

2018  
**Social  
Protection  
Conference**  
KENYA

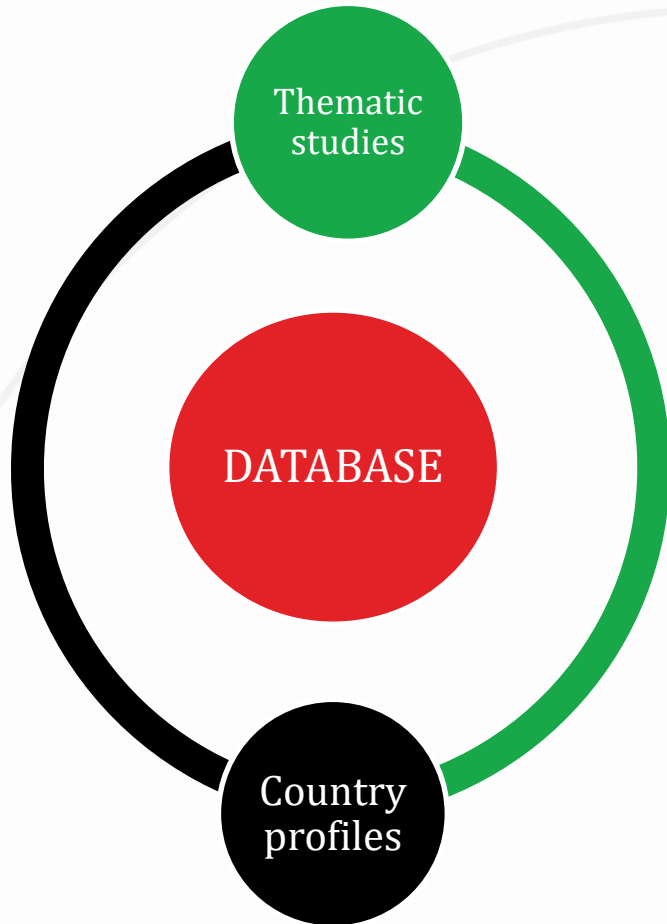
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# Institutionalizing Social Assistance in Africa

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Luis Frota, ILO**

Session: Social Protection in the Changing World  
March 22, 2018



**Database: 106 SA programmes profiled**

**Thematic studies: Legal Frameworks, Financing, Institutions**

**Country profiles: 55 countries pages with key indicators of SA**

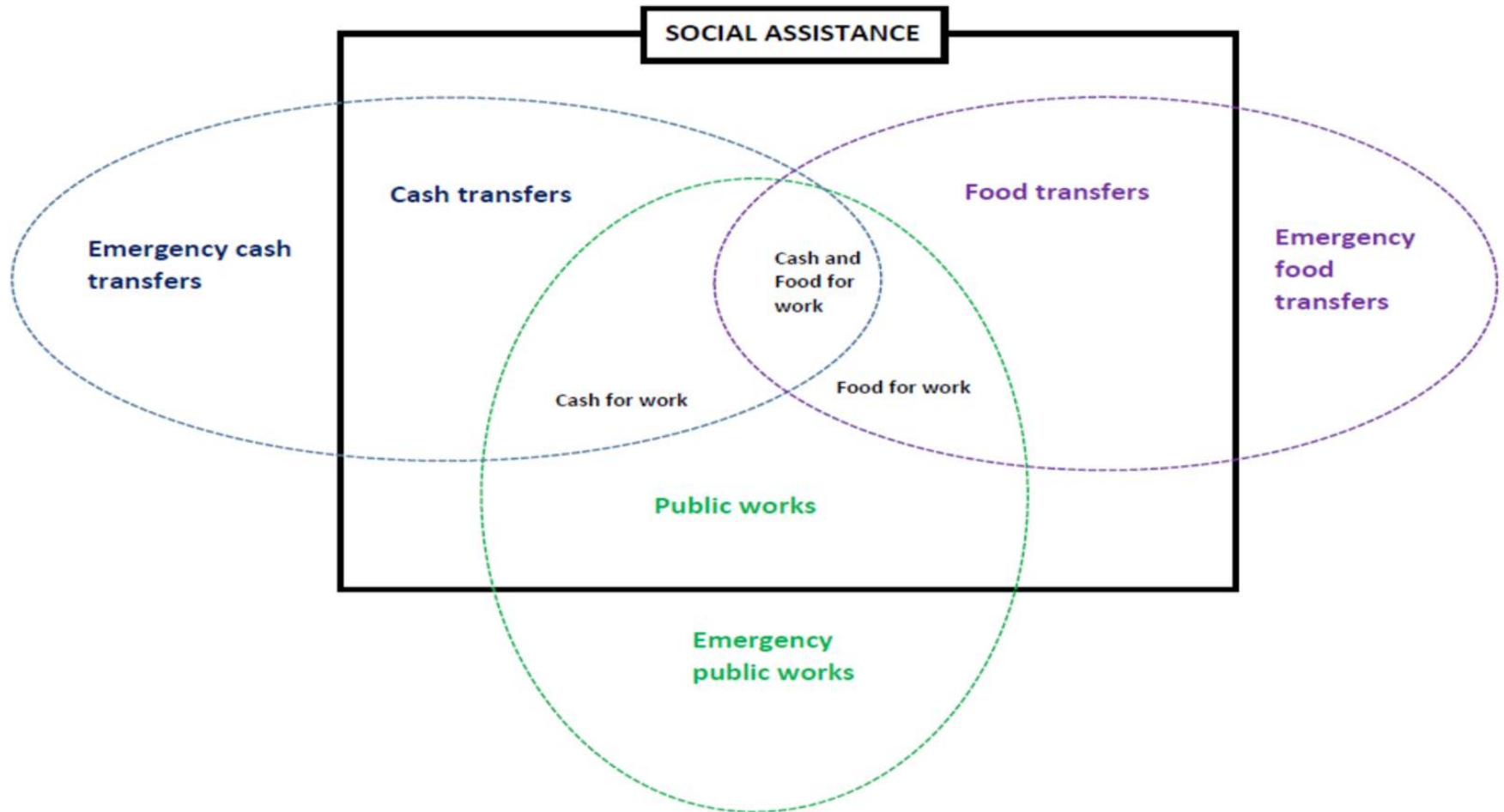
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## How state-provisioned programmes fall within social assistance



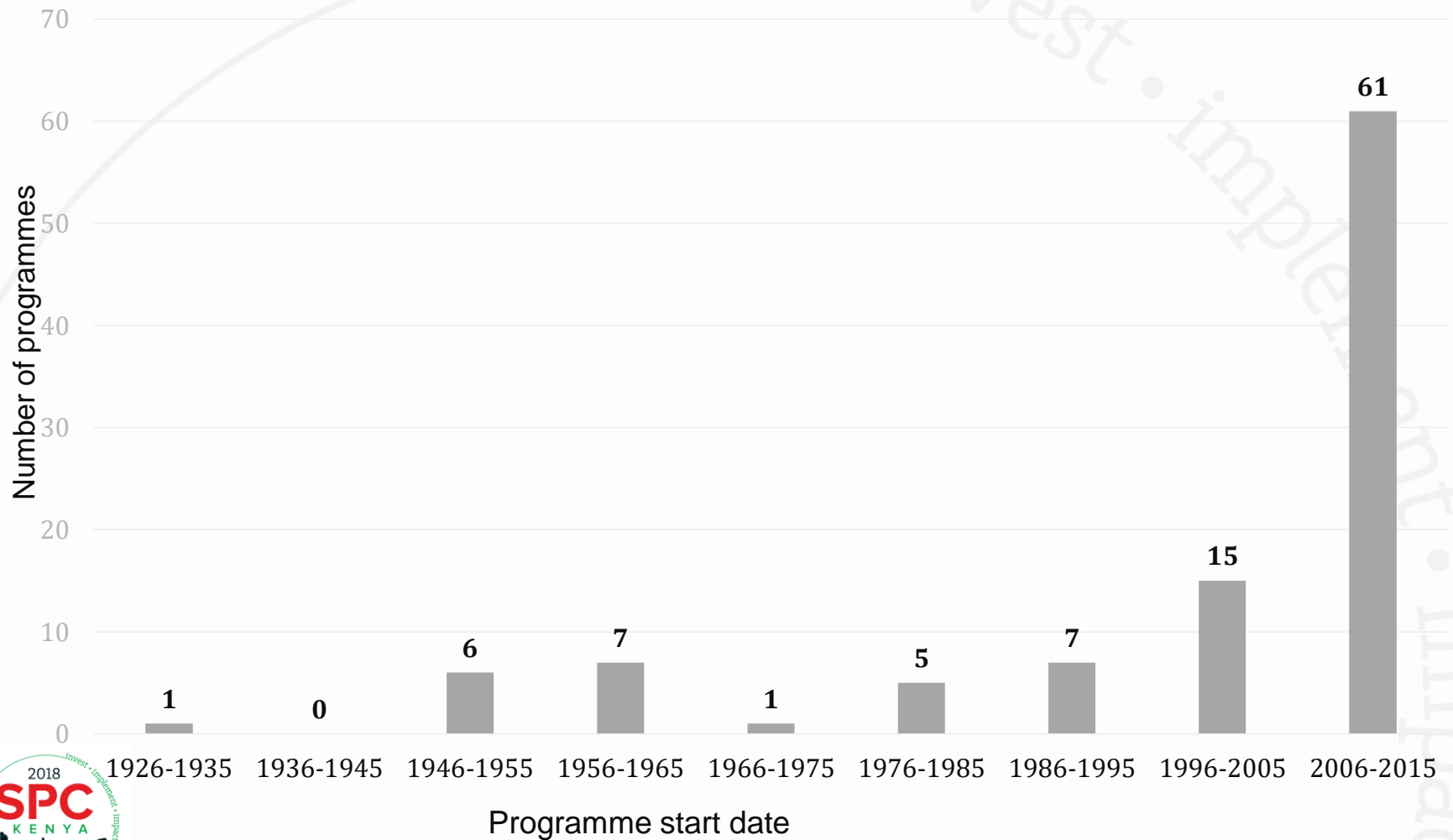
# Emerging findings: Social assistance in Africa



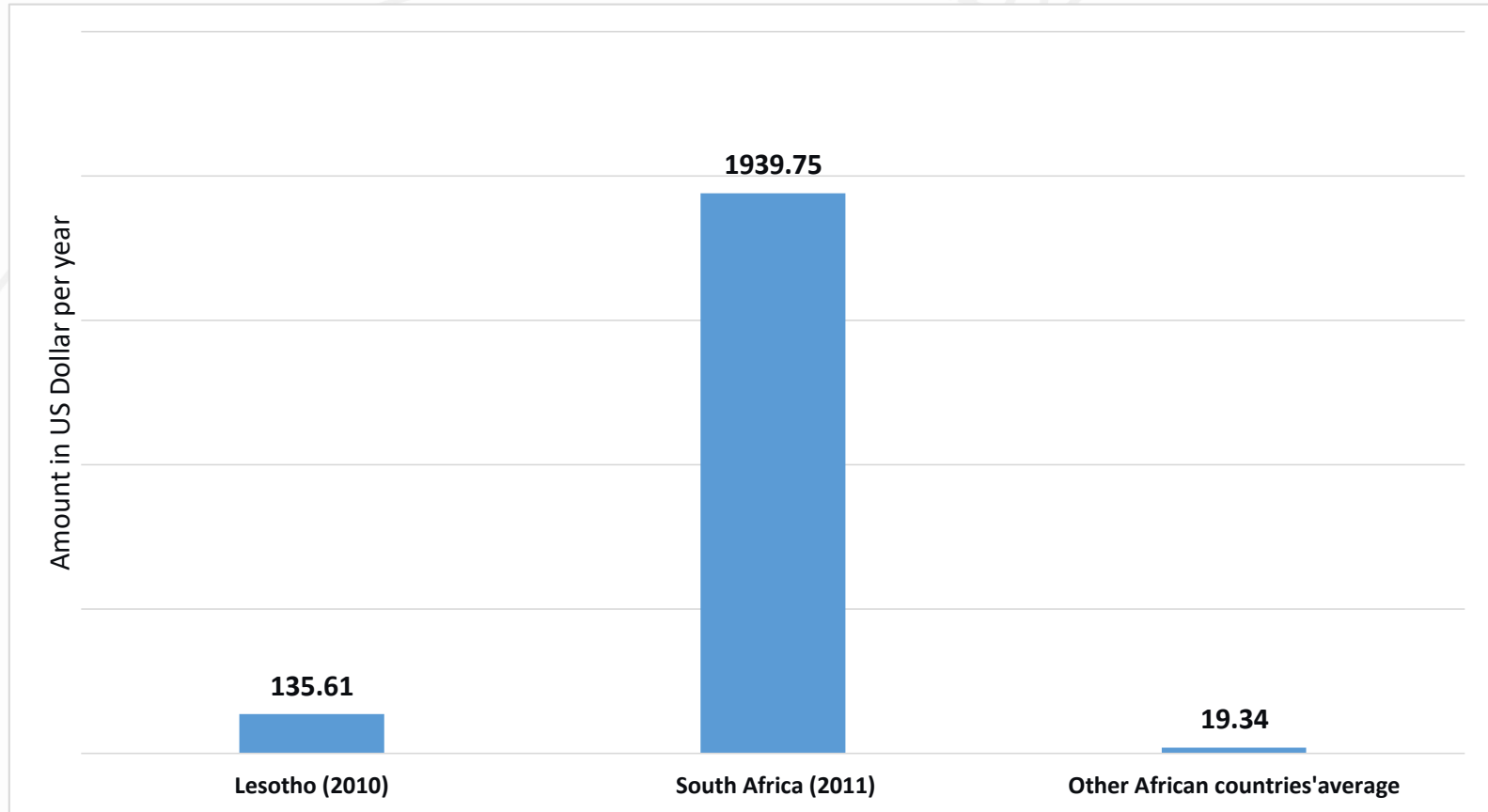
- **Expansion: number of programmes is increasing, especially in the last decade**
- **Domestication: laws, policies/strategies, institutions and structures, domestic financing**
- **Gaps: coverage, adequacy of transfers, institutional capacity esp. at local levels**



# Social Assistance in Africa by start date (1926-2015)



# Social Assistance Expenditure per Poor Person in a year



Source: UNDP database, State of Social Protection in Africa (forthcoming)





# Institutionalization of social protection

Institutionalization of social protection involves the formation of programs that *reflect* a “social and political agreement, with roles, rights and responsibilities of actors, rules and standards of behaviour.

Szekely et al (2015)





# Martinez's (2017) typology for institutionalizing social assistance



1. Consistent, sustained, yet adaptable, **strategy** over *political cycles* or *socio economic conjunctures*;
2. **Primacy of the State** in ensuring socially and politically determined clear and transparent rules,
3. **Coordination** amongst implementing actors to execute the policy, share information, articulate efforts;
4. Focus on **permanent technical capacity building** of domestic organisations and staff with reliable systems for **data collection**;
5. Incorporation of **institutional control and accountability** mechanisms including regular reporting and accessible claims and redress mechanisms,
6. Participation of diversity of actors that reinforce and exercise **social control and monitoring** beyond governments

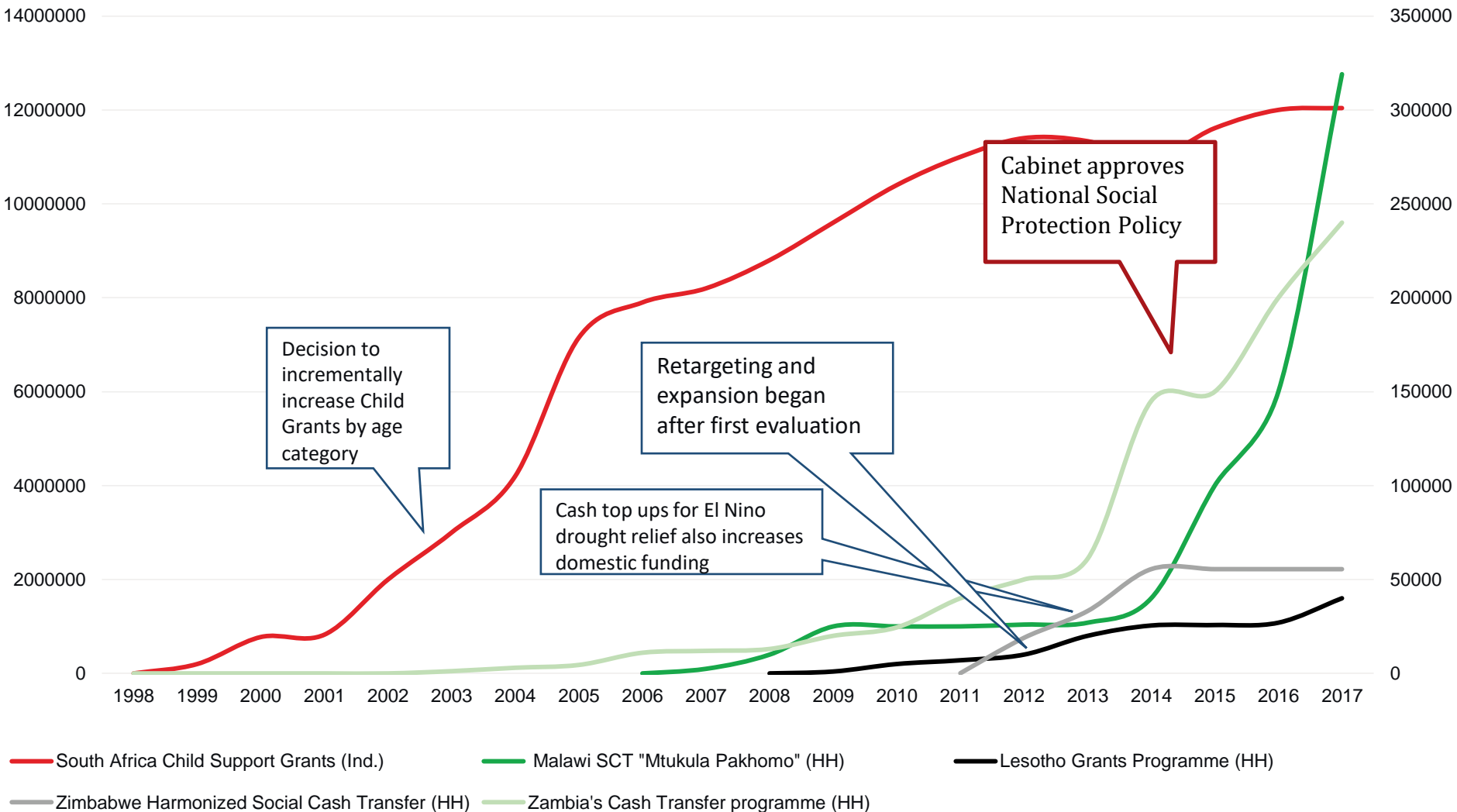
## ***Countries adopt a consistent and sustained strategy across political cycles or socio economic conjunctures***



- Countries have moved from fragmented, non uniform, to more coherent set of sustained social assistance programs
- National social protection strategies have become norm, and include institutional coordination mechanisms; these not all operational
- Social protection investment plans feed strategic medium term frameworks to ensure the strategies are progressively backed by domestic resources.
- Combination of national specific events (elections, necessity led by hazards such as drought,..) led to growth of social assistance



# Evolution of beneficiaries and key defining moments: selected countries



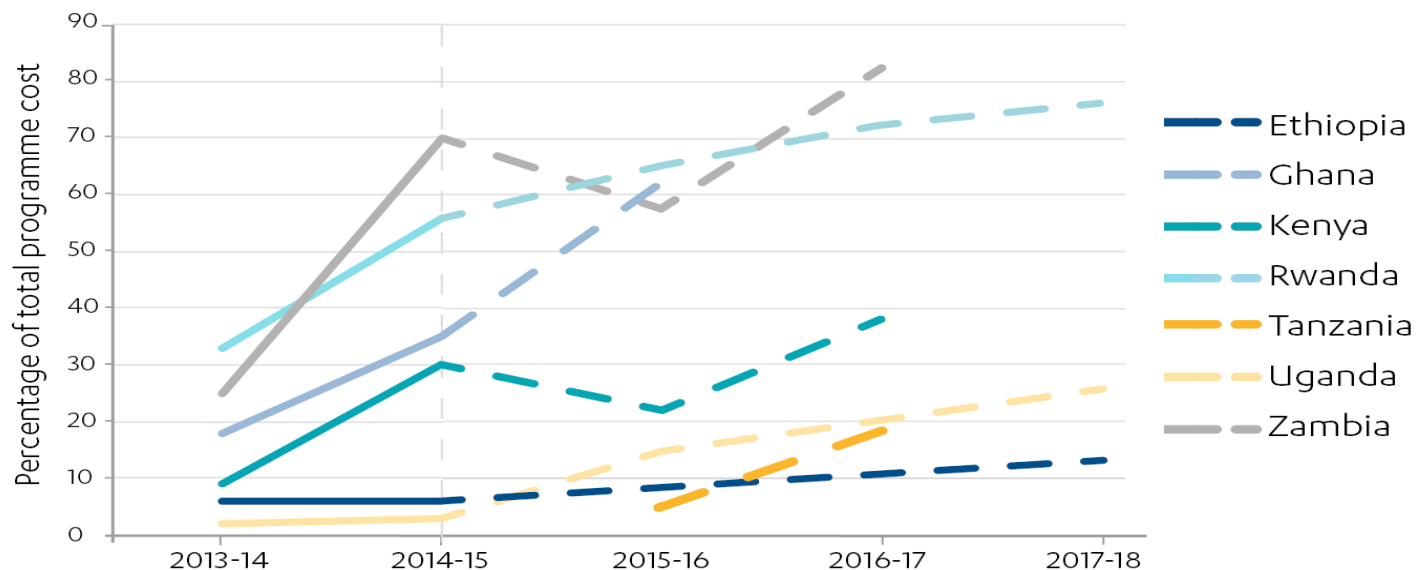
Source: authors based on Davis, B., Handa, S., Hypher, N., Rossi, N. W., Winters, P., & Yablonski, J. (Eds.). (2016). From evidence to action: the story of cash transfers and impact evaluation in sub Saharan Africa. Oxford University Press

# Role of State in ensuring socially and politically determined rights is reflected in growing fiscal allocations ...



- Evidence of cost efficiency and impact of investments in social protection have established their credibility
- Some countries are at cross roads in meeting partners contributions (Ug, Zmb)
- If countries fund directly the benefits, they still remain dependent on development partners for external expertise and operational support.

Share of government spending in programmes supported by external partners, selected countries in Africa (percentage of programme expenditure)



Source: Independent Evaluation (2017); dashed lines represent allocation rather than actual spending.

# Limited national legislation can jeopardize continuity of programmes



- African Union SP framework (2008) = Social assistance a State responsibility
- **Nationally, some constitutions and Legal frameworks** establish obligations
  - of the State to do the most to protect its citizens
  - a few establish individual rights.
- BUT: very **limited number of countries** have overarching legislation on social assistance.
- Rising civil society awareness and participation in demanding formal regulations based programmes

**Rules are more stable and widely known, and ensure continuous support and legitimacy to social assistance.**



- Determination of eligibility and benefit rules by **trial and testing and real life test of cultural and social adequacy.**

Ex. Initial multi-category targeting system of the SCT in Zambia, in 2013, was questioned by communities because HHs with an ‘able bodied’ head should not be eligible even if the HH had a high number of dependents

- The scaling up of programmes has also brought the need to ensure that those **rules remain simple, equitable and transparent.**

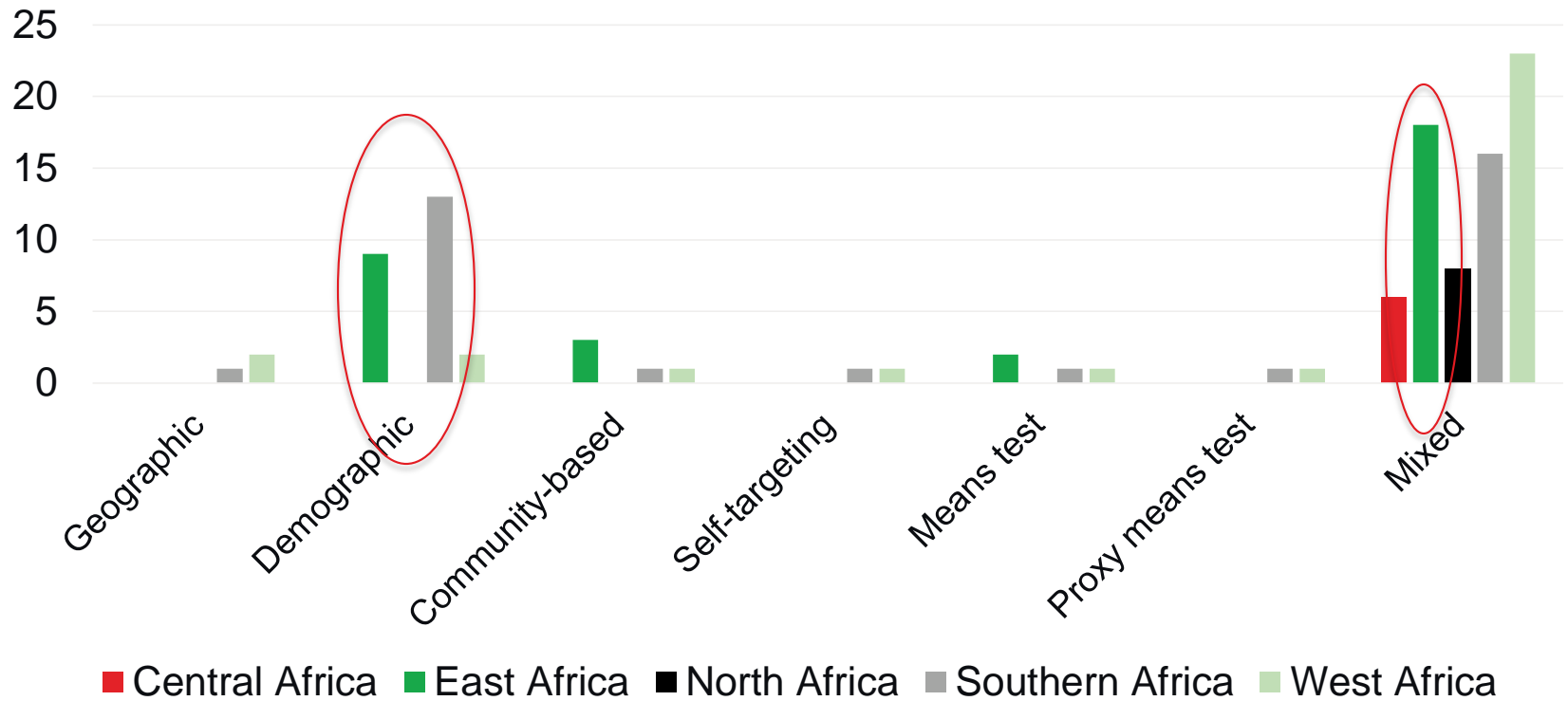
Ex. As incomes vary little around the means eligibility threshold (especially in the provinces), communities questioned why some people were eligible and others not. This led to introduction of an **‘affluence test’**, excluding the wealthier households.



# Use of mixed S&I / targeting methods



## Targeting approaches by sub-regions in Africa



## Policy and administrative coordination to execute policy, share information, articulate efforts



- **Evidence of greater number of inter-ministerial coordination bodies** overseeing policy across departments from West to East Africa.
- The **level of effective administrative integration is still limited**, despite some moves over recent years e.g. to create standalone central government departments (Social protection or social development)
- **Coordination delivery** still limited
  - lack of domestic resources devoted to implementation
  - Limited ownership of administrative solutions under which programmes operate.
  - But this can be due to donor staggered expansion, lack of maturity of programs, etc...

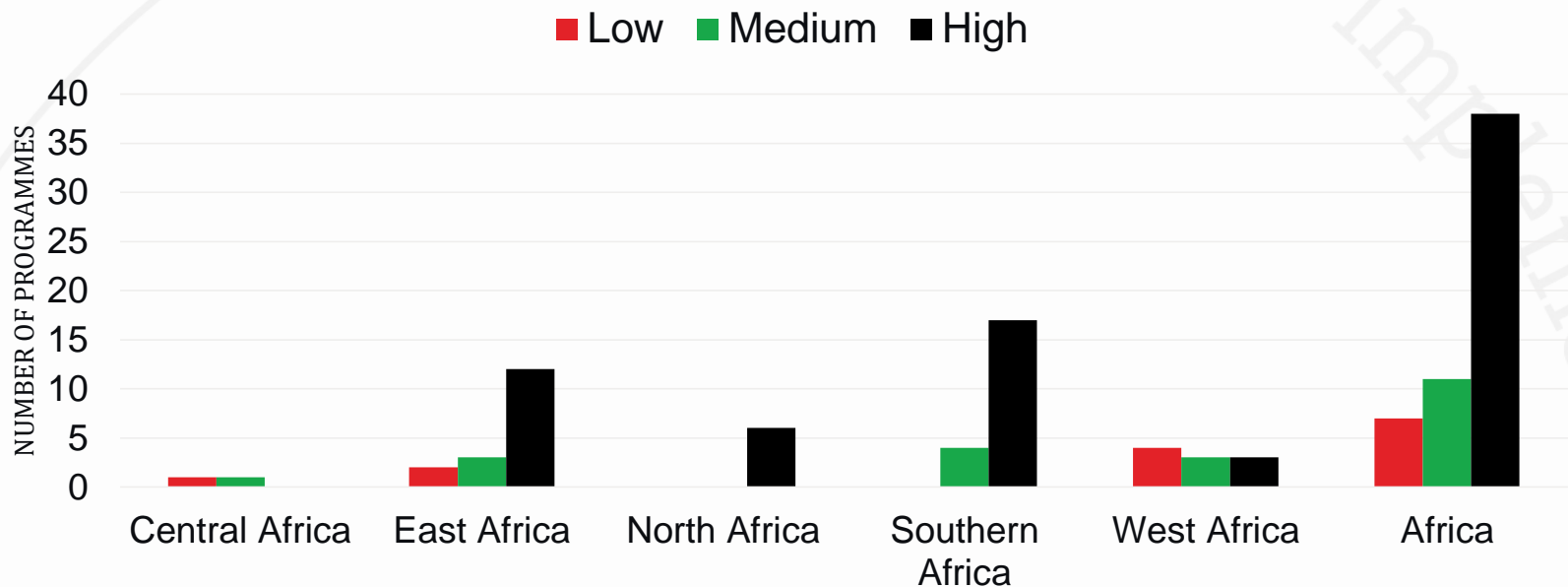




# Centralised administration



## Number of programmes with low, medium and high level of centralisation – regional variation



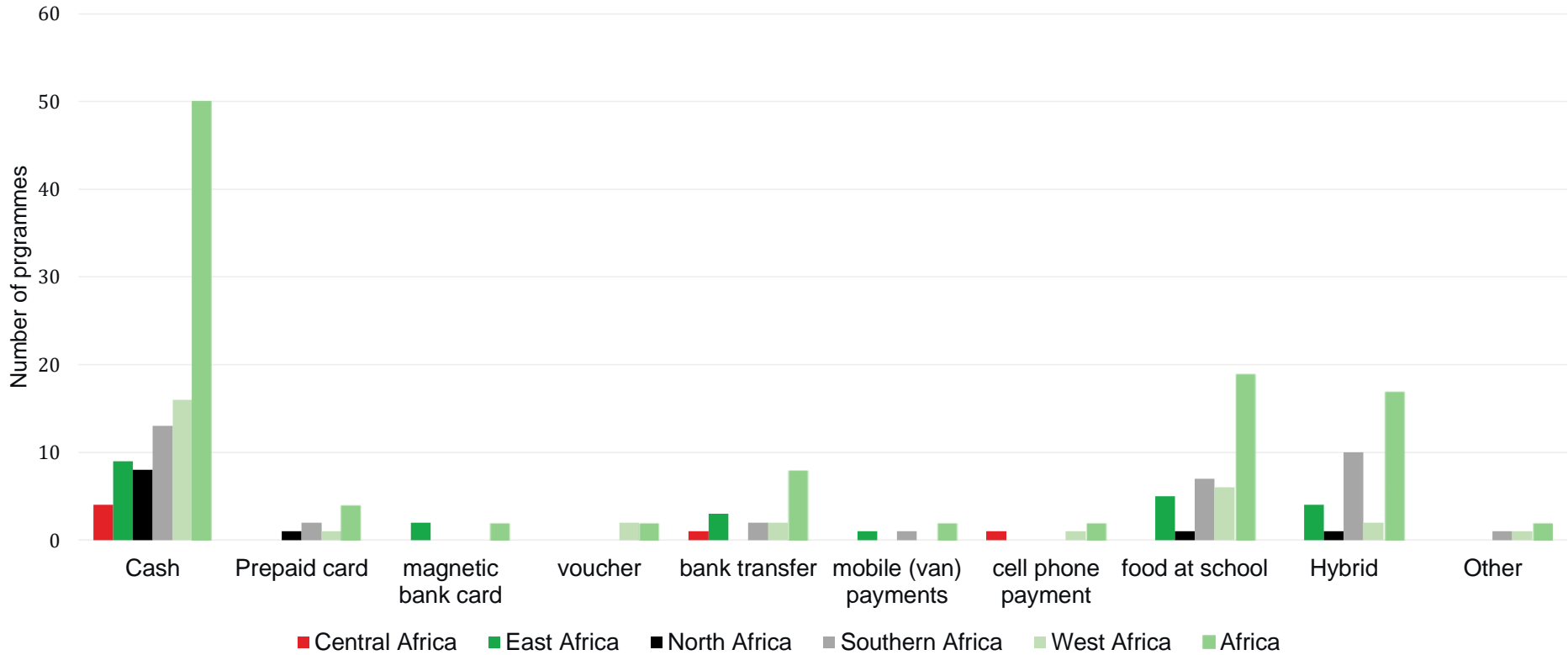
Source: Manchester Database. Information: Whether local authorities have discretion in implementing programs? 1 to 3 with 1 None, 2 Some, 3 Complete

# ***Permanent technical capacity and ability of countries to take over the core functions of social protection administration still impaired***



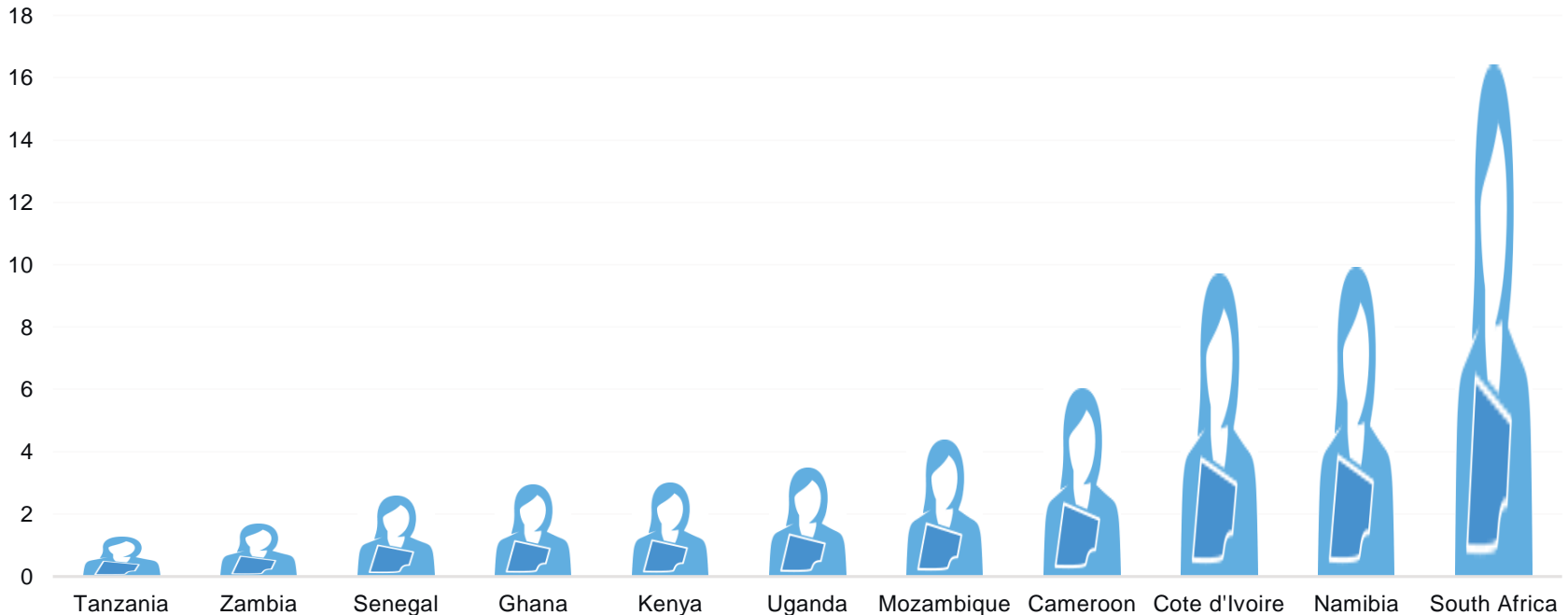
- **Stronger domestic involvement in oversight functions**
- **Lack of a 'footprint' of social protection administrations**
  - scarcity of a social service workforce,
  - spread thinly across the country and competing institutional obligations.
  - well-equipped and empowered social service workforce is critical
  - Lack of automatized payment systems, resulting in delays
  - Problems in meeting demands for case management
- **DPs would like to take a longer term approach to capacity building, but**
  - affect pace of reforms
  - Thus overload capacity of governments to absorb reforms
  - Thus use of alternative administrative systems

# 'Labour intensive' preference for cash





## Number of government social workers per 100,000 Inhabitants



Sources: Western Africa (2011 data) <http://www.cpcnetwork.org/wp-content/uploads/2014/10/UNICEF-WCARO-Social-Work-Mapping-FINAL-27-November-2014.pdf> ; ; and Southern and Eastern Africa <http://www.socialserviceworkforce.org/state-social-service-workforce-2015-report> ; for Namibia, Social protection floor Assessment 2014

# *Institutional control and formal accountability mechanisms.*



- Sustainability of social protection systems depend on the perception of their continued legitimacy and responsiveness to public expectations.
- The development of sound accountability and control systems requires
  - internal mechanisms (e.g. grievance mechanisms)
  - social accountability institutions (parliamentary oversight, audits, ombudsmen)

**With increased complexity of delivery systems in different realms (technological, financial, quality service standards, etc.), and size of tax funded benefits grown, so will public scrutiny;**







# ***Insufficient focus on reliable domestic systems for M&E, Research, learning and adapting.***



- Evidence base and its use has grown (Ex. UNICEF/FAO Transfer project)
- More participation of governments in directly commissioning of research (this leads **Government to be the agency and advocate for the change** in the decisive policy fora)
- Availability of administrative data is limited
- More research on institutional and administrative bottlenecks of delivery systems needed








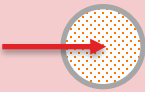

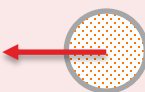



- Conclusion:

- Two 
- Four  1,  2,  and 1, 
- One 

# summary



Areas of institutionalization	Traffic light	Changes
<i>Consistent and sustained strategy across political cycles or socio economic conjunctures</i>		
<i>Role of State:</i> <ul style="list-style-type: none"> <li>- <i>fiscal commitments</i></li> <li>- <i>national Legislation</i></li> </ul>		
<i>Rules are more stable</i>		
<i>Coordination for</i> <ul style="list-style-type: none"> <li>- <i>policy (horizontal) and</i></li> <li>- <i>execution (vertical)</i></li> </ul>		
<i>Technical capacity and ability of countries to take over the core functions</i>		
<i>Institutional control and formal accountability mechanisms</i>		
<i>Domestic systems for M&amp;E</i>		





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## THANK YOU FOR YOUR TIME