protection but this needs to change to reduce poverty levels. Increasing investment in Social Protection, reducing waste and duplication in existing programmes (building on efficiency), building on partnership to both finance Social Protection programmes as well as input technical expertise are just some of the ways Social Protection can be enhanced. It is therefore critical to create partnerships which can build a community of practitioners who can share knowledge and experiences to complement the strategic and systemic approaches.

1.7.6 Momar Kane – APSP Board

This presentation was based on a brief assessment and critique of the MDGS vis-à-vis Social Protection. It is clear that Social Protection plays an integral role in accelerating the achievement of MDGs. Programmes such as pensions,



Momar Kane

unemployment

benefits, fee

waivers for health, education and related services, safety nets, school feeding programmes, social funds, self-help products, labour market policies, social insurance to name but a few; all have cross cutting impacts on the acceleration of the achievement of the MDGs. Social Protection just like the MDGs is multifaceted and addresses different aspects of daily living all seeking to alleviate the standards of living. Social Protection complements the MDGs just as the reverse is true, each is hinged on the other to ensure that a well rounded development agenda, with people at the heart, is achieved.

1.7.7 Social Protection and Disability – Thomas Ongolo

The staggering statistics by the World Health Organisation for persons with disability, stand at about 15% of the world population roughly 1 billion people making this particular group of interest to Social Protection. Unfortunately, the crafting of the MDGs has painted a grim situation for persons with disabilities who feel left out of the process. Social Protection which has curved out a niche for attending to the needs of the most vulnerable members of society also recognises that this vulnerability also stems from seclusion from participation in society.



Thomas Ongolo

Thomas Ongolo made an impassioned case for the inclusion of all groups considered vulnerable. This he argued should inform the discussions that will shape the post-2015 dispensation. Inequality and discrimination should be pillars which are discussed or that shape the new framework. A rights based approach would therefore be the best strategy as it would guarantee fundamental rights to all and not just concentrate on those that are mentioned within specific policy frameworks. This although with its own challenges would ensure that a wider interpretation of policy frameworks would reduce the risk of exclusion.

1.7.8 European Union – Ron Hendrix

Ron Hendrix began by emphasising the importance of Social Protection, and the value in taking its rightful place in both the post-MDG debate as well as in tackling extreme poverty in an inclusive manner. He categorically stated that the European Commission communication on Social Protection underscored the EU's commitment to support Social Protection and especially so in Africa.



Ron Hendrix

Some of the principles that the EU would like to see being pushed forward include equity in the distribution and access to resources as well as universal coverage of Social Protection programmes. He challenged conference participants to take up this knowledge of Social Protection and put it into practice in their various countries. At the end of the day it is imperative to have a clear translation of policy to practice.

Hendrix reiterated the fact that there were opportunities through which collaboration can be developed. Social Protection has developed a very clear niche that can and should be explored. The Agenda for Change has Social Protection as one of the core pillars as articulated in the document for Development Cooperation in Social Protection which provides a guide on future orientations with regards to Social Protection and sustainable development.

2.0 Day 2

2.1 Expanding Social Protection in Uganda – David Lambert

The presentation highlighted key aspects of a cash transfer programme in Uganda commonly known as the Social Assistance Grants for Empowerment (SAGE) poised for expansion from the current fourteen (14) districts to country wide. The programme which sees beneficiaries receive USD \$ 9 per month via mobile money transfer. The programme demonstrated the collaboration between development partners, private sector and government. The government will is impeccable, in the sense that there has been full support from the political class who now have a long term strategy in place to ensure that every crevice and corner of the country benefit from the programme. In addition, the role of Civil Society and especially the Platform, which has continued to advocate for Social Protection and push for government to take greater strides towards implementing Social Protection programmes has to be appreciated. Furthermore, the structure which has been put in place to ensure that Social Protection programmes are not just piloted but executed and upscaled is commendable. A clearly defined structure here cuts down the risks and costs associated with duplication and disjointed efforts. This is not to say that all is well, but further progress is still needed to improve on efficiency starting with the development of a Social Protection policy. Also, the adoption of technology in the rolling out of the cash transfer programme has allowed for beneficiaries to easily access their money through special sim cards as well as reduce the risks associated with carrying money on their person. Social Protection like any other sector is open to innovations which embrace new and relevant technology that goes

RECAP of Day 1

- Prioritisation of Social Protection by African governments
- Need to develop cooperation between government and civil society.
- Development of partnerships e.g. development partners
- Knowledge sharing among practitioners of Social Protection
- Inclusion of persons with disabilities in development programmes.
- Increased engagement with the post-MDG discussions to push Social Protection to the fore in the new dispensation
- Tracking of government progress in the implementation of Social Protection
- Development of evidence for Social Protection through research
- Increasing external communication by the organisation
- Platforms should push to establish and/or bolster good governance structures that echo accountability and transparency.
- The organisation to diversify its funding opportunities.

to enhance the benefits that are transmitted to beneficiaries of Social Protection programmes. It was noted that scaling up of Social protection programmes requires increasing government expenditure on the programmes as investment in Social Protection is an investment in people and therefore the long term development of the country. Projections have been put at universal coverage by 2015/2016 at an estimated cost of about 3% of GDP.

2.2 Progress in Implementing the African Union Social Policy Framework in Uganda and Zambia – Sheshi Kaniki



Sheshi Kaniki

One key objective of the APSP is to ensure that information on Social Protection is widely available and accessible not only to Platform members but also to stakeholders at large. During the Annual Delegates Conference Dr. Sheshi Kaniki, who had been commissioned by the APSP to conduct a research on the progress of the implementation of the African Union Social Policy Framework (AU SPF) in Uganda and Zambia, presented findings from the study. The research also looked at other international instruments in these countries specifically the International Labour Organisation's (ILO) - Social Protection Floor. The report looked at the progress in implementing the AU-SPF, and drew linkages between the ILO Social Protection Floor and the AU-SPF in respect to the specific country contexts.

The analysis is crucial in that it shows the working environment for Social Protection taking cognisance of country specific contexts and policy environments. *(For the entire document please refer to the Annex section of this document.)*

2.3 Mapping Exercise on Child Protection Programmes in Rwanda - Karekezi Thaddee

Another initiative that the APSP continues to push is to bridge the gap between Social Protection and the day by day scenarios that resonate with and among, members of the public. Social Protection is a wide field of interrogation and is perhaps not appreciated as such because of its sheer scope and the number of practitioners in the field who sometimes fail to realise that they are working in Social Protection programmes. This explains the multiplicity of membership in National Platforms from organisation seemingly in the same field.



Karekezi Thaddee

The other side of this coin would imply that with the multiplicity of actors, a gap in the knowledge would arise in reference to the numerous uncoordinated programmes being championed, and often looked at in isolation. This challenge exists in many African countries and Rwanda is no exception. It is with this in mind that a mapping exercise was carried out in Rwanda to identify child protection specific programmes. The study looked at existing child protection systems, assessed child protection policies and programmes within the country highlighting gaps and making the appropriate recommendations to ensure that programmes are consolidated to work efficiently. *(The final Report will be published and posted on our website)*

2.4 Old Age Pension in Lesotho – Veronica Matiea

The Master of the High Court presented on the challenges and gains of the pension scheme that started from humble beginnings but which has since grown.



Veronica Matiea

The programme which initially targeted persons aged 70years and over, disbursed a paltry 150 Rand and has steadily grown to 350 Rand per month per beneficiary over the years. The programme which has been able to grow illustrated the humble beginnings of a Social Protection programme that grew under proper management and with support from stakeholders. The impact of the programme has transcended to previously untargeted groups such as Orphaned and Vulnerable Children, some of whom have come under the care of these older persons. This also demonstrates the interlinkages of Social Protection programmes in poverty alleviation specifically through their direct and indirect support to vulnerable groups.

2.5 Regional Reports

The APSP was able to host Peer Exchange and Learning Events for the Eastern and Central Africa regions and the Southern Africa region, in Nairobi, Kenya and Lilongwe, Malawi respectively. A third meeting was scheduled to be held in Dakar, Senegal for the Western Africa region after the Delegates Conference.

Unfortunately, because of the political unrest in the Northern Africa region it was not possible to host an Exchange Visit for the region, but plans are underway to rekindle the dwindled momentum.

The running theme for the year was "How Social Protection is contributing to the achievement of the Millennium Development Goals". The report from the Eastern and Western Africa Exchange visits can be downloaded from the APSP website (www.africacsp.org or www.africapsp.org).

Veronica Matiea

2.6 Way Forward

After presentations and deliberations during the meeting several recommendations were adopted to inform the way forward for the organisation as well as the platforms. These included:

- Increased engagement with the post-2015 debate, pushing forward Social Protection as a key strategy for inclusive and sustainable development, and poverty alleviation.
- To support the analysis and documentation of Social Protection policies and programmes together with likeminded partners to build a knowledge base for SP programmes on the continent.
- To promote best practices and evidence gathering among National Platforms on SP programmes and policies.
- To increase communication on Social Protection both by National Platforms as well as by the Secretariat.
- To translate learning and exchange visits into action points.
- To build the capacity of Social Protection practitioners through knowledge and skills acquisition.
- To increase the mobilisation of resources by the Secretariat through diversification

3.0 Appendices

Appendix 1: List of Participants

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Annex 2: Concept Note



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ANNUAL DELEGATES CONFERENCE

THEME: *How Social Protection is contributing to the Achievement of the Millennium Development Goals (MDG)*

Speke Resort & Conference Centre

Munyonyo, Uganda

1 – 2 November, 2012

The Africa Platform for Social Protection (APSP) is a network of individuals and organizations operating at grassroots, national and regional levels, with a commitment to promoting and strengthening the social contract between states and citizens. To achieve this, the APSP promotes active engagement of Civil Society Organizations (CSOs) in the shaping of Social Protection policies, programmes, and practices in Africa. Its vision is to see an African Continent free from poverty and vulnerability.

The APSP's Annual Delegates Conference will be held in Kampala, Uganda on the **1st and 2nd November 2012**. The annual event brings together government, civil society organisations, National Social Protection Platforms, international development partners and intergovernmental organisations to reflect on APSP's past and future prospects as well as the progress made in promoting Social Protection in Africa.

This year's event will bring together National level Platforms from 30 countries in Africa i.e. Burundi, Burkina Faso, Cameroon, Central African Republic, Chad, Democratic Republic of Congo, Egypt, Ethiopia, Gabon,

Gambia, Ghana, Kenya, Lesotho, Liberia, Malawi, Mozambique, Namibia, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, South Africa, Southern Sudan, Swaziland, Tanzania, Tunisia, Uganda, Zambia and Zimbabwe. Representatives from the African Union (AU), the European Union (EU), United Nations Children's Fund (UNICEF), International Labour Organisation (ILO), The Secretariat of the African Decade of Persons with Disabilities to name but a few, are expected to grace the occasion.

In addition to this year's theme other topics that will be addressed during the conference will include:

- Review of progress made by APSP in 2011/2012
- The Review of Social Protection in Africa – Launch of a publication by APSP
- The Perspectives of the African Union on Social Protection and MDGs in pre and post 2015 era.
- The Social Protection Floor and the AU Social Policy Framework the Case of Uganda and Zambia.
- The World SP strategy in Africa and its links to achieving MDGs.
- The Status of Marginalized Children in Rwanda, a study by APSP, RCSP and Save the Children.
- The Political Will and Social Protection in Africa
- The MDGs and Disability; What has been the progress and what is the Way Forward?

The APSP expects that the conference will provide an opportunity for the Participants to examine the progress made by the APSP over the year and plan on how to move forward the Social Protection agenda in the 2012/2013 calendar year. The theme of this year's Delegates Conference seeks to delve into the engagement of Social Protection and the Millennium Development Goals examining in particular not only how Social Protection intertwines with the MDGs but specifically what space is afforded to Social Protection post-2015.

Annex 3: Progress in Implementing the African Union Social Policy Framework in Uganda and Zambia – by Sheshi Kaniki

Introduction

Over the last 2 decades Uganda and Zambia have experienced improved macroeconomic performance. Following painful structural adjustment programmes (SAPs) in the 1980s and early 1990s, both countries have since enjoyed impressive growth in Gross Domestic Product (GDP). According to Table 1, between 1981 and 1985 average GDP growth in Uganda and Zambia was 2.2% and 0.4% respectively. It was much higher between 2006 and 2010; 6% for Uganda and 6.4% for Zambia.

Table 1: Average GDP Growth in Uganda and Zambia (% , 1981 – 2010)

	1981 – 1985	1986 – 1990	1991 - 1995	1996 - 2000	2001 - 2005	2006 – 2010
Uganda	2.2	5.0	6.1	6.4	6.7	6.0
Zambia	0.4	1.3	-3.0	2.8	4.8	6.4

Source: Author's calculations based on the IMF's World Economic Outlook Database

Monetary authorities in both countries have been successful in restoring price stability. Table 2 shows that inflation, which tends to have a disproportionate impact on the poor by making foodstuffs more costly, has subsided significantly. Between 1986 and 1990 Consumer Price Index (CPI) inflation averaged 140.4% in Uganda and 78.7% in Zambia. It dropped sharply to an average of 8.9% in Uganda and 10.8% in Zambia between 2006 and 2010.

Table 2: Average Consumer Price Inflation in Uganda and Zambia (% , 1981 – 2010)

	1981 – 1985	1986 - 1990	1991 - 1995	1996 - 2000	2001 - 2005	2006 – 2010
Uganda	93.3	140.4	21.1	5.4	4.2	8.9
Zambia	20.7	78.7	107.2	29.0	20.3	10.8

Source: Author's calculations based on the IMF's World Economic Outlook Database

Despite the progress made towards better economic outcomes, poverty remains a significant challenge in Uganda and Zambia. A number of poverty indicators for the 2 countries are presented in Table 3. On the basis of the Human Development Index (HDI) Uganda and Zambia are ranked among the bottom 30 countries. 72.3% and 64.2% of the

Ugandan and Zambian population respectively are living in multidimensional poverty.² In Uganda 19.4% of the population are vulnerable to poverty while 17.2% of the Zambian population is in this situation. It is clear that much more needs to be done to translate the benefits of economic prosperity into lower levels of poverty and vulnerability.

Uganda and Zambia are part of the Heavily Indebted Poor Countries (HIPC) initiative.³ As of June 2012, the HIPC programme provided debt relief to a group of 39 poor countries, 33 of which were in Sub-Saharan Africa. On the one hand, being a member of the HIPC group shows that in the global context, poverty in Uganda and Zambia is a serious challenge requiring urgent attention. On the other hand, the debt relief releases resources that can be channeled towards poverty alleviation programmes.

Table 3: Poverty Indicators for Uganda and Zambia

	Human Development Index Rank (out of 187 countries)	Population below national poverty line (%)	Population in multidimensional poverty (%)	Population vulnerable to poverty (%)	Population in severe poverty (%)
Uganda	161	24.5	72.3	19.4	39.7
Zambia	164	59.3	64.2	17.2	34.8

Source: United Nations (2011)

Social Protection (SP) is increasingly viewed regionally and internationally as an important means of alleviating poverty and reducing vulnerability. It is plausible to argue that the social development challenges in Uganda and Zambia cannot be tackled effectively in the absence of effective SP interventions.

Objectives of the Study

Uganda and Zambia are signatories of the African Union (AU) Social Policy Framework for Africa (SPF) and the International Labour Organization (ILO) Social Protection Floor recommendation.

The objectives of the study are to:

- Review progress made in Uganda and Zambia in the implementation of the AU SPF;
- Identify areas of linkages with the ILO Social Protection Floor;

² The Multidimensional Poverty Index identifies multiple deprivations at the individual level in education, health and standard of living.

³ International Monetary Fund (2012b).

- Review the participation of civil society organisations (CSOs) in regards to the implementation of the AU SPF in Uganda and Zambia;
- Recommend the way forward for the AU, the Africa Platform for Social Protection (APSP) and its partners in supporting the implementation of the SPF at country level.

The African Union Social Policy Framework

The experience in Uganda and Zambia is reflected quite strongly in Africa as a whole. The continent has experienced rapid economic growth over the last two decades. Following a period of tough SAPs, many African countries have adopted sound macroeconomic policy characterised by better fiscal management and improved monetary stability. Favourable commodity prices on international markets and a growing middle class have spurred investment and growth. Furthermore, democracy and good governance have been strengthened across the continent, providing an enabling environment for economic development.

However, for a significant proportion of the African population, this impressive economic progress has not translated into meaningfully better social outcomes. According to the 2012 United Nations African Human Development Report, 28 of the 30 countries with the lowest Human Development Index (HDI) in the world are in Sub-Saharan Africa. Although a significant reduction in poverty has been registered over the last decade, 48% of the population in Sub-Saharan Africa lives in extreme poverty, which is higher than any other region.

In response to the social challenges facing the African continent, the Ministers at the First Session of the African Union Labour and Social Affairs Commission held in 2003, made a recommendation to the African Union Commission (AUC) in collaboration and consultation with other stakeholders, to develop a Social Policy Framework for Africa (SPF). In 2006 the Government of the Republic of Zambia (GRZ) and the AU co-hosted an inter-governmental conference on SP in Livingstone. Delegates called for social transfer programmes for vulnerable children, older persons and people with disabilities; the integration of costed national social transfer plans into National Development Plans (NDPs); and reliable long term funding for SP from national budgets and development partners.⁴

⁴ African Union and the Government of the Republic of Zambia (2006).

Also in 2006, the International Workshop on Ageing held in Yaoundé noted the absence of SP measures to protect older persons, especially those with no access to formal social pensions. Delegates called for comprehensive SP measures for older persons with special emphasis on universal social pensions and the mainstreaming of issues facing older persons into NDPs.⁵

In 2008 the Livingstone 2 process followed the 2006 conferences in Livingstone and Yaoundé. The AU working with HelpAge International and in collaboration with host governments convened a series of 6 national and 3 inter-regional dialogues which brought together 500 participants from 38 AU Member States. The Livingstone 2 process culminated in SP recommendations on building political consensus; design and targeting; financing; and capacity building, communication and coordination. These recommendations were presented at the AU ministerial conference on social development held in Windhoek in October 2008. Consequently, the AU SPF was adopted at the Windhoek conference. SP was identified as an integral part of the AU SPF. The AU SPF provides the following description of SP:

“Social protection includes responses by the state and society to protect citizens from risks, vulnerabilities and deprivations. It also includes strategies and programmes aimed at ensuring a minimum standard of livelihood for all people in a given country. This entails measures to secure education and health care, social welfare, livelihood, access to stable income, as well as employment. In effect, social protection measures are comprehensive, and are not limited to traditional measures of social security.”⁶

The AU SPF encourages Member States to select strategies to increase coverage and combination of tools that are appropriate to their situation. A minimum package of SP is identified as a means to broaden and extend SP. This minimum package should cover: essential health care, and benefits for children, informal workers, the unemployed, older persons, and persons with disabilities.⁷

The following recommendations are made in the AU SPF:

- Build political consensus and recognise that SP should be a state obligation, with provision for it in national legislation;

⁵ African Union and HelpAge International (2006).

⁶ African Union (2008).

⁷ African Union (2008).

- Include SP in National Development Plans and Poverty Reduction Strategy Processes, with links to Millennium Development Goals (MDGs) outcomes and processes;
- Review and reform existing SP programmes;
- Develop and operationalise costed national plans for SP based on the concept of a “minimum package”;
- Accelerate the implementation of priority area number 4 of the Ouagadougou Plan of Action on Employment Promotion and Poverty Alleviation;
- Design and deliver effective impact assessments, monitoring and evaluation of SP programmes;
- Long-term funding for SP should be guaranteed through national resources with specific and transparent budget lines;
- Member States should ensure coordination and strengthening of development partner support for sustainable financing of SP;
- Member States should develop and coordinate SP programmes through inter-ministerial and inter-sectoral coordination bodies at the highest level of government;
- Enhance the technical, infrastructural, and institutional capacities of Ministries responsible for SP;
- Member States should take advantage of regional and, South-South cooperation and regional and international best practice;
- Governments should include civil society in policy-making on SP, and in programme design, implementation, monitoring and impact evaluation;
- Utilise SP instruments as a means of safeguarding the poor from global financial and economic shocks.

Conceptual Linkages between the AU SPF and the ILO Social Protection Floor

The SP agenda in Africa is part of a coordinated global effort to expand coverage and increase available instruments. The Social Protection Floor concept was introduced by the United Nations System Chief Executives Board for Coordination (CEB) in 2009 as a response to the recent global economic and financial crisis.⁸ The Social Protection Floor initiative promotes national strategies aimed at providing access to basic services and ensuring income security.

⁸ ILO and WHO (2009).

In June 2012 the International Labour Conference (ILC) adopted a new international labour standard, the Recommendation concerning national floors of SP (referred to as Social Protection Floors Recommendation, 2012 (No. 202)).⁹ According to the ILO, the recommendation was adopted almost unanimously by Government, employer and worker delegates from its 185 member States.

The recommendation states that national SP floors should comprise at least the following social security guarantees, as defined at the national level:

- access to essential health care, including maternity care;
- basic income security for children, providing access to nutrition, education, care and any other necessary goods and services;
- basic income security for persons in active age who are unable to earn sufficient income, in particular in cases of sickness, unemployment, maternity and disability; and
- basic income security for older persons.

The conceptual links between the AU SPF and the ILO Social Protection Floor are as follows:

- Both concepts are aimed at providing a basic minimum level of SP. The “minimum package” concept proposed by the AU SPF is similar to the ILO Social Protection Floor.
- The 2 concepts make provision for contributory and non-contributory benefits. For instance, unemployment benefits are based on contributions made during periods of employment, while child benefits are non-contributory and financed from the national budget.
- Promoting national ownership of SP is a priority of both concepts.
- A number of target groups under the two approaches are the same: children, older persons, persons with disabilities and the unemployed.

The linkages between the AU SPF and the ILO Social Protection Floor make it possible to measure the expansion of SP in Africa against an international benchmark.

Social Protection in Uganda

The Ministry of Gender, Labour and Social Development (MGLSD, 2012), states that the mission of SP in Uganda is: “to ensure income security, care and protection throughout the life-cycle. There are two main components to SP. The first is social security which is aimed

⁹ ILO (2012a).

at providing a basic minimum floor for vulnerable households through direct income support and social insurance. The second is social care services which includes human resource-intensive support to reduce social vulnerability and strengthen resilience.

Policy and Legislative Framework

According to the MGLSD (2012), the Government of the Republic of Uganda (GoU) is in the process of preparing a national SP framework. The objective of this framework is to develop a coherent and comprehensive SP system that mitigates the main economic and social risks faced by the poor and vulnerable citizens of Uganda. The Ministry of Finance, Planning & Economic Development (MoFPED) recently released the 2012 Poverty Status Report, which highlights the challenge of vulnerability facing a large proportion of the Ugandan population. The Report endorses direct income support as a policy priority.¹⁰

International and Regional Commitments

Uganda is a signatory of the Universal Declaration of Human Rights, which guarantees the right to social security and an adequate standard of living. The GoU has also demonstrated its commitment to expanding SP by endorsing the Livingstone Call to Action (2006), and as a signatory to the AU SPF (2008).

National Commitments

The MGLSD (2012) explains that SP is captured in several provisions of the Constitution. Provision is made for the elderly and the disabled, for health and education, and for contributory social security schemes covering those in employment.

Legislation

There are a number of Acts related to social protection (MGLSD, 2012):

- The National Council for Children Act (1996)
- Employment Act (2006)
- Prevention in Trafficking of Persons Act (2009)
- The National Council for Disability Act (2003)

Policies

According to the GoU (2012), SP is a Government priority that is rooted in the national legal and policy framework. The document points out that:

- Uganda's 2010-2015 NDP contains objectives for expanding SP to reduce vulnerability and enhance the productivity of human resources;

¹⁰ Expanding Social Protection Programme Newsletter (July 2012).

- The NDP outlines activities to “develop and implement Direct Income Support programmes including cash transfer programmes, to the elderly, persons with disability and the poorest quartile of the population” (p283);
- Uganda’s National Policy for Older Persons, 2009 includes “Priority interventions” to “establish an older persons grants scheme”;
- Cabinet has approved the 5 year Expanded Social Protection (ESP) programme in June 2010. The objectives of the ESP are to generate evidence on how to initiate and implement SP programmes, and to make budget provision for these programmes within the national budget and planning framework.
- The National Orphans and Vulnerable Children (OVC) Strategic Plan identifies the need for “grants to vulnerable households”.

Programmes

There are many SP initiatives in Uganda. This section provides a summary of some of the key programmes.¹¹

Programmes for Labour Constrained Individuals and Households

SAGE - One of the core components of the ESP programme is the Social Assistance Grants for Empowerment (SAGE) scheme. There are two components to SAGE; a Senior Citizens Grant (SCG) and a Vulnerable Family Grant. The scheme was officially launched in October 2011. The GoU’s objective is to reach 95, 000 households in 14 Districts by June 2013.¹² By July 2012 the SCG had reached over 28, 000 beneficiaries.¹³ According to the GoU, the SCG would cost 2.8% of the government budget (0.48% of GDP) at full scale.

Given that SAGE is a very recent development, there is no scientifically documented evidence on the impact it has had on beneficiary households. Initial evidence shows that the SCG is having a positive impact on beneficiaries. They report that the SCG enables them to buy food, pay medical bills, and to hire labour for agricultural activities.¹⁴ According to the UK Department for International Development (DFID) the design of the ESP programme includes rigorous impact evaluation aimed at tracking the impact of cash transfers on beneficiary households.¹⁵ The impact of SAGE on food security, nutrition and access to services will be evaluated to inform SP policy and programming.

¹¹ As described in MGLSD (2012).

¹² GoU (2012).

¹³ Expanding Social Protection Programme Newsletter (July 2012).

¹⁴ Expanding Social Protection Programme Newsletter (July 2012).

¹⁵ DFID (2012).

The Protracted Relief and Recovery Operation (PRRO) – this programme is implemented by the World Food Programme (WFP) in all regions of Karamoja district. It provides general food distributions to 150,000 individuals. The programme is set to run from 2005 to 2012, with a planned three year extension from 2013-2015.

Programmes for Households with Labour Capacity

There are a number of public works programmes in Northern Uganda being implemented with the financial support of development partners. The following programmes will reach approximately 472, 000 individuals, indirectly benefitting about 2.36 million people:

- Northern Uganda Social Action Fund II
- Karamoja Livelihoods Improvement Programme
- Restoration of Agricultural Livelihoods in Northern Uganda Phase 2
- Development Assistance to Refugee Hosting Areas
- Uganda Agricultural Livelihoods Recovery Programme

Programmes for the Employed (Social Insurance)

There are 2 main schemes providing social protection for the employed in Uganda. These are the National Social Security Fund (NSSF) and the Public Service Pension Scheme (PSPS). The NSSF has 400, 000 active members and the PSPS has 227, 600 members. Together the 2 schemes cover only about 5% of the working population.¹⁶ The PSPS is currently non-contributory and financed by general tax revenues. The NSSF provides the following benefits: age (retirement), invalidity, survivors, withdrawal, exempted employment and emigration grant. The PSPS provides retirement and survivors' benefits. There are also a number of voluntary private pension schemes, with very limited coverage.

According to Barya (2009) the dominance of the rural economy and informal sector means that formal social protection systems do not apply to the majority of the population as they cover only public service employees and employees in the formal private sector. A paper prepared by Civil Society Organisations (CSOs) in 2008 contains a detailed list of SP programmes in Uganda. These are shown in Table 4.

It is clear that there are numerous SP efforts being implemented by the GoU and CSOs. However, the poverty and vulnerability rates in Table 3 indicate that the impact of these

¹⁶ Tumwesigye, D.L. (2010).

efforts remains minimal. This low level of impact is reflective of poor coordination and underfunding of SP activities. The GoU (2012) states that:

- According to the Uganda National Household Survey, between 2005/6 and 2009/10, the poorest saw no change in their consumption;
- Inequality in Uganda is increasing. In 2009/10, about 45% of the income was controlled by the richest 20% of the population compared to 9.4% of the income held by the poorest 20%;
- The number of households citing financial constraints as being the main reason for children dropping out of school more than doubled between 2005/6 and 2009/2010;
- 9% of people eat only one meal a day.

Similar views are found in the 2008 CSO document which explains that “despite Uganda’s promising economic growth rate and poverty reduction efforts, social exclusion of the most vulnerable groups and communities has continued unabated”. This state of affairs has led to significant energy being channelled towards exploring Social Cash Transfer (SCT) schemes over the last 5 years, which has culminated in the SAGE scheme.

Financing of Non-Contributory SP in Uganda

Table 5 shows the national budget allocations made towards SP as a percentage of total national budget allocations. There was a substantial increase from 2.9% of the national budget in 2008 to 5.9% in 2009. This increase may have been encouraged by the adoption of the AU SPF in 2008. However, a fairly large decline was experienced in 2010.

Table 5: SP Allocations in Shillings Billions (% of Total National Budget Allocations)

	2008	2009	2010
SP Outlays (Shillings Billions)	142.6	400.2	370.3
Total National Budget Allocations (Shillings Billions)	4949	6785.5	8808.9
SP Allocations (% of Total National Budget Allocations)	2.9	5.9	4.2

Source: Author’s calculations based on Ministry of Finance, Planning and Economic Development (2012), The Background to the Budget: 2012/13Fiscal Year.

Table 6 shows the national budget allocations made towards SP as a percentage of GDP. The allocation to SP more than doubled between 2008 and 2009. A slight decline to 1% of GDP was registered in 2010. These amounts are small relative to allocations made to other areas and may not be adequate to achieve national aspirations around alleviating poverty and vulnerability.

Table 6: SP Allocations in Shillings Billions (% of GDP)

	2008	2009	2010
SP Outlays (Shillings Billions)	142.6	400.2	370.3
GDP (Shillings Billions)	28176	33596	38584
SP Outlays (% of GDP)	0.5	1.2	1.0

Source: Author's calculations based on Ministry of Finance, Planning and Economic Development (2012), The Background to the Budget: 2012/13 Fiscal Year.

According to the Ministry of Finance, Planning and Economic Development (2012), in order to reach the SAGE target of 95,000 households by December 2013, more than Shs. 18 billion will be transferred to beneficiary households during the FY2012/13. The GoU (2012) states that DFID is providing £41 million (\$65.7 million in 2011) over 5 years towards funding the ESP programme. GoU committed \$50, 000 in 2011. If this commitment were to grow by 10% each year, then after 5 years the GoU would have allocated \$0.3 million. The GoU has also committed in-kind support of Shs. 6 billion (\$2.4 million in 2011) for the 5 years. Under this scenario – 10% growth of the annual commitment and the \$2.4 in in-kind support – then the GoU funding amounts to only 4.1% of the \$65.7 million in funding from DFID.

This extremely high dependence on donor funding is not consistent with the GoU's pronouncements about the importance of SP. The low allocations in the national budget coupled with heavy reliance on external funding, raises doubt about the sustainability of SCTs in particular, and SP more broadly.

Role of Civil Society Organisations

CSOs have played an important role in the advancement of SP in Uganda. Specifically, the 2008 CSO document shows that these organisations are involved in:

- Advocating for more funds to be channeled towards SP
- Advocating for SCT programmes
- Undertaking research to inform SP policy
- Implementing SP programmes
- Making recommendations on SP

Despite this high level of involvement, more can be done to ensure that CSOs play their part in promoting SP. According to an official from not-for-profit organisation Development Research and Training (DRT), the participation of CSOs in implementing the AU SPF in Uganda is almost non-existent. She explains that CSOs are yet to familiarise themselves with the AU SPF and consider what can be localised for implementation.

Social Protection in Zambia

Policy and Legislative Framework

International and Regional Commitments

Like Uganda, Zambia is also a signatory of the Universal Declaration of Human Rights, which guarantees the right to social security and an adequate standard of living. The GRZ has also demonstrated its commitment to expanding SP by endorsing the Livingstone Call to Action (2006), and as a signatory to the AU SPF (2008).

National Commitments

According to Hansungule (2007) social security is omitted from the constitution, rendering the constitution virtually irrelevant in the fight against poverty. Zambia is in the process of adapting a new constitution, a draft of which was released for public debate in June 2012. The draft states that children, persons with disabilities, and older persons have the right to SP. It also states that the State will provide SP to those unable to provide for themselves and their families.

SP and Poverty Reduction Strategies

The first Poverty Reduction Strategy Plan (PRSP) developed by the GRZ in consultation with CSOs covered the period 2002 – 2004. SP issues were largely excluded from the first PRSP. Progress has since been made towards addressing this shortcoming in the Zambian policy framework. In February 2004 a Sector Advisory Group (SAG) on SP was established. The SAG was tasked with advising on policy and implementation issues in the SP sector, mainstreaming SP into other sectors, monitoring and evaluation, and preparation of the sector budget. It was chaired by the Ministry of Community Development and Social Services (MCDSS), and included donors, CSOs, and international NGOs. Through the work of the SAG, the Social Protection Strategy (SPS) was drafted in 2005.

In 2006 the Fifth National Development Plan (FNDP) was adopted, covering the period 2006 - 2010. The FNDP incorporated the Poverty Reduction Strategy, and included a chapter on SP based on the SPS. The Sixth National Development Plan (SNDP) was adopted by the GRZ in 2011 and covers the period 2011 – 2016. The SNDP objectives, strategies and programmes for the SP sector are as follows:

The SNDP identifies a number of priority areas. These are infrastructure (including transport, energy and housing), human development (including health, education, and water and sanitation), growth sectors (including agriculture, mining and tourism) support

sectors (including science, technology and innovation, information and communication technology, natural resources and social protection), and regional development.

Programmes

The SPS focuses on three vulnerable groups as the primary focus of SP. These are low capacity households: widows, the disabled, other marginalized, low-income households and informal sector operators; incapacitated households: those with no one fit to work; and child-headed households and street children. The MCDSS summarises the key government SP programmes targeted at these three groups as follows¹⁷:

Incapacitated households

- Public Welfare Assistance Scheme (PWAS)- in-kind transfers
- SCT Scheme- cash transfers to destitute and incapacitated households
- Food Programme Management – provision of food to vulnerable households

Low capacity households

- Food Security Pack- provision of inputs to vulnerable but viable farmers
- Micro credit to women by Micro Bankers Trust
- Microfinance credit to vulnerable people with disabilities
- Peri-Urban Self Help (PUSH)- public works programmes

Children adult care without givers

- Street Children Programmes
- Free basic education for all children

At the time that the SPS was developed a number of shortcomings with SP in Zambia were identified. Effective implementation of the recommendations made the AU SPF would address these challenges, which include:

- Spreading resources too thinly on the ground;
- Government leadership not felt in the SP sector;
- Poor targeting;
- Inadequate information on the target groups and other related information;
- Poor funding.

¹⁷ Contained in a presentation by Bestone Mboosi, Senior Social Welfare Officer.

The SPS and FNDP identified SCTs as a major intervention for poverty alleviation in Zambia. To date, there have been five pilot SCT schemes in the districts of Kalomo, Monze, Kazungula, Chipata and Katete. The pilot schemes are under the PWAS and are administered by the MCDSS. Financing for the schemes has been provided by the UK Department for International Development (DFID).¹⁸

According to the ILO (2008a), the SPS also outlines plans to initiate and extend pilot programmes on food security, public works and social security in the private sector, abolish all health user fees for children and expand the Community Health Waiver Scheme; establish a pilot programme providing anti-retroviral therapy to AIDS victims; expand basic and rehabilitation services for street children; and extend support services for victims of gender-violence to all provincial centres.

Aguzzoni (2011) explains that a number of evaluation analyses have been performed on the pilot SCT schemes. The evaluations have assessed the implementation and administration of the schemes, and the impact they have had on the beneficiaries. It has been found that SCT recipients improved their food and non-food consumption levels, and invested in micro-enterprises or purchased productive assets. Where soft conditionalities were imposed, an improvement in school attendance was observed. Most schemes were associated with an improvement in health indicators.

Social Protection for the Employed in Zambia (Social Insurance)

The largest SP scheme for the employed in Zambia is the National Pension Scheme Authority (NAPSA), established in 2000. NAPSA is designed to provide a basic pension to all persons in regular employment across all sectors of the economy.¹⁹ NAPSA's coverage is currently restricted to the formal sector. Certain members of the public service are covered by the Public Service Pension Fund (PSPF) and the Local Authority Superannuation Fund (LASF). Occupational schemes also play a role in providing SP for the employed. At the end of 2008, there were 239 registered private occupational schemes regulated by the Pensions and Insurance Authority.²⁰

As shown in Table 8, coverage of the labour force and paid workers by the various schemes is low. The ILO (2012b) explains that exclusion from contributory SP is high because about 89% of the employed labour force works in informal employment.

¹⁸ Aguzzoni (2011).

¹⁹ ILO (2012).

²⁰ Oxford Policy Management (2010).

Table 8: Coverage of SP Schemes for the Employed in Zambia

	% of Labour Force	% of Paid Workers
NAPSA	8.0	16.1
PSPF	2.4	4.8
LASF	0.3	0.6
Occupational Schemes	0.9	1.8

Source: ILO (2008), Zambia Social Protection Expenditure and Performance Review and Social Budget

Financing of Non-Contributory SP in Zambia

Table 9 shows the allocation made to SP in the SNDP budget as a percentage of resources allocated to these priority areas. For the period 2011 – 2015 resources directed at SP will amount to only 1.1% of total resources made available to priority areas. 0.9% of GRZ finances and 1.6% of foreign finances will go towards SP respectively. The bulk of SP financing - 63.2% - will come from the GRZ.

Table 9: SP Funding in Kwacha Billions (% of Resources Allocated to SNDP Priority Area)

	GRZ	Foreign Financing	Total
SP Resource Allocation	367.5	213.9	581.4
SNDP Resources for Priority Areas	40, 205.0	13, 357.6	53, 562.6
SP (% of SNDP Resources)	0.9	1.6	1.1
SP (% funded by Source)	63.2	36.8	-

Source: Author's calculations based on Ministry of Finance and National Planning (2011), Sixth National Development Plan.

The allocations to SP are small and are likely to be inadequate to extend SP to a level that will adequately reduce poverty and meaningfully enhance the livelihoods of the most vulnerable. The SNDP total budget is K132.2 trillion. The SP allocation is only 0.44% of this amount. Table 10 shows SP expenditure according to the Medium Term Expenditure Framework (MTEF). It shows that proposed GRZ SP expenditure dropped by 60% between

2008 and 2010. Furthermore, proposed SP expenditure for 2010 was only 0.7% of GDP. This is well below the 4.5% target based on an ILO study (ILO, 2008b).²¹

Table 10: Proposed SP Expenditure in Kwacha Billions (% of GDP)

	2008	2009	2010
SP Expenditure (Kwacha Billions)	938.2	604.4	443.5
GDP (Kwacha Billions)	51, 559	56, 670	61, 475
SP (% of GDP)	1.8	1.1	0.7

Source: Author's calculations based on Ministry of Finance and National Planning (2007), 2008 – 2010 Medium Term Expenditure Framework Green Paper.

Participation of Civil Society Organizations

CSOs have played an important role in the advancement of SP in Zambia. Specifically, CSOs:

- Were actively involved in the development of the SPS
- Prepared inputs on SP for key policy documents such as the SNDP
- Advocate for more resources to be channeled towards SP²²
- Advocate for a core package of SP interventions²³

²¹ According to Hagen-Zanker and McCord (2011), this is the estimated average cost of providing a minimum package of SP to a group of seven Sub-Saharan African countries.

²² Joint Civil Society Paper

²³ Petruskis (undated).

Progress towards Implementing the Africa Union Social Policy Framework

This section examines the progress made towards the implementation of the AU SPF in Uganda and Zambia. An attempt is made to assess progress and identify gaps in relation to all the recommendations of the AU SPF. Furthermore, this section examines the extent to which the ILO Social Protection Floor concept is being adopted in these countries.

AU SPF in Uganda

Table 11: Progress towards the AU SPF in Uganda

AU SPF Recommendation	Progress	Gaps
Build political consensus and recognise that SP should be a state obligation, with provision for it in national legislation.	Government documents released in 2012 suggest that there is growing political support for SP. The inclusion of SP as a right in the constitution demonstrates that SP is recognised as a state obligation.	There is need for a national SP framework to provide a basis for greater political support. Legislation on comprehensive SP is lacking.
Include SP in National Development Plans and Poverty Reduction Strategy Processes, with links to Millennium Development Goals (MDGs) outcomes and processes.	SP is part of the NDP 2010/11 – 2014/15.	Although they can be inferred, there are no clear links between the MDGs and SP in the NDP 2010/11 – 2014/15.
Review and reform existing SP programmes.	A review has been undertaken in the NDP 2010/11 – 2014/15, the 2012 MGLSD document, and in the 2008 CSO document.	A more comprehensive review is expected in the national SP framework. There appears to be more emphasis on introducing the newer SCT initiatives than on reforming the older programmes to work alongside the SCTs.
Develop and operationalise costed national plans for SP based on the concept of a	Some of the SP interventions – for example, grants for the elderly and vulnerable	There is no reference to the AU SPF recommendation of a

<p>"minimum package".</p>	<p>households – are consistent with the concept of a "minimum package".</p> <p>The GoU has costed the SCG component of the SAGE scheme.</p>	<p>"minimum package" in official documents released in 2012.</p> <p>Basic health services are not clearly linked to the SP framework.</p> <p>There are no unemployment benefits in Uganda.</p> <p>There are no benefits for informal sector workers.</p> <p>The costing of a "minimum package" has not been done by the GoU.</p>
<p>Accelerate the implementation of priority area number 4 of the Ouagadougou Plan of Action on Employment Promotion and Poverty Alleviation.</p>	<p>The MGLSD 2012 paper recommends a scoping study to identify options for extending social insurance to the informal sector.</p>	<p>The Ouagadougou Plan of Action is not contained in policy documents such as the NDP 2010/11 – 2014/15.</p> <p>SP coverage of workers (particularly in the informal sector) is very low.</p>
<p>Design and deliver effective impact assessments, monitoring and evaluation of SP programmes.</p>	<p>The design of the ESP programme includes rigorous impact evaluation aimed at tracking the impact of SCTs on beneficiary households.</p>	<p>Given that SCTs were only introduced in 2011, there is no impact assessment as yet.</p> <p>Evidence from non-SCT programmes should also be prioritised.</p>
<p>Long-term funding for SP should be guaranteed through national resources with specific and transparent budget lines.</p>	<p>SP funding is included in the NDP 2010/11 – 2014/15 framework and the GFSM framework.</p>	<p>The level of GoU funding allocated to SP is inadequate to extend SP to the level needed to meet developmental goals.</p>

		Increasing GoU funding for SP is not identified as a priority area in the 2012 MGLSD document.
Member States should ensure coordination and strengthening of development partner support for sustainable financing of SP.	Development partners are playing a significant role in supporting SP.	Adequate funding for SP is not possible without substantial involvement by development partners. Over reliance on development partners threatens sustainability.
Member States should develop and coordinate SP programmes through inter-ministerial and inter-sectoral coordination bodies at the highest level of government.	This coordination is currently being done developing the national social protection framework.	Legislation to govern this coordination is lacking.
Enhance the technical, infrastructural, and institutional capacities of Ministries responsible for social protection ²⁴ .	Strengthening the institutional framework for SP is a recommendation of the 2012 MGLSD document.	The need for institutional assessments is raised in the 2012 MGLSD document. The level of funding available for SP limits the scope of activities aimed at enhancing the technical, infrastructural and institutional capacities of Ministries responsible for SP.
Member States should take advantage of regional and, South-South cooperation and regional and international best practice.	Emphasis on SCTs is based on international evidence showing the benefits of such programmes.	There is limited evidence in policy documents of reference to international best practice.
Governments should include civil society in policy-making on SP, and in programme design,	Civil society is involved in advocating for SP related issues, undertaking research	Civil society is not actively participating in implementing the AU

²⁴ An institutional assessment is beyond the scope of this study.

implementation, and monitoring and impact evaluation.	on SP, and implementing SP programmes.	SPF.
Utilise SP instruments as a means of safeguarding the poor from global financial and economic shocks.	SCTs are an effective means of achieving this objective.	The falling budgetary allocation between 2009 and 2010 suggests that the GoU did not prioritise SP as a means of protecting the poor from global financial and economic shocks.

AU SPF in Zambia

Table 12: Progress towards the AU SPF in Zambia

Recommendation	Progress	Gaps
Build political consensus and recognise that SP should be a state obligation, with provision for it in national legislation.	The development of the SPS shows that there is growing political support for SP. The inclusion of SP as a right in the new constitution also demonstrates that progress is being made in recognising SP as a state obligation.	Legislation on comprehensive SP is lacking.
Include SP in National Development Plans and Poverty Reduction Strategy Processes, with links to Millennium Development Goals (MDGs) outcomes and processes.	SP was part of the FNDP and is included in the current SNDP.	Although they can be inferred, there are no clear links between the MDGs and SP in the SNDP.
Review and reform existing SP programmes.	The review was comprehensively undertaken as part of the development of the SPS.	There appears to be more emphasis on introducing the newer SCT initiatives than on reforming the older programmes to work alongside the SCTs.
Develop and operationalise costed national plans for SP based on the concept of a	Some of the SP interventions – for example, the pilot SCT programmes – are consistent	There is no reference to the AU SPF recommendation of a

<p>"minimum package".</p>	<p>with the concept of a "minimum package".</p>	<p>"minimum package" or the ILO Social Protection Floor in policy documents such as the SNDP.</p> <p>Basic health services are not clearly linked to the SP framework. For example, the SNDP presents the Basic Health Care Package concept separately from SP.</p> <p>There are no unemployment benefits in Zambia.</p> <p>There are no benefits for informal sector workers.</p> <p>The costing of a "minimum package" has not been done.</p>
<p>Accelerate the implementation of priority area number 4 of the Ouagadougou Plan of Action on Employment Promotion and Poverty Alleviation.</p>	<p>No meaningful progress at this stage.</p>	<p>The Ouagadougou Plan of Action is not contained in policy documents.</p> <p>SP coverage of workers (particularly in the informal sector) is very low.</p>
<p>Design and deliver effective impact assessments, monitoring and evaluation of SP programmes.</p>	<p>The pilot SCT programmes have undergone evaluation that provides an evidence base for scaling up to the national level.</p>	<p>Evidence from non-SCT programmes should also be prioritised.</p>
<p>Long-term funding for SP should be guaranteed through national resources with specific and transparent budget lines.</p>	<p>SP funding is included in the SNDP framework and the Medium Term Expenditure Framework (MTEF).</p>	<p>The level of GRZ funding allocated to SP is inadequate to extend SP to the level needed to meet developmental</p>

		goals.
Member States should ensure coordination and strengthening of development partner support for sustainable financing of SP.	Development partners are playing a significant role in supporting SP.	Adequate funding for SP is not possible without substantial involvement by development partners. Over reliance on development partners threatens sustainability.
Member States should develop and coordinate SP programmes through inter-ministerial and inter-sectoral coordination bodies at the highest level of government.	The development of the SPS is evidence that inter-ministerial and inter-sectoral coordination is present. The inclusion of SP in the FNDP and the SNDP also supports the presence of this coordination.	Legislation to govern this coordination is lacking.
Enhance the technical, infrastructural, and institutional capacities of Ministries responsible for SP. ²⁵	Strengthening the institutional framework is a key element of the Social Protection Strategy (SPS).	Institutional assessments are required to identify the most appropriate interventions. The level of funding available for SP limits the scope of activities aimed at enhancing the technical, infrastructural and institutional capacities of Ministries responsible for SP.
Member States should take advantage of regional and, South-South cooperation and regional and international best practice.	The emphasis on SCTs is based on international evidence showing the benefits of such programmes.	There is limited evidence in policy documents of reference to international best practice.
Governments should include civil society in policy-making on SP, and in programme design,	Civil society is actively involved in advocacy of SP related issues.	There is no/limited evidence to suggest that civil society is

²⁵ An institutional assessment is beyond the scope of this study.

implementation, and monitoring and impact evaluation.		actively participating in implementing the AU SPF.
Utilise SP instruments as a means of safeguarding the poor from global financial and economic shocks.	SCTs are an effective means of achieving this objective.	The falling budgetary allocation between 2008 and 2010 suggests that the GRZ did not prioritise SP as a means of protecting the poor from global financial and economic shocks.

ILO Social Protection Floor in Uganda and Zambia

It was explained in Section 4 that the AU SPF and the ILO Social Protection Floor have clear conceptual links. It is important that these links translate into national SP policies and programmes. Some progress towards this has been achieved in Uganda. The idea of a “minimum package” comprising direct income support and social insurance is contained in the 2012 MGLSD document. It makes explicit reference to the ILO Social Protection Floor. Evidence of such progress has not been found in the case of Zambia.

Conclusions and Recommendations

Conclusions

Despite impressive economic growth in Uganda and Zambia over the last 2 decades, poverty and vulnerability continue to affect a significant proportion of the population in both countries. The recommendations of the AU SPF are a landmark in extending SP in Africa, and if successfully implemented can effectively address the disjoint between economic growth and holistic human development in these countries. SP has been identified by the governments of Uganda and Zambia as an essential component of national policy.

Both countries have made progress towards implementing the AU SPF. SP is quite well entrenched into the policy and legislative framework. However, some considerable gaps remain as shown in section 7 of this report. The concept of a minimum package is a useful one that can be taken further to enhance SP provision. CSOs have played an important role in promoting SP thus far. However, more needs to be done to ensure that CSOs actively contribute to the implementation of the AU SPF. One of the biggest challenges in both countries is to extend coverage to the informal sector. In the absence of a programme to address this shortcoming, the majority of workers in these countries remain vulnerable to shocks.

Inadequate funding is one of the biggest constraints to extending SP in both Uganda and Zambia. Unless more resources are channeled towards SP on a sustainable basis, coverage and benefit levels will remain at sub-optimal levels that are inadequate to make a meaningful impact on poverty and vulnerability. Over-reliance on donor funding coupled with minimal allocations in national budgets requires urgent attention.

Recommendations

The recommendations are based on the gaps identified in section 7. It suffices to say that these gaps can generate a long list useful of recommendations. In this study focus is placed on what are deemed to be the most important gaps in order to provide a manageable number of recommendations. The following recommendations are made:

1. Integrate the AU SPF basic package concept with the ILO Social Protection Floor when formulating SP programmes.

2. Identify a nationally acceptable definition of a minimum package that will be referred to on a consistent basis in policy documents and programme initiatives.
3. Include SCTs for the elderly, people with disabilities, and children; and access to basic healthcare in this minimum package.
4. Undertake a costing exercise for this nationally defined minimum package.
5. Increase the allocation to non-contributory SP in national budgets from the current level of about 1% of GDP to a range of 3% - 4% over the next 3 years.
6. Increase GoU funding of the ESP programme to 50% by 2014.
7. Increase GRZ funding of the pilot SCT programmes to 50% by 2014.
8. Provide forums for CSOs to better understand the AU SPF and the ILO Social Protection Floor.
9. Provide forums for CSOs to contribute towards the implementation of the AU SPF.
10. Design a new programme aimed at the informal sector which: works through informal sector associations; copes with small contributions; and uses innovative solutions such as mobile phone technology to make contributions and view benefit statements.

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ANNEX 1

Social Protection Programmes in Uganda

Programme	Ministry/ Organization
Orphans and Vulnerable Children (OVC) programme implemented with support from UNICEF and USAID	Ministry of Gender, Labour & Social Development
Universal Primary Education Provides free primary education to all children of primary school going age	Ministry of Education
School Feeding Programme (in parts of Northern and North Eastern Uganda) – some are conditional on children attending school for a minimum number of days per week	Ministry of Education, WFP
Northern Uganda Social Action Fund (NUSAF) offers support in form of cash grants, training, etc	Office of the Prime minister
Implementation of the Community-Based Rehabilitation Programme for persons with disabilities (PWDs) → Being implemented in 13 districts	Ministry of Gender, Labour & Social Development
Community HIV/AIDS CHAI project offering support to individuals and households with HIV/AIDS in form of cash, training, etc	Ministry of Health-Uganda AIDS commission
Nutrition and early Childhood Development Programme.	Ministry of Health
Government Pension schemes for retired civil servants	Ministry of Public Service
National Social Security Fund <ul style="list-style-type: none"> Provides social insurance for retired workers 	MGLSD
NGO programmes (various) e.g. UWESO World Vision, SOCADIDO, etc <ul style="list-style-type: none"> Provide social support for orphans and vulnerable children (education and basic necessities) 	Respective NGOs
TASO <ul style="list-style-type: none"> Provides psycho- social support and material support to PLWA 	NGO Initiatives
Burial groups <ul style="list-style-type: none"> Provide material support and psycho-social support when one loses a relative 	Community Based Initiatives
Local credit and savings groups <ul style="list-style-type: none"> Provide saving mechanisms to members Give members access to some credit 	Community Based Initiatives
Insurance schemes: Provide health and other insurance to members who can afford to pay the yearly premium	Private Sector Initiatives
Micro Finance schemes: Provide short-term lending to savers/members	NGO and some government initiatives

Source: Civil Society Issues Paper on Social Protection (2012).

Objectives, Strategies and Programmes under the SNDP

No.	Objectives	Strategies	Programmes
1	To empower Low Capacity Households (LCHs).	<ul style="list-style-type: none"> a) Provide access to finance, agricultural inputs and training to vulnerable groups; and b) Expand social security coverage to formal and informal sectors. 	Empowerment of Low Capacity Households
2	To provide Social Assistance to Incapacitated Households.	<ul style="list-style-type: none"> a) Provide regular, predictable transfers to the chronically poor to support basic needs and human development; and b) Provide discrete transfers in response to shocks to people at risk of rapid deterioration in economic and social wellbeing and security; 	Social Assistance to Incapacitated Households
3	To provide care and support to vulnerable children and youth.	<ul style="list-style-type: none"> a) Provide places of safety, vocational and life skills training to vulnerable children and youth; and b) Support school attendance of vulnerable children and youth. 	Support for Vulnerable Children and Youth
4	To ensure the protection of human rights and provision of services to vulnerable groups	<ul style="list-style-type: none"> a) Establish one stop centres and places of safety in all the Provincial centers; and b) Provide empowerment for survivors of violence & human trafficking through the provision of livelihood services. 	Enhancement of Access to Justice for Vulnerable Groups

Source: Ministry of Finance and National Planning (2011), Sixth National Development Plan