



Social Protection Review 2019

Final summary report

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Government of Uganda

**Ministry of Gender, Labour and Social
Development**

1. Introduction

Uganda started on the road to establishing a social protection system with the approval of the national social protection policy (NSPP) in 2015. This policy has the mission of establishing comprehensive social protection services to address risks and vulnerabilities. A programme plan of implementation (PPI) was also developed to provide guidance on how to implement this new policy, given the newness of this area of work in Uganda.

This social protection sub-sector review assesses progress with implementation of the national social protection policy and its PPI since 2015. Its scope is the entirety of the social protection sub-sector, its policies, laws, plans and activities. It compiles and weighs the evidence to look at progress since the last SP sector review in 2014, the achievements that have been made, the challenges that have been faced, and sets out proposals for how the performance of social protection in Uganda can be enhanced in future.

The case for social protection in Uganda has been convincingly evidenced in recent years. It hinges on investment in social protection improving human capital, national development and growth rather than being simply a cost. Recent research in Uganda and more widely points to growth impacts from investments in social protection being comparable to those of investment in infrastructure. Social protection also enhances the benefits arising from other investments such as in health and education by addressing demand-side constraints to accessing other services. The potential demographic dividend in Uganda is not automatic and will be capitalised on when human capital is developed sufficiently to take advantage of opportunities. Social protection has a huge potential role in this.

2. Wider context for social protection

Uganda has suffered a period of lagging growth which has limited resources for spending, though resources are expected to improve in future. Economic growth and human capital development in Uganda have both fallen behind neighbouring countries over the last decade. Growth is expected to recover over the medium term but risks to growth remain. In addition, available resources for social spending have been limited by the government's focus on infrastructure and energy, and much infrastructure spending has been financed by borrowing which has tightened the fiscal context. Economic growth and gradual improvements in tax administration and policy and infrastructure projects ending should improve available resources. But, there is a need to invest more in human capital development.

A young and fast-growing population is exceeding the capacity of the economy to create employment. As a result, the proportion of the working age population not working is increasing. This will need to change to create a demographic dividend. In addition, informality and underemployment remain widespread in Uganda reflecting the high proportion still employed in subsistence agriculture. The vast majority of workers remain uninsured and these are more likely to work in rural areas, with many working in agriculture though many uninsured workers also work in service and industrial sectors. Urbanisation is continuing at a rapid rate in Uganda: the share of the population living in urban areas has doubled since 2012/13.

Environmental hazards have serious economic impacts, especially on the vulnerable, and the refugee population is high. The population of Uganda is vulnerable to a range of environmental hazards, with drought the most common, which have the greatest impact on the most vulnerable. The economic impact of environmental shocks is high, reflecting the ongoing role of rain-fed agriculture in economic growth, and the risk of these shocks is expected to increase. The impact of environmental

shocks needs to be mitigated. In addition, Uganda currently hosts 1.3 million refugees who are vulnerable and in need of support, as are host communities. The increased number of refugees interacts with vulnerability to environmental shocks because many refugees live in marginal agricultural areas.

3. Poverty, vulnerability and social analysis

Poverty and inequality in Uganda have increased recently. Poverty has increased recently after a long period of decline: future growth will need to be more inclusive for further significant poverty reduction. Inequality has also increased. The vast majority of the population are on low incomes with high income insecurity. Eastern Uganda now has the highest poverty rate and the highest population in poverty. The geographical spread of poverty and inequality illustrates the importance of national social protection provision.

Vulnerability remains high at all stages of the life cycle, including children and young people. Social protection is required across lifecycle groups, but supporting children is a priority. Poverty is highest among children who make up half the population. A majority suffer multidimensional poverty and a high proportion have suffered violence. Uganda has high maternal, newborn and child mortality rates compared to other countries and only half of 0-2-year olds have received basic vaccinations. Stunting of 0-4 year olds is still around a third across the bottom three wealth quintiles, though it has improved since the 2014 social protection review. Secondary school attendance has worsened and is very low, particularly for poorer households. Girls face extra challenges such as child and early forced marriage and teenage pregnancy. A high and rising proportion of youth are neither in education or employment. Additional challenges for young people with disabilities are extra costs of living and working. Disability affects the population at all stages of the lifecycle - nearly a quarter of those with disabilities are children.

Vulnerability is also high for those of working age, especially women, and for older people. The labour market participation rate for those of working age is falling and both youth and others of working age often suffer low-wage, insecure and precarious working conditions. Men are more likely to be in the labour force than women, and earn more, while women are more likely to have caring responsibilities and face the additional challenge of violence. Exposure to violence and disability related shocks extends to people living across all wealth quintiles suggesting social care and support needs extend beyond those on lowest incomes. Those of working age are vulnerable to environmental shocks, as are other age groups, with 40 percent still dependent on subsistence agriculture. Older persons have a falling capacity to work and more than half live with a disability. They can become dependent on younger family members affecting older persons' sense of self-worth and generating social exclusion. Older people that work depend on subsistence farming and can be left behind in more marginal rural areas following the migration of those of working age. Older persons have an important caring role themselves – one in six live only with children, and these households have a poverty rate nearly 25 per cent higher than average.

4. Overview of the social protection sector

There have been a number of areas of progress on policy and planning since the 2014 social protection review. The publication of the National Social Protection Policy (NSPP) in 2015 has been a significant step forward. In addition, a draft vision for social protection is being developed to implement the NSPP and set out expansion plans until 2030. The right to social protection in Uganda

is already set out in the Constitution, some existing legislation and national planning documents such as Vision 2040. The current third National Development Plan (NDP3) includes an expanded role for social protection. Uganda has also ratified a number of international and regional agreements related to social protection and committed to the SDGs.

Institutional arrangements set out in the 2015 NSPP have largely been implemented, though not locally. MGLSD is the coordinating ministry for social protection, chairing new coordination committees set out in the NSPP. There are separate coordination structures for shock response and supporting refugees and host communities. Delivery of social protection continues to involve multiple ministries as at the 2014 social protection review. Changes to local government anticipated in the NSPP have not been implemented. Development partners (DPs) have played an important role in the development of social protection in Uganda from the outset, especially on supporting programming.

Social security programmes' coverage remains low and reform of the NSSF and PSPS has been very slow. Ongoing direct income support programmes are the Senior Citizens' Grant (SCG), which has expanded and is due for a national roll-out, and the third phase of the Northern Uganda Social Action Fund (NUSAF3). Overall recipients reached by direct income support programmes has fallen since the 2014 review because of programmes ending. There are other livelihoods and resilience programmes, including those managed by OPM, but these are beyond the NSPP definition of direct income support. Only 5 per cent of the working age population is contributing to social insurance programmes. The main scheme is still the NSSF, for which membership and benefit levels remain low and which awaits reform from a Provident Fund to a social insurance scheme. Reform of the PSPS from a tax-financed defined benefit to a contributory defined benefit pension is still awaited. A major change since the 2014 Review is the operationalisation of URBRA. Health insurance coverage remains very limited.

Element of social protection	Number involved	Coverage %
Direct income support	329,000 in 2018/19	1% of Ugandan population direct recipients 4% of population in supported households
Contributory schemes	Approximately 2.4m of a working age population of 19m	Coverage around 12% of working population 5% of the working age population contribute to mandatory or licenses schemes
Social care and support	Not known due to lack of data, but likely very limited compared to need	Not known

Health insurance	138,000 members of active community-based insurance schemes	5% of the Ugandan population 15 years and over according to 2016/17 NHS
	700,000 people have private health insurance	1.5% of the total population according to Ministry of Health

The NSPP set out provision for social care and support, but this has not been implemented. The NSPP set provision for social care and support, though for separate services rather than an integrated system. Government provision of social care and support at a national scale is small, though there has been some limited progress on gender-based violence, youth and children and older people though not for people with disabilities. Most investments in social care and support have been funded by donors.

Progress against existing plans for the social protection sub-sector as a whole has been limited. National plans with social protection elements include the following: the National Development Plan 2, the NSPP and its Programme Plan of Intervention, the NSPP Roadmap and the Social Development Sector Plan. These show progress in some areas, but these are often process-related areas such as developing strategies, but not on more challenging areas of reform. Only 20% completion of milestones in the Roadmap have been completed. The fact that no progress has been made on high level social care objectives since the 2014 review needs addressing as a matter of urgency.

5. Governance of social protection in Uganda

A number of important institutional constraints currently inhibit the performance of social protection. All of these issues inhibit effective management of social protection, which is a major finding of the review, and so inhibit social protection performance. Unaligned planning, M&E, actor roles, and institutional anomalies contribute to coordination difficulties; the lead role played by MGLSD is muddled when the position of SP in MGLSD itself is unclear; this in turn inhibits engagement with, and coordination of, other MDAs; and none of these issues help MGLSD engagement with MoFPED and NPA over finance for social protection, when the sector cannot be described clearly or convincingly. The major issues are described in following paragraphs.

The social development sector and its sector plan

Implementation of the SD sector plan is overseen by the Social Development Sector Steering Committee (SDSSC) and the Social Development Sector Working Group (SDSWG). The SDSSC was formulated to replace the planned SP cabinet committee but appears not to have TOR and has not met since February 2016 and may therefore be considered to be non-functional. The SDSWG is ‘the apex technical organ that guides evolution of policies, programs and plans for the Sector. Alongside MGLSD it is comprised of other stakeholders namely MDAs, Development Partners, Social Partners, NGO Forum, Private Sector, Academia, Religious and Cultural Institutions’. However review of SWG minutes over the last three years suggests infrequent meetings, uneven participation, and agendas which do not consistently address strategic issues for SP within the sector.

Social protection is described in the social development sector plan (SDSP) as a ‘thematic sub-sector’ but this is inconsistently applied and sits uneasily among other sub-sectors. The five thematic sub-sectors in the SDSP are: Labour, Productivity and Employment; Community Mobilization and

Empowerment; Social Protection for the Vulnerable and Marginalised Groups; Gender Equality and Women’s Empowerment; and Institutional Capacity Development. However, these five areas are predominantly defined as ‘thematic areas’ or ‘thematic programme areas’ and it is not until page 73 that the term sub-sector is used about them. The sections on social protection itself do not use the term sub-sector at all, instead describing it as a thematic area, suggesting the term sub-sector has little meaning in practice and that the five areas are mostly used as the titles for workstreams under the SDSP. And the identification of institutional capacity development as a sub-sector alongside social protection introduces doubt as to what is meant by a sub-sector – which is not defined – in the SDSP.

The SP ‘sub-sector’ in the SDSP falls between whether it focuses only on MGLSD roles in SP and whether roles for other MDAs should be included. The SDSP is mainly the plan of the MGLSD and associated bodies, but reference is made to health insurance, public works and social insurance schemes which fall beyond MGLSD. Issues include the following: no elaboration of the contributory system elements that are considered to fall within social security; the inclusion of youth programmes which do not fit the criteria for SP and are not in the policy and PPI; inclusion of gender-based violence under the gender equality sub-sector and not SP; inclusion of public works programming which is the responsibility of other MDAs (OPM in this case); identification of the equal opportunities commission as a social protection intervention; the fragmentation of social care into its component services across social protection outputs without a system view meaning that social care has no boundary or definition within the SDSP; the lack of clarity about the position of SP and its two pillars within MGLSD; the difficult fit between thematic areas, sub-sectors, strategic objectives, and overall sector priorities.

The policy and planning hierarchy for social protection contains some institutional anomalies. The SP policy is hierarchically above MGLSD and the SDSP. And yet MGLSD considers social protection to be a sub-sector of the SDSP, which would place it below the SDSP hierarchically. Similarly, as illustrated in **Error! Reference source not found.**, the SP thematic sub-committee is the highest level functioning committee responsible for implementation of the SP policy – which sits above MGLSD – and yet is constituted as a sub-committee of the SWG, which falls below MGLSD.

The definition of social protection as a sub-sector is therefore institutionally problematic. MGLSD considers the position of social protection within its own wider ministerial programme as a sub-sector, but the position of the SP policy above MGLSD and the SDSP in the policy and planning hierarchy – and therefore above the social development sector – suggests that from a national perspective it is not really a sub-sector at all. If it is not a sub-sector, then where does it fit into the policy and planning hierarchy and how should it be described? The review wonders if there are other similar situations for other policies and ministries in Uganda for which a similar situation applies, and suggests that further institutional analysis would be helpful here.

Social protection planning and monitoring

There are a number of current SP planning documents which do not always fit neatly together. Some documents do not fit easily together, even if their core agenda, to expand social protection provision, is similar. Current live documents include the NSPP and its PPI, the SDSP, the NSPP roadmap, and budget submissions. M&E frameworks set out in these and in the relatively new SP M&E strategy are not always fully consistent. For example, the SDSP contains targets for ‘output results’ which do not map directly onto the PPI ‘interventions’ and ‘activities’. An example of this is Disability Grants are mentioned in the SDSP but are not among the PPI activities which refer to the SCG and ‘gender sensitive social transfer programmes’. Another example is the new M&E strategy has created a new set of targets within a logframe which, as mentioned in Chapter 4, do not directly map onto objectives and targets in other documents. While different documents may have different purposes and go into

different levels of detail, it is important they nest together transparently rather than giving the impression of being developed as separate processes.

Monitoring is not regularly conducted at a system level. There is no continuous or routine monitoring of progress against targets at a system level; those efforts that do exist are confined to occasional events, and as a result there are major gaps in understanding about what is and is not being achieved. This means that successes are not recognised and challenges are not identified as they happen, and are left to perhaps materialise later on. This has a number of negative consequences: people and organisations are not held accountable for doing what they are meant to do; learning opportunities to build on successes and to address challenges in a timely way are foregone; and overall the level of performance may be lower than it otherwise would have been. Monitoring that does take place tends to be at the programme level and is often donor-driven.

Future social protection planning needs to be aligned across all documents. The analysis in Chapter 4 demonstrates that performance against planning document targets is highly variable. More transparent and consistent planning documentation is a prerequisite to this improving. In the coming year the NDP3, a new SDSP, and a review and revision of the NSPP PPI are due. Alignment of these key documents will go a long way to introducing greater coherence to social protection.

Roles in social protection

The national policy is clear that multiple organisations have roles in delivery and management of social protection. The lead agency for social protection is MGLSD, but there are also roles for other MDAs, as illustrated in **Error! Reference source not found.** above.

Roles for different MDAs in social protection differ depending on the source document. As for planning and M&E of social protection there are a number of live documents which provide different information on the roles of the different MDAs in SP. Different tables are presented in the NSPP, the NSPP PPI, the NSPP roadmap, and in the SDSP. But none of these documents state how they relate to others, and which of these roles tables takes precedence.

The expected roles of different actors in SP are therefore unclear. This raises the question of what are the actual expected roles of different MDAs in social protection, which authority is important in stating these clearly, and therefore what are different MDAs meant to do? Given the long-standing and widespread reports of problematic coordination of social protection in Uganda, it is highly likely that this is an important contributing factor.

Most roles required to address key institutional issues probably reside within MGLSD. MGLSD is the lead agency for social protection, and the natural institutional home for non-LIPW DIS programmes, for much of social care, and for the NSSF scheme. It is also responsible for leading policy, law, planning and the other functions allocated to a lead agency. It is likely therefore that a large proportion of the key roles related to social protection fall within the MGLSD mandate, and that coordination with other MDAs – while nevertheless important – does not affect the majority of the work to be done on social protection in Uganda. If this is true, then poor coordination with other MDAs should not be seen as an excuse for weak delivery against plans, at least where the necessary actions fall within the role of MGLSD.

Current MGLSD structure

The structure of MGLSD is not conducive to aligned implementation of the NSPP. The structure of MGLSD was defined before the SP policy was developed and so is not organised to best deliver the policy, and is not organised along the lines of the two pillars and three components of SP in the

national SP framework. A number of structural anomalies exist, including the existence of SP responsibility outside the SP directorate; a fragmented and duplicated structure of departments within MGLSD's three directorates; and (unlike the other two directorates) the absence of a State Minister with responsibility for SP despite it being one of the ministry's most significant mandates and that with the largest budget.

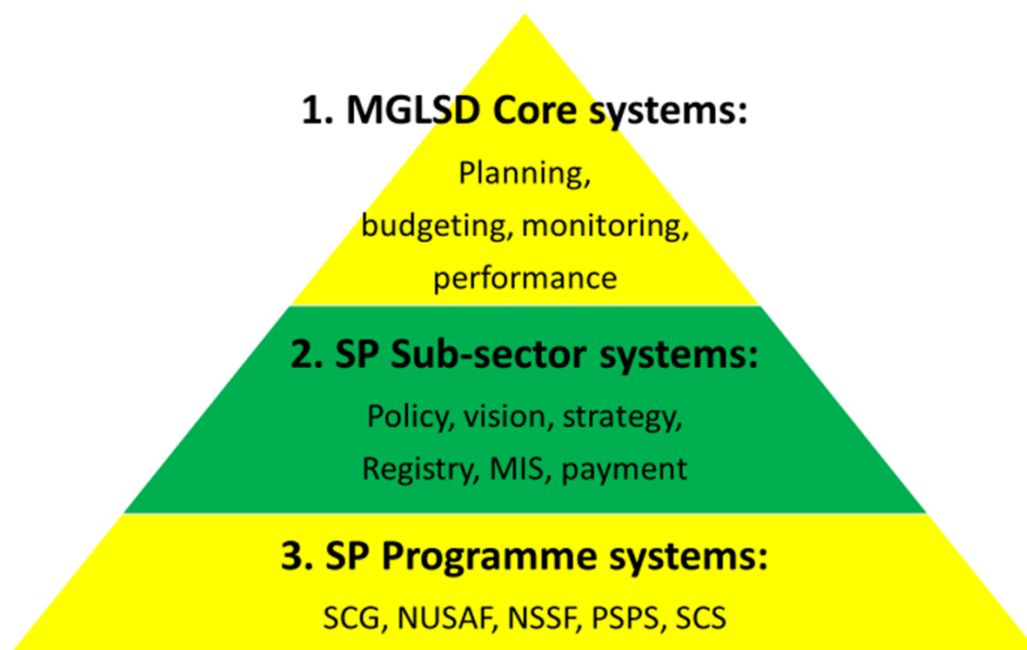
Social protection coordination arrangements

SP is likely to always remain a sector which spans several ministries and so effective inter-ministerial coordination will be essential. A number of coordination mechanisms exist but many committees do not meet as frequently as intended, participation can be poor, and so coordination is not as effective as required. Perhaps a bigger issue is the connection between coordination meetings taking place and effective coordination in practice. The last time the apex cabinet level committee on social development met was in February 2016, suggesting gaps in cabinet level oversight of the sector. The specific details around these issues in Uganda have not been analysed as part of this review, and would benefit from such deeper analysis, but it may be noted that inter-ministerial and cross-sectoral coordination is a standard problem in government in Uganda and elsewhere, for which solutions are often elusive.

A clear vision, system, strategy and stronger MGLSD leadership will help, but will be insufficient to resolve the coordination problem. These will all provide a clearer sense of direction and of roles of different partners and how they contribute to and fall within the whole. However, it is also probable that further specific efforts will be required to address the specific coordination issues faced in the sector. This is at least likely to require: further clarity on the shared framework and specific roles and responsibilities; enhanced understanding and buy-in across all partners; institutionalisation of specific actions into ministerial plans and budgets; more focused, regular and strategic meetings of coordination groups, with influence in practice; and enhanced management and accountability across the sector by MGLSD.

Balance across different levels of social protection system development

Elements of the SP system can be regarded as falling into three categories, or levels. The lowest level of the system comprises programme-specific systems: those required to deliver existing programmes, such as targeting systems, financial management systems, payment systems and complaint and grievance mechanisms. The middle level is the sector-level SP systems, including the single registry, national identification system (which goes wider than social protection), national payments systems (which also goes wider), or an integrated MIS. The top level is the crosscutting systems that need to work for the whole SP system to be effective: strategic planning, budget submissions, strategy, performance management and accountability. A suggested listing of systems in each of these levels is presented below in **Error! Reference source not found.**, but this is subject to further refinement as Uganda's thinking on this issue continues.



The focus on building these systems is currently unbalanced, with more effort put into the lower levels and less on the upper level. This is reasonable since it is important to ensure that existing programmes are implemented effectively if they are to achieve their potential impact, and to play a demonstration role for the wider development of the system. Effort on the middle level has focused on joint efforts towards a single registry and associated MIS work, but this remains partial and there remain several important gaps, discussed in Chapter 8. Going forward, there is a need for systemic effort to enhance the ability of the SP system to function overall and to put more focus on the highest level of system development.

Developing a comprehensive system for social protection

The ‘comprehensive SP system’ that is the focus of the NSPP has yet to be fully elaborated. The NSPP proposes as its central strategic objective the development of a comprehensive SP system in Uganda. This was stated to the review by most stakeholders as the key focus of SP sector efforts. However, this system has not yet been described in all its elements, including programmes as well as wider system human and physical infrastructure and governance arrangements. There is a lack of clarity about what the system entails in its entirety. The focus on individual SP programmes is evidently distracting from appreciation of the value of foundational systems necessary for the sector to work. Without a clear understanding of this system it will be difficult to put it in place.

Some necessary elements of the future system can be anticipated now. It will need to contain five elements. **First**, the system will need to specify its scope as per the agreed definition. **Second**, it will need to elaborate on the institutional arrangements for the sector, the roles and responsibilities of all actors, at all levels, and the governance arrangements which guide them. **Third**, it will need to specify the programmes and services expected under each of the three elements and two pillars. **Fourth**, it will need to define the operational systems that will need to be in place and function effectively in order for the system to work. And **fifth**, all of these things will be shaped by the longer-term vision and trajectory for the social protection system – as is currently being developed under the SP vision process. These elements are all captured in **Error! Reference source not found.**, and this should be developed as the key questions are addressed.

The vision for SP programmes can be the starting point, followed by a strategy to develop the comprehensive system. There is, as yet, no clear strategy on how to move the sector forward. The policy sets out strategic **objectives** and elements of the sector; the PPI sets out **actions** over a five-year period to implement the policy; the roadmap complements the PPI by providing **guidance** to sector stakeholders to facilitate proper planning, effective coordination and regular review of progress; the SD sector plan lists **activities** to be conducted by the sub-sector; and the draft vision paper presents some ideas on how programmes will unfold over the next decade (at the moment, restricted to social security programmes). But the strategy MGLSD will follow to build the comprehensive system for SP, and which will address all the key questions that this will entail, is not currently clear. It will be important to represent this strategy through existing plans, rather than creating another parallel planning process. The review suggests that a revision to the NSPP Roadmap and also the new NSPP PPI in 2020 will be already-institutionalised vehicles for capturing the strategy; the strategy can however also be an informal one, owned by Director Social Protection and the Permanent Secretary MGLSD. Hopefully this sector review will assist with thinking through some of these issues.

The systems agenda

Priority should now be allocated to addressing the social protection systems agenda. The systems agenda has two main components: **First** the recognition that systems required for effective social protection can broadly be considered as falling into three levels: 1. Core government systems; 2. Social protection sector systems, and 3. Social protection programme systems. Efforts to date in establishing social protection have mainly focused on programme systems, with some attention to sector systems, but with little attention paid to the core government systems, such as those described in the paragraph above. All of these levels need to be effective if social protection itself is to be effective. And so a rebalancing is required to strategically decide which systems are in need of enhancement. **Second**, the national policy envisages establishment of a comprehensive system for social protection, but this system has yet to be defined, or its elements described. Having a clear idea of the future trajectory will focus efforts around a single vision, and will help address the current fragmentation seen in the sub-sector.

Further institutional challenges arise within the specific components of DIS, social insurance and social care. In DIS the issues are the definition and scope of DIS; legislation to support DIS programming; public works; shock-responsive social protection; and refugees. Social insurance issues include the definition of social insurance; the legal framework and legislative reform; and the institutional framework. Social care issues include the definition of social care and support; understanding social care as a system; coordination across institutional boundaries; and legislation and regulation of social care.

These institutional constraints are key contributors to the low performance of social protection and addressing them will likely have a major impact on performance. The review suggests that the issues analysed in this chapter play a major role in the current low levels of overall performance on social protection. They represent the foundational systems and processes that are required for the whole sector to work, and which will need to be addressed to build a sustainable system that works into the future. It may be tempting to focus on what may be perceived as an arena of greater control – for example through delivery of specific programmes. But the review analysis is clear that these issues will need to be addressed at some stage for social protection to move to the next level, and so the sooner this is done the better the future will be.

Most of these institutional constraints are in fact within the control or under the leadership of MGLSD to resolve and may be considered as ‘low-hanging fruit’. Analysis presented in chapter 5 demonstrates that most of the institutional issues can be addressed within MGLSD, and others can be mainly addressed through processes that MGLSD can lead. This is important because it means that it

is not necessary to fix problems which have persisted for some time and are perceived as difficult – such as coordination – before the work can start. While our political economy analysis means it is important to understand the power dynamics influencing any reform, it is possible for immediate action on planning, M&E, clarity on roles, alignment of SP within the system. Forthcoming preparation of NDP3, the next SDSP and revision of the NSSP PPI are urgent opportunities which must be taken. This will establish a far better basis for engaging in the more challenging issues such as structural reform, coordination and financing.

The key issue binding the institutional issues is management, and this will require enhanced sector leadership. Improving management of the social protection agenda will undoubtedly go a long way towards improving social protection delivery and results. But enhanced management will require stronger and more strategic leadership of the agenda. Supporting the structures and positions in MGLSD whose role it is to provide such leadership is an urgent priority.

6. Expenditure and financing of social protection in Uganda

Social security spending has risen to 0.9% percent of GDP, but this reflects increases in NSSF and PSPS while direct income support spending is static and social care spending is unknown. NSSF and PSPS spend increases are a result of a growing number of recipients, and together they account for 84% of social security spending. DIS spend at 0.06% of GDP is low by international standards, and total social spending is a falling share of government spending. Spending on social care and support is mainly from development partners but government spending on social care and support is not readily available.

The share of social security financed by government is unchanged while the share from contributions has increased and the share from development partners has decreased. DIS remains mainly financed by development partners, but government now funds the majority of the senior citizen grant. Expansion of social security should come from core tax revenues. Modelling for the SP vision suggests this will still allow room for expansion plans in other sectors to be implemented, because of the gradual expansion of support and the increasing revenue pot as a result of economic growth. For social care the system remains inadequately defined to be able to develop a costing for its future implementation. Arrangements for financing shock-response will need to be developed if this area of activity is to be expanded in future, and any decision on eligibility of refugees to core social protection will also have funding implications.

7. Assessment of individual social protection programmes

Available information for the senior citizen grant and NUSAF3 suggests acceptable levels of performance and value for money, with more analysis currently available for SCG. Coverage of the two programmes is low compared with need, and impact data suggests SCG enhances consumption and reduces monetary poverty. There is little analysis on adequacy for either scheme. Sustainability of programming and result for SCG appears positive due to its core funding, but NUSAF3 is largely World Bank-funded and so depends on continued resourcing. The effectiveness of targeting requires further investigation for NUSAF3, as does value for money metrics. NUSAF3 has a shock-responsive element that was used in 2016.

Contributory social security remains under-developed. The second and third tiers of mandatory and voluntary contributory social security have low legal coverage, and the scope of risks covered is very limited. Efforts to bridge this gap through voluntary schemes have had little impact, and most workers

in Uganda are not in a position to benefit from social insurance. NSSF membership is low, and there is a gender gap among existing members. Benefits under NSSF are inadequate, due to the inherent weaknesses of provident funds, and it is proposed to convert NSSF lump sums to periodic benefits at retirement. The PSPS also has inadequate benefits and suffers delays in disbursements. A multi-tiered social protection system is required to cover all that require support, regardless of whether they can pay into contributory schemes or whether they are in the formal or informal sector.

Equitable and adequate access to social care and support is limited because there is no overarching government-led framework for provision. Provision is primarily donor supported, and limited to small-scale interventions at local level that achieve short-term results. Lack of oversight means that quality of direct provision and consequent impact cannot be assessed. Rates of return for social care and support, are not available but the short-term nature of current support suggests investments are neither effective nor efficient.

8. Social protection operations and business and administrative systems

Government of Uganda has made considerable investments towards strengthening and enhancing the operational processes in social protection programmes, and progress is ongoing:

- **Registration:** Since 2014, there has been significant improvement in adoption of more efficient and accountable registration mechanisms for direct income support programmes. But, challenges remain for example in identifying and registering persons with disabilities.
- **Enrolment:** Identity documentation remains a key constraint in the process of enrolment
- **Payment systems:** There have been improvements in DIS payment delivery, including on accountability, but gaps remain and rigorous assessment of efficiency and effectiveness has not been undertaken
- **Complaints and grievance:** There has been an improved common approach to C&G mechanisms in DIS programmes
- **MIS:** Major progress has been made in adopting an integrated approach to management information systems for social protection and developing a Single Registry, though some gaps remain
- **M&E:** There is need to coordinate monitoring processes across all DIS programme operations
- **Capacity:** Significant capacity gaps in delivery of DIS programmes still exist, especially in local government
- **NSSF:** has achieved good investment performance since 2014 and has improved compliance among active members, but non-registered enterprises are a challenge. NSSF has a national presence and has excelled in day-to-day operations and service delivery
- **URBRA:** URBRA has played a key role in regulation, including third-tier occupational and voluntary schemes
- **PSPS:** The PSPS has benefitted from the new Integrated Personnel and Payroll System (IPPS), and has improved service delivery in the context of wider public service reforms.

- **Social care workforce:** there are not enough people in post in local government to deliver services, and there has been a tendency to rely on volunteer community cadres supported by CSOs
- **Social care operations gaps:** investments in workforce and infrastructure, mechanisms for referral, multi-sectoral coordination and systematic regulation of CSO and private sector providers is required
- **Case management:** is on a project basis and is not systematised nationally.

9. Conclusions

Social protection remains a relatively new area for government in Uganda, but much work has been put into developing the sub-sector. This includes putting in place policy, legislation, operational systems and programmes to enable its contribution to national development objectives. Key achievements include:

Direct Income Support:

- The approval by cabinet of the national policy and the development of the PPI to implement the policy;
- The decision to roll out the Senior Citizens' Grant (SCG) nationwide and government resources now providing the majority of funds for the SCG;
- The provision of significant, geographically-focused coverage through NUSAF3 and the development of Uganda's first shock-responsive financing mechanism; and
- The development of the Single Registry and programme management information systems, as well as improvements in payment delivery mechanisms and some other systems

The contributory system:

- Establishment of URBRA and the regulatory environment, which now subjects funds to licensing and reporting requirements, and has potential to limit corruption;
- Forward motion on the NSSF Amendment Bill, which would increase the legally covered population (extends to all employers, regardless of size) and makes important changes to governance (tripartite representation on the Board);
- Initiated review of Workers Compensation Act, which could bring about mandatory risk pooling for employment injury; and
- Additional clarity on the PSPS reform, even if slow, where URBRA has confirmed maintenance of the defined benefit structure but to implement a pay as you go financing structure.

Social care and support:

- The development of new policies on early childhood development (ECD) and youth;
- Operationalisation of the National Council for Older Persons;
- New strategies, such as MLGSD's Alternative Care Framework which supports prevention of separation and family-based care (rather than residential institutions);

- Gender Based Violence (GBV) and Orphans and Vulnerable Children (OVC) data bases managed by MGLSD; and
- Development of the conceptual model for social care which begins to move towards establishing clarity on the future social care system.

The place of SP in the provision of government services in Uganda has been increasingly established in the last ten years, and since the 2014 review. The key question now is how it moves to the next level, towards the establishment of a comprehensive national system with comprehensive national coverage, as envisaged in the national social protection policy. Despite some scepticism around the suitability of social protection in Uganda at the current time, SP is increasingly institutionalised within national plans and budgets. But coverage of programmes remains low, and the argument over expansion of funding is far from resolved. Securing transformative funding will be an important focus of discussion and advocacy going forward.

The focus of future effort for social protection now shifts from establishing a presence and a legitimacy for social protection towards building a comprehensive system. The national vision for social protection as envisaged by Vision 2040, the emerging NDP3 and the national social protection policy itself, requires a considerable broadening and expansion of provision across the two pillars of social security and social care. Enabling this broader and expanded provision will require a strong focus on development of the logistics and funding for a comprehensive system for social protection, and putting in place the institutions, systems, and programme capacity that need to be effective for the comprehensive system to deliver as intended.

Across social protection

Poverty and vulnerability in Uganda remain high and, as a result of vulnerability, incomes remain highly volatile. More than 70 percent of the entire population are vulnerable to falling into poverty, and using the international benchmark of USD 3.20 (PPP), 70 percent may currently be already considered below the poverty line. Does this matter? Yes it does: a poor and vulnerable population will have severely constrained livelihood options and will make risk-averse decisions when it comes to investments in productivity, and also in basic needs such as health and education. Human capital indicators will remain low and very hard to shift. There will be little chance of Uganda capitalising on the potential demographic dividend, and long-term growth will be threatened, when security of livelihoods is so precarious for such a large proportion of the population.

Spending on social protection is too low, inhibiting growth and development and the implementation of government policies and plans. Uganda is constrained by a very limited discretionary cash budget which limits the room for manoeuvre for increased social protection spend. However, government spending remains imbalanced when only 0.15 percent of GDP is allocated to direct income support, which is very low by comparison with other developing countries. Impact evaluation evidence from the SCG and modelling by MoFPED suggests high returns to investment from increased spending on social protection, from both the direct benefits it will generate and the impact it will have on the returns to investment in other sectors such as health and education. A key reason is that investments in supply of basic services do not address the significant demand-side constraints that inhibit access to those services, whereas this is a key result of social protection investments. Because of the impact on growth and improved tax policy and administration on tax revenues, there is scope for increasing spending in a gradual and phased way while still allowing other sectors to expand. Whether or not spending becomes more balanced depends on decisions made through the budget process which in turn depends on the effectiveness of the case made by advocates for social protection.

A number of important governance and institutional challenges hinder SP sub-sector performance.

Many can be addressed with a clear plan and good leadership: ensuring adherence to the policy and defining social protection unambiguously; settling on and committing to implementation of the longer-term vision; defining more clearly the SP system and focusing all efforts towards putting in place critical building blocks in a sensible order and timeframe; and developing and implementing a clear strategy by which social protection will be built in Uganda in coming years. Others are more systemic: addressing the structural anomalies identified in this report; the difficulties encountered in achieving effective coordination of social protection efforts; and introducing clarity into the institutional identity of social protection in Uganda and its fit into wider government systems and plans.

These institutional and systems issues will be the most important in defining sub-sector performance in future, and together define a 'systems agenda'.

Addressing the various institutional issues identified in this review represents the systems agenda going forward. Within the framework of building a comprehensive system for social protection, it will be necessary to get the framework for social protection, and its foundational systems, right to allow other efforts to come together. Tempting as it may feel to 'get on with it' and focus on programme-level design and delivery, the higher level systems and a strategic balance across the three levels of the systems hierarchy must be the focus in coming years if Uganda is serious about building its comprehensive system.

There have been many achievements in this relatively young sub-sector, but delivery against plans has been poor.

This review found that only 20% of expected actions in the PPI – the vehicle for implementing the national policy – have seen any progress since the 2014 review; and that performance against objectives set out in the NSPP Roadmap and the Social Development Sector Plan has also been patchy, especially on progressing social insurance and the social care and support pillar. Any enhancement of performance for social protection in Uganda will absolutely require more effective management and delivery of plans.

Development partner support must now focus on the systems agenda.

Without the sustained support from some of the development partners the status of Uganda's social protection sub-sector would be far behind where it is today. But that does not mean that alignment and effectiveness cannot be improved. Renewal of efforts to work with government to identify and focus on the key strategic priorities for social protection going forward will have a transformative effect on the development of the sub-sector. This will be helped by supporting government to develop high quality strategy for the sub-sector, following the analysis presented in this review, and to align and harmonise the efforts of the wider development partner group to the priorities that emerge. In particular it will be important for development partners to move beyond fragmented programmes which involve high transaction costs and may not reflect the new strategic sub-sector priorities or the forward-looking systems agenda.

There is room for optimism if sector leadership can be reinvigorated.

In this instance, effective sub-sector leadership is defined as having a clear sense of what needs to be done, in a strategically prioritised and sequenced order; managing the whole sub-sector team and organisations to ensure it is done; and routinely monitoring how things are going and addressing any departures from the plan as a matter of urgency. In practice this includes ensuring that: the findings of this review, once agreed by stakeholders, inform clear planning and action; the national vision for social protection is approved and institutionalised (including the social care and support component); the systems agenda is clearly understood as the forward priority at this stage and a logical plan for its sequential development is developed; a clear strategy for taking the sub-sector forward is developed and built into a revision of the NSPP Roadmap and the new PPI; management of all these processes is proactively pursued by sub-sector leadership so that it is clear what is needed and this is planned and implemented based on quality strategic planning; and, all partners work together in pursuit of the shared agenda.

This will all require improved management of social protection in Uganda. The majority of institutional constraints identified in this review are symptoms of a lack of clarity, focus and strategy and can be substantially addressed by enhancing the effectiveness of management of the social protection agenda. Strong and clear leadership will go a long way towards improvements in planning, alignment of social protection M&E; establishment and communication of clear roles; the effectiveness of the various layers of coordination meetings, internal and external to MGLSD; delivery against plans; and a more focused and supportive development partner group. All of these areas will be improved by a more concerted and strategic approach to ensuring the social protection agenda is well-managed. And this will enable effective, convincing and successful engagement in the more difficult challenges of structural reform, coordination, and financing.

Most of the key institutional challenges can be addressed within MGLSD and many may be seen as 'low hanging fruit'. Our analysis demonstrates that many of the greatest constraints are in fact within either the control of, or the leadership of, MGLSD itself to address. Evidence and argument provided by the review suggests that if the key institutional constraints are addressed, there is scope for a significant and game-changing enhancement in performance of social protection in Uganda. The review hopes that MGLSD, as the lead agency for social protection in Uganda, will be able to rise to this challenge and deliver for the poor and vulnerable people in Uganda who rely on it.

Direct income support

Establishment of the SCG within government systems is a major achievement. The decision of government to roll out the SCG to all districts in the country and to institutionalise funding within the recurrent part of the government budget is a testament to the work of those who have advocated for social protection in Uganda. The very recent and contested history of establishing social protection in Uganda suggests that this was not inevitable, and the evidence-based approach combined with strategic engagement and advocacy has strongly contributed to this result. The SCG has now become a permanent feature of the social protection scene. This provides a sound footing for further discussions on what comes next and how the sub-sector continues to develop from this point.

However, the SCG remains the sole core DIS programme in Uganda, alongside a small number of temporary programmes. This is still only early days in the development of the comprehensive social protection system envisaged by the national policy. The draft vision document maps out a slow and evidently reasonable pathway for expanding the scope and scale of DIS (and other) programming which delivers on the ambitions of the raft of national policy and planning statements around the future profile of social protection in Uganda. Pursuing this agenda now becomes the focus of future effort.

Progress with establishment of DIS operational systems through the years has been good, but much remains to be done. The key priorities identified by this review include: building and operationalizing the single registry for consolidation of social protection programme MISs, which will enhance coordination, operationalize the national M&E plan and inform policy dialogue on expansion and design of social protection schemes; while the social protection M&E plan has been developed, the framework is yet to be fully implemented in the sub sector and there is need to strengthen the governance structures for implementation of the framework; furthermore, investment in robust payment delivery mechanisms based on the capacity and capabilities of PSPs by geographical coverage will ensure recipients receive the right amount of benefits, in the right way at the time of need, while guaranteeing efficiency gains; and finally enhancement of existing grievance mechanisms will further enhance accountability and transparency of sector operations.

An innovation in social protection in Uganda since the 2014 social protection review has been the introduction of shock-responsive social protection, but a strategy for going forward need to be

developed. A national social protection system is a prerequisite for developing a shock responsive element, and the expansion of direct income support will itself provide support against shocks. Against this background, options for shock-responsive social protection in both the short and long-term need to be considered. This includes considering whether adapting public investment programmes to put a higher priority on employment objectives is a viable way forward. Shock-responsive social protection will also need to be incorporated in the NSPP or its revised PPI.

And the position of refugees will need to be established within both policy and programmes. As for shock-responsive social protection, refugees are not catered for in the NSPP which refers to supporting 'citizens'. There is a need to clarify the long-term rights of refugees in terms of social protection in the light of Uganda's open door policy towards refugees.

The contributory system

There is no public contributory social insurance scheme currently in Uganda. This is because the NSSF does not meet the criterion of risk pooling and so is not insurance, and the PSPS is wholly funded by state revenues and is not contributory. The scope of contingencies covered by these two schemes are also very limited. As a result of the current profile of the contributory system, there is very limited experience with social insurance in Uganda, including a very limited body of expertise to advise on establishment of future systems.

Coverage of the contributory system is currently very low and imbalanced. Current levels are around 5 per cent of the working age population, with the balance being workers in the informal economy. Those covered are dominated by higher earners, peaking at mid-career level, with minimal representation of lower income groups, and most are men. Coverage of voluntary schemes is very small and likely to stay that way.

The contributory system currently faces two key challenges. These are the predominance of fragmented, scheme-based institutional arrangements; and a prevalence of (and reliance on) the savings model and voluntary initiatives. Addressing both of these will be necessary if CSI is to develop to provide effective social security to a large proportion of the population.

A key priority is to establish a system, not just focus on individual schemes. Current initiatives are all scheme-based and this means Uganda is missing out on the benefit of thinking about and establishing a national multi-tiered system, consisting of a basic tax-financed tier, mandatory contributory social insurance and voluntary, private occupational schemes. The MGLSD is responsible for policy and strategy for the social protection sub-sector as a whole, and will need to ensure that a holistic perspective is applied to discussions around the contributory system, and to ensure that all work done fits within the wider vision for social protection in Uganda beyond either just the contributory tiers or individual schemes alone.

There is a clear case for a single national scheme based on social insurance principles of regular payments, risk pooling, and guaranteed support. This would avoid the challenges presented by a system comprising different providers, such as the profusion of different product and process architecture and rules, and limited portability, and would resolve many of the governance and supervision challenges under the oversight of URBRA. The review proposes placing NSSF at the centre of the contributory system as the basic national scheme and believe this will address the system's two key challenges.

This will require reforms to current schemes, but current proposals do not go far enough. There is increasing agreement that NSSF will become the single national scheme, and the current draft of the NSSF Amendment Bill makes contributions to NSSF mandatory for all formal sector workers. However

current proposals rely too heavily on voluntary provision without improving the scheme's fundamental attractiveness, as a social insurance scheme offering benefits earlier in the lifecycle would do. And, most importantly, the draft bill makes no provision for the structural reform to the NSSF that would convert it from a Provident Fund (savings scheme) into a national social security scheme.

Current thinking for inclusion of informal sector workers in contributory schemes is over-optimistic.

Based on the profile of the informal labour force and their level of security, levels of income and vulnerability, disposable income and consumption patterns, analysis presented in this review suggests that contributions will be unlikely for people below incomes of 215,000 UGX per month. This level of income is only currently achieved by a maximum of around 25 per cent of the working age population, which means that contributions from informal sector workers are not likely to be an effective means for significantly expanding coverage of contributory social insurance without expensive subsidies or other support. There is a strong argument that resources are better spent on improving income security for the vast majority through a lifecycle-based tax-financed system, thereby promoting inclusive growth and building a future workforce with higher contributory capacity. Efforts in this area need to be evidence-based and need to work with the reality as it exists and not based on wishful thinking.

Further analytical work, strategy and subsequent reform will now be required. Reform of the NSSF to become the single, national mandatory social insurance scheme will go a long way toward building the institutional architecture fit for a growing economy like Uganda's. To achieve the government's emerging vision for providing regular, predictable social insurance benefits across the lifecycle, actuarial studies will need to be carried out to determine feasibility and the appropriate schedule and conditions for a transition to the new system. In the meantime, the government objective of expanding coverage of the contributory system in Uganda to the informal sector will be limited to higher earners. The analysis presented in this review will hopefully help further discussions along these lines proceed in a constructive way with realistic chance of success.

Social care and support

The review has found no evidence that social care support is systematically available to those who need it. Despite its equal standing with social security in the national social protection policy, a web of relevant commitments in other policies and plan, a number of strong recommendations in the 2014 sector review, and clear plans in the SP policy PPI which as we have seen have barely been implemented, only limited progress has been made in bringing life to this important strand of work. In practice this means that people in need of social care support across the country are unable to receive it, with presumably significant effects on the large likely caseload which goes unattended and unsupported.

Social care and support is not a standalone area of work but has been treated as such. The reason social care is a pillar in the national policy alongside social security is that the two are complementary and inter-dependent. While the caseloads for each of the pillars are separate, it is likely that there is considerable cross-over between the two. In reality social care is a system which connects the multi-sectoral service provision needed to address its mandate.

Social care and the future social care system have not been defined. It remains unclear what the boundaries are of social care, what is in and what is out, and what the envisaged system looks like. Like for the wider social protection sub-sector, social care is in need of a vision, in need of a final destination for where the system is envisaged to be heading. This will enable a detailed costing of future provision which is currently not possible due to the lack of specification of what to cost, and a

clear way forward for putting in place a system in line with the wider process for building social protection in Uganda.

There is emerging clarity on what such a system might look like and its key components. The work on the conceptual model in 2018, complemented by this review, maps out some of the elements of the future system. This includes policy and legislative improvements; a case management system managed by social workers which ensures access to social transfers, social care, justice, education and health services; improved capacity within government and community systems; mandatory multi-sectoral coordination at district and national level, linked to regulation, and a single registry and MIS; monitoring-based regulation; and access to finance.

The key challenge now is to move from concept to implementation. In addition to putting in place the vision, and planning for the different elements of the system, a financing strategy will be critical since none currently exists. It is unclear what the appetite is in Uganda to finance social care, the potential sources of finance, its extent, and over what timeframe.

10. Recommendations

Each chapter of this sector review presents a chapter summary, chapter conclusions, and a set of chapter recommendations. These recommendations are summarised in the table below, to bring the way forward from the review together, and to make easier subsequent monitoring of actions against these recommendations.

All recommendations arise from the review's analysis and are necessary to maximise the performance of social protection in Uganda. However, the highest priority recommendations relate to vision, strategy and the higher-level institutional issues discussed above, and are bolded in the list below. It will be for government and its partners to develop these recommendations into an action plan which focuses on the most important issues and sequences them accordingly.

Summary of review recommendations

Recommendation

Chapter 3: Poverty, vulnerability and social analysis

3.1: Invest in national social protection provision – for the reduction of poverty, inequality and vulnerability in all regions in Uganda – and in regional provision where specific geographic risks are being addressed

3.2: Develop a clear understanding of the nature, extent and location of the potential caseload for social care support, to inform development of the social care system

3.3: Prioritise social protection for children because of high poverty and vulnerability and the high cost of not providing support, though not to the long-term exclusion of supporting other vulnerable groups

3.4: Factor in protection against both lifecycle and covariate shocks when developing the social protection system

Chapter 4: Overview of the social protection sector

4.1: Complete the social protection vision with the addition of social care and support, shock-responsive social protection, support to refugees, public works, and intended institutional arrangements, and work towards its institutionalisation as the long-term national vision for social protection

4.2: Conduct an institutional analysis of social protection in Uganda which reviews the underlying institutional issues affecting performance, and plan next steps in the context of this review's analysis

4.3: Take steps to improve adequacy and coverage of contributory schemes in Uganda, which will require looking across individual schemes and adopting a systems-based perspective to reforms, including putting in place a national scheme that provides adequate, regular and predictable income security

4.4: Urgently address the lack of a defined social care and support system which is a prerequisite for obtaining additional funding to meet need

4.5: Ensure the social protection M&E strategy contains targets that are consistent and aligned across government documentation, in particular that SDSP targets are nested within broader NSPP objectives

Chapter 5: Governance of social protection in Uganda

5.1: Clarify the definition of social protection as set out in the policy for each of the components, and for shock-responsiveness and refugees, to support planning and budgeting

5.2: Put in place governance arrangements required for the comprehensive SP system, informed by the vision for social protection, this review and comprehensive institutional analysis

5.3: Work towards institutionalisation of the national vision for social protection through validation and communication and put the vision at the centre of MGLSD SP system planning

5.4: Ensure planning of the next Social Development Sector Plan and the National Social Protection Policy Programme Plan of Interventions are fully aligned with the policy, the future vision for social protection, each other, and incorporate lessons from this review

5.5: Ensure regular and systematic monitoring of progress against NSPP and SDSP targets to allow learning and course-correction

5.6: Develop strategy for how the social protection sector will be taken forward in the light of this review and its focus on the 'systems agenda', which captures the key elements of the vision, policy and governance issues and is mainstreamed in core planning documents including a revised NSPP Roadmap and a revised NSPP PPI

5.7: Progressively coordinate and align development partner support to assist government to develop its strategy on social protection and implement its policy and future vision

5.8: Address legislative gaps for direct income support, PSPS and NSSF reform including the introduction of pooled risk and employee rights, and social care and support

5.9: Develop governance structures for the contributory system as a whole, which will require clarifying the policy direction; tightening control of social security policymaking within MGLSD;

clarifying the remit and channels of communication between the Directorates of Labour and Social Protection; and bringing in all relevant current and future stakeholders

5.10: Develop a shock-responsive social protection strategy nested within the vision for social security and ensure NDP3 reflects what shock-responsive social protection can do in response to shocks

5.11: Ensure shock-responsive social protection is embedded within wider social protection system development and does not run ahead

5.12: Identify actions required to enhance performance at local government level to enable vertical coordination of social protection

5.13: Review the role of LIPW in Uganda and incorporate conclusions in the final vision document

5.14: Integrate the delivery of social protection support to refugees within the social protection delivery system and consider whether programmes for refugees should be integrated with support to the rest of the population

5.15: Clarify the rights of refugees to social protection in secondary legislation and national policy

Chapter 6: Expenditure and financing of social protection in Uganda

6.1: Advocate for increasing government spending on direct income support significantly, in line with the draft vision for social protection, funded by core tax revenues

6.2: Monitor and evaluate current spending on social care and support, when the pillar has been defined, including from donors - without this it will be difficult to advocate for increased spending

6.3: Urgently make the investment case for increased financing of social care and support, when information on cost versus need is available, highlighting the significant cost of inaction

6.4: Invest in a national social care and support system to meet the multiple needs of children and adults both in the short-term and as they change across the life course

6.5: Carry out forward-looking actuarial studies to test the financial feasibility of scenarios put forward in the draft vision for social protection, which implies a social insurance, pay-as-you-go financing structure

6.6: Urgently proceed with anticipated reforms to the PSPS to introduce an element of employee financing

6.7: Develop the financing proposals for the NHIS in the context of their potential to contribute to developing the contributory system as a whole

6.8: Engage in development of a comprehensive disaster risk financing strategy, to go beyond drought response, and to include sectors other than social protection, which should be aligned with the wider strategy for development of shock-responsive social protection in Uganda

Chapter 7: Assessment of individual social protection programmes

7.1: Conduct a comprehensive comparative analysis of transfer values in DIS programmes to inform the policy discourse on setting transfer values for universal SP programmes as well as LIPW programmes. This evidence will further inform the arguments on fiscal space for SP

7.2: All direct income support programmes to introduce measurement and communication of programme cost-efficiency annually to manage costs and increase accountability, and to allow effective sub-sector planning

7.3: Investigate further the costs and benefits of shock-responsive social protection in the context of developing the shock-responsive social protection strategy

7.4: Design and scale up of direct income support programmes in future should be informed by value for money considerations including robust impact evaluations, where appropriate, and estimated rates of return.

7.5: Estimate the significant costs to employers, the self-employed and the economy of providing social security through employer liability arrangements and private provision; and the savings and benefits that would come from providing this protection through the social security system

7.6: Analyse the causes and consequences of low contribution density and high numbers of dormant NSSF members for maintaining the status quo (provident fund, potentially with annuitization options) versus pursuing structural reform (social insurance)

7.7: Estimate rates of return for investing in social care and support to support advocacy to underpin advocacy for increased budget allocations to social care and support

7.8: Advocate for progressive mobilisation of a professional social care and support workforce

Chapter 8: Social protection operations, administrative and business systems

Registration and Enrolment

8.1: Invest in dynamic and robust IT systems for registration and enrolment

8.2: Scale up NIRA registration (particularly identification and registration of vulnerable groups)

8.3: Consider provision of demand registration and enrolment processes

8.4: Consider a harmonised approach to registration and enrolment where possible for optimal efficiency gains

8.5: Define the mobilisation process in operations manuals, and sensitise implementers

8.6: Decentralise registration centres for accessibility and proximity

8.7: Mainstream communication throughout the registration and enrolment process

Payments

8.8: Invest in comprehensive mapping and analysis of possible multiple payment options in context including banks/mobile money or cash for all the pillars.

8.9: When planning future PSP arrangements consider engaging multiple PSPs depending on their geographical coverage to create competition which will improve service delivery

8.10: Devise and implement mechanisms for addressing non-compliance of PSPs to their contractual obligations

8.11: Regularly monitor payment processes and take action on the results to improve service delivery

MIS

8.12: Explore opportunities to harmonise and consolidate more functions in the medium to long term

8.13: Ensure the social care and support service MISs incorporate relevant SP indicators as defined in M&E framework

8.14: Expand MIS personnel and invest in staff capacity

8.15: Update existing operations manuals and develop manuals for new programmes that align with the SP vision and frameworks

8.16: Consider digitising manual processes for efficiency and accuracy gains

8.17: Explore and adopt a payment gateway integration functionality as an opportunity to standardize management of payment cycles / processes

8.18: Enforce data protection and privacy principles

M&E

8.19: Reinforce a balance between demand and supply of M&E across all programmes

8.20: Implement in practice an improved and integrated SP M&E plan and develop measures to ensure compliance to the national SP M&E plan

8.21: Strengthen existing M&E systems (personnel, capacity, motivation etc)

8.22: Integrate SP indicators in programmes and MIS systems to facilitate reporting

8.23: Incorporate gender and equity sensitive indicators in national M&E plan

8.24: Strengthen implementation and coordination structures for M&E

8.25: Ensure social protection programme M&E reports and, eventually, MISs, report progress on variables that are relevant to the social protection M&E framework