Topic # 3

Fragmentation of Social Safety Nets: Institutional challenges
Outline

- Why Fragmentation? Overview on the reasons and levels of SSN program fragmentation (Inas)
- Case studies of Pakistan (Shereen), Kenya (Stefanie), and Madagascar (Patricia)
- Provide background information, covering the status of the SSN in each country, reasons for the fragmentation, and recommended solutions
- Key Messages to prevent fragmentation and strengthen SSN systems (Antoine)
Team Members

1. Shereen Mustafa (Pakistan)
2. Rakotonirina Miarisoa Patricia (Madagascar)
3. Narimanantsiory Rafidisoa (Madagascar)
4. Feleke Jember (Ethiopia)
5. Inas Ellaham (WB)
6. Charity Killu (Kenya)
7. Stefanie Bitengo (Kenya)
8. Boureima Adamou (Niger)
Why Fragmentation in SSN?

**Policy**
- Absence of social protection policy
- Sector specific policies for SSN programmes
- Absence of legal frameworks
- Inadequate political commitment

**Institutions**
- Lack of clarity regarding institutional structure
- Lack of clear roles and responsibilities among institutional actors
- Lack of harmonized action plans, standards and processes (SOPs)

**Implementation**
- Duplication of efforts by humanitarian actors
- Lack of coordination among ministries
- Lack of enforcement mechanisms
- Lack of trained and skilled human resources to implement SSN Programs
- Lack of database to efficiently harmonize and manage MIS
Pakistan overview: country & SP Programs

- Population: 200 M (60% youth)
- GDP growth: 5.79%
- 4 provinces & 2 regions
- Poverty (below 1.9 USD): 29%
- Expenditures on SP programs: 0.58% of GDP

<table>
<thead>
<tr>
<th>Name</th>
<th>Beneficiaries</th>
<th>Amount (Rs.Millions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees Old Benefits</td>
<td>405,460</td>
<td>17921</td>
</tr>
<tr>
<td>Workers Welfare Board</td>
<td>-</td>
<td>348.801</td>
</tr>
<tr>
<td>Zakat</td>
<td>-</td>
<td>7570.910</td>
</tr>
<tr>
<td>PPAF</td>
<td>933083</td>
<td>9207</td>
</tr>
<tr>
<td>PBM</td>
<td>-</td>
<td>2183</td>
</tr>
<tr>
<td>PM Insurance Program</td>
<td>3.1 M</td>
<td>50000/250000</td>
</tr>
<tr>
<td>BISP</td>
<td>5.4 M</td>
<td>165000</td>
</tr>
</tbody>
</table>
Status: SSN
Fragmentation in Pakistan

Policy
- Social protection strategy never implemented
- No legal framework at the national level
- Sector-specific policies available (education, agriculture, labor, health)

Institutions
- Too many programs
- Lack of coordination between ministries, departments, and programs
- May or may not be program specific action plans (nutrition support program)

Implementation
- Unified social registry that requires update
- No enforcement mechanisms
- No harmonized M&E framework
- Disintegration of systems
Challenges: SSN Fragmentation in Pakistan

**Policy**
- No Policy at the federal level
- SP and SSN are mandates of provinces

**Institutions**
- There is no poverty tracking mechanism
- Absence of clear roles and responsibilities between federation and provincial
- Lack of capacity to cater for the needs of target population

**Implementation**
- Issues of Coordination (intersectoral and program levels)
- Capacity of HR to engage with communities
- Payment systems not robust and vary from program to program
- Weak M & E
Solutions for Pakistan

Policy
- Policy framework at the federal level
- Updating of registry with sharing protocols (vertical and horizontal)

Institutions
- Redesign the existing programs with targets and using the single registry
- Establishing SP authority at provincial level
- Graduation Programs
- BISP continuation

Implementation
- Every sector implements SP programs through SP authority
- Continuous capacity development of HR
- Introduction of technology and payment delivery mechanism
- M&E
Kenya overview: country & SP Programs

- Population: 48.5 M (35% youth)
- GDP growth: 5.5%
- 47 county-governments
- Poverty (below 1.9 USD): 36%
- Expenditures on SP programs: 0.3% of GDP

<table>
<thead>
<tr>
<th>Cash Transfer Program</th>
<th>No. of Beneficiaries</th>
<th>Allocation 2010/11 (Billions)</th>
<th>Cumulative 4 years (Billions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Orphans and Vulnerable Children</td>
<td>365,232</td>
<td>8.53</td>
<td>33.7</td>
</tr>
<tr>
<td>Older Persons</td>
<td>323,861</td>
<td>7.56</td>
<td>22.2</td>
</tr>
<tr>
<td>Persons with Severe Disability</td>
<td>41,685</td>
<td>1.24</td>
<td>3.9</td>
</tr>
<tr>
<td>Hunger Safety Net Program</td>
<td>89,292</td>
<td>2.14</td>
<td>6.2</td>
</tr>
<tr>
<td>Universal Elderly Pension 70 years above</td>
<td>530,000</td>
<td>6.50</td>
<td>-</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1,350,070</strong></td>
<td><strong>25.00</strong></td>
<td><strong>66.00</strong></td>
</tr>
</tbody>
</table>
Status : SSN Fragmentation in Kenya

Policy
- Social protection policy in place (2011) however sectoral-specific policies with no central coordination
- No legal framework

Institutions
- Administrative coordination body of social protection in place but not legally binding
- Unclear roles and responsibilities between institutional actors of the sector

Implementation
- Existence of program beneficiary registries & Single registry (SR) at the same time
- Humanitarian actors running parallel initiatives
Challenges: SSN Fragmentation in Kenya

**Policy**
- Inadequate stakeholder compliance to the policy

**Institutions**
- Lacking central authority for enforcement
- Weak coordination and collaboration of players (including county governments) and interventions in the sector
- Reliance of goodwill from actors in the sector
- Competing priorities that result in duplicity of efforts

**Implementation**
- Increasing need for social protection while coverage remains low
- Multiple approaches to implementation of SP interventions
- Benefit value while low (not indexed to inflation) also differs across programmes
- Inadequate data/research to inform programming/interventions in the sector and assess sector impact
Solutions for Kenya

**Policy**
- Policy under review to address gaps and capture emerging concerns in the sector
- Establishment of a National steering committee on SP - to spearhead harmonization of sectors
- Development of strategic sector documents - SP investment plan, SP sector review report-2017, and SP Sector 5-year strategic plan
- Development of SP coordination bill on-going

**Institutions**
- Establishment of National Social Protection Secretariat
- Creation of a social assistance unit (SAU)- *consolidation of CTs under Ministry*
- Proposal to establish a coordination agency with clarity on roles & responsibilities through legislation

**Implementation**
- Promotion of HTM for SA programmes in the country
- Enhancing functionality of SR to include module on Social Registry
- Roll out of a common payment platform, C&G mechanism for SA programmes
- Development of the sector Monitoring & Evaluation Framework
- Rolling out a cash plus programme
- Establishment of Community of Practice - Kenya Chapter
Madagascar overview: country & SP Programs

- Population: 24 M (40% youth)
- GDP growth: 4.2%
- Centralized state with 32 regions
- Poverty (below 1.9 USD): 71%
- Expenditures on SP programs: 0.16% of GDP

<table>
<thead>
<tr>
<th>Name of programs</th>
<th>Beneficiaries (household)</th>
<th>Amount (USD)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cash Transfert Human Development</td>
<td>39000</td>
<td>11 500 000</td>
</tr>
<tr>
<td>Money against productive work</td>
<td>32500</td>
<td>14 700 000</td>
</tr>
<tr>
<td>Let us Learn</td>
<td>6000</td>
<td>1 000 000</td>
</tr>
<tr>
<td>Cash Transfert without condition</td>
<td>65000</td>
<td>25 500 000</td>
</tr>
<tr>
<td>Community works</td>
<td>11000</td>
<td>12 137 636</td>
</tr>
<tr>
<td>Desaster assistance</td>
<td></td>
<td>4 000 000</td>
</tr>
</tbody>
</table>
Status: SSN Fragmentation in Madagascar

**Policy**
- Policy in place but not used by most key actors
- Legal framework for non-contributive social protection is available but not in force

**Institutions**
- Weak leadership of the Ministry in charge of social protection
- Social protection and labor are two different ministries
- SSN coordination structure (internal and external partners) led by Ministry of social protection not fully operational

**Implementation**
- Unique registry of beneficiaries not existing despite a dedicated legal framework
- No unique social registry
- Fragmentation of beneficiary registries amongst actors
- Each program has its own design
Challenges in Madagascar

- **Policy**
  - Common understanding/interpretation about social protection
  - Effective implementation of framework and law of social protection

- **Institutions**
  - Strengthening the leadership of Ministry in charge of social protection
  - Sharing exact and up-to-date information with all stakeholders

- **Implementation**
  - Inclusion and integration of all stakeholders at all level of the process
  - Harmonization design of program
Solutions for Madagascar

**Policy**
- Full implementation of Social Protection Policy and action plan
- Elaboration of implementing decrees of social protection laws

**Institutions**
- Fully institutionalized and operational SSN coordination structures
- Fully institutionalized Monitoring and evaluation of SSN programs
- Strengthening of institutional capacity

**Implementation**
- Implementation of unique identity, unique register of beneficiaries and social register
- Harmonizing SSN program implementation between government and external partners
- Strengthening communication around SSN programs
Key messages to prevent fragmented SSN programs

No one size fits all solutions, but we recommend:

➢ Development of policy and legal frameworks;
➢ Strong political buy-in from high level decision-makers;
➢ Clear institutional architecture for effective SSN program coordination, implementation and harmonization;
➢ Continuous collaboration amongst SSN institutional key actors (monitoring & evaluation; information, data sharing) to improve SSN performance over time.
Thank you