



MINISTRY OF GENDER, LABOUR
AND SOCIAL DEVELOPMENT



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EXPANDING
**SOCIAL
PROTECTION**

Making SAGE successful in Karamoja

ESP Strategy Meeting
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Overview

- Strategy in Karamoja within the wider context of SAGE strategic decision making.
- Background to inclusion of Karamoja in SAGE pilot.
- Key challenges and opportunities for SAGE in Karamoja.
- Progress, plans and outstanding questions.
- Food for thought...

Karamoja strategic issues within the wider SAGE strategic context

Some key strategic issues:

- How should the final LCD targeting mechanism (for VFSG) be finalised and approved?
- How should SAGE be coordinated with complementary services and programmes?
- How will we manage a participatory monitoring, evidence and learning process that feeds into policy-making?
- How can the work of district SAGE Units be sustained by local governments?
- How can transition and operational continuity be achieved?
- How can we ensure SAGE is properly understood by political actors?
- How can we promote competition and choice in payments delivery?
- **How can SAGE be successfully implemented in Karamoja?**

BACKGROUND TO INCLUSION OF KARAMOJA IN SAGE

- Karamoja excluded from the 2007 design for a cash transfer pilot because considered too difficult.
- However, in 2009, a study commissioned by Irish Aid concluded that design simplifications meant that it was now possible to consider inclusion of districts in Karamoja within the pilot.
- Two districts in Karamoja (Moroto and Nakapiripirit) were therefore added to the roll-out plan.
- Moroto and Nakapiripirit sub-divided in 2010 to create Napak and Amudat within the same geographic limits of the original districts.

BACKGROUND CONTINUED

- However, the 2009 Irish Aid study concluded that a number of amendments might be needed for SAGE to be successful in Karamoja.
- The Secretariat also commissioned additional data gathering in late 2010.
- These two processes identified key challenges, opportunities and questions to be answered.
- The big question: how can a programme which is intended to be relevant and appropriate nationally be successfully implemented in Karamoja?

SOCIO-POLITICAL CHALLENGES

- **Potential for conflict:** It will be important to implement targeting methodologies that strengthen community cohesion rather than weaken it.
- **Role of traditional authorities:** Engaging traditional authorities likely to be critical for community mobilisation, grievance management, dispute resolution and implementing change management procedures (birth and death reporting).
- **Weakness of the social contract:** Attention should be given to the discourse used around the programme; the social contract would be better strengthened by a discourse focusing on “entitlements.”
- **Clear and objective criteria** need to be developed for roll-out of the programme: For Poverty/vulnerability in sub-counties (may need to use proxies).

INSTITUTIONAL CAPACITY CHALLENGES

- All Karamoja districts lack infrastructure and capacity although the situation is worse in new districts where equipment and staff are lacking.
- All sub-counties in the 4 Karamoja districts have at least one ACDO but many do not have a CDO.
- Only 15/27 (56%) Sub-County chief positions filled substantively.
- Only 51/108 (47%) Parish Chief positions filled.

COORDINATION CHALLENGES

- Need for coordination on targeting with humanitarian and cash-for-work programmes.
- SAGE CTs unlikely to be adequate to replace food aid for these households.
- Need to collaborate closely with the health and education sectors to ensure that services can cope with increased demand.
- There is a need to engage the OPM and KWG prior to programme implementation to secure the necessary political support and ‘buy-in’; as well as an entry point into the policy and development discussions on Karamoja.

PAYMENT CHALLENGES CONTD

- **Liquidity:** it is unclear whether existing cash supply will be sufficient to meet the demands of the programme in all areas.
- **Adequacy of transfer value:** Will UGX 22,000 be inadequate in a context where poor market integration and low local production leads to very high food prices.
- **Gender relations:** potential for impact of programme to be eroded by men taking control of cash.

PAYMENT DELIVERY CHALLENGES II

- **Insecurity:** The cash delivery system of the SAGE programme should therefore be set up to reduce the risk of robbery from beneficiaries but this likely to make payments more complicated.
- **Inaccessibility of paypoints:** Local governments estimate that only 80-90% of the population can access a trading or administrative centre which could be used as a payment point.

BIRTH/HOUSEHOLD REGISTRATION CHALLENGES

- 1. Weak institutionalization of birth and death reg.**
- 2. Risk of deliberate and substantial mis-reporting :**
 - Household registration is highly sensitive and strongly associated with the allocation of food aid at all levels.
 - Communities are accustomed to inflating household size and number of households.
- 3. Polygamy**
- 4. Population mobility:**
 - Risk of double registration and targeting.
 - How determine eligibility of people who cross border between Uganda and Kenya?

BIRTH/HOUSEHOLD REGISTRATION CHALLENGES

5. Reluctance to report deaths:

- Taboos surrounding death.
- Very little sensitisation has been done to-date on death reporting.
- Public understanding of the importance of reporting deaths likely to be limited.
- Funeral grants – originally proposed as a solution to incentivising death reporting are unlikely to be an adequate response on their own.

6. Unreliable population data:

- Not only difficult for budgeting purposes but also potentially politically sensitive.

CHALLENGES TO OAG IMPLEMENTATION

- Age assessment should be feasible.
- An old age pension could promote social stability and security by strengthen the authority of the elders by shoring up their economic position *viz-a-viz* young men.
- A significantly lower proportion of the population are aged 65+ in Karamoja than the rest of the country. Could be ineffective and unpopular.

CHALLENGES TO VFSG IMPLEMENTATION

- More operationally complex – in a context of weak institutional capacity.
- Potentially divisive and politically contentious.
- Given high levels of extreme poverty, low coverage rates (15%) may be ineffective and unpopular.
- Challenges associated with household registration. *Is the VFSG viable in Karamoja?*

OPPORTUNITIES

- Potential for SAGE to support transition from humanitarian to developmental programming (i.e by supporting those unable to benefit from cash-for-work and livelihoods activities etc).
- Potential for mechanisms developed for SAGE (especially household registration, targeting and payments mechanisms) to be used as the basis for a safety net for the broader population during humanitarian crises as well as for cash-for-work programmes.

PROGRESS, PLANS AND OUTSTANDING QUESTIONS

Socio-political issues

- Communications strategy under development and to include mechanisms for engaging traditional leaders.

Q: How can SAGE promote constructive engagement between traditional leaders and local government authorities?

Institutional issues

- Additional Karamoja District Liaison Officer to be recruited in April 2011 to provide extra capacity and support.
- Additional district SAGE staff to be recruited for new districts.

Q: How can we work with local governments, MoFPED, Office for Minister of Karamoja to ensure adequate staff are in place to achieve transition and sustainability?

PROGRESS, PLANS AND OUTSTANDING QUESTIONS

Payments delivery

- Preliminary analysis on accessibility of potential paypoints conducted in collaboration with UBOS GIS department.
- PSP ToRs include provisions relating to the need for beneficiaries to make small, more frequent withdrawals (Although recent experience in Kenya suggests the need for adequate investment in an appropriate community-level communications strategy to support this approach).
- Costs to beneficiaries of accessing payment to be incorporated into evaluation.

Q: Given time-lag on impact evaluation data, at what point will we consider investing in mobile paypoints/increasing transfer level to compensate for travel costs?

PROGRESS, PLANS AND OUTSTANDING QUESTIONS

Coordination

- Agreement reached with WFP to analyse EVI caseload data to assess the degree to which SAGE would cover these households.

Q: How can SPS/MGLSD play a more direct and prominent role in policy development and coordination in Karamoja?

PROGRESS AND PLANS

Birth / household registration

- Quality assurance processes being developed by UBOS
- Research to be commissioned on feasibility of household registration and associated household entitlements in May 2011.

Q: How can we work with URSB on reporting of deaths? Might we want to consider supplementary measures for the OAG?

Q: How can wider MGLSD support ESP engagement with URSB and engage in national dialogue on civil registration?

PROGRESS, PLANS AND OUTSTANDING QUESTIONS

Targeting

- *Should we consider revising the age threshold for the old age grant to ensure higher coverage? What would the new age threshold be (50, 55, 60) and how would this be decided?*
- *How and how do we decide on the viability of the VFSG?*
- *If VFSG unviable, should we implement a second targeting mechanism? How important is it that the wider logic of SAGE is reflected in any new targeting mechanism?*
- Alternative targeting options recommended for consideration by design team:
 - OAG for women only (probably 50-55).
 - Old Age Grant + Disability Support Grant

Food for thought...

1. *Should we consider revising the age threshold for the old age grant to ensure higher coverage? What would the new age threshold be (50, 55, 60) and how would this be decided?*
2. *If VFSG unviable, should we implement a second targeting mechanism or simply implement the OAG alone? How would a second targeting mechanism be identified?*
3. *How can SPS/MGLSD play a more direct and prominent role in policy and coordination for a for Karamoja region and get relevant stakeholders involved in SAGE strategic decision-making?*
4. *How can we work with local governments, MoFPED, Office for Minister of Karamoja etc to ensure adequate staff are in place to achieve transition and sustainability?*