



THE REPUBLIC OF UGANDA  
MINISTRY OF GENDER, LABOUR  
AND SOCIAL DEVELOPMENT

# **SOCIAL PROTECTION CAPACITY DEVELOPMENT STRATEGY FOR LOCAL GOVERNMENTS**

**2024  
TO  
2029**

**OCTOBER, 2024**

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## LIST OF ACRONYMS

AOP	Annual Operational Plan
CAO	Chief Administration Officer
CBSD	Community-Based Services Department
CBO	Community-Based Organisation
CD	Capacity Development
CNM	Capacity Needs Mapping
CRRF	Comprehensive Refugee Response Framework
CRVS	Civil Registration and Vital Statistics
CSSP	Child Sensitive Social Protection
DDP	District Development Plan
DIS	Direct Income Support
DLG	District Local Government
DRDIP	Development Response to Displacement Impacts Project
DRM	Disaster Risk Management
DP	Development Partner
DTPC	District Technical Planning Committee
FAQ	Frequently Asked Question
GBV	Gender-Based Violence
GOU	Government of Uganda
GRM	Grievance and Redress Mechanisms
ILO	International Labour Office
JLO	Justice, Law and Order
LGDP	Local Government Development Plan
LIPW	Labour Intensive Public Works
MDA	Ministries, Departments, Agencies
MFPED	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labour, and Social Development
MIS	Management Information System
MOES	Ministry of Education and Sports
MOH	Ministry of Health
MOLG	Ministry of Local Government
MoPS	Ministry of the Public Service
NDP	National Development Plan
NGO	Non-Governmental Organisation
NIRA	National Identity Registration Agency
NPA	National Planning Authority
NSPP	National Social Protection Policy
NUSAF	Northern Uganda Social Action Fund
OPM	Office of the Prime Minister
OVC	Orphans and Vulnerable Children
PDM	Parish Development Model
PPI	Programme Plan of Implementation
PSWO	Principal Social Welfare Officer
RTSU	Regional Technical Support Unit
SCG	Senior Citizens Grant
SIDA	Swedish International Development Agency
SOP	Standard Operating Procedures
SP	Social Protection
ToC	Theory of Change
TOR	Terms of Reference

TOT	Training of Trainers
TWG	Technical Working Group
ULGA	Uganda Local Government Association
UNHCR	United Nations High Commission for Refugees
UNICEF	United National Children's Fund
WFP	World Food Programme

## FOREWORD

A key to successful delivery of social protection in Uganda is ensuring that social protection duty bearers at all levels have the necessary capacities to promote, design, deliver, and account for social protection interventions.

While social protection is identified as a national function, delivery of social protection programmes and services depends almost entirely on local government systems and structures. In light of this, the MGLSD identified the need to develop a national capacity development strategy for local governments based on the capacity needs mapping exercise conducted in the West Nile region in 2020, during which participating districts called for the development of local government-specific capacity development strategies.

This strategy, therefore, focuses on the capacity needs of social protection duty bearers and will serve as a reference document to guide the design, coordination, funding and delivery of capacity development interventions for local governments.

The strategy identifies seven key task areas associated with the delivery of social protection interventions where capacity development support is required. Each of the seven task areas is described and performance gaps are identified. Consideration is given to the capacity challenges that arise at the individual, organisational and enabling environment levels that impact on task performance.

The strategy proposes four strategic pathways to tackle the identified capacity gaps. Each strategic pathway comprises a set of more specific interventions of a short, medium- or longer-term duration.

Responsibility for the implementation of the strategic pathways will be a collective endeavour shared between local government, Ministries, Departments and Agencies responsible for policy and implementation of key social protection interventions.

I call upon all stakeholders to embrace the strategy and support Local Governments in operationalising the strategy.



A.D. Kibenge  
**PERMANENT SECRETARY**

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The Ministry wishes to recognise and applaud the Technical teams of the Ministry of Gender, Labour and Social Development for their technical oversight in the design of the strategy. Their active participation and involvement in the strategy design is commended.

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The diligence and tireless support of the development partners, UN WFP and UNICEF in enhancing Social Protection agenda in Uganda is appreciated. In a special way, we appreciate and recognise the funding support of SIDA through the UNWFP in the development of the strategy. The funding support was a huge propellant in the strategy development.

Lastly, we extend appreciation and gratitude to the eight refugee hosting Districts of West Nile namely; Adjumani, Koboko, Moyo, Madi-Okolo, Terego, Arua, Yumbe and Obongi for their participation, involvement and the rich and insightful contributions during the consultative and validation meetings. Their contributions shaped the strategy.



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## PART 1: BACKGROUND AND CONTEXT

### 1.1. INTRODUCTION

This is the strategy document to guide the strengthening of Uganda's local governments' capacity to deliver on the National Social Protection Policy (NSPP) in general and direct income support (pillar 1) and social care (pillar 2) interventions in particular.

The strategy covers 5 years starting in 2024 and ending in 2029.

It has been prepared under the guidance of a multi-agency technical working group chaired by the Ministry of Gender, Labour and Social Development (MGLSD) and with the technical and financial support of the United Nations World Food Programme (WFP) and the Government of Sweden.

It builds on broad consultations conducted with social protection stakeholders at the national and sub-national level, which included field visits to three districts in the West Nile region (Adjumani, Koboko, and Yumbe). It also builds on a review of various documentary sources that have provided insight into the strengths and weaknesses of the local government system to support the implementation of the NSPP.

The strategy is structured as follows:

Part 1 comprises this introduction, some observations on the rationale and objectives of this strategy, a broad scan of the current social protection landscape in Uganda, and a note on the conceptual approach and methodology used to develop the strategy.

Part 2 provides an overview of current local government capacity strengths and weaknesses for delivering social protection. The overview is structured around 7 identified core task areas that local governments are expected to perform and a consideration of the capacity issues that arise in relation to the performance of each core task. A distinction is made between capacity issues arising at the individual, organisational and enabling environment levels.

Part 3 sets out the proposed strategy to address identified capacity weaknesses and to build on existing strengths. This is structured around a set of 4 "strategic pathways" that distinguish particular areas of need and take account of the findings of the assessment presented in part 2. The strategy goes on to identify in broad terms interventions that can be addressed in the short, medium and long term and also specifies responsibility holders for the different areas of intervention. Part 3 ends with some observations on ways to finance the strategy, presents an overview of the strategic pathways in matrix form and presents an indicative results framework.

### 1.2. RATIONALE AND OBJECTIVES OF THE STRATEGY

A key to the successful delivery of social protection in Uganda, (and through it to the realisation of the objectives of the NSPP and broader socio-economic outcomes enshrined in Uganda's third national development plan) is ensuring that the required capacities of social protection duty bearers are in place at all levels to promote, design, deliver and account for social protection interventions.

While social protection is overall identified as a national function, delivery of social protection programmes and services depends almost entirely on local government structures at the district and

urban, sub-county, parish and village levels. The local government Community-Based Services Department (CBSD) is identified as the key role player in social protection delivery but its ability to deliver effectively depends on the support of local government leadership as well as active collaboration of other technical departments and structures. It also depends on a network of non-governmental organisations (NGOs) and community-based organisations (CBOs) at the grassroots level.

Given the key role played by decentralised government in delivering social protection, the MGLSD identified the need to develop a national capacity development strategy for local governments. The strategy builds on earlier work conducted in 2018 to develop a capacity development plan for national structures (Ministries, Departments and Agencies)<sup>1</sup> that are ascribed a role in NSPP delivery, as well as on experiences gained from previous and ongoing initiatives to build local government capacity for social protection. In this regard, special note is made of the Capacity Needs Mapping exercise<sup>2</sup> conducted in the West Nile region in 2020, during which participating districts called for the development of local government-specific capacity development strategies.

This strategy, therefore, focuses on the capacity needs of duty bearers at the sub-national level and in particular on the needs of key role players in district and urban local governments and their subordinate administrations. However, delivery of social protection also relies on duty bearers at the Parish level and on community structures at the village level. Where relevant, this strategy therefore takes account of their needs too.

The strategy focuses on those areas of the national policy where decentralised actors have a key role to play. This comprises the direct income support component of Pillar 1 (social security) and Pillar 2 on social care (see further below). Less attention at this stage is given to contributory social security schemes that constitute the other leg of pillar 1.

The task of identifying capacity needs for social protection is more easily done when the policy and operational framework, including goals, targets, standards and task division for delivery is clear and unambiguous. While progress is being made towards prescribing these elements, the social protection system remains “under construction” with a number of areas demanding further clarification (see further below).

This means that any strategy to build capacity must remain flexible and adaptable to emerging needs and opportunities as the system is further developed and roles and responsibilities clarified. This situation is only to be expected and is not unique to Uganda. The development of a fully functioning and integrated social protection system in any country context is a challenging task that can take many decades to accomplish. Moreover, the long-term development of the system unfolds as new needs, challenges and opportunities arise, all of which bring forth new and different capacity needs that require to be taken account of. Focusing on present needs whilst keeping an eye out for what the future may demand, therefore, remains critical.

This strategy will serve as a reference document to guide the design, coordination, funding and delivery of capacity development interventions for local government in the area of social protection.

- District and urban local governments will use the strategy to guide the development of local government-specific capacity-strengthening plans that reflect their specific needs (a regional

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<sup>1</sup> Developing a capacity-building plan for MDAs implementing the National Social Protection Policy (NSSP) and the Programme Plan of Intervention (PPI) (2018). MGLSD/ Maxwell Stamp.

<sup>2</sup> Capacity Needs Mapping West Nile District – Summary of Findings (2020). MGLSD/WFP

perspective can also be considered). They will use their tailored strategies to inform DDP and AOP preparations, to inform performance review processes conducted with MoLG, to advocate for technical support from MGLSD and OPM, and to guide their engagements with development partners (DPs) and implementing partners (NGOs, and other technical service providers).

The drafting of local government-specific strategies and plans will first be pilot-tested in one of the three districts that contributed to the design of this strategy (Adjumani, Koboko, and Yumbe) in the framework of the Child Sensitive Social Protection (CSSP) Programme.

## 1.3. THE SOCIAL PROTECTION LANDSCAPE IN UGANDA

### 1.3.1. Policy context

This local government capacity development strategy for social protection delivery is being prepared at a time when Uganda's social protection sector is undergoing a process of construction and expansion. While some parts of the system are fully operational, other parts are in pilot mode whilst others remain on the drawing board. This strategy may therefore be regarded as an important input to the overall development of Uganda's social protection system.

Progress has been made on various fronts to define the ambitions, objectives and scope of social protection in Uganda and to put in place the institutional infrastructure and resources for it to be operationalised. Several flagship interventions have also been developed and are fully operational while investments are being made to strengthen key system components (see further below). Various initiatives, projects and interventions are not necessarily seen as part of the social protection landscape, but are now recognised as being "socially protective" and in need of being linked into. It is also important to recall that the right to social protection is embedded in Uganda's constitution, which provides for the rights of all people, including the poor and vulnerable, to access social services and have equal opportunities in the development process.

A key milestone has been the adoption of the National Social Protection Policy (NSPP)<sup>3</sup> in 2015. The policy sets out a policy position whilst providing a first comprehensive understanding of social protection as a core area of development attention in Uganda. Crucially, the Policy defines social protection in terms of two pillars, one focusing on social security, (comprising both direct income support interventions and contributory schemes) and the other on social care. Overall, the policy adopts the "lifecycle approach" that anticipates delivery of social protection services in response to risk and vulnerability that typically occur at different stages of the life cycle. A Programme Implementation Plan (PIP) was also developed to guide the implementation of the policy and subsequently a "road map" was drafted to provide further detail on prioritisation and implementation arrangements.

Another key milestone was the identification of social protection within the third National Development Plan (2021-25)<sup>4</sup>, where it is reflected as both a key cross-cutting issue as well as a key component of the Plan's human capital development programme. In so doing, social protection is recognised as being of strategic importance to realising Uganda's ambition of attaining middle-income status by 2040. As part and parcel of the national planning framework, District Development Plans (DDPs) are expected to incorporate and localise national planning objectives and programmes, and so for the first time, social protection has been explicitly addressed in the DDPs aligned to NDPIII.

<sup>3</sup> National Social Protection Policy (2015). MGLSD

<sup>4</sup> Third National Development Plan (2020). NPA

Despite these notable achievements, a sector review<sup>5</sup> conducted in 2019 identified several shortcomings impacting the overall development of the sector, in particular on translating higher-level policy objectives into delivery on the ground. As a result, the GOU with support from development partners, is investing in the further development of the social protection system including:

- Drafting a detailed strategy for the operationalisation of the NSPP pillar 1 on social security, building on the progress made to date to roll out flagship programmes.
- Defining an operational framework and workforce strategy for the operationalisation of the NSPP pillar 2 on social care. This is expected to provide impetus to developing the pillar more systematically, recognising that social care has remained an overlooked and under-resourced sub-sector.

Other elements of the social protection system that are under design or at a pilot phase include:

- Development of contributory social security systems for the informal sector.
- Design of shock-responsive social protection mechanisms including contingency funding.
- Development of child-sensitive social protection interventions, such as Nutricash.
- Development of national standards for labour-intensive public works.
- Development of a single registry including mechanisms to enhance the interoperability of standalone MIS systems.
- Development of a sector M&E framework including performance indicators.
- Standardisation of payment systems and Grievance Redress Mechanisms (GRM).

These are all highly complex and resource-intensive endeavours that will take time to design and operationalise country-wide. They also require a high level of coordinated action among key sector stakeholders at both the national and local levels. The 2019 sector review, however, notes the need to strengthen sector governance and in particular to streamline coordination arrangements and clarify the roles and responsibilities of key MDAs. It also notes the need to increase budgetary allocations to the sector noting that the sector is among the least funded of all sectors, receiving less than 1 per cent of the national budget in the FY2018/19, which was then further reduced to 0.6 per cent in FY2019/20. This compares unfavourably to other budget allocations in the FY2019/2020: Education (10.5%), Health (8.9%) and JLO (5.5%).

### 1.3.2. Key programmes and services

#### 1.3.2.1. Pillar 1 - Social security – Direct Income Support

The main Direct income support (DIS) interventions are as follows:

Target Group	Type of Assistance	Name	Geographical Coverage	Responsible Agency	Source of Funding
Elderly	Cash transfer	SCG	Nationwide	MGLSD	National Budget
Ultra-poor able-bodied	LIPW	LIPW	Northern Uganda	NUSAF + DRDIP	World Bank loan
Ultra-poor not able-bodied	Cash transfer	LIPW	Northern Uganda	NUSAF + DRDIP	World Bank loan
Pregnant and breastfeeding mothers	Cash transfer +	Nutricash	West Nile + Karamoja	CSSP / NUSAF	SIDA grant

<sup>5</sup> Uganda Social Protection Sector Review (2019). Ashley et al/ MGLSD

Refugees	Cash transfer or food		Refugee camps	UNHCR/ EFP	Global call
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Box 1: Overview of main DIS interventions.

In addition, various shock-sensitive social protection interventions have been implemented including an urban cash transfer scheme to mitigate the effects of COVID-19 and a pilot scheme in Karamoja to respond to the effects of natural disasters. There are also several smaller project-based cash transfer initiatives financed through international NGOs. It may also be noted that the main vertical programmes such as NUSAF and pilot initiatives such as the CSSP include components aimed at overall system strengthening for social protection.

### 1.3.2.2. Social care

Delivery of social care is less easy to classify. It currently comprises a range of projects, grants and interventions aimed at reducing/ addressing various categories of risk and vulnerability facing the most vulnerable sections of society and in so doing seeking to empower them. Interventions are guided by various statutory/ legal provisions as well as programme frameworks and are implemented through a loose network of public, private and not-for-profit entities. Flagship programmes including work on promoting child protection and initiatives to address gender-based violence are also to be noted.

The Social Care and Support Conceptual Model<sup>6</sup> lists different categories of target groups including vulnerable children, distressed youth, survivors of gender-based violence (GBV), chronically ill persons, mentally ill persons, persons with disabilities, frail Older persons, and homeless persons. Within and beyond these categories are others that require social care and support including refugees and internally displaced persons, victims of human trafficking, prisoners, and their families.

### 1.3.3. Other relevant sectors

As earlier noted, social protection is multi-sectoral and achieving its objectives requires the engagement of other sector role players and programmes. The relevance and pertinence of these complementary sectors vary according to the area of social protection concerned. The sectors most closely associated with social protection are listed below:

Sector	Examples of Linkages
Agriculture	Building resilience through improved agricultural practices and post-harvest marketing opportunities.
Local Economic Development	Building resilience through improved market access, linkages into value chains, entrepreneurship training and financial literacy.
Disaster Risk Management	Environmental protection to support climate-smart agriculture and mitigate risks of natural disasters, early warning and shock responsive mechanisms.
Refugee Management	Harmonising and aligning support offered to refugee and host communities.
Health	Child-sensitive social protection, nutrition and food security, access to basic health services especially for persons living with disabilities.
Education	Special needs of girl learners, access to school feeding programmes, identification and referral system for social care provision.

Box 2: Examples of Social Protection Linkages

<sup>6</sup> MGLSD (2018)

## 1.4. CONCEPTUAL FRAMEWORK AND METHODOLOGY

This section provides a brief overview of the conceptual framework and methodology used to develop this strategy.

### 1.4.1. Conceptual framework

The preparation of this strategy is guided by the following conceptual understanding:

#### 1.4.1.1. Capacity

**The ability of people, organisations and society as a whole to manage their affairs successfully<sup>7</sup>**

This generic definition has been customised to the focus and interest of this strategy by asking two foundational questions:

##### **Question 1: Capacity to do what?**

This question is important because it helps to unbundle our understanding of what it takes to deliver social protection (as defined in the NSPP). Simply stating that capacity is adequate or not to deliver social protection is unhelpful as it does not distinguish the various tasks that need to be accomplished and the associated capacities required to perform those tasks. This strategy identifies a set of 7 core tasks required to deliver social protection (see further Part 2 of this strategy).

##### **Question 2: Capacity of whom?**

This question is important because the delivery of social protection depends on the collective action of different duty-bearers. Roles and responsibilities are assigned to different actors who either individually or collectively perform tasks. Simply stating the tasks to be delivered without being clear on who is responsible for delivering those tasks risks generalising as to whose capacity needs to be strengthened. This strategy recognises social protection as a multi-actor endeavour that requires the participation of different cadres of duty-bearers at the national and sub-national level whose collective actions contribute to the achievement of social protection objectives (see further Part 2 of this strategy).

It is also important to recognise that the capacity to deliver does not just concern human resource dimensions but must also take account of issues arising at the organisational level. Here, reference is made to “organisational capacity” and includes such aspects as the quality of leadership, effectiveness of systems and processes and availability of physical assets. In this strategy, the organisational level is mainly associated with the structures of local government at the headquarters (urban and district) and sub-county levels.

The assessment of capacity needs must therefore examine three interconnected levels: individual, organisational and enabling environment (as reflected in the diagram below). However, the enabling environment is not elaborated in this strategy but is considered under the framework for strengthening the social service workforce.

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<sup>7</sup> DAC (2005). Good Practice Note on Capacity Development. OECD, DAC



Figure 1: Capacity Levels

#### 1.4.1.2. Capacity development

**The process by which people, organisations and society as a whole strengthen, create, adapt and maintain capacity over time<sup>8</sup>**

This definition of capacity development (CD) can also be tailored to the needs of this strategy. It conveys three important messages:

- CD is an endogenous process conceived, led and managed by country-level stakeholders. By implication, the proposed strategy will be a document that will enable Ugandan institutions and stakeholders, especially those at the decentralised level, to guide and deliver capacity development interventions in support of social protection.
- CD is a process and not an event. Merely lining up a set of discrete activities rarely contributes to sustainable capacity development outcomes unless accompanied by a purposeful change strategy, guided by strong leadership, that builds ownership among staff and that ensures that new knowledge, practices and assets are properly embedded.
- CD can focus on strengthening, adapting and maintaining existing capacity as much as on building new capacity. Whilst attending to gaps and deficiencies, it is also important to recognise and build on strengths and opportunities.

<sup>8</sup> DAC (2005). Good Practice Note on Capacity Development. OECD, DAC

#### 1.4.1.3. Theory of change

To illustrate how investment in capacity development can contribute to overall sector performance, the diagram below presents a simple theory of change, as described in the box below.

If adequate, appropriate and country-driven CD support is provided to the social protection sector, (and if the sector also receives an adequate budget to finance its planned activities), the sector will over time acquire the necessary capacities to perform its designated functions by expected service delivery/performance standards. In turn, sector stakeholders/beneficiaries will receive the services and programme benefits they are entitled to/in need of accessing. This will contribute to the achievement of NSPP objectives, such as reduced risk, vulnerability and multi-dimensional poverty.

The absence of an adequate capacity development strategy risks that the capacity to deliver will remain sub-optimal with the result that sector performance will remain below expectations and policy outcomes will not be realised. **Investing in capacity development is about enhancing delivery and thereby ensuring that policy and programmatic goals are met.**

In the logic model presented below, sector performance/sector outcomes are expressed in terms of achieving the overall objectives of the National Social Protection Policy as defined under its two pillars.<sup>9</sup>

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<sup>9</sup> As part of the capacity needs mapping exercise conducted in West Nile in 2020 and in the context of the child-sensitive social protection programme, a more focused outcome statement was agreed which is reproduced below for reference purposes:

*"Enhanced capacity of West Nile DLGs to effectively, efficiently and equitably deliver national social protection programmes to refugees and host communities using NUSAF3, DRDIP and the SCG as entry points in a way that improves their access to food and nutrition, as a result of optimised transparent programme design and delivery systems."*



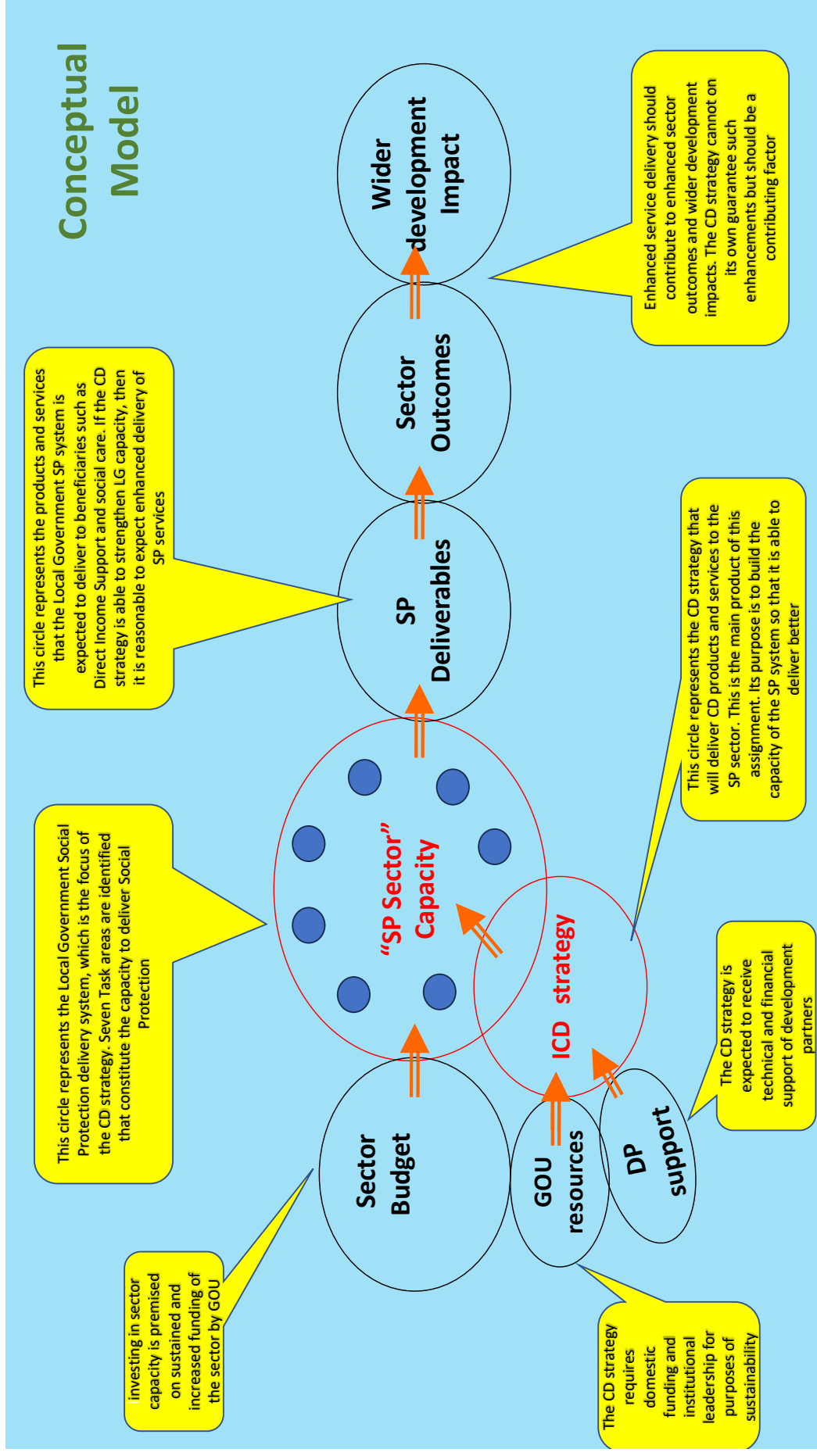


Figure 2: Conceptual Model Guiding the Capacity Development Strategy

## 1.4.2. Methodology

### 1.4.2.1. Inception phase

The exercise to draft a capacity development strategy commenced with an inception phase during which the objectives, scope and content of the proposed strategy were confirmed. A draft inception report was submitted to the technical working group (TWG) set up to oversee the strategy development process and based on comments received, a final inception report was prepared.

### 1.4.2.2 Document review

A review of key documentation was conducted as input to the assessment of needs and the strategy design. The review included key GOU policy, strategy and planning documents (national and local), as well as various technical guidance documents, analytical and design work, project design documents, mid-term reviews and evaluation reports. The document also benefited a lot from the Framework for Strengthening the Social Service Workforce (SSW) which was already finalised by the time of preparation of the LG strategy. The SSW did an in-depth analysis of the capacity strengthening needs under the social care component and provided concrete interventions which this strategy has recognised and so will not go into greater depth of what has already been proposed in the SSW. The document review also took account of previous and ongoing capacity assessment exercises and capacity development plans and strategies. Particular attention was paid to the report of the Capacity Needs Mapping conducted in the West Nile district under the guidance of the MGLSD and with the support of WFP. A full list of documents consulted can be found in annex 1.

### 1.4.2.3. Consultations

Consultations were conducted with a variety of social protection role-players/duty-bearers at the national level and at local levels. These took the form of one-on-one interviews and focus group discussions. National-level consultations included representatives of key MDAs such as MGLSD and OPM as well as key Development Partners (DPs) supporting the sector.

Local-level consultations were conducted in Adjumani, Koboko, and Yumbe districts in the West Nile region and also included discussions at the sub-county level. Meetings were arranged with elected leaders, heads of districts (CAOs), planning and HR staff, staff of the community-based services departments (CBSD) and staff of other social and production sectors, such as health, education and agriculture. For the local-level consultations, the consultant leading the exercise was accompanied by representatives of the MGLSD and the WFP. A full list of persons interviewed can be found in annex 2.

### 1.4.2.4. Drafting the strategy

This strategy has been prepared drawing on information obtained from the aforementioned data collection exercise (document review and consultations) and the conclusions reached during the inception phase. The draft strategy was submitted to the TWG for review and scrutiny during a validation workshop and based on feedback received, this final version of the strategy has been prepared.

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## PART 2: CAPACITY ASSESSMENT

### 2.1. STRUCTURE OF PART 2

Part 2 of this strategy presents the capacity strengths and weaknesses of decentralised local governments with respect to the delivery of social protection.

For presentation purposes, the assessment is structured around a set of seven “task areas” associated with the delivery of social protection. These offer a framework for responding to the core questions presented earlier: “Capacity to do what?” and “Capacity of whom?” The seven “task areas” have been selected based on the understanding of what is required to deliver social protection. The selected task areas are however neither exhaustive nor authoritative. Tasks related to providing quality social care services were generated from the SSW Framework, with some tasks being generic and thus included in the SSW Framework and this strategy. Each of the seven “task areas” is analysed as follows:

1. First, the scope of the task is described - this is based on an appreciation of what needs to be accomplished.
2. Then, a broad and mainly qualitative judgement is made on how well the task is being performed.<sup>10</sup>
3. Thereafter, the key capacity strengths and weaknesses associated with discharging the task are identified. A distinction is made between capacity issues arising at the individual, organisational and enabling environment levels.

This assessment is necessarily summative and seeks to describe in general terms the state of capacity in the local governments of Refugee Hosting Districts of West Nile in the delivery of social protection. The SSW Framework development conducted wider consultations covering all the regions of the country and provides a more concrete overview of capacity gaps for the SSW across the country and is therefore the overarching document on which the Social Protection Capacity Development Strategy for Local Governments, 2024 - 2029 is hinged.

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<sup>10</sup> It is noted that there is currently no formally adopted performance assessment framework for social protection and therefore, a systematic and benchmarked assessment against normative standards is not possible. At a programmatic level, e.g. NUSAF sub-components or SAGE, results frameworks, progress reports and evaluations have been conducted that provide some insight into programme-level performance.

## 2.2. SOCIAL PROTECTION TASK AREAS FOR CAPACITY ASSESSMENT

The seven task areas around which the capacity assessment is presented are illustrated in the diagram below:



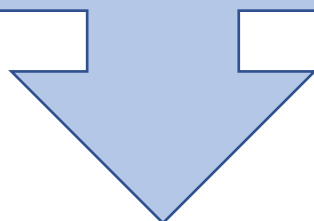
Figure 3: Social Protection Task Areas

In the following pages, each of these tasks is examined in detail.

### 2.2.1. Task 1: To advocate, communicate and mobilise for Social Protection

#### Task Description

Local governments, particularly at the district and urban levels but also at sub-county and parish levels, are expected to play a role in promoting understanding of social protection and to advocate for its support among stakeholders and constituencies at all levels. Doing so is necessary in order to mobilise the required financial and technical resources to deliver social protection services as well as to gain the support and attention of opinion leaders and decision makers to recognise social protection as a key service delivery responsibility. The task involves sharing information, preparing concept notes and position papers, building an evidence base, creating networks and engaging in lobbying activities as might be required.



#### Task Performance

- *This task is generally not given the attention it deserves, with little evidence of it being pursued in an explicit and systematic way.*
- *The voice of local government in advocating for social protection remains relatively muted and is generally not well coordinated.*
- *Overall, the NSPP has not been well disseminated and even key role-players in local governments remain unfamiliar with its content. Social protection as a term remains relatively unfamiliar and is not necessarily part of operational vocabulary.*
- *There is still a tendency to associate social protection with SAGE or cash transfer programmes in general.*
- *Officers who have been exposed to social protection training display a more complete understanding of the sector, recognising vulnerability and the need to tackle it as the cornerstone of social protection, and emphasising its multi-sector character and the need to build linkages.*
- *There is however no strong impetus to advocate for social protection in a more systematic way beyond delivering messages related to individual projects and programmes.*
- *The generally low assignment of local government own revenues to social protection is indicative of the task required to better advocate for the sector.*

Assessment of Capacity to Advocate, Communicate and Mobilise for Social Protection		
Individual Level	Organisational Level	Enabling Environment Level
<ul style="list-style-type: none"> <li>Skills and experience among staff in the area of advocacy and communication are generally low, with few staff members having received specialised training in these fields.</li> <li>Overall, there is limited understanding of social protection beyond those persons directly involved in delivering specific social protection programmes. There is a tendency to associate social protection with DIS interventions such as SAGE. This is the case among elected leaders and technical and administrative staff.</li> <li>Exceptions exist where staff have been exposed to generic social protection training and therefore have a better appreciation of the different dimensions of social protection and the need to treat it as a multi-sector endeavour.</li> <li>There continues to be a lack of familiarity with the content of the NSPP, even among staff of CBSD, despite the policy having been promulgated in 2015.</li> <li>Elected leaders and members of community structures who interact regularly with the community at large are expected to respond to enquiries and resolve grievances but lack the knowledge and information (both general and specific) to do so.</li> </ul>	<ul style="list-style-type: none"> <li>Resources set aside to support communication and advocacy activities are limited impacting the ability of local governments to conduct information, education and communication activities in a systematic way. This includes an under-utilisation of District Communication Officers, who often must operate with inadequate operational budgets.</li> <li>Leadership attention to the promotion of social protection is generally limited and relies on the efforts of motivated technical staff at the departmental level to keep social protection on the agenda.</li> <li>While community-based structures can play a critical role in information dissemination and outreach, budgets to support such entities with training and operational costs have been cut, limiting their ability to perform the outreach function.</li> <li>Systems and incentives for information sharing both horizontally and vertically remain underdeveloped with the result that information is not easily accessible, and levels of knowledge and awareness vary considerably.</li> <li>High levels of staff mobility and transfer limit opportunities for the institutionalisation of knowledge and understanding around social protection. This applies to elected leaders, administration staff and technical staff at all levels.</li> </ul>	<ul style="list-style-type: none"> <li>While levels of understanding of social protection have generally improved among staff of concerned MDAs and among the political leadership, it is not consistently defined across policy, performance management and planning documents, which exposes the sector to different interpretations and understandings.</li> <li>A high turnover of parliamentarians demands a constant process of training and awareness-raising to sustain interest and understanding.</li> <li>The Social Protection Parliamentary Forum has played a role in promoting understanding and knowledge among parliamentarians at the national level as well as among locally elected leaders at the district level. It has also played a role in advocating for maintaining/ increasing budget allocations to the sector, including the use of local own revenues.</li> <li>Ongoing work to develop a strategy for social security and an operational framework for social care are expected to provide further clarity that will facilitate advocacy and communication at all levels.</li> </ul>

### 2.2.2. Task 2: To strategise and plan for Social Protection

#### Task Description

Effective and joined-up delivery of social protection requires that the “sector” is guided by clear strategies and plans that reflect national frameworks (policies, laws, plans, etc), take account of local needs as well as the capacity to deliver, and spell out interventions for implementation over the short, medium and longer term. This demands a sound knowledge of the different dimensions of social protection and the linkages between them, a robust evidence-base, a clear budgetary framework and a process that promotes multi-actor engagement (state and non-state) in priority setting and task assignment. It also requires formulation of a results framework that sets clear targets, indicators and assignment of responsibility.

Decisions reached should be adequately captured and reflected in appropriate planning and budgeting tools and frameworks that local governments are legally required to prepare, most importantly the 5-year local government development plan and annual operational plan. Their preparation should follow the national guidelines for local government development planning and also take account of any sector specific work that may be relevant. Refugee-hosting districts are also expected to produce refugee response plans, which need to align with DDPs.

#### Task Performance

- *There is increasing reference to social protection in district development planning, especially since its identification as a key development sector in NDPIII.*
- *However, its treatment across plans is inconsistent. This includes a lack of clarity of what should be covered, particularly the range of interventions, how far it should be treated as a cross-cutting issue or substantive sector, linkages to other sectors, how far vertical national programmes such as SCG, and LIPW under NUSAF components should be fully reflected and costed.*
- *Local governments also struggle to capture other off-budget social protection interventions funded through development partners or international NGOs, including information on staffing.*
- *The evidence base required to understand needs and monitor change over time remains patchy with many gaps and inconsistencies.*
- *Resources assigned to social protection from own revenues and discretionary funding remain limited resulting in serious under-funding of basic operational costs. Overall, local governments rely on conditional grant transfers from the national level to meet the bulk of social protection expenditures.*
- *The capacity needs of the sector have not been routinely captured in DDPs despite provisions within the plan to identify key training and human resource needs.*
- *Pilot initiatives under the CSSP in 3 districts to develop social protection district investment plans explore ways to better capture social protection as a multi-sector outcome area, however, the cost and budget implications remain to be worked out.*

Assessment of Capacity to Strategize and Plan for Social Protection		
Individual	Organisational	Enabling Environment
<ul style="list-style-type: none"> <li>At the local government level, there are no social protection specialists in the post to work on the strategy on social protection.</li> <li>Planning staff offer generic socio-economic planning skills but are not necessarily versed in the details of social protection and depend on technical inputs from other sources.</li> <li>Strategic reflection and planning depend on the efforts of planning and technical staff to work together. In practice, levels of exposure to social protection at a policy/strategic level vary considerably. This impacts the ability of local governments to effectively strategise and plan for social protection beyond the operational level.</li> </ul>	<ul style="list-style-type: none"> <li>The Planning units of local governments are generally understaffed and with few staff have to contend with a huge workload straddling, planning, budgeting, data management and M&amp;E.</li> <li>Planning units are also under-resourced in terms of access to modern data collection technologies and operational budgets. This imposes limits on the conduct of socio-economic research and monitoring of data sets/ indicators.</li> <li>Local government human resources staff have not been adequately involved in addressing the HR dimensions of social protection delivery, resulting in a mismatch between delivery expectations and capacity to deliver.</li> <li>Pilot initiatives under CSSP aimed at developing district investment plans for social protection offer a practical way to expose local government staff to different aspects of social protection planning and, in the process, can contribute to raising awareness and understanding among those involved.</li> </ul>	<ul style="list-style-type: none"> <li>The identification of social protection within NDP III, as well as the shift to programme-based planning has facilitated the inclusion of social protection within LGDPs.</li> <li>The completion of the forthcoming strategy for social security (NSPP pillar 1) and operational framework for social care (NSSP pillar 2) will further facilitate the capturing of social protection within future plans.</li> <li>Budgetary provisions to cover the capacity-strengthening component of LGDPs have been cut back leaving limited scope for local governments to plan and budget for capacity-strengthening interventions in the realm of social protection. There is also limited willingness to assign own revenues for CD purposes.</li> <li>The vertical programme logic that characterises key social protection interventions imposes a planning, budgeting and reporting framework including programming cycles, that can be difficult to integrate into a local government planning perspective, although local governments are expected to link their plans to MDA plans.</li> <li>There is no specific guidance on how to plan for social protection, besides the generic guidance offered by the local government planning guidelines. Moreover, MGLSD does not collect and use data on sector workforce to inform planning decisions.</li> </ul>



### 2.2.3. Task 3: To coordinate and performance manage Social Protection role players

#### Task Description

Social protection embraces a large number of areas of intervention that involve a wide array of role players. It can best be described as multi-sector and multi-stakeholder. The range of services and interventions that fall under the SP umbrella is well captured in the NSPP, the draft strategy for social security and the operational framework for social care. The quality of delivery and consequent development impact through multiple linked interventions demand a high level of coordinated action, common systems, information sharing, joined-up delivery modalities and shared reporting arrangements.

Responsibility for coordination is shared between national actors and those at the decentralised level. For local government, a key responsibility is to ensure coordinated delivery among the multiple actors involved both horizontally across different departments and entities and vertically across the different levels of government linking the national to the community level.

Holding role players to account is a related responsibility that ensures that each role player is fulfilling their responsibility and contributing to sector objectives. This places a premium on each local government to set clear goals, and performance standards and thereafter to performance manage staff, departments and programmes on an ongoing basis. Ideally, each local government should be capable of preparing an annual report on social protection.

#### Task Performance

- *There are a variety of ad hoc structures at the local government level that have been set up to coordinate and report on different elements of social protection, but a dedicated coordination structure that looks across the entire sector does not exist.*
- *There is also no comprehensive monitoring framework for social protection in place although LGDPs include indicators that could form the basis for such a framework.*
- *Performance data that is available is linked to individual vertical programmes managed from the national level with limited disaggregation of data at local government level and difficulties in harnessing that information to build a local government-wide picture.*
- *In many districts, there are multiple interventions implemented by NGOs e.g. for social care and for the refugee response, but districts struggle to coordinate these and monitor implementation on a systematic basis. This also impacts on their ability to draw lessons, codify good practices and set standards.*
- *There are no nationally approved normative performance indicators or service delivery standards for social protection that could provide a basis for benchmarking. Social protection is also not included in the performance assessment frameworks of departmental heads and the CAO. As such, people and organisations are not necessarily held accountable for doing what they are meant to do.*
- *As such, the visibility of social protection efforts remains quite hazy. Forming a picture of sector strengths, weaknesses, opportunities and threats is difficult to achieve, which also undermines efforts at driving continuous improvement and learning.*

Assessment of Capacity to Coordinate and Performance Manage Social Protection Role Players		
Individual	Organisational	Enabling Environment
<p><i>There are no specific capacity challenges raised at the individual level about this core task.</i></p> <p><i>However, it can be anticipated that knowledge and experience of performance management systems remain weak and would warrant attention.</i></p> <p><i>Any future development of performance standards and indicators would also require intensive dissemination and training on their use.</i></p>	<ul style="list-style-type: none"> <li>• There are currently no streamlined coordination structures at the district and sub-county levels that focus on different areas of social protection intervention. The NSPP has proposed coordination structures up to the village level, however, these have not been operationalised due to a lack of funding. Those that do exist are programme or theme-specific.</li> <li>• Vertical programmes such as SAGE maintain their coordination arrangements, but these are aligned with national agencies and do not necessarily report back into local government accountability structures (DTPC and Council structures).</li> <li>• Leadership (CAO and elected leaders) does not play a proactive role in promoting a multi-actor/cross-sector approach, nor does it encourage accountability and common reporting. This results in a lack of clarity as to who is responsible for different aspects of social protection delivery and misses opportunities to promote linkages and joint action. It also impacts on the efficiency and appropriateness of resource allocation decisions.</li> <li>• While social protection is better reflected in current LDGDPs (see Task 2), there remain gaps and inconsistencies which impact on coordination, performance management and reporting efforts.</li> <li>• Social protection does not currently feature in the performance contracts of CAO and departmental heads thereby weakening incentives for sector performance and accountability.</li> </ul>	<ul style="list-style-type: none"> <li>• National coordination structures are reportedly not performing optimally although attempts have been made to enhance their effectiveness. Challenges include overlapping or unclear mandates and inconsistent participation of members. There is a tendency to work in silos missing out on opportunities for horizontal linking. The current work by MGLSD on designing a more impactful coordination framework is expected to facilitate coordination at sub-national levels.</li> <li>• Unlike in some other sectors, there are currently no approved service delivery/service standards to benchmark the delivery of social protection interventions. This impacts the ability of the MoLG (and MGLSD, OPM) to assess social protection as part of the annual LG performance assessment exercise and to identify areas for improvement.</li> <li>• A comprehensive M&amp;E framework for social protection has yet to be operationalised making it difficult for local governments to monitor performance and track change over time. It is noted however that the MGLSD is working on developing a set of core social protection indicators. For the time being, M&amp;E is conducted at a project or thematic level. It is often donor driven.</li> <li>• The absence of a performance/results framework for social protection makes it difficult to accurately identify capacity development needs of local government in terms of capacity to do what and capacity of whom.</li> </ul>

## 2.2.4. Task 4: To design Social Protection interventions

### Task Description

Social protection is a comparatively recent area of public policy and is characterised by a high degree of piloting, experimentation, adjustment and innovation. While many core social protection programmes are designed at the national level and rely on core systems that are managed from the centre, there is an expectation that local governments that are typically responsible for front-line service delivery participate in the design, review and adaptation of national programmes.

There is also a provision for local governments to design their own locally funded interventions that address aspects of vulnerability that are not covered by national programmes and that fall within their mandated or statutory responsibility. This applies especially to aspects of social care provision but can also relate to aspects of direct income support and pension provision.

Local governments should therefore be active participants in the design, review and adaptation of nationally managed social protection programmes and should also undertake the design and delivery of complementary interventions funded through their own resources/fundraising.

### Task Performance

- *Local governments often complain that national programmes are designed without adequate local level consultation. Opportunities to participate in the design, review and adaptation of national programmes are considered few with the characterisation of national programmes as being designed “top-down” and not taking account of local needs and realities.*
- *Local government stakeholders involved in the delivery of national programmes are however normally consulted during review missions and in the conduct of end of programme evaluations, but these opportunities are regarded as ad hoc rather than systematic.*
- *Various local governments have set up social protection initiatives from time to time to support specific groups of vulnerable persons. These may or may not be identified as social protection interventions. A key constraint to such interventions is limited financial resources impacting on scope and sustainability.*
- *Through the CSSP programme in West Nile, pilot social protection micro-projects are being developed aimed at exploring the design considerations required for setting up local social protection interventions through a learning by doing approach. In parts of Karamoja region, WFP is working with local governments to design local shock responsive social protection interventions.*

Assessment of Capacity to Design Social Protection Interventions		
Individual	Organisational	Enabling Environment
<ul style="list-style-type: none"> <li>Overall, there is limited experience among local government staff in designing social protection interventions.</li> <li>Knowledge gaps include setting targeting criteria and designing methodologies for identification, selection and registration of beneficiaries, setting benefit levels including appropriate transfer values, addressing issues of social and environmental safeguards, defining results and selecting indicators, and taking into consideration costing/ financing aspects.</li> <li>There are also areas of specialisation related to social care that are not available among staff.</li> <li>There is also an absolute shortage of staff who can be mobilised to conduct design work while budgets for contracting consultants to assist are limited.</li> </ul>	<ul style="list-style-type: none"> <li>Districts have limited hands-on experience of, or opportunity in designing social protection interventions and have mainly implemented programmes designed at the national level.</li> <li>The three West Nile pilot social protection “micro-projects” have helped identify knowledge and skills gaps and have offered on-the-job training and mentorship to local officials. In several Karamoja districts, OPM and donors have worked with local governments to design shock-responsive social protection interventions. These demand a high level of technical and specialist knowledge that is not currently available at the local government level.</li> <li>There is no substantive research capability and limited data analysis capacity at the local government level that could generate the necessary evidence base and analytical insights to support the design of interventions.</li> <li>Local governments do not offer any formal induction or training on social protection to incoming staff who must rely on training and awareness raising events offered by national institutions or development partners.</li> </ul>	<ul style="list-style-type: none"> <li>Local governments are empowered to establish byelaws and ordinances to cascade national programmes at the local level. As such, there is some space for local governments to adapt existing programmes and set up complementary interventions.</li> <li>National programmes have been designed with only limited input and participation of local government actors. As a result, local actors have not been exposed to design processes and considerations that would enable them to design their programmes with more confidence.</li> <li>Opportunities for local governments to engage with research and academic institutions to investigate local social protection issues remain limited and ad hoc.</li> </ul>

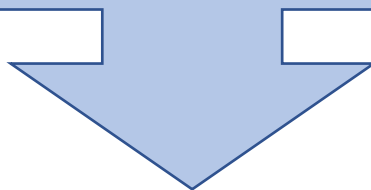
## 2.2.5. Task 5: To collect, process and use data for Social Protection

### Task Description

Data management is at the core of social protection. Interventions rely on access to data to facilitate accurate diagnosis of needs, to ensure appropriate targeting of assistance, to monitor the quality of delivery and to assess progress in outcomes over time. Given the importance of establishing horizontal linkages between different social protection interventions, data sharing and interoperability of management information systems becomes essential.

Data needs are broad, ranging from collecting and updating basic Civil Registration and Vital Statistics (CRVS), obtaining periodic data on household socio-economic status, maintaining information on key education, health and nutrition indicators, as well as specialised data sets relating to particular vulnerable groups such as the disabled.

Responsibility for data management is shared between national and local government. Local governments are expected to populate and maintain management information systems belonging to national programmes through regular input of data at parish, sub-county and district or urban levels. They are also expected to initiate and sustain their data collection activities to support planning, implementation and reporting. Data protection and safeguarding the privacy of beneficiaries are critical considerations.



### Task Performance

- *Data management is identified as a major area of concern for local governments with various challenges encountered that impact task performance.*
- *Overall, local governments struggle to maintain accurate data sets impacting their ability to plan, deliver and report.*
- *A particular challenge relates to horizontal data sharing with the most robust systems linked to vertical programmes that are nationally managed.*
- *Accessing data contained in vertical programmes is difficult with result that local governments must plan, deliver and report with only partially complete information.*
- *The input of data varies in quality with concerns about the regularity of data collection, data accuracy and overall completeness.*

Assessment of Capacity To Collect, Process and Use Data for Social Protection		
Individual	Organisational	Enabling Environment
<ul style="list-style-type: none"> <li>Few districts have full-time officers responsible for data management, with the responsibility often subsumed under those of the district planner or their staff.</li> <li>While some sectors such as health may avail of a health statistician to support data management, the CBSD does not avail of such capacity.</li> <li>Some programmes have trained technical staff to perform specific tasks related to data collection and data entry, but this does not usually extend to more complex tasks of data manipulation and data analysis.</li> </ul>	<ul style="list-style-type: none"> <li>ICT infrastructure and ICT technical support are generally inadequate to support the modern-day use of electronic/ digitised data. The process towards digitalisation has overall been limited.</li> <li>Most technical officers, including Parish Chiefs, have limited access to modern technology to support data collection, processing and analysis, including access to smartphones or tablets.</li> <li>Most data entry at the sub-country level and below continues to be done manually.</li> <li>Various issue or programme-specific MIS systems have been developed for instance on GBV and for programmes such as SAGE, NUSAF and DRDIP.</li> <li>Data management systems that local governments provide support to, are generally fragmented, serve the needs of vertical programmes and/or national initiatives and offer limited inter-operability.</li> <li>Budgetary allocations for data management at the local government level are generally inadequate to support such a core function.</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing work to develop a single registry will provide the foundation for developing an integrated and versatile social protection data management system that will resolve some of the current dysfunctions.</li> <li>However, this will be a long-term endeavour, and there remain important conceptual issues to clarify regarding the role, scope and functionalities of such a registry.</li> <li>Improving and speeding up the national registration process under NIRA is a pre-condition for the effective development of the single registry.</li> <li>For the time being, there is limited interoperability of the major vertical programme MIS such as for health and education, and even for those supporting the different social protection interventions/programmes.</li> <li>Provisions are in place to decentralise data management for the SAGE/SCG programme to the local government level, but this has not progressed significantly.</li> </ul>

## 2.2.6. Task 6. To deliver direct income support (Cash transfer) programmes

### Task Description

The main interventions regarded as being at the core of social protection are the various Direct Income Support or cash transfer programmes belonging to pillar 1 of the NSPP. These include the SCG or SAGE, and various labour-intensive public works programmes (cash for work) implemented mainly but not exclusively under NUSAF and DRDIP. Also included are the pilot Nutricash programme (West Nile) and pilot shock-responsive social protection interventions (Karamoja) as well as the cash transfers provided to refugees in the settlements of refugee hosting districts.

These are all primarily delivered as national programmes by MGLSD and/or OPM but depend on local government structures and to a lesser extent on NGOs and CBOs for front-line delivery. Working mainly with the staff of the CBSD and Parish Chiefs, and co-opting other technical staff as might be required, as well as NGOs/CBOs, these national programmes work through standard operating procedures that local governments are required to observe and are overseen by dedicated programme coordination and governance structures. The extent of integration into local government planning, budgeting, financial management, data management and accountability, including GRM structures varies from programme to programme.

The principal role of local government is to support the day-to-day implementation of the respective programmes including identification and registration of beneficiaries, supervision of payments and related benefits, reporting and grievance management and provision of relevant extension services.

### Task Performance

- *An in-depth assessment of the performance of local governments with respect to individual DIS programmes has not been undertaken as input to this strategy so remarks made here are broad brush. Performance monitoring and results frameworks are national managed and provide insight into respective programme achievements.*
- *Overall, local governments are fulfilling their designated responsibilities but have to work in contexts of acute understaffing and require close supervision to ensure procedures and rules are observed. Periodic training and re-training is required to account for turnover of staff.*
- *Whilst SAGE operates across all local governments, most other DIS interventions are geographically targeted or are in a pilot phase and have not yet gone to scale. SAGE has been rolled out in phases; therefore, mastery of implementation tasks varies between those early participating districts and the more recent entrants.*
- *Various challenges to implementation have been noted including accuracy of targeting and data management, consistency and completeness of outreach activities, timeliness of payments and timely resolution of grievances, attention to and coordination of extension and referral tasks.*



Assessment of Capacity to deliver individual Direct Income Support (Cash Transfer) Programmes		
Individual	Organisational	Enabling Environment
<ul style="list-style-type: none"> <li>The high level of staff vacancies (65-70% posts typically filled) and limited number of posts in the CBSD especially at the sub-county level impacts the ability to assign sufficient time to optimally manage DIS programmes.</li> <li>Some staff have found practical ways to schedule their work around the different cycles of the various programmes they must manage. But this can also lead to competition over prioritisation.</li> <li>The vacancy level among Parish Chiefs has been reduced substantially from the 40% of filled posts reported in 2016. They have however insufficient knowledge on social development issues to adequately support CDOs in DIS delivery as they are primarily trained as administrators.</li> <li>Many CDOs have been recruited without the necessary pre-service training and lack the critical knowledge and skills required to deliver on their responsibilities. Induction that used to take place is no longer provided.</li> <li>Job descriptions have not kept up with the emergence of new sector tasks and responsibilities and are therefore outdated and of limited value in performance managing staff.</li> <li>Despite training and guidance offered by national agencies, there remain knowledge gaps among core implementation staff concerning</li> </ul>	<ul style="list-style-type: none"> <li>The CDO holds a wide range of roles and responsibilities across the different functions of local government, including as planner, gender specialist, elderly and disability specialist, birth and death registrar (more recently), child protection officer and NGO liaison officer, in addition to the primary role of 'uplifting the social and economic welfare of local communities.</li> <li>Many trained and experienced CDOs end up becoming sub-county administrators representing a loss to the already under-staffed social protection sector. Succession planning is therefore an important consideration for local governments to sustain service delivery.</li> <li>While Parish Chiefs can take on some responsibilities otherwise assigned to CDOs, they lack the basic pre-service training to enable them to fulfil social protection duties.</li> <li>High levels of staff mobility and changes among elected leaders mean that the provision of training and induction is an ongoing requirement but provisions for doing so routinely are not in place.</li> <li>Operational budgets and basic equipment to support the work of key staff (CDOs and Parish Chiefs) are inadequate, impacting on staff efficiency, effectiveness and morale. In</li> </ul>	<ul style="list-style-type: none"> <li>The current wage bill assigned to local government is insufficient to allow for existing vacancies to be filled and/or additional posts to be created. Meanwhile, MGLSD does not have a complete overview of the staffing situation impacting on delivery of the national policy at the local government level.</li> <li>National programmes such as NUSAF have addressed issues of staff shortage by employing parish facilitators to support Parish Chiefs. Through SAGE, Regional Technical Support Units were created to reinforce local government capacity. These are however all temporary positions.</li> <li>Various training and orientation events are periodically organised by national programmes to guide front-line workers on how to implement their respective programmes and comply with rules, SOPs, etc. Whilst these are essential, they can reinforce a silo mentality that discourages the exploration of horizontal linkages and harmonisation of rules and procedures.</li> <li>Attempts to institutionalise such training and induction at the local government level through TOT approaches have not always been successful, with resultant gaps in coverage and frequency.</li> </ul>



<p>rules, procedures and processes linked to different programme SOPs.</p> <ul style="list-style-type: none"> <li>• Moreover, new skills and knowledge requirements arise in the context of new programme designs and interventions, demanding continuous updating of awareness, know-how and practice.</li> <li>• Beyond CBSD, other staff that support DIS interventions require appropriate training and awareness raising on the links between social protection and other sectors e.g. LIPW environmental management perspective, Nutricash health and nutrition perspectives and Shock-sensitive disaster management perspectives/early warning.</li> <li>• The turnover of elected leaders is high demanding repeated cycles of awareness raising and training on core DIS programmes so that they are able to support programme delivery effectively, especially at the community level.</li> </ul>	<p>particular, Parish Chiefs still do not enjoy their own office space and logistical support.</p> <ul style="list-style-type: none"> <li>• Uncoordinated use of available transport facilities in local governments and a poor operations and maintenance culture, can lead to situations where vehicles are boarded up as a result of inadequate maintenance and servicing.</li> <li>• The ability of local governments to act independently and to address capacity challenges is constrained by centralised decision-making and limited delegation of authority.</li> </ul>	<ul style="list-style-type: none"> <li>• Technical back-stopping facilities such as RTSU have been only partially successful in skills transfer with a tendency towards playing a direct implementation role. Meanwhile, most national agencies face their own capacity and budgetary constraints that limit their ability to perform their oversight and supervision function, as well as the ability to offer capacity-building support.</li> <li>• The induction course for community development staff (formerly offered by the Nsamizi Institute of Social Development) is no longer available due to budgetary cuts.</li> <li>• There is currently no generic social protection training course available that is institutionalised. However, positive experiences with the TRANSFORM training approach are likely to lead to efforts to deliver comprehensive social protection training on a more systematised basis.</li> </ul>
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### 2.2.7. Task 7. To deliver social care support

#### Task Description

Pillar 2 of the NSSP focuses on social care. To date, social care has received less attention than pillar 1, in terms of policy, systems and programme support, but has always existed as a key responsibility of the MGLSD and of local governments who are required to discharge statutory responsibilities and support programme delivery through their probation, labour and social welfare officers and community-based structures including para-social workers.

Social care covers a very broad area of concern. Assigned officers are expected to address the psycho-social needs of vulnerable individuals, and to tackle issues of access, inclusion and rights of vulnerable sections of society by providing targeted assistance ranging from counselling, residential care, special programmes including grants and other forms of outreach. Linkages with pillar 1 initiatives should be explored and promoted where relevant.

Local governments discharge these functions in line with legal and policy provisions and rely on various national grants to finance social care related activities. Front-line delivery often depends on loosely coordinated interventions carried out by international and national NGOs.

The sub-sector has immense demands and effectiveness requires a high level of coordination, information sharing, and targeted action. It also demands a high level of specialisation that can be used to respond to a wide range of very specific needs/vulnerabilities.

#### Task Performance

- *Local governments struggle to meet the needs of the sub-sector due in large part to inadequate resourcing and expertise. This is manifested in terms of low coverage, inconsistent support and follow-up including referrals, and an absence of professionalism.*
- *Delivery tends to focus on those areas that enjoy greater funding or national government and development partner attention, such as child protection and GBV. Therefore, the treatment of social care is uneven with pockets of effectiveness and other areas of neglect.*
- *Delivery also relies on projects financed and delivered by NGOs. Such initiatives are generally poorly coordinated and may be of short duration and limited reach, raising sustainability issues. Local governments cannot take over.*
- *There are specific social care challenges confronting refugee hosting districts that demand additional attention and innovative solutions. In-migration of refugees from settlements to urban centres is a case in point.*
- *A comprehensive assessment of the state of social care is provided in the Operational Framework for Social Care and Support System and the Strategy for Strengthening the Social Service Workforce which have been approved by MGLSD, and are the source of information provided in this sub-section on social care.*

Assessment of Capacity to Deliver Social Care Support		
Individual	Organisational	Enabling Environment
<p><i>Many of the points raised above for pillar 1 under task 7 apply to pillar 2 and are not repeated.</i></p> <ul style="list-style-type: none"> <li>There is a major mismatch between the availability of staff (both CDOs, probation and social welfare officers) to support social care work and the tasks they are expected to deliver. Positions such as that of district youth officer have not been filled.</li> <li>There are significant areas of specialism/technical skills that staff do not possess, impacting their ability to provide relevant support. Most social care workers are CDOs with only a generalist background in community/social development.</li> <li>Specific skills gaps include basic areas of case management; psychosocial counselling and guidance; assessment and report writing; communication and relationship building; advocacy, and resource mobilisation skills.</li> <li>Parish Chiefs, para-social workers and community structures who all play a supportive role are in particular need of training and orientation in line with the tasks they are expected to play.</li> <li>It is noted that UNICEF funded a number of social welfare posts in the Adjumani and Tereko districts which had a positive impact on taking forward the child protection agenda among others.</li> </ul>	<p><i>Many of the points raised above for pillar 1 under task 7 apply to pillar 2 and are not repeated.</i></p> <ul style="list-style-type: none"> <li>The single position of PSWO creates significant challenges for post holders in trying to fulfil the two distinct and demanding roles of probation officer and social welfare officer. High vacancy levels also result in post holders having to take up additional responsibilities in an acting capacity.</li> <li>A recent study found that that almost 40% of CDOs have no private offices while 60% lack access to computers (The USAID-ICYD, 2021).</li> <li>In the absence of adequate operational budgets, social welfare officers draw on personal resources such as their own transport, computer or phone, to be able to assess, report on and follow up on cases.</li> <li>Leadership and management skills among social care staff remain weak impacting on their ability to provide professional supervision at different levels, critical where task accomplishment demands interaction of different role players.</li> <li>The fusion of community development and social care and support functions can lead to marginalisation of the latter.</li> <li>Mechanisms to monitor and quality control social care services delivered by NGOs are not sufficiently robust or systematically used. Activities are moreover not well integrated into</li> </ul>	<p><i>Many of the points raised above for pillar 1 under task 7 apply to pillar 2 and are not repeated.</i></p> <ul style="list-style-type: none"> <li>Guidance and direction from MGLSD on the delivery of social care support has increased over recent years with important pieces of legislation, policy and operational guidance promulgated e.g. on youth, early childhood development, and alternative care. Moreover, the ministry is currently developing an operational framework for the social care sub-sector including consideration of workforce requirements.</li> <li>Issue-specific MIS systems have also been developed and rolled out to the local government level such as on Gender-Based Violence (GBV) and Orphans and Vulnerable Children (OVC).</li> <li>Despite these advances, social care delivery relies heavily on external funding and NGO delivery. Whilst this enables key services to be delivered, it can create biases in the prioritisation of work with a tendency to overlook statutory responsibilities which are not so well funded.</li> <li>A further shortcoming is the absence of regulation, professionalisation and quality assurance of the social care workforce, with consequences for the appropriateness and effectiveness of service delivery. This includes</li> </ul>

	<p>local government plans, and rather aligned to requirements of vertical programmes managed from the national level.</p> <ul style="list-style-type: none"> <li>• Social care services that rely on institution-based delivery such as foster homes and remand centres are particularly constrained due to inadequate budgets to meet operational costs, rehabilitate existing structures or build new ones.</li> </ul>	<p>inadequate guidance on appropriate practice, conduct and ethical parameters.</p> <ul style="list-style-type: none"> <li>• However, in the area of para-social work, MGLSD has defined a set of minimum competencies to guide training and recruitment which awaits formal adoption by the government.</li> </ul>
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## PART 3: CAPACITY DEVELOPMENT STRATEGY

### 3.1. STRUCTURE OF PART 3

Building on the capacity assessment presented in Part 2, Part 3 presents the capacity development strategy that will address the identified capacity needs.

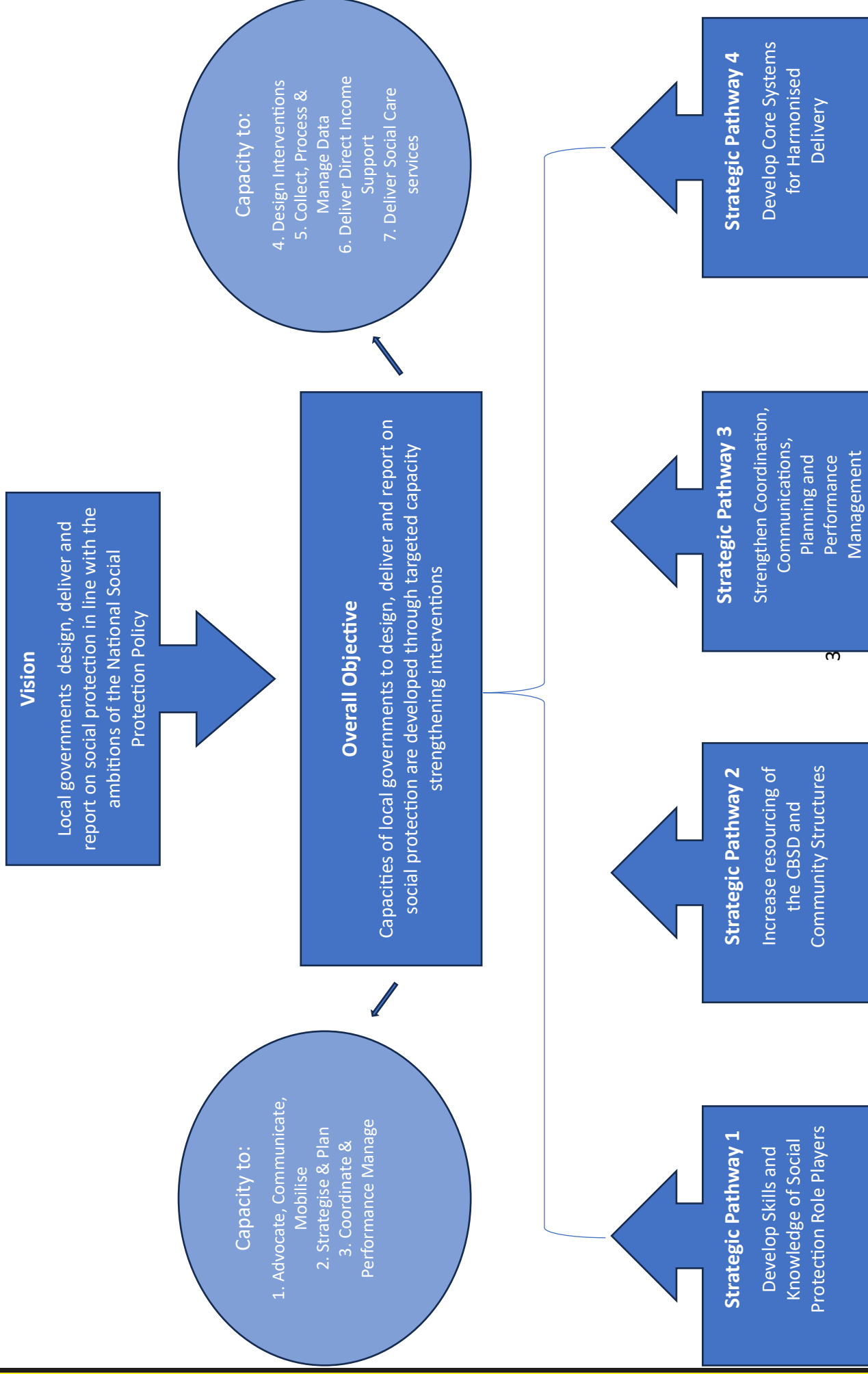
The strategy comprises a set of four capacity development “strategic pathways” that focus on tackling different dimensions of capacity needs identified across the seven social protection “task areas” presented above.

Each strategic pathway is composed of a number of sub-pathways which represent areas of intervention. In the following pages, each strategic pathway and the corresponding sub-pathways are described.

It is important to note that whereas all pathways aim at addressing the capacity needs of local government, many of the areas of intervention proposed require action at the national level. Therefore, the delivery of this strategy requires the active participation of both national and local level role players.

The strategic pathways and their relationship to the overall objective and vision of this CD strategy are presented in graphic form below:

Figure 4: Strategy Overview



### 3.3. STRATEGIC PATHWAY 1: DEVELOP SKILLS AND KNOWLEDGE OF SOCIAL PROTECTION ROLE PLAYERS

#### 3.3.1. Objective and scope

This pathway addresses the need to enhance the skills and knowledge of social protection duty-bearers at the local government level so that they can carry out core tasks that support the delivery of social protection.

Part 2 of the strategy identified a variety of skills and knowledge gaps that currently hamper duty-bearers from fully discharging their responsibilities for social protection. These impact on the seven “task areas” examined and include a mix of technical or sector-specific skills as well as a variety of functional or cross-cutting skill areas related to such tasks as advocacy, planning, coordination and communications.

Four areas of intervention are identified under Pathway 1 that combine short-, medium- and longer-term actions:

- Delivering a programme of training and related learning initiatives targeting specific needs and specific audiences. Whilst the MGLSD develops a Master Training Plan, individual Local Governments are expected to draft their training plans for social protection.
- Setting up and curating a knowledge portal or app-based platform for social protection learning and knowledge management.
- Utilising the help-desk facility of the MGLSD that offers advice, mentorship and coaching to social protection actors to operate on an “on-demand” basis.

These three intervention areas are depicted in the graphic below:

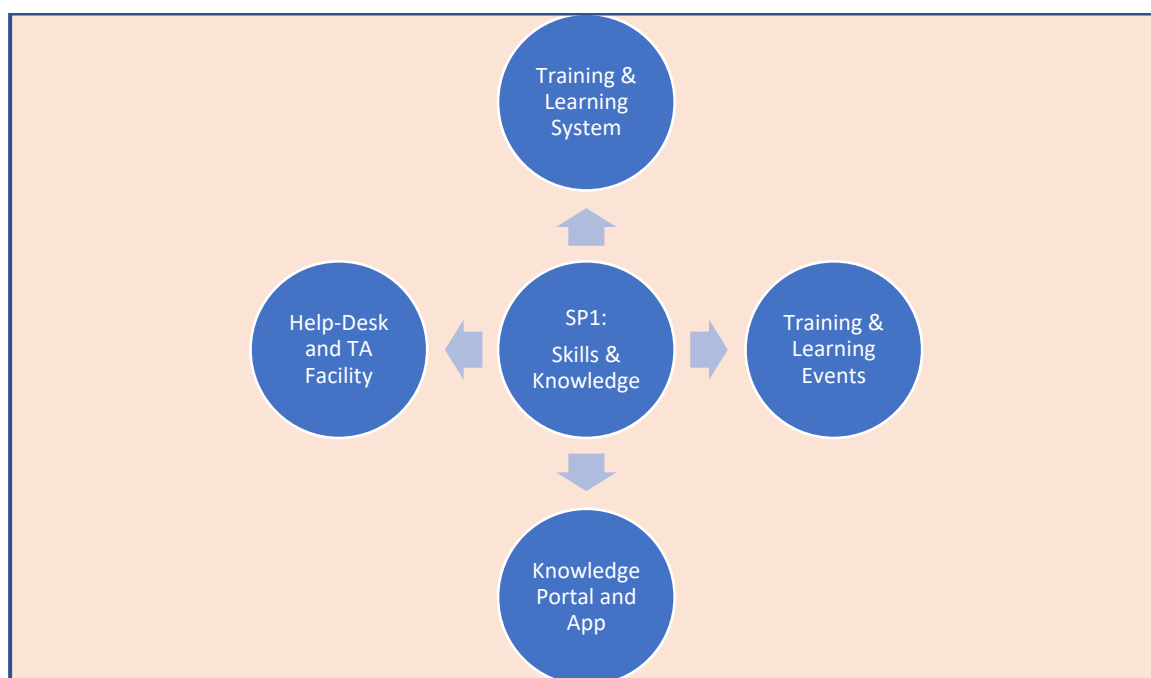


Figure 5: Strategic Pathway 1: Develop Skills and Knowledge

### 3.3.2. Working within a set up quality-assured system of training and learning including curriculum development, certification and accreditation.

To ensure sustainability, uphold professional standards and maintain relevance as the social protection sector continues to expand over time, a national framework for guiding the delivery of training and learning for key social protection actors is proposed to be established in the SSW Strategy. This framework takes account of both pre-service and in-service training requirements including continuous professional development.

The design of the framework considers specialised advisory input and builds on ongoing discussions and proposals that include: i) Options to institutionalise and localise the international TRANSFORM training curriculum/modules among Ugandan training providers and ii) It proposes to professionalise the training and continuous professional development of social care workers, led by MGLSD with the support of UNICEF. It builds on and takes advantage of the existing capacity/ suitability of the Ugandan tertiary education system in terms of delivering appropriate training in the social protection field and also takes into consideration good practices and norms from other sectors on how best to set up an appropriate regulatory framework for the tertiary education sector. This second intervention is better implemented under the social care framework since the discussions on licensing, certification and accreditation as well as the nuances required are well discussed in the SSW.

Developing the framework will take time and is therefore viewed as a medium to long-term undertaking.

#### **Who does what?**

<b>Duty-Bearer</b>	<b>Action</b>	<b>Additional Remark</b>
Local Government	<ul style="list-style-type: none"><li>• <i>Actively participate in each stage of the process.</i></li><li>• <i>Articulate needs and provide insight and experiences that should be taken into account of.</i></li></ul>	<ul style="list-style-type: none"><li>• <i>Require a proactive approach to lobby and advocate for needs.</i></li><li>• <i>Opportunity to engage through LG platforms such as ULGA.</i></li></ul>
Implementing Partners	<ul style="list-style-type: none"><li>• <i>Participate in consultations and review process and provide relevant inputs and insights.</i></li></ul>	
Development Partners	<ul style="list-style-type: none"><li>• <i>Participate in consultations and review process and provide relevant inputs and insights.</i></li></ul>	<ul style="list-style-type: none"><li>• <i>Role in resource mobilisation and knowledge and good practice sharing.</i></li></ul>

### 3.3.3. Deliver a range of training and related learning events targeting specific needs and specific audiences.

In line with the National Framework for guiding the delivery of training, an ongoing programme of in-service training and learning for various local government social protection duty-bearers are proposed to be implemented. This programme will be planned and coordinated by the MGLSD in consultation with OPM and other key MDAs, and in response to needs identified by local governments.

Delivery can be expected to take different forms, including for example workshops, part-time or full-time classroom-based teaching, or online self-paced learning. Providers might be technical staff of line ministries or development agencies, TOT trainers, or training institutes at the local, national, regional, or international levels including virtual learning portals. Training can be structured around individual needs, linked for example to individual staff development plans or can be structured around



institutional needs (where organisational capacity constraints have been identified), and could for example be delivered at the level of an individual local government or group of local governments.

An annual training and learning programme plan and budget should be developed to facilitate coordination, resource mobilisation, and efficiency in delivery and monitoring for the local governments. Importantly, the plan should combine the needs from across all existing areas of intervention and could be clustered around each of the two pillars of the NSPP.

Areas of training that would need to be addressed include:

Task Area	Topic Areas	Target Groups
<b>1</b> <b>Advocacy and Communication</b>	<ul style="list-style-type: none"> <li>Advocacy and Communications</li> <li>Overview of Social protection (various modules) and provisions of the NSPP.</li> </ul>	<ul style="list-style-type: none"> <li>Technical staff/Elected leaders/Community structures, Parish Chief, Communications officer.</li> </ul>
<b>2</b> <b>Strategising and Planning</b>	<ul style="list-style-type: none"> <li>Various technical insights required to support effective SP planning and budgeting include: costing, scenario building, and factoring in more specialised areas e.g. shock sensitive SP</li> </ul>	<ul style="list-style-type: none"> <li>Planning staff, CBSD staff, and relevant Department heads and CAOs office.</li> <li>Council chairperson and committee members.</li> </ul>
<b>3</b> <b>Coordination and Performance Management</b>	<ul style="list-style-type: none"> <li>Familiarisation with the use of performance management tools proposed under strategic pathway 3, including service delivery standards, indicator frameworks and KPIs</li> </ul>	<ul style="list-style-type: none"> <li>Heads of Department: Planning, CBSD, other relevant sectors, Parish Chief.</li> <li>HR office</li> </ul>
<b>4</b> <b>Designing Social Protection Interventions</b>	<ul style="list-style-type: none"> <li>Technical knowledge around techniques and methods for targeting, setting benefit levels, and assuring social and environmental safeguards.</li> <li>Specialist knowledge related to social care provision (various).</li> <li>Policy analysis and project design skills.</li> </ul>	<ul style="list-style-type: none"> <li>CBSD staff, Parish Chief and Planning office.</li> </ul>
<b>5</b> <b>Managing Data</b>	<ul style="list-style-type: none"> <li>Data collection, cleansing and manipulation including analysis.</li> <li>Use of specific software and hardware applications.</li> </ul>	<ul style="list-style-type: none"> <li>CBSD staff, Parish Chief and Community staff.</li> <li>Planning office.</li> </ul>
<b>6</b> <b>Delivering DIS Programmes</b>	<ul style="list-style-type: none"> <li>Competency to work with the SOPs of each programme intervention.</li> <li>Understanding of programme objectives, rationale and linkages to wider social protection objectives.</li> <li>Familiarisation with new and revised SP components such as Single registry, shock-responsive social protection, child-sensitive social protection and others.</li> </ul>	<ul style="list-style-type: none"> <li>CBSD staff especially those assigned to support DIS programmes/staff of sectors providing complementary inputs/support (DRM, agriculture, education, health, etc.).</li> <li>Members of community structures supporting front-line delivery, reporting and follow-up.</li> </ul> <p>(NB: For programmes such as SAGE that were rolled out in various phases, the training needs will vary between early adopters and more recent entrants.</p>

Box 3: Overview of knowledge and learning needs

### Who does what?

<b>Duty-Bearer</b>	<b>Action</b>	<b>Additional Remark</b>
Local Government	<ul style="list-style-type: none"><li>• Prepares annual training plan and budget and submits it to national level.</li></ul>	<ul style="list-style-type: none"><li>• Proposals should be linked to individual local government CD plans.</li><li>• HR unit to be involved, and guided by the district social protection coordination committee.</li></ul>
Implementing Partners	<ul style="list-style-type: none"><li>• Share information on training opportunities and training needs.</li></ul>	<ul style="list-style-type: none"><li>• Potential source of expertise and resources.</li></ul>
Development Partners	<ul style="list-style-type: none"><li>• Identifies opportunities for delivering technical training, resource mobilisation and networking with international providers.</li></ul>	<ul style="list-style-type: none"><li>• Coordination across different DP-funded SP interventions will be essential.</li></ul>

### 3.3.4. Set up and curate a knowledge portal or app for social protection learning and information sharing

Beyond formal training, there are an increasing number of ways to acquire knowledge and share information, and these should be fully exploited. Progress in the development of broadband internet services and smartphone technologies open up a vast universe of knowledge resources that can be obtained at the click of a button or by downloading an app. While levels of internet accessibility in rural areas are lower, they are improving and will continue to improve.

A simple search of key terms linked to social protection will reveal an enormous reservoir of global knowledge. There are also dedicated knowledge portals servicing the social protection community at international and regional levels. The most well-known of these is “socialprotection.org” which serves as a one-stop shop for knowledge linked to social protection. This may be described as “curated” information that helps to better link user needs to specific resources. With such easily accessible information, there is no longer an excuse “not to know.”

Beyond such global public goods, it would be appropriate to develop an Uganda-specific social protection internet portal that would serve as the “go-to place” or “one-stop-shop” for knowledge and information on social protection. Such a portal would serve as a virtual community of practice bringing together sector stakeholders from all levels and could serve as a repository of relevant information. Depending on permission levels granted, users could access different categories of information (policy and regulatory documents, analytical work, guidance notes and procedures, programme and system SOPs, forms, etc.) presented in different formats (reports, videos/vlogs, podcasts, webinars etc.), and participate in different kinds of activities (virtual knowledge sharing events including training modules, webinars, information uploading, etc). A FAQ section for field staff could also be built in. Over time additional functionalities can be considered including for example a research and data management component which could also facilitate stronger linkages with academia.

Consideration could also be given to developing a social protection app which could be made available to all social protection practitioners offering the same range of services as the portal but with a stronger focus on addressing operational needs including linking to key MIS and eventually the single registry, data entry as well as downloading of essential information including guidance and forms.

MGLSD will take responsibility for the day-to-day operations and maintenance of such a portal or app and will provide adequate resources and professionals to manage. The Ministry will work with all relevant social protection actors to champion the initiative, provide and manage content and address

bottlenecks as they occur. Crucially, it would contribute to strengthening horizontal linkages between individual programmes and pillars and give more concrete expression to the concept of a comprehensive social protection system.

### **Who does what?**

<b>Duty-Bearer</b>	<b>Action</b>	<b>Additional Remark</b>
National Government	<ul style="list-style-type: none"> <li>• <i>Develop concept notes and consider the feasibility of developing a portal/app.</i></li> <li>• <i>Commission detailed design and decide on a way forward.</i></li> <li>• <i>Include and promote private sector participation especially in technical and communications sectors.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>MGLSD to lead in close consultation with key national and local level social protection actors.</i></li> <li>• <i>OPM to be actively involved as well as other relevant MDAs.</i></li> </ul>
Local Government	<ul style="list-style-type: none"> <li>• <i>Accompany the process and participate in relevant decision-making and technical working groups.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Actively articulate their views on the relevance and feasibility of developing a portal and/or app.</i></li> </ul>
Implementing Partners	<ul style="list-style-type: none"> <li>• <i>Accompany the process and participate in relevant decision-making and technical working groups.</i></li> </ul>	
Development Partners	<ul style="list-style-type: none"> <li>• <i>Accompany the process and participate in relevant decision-making and technical working groups.</i></li> <li>• <i>Bring in insights from international experiences and facilitate networking.</i></li> <li>• <i>Explore resource mobilisation opportunities.</i></li> </ul>	

### **3.3.5. Utilise the established MGLSD helpdesk that offers advice, mentorship and coaching to SP actors**

To round off this skills and knowledge strategic pathway, a “help desk” or technical assistance facility should be established. The purpose of such a facility would be to provide advice, mentorship and coaching to local governments that would complement the knowledge and information obtained through training and learning opportunities and the proposed knowledge portal and app.

Its value-added would be in helping to translate acquired knowledge and skills into practice and would therefore play a role in bedding in new practices and troubleshooting difficulties as they arise. Such a service would reinforce the impact of formal learning opportunities ensuring that this leads to more effective delivery and institutionalisation of practices.

The facility would work on an on-demand basis with requests for assistance obtained from individual local governments or possibly from different programmes e.g. SAGE or NUSAF. The facility could operate from a central location but is supported by regional offices, much as has been the case with the SAGE regional technical support units (RTSU). The facility could also operate in the virtual space reducing the need for costly face-to-face engagement.

### Who does what?

<b>Duty-Bearer</b>	<b>Action</b>	<b>Additional Remark</b>
National Government	<ul style="list-style-type: none"><li>• Develop concept note and consider the feasibility of setting up a help desk.</li><li>• Commission study of options and resourcing/governance implications.</li><li>• Engage local governments on needs and preferences.</li></ul>	<ul style="list-style-type: none"><li>• MGLSD to lead in close consultation with key national and local level social protection actors.</li><li>• OPM to be actively involved as well as other relevant MDAs.</li></ul>
Local Government	<ul style="list-style-type: none"><li>• Actively engage in the design process highlighting needs and preferences, including practical considerations.</li></ul>	
Implementing Partners	<ul style="list-style-type: none"><li>• Accompany the process and participate in relevant decision-making and technical working groups.</li></ul>	
Development Partners	<ul style="list-style-type: none"><li>• Accompany the process and participate in relevant decision-making and technical working groups.</li><li>• Bring in insights from international experiences and facilitate networking.</li><li>• Explore resource mobilisation opportunities.</li></ul>	

## 3.4. STRATEGIC PATHWAY 2:

### Increase the Resourcing of Community-Based Services Department and Community Structures

#### 3.4.1. Objective and scope

This pathway addresses the need to strengthen the human and financial resourcing of the Community-Based Service Department (CBSD) and related structures at the Parish and Community levels so that they can perform the core tasks required to deliver social protection services.

Part 2 of the strategy identified a variety of organisational-level capacity constraints that impact the ability of the CBSD and related structures to fully support the social protection agenda. These relate to: i) The structure of the CBSD department and related aspects of human resources management, ii) Adequacy of operational budgets and iii) Availability of tools and equipment for CBSD staff to perform their roles and to support structures at the Parish and the community levels. These capacity constraints are embedded in the SSW Framework and the actions aimed at addressing three critical observed constraints of: i) Developing a local government human resources plan to support social protection delivery, ii) Reviewing the structure and staffing of the CBSD to better aligning with the needs of the NSPP and iii) Advocating for an increase in the operational budgets for CBSD and community structures and upgrading ICT and physical infrastructure are provided in the same document. The actions proposed combine mainly the medium and longer term.

These three critical intervention areas are depicted in the graphic below:



Figure 6: Strategic Pathway 2: Resourcing the CBSD and community structures.

### 3.4.2. Develop a comprehensive human resource plan for the social protection sector

A human resource plan for pillar 1 of the NSPP should be developed that projects staffing needs over the medium to long term for the delivery of social protection services at the local government level. Such a plan should be guided by the experience of the current delivery of social protection services as well as provisions of the NSPP and forthcoming related strategy for social security. It is important to note here that the Strategy for Strengthening the Social Service Workforce (SSW) has already proposed such a plan for pillar 2 of the NSPP.

A substantive Human Resources plan for the sector would serve various purposes:

- It would ensure a better matching of supply (pre-service training) and demand (needs of local governments) for staff required of the sector and in so doing would help to respond to some of the current shortages and projected longer-term requirements. In so doing it would help quantify needs and put in place a pipeline for producing necessary categories of qualified personnel.
- It would help local governments and central agencies (MGLSD, MoPS, MoLG) better plan and budget for staff deployment, succession management and continuous professional development.

Local governments will produce their human resources for social protection plans that reflect the specific needs of their local governments. These plans could inform the national level plan but would also be used for their own planning, budgeting, and resource mobilisation purposes.

The commissioning of the proposed human resources plan would require the following steps to be taken:

**Step 1:** Under MGLSD leadership, and in close consultation with OPM, confirm the interest of key stakeholders and identify key role players to be involved in this assignment.

**Step 2:** MGLSD to prepare a concept note outlining objectives, scope and funding requirements and constitute a task team to oversee the development of TORS. This should include solicitation of guidance and advice from MoPS, MoLG and MFPED as well as other relevant MDAs to ensure that the proposed plan conforms with necessary GOU frameworks, rules and procedures about human

resources planning in the public sector. It should also take account of the work done on workforce development for social care. It should also draw on experience in conducting such human resources plans from other countries.

**Step 3:** Commission a consultancy to prepare a district human resources plan. The TOR should ensure appropriate expertise is mobilised by prospective consultants in terms of human resources planning in the public sector, human resources development and training, and sector-specific knowledge (social protection). Prior experience in conducting such assignments will be essential.

### Who does what?

<b>Duty-Bearer</b>	<b>Action</b>	<b>Additional Remark</b>
National Government	<ul style="list-style-type: none"> <li>• MGLSD to discuss with MoLG, MoPS and other relevant MDAs on desirability to produce an HR plan for social protection.</li> <li>• Prepare concept notes and commission the preparation of the plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Academia and training institutes to be associated with this endeavour.</li> </ul>
Local Government	<ul style="list-style-type: none"> <li>• Local governments to be actively involved in sharing information on needs and participating in analytical work.</li> <li>• Local governments to prepare their HR Plans.</li> </ul>	<ul style="list-style-type: none"> <li>• A key opportunity to provide the evidence base for adequately resourcing the sector with appropriately trained staff.</li> </ul>
Implementing Partners	<ul style="list-style-type: none"> <li>• Furnish relevant information on the existing workforce and projected future needs.</li> </ul>	<ul style="list-style-type: none"> <li>• Offers an important source of knowledge on needs and opportunities.</li> </ul>
Development Partners	<ul style="list-style-type: none"> <li>• Mobilise expertise, share international good practices and consider scope for financial support.</li> </ul>	

### 3.4.4. Advocate for an increase in the operational budgets, equipment and infrastructure for CBSD and community structures

In addition to the proposed functional review of the CBSD, local governments should advocate for an increase in the non-wage operational budgets assigned for the delivery of social protection services.

Feedback indicates that limited non-wage operational budgets pose one of the biggest challenges to the effective discharge of responsibilities. Local governments also need to advocate for investments in basic equipment including ICT infrastructure, office space and transport, which are also judged as inadequate. Constraints are experienced at both local government headquarters (urban and district) and lower levels and impact the effectiveness of both CDOs and Parish Chiefs.

Despite the very constrained budgetary context, the scope for increasing budgets may appear limited. Nevertheless, a strong argument can be made for exploring opportunities for availing additional resources, which should include assigning a greater proportion of own revenues to the sector.

To this end and as part and parcel of the preparation of their individual capacity development plans, each local government should conduct an analysis of how non-wage operational budgets are currently deployed and the gap between actual and required funding levels. Such information can be compiled across all districts to lobby for additional resources at the local and national levels.

The commissioning of the proposed functional review would require the following steps to be taken:

**Step 1:** Under MGLSD leadership, the Ministry should hold discussions with MoPS, MoLG and MFPED on the feasibility and mechanisms for increasing non-wage operational budgets assigned to the CBSD. Such discussions should clarify the scope and mechanisms for increasing budgetary allocations including the roles that local government are expected to play in advocating for additional resources. On the basis of feedback received, a plan of action should be formulated. As necessary engagement of Parliamentarians and relevant Parliamentary Committees should be carried out with the support of the Parliamentary Forum on Social Protection.

**Step 2:** As follow-up to step 1, MGLSD with the support of MoPS and MoLG should commission a study to determine the optimal assignment of non-wage operational costs in light of the expected delivery goals of the social protection sector. It should therefore clarify the budgetary requirements to implement all relevant NSPP pillar 1 and 2 interventions assigned to local government and should distinguish the needs of district, urban, sub-county, parish and community levels. The results of this study can be used to support the Ministry's advocacy efforts in this area. Commissioning of the study should follow the steps proposed for other pieces of analytical work – thus preparation of a concept note and task team, thereafter preparation of TORs and commissioning of the assignment.

**Step 3:** While advocating for increased budgetary allocation at the national government level, MGLSD should use the results of the proposed study to advocate for local governments to increase the assignment of their revenues to social protection and the CBSD. This advocacy campaign can be conducted with the support of the Parliamentary Forum on Social Protection which has already undertaken initiatives in this regard.

#### Who does what?

<i>Duty-Bearer</i>	<i>Action</i>	<i>Remark</i>
National Government	<ul style="list-style-type: none"> <li><i>Provide the framework for a costing exercise on non-wage operational costs.</i></li> <li><i>Commission technical assistance to support analytical work.</i></li> <li><i>Engage relevant structures as part of any lobbying campaign.</i></li> </ul>	<ul style="list-style-type: none"> <li><i>Parliamentary forum and ULGA are important groups that can advocate relevant bodies on budgetary increases.</i></li> </ul>
Local Government	<ul style="list-style-type: none"> <li><i>Collect basic data and conduct preliminary analysis.</i></li> <li><i>Engage national actors in the process of formulating arguments and presenting proposals.</i></li> </ul>	<ul style="list-style-type: none"> <li><i>It would be important for local governments to act with a common voice, using available platforms to do so.</i></li> </ul>
Implementing Partners	<ul style="list-style-type: none"> <li><i>Provide information on the costs of service delivery related to their respective areas of work.</i></li> </ul>	
Development Partners	<ul style="list-style-type: none"> <li><i>Mobilise expertise, share international goodpracticese and participate in consultative processes.</i></li> </ul>	<ul style="list-style-type: none"> <li><i>Explore options to support non-wage operational costs.</i></li> </ul>



### 3.5. STRATEGIC PATHWAY 3:

#### Strengthened Coordination, Partnerships, Communications and Results-Based Sector Management for Social Protection

##### 3.5.1. Objective and scope

This strategic pathway addresses the need to enhance the overall coordination, planning and performance management of social protection at the local government level. It seeks to strengthen systems that allow local governments to act more strategically, including making better use of available resources, promoting horizontal linkages and joined-up approaches that build on existing vertical programmes and being more results-oriented so that duty-bearers are held to account and are incentivised to perform.

Part 2 of the strategy identified several shortcomings in the way social protection is currently managed at the local government level with the result that available resources are being used sub-optimally and opportunities for collaboration and joined-up approaches are not fully exploited. Overall, a silo approach prevails that privileges vertical linkages and misses out on the important horizontal linkages and sector-wide perspectives that are crucial for the effective delivery of the national policy.

Three areas of intervention are identified under Pathway 2, which include short-, medium- and longer-term actions.

- Strengthening comprehensive planning and budgeting for social protection.
- Reinforcing mechanisms for sector coordination, partnership and communications.
- Building a more robust performance management system for social protection through
  - a) *Establishing a framework for Performance Management and developing a set of SP indicators.*
  - b) *Developing and promulgating service delivery standards.*
  - c) *Developing KPIs to be included in heads of departments and CAO's performance assessments.*



These three intervention areas are depicted in the graphic below:

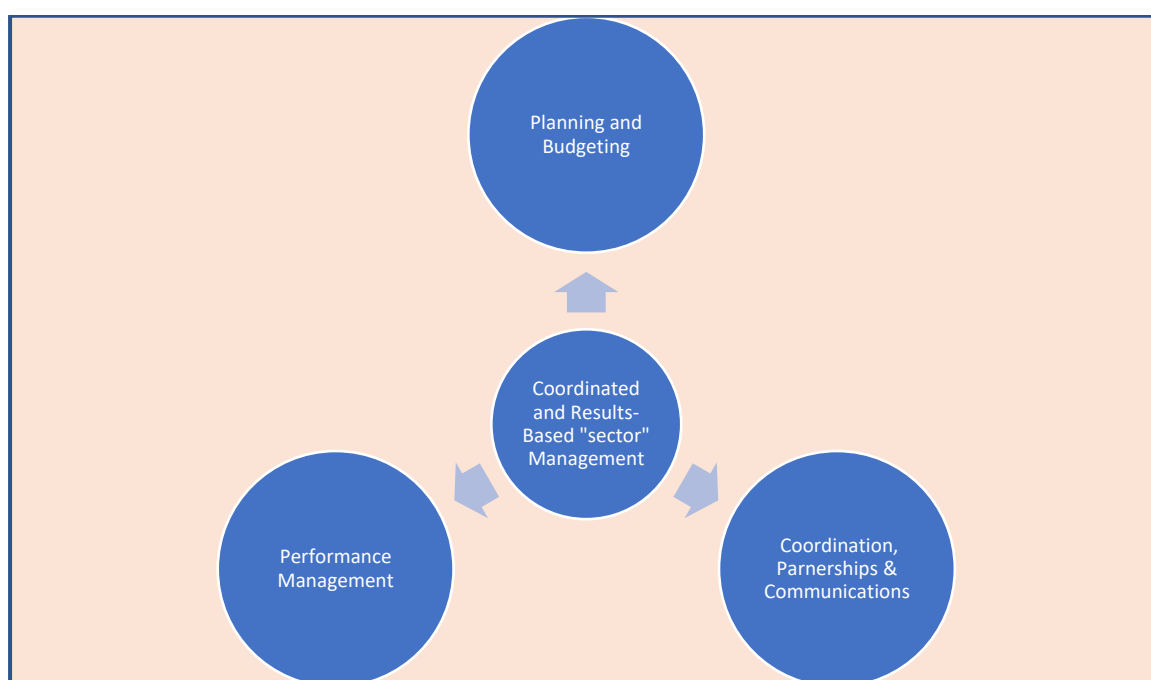


Figure 7: Strategic Pathway 3: Strengthened Coordination and Results-Based Management

### 3.5.2. Strengthen Social Protection planning and budgeting

Whilst progress has been made to better reflect social protection within district development plans, building on the recognition given to it in NDPIII, there remains scope for local governments to provide more comprehensive and integrated overviews of social protection that fully reflect the various programmes and interventions falling under pillar 1 of the national policy.

Doing so is becoming all the more important as the sector expands to embrace an increasing number of interventions, initiatives and role players - thus becoming more complex to manage. With the impetus to develop common systems that cut across individual DIS interventions, including their decentralisation to the local level and with the push to introduce “cash plus” interventions, shock responsive mechanisms, integrated and comprehensive planning will play an important role in effective and efficient resource allocation and management.

A comprehensive approach will help to identify and flag capacity-related issues arising and potential funding gaps. It will also allow for the design of a comprehensive social protection results/indicator framework that can support coordination and reporting efforts across the sector and it can be used to support a more accurate forecasting of wage and non-wage operational budget requirements. In refugee-hosting districts, it can reflect the different social protection actions targeting refugee and host communities, including support provided through humanitarian channels and the opportunities for their harmonisation and alignment in the context of triple (peace, humanitarian, development) nexus thinking and as advocated in the Comprehensive Refugee Response Framework (CRRF).

To this end, two key actions are identified:

1. Drafting a **sector-specific planning guidance note** that provides a step-by-step guide on how to comprehensively reflect social protection within local government development plans. This would complement existing planning guidelines by addressing the specific needs and challenges facing the

social protection sector which by its nature involves many role players at both national, local government and community levels and which to date remains highly fragmented.

2. Expanding the **piloting of “district investment plans for social protection”** to additional districts and/or urban centres (building on the experiences of three West Nile districts) to provide complementary information that can feed into local government development plans. A first step is to assess the success of the pilot exercise in three West Nile districts and based on this assessment, determine the interest and feasibility of extending this initiative to other local governments.

### **Who does what?**

<b>Duty-Bearer</b>	<b>Action</b>	<b>Remark</b>
National Government	<ul style="list-style-type: none"> <li>• MGLSD to finalise social security strategy.</li> <li>• Prepare guidance notes and disseminate them.</li> <li>• Explore options to expand piloting of DIPs to additional districts.</li> </ul>	<ul style="list-style-type: none"> <li>• Clarify who can best lead the preparation of planning guidance notes between MoLG, NPA and MGLSD.</li> <li>• Need first to assess the effectiveness of DIPs and the scope to roll out.</li> </ul>
Local Government	<ul style="list-style-type: none"> <li>• Provide technical inputs to drafting of guidance notes and support field testing.</li> <li>• Provides assessment of the utility of DIPs.</li> </ul>	
Implementing Partners	<ul style="list-style-type: none"> <li>• Provide technical inputs to drafting of guidance notes</li> </ul>	
Development Partners	<ul style="list-style-type: none"> <li>• Explore options to expand piloting of DIPs to additional districts.</li> </ul>	

### **3.5.3. Establish Social Protection coordination structures, promote partnerships and develop communication strategies**

The need to strengthen sector coordination arrangements has often been highlighted as a priority and has been the subject of various efforts to find ways to improve existing coordination arrangements. Building on the previous proposal to enhance social protection planning in the context of growing sector responsibilities and complexities, ensuring there are adequate coordination structures in place becomes essential.

This strategy notes that the MGLSD is currently examining options for setting up dedicated social protection coordination structures at the local government level and therefore the strategy holds back from making any specific recommendations in this regard. The following observations are however made:

- There is a strong argument to establish a dedicated social protection coordination structure at the district level that can facilitate planning, supervision, problem-solving and reporting across all social protection interventions. Such a structure would be multi-actor and should report back to statutory planning and coordination entities such as the district technical planning committee. It may also need to be supported by ad-hoc technical working groups that focus on specific issues, themes or programmes and co-opt different departments/staff (e.g. health, agriculture, education, disaster management, etc.).
- Given the impetus to expand social protection across pillars 1 and 2, as well as to promote the use of common systems, a strong coordination function becomes essential. Besides helping to plan better and forge stronger linkages, a coordination structure will help articulate a stronger unified

voice for social protection that can support necessary advocacy and communications work towards different constituencies.

- Structures established at the district headquarters level may be replicated at the sub-county level and include where appropriate NGOs and other role players who are active in front-line delivery.

No additional actions are proposed under this strategy in terms of coordination structures, as consultations on the best configuration and institutional arrangement are still ongoing. However, once a decision is taken, there will be a need to support local governments to set up and operationalise their respective sector coordination structures.

Beyond coordination, it will also be important to use coordination arrangements to promote **partnerships** and to develop a **communications strategy**.

- The promotion of **partnerships** will enable local governments to formalise working relationships with other sector role players at the national and local levels. It will be especially important to strengthen linkages with NGOs delivering social care services so that they can actively contribute to the design, resourcing and delivery of services and can be incorporated into sector-wide reporting frameworks.
- The development of a local government **communications strategy** to support the rollout of social protection services and to promote a joined-up working approach is an equally important endeavour. Whilst such strategies have been developed to support individual programme interventions such as the senior citizens grant, there have not been deliberate efforts to promote the sector more widely. Such a strategy would need to think about the different target audiences to be addressed, the messages to communicate and the mediums through which such communication should take place. The District Communications Officers would normally be expected to play a key role in supporting such an endeavour. The training and skills development needs associated with advocacy, and communications have already been identified under strategic pathway 1.

#### Who does what?

<b>Duty Bearer</b>	<b>Action</b>	<b>Remark</b>
National Government	<ul style="list-style-type: none"> <li>• Complete ongoing work on recommended coordination structures.</li> <li>• Disseminate and provide support to local governments to adopt recommended structures.</li> <li>• Support local governments to develop partnership and communications strategies through the development of concept/guidance notes and technical support.</li> </ul>	<ul style="list-style-type: none"> <li>• MGLSD is leading.</li> <li>• Other MDAs to provide support as required.</li> <li>• Parliamentary Forum on Social Protection to provide guidance and support to develop partnership and communications strategies.</li> </ul>
Local Government	<ul style="list-style-type: none"> <li>• Take action to implement recommended structures and report on their effectiveness.</li> <li>• Take action to develop partnership and communications strategies.</li> </ul>	<ul style="list-style-type: none"> <li>• Local governments are represented in TWG supporting this initiative.</li> <li>• District Communications Officers to be co-opted to support the design and delivery of communications strategy.</li> </ul>

Implementing Partners	<ul style="list-style-type: none"> <li>• <i>Actively participate in the functioning of the coordination structures and comply with all requirements.</i></li> <li>• <i>Support local governments in the elaboration and implementation of the partnership and communication strategies.</i></li> </ul>	
Development Partners	<ul style="list-style-type: none"> <li>• <i>Actively participate in the functioning of the coordination structures and comply with all requirements.</i></li> <li>• <i>Support local governments in the elaboration and implementation of partnership and communication strategies.</i></li> </ul>	

### 3.5.4. Establish a framework for performance management

The current framework for performance management of the social protection sector remains incomplete and is mainly structured on a programme-by-programme basis, for example, SAGE, NUSAF and DRDIP. To realise the ambition of a stronger sector-wide response that builds on common systems and procedures and stronger links between individual interventions, a stronger performance management framework for local governments is required. Three areas are currently underdeveloped and should be the focus of this pathway.

The first relates to **monitoring and evaluation** and the need to develop a set of core indicators that can be used across all programmes and local governments. These will help to strengthen the planning and budgeting framework for social protection as earlier discussed. MGLSD is currently working on developing such indicators and the outcome of its work is awaited.

The second relates to the absence of **service standards** and/or service delivery standards for social protection that are important for tracking performance improvement across local governments against objective standards and that can be used as part of the annual performance review conducted by MoLG.

The third relates to the need to incorporate **key performance indicators** within the performance contracts of senior local government staff. Like heads of departments and CAOs, in order to incentivise leadership and management attention to the sector.

Building on what is currently in place, further effort is needed in the three identified areas:

- Developing a set of **core social protection indicators** in support of a sector M&E framework that can be used by local governments to plan, monitor and report on the delivery of social protection interventions as enshrined in the SSW Framework Monitoring/progress reports from individual local governments can support performance management and reporting at the local level as well as contribute towards building a national picture of the status and performance of social protection delivered across the country. It would also help shift from a vertical programme-specific monitoring approach to a stronger integrated sector-wide approach that would include the contributions of all actors involved in the sector.
- Developing and promulgating **service (delivery) standards** for social protection that can be used to support sector planning and budgeting, (including human resource and capacity development

planning) and which can be used to monitor overall sector performance across local governments against a set of normative standards. In this regard, it is noted that the MGLSD is currently drafting a set of specific service delivery standards for social protection that can be incorporated into the existing approved standards for the social development sector that had been earlier prepared by the Ministry and which can be found in the Compendium of Local Government Service Delivery Standards.

- Developing **key performance indicators (KPIs)** that can be included in the performance assessment frameworks of heads of departments and the CAOs as again enshrined in the SSW Framework. Doing so will act as a powerful incentive to ensure leadership and management attention to social protection and in turn to more effective discharge of functions by all duty-bearers concerned. KPIs also offer a more objective point of reference for assessing individual performance and identifying needs for possible follow-up staff development/continuous professional development recommendations. In this respect, it can help to build a stronger link between performance and capacity and can be used in the preparation of annual training plans and related capacity-strengthening measures.

The above proposals will require a joint effort by national MDAs and local governments. They should be rolled out progressively in line with efforts to harmonise social protection delivery and move away from project based approaches. The process may need to be piloted in selected local governments before being rolled out country-wide.

#### **Who does what?**

<b>Duty-Bearer</b>	<b>Action</b>	<b>Remark</b>
National Government	<ul style="list-style-type: none"> <li>• MGLSD to complete work on indicators and M&amp;E framework and disseminate.</li> <li>• Relevant MDAs to work on design, approval and promulgation of service standards.</li> <li>• Relevant MDAs to work on KPIs to be incorporated into performance contracts.</li> </ul>	<ul style="list-style-type: none"> <li>• Other relevant MDAs to support indicator selection.</li> <li>• OPM, MoPS and MoLG expected to work alongside MGLSD concerning design of service standards and selection of performance indicators.</li> </ul>
Local Government	<ul style="list-style-type: none"> <li>• Active involvement in all three tasks providing technical input, field testing and adoption.</li> </ul>	
Implementing Partners	<ul style="list-style-type: none"> <li>• Provide technical input as required concerning selection of indicators and setting of service standards.</li> </ul>	
Development Partners	<ul style="list-style-type: none"> <li>• Offer guidance, mobilise expertise and draw international good practice examples for consideration.</li> </ul>	

## 3.6. STRATEGIC PATHWAY 4:

### Develop Core Systems for Harmonised and Robust Delivery of Social Protection

#### 3.6.1. Objectives and scope

This fourth strategic pathway addresses the need to further develop core social protection systems that facilitate and support the effective delivery of social protection interventions at the local level. Most of these systems are centrally managed and their further development depends on interventions at the national level. However, local governments have a role to play in accompanying the design and testing of such systems especially as their operation requires the active participation of local government staff. Moreover, the management of elements of these systems will be decentralised to the local level.

System development will therefore require capacity strengthening accompanying measures to ensure local government staff are proficient with the operations of the respective systems. Training and mentorship associated with the progressive roll-out of core systems will need to feature in the capacity-strengthening plans of individual local governments as proposed under strategic pathway 1.

Work on systems strengthening is ongoing and will progress independently of this strategy. This strategic pathway merely recognises and reflects what is already taking place so as to provide a complete picture of capacity-strengthening needs of local governments with respect to social protection delivery.

Six intervention areas on which progress is being made are identified under this strategic pathway namely;

- Establishment of the Single Registry.
- Development of National Guidelines on Labour-Intensive Public Works.
- Harmonising programme grievance and redress mechanisms.
- Harmonising payment systems.
- Establishing a national shock-responsive social protection system.
- Piloting of child-sensitive social protection through Nutricash.

These six intervention areas are depicted in the graphic below:

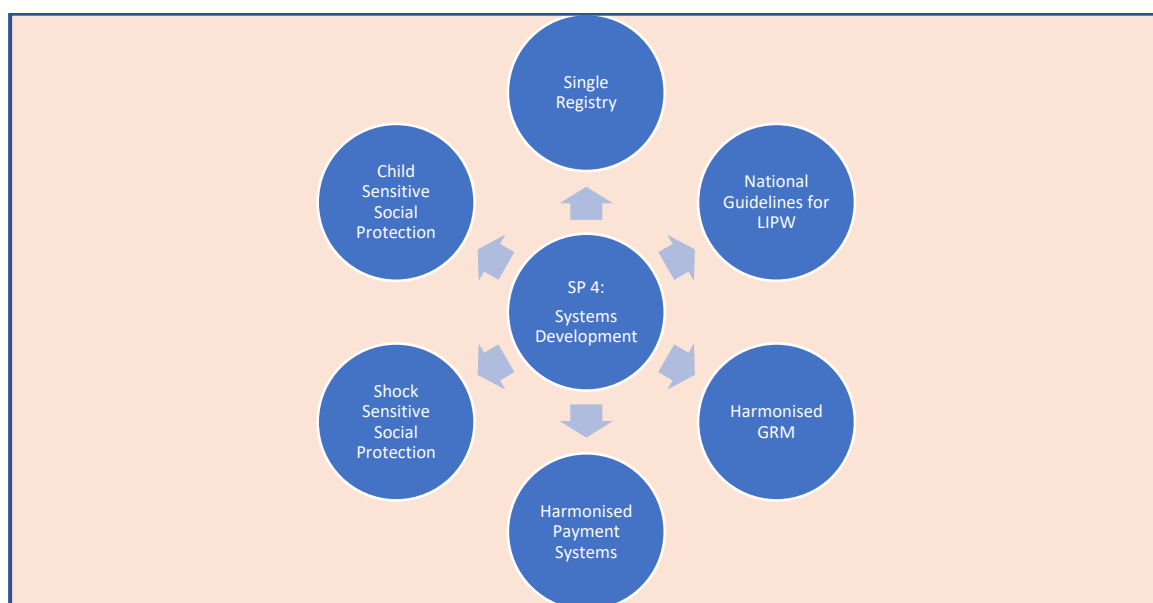


Figure 8: Strategic Pathway 4 - Develop Core Systems for Social Protection

### 3.6.2. Development of the single registry

Work on the development of a single registry is ongoing and will continue to be led by the MGLSD in collaboration with OPM and other key stakeholders. Technical and financial support is expected to be provided through NUSAF.

For local governments, the development of the single registry will go a long way in promoting and facilitating horizontal linkages between individual programmes and therefore moving away from siloed approaches. An integrated management information system built on the registry will allow for more efficient and harmonised implementation arrangements, the application of consistent norms and standards and easier information sharing. Ensuring the interoperability of existing MIS systems will be an important consideration. Effective use of the registry and harmonised MIS will however require considerable investment in upgrading ICT infrastructure at the local government level, as well as decentralisation of MIS functions from the national to the local level, including appropriate skills development.

### 3.6.3. Development of national guidelines for labour-intensive public works

The MGLSD in collaboration with the OPM is currently drafting national standards and guidelines for Labour-Intensive Public Works (LIPW). This is an important step towards harmonising working approaches, norms and standards that can be applied uniformly across local governments and areas of social protection intervention. While currently, most LIPWs are implemented in the context of NUSAF and DRDIP, there is scope for LIPWs to be used in other programmes and initiatives.

Once drafted, the national guidelines will need to be disseminated while complementary training (and hands-on support) of local government staff, including political and community leaders, will be required to ensure uptake and proper application of the guidelines.

### 3.6.4. Development of harmonised grievance and redress mechanisms

The ambition to develop a more harmonised and integrated grievance and redress mechanism that can function through a common/single entry point will take time to develop but will be facilitated by the further development of the single registry and the progressive harmonisation of programme MIS systems. One of the key challenges is reconciling the social and environmental safeguard requirements and accountability needs of the different programmes and their respective funders.

As front-line actors in social protection delivery, and with assigned responsibilities for operating different GRMs, local governments have a crucial role to play in the conceptualisation, design and testing of harmonised systems. As with the development of other core systems, there will be a need to develop a strategy for rolling out any new system including training, guidance and mentorship.

### 3.6.5. Rollout of harmonised payment systems

Options for standardising payment systems across different (current and future) DIS programmes are being examined. As with all systems development, selected options will ultimately need to be managed by local government actors. Therefore, their active engagement in the design and selection process remains important whilst provision for training, guidance and mentorship on system management/implementation will be required.



### 3.6.6. Design of shock sensitive Social Protection systems (and Contingency planning)

Following the piloting of shock-sensitive social protection mechanisms in selected regions and districts, with the support of WFP and other development partners, proposals are under consideration for developing a system as well as a contingency planning and budgeting framework that can be applied nationwide. Pilot experiences in the Karamoja region reveal the importance of working simultaneously at both local and national highlighting the different capacity challenges arising. At the local level, capacity development support is required in various areas including strengthening local disaster management committee structures, building linkages between social protection and disaster management technical departments, building systems for early warning and putting in place appropriate contingency funding arrangements that can respond when a decision to expand coverage (vertical and/or horizontal expansion) is taken.

Whilst the design of a national system will remain the responsibility of national actors under the direction of the OPM and with development partner support, local governments will need to be actively engaged in the further development of related systems and processes and to make provisions to address capacity needs in their respective capacity development plans linked to pathway 1 on Skills and Knowledge and Pathway 2 on Resourcing CBSD and community structures.

### 3.6.7. Development of child sensitive Social Protection initiatives

Under the auspices of the Child Sensitive Social Protection programme funded by SIDA and supported by WFP and UNICEF, a pilot cash transfer programme is being tested in the West Nile region. Known as Nutricash, the initiative offers a combination of a cash transfer to pregnant and breast-feeding women and a set of “cash plus” promotional interventions aimed at imparting knowledge, promoting practices that enhance the nutrition status of infants and complementary health status monitoring activities. The pilot is expected to be expanded to additional districts, but it is too soon to consider a possible national rollout. However, the experiences obtained to date underscore the range of knowledge and skill requirements that accompany the introduction of new areas of intervention. The experience also highlights the coordination and related organisational and system issues that need to be addressed in what are multi-faceted and multi-stakeholder initiatives. Districts participating in the pilot Nutricash should account for their capacity strengthening needs related to the effective implementation of the pilot in their respective capacity development plans.

### 3.6.8. Social care systems development

This strategy holds back at this stage from highlighting more specific actions required to build up core systems to support the implementation of the social care pillar. There are certain systems mentioned above such as the single registry and GRMs that will benefit the management of social care interventions and can therefore be considered common tools. There will be additional systems that require development that address the specific needs of the social care sub-sector such as those that support effective case management and referrals as well as appropriate interfaces with other sectors such as the judicial and law sector, and health sectors. The Operational Framework on social care and the Strategy for Strengthening the SSW that has been referenced throughout this report provides more detailed technical recommendations on how the social care sector needs to be developed.



## 3.7. FINANCING AND OPERATIONALISING THE STRATEGY

### 3.7.1. Financing the strategy

The costs associated with the implementation of this strategy are not calculated and will depend on closer analysis and exploration of each of the proposed sub-actions identified under each strategic pathway. The following observations are made:

- It is not the intention to secure a single funding source or budget for the implementation of this strategy. Rather, it will be necessary to mobilise/leverage financial resources from several different sources. These sources may include existing or planned budgets of the core flagship social protection programmes such as SAGE, NUSAF and DRDIP or may be obtained from other national budgets or different development partners. The social care sector is already receiving support from UNICEF and is supported by some international NGOs who may also be in a position to leverage additional resources.

**Proposed Action** - *Therefore, this strategy should be used as a resource mobilisation tool aimed at attracting resources for its implementation. MGLSD will therefore share this strategy and engage in a discussion on potential sources of funding with other government departments and development partners. This should then be followed by the development of concept notes that will scope out the envisaged activities and provide indicative costings based on a more detailed consideration of inputs and activities required.*

- There are several activities identified under the pathways - especially pathway 4 - that are ongoing or planned and that are being/will be financed from existing sources. Examples include the CSSP financed by SIDA which is picking up costs associated with systems strengthening and with work in West Nile districts (e.g. piloting of Nutricash, developing district investment plans and micro-projects). Equally, programmes such as NUSAF financed by the World Bank are supporting the development of the single registry and shock-responsive social protection design work. It will therefore be necessary to engage all relevant partners (GOU and DPs) to identify those activities that have an actual or potential funding source.

**Proposed Action** – *Circulation of the draft plan to all relevant stakeholders so that they can indicate activities contained in the plan, which are currently funded or that are planned to be funded. In so doing, the strategy will perform one of its purposes which is to serve as a tool to coordinate all capacity development/systems-strengthening interventions in one place. This will help ensure that there is no duplication of activities as well as promoting complementarity.*

- Concerning follow-up local government-specific CD plans, exploration of opportunities to mobilise resources from the local government's own revenues as well as from national sources will be made.

**Proposed Action** – *As part of the development of local government-specific CD plans, a costing of proposed activities will be carried out. This will need to distinguish those costs that will be carried by national government budgets and those costs that can be supported by each respective local government, drawing from existing budgets either obtained from the national government or from local own revenues.*

### 3.7.2. Local government-specific plans

As has been indicated earlier, this document proposes many strategic pathways to address the capacity-strengthening needs of local governments to deliver social protection. The strategy will need to be “localised” into local government-specific plans that address the specific needs of each local government, taking account of what can be implemented by local governments on their own and those aspects that rely on inputs from the national level. To this end, the localisation of the plan will be carried out on a pilot basis initially in the West Nile region.

**Proposed Action** – See Annex 3, for a suggested approach for developing local government-specific plans.

### 3.7.3. Towards operationalising and reporting on the strategy

To guide the operationalisation of this strategy, two matrices are presented below.

- The first lists the sub-components of each strategic pathway and specifies the expected output/deliverable, as well as information on timing, who needs to lead, potential sources of funding and where available indicative costings.
- The second presents a simplified results framework for the strategy with outputs and outcomes (and associated indicators) specified for each sub-component of each pathway.

**Table 1: Overview of Strategic Pathways and Sub-components**

Sub-component	Output/Deliverable	Time Frame	Lead	Potential Source of Funding	Estimated Cost
<b>Strategic Pathway 1. Knowledge and Skills Development</b>					
1.1. Skills & Knowledge Regulatory Framework	Institutionalised and localised TRANSFORM training curriculum.	To be determined.	MGLSD is supported by TRG members.	To be determined.	To be determined.
1.2. Skills & Knowledge Training Programme	<ul style="list-style-type: none"> <li>An annually compiled training master plan for addressing the skills and knowledge needs of social protection actors operating at the local government level.</li> <li>Training needs plans prepared and submitted by local governments to be incorporated into the master plan.</li> </ul>	To run the entire period of strategy based on the development of annual plans.	<ul style="list-style-type: none"> <li>MGLSD supported by relevant TRG members.</li> <li><i>Pilot LG plan to include a training programme for the plan period.</i></li> </ul>	Various sources of funding are to be verified.	To be calculated according to annual training plans.
1.3. Develop Knowledge Portal and App	<ul style="list-style-type: none"> <li>A fully functional social protection website providing knowledge services to the SP stakeholder community.</li> <li>A social protection app downloadable to smartphones to facilitate the work of front-line social protection workers.</li> </ul>	Portal and App to be operational by 2025.	<ul style="list-style-type: none"> <li>MGLSD supported by relevant TRG members.</li> </ul>	To be determined.	USD80 - 100,000
1.4. Develop Help-desk Function and TA	A help-desk function established at the national level and providing technical backstopping support and mentorship to local government social protection actors.	Help Desk Function to be operational by 2025.	<ul style="list-style-type: none"> <li>MGLSD supported by relevant TRG members.</li> </ul>	To be determined.	To be calculated after preparation of Concept Note.
<b>Strategic Pathway 2. Resourcing the CBSD &amp; Community Structures</b>					

2.1. Prepare a Human Resources plan	A long-term planning document projecting the social protection sector human resource needs for the next 20 years. This should be based on an understanding of the expected growth of the sector, service delivery standards and expected roles of SP role players.	HR plan to be in place by the end of 2024	<ul style="list-style-type: none"> <li>MGLSD supported by relevant TRG members.</li> </ul>	To be determined.	USD35,000
2.3. Increase non-wage operational budgets	A cost analysis study upon which recommendations are submitted to appropriate authorities and decisions taken to increase the non-wage operational budgets of the CBSD of local government to enable them to effectively discharge their core mandate responsibilities in the area of social protection.	Campaign to be completed by the end of 2025	<ul style="list-style-type: none"> <li>MGLSD supported by relevant TRG members.</li> <li><i>Pilot LG plan to include calculation of non-wage costs for delivering SP.</i></li> </ul>	To be Determined.	USD10 -20,000
<b>Strategic Pathway 3. Coordination and Results-Based Management</b>					
3.1. Strengthen the planning and budgeting framework <ul style="list-style-type: none"> <li><i>Draft a sector-specific planning guidance note</i></li> </ul>	A guidance note approved by the NPA that provides specific guidelines on how to incorporate social protection sectors/sub-sectors into local government development plans.	By end 2024	<ul style="list-style-type: none"> <li>MGLSD supported by TRG members.</li> </ul>	To be determined.	USD25,000
<ul style="list-style-type: none"> <li><i>Expand piloting of DIPs</i></li> </ul>	District Investment Plans for social protection are prepared for at least three additional districts based on the experiences of the initial pilot districts.	Period 2024 - 25	<ul style="list-style-type: none"> <li>WFP and MGLSD + selected district.</li> </ul>	To be determined.	Based on current pilots
<ul style="list-style-type: none"> <li><i>Complete National Strategy on Social Security</i></li> </ul>	Finalised and approved national strategy for social security	By end 2023	MGLSD	Funding Secured	Budget Not known
3.2. Establish effective coordination structures	Guidance on the establishment of social protection coordination structures at the local government level is approved and disseminated	By end 2024	<ul style="list-style-type: none"> <li>MGLSD supported by TRG members.</li> <li><i>LGs to establish structures according to guidelines.</i></li> </ul>	Refer to relevant workstream under MGLSD	Refer to relevant workstream under MGLSD

<ul style="list-style-type: none"> <li>Develop Partnership Framework</li> </ul>	Local governments develop templates and guidelines for establishing partnerships in support of social protection delivery.	By end 2025	<ul style="list-style-type: none"> <li>LGs to draft partnership frameworks based on guidance from MGLSD.</li> </ul>	To be determined	USD15,000
<ul style="list-style-type: none"> <li>Develop Communications Strategy</li> </ul>	A local government communications strategy is drafted for each local government setting out target audiences, key messages and methods of delivery.	By end 2024	<ul style="list-style-type: none"> <li>LGs to draft communications strategies based on guidance from MGLSD</li> </ul>	To be determined	USD25,000
3.3. Establish a framework for performance management					
<ul style="list-style-type: none"> <li>Develop a set of core social protection indicators</li> </ul>	A set of core indicators that can be used to plan and monitor the delivery of social protection services across local governments.	By end 2023	<ul style="list-style-type: none"> <li>MGLSD supported by TRG members.</li> <li>LGs to test indicators according to guidelines provided.</li> </ul>	Refer to relevant workstream under MGLSD	Refer to relevant workstream under MGLSD
<ul style="list-style-type: none"> <li>Develop and promulgate service (delivery) standards for social protection</li> </ul>	A set of approved service delivery standards for social protection that can be used by local governments and used as a performance management tool for MoLG and MGLSD.	By end 2024	<ul style="list-style-type: none"> <li>MGLSD supported by TRG members.</li> <li>LGs to test standards according to guidance provided.</li> </ul>	To be Determined	USD10 -20,000
<ul style="list-style-type: none"> <li>Develop key performance indicators (KPIs)</li> </ul>	A set of generic key performance indicators that can be adopted by local governments to apply to the performance contracts of relevant heads of department and CAO office.	By end 2025	<ul style="list-style-type: none"> <li>MGLSD supported by TRG members.</li> <li>LGs to adopt KPIs according to guidance provided.</li> </ul>	To be determined	Not known
<b>Strategic Pathway 4. Systems Development</b>					
4.1. Further development of single registry	Single Registry is fully functional with local government staff skilled to operate the system across different social protection interventions.	Refer to the responsible project/ MDA for information			

4.3. Harmonise GRMs	Different social protection programmes progressively use a common system for capturing and responding to grievances.	Refer to the responsible project/ MDA for information
4.4. Harmonise Payment Systems	The different social protection programmes use a common e-payment system.	Refer to the responsible project/ MDA for information
4.5. Design shock-sensitive social protection system	Local governments progressively adopt shock-sensitive social protection and have the skills and know-how to manage the system.	Refer to the responsible project/ MDA for information
4.6. Design a child-sensitive social protection system	Local governments progressively adopt child-sensitive social protection and have the skills and know-how to manage the system.	Refer to the responsible project/ MDA for information

**Table 2: Generic Results Framework**

Sub-component	Output/Deliverable	Output Indicator	Strategic Pathway 1. Knowledge and Skills Development		Expected Outcome	Outcome Indicator
1.1. Skills & Knowledge Regulatory Framework	1.1.2. Institutionalised and localised TRANSFORM training curriculum.	<ul style="list-style-type: none"><li>Localised TRANSFORM curriculum in place.</li><li>No. of MOUs establishing local trainer centres as providers of TRANSFORM training.</li></ul>	<ul style="list-style-type: none"><li>TRANSFORM curriculum is widely used to support training on social protection.</li><li>Several training centres are capable of delivering training using the TRANSFORM curriculum.</li></ul>	<ul style="list-style-type: none"><li>Number of training events using the TRANSFORM curriculum.</li><li>Number of training centres accredited to deliver TRANSFORM training.</li></ul>		
1.2. Skills & Knowledge Training Programme	1.2.1. An annually compiled training master plan for addressing the skills and knowledge needs of social protection actors operating at the local government level.  1.2.2. Training needs plans prepared and submitted by local governments for incorporation into the master plan.	<ul style="list-style-type: none"><li>An annual training master plan prepared and delivered for successive years reflecting the needs of local governments and based on prioritised areas listed in this strategy.</li><li>Training needs plans of local governments submitted and registered with MGLSD.</li></ul>	<ul style="list-style-type: none"><li>Training participants obtain the skills and knowledge to enable them to broaden their understanding of social protection and to perform designated tasks and responsibilities as identified in this strategy.</li><li>Local governments are using training needs plans as a strategic tool to identify and prioritise training/learning needs and used by MGLSD to prepare an annual training plan</li></ul>	<ul style="list-style-type: none"><li>Improvements in workplace performance and positive gradings in personal and departmental annual performance assessments.</li><li>Reduced incidence of ad hoc training requests and strong alignment of training plans to individual and organisational performance plans of local governments.</li></ul>		
1.3. Develop Knowledge Portal and App	1.3.1. A fully functional social protection website providing knowledge services to the SP stakeholder community.  1.3.2. A social protection app downloadable to smartphones	<ul style="list-style-type: none"><li>A prototype web portal set up and operational with the team in place to curate content.</li></ul>	<ul style="list-style-type: none"><li>Knowledge on social protection is easily accessible via the web portal broadening knowledge and contributing to know-how.</li><li>App-based technologies allow front-line workers timeous access</li></ul>	<ul style="list-style-type: none"><li>Local government staff are empowered to access information and knowledge.</li><li>Staff are working more efficiently, work processes are</li></ul>		

	to facilitate the work of front-line social protection workers.	<ul style="list-style-type: none"> <li>A prototype app developed and tested for functionality and ready for roll-out.</li> </ul>	to relevant information to support their work.	speeded up and queries are more quickly addressed.
3.1. Strengthen the planning and budgeting framework <ul style="list-style-type: none"> <li><i>Draft a sector-specific planning guidance note</i></li> </ul>	3.1.1. A guidance note approved by NPA that provides specific guidelines on how to incorporate social protection sectors/ sub-sectors into local government development plans.	<ul style="list-style-type: none"> <li>An approved guidance note on social protection planning and budgeting at the local government level.</li> </ul>	<ul style="list-style-type: none"> <li>Local governments produce development plans that provide a comprehensive overview of all social protection investment and operational costs.</li> </ul>	<ul style="list-style-type: none"> <li>Number of Local government development plans that comply with the proposed planning guidance note on social protection.</li> </ul>
<ul style="list-style-type: none"> <li><i>Expand piloting of DIPs</i></li> </ul>	3.1.2. District Investment Plans for social protection are prepared for at least three additional districts based on the experiences of the initial pilot districts.	<ul style="list-style-type: none"> <li>Three district investment plans drafted and endorsed by District management.</li> </ul>	<ul style="list-style-type: none"> <li>Concerned districts can accurately plan and budget for social protection using the data contained in their DIPs.</li> </ul>	<ul style="list-style-type: none"> <li>Quality and comprehensiveness of plans and budgets prepared for social protection among the concerned districts.</li> </ul>
<ul style="list-style-type: none"> <li><i>Complete National Strategy on Social Security and Operational Framework on Social Care</i></li> </ul>	3.1.3. Finalised and approved national strategy on social security.  3.1.4. Finalised and approved Operational Framework on Social Care	<ul style="list-style-type: none"> <li>National strategy on social security/protection approved by MGLSD and relevant stakeholders.</li> <li>Operational Framework for Social Care is approved by MGLSD and relevant stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>The national strategy offers the framework for local governments to plan, budget and report on pillar 1-related interventions.</li> <li>The operational framework offers the reference point for local governments to plan, budget and report on pillar 2-related interventions.</li> </ul>	<ul style="list-style-type: none"> <li>Number of LGs referencing the national strategy in their plans, budgets and reporting frameworks.</li> <li>Number of LGs referencing the operational framework in their plans, budgets and reporting frameworks.</li> </ul>
<ul style="list-style-type: none"> <li><i>Develop key performance indicators (KPIs)</i></li> </ul>	3.3.3. A set of generic key performance indicators that can be adopted by local governments to apply to the	<ul style="list-style-type: none"> <li>Generic/ Model KPIs on social protection are approved by MGLSD, MoPS</li> </ul>	<ul style="list-style-type: none"> <li>Model KPIs are incorporated into the performance contracts of senior personnel and actively used</li> </ul>	<ul style="list-style-type: none"> <li>Number of LGs pro-actively adopting and applying the KPIs as part of their performance management systems.</li> </ul>



	performance contracts of relevant heads of department and CAO office.	and MoLG for adoption into performance contracts.	as part of the performance appraisal process.	
<ul style="list-style-type: none"> <li>4.1. Further development of the single registry</li> </ul>	Single Registry is fully functional with local government staff skilled to operate the system across different social protection interventions.	Refer to the responsible project/ MDA for information on output indicators and outcomes		
<ul style="list-style-type: none"> <li>4.2. Develop national guidelines for LIPW</li> </ul>	National guidelines on LIPW are approved, disseminated and observed by all local governments.	Refer to the responsible project/ MDA for information on output indicators and outcomes		
<ul style="list-style-type: none"> <li>4.3. Harmonise GRMs</li> </ul>	Different social protection programmes progressively use a common system for capturing and responding to grievances.	Refer to the responsible project/ MDA for information on output indicators and outcomes		
<ul style="list-style-type: none"> <li>4.4. Harmonise Payment Systems</li> </ul>	The different social protection programmes use a common e-payment system.	Refer to the responsible project/ MDA for information on output indicators and outcomes		
<ul style="list-style-type: none"> <li>4.5. Design shock-sensitive social protection system</li> </ul>	Local governments progressively adopt shock-sensitive social protection and have the skills and know-how to manage the system.	Refer to the responsible project/ MDA for information on output indicators and outcomes		
<ul style="list-style-type: none"> <li>4.6. Design a child-sensitive social protection system</li> </ul>	Local governments progressively adopt child-sensitive social protection and have the skills and know-how to manage the system.	Refer to the responsible project/ MDA for information on output indicators and outcomes		

## ANNEXES

### Annex 1: List of Documents Consulted

Title	Year	Author	Publisher
CSSP – Mid-term Review Executive Summary	2022	J. Rook & S. Bakeera	WFP/MGLSD/UNICEF/SIDA
Uganda Social Protection Sector Review - 2019	2020	S. Ashley et al.	MGLSD
CNM – Summary of Findings	2020		WFP/ MGLSD
Developing a capacity-building plan for MDAs implementing the National Social Protection Policy (NSSP) and the Programme Plan of Intervention (PPI)	2018	A. M. Land	PMU/ Maxwell Stamp
ESPII Capacity Development Strategy Vols. 1, 2 and 3.	2017	A. M Land	PMU/Maxwell Stamp
Social Development Sector Plan 2015 - 2020	2016	MGLSD	GOU/ MGLSD
National Social Protection Policy	2015	MGLSD	GOU/MGLSD
National Social Protection Strategy (draft)	2022	MGLSD	GOU/MGLSD
Building and Protecting Human Infrastructure: A Vision for Social Protection in Uganda Social Security component	2019	MGLSD	GOU/MGLSD
NSPP Programme Plan of Intervention	2015	MGLSD	GOU/MGLSD
CSSP in Refugee Hosting Districts of West Nile - WFP Support to Social Protection	ND		WFP
Uganda National Development Plan 3	2020	NPA	GOU/ NPA
Compendium of Local Government Service Delivery Standards	2021	MoPS	GOU/ MoPS
Revised Local Government Development Planning Guidelines	2020	NPA	GOU/ NPA
Koboko District Development Plan 2	2022		Koboko District Local Government
Koboko District Investment Plan for Social Protection	2022		Koboko District Local Government
Operational Framework for Social Care and Support System in uganda 2021/22 – 2026/27	2023	MGLSD	GOU/ MGLSD
National Framework for Strengthening the Social Service Workforce in Uganda (draft)	2022	Global Alliance	MGLSD
The Third Northern Uganda Social Action Fund project (NUSAF3) Operations Manual	2016	OPM	GOU/ OPM
DRDIP Project Implementation Manual	2017	OPM	GOU/ OPM

## Annex 2: List of Persons Met

PERSONS MET IN KAMPALA	
1. Judith Mutabazi	National Planning Authority
2. Stella Kashamazi	Nsamizi College
3. Paul Bukuluki	Makerere University (Dept. Social Work)
4. Alfred Odera	Consultant to Office of the Prime Minister/NUSAF
5. Carol Lorika	Programme Manager, DRDIP, Office of the Prime Minister
6. Sam Acodu	Expanding Social Protection Programme
7. Stephen Kasaija (H/ESP)	Expanding Social Protection Programme
8. Beatrice Okillan	Expanding Social Protection Programme
9. Patrick Kiconco Katabaazi & Gloria Nakajubi	Secretariat to the Parliamentary Forum on Social Protection
10. Fred Ojok	Assistant Commissioner HRM, MoPS
11. Bernie Wyler, Daniel Putan, Ritah Namwiza, Emily Awile, Sandra Lopessilva	WFP Social Protection Team, Uganda
12. Cecilia Gundersen	WFP Disaster Risk Management Team, Uganda

PERSONS MET IN AJUMANI DISTRICT LOCAL GOVERNMENT	
1. Ramadan Mawadri	DCDO
2. Goreti Mokomiko	Probation Officer
3. Francis Dipio	Senior Probation & Welfare Officer
4. Abubaker Ghulam	DRDIP District Officer
5. John Bosco Dradaraku	Principal Planner
6. Solomon Mawadri	
PERSONS MET IN PAKELE SUB-COUNTY	
1. Lucy Saida	Vice LCIII
2. Moses Apilga	Parish Chief
3. Stella Yuzaya Mindra	Parish Chief
4. Peter Drandru Leku	Parish Chief
5. Emmanuel Anyovi	DRDIP Representative
6. Doreen Aehem	Parish Chief
7. Adam Apusa	Parish Chief
8. Stephen Omony	CDO

PERSONS MET IN YUMBE DISTRICT LOCAL GOVERNMENT	
1. Bran Ojok	DRDIP District Officer
2. Rashid Azabo	District Planner
3. Salilah Munduru	CDO
4. Austin Ademani	DCDO
PERSONS MET IN YUMBE TOWN COUNCIL	
1. Florence Baako	CDO

2. Saidi Mada	Assistant Town Clerk
3. Gift Zubeda	Parish Chief
4. Rasul Manubo	Parish Chief
5. Hanifa Ayub	Parish Chief
<b>PERSONS MET IN KOBOKO DISTRICT LOCAL GOVERNMENT</b>	
1. Moses Rongum	District Personnel Officer
2. Emmanuel Dhata	District Planner
3. Wayi Dragamuli	District Education Officer
4. Samuel Abiyo	District Agricultural Officer
5. Timothy Koryang	Deputy CAO
<b>PERSONS MET IN LOBULE SUB-COUNTRY</b>	
1. Moses Dangutu	Parish Chief
2. Vincent Eyoga	CDO
3. Ahmed Likabu	Parish Chief
4. Moses Dimba	Secretary Finance
5. Gloria Kanini	Assistant Agricultural Officer
6. Sulaiman Banga	LCIII Chairman
7. Julie Aluluke	Sub-county chief
8. Ahmed Onzima	Senior Assistant Accountant

### Annex 3: Guidance on preparation of a Local Government Capacity Development Plan for Social Protection

*The MGLSD through the TRG should identify a suitable candidate district from West Nile to pilot the formulation of a district-specific CD plan for social protection. Upon selection of the candidate pilot district, the following actions may be envisaged:*

**Step 1:** *A task team should be established comprising relevant officers from the district and a core group from the MGLSD, other MDAs and relevant development partners. This group should however be kept small and in total not exceed 8 persons. A key focal person from both MGLSD and the pilot district should be identified who will lead the drafting process.*

**Step 2:** *A short briefing note should be prepared outlining the scope of the activity, expected output and assignment of responsibilities. A budget to support the activity should also be prepared. This may be based on the experience of the WFP in facilitating the preparation of district social protection investment plans and micro-projects.*

**Step 3:** *An orientation meeting/workshop (1-2 days max.) should be organised during which the scope of the activity will be explained to the task team and an agreement reached on how it will be implemented and the timeline required for completion. The workshop may also be used to run through the four pathways that constitute the CD strategy and draw out the elements that can be addressed in the district plan. (Note that some sub-components need to be implemented at the national level and will therefore not be reflected in the district plan).*

**Step 4:** *The focal persons and any other assigned persons will set about drafting the CD plan following a template introduced in the orientation meeting/workshop. The draft will be submitted to the task team for review and editing and as required for onward review by the TRG.*

**Step 5:** *The district CD plan will be finalised and submitted to relevant authorities within the District Local Government for approval and endorsement.*

**Step 6:** *An activity plan and budget will be prepared to guide the implementation of the plan.*



**THE REPUBLIC OF UGANDA**  
**MINISTRY OF GENDER, LABOUR**  
**AND SOCIAL DEVELOPMENT**

**VISION**

A better standard of living, equity and social cohesion.

**MISSION**

Promotion of gender equality, social protection and transformation of communities

**GOALS**

Promote employment and productivity, positive cultural values, rights of vulnerable groups and gender responsive development

**MANDATE**

Mobilize and empower communities to harness their potential while, protecting the rights of vulnerable population groups.

Ministry of Gender, Labour and Social Development  
Plot 2, Lumumba Avenue, P.O. Box 7136, Kampala.

