



MINISTRY OF GENDER, LABOUR AND SOCIAL DEVELOPMENT



NATIONAL SHOCK RESPONSIVE SOCIAL PROTECTION FRAMEWORK (NSRSPF)

AUGUST, 2024

FOREWORD

Uganda is exposed to a wide and complex range of disasters and shocks, both natural and human-induced, with varying degrees of frequency, predictability, and covariance. These affect vulnerable people disproportionately and more often, and their resultant consequences far exceed the capacity of the affected communities to cope.

Cognizant of the evolving nature and in-keeping with key emerging issues that re-enforce the critical role of social protection and disaster risk management, the Ministry of Gender, Labour and Social Development has taken a thorough path of developing a national shock-responsive social protection framework as a blueprint on building and strengthening shock responsive social protection in Uganda. This framework aims to improve coordination and collaboration between social protection and disaster risk management systems and structures to improve efficiency and effectiveness in the response to major disasters and shocks.

Shock-responsive social protection plays a fundamental role in mitigating the detrimental effects of disasters and shocks on vulnerable populations, thereby contributing to the country's progress towards achieving sustainable development goals.

The scope of this framework is limited to responses and interventions initiated to provide relief and recovery support to the poor and vulnerable persons impacted by the declared

disaster and shocks that affect a large proportion of the population at the same time. The focus of the framework is on the role of social assistance as defined under the social security pillar of the National Social Protection Strategy as well as the ongoing and anticipated key direct income support programmes.

I believe that applying this framework to the design of social protection interventions will significantly improve disaster risk management and further contribute to building the resilience of vulnerable groups across their lifecycle to cope with the effects of disasters and shocks. I strongly recommend this framework to all social protection and disaster risk management actors and stakeholders.



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PERMANENT SECRETARY

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ABBREVIATIONS

DDPM	Department of Disaster Preparedness & Management
DIS	Direct Income Support
DRDIP	Development Response to Displacement Impacts Project
DRF	Disaster Risk Financing
DRM	Disaster Risk Management
GDP	Gross Domestic Product
GoU	Government of Uganda
LGA	Local Government Authorities
LIPW	Labour Intensive Public Works
MDA	Ministries, Departments and Agencies
MFPEd	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
NIRA	National Identification & Registration Authority
OPM	Office of the Prime Minister
SAGE	Social Assistance Grants for Empowerment
SDGs	Sustainable Development Goals
SCG	Senior Citizens' Grant
SIDA	Swedish International Development Agency
SOPs	Standard Operating Procedures
SRSP	Shock Responsive Social Protection
UGX	Ugandan Shilling
WFP	World Food Programme

GLOSSARY

Covariate Shocks - Natural and human-induced shocks that affect a large proportion of the population simultaneously.

Direct Income Support (DIS) - Non-contributory regular, predictable cash and in-kind transfers that provide relief from deprivation to the most vulnerable individuals and households in society.

Disasters - Serious disruptions in the functioning of a community or a society involving widespread human, material, economic, or environmental losses and impacts, which exceed the ability of the affected community or society to cope using its resources.

Disaster Risk Financing (DRF) - Financial mechanisms, arranged in advance of disasters, for use in Disaster Risk Management.

Disaster Risk Management (DRM) - The application of disaster risk reduction policies and strategies to prevent new disaster risks, reduce existing disaster risks and manage residual risks, contributing to the strengthening of resilience and the reduction of disaster losses.

Early Warning - Integrated systems of hazard monitoring, forecasting and prediction, disaster risk assessment, communication and preparedness activities systems and processes that enable the introduction of timely action to reduce disaster risks and impacts.

Shock Responsive Social Protection (SRSP) - Utilising social protection to provide more timely, effective and efficient responses to covariate shocks and disasters.

Single Registry – Database consolidating the beneficiary registries and other information of existing social protection programmes.

Social Protection – Interventions to address risks and vulnerabilities that expose individuals to income insecurity and social deprivation, leading to undignified lives.

Social Registry – Database that supports outreach, intake, registration, and determination of potential eligibility for one or more social protection programmes. A social registry covers all individuals and households who are assessed to be eligible for potential assistance in the event of a shock or disaster, whether they are already included in an existing social protection programme.

01

INTRODUCTION

1.1 Process, Purpose and Scope

1.1.1 Process

This framework has been developed through a participatory and consultative process that engaged various government entities, including the Office of the Prime Minister (OPM); the Ministry of Finance, Planning and Economic Development (MFPED); the Ministry of Water & Environment (MWE); the Ministry of Health; the Ministry of Local Government (MLG); the Ministry of Karamoja Affairs; and the Ministry of Gender, Labour and Social Development (MGLSD), which oversees social protection. Additionally, UN Agencies including FAO, UNICEF, and particularly WFP provided valuable inputs to the framework. These key stakeholders actively participated in the design and development of the framework. Concurrently, the MGLSD commissioned a study to assess the shock responsiveness of the design and implementation of the Senior Citizens Grant (SCG). The work on these two assignments has been closely coordinated.

1.1.2 Purpose

The national framework offers guidance on strengthening shock-responsive social protection (SRSP) to reduce the impact of major shocks and disasters on vulnerable populations. This guidance should be used to integrate SRSP

into both social protection and disaster risk management systems. The framework aims to improve collaboration and coordination between these two areas, leading to more efficient and effective responses to shocks and disasters.

1.1.3 Scope

Several parameters define the scope of the framework:

- The framework focuses on the role of non-contributory social assistance targeting the poor and vulnerable. In the context of Uganda's Social Protection Policy, this refers to Direct Income Support (DIS), which falls under the Social Security pillar of the National Social Protection Strategy.
- The framework also focuses on major shocks that affect a large proportion of the population at the same time. These are known as covariate shocks.
- The framework further, covers on-budget as well as key direct income support programmes funded by development partners which support the implementation of Uganda's National Social Protection Policy¹. In this context, the framework refers to the development partner-funded social protection provisions which were ongoing during 2024 or anticipated to be implemented over the next 5 years (2024 – 2029).

- Finally, the framework makes a distinction between Anticipatory and Disaster Responses:
- Anticipatory responses are those that can be initiated before a disaster occurs. Essential pre-requisites for the timely, efficient and effective provision of anticipatory SRSP are: (a) timely and reliable early warning; (b) clearly defined triggers and thresholds; (c) pre-defined financing, and; (d) established delivery modalities.
- Disaster responses refer to interventions which are triggered by disaster declarations and provide relief and recovery support to the poor and vulnerable impacted by the disaster.
- **Leave no one behind** – The framework seeks to address the needs of all vulnerable groups to the extent possible, bearing in mind the current stage of development of the social protection system.
- **Long-term vision** – Developing a comprehensive and effective SRSP system requires a persistent and consistent drive to develop programmes and systems towards solutions that may not be feasible immediately but can be worked towards.
- **Flexibility and adaptability** – Social protection and disaster risk management agendas are dynamic and evolving, for this reason, the framework should be seen as a working document which can be adapted to future changes in social protection and disaster risk management.

1.2 Guiding Principles for the Framework

This framework is founded on the following principles:

- **Anchored to existing legislation and policies** – The framework is consistent with and supports the implementation of priorities identified within the existing legislative and policy environments covering social protection, disaster risk management and climate change agendas.
- **Consensus and ownership** – In addition to MGLSD, SRSP cuts across the mandates of several MDAs, including OPM, MFPED, MWE, MLG and the Ministry of Health. The framework needs to generate a consensus approach which nurtures ownership and commitment across all stakeholders.

1.3 Shock Responsive Social Protection (SRSP)

1.3.1 Introduction

Shock-responsive social protection (SRSP) aims to enhance Direct Income Support programmes by improving their capacity to respond to major shocks and disasters that affect a large portion of the population. It also ensures the continuity of

¹Including off-budget programmes in a national framework is problematic since their duration and timeframes are unpredictable. At the time of preparing this framework, development partner-funded programmes are in a notable state of flux. NUSAF3 (funded through a WB concessional loan) ending in 2022 and a geographically wider follow-up phase's implementation has been delayed several months. DRDIP (also funded through a WB concessional loan) ending in June 2024 with a second phase in preparation. NutriCash (grant funded by Sweden and implemented by WFP and UNICEF) is scheduled for completion in December 2024 with a more ambitious follow-up UN joint agency programme (also funded by Sweden) currently in the design stage.

these programmes in the event of major shocks or disasters. SRSP serves as a bridge between Disaster Risk Management (DRM) and Social Protection agendas.

1.3.2 SRSP measures

SRSP consists of a range of specific measures which can be implemented independently or in combination with each other:

- **Systemwide Strengthening** - Long-term improvements to enhance the overall social protection system's ability to respond to shocks. These measures are most relevant in situations where social protection is at an early stage of development, characterised by a restricted range of programmes and limited coverage of the poor and vulnerable.
- **Design Tweaks** – Temporary adjustments to enhance the design of regular social protection programmes or some of their elements to enable them to mitigate better, reduce and respond to shocks and disasters. These adjustments include optimising beneficiary selection processes and improving payment delivery mechanisms.
- **Vertical Expansion** – Temporary increases in the value or duration of benefits provided to existing social protection programme beneficiaries. These measures are often the easiest to deliver but their benefits are limited to existing recipients of social protection programmes.
- **Horizontal Expansion** – Temporary expansion of beneficiaries (within existing programme areas) and/or geographic expansion of programme coverage.
- **Piggybacking** - Using the infrastructure of existing social protection programmes to deliver additional assistance. Piggybacking does not exclusively rely on government budgets and can utilise diverse funding sources.

- **Shadow Alignment** – Developing and managing humanitarian assistance programmes that replicate or align themselves with existing social protection programmes. To date, funding for shadow alignment programming comes primarily from humanitarian and development partners.

1.3.3 SRSP and disaster response stages

SRSP measures play a role in all stages of disaster response:

- **Mitigation and Risk Reduction** – Social protection programmes can be utilised to deliver SRSP interventions which help prevent major shocks from developing into humanitarian disasters. This is particularly relevant in the case of recurrent cyclical and slow onset shocks which can be forecasted and monitored by early warning systems.
- **Relief** - SRSP should be recognised as a standard instrument to provide disaster relief. Many shocks, such as floods, health pandemics and refugee influxes, can rapidly turn into disasters. Even when there is a longer lead time, shocks such as droughts can also develop into humanitarian disasters if they are not fully addressed. For example, if there are delays in the assessment of needs or the release of contingency funds.
- **Recovery** – SRSP can continue to play a vital role in post-disaster recovery. A wide range of transfers, including cash, food and agricultural inputs, can be channelled through social protection programmes to rebuild livelihoods, revitalise the local economy and build resilience to future shocks.

1.3.4 Other considerations

In defining the role of SRSP, it is important to bear in mind several other considerations:

- SRSP have a clear tie-in to social protection - SRSP measures are either embedded in the design of specific programmes or utilise elements of programmes, such as their beneficiary registries, payment delivery mechanisms and complaint and grievance mechanisms. An emergency cash transfer programme, however efficient and effective, which identifies and selects its beneficiaries and develops its payment delivery system is not an SRSP response.
- SRSP does not replace but compliments existing DRM - The promotion of SRSP in the various stages of disaster risk management is not intended to take over or replace routine disaster risk interventions. On the contrary, SRSP measures seek to strengthen and enhance the effectiveness of disaster management responses at all stages of shocks and disasters.
- SRSP is not designed to address 'chronic shocks' - The chronic impacts of poverty and vulnerability, such as early childhood malnutrition, are not shocks and should be addressed through a lifecycle approach to the provision of regular social protection and not through SRSP.
- Cash transfers are part of the solution - Cash is often the preferred and most appropriate type of transfer in responding to a shock or disaster, but this is not always the case. Disasters have multiple impacts and often require a range of assistance including potable water, food, shelter and medical supplies. In many circumstances, cash interventions need to be packaged with a range of complementary interventions. For this reason,

SRSP intervention needs to be coordinated with other types of response.

1.3.5 SRSP experience in Uganda

SRSP is an emerging but not new concept in the social protection and disaster risk management landscape of Uganda. In recent years several SRSP initiatives have been trialled:

- During the COVID-19 pandemic, the Standard Operating Procedures (SOPs) for the Senior Citizens Grant (SCG) were modified to enable the continued and safe delivery of cash transfers to existing recipients. For the duration of the pandemic, payments were bulked up from quarterly to six monthly and the number of payment access points was expanded to reduce queue sizes and queuing time.
- The NutriCash programme in West Nile, which provides regular cash transfers to poor and vulnerable pregnant women and mothers of children under 3 years in refugee hosting districts, is piloting supplementary cash payments to registered recipients during recurrent and predictable lean seasons. This SRSP initiative provides additional support to recipients when household income and food reserves are especially low.
- Programme-level Disaster Risk Financing (DRF) mechanisms have been piloted in Labour Intensive Public Works (LIPW) schemes under several development partner-supported programmes, including NUSAF3, DRDIP and PROACT. These SRSP mechanisms utilise agrometeorological early warning thresholds to trigger expansions in the coverage and duration of public works when drought shocks occur. The programmes focus on drought-prone districts in West Nile, North-eastern and Northern Uganda.

- Utilising the beneficiary registries of several DIS programmes, including DRDIP, NUSAF3 and NutriCash, Sweden financed the distribution of supplementary cash payments during COVID-19 to existing recipients covered by the programmes.
- A one-off cash payment to day wage earners in 16 urban municipalities was organised by MGLSD during the second COVID-19 lockdown. Although this initiative did not utilise the infrastructure of any existing social protection programme, it represented a significant step towards recognising the potential role of cash-based SRSP in disaster relief responses.

1.4 Covariate Shocks

1.4.1 Introduction

Shocks have varying degrees of covariance. Recognising the challenges of limited resources and capacities, SRSP need to focus initially on addressing principal covariate shocks; those which have the greatest impact on the lives and livelihoods of the poor and vulnerable. As the country's social protection system expands and more resources and capacity become available, consideration can be given to extending the range of shocks to which social protection systems can respond.

1.4.2 Shocks and disasters

Shocks can be natural or man-made, they can be slow or quick onset and have varying degrees of predictability and frequency. Shocks are also

qualified in terms of their severity. However, this measure is more correctly related to the impact of disasters resulting from shocks. Disasters are humanitarian crises that are beyond the coping capacity of communities and their support services. Disasters can, but not always, be avoided if shocks are effectively managed. This is especially true when shocks are recurrent (such as seasonal food shortages) or have slow onsets that can be tracked by early warning systems (such as droughts).

1.4.3 Major covariate shocks and disasters in Uganda

Table 1 below, illustrates the impact of disasters attributed to specific covariate shocks which occurred between 1966 and 2020. It shows the dominance of drought and floods as the principal covariate shocks in terms of the number of people affected and the value of damage created.

Figure 1 below illustrates the distribution and range of natural shocks to which Uganda was exposed over a single year (2022) and highlights the wide range of hazards that Uganda is exposed to on a constant basis.

The principal covariate shocks to which the population and economy of Uganda are exposed and to which this framework initially focuses³ on are:

- **Droughts** – Droughts are slow onset, lower frequency shocks which have severe impacts in terms of the affected population and the cost to the economy. Between 1966 and 2020, there were 10 declared drought-related disasters affecting nearly 5 million people and resulting in US\$1.74 billion worth of damage. Between 2000 and

TABLE 1: IMPACT OF DISASTERS IN UGANDA BY TYPE OF COVARIATE SHOCK, 1966-2020²

Covariate Shock	Number of events	Population affected	Number of deaths	Damage (US\$, thousands)
Drought	10	4,975,000	194	1,739,000
Flood	30	1,290,459	1,864	1,119,410
Epidemic	40	345,774	1,898	89,375
Landslide	12	152,255	601	887
Earthquake	6	58,100	115	92,318
Storm	8	18,852	60	362
Insect infestation	2	-	-	28,905
Total	108	6,840,440	4,732	3,070,257

2020 there were at least 5 severe drought events impacted on the livelihoods of more than 3 million people. The impact of droughts is most severe in central and north-eastern Uganda where a large proportion of the population relies on rainfall-dependent subsistence farming. Because of their predictability and their slow onset, droughts do not necessarily have to develop into disasters.

- **Floods** - Floods are the quick onset, frequent occurrences. Between 1985 and 2021 floods accounted for 55 per cent of all declared disasters⁴. The geographic distribution of floods is unpredictable but most damage occurs in low-lying areas, major riverbeds and urban areas, where populations are concentrated.

- **Epidemics** - Epidemics cover a wide variety of viral and bacteriological outbreaks. They occur almost yearly. Between 1966 and 2020 there were 40 public health emergency events affecting 350,000 people. As the recent COVID-19

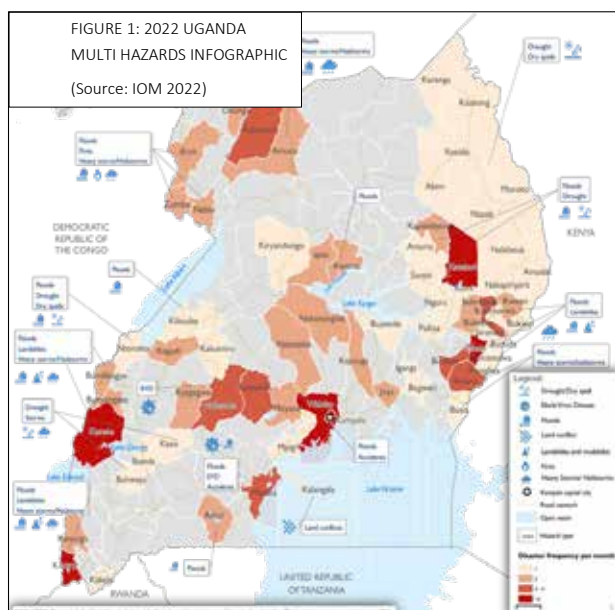
pandemic illustrated, increasing globalisation has raised the risk of severe pandemics which can have a significant and long-lasting impact on health, livelihoods and the economy.

- **Refugee Influxes** – Uganda, which hosts 1.5 million refugees, has the largest refugee population in Africa and the third largest globally. UNHCR estimates approximately 12,000 new refugee arrivals each month. The risk of future surges in refugee numbers is high due to continuing instability in the Great Lakes and the Horn of Africa.

²Disaster Risk Financing Diagnostic Uganda. World Bank. 2022

³Macroeconomic shocks/food price inflation – Sudden surges in prices of basic commodities such as fuel and staple foods can have a significant impact on the poor and vulnerable, not only in urban but also rural areas. In urban areas especially, sudden price hikes can trigger civil unrest but, because of the uncertainty of the duration of such shocks (food price inflation is often a one-way process), it is preferable to address consumer price inflation through specific subsidies and inflation indexing transfer values provided through social protection provisions.

⁴IMF Country Report 22/87 (2022).



1.5 Why Invest in SRSP?

There is a compelling case for increasing investment in SRSP in Uganda. This case rests on humanitarian, economic and good governance principles.

- SRSP plays a crucial role in minimising the detrimental effects of shocks and disasters on Uganda's progress towards achieving its Sustainable Development Goals (SDGs) and advancing to Middle Income Country status. It's essential for ensuring a more resilient and prosperous future for Uganda:

- Shocks and disasters increase poverty and thus undermine the country's ability to achieve many of its SDGs. The 2016/17 drought caused the poverty rate to increase from 19.7 per cent to 21.4 per cent, while the COVID-19 pandemic resulted in a 16 per cent increase in poverty in 2021⁵.

- Shocks and disasters hinder long-term economic and social development. Disasters triggered by covariate shocks lower GDP, reduce foreign exchange earnings and result in increased and diverted government spending. The 2017/18 drought reduced GDP in 2019 by 3.5 per cent⁶. Investing in SRSP is crucial to mitigate these impacts and enhance the resilience for sustainable growth.

- SRSP is dedicated to addressing the far-reaching impacts of shocks and disasters on the lives and livelihoods of the most impoverished and vulnerable individuals. SRSP can make a meaningful difference in the lives of those who are most in need: Disasters triggered by covariate shocks have multiple impacts on the population. They result in food shortages and increased food insecurity, increased malnutrition – especially amongst children, increased risks of illness and disease, decreased earnings and reduced employment, resulting in the loss of lives. The poorest and most vulnerable are disproportionately affected and there is a strong correlation between the prevalence of major shocks and the geographic distribution of poverty. Women, children, the elderly and those living with disabilities are especially at risk as they make up a disproportionate share of the poor and vulnerable.

- SRSP plays a crucial role in breaking the cycle of repetitive disaster responses: Investing in expanding and strengthening the capacity of social protection to respond to shocks and disasters is critical if Uganda wants to break the cycle of the repeated need for humanitarian responses to disasters and reduce reliance on external humanitarian assistance.

⁵World Bank (2022). Disaster Risk Financing Diagnostic Uganda.

- SRSP offers a unique channel to provide pre-emptive assistance to highly vulnerable groups before shocks turn into disasters: While disaster responses can only be triggered by the declaration of a disaster, SRSP measures built into social protection programmes can be triggered by early warning thresholds to assist the poor and vulnerable at a much earlier stage which can reduce the severity of the impact of the shock on lives and livelihoods.
- SRSP adds value to existing disaster responses: By utilising regular social protection programmes and their pre-existing mechanisms, including beneficiary registries and payment delivery systems, SRSP can improve the timeliness, efficiency and effectiveness of disaster responses.
- The case for investment is made more imperative because climate change will exacerbate the impact of future shocks and disasters on the population and economy: With climate change, the severity and frequency of a range of covariate shocks, including droughts, floods, and public health crises, will intensify the impact on Uganda's population and economy. These changes are already occurring, and their impact is already evident. Over the past century, Uganda has experienced a 1.7°C increase in average temperature and a significant reduction in seasonal rainfall, particularly between March and May. As a result, the frequency of humanitarian disasters, which averaged one per year before 2000, has increased to nine per year by 2019. Looking ahead, temperatures are projected to rise further by 1 to 2.2°C (maximum) and 0.8 to 2.5°C (minimum) over the next 15 years⁶.

⁶World Bank (2019) Disaster Risk Profile Uganda and World Bank (2021) Climate Change Country Profile Uganda.

02

KEY CHALLENGES

This section outlines the main challenges that must be addressed within the framework and forms the basis for determining the recommended actions included in it.

2.2 Social Protection System

Despite a comprehensive policy framework, the scope and coverage of social protection programmes, especially those targeting the poor and vulnerable, are inadequate to meet overall needs. In 2020, direct income support programmes reached only 4 per cent of the population, compared with an average of 9 per cent coverage across Uganda's East African neighbours⁷. The narrow range and limited coverage of social protection for the poor and vulnerable reflect the confined fiscal space apportioned to the sector. Despite progress, overall public spending on direct income support to the poor and vulnerable remains low both in terms of absolute expenditure and in comparison, with neighbouring countries. In 2023/24, Uganda invested 0.17 per cent of GDP in social protection provision, substantially less than its East African neighbours⁸. The absence of a comprehensive range of direct income support programmes covering all lifecycle stages and the limited coverage of existing programmes severely restricts the scope and opportunities for embedding SRSP into the country's social

protection system. Nevertheless, the early stage of social protection system development presents opportunities and entry points for advancing SRSP. It offers chances to create, implement, and assess suitable SRSP initiatives for future national social protection programmes.

2.3 Legislative and Policy Framework

The 2023-2028 National Social Protection Strategy provides a clear policy context for mainstreaming SRSP into Uganda's social protection system and emphasises the need to "embed shock-responsiveness in all key social protection programmes and interventions". However, SRSP has not yet been incorporated into less recent key policy documents covering both social protection and disaster risk management. These include: The National Social Protection Policy, the National Policy for Disaster Risk Preparedness and Management, and the Disaster Risk Management Plan. The ongoing drafting of the Disaster Risk Management Act provides an immediate and urgent opportunity to incorporate reference to SRSP, which would promote its recognition as a normative disaster response tool. There is also a lack of awareness of the policy context for social protection outside of MGLSD. Key policy documents have not been widely disseminated outside of MGLSD.

⁷GoU (2019) Social Protection Sector Review.

⁸World Bank (2022) Disaster Risk Financing Diagnostic Uganda.

Existing social protection legislation focuses on contributory social security and health insurance. There are currently no laws covering direct income support and there is no comprehensive Social Protection Act. Creating a legal basis for direct income support could help concentrate and accelerate efforts to increase public investment, broaden coverage, and integrate SRSP measures.

2.4 Financing

The national budget is managed on a discretionary cash basis. This restricts opportunities to increase public spending for the adoption and expansion of SRSP.

2.4.1 Social protection financing

The narrow fiscal space for the provision of social protection support to the poor and vulnerable reflects the limited revenue base of the national budget, the prioritisation of investments in productive sectors and the low appreciation of the investment value of public expenditure on social protection. A large proportion of direct income support to the poor and vulnerable is funded by development partners through fixed-term project-based support.

While development partner-financed programmes have been at the forefront of promoting the adoption and expansion of SRSP, the fixed-term nature of this assistance raises continuity and sustainability concerns. Embedding progressive counterpart funding arrangements could gradually bring these programmes on budget and safeguard their continuity and sustainability. Despite LGAs' mandate for delivering social protection at the local level, they continue to be deprioritised in terms of budget resource allocation, with the bulk of funding channelled

to MGLSD. Consequently, LGAs continue to play a peripheral role in delivering social protection programmes.

2.4.2 Disaster risk financing

The financing of disaster relief and recovery responses relies on drawdowns from the centralised contingency fund inceptioned in 2018 under the Public Finance Management Act. Although the Act sets an annual funding target of 0.5 per cent of the previous year's national budget, actual budget allocations have been below 0.2 per cent ⁹.

Current financial regulations defined under the Public Finance and Management Act do not permit the release of the contingency budget before the declaration of a disaster, as a result, contingency funds cannot be used to finance SRSP interventions which could prevent shocks from becoming disasters.

While the absence of pre-arranged funding for disaster risk management is a major challenge for the timely delivery of responses, MFPED argues that ring-fencing part of the centralised contingency fund for disaster responses would defeat the intended purpose of the centralised fund and would also trigger other sectors requesting their own ring fences.

A Disaster Risk Financing Strategy and Implementation Plan is in preparation. The plan highlights the need to increase annual allocations to the contingency fund and to allow unspent allocations to be carried forward to the next fiscal year. It also suggests establishing pre-arranged financing arrangements within specific direct income support programmes, including labour-intensive public works (LIPW). To enable these programmes to scale up in the event of an emerging shock or disaster.

⁹ World Bank (2022) Disaster Risk Financing Diagnostic Uganda.

Fiscal resource constraints for disaster risk management are particularly challenging for LGAs, who are at the front line of initiating, assessing and delivering disaster responses.

Overall, concerns about credibility and execution persist at all levels of budget management.

2.5 Coordination

The MGLSD is responsible for coordinating the social protection sector. This coordination involves specific committees focused on different agendas. However, the coordination meetings are often arranged on an ad hoc basis, leading to inconsistent and irregular attendance. Although these committees report their activities quarterly to the Social Protection Coordination Committee, they tend to operate independently with limited sharing of information and knowledge among them. Moreover, due to limited fiscal resources, the committees find it challenging to translate discussions into concrete actions. Collectively, these limitations hamper the coordination structure's ability to fulfill its mandate.

The management and implementation of direct income support programmes are shared between MGLSD and OPM, making coordination between the programmes difficult. MGLSD is responsible for implementing the SCG and NutriCash programmes (under the Sweden grant-funded Child Sensitive Social Protection [CSSP] programme). Labour-intensive public work initiatives under DRDIP and NUSAF (both financed through World Bank concessional loans) are managed through OPM. The anticipated UN Joint Agency Integrated Social Protection Programme (ISPP) will be managed by MGLSD.

The Department of Disaster Preparedness and Management (DDPM) within OPM coordinates

disaster risk management. DDPM coordinates other national structures including:

- The National Emergency Coordination and Operations Centre (NECOC) has responsibility, amongst other things, for coordination and consolidation of early warning information;
- The National Disaster Risk Reduction Coordination Platform (NDRRP) is a technical multi-stakeholder committee that coordinates the planning, implementation and monitoring of disaster risk actions; and
- Line ministries, departments and agencies (MDAs), under the Disaster Risk Management Plan, are assigned specific 'hazard-wise' responsibilities.

MGLSD is a member of the National Disaster Risk Reduction Coordination Platform (NDRRP). However, its 'hazard-wise' responsibilities are limited to 'chemical/industrial' hazards and its overall responsibility is vaguely defined in terms of ensuring the interests of vulnerable groups are included in disaster risk management.

Local government plays a key role in all stages of disaster responses but limited financial resources and a lack of capacity hinder their ability to coordinate their social protection and disaster risk management responsibilities. Information exchange between LGAs and MDAs is widely recognised to be weak in both directions across all service sectors. Development partners have supported the strengthening of SRSP and disaster risk management coordination through individual programmes such as PROACT, DRIP, NUSAF3 and NutriCash.

2.6 Capacity

Capacity constraints cut across all sectors of the economy and all levels of government, reflecting limitations in fiscal, material and human resources. In addition to these cross-cutting constraints, the adoption and expansion of SRSP are restricted by a lack of awareness and understanding of SRSP amongst all actors from potential recipients (who may not be aware of the temporal nature of SRSP provisions thus raising expectations for prolonged or continued support), through LGAs (who lack knowledge and experience to manage SRSP), to MDAs (who lack awareness and understanding of the potential role of SRSP and how to design and implement SRSP measures).

With the Government of Uganda's emphasis on expanding the roles and responsibilities of LGAs, critical challenges exist in terms of developing skills and knowledge and ensuring adequate resources within LGAs. The 2023 National Social Protection Capacity Strengthening Strategy focused on the need to build capacity in LGAs to coordinate, design, implement and monitor social protection. Concerning SRSP, the strategy emphasises the need to strengthen local government capacity in "local disaster management committees, 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 is taken." While the strategy identified a wide range of detailed actions to address the chronic capacity constraints facing the provision of effective and efficient social protection to the poor and vulnerable at the LGA level, it remains a discussion document.

To address the need to build awareness, understanding and technical capacity in SRSP, the MGLSD has adopted the African Union's TRANSFORM SRSP training module as the basis for building technical capacity. The utilisation of the TRANSFORM SRSP training platform is at a very early stage and has not been widely publicised or disseminated¹⁰. The module, in its current form, is highly technical and oriented toward policy and programme analysts. It has limited suitability for a wide range of other stakeholders.

2.7 Programme Delivery

The two main programme-level challenges related to the design and implementation of SRSP measures are how to rapidly and accurately identify, select and register beneficiaries and how to ensure timely and reliable delivery of payments to those beneficiaries.

2.7.1 Beneficiary identification, selection and registration

Each direct income support programme maintains its own Management Information System (MIS) which includes a registry of the programme's beneficiaries.

MGLSD has consolidated individual programme MISs, including their beneficiary registries, into a Single Registry. The Single Registry provides an opportunity to improve coordination between social protection programmes and a means by which SRSP measures can be delivered across several social protection programmes at the same time. The lack of operationalisation and awareness of the Single Registry has limited

¹⁰ TRANSFORM training is also available online through its website.

its accessibility and utilisation in the context of disaster risk management.

The introduction of horizontal expansion measures would benefit from the establishment of a Social Registry which provides information that can be used to select additional beneficiaries not already included in existing direct income support programmes. To play a timely, effective and efficient role in the provision of SRSP, a Social Registry must be functional and contain comprehensive, pertinent, reliable and real-time data. MGLSD has carried out a feasibility study for the establishment of a Social Registry¹¹. The study recognises several key challenges including institutional weaknesses such as staff shortages, the fragmented and low coverage of social protection programmes, and limited budget allocations. It also noted that the socio-political environment presents potential risks, including political interference and economic constraints. The study did not include an assessment of capital or recurrent cost implications.

2.7.2 Payment delivery

Individual direct income support programmes use parallel payment delivery systems. In 2023 MGLSD commissioned a feasibility study to investigate the deployment of the Government's Integrated Financial Management System (IFMS) across all social protection programmes. The study concluded that utilising the IFMS across all social protection schemes and programmes would result in significant savings in transaction costs, estimated at between UGX1.74 and UGX3.28 billion. The SCG is currently piloting electronic payment using the IFMS in West Nile. However, integrating currently uncoordinated

payment delivery systems into one electronic payment system is restricted by several challenges including poor network and agent coverage, limited mobile phone ownership and use, the relatively high transaction costs of mobile banking versus ATM and, the low level of financial awareness and inclusion across the population. These challenges are particularly severe amongst the population that SRSP focuses on - the poor and vulnerable in disaster-prone urban areas, especially women. There are also concerns that reliance on a single system to deliver SRSP payments during disasters may not be sensible and it would be prudent to develop a range of payment delivery options.

2.8 Political Economy

An underlying challenge for the adoption and expansion of SRSP in Uganda is the limited awareness and understanding of the role and value of social protection, and particularly the role of SRSP. This challenge extends across all actors and stakeholders.

At the political level, this translates into a lack of commitment to increase the fiscal space for social protection for the poor and vulnerable which would enable SRSP measures to be mainstreamed into the social protection system. This reflects a limited appreciation of:

- The political, economic and social value of investing public resources in broadening social protection provision to the poor and vulnerable.
- The social and economic cost of humanitarian disasters on the poor and vulnerable, the economy and the budget.

¹¹GoU (undated) Feasibility Study of the Social Registry in Uganda (draft).

- Opportunities to enhance shock responsiveness through social protection programmes can improve the timeliness, efficiency and effectiveness of disaster responses and ultimately result in benefits for the economy and the national budget.

It also reflects the widespread dependency concerns regarding the provision of non-contributory support to the poor and vulnerable. The Parliamentary Forum on Social Protection can play a valuable role in building awareness and understanding of social protection and SRSP, especially amongst parliamentarians and political parties. The forum was instrumental in building political support for the universal expansion of the SCG. However, its capacity to fulfil this role is constrained by its limited capacity and a lack of institutional level financing.

2.9 Data and Analysis

Several shortcomings related to the comprehensiveness and quality of data and analysis present challenges for the development of SRSP. These include:

- Lack of standardised objective thresholds to trigger SRSP and other disaster response interventions - Disaster relief interventions are based on subjective rapid assessments that are used to determine whether a disaster should be

declared. While the Disaster Risk Management Plan defines a range of disaster levels, these only distinguish the geographic scale of the disaster. Work undertaken through PROACT and NUSAF has promoted the use of agrometeorological remote sensing indicators, and in particular the Standard Precipitation Index (SPI) to trigger anticipatory SRSP measures in the event of droughts. The MWE is also piloting hydrological monitoring to provide earlier warning of floods. At present, there are no statutory prescribed thresholds that can be used to trigger shock or disaster responses. It is understood that the Disaster Management Act goes some way in addressing this issue.

- **Impact Analysis** – Limited awareness, understanding and support for SRSP is partly attributed to a lack of data and analysis to argue a convincing case for increasing public investment in social protection, particularly SRSP.

- **Indigenous Knowledge** - There is limited appreciation and analysis of Indigenous knowledge in all stages of disaster risk management, especially in the context of early warning and the design of appropriate disaster response and SRSP mechanisms.

03

SPECIFIC SRSP OPTIONS

3.1 Introduction

This section outlines various specific options for expanding SRSP in Uganda. These options include strengthening the existing social protection system to create a broader platform for SRSP, introducing vertical and horizontal expansion measures within specific DIS programmes, and establishing a disaster response cash transfer programme that can be integrated into the existing disaster risk management system. Anticipatory SRSP measures, which can be triggered before a disaster is declared, are distinguished from disaster response SRSP measures, which are triggered once a disaster is declared.

3.2 Criteria for Evaluating SRSP Options

When undertaking the detailed design of the specific SRSP options identified in this framework, the following criteria should be applied:

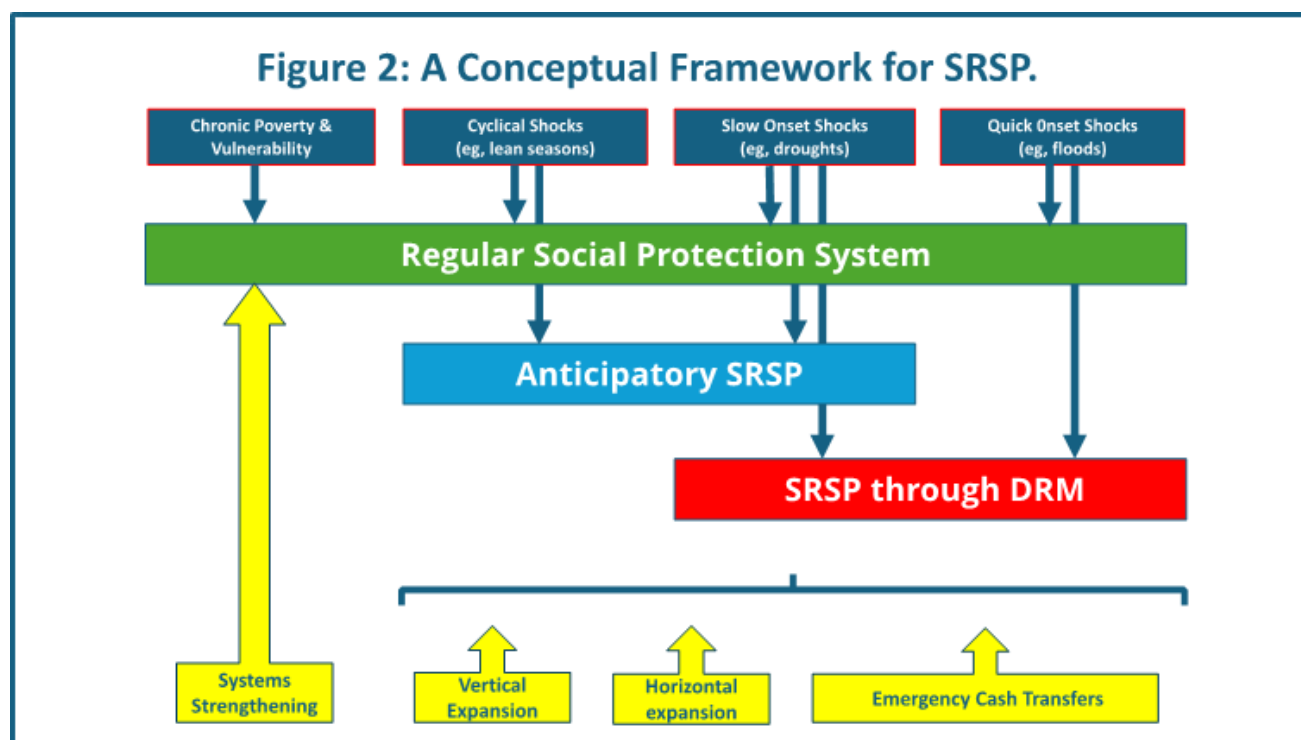
- **Meeting needs** - Does the SRSP option meet the needs of the affected population?
- **Coverage** - Will the SRSP option reach the right people?
- **Timeliness** – Will the SRSP option reach those affected in time?
- **Avoid duplication** – Will the SRSP option avoid duplication?
- **Sustainability** – Will the SRSP option be sustainable considering resource and capacity availability?
- **Exit strategy** – Does the SRSP option have a clear withdrawal strategy once the situation normalises?
- **Acceptability** - Is the SRSP option endorsed by different stakeholders?
- **Cost Effectiveness** – Is the SRSP option cheaper or more expensive than alternative options?

3.3 Conceptual Framework

Figure 2 presents a conceptual framework illustrating how different types of shocks, categorised by their predictability, can be addressed through various SRSP measures. It identified three priorities that need to be addressed concurrently:

- **Strengthen the existing social protection system** to ensure a broader range of social protection provisions encompassing all life stages and providing wider coverage of the poor and vulnerable to provide a more comprehensive platform to develop SRSP.
- **Strengthen shock preparedness and mitigation** by developing SRSP measures at the programme level – as already piloted by NUSAF3 and PROACT – to primarily address cyclical (such as seasonal food insecurity) and predictable shocks (such as drought), which can be monitored and assessed through early warning systems.

- **Strengthen disaster relief and recovery** by utilising social protection programmes and their registration and payment delivery systems to improve the performance (timeliness, effectiveness and efficiency) of disaster risk management responses.



3.4 Specific SRSP Options

3.4.1 System strengthening

More comprehensive provision of social protection to the poor and vulnerable will provide greater safeguards against shocks and disasters and will also create a broader platform upon which to build specific SRSP measures. The range of direct income support programmes needs to be progressively expanded across life stages. Priority should be given to categories that are most vulnerable to covariate and idiosyncratic shocks. This includes children, women, the elderly and those living with disabilities. The coverage of individual programmes needs to ensure that all those assessed to be eligible for inclusion have access to the programme.

3.4.2 Vertical and horizontal expansion

Table 2 summarises a range of specific vertical and horizontal expansion measures that can be embedded into direct income support programmes. The table focuses on programmes that are currently operational or anticipated soon. Specific vertical (since it does not involve increasing the number of recipients) and horizontal expansion options can be built into the design of existing and future social protection programmes without the need for legislative or policy reforms.

Vertical expansion may offer the most immediate, least controversial and least administratively costly means to introduce SRSP measures since it utilises existing beneficiary registries and payment delivery systems. However, vertical

expansion measures only benefit those who are already registered in an existing social protection programme. The introduction of vertical expansion options into existing and planned social protection programmes offers a real opportunity for a 'quick win'. As the social protection system progressively expands both in terms of the range and coverage of programmes, vertical expansions could become the primary approach to the provision of SRSP.

Horizontal expansion provides a means for extending the coverage of SRSP to a wider population. The development of a Social Registry is central to the successful introduction of horizontal expansion options since identifying, selecting and registering new beneficiaries for horizontal expansion initiatives is time-demanding, administratively costly and unreliable. Where and when horizontal expansion options are introduced, they can be applied in unison with vertical expansion options.

Specific options for vertical and horizontal expansion according to the life stage focus of existing and anticipated direct income support programmes¹³ include the following:

- **Pregnant Women, Mother & Early Childhood** – There is a strong rationale for prioritising maternal and early childhood-focused programmes since women and young children are especially vulnerable in times of shocks and disasters.

Specific vertical expansion options include:

- Temporarily increasing the value and/or frequency of payments.
- Temporarily extending the exit age for

children already included in the programme (for example, from 3 to 5 years), so that children remain in the programme longer.

Specific horizontal expansion options include:

- Temporarily wavering of National ID / Birth Certificate requirements.
- Temporarily extending the child eligibility age (e.g., from under 3 to under 5 years) to enable older children to be added.
- **School Age Children** – The nutritional status of children already covered by school feeding programmes can be safeguarded in times of crisis by SRSP measures.

Specific vertical expansion options include:

- Temporarily increasing the size of school feeding rations during term time, to compensate for food shortages at home.
- Extending rations into school holidays.

Specific horizontal expansion options include:

- Temporarily expanding the coverage of school feeding to additional schools.
- Working Age – Labour Intensive Public Works are a widely endorsed approach to providing social protection to poor and vulnerable households in Uganda and focus on drought-prone areas with high levels of poverty.

¹³It should be noted that there are no current or planned direct income support programmes specifically for people living with disabilities. As social protection coverage expands, it is anticipated that people living with disabilities will be included into direct income support programmes.

Specific vertical expansion options include:

- Temporarily increasing the number of wage-earning days to existing recipients of programmes.
- Temporarily increasing the wage rate.

Specific horizontal expansion options include:

- Undertake 'exceptional' registration in areas already covered by programmes.
- Temporarily expanding the geographic coverage of programmes to affected areas not covered by the programme.
- Elderly – The Senior Citizens Grant (SCG) offers the most immediate channel for introducing vertical and horizontal expansion options. Although the SCG targets the elderly it provides an entry point into poor and vulnerable households¹⁴.

Specific vertical expansion options include:

- Temporarily increasing the value of payments to existing recipients.
- Temporarily increasing the frequency of payments.

Specific vertical expansion options include:

- Temporarily reducing the eligibility age either universally (across the country) or in specific shock-affected areas.
 - Temporarily relaxing National ID requirements for accessing the programme.
- Vertical and horizontal expansion measures embedded into direct income support programmes can play roles in different types and stages of shocks:

- **Recurrent Cyclical Shocks** - Vertical and horizontal measures can be built into the design of programmes as regular/normative functions that are automatically triggered at pre-defined times of the year to address recurrent cyclical shocks such as seasonal lean seasons. The cost of these measures would need to be incorporated into the regular budget of the programme.

- **Before Shocks Become Disasters** - Vertical and horizontal expansion measures can be used as anticipatory responses, especially in the context of slow-onset shocks such as drought. These interventions would be triggered by agrometeorological early warning indicators and financed through programme-level disaster risk financing facilities (as has already been piloted by NUSAF3 and PROACT). These facilities would need to be included in the programme's overall design and budget.

- **Once a Disaster Occurs** - Vertical and horizontal expansion measures can be used as disaster relief and recovery responses if shocks progress into disasters, either because they are quick onset (and so cannot maximise the benefits of early warning) or because responses to slow onset shocks are delayed. These responses would be triggered by disaster declarations and financed through the national budget by the release of contingency funds or supplementary budgets or a dedicated national-level disaster risk financing facility if/when it is established. Programme-specific disaster risk finance facilities could enable disaster relief and recovery interventions to be initiated earlier with the possibility of reimbursement when contingency funds and/or supplementary budgets are released.

¹⁴ Although direct recipients of the SCG account for under 1 per cent of the population, it is estimated that 4 per cent of the population benefit from the grant.

Table 2: Specific Programme Level Vertical & Horizontal Expansion Options

Life Stage	Rationale	Vertical Expansion		Horizontal Expansion	
		Options	Issues	Options	Issues
<ul style="list-style-type: none"> Maternal & Early Childhood – Mother & Child Grant (NutriCash / DRDIP2 / UJA ISPP) 	<ul style="list-style-type: none"> Mothers and children are highly vulnerable in times of shock. Entry point for providing household-wide support. 	<ul style="list-style-type: none"> Temporary waiver of child exit age. Temporary increase value/frequency of payments. 	<ul style="list-style-type: none"> Often the least controversial and least costly (in terms of administrative costs). Only benefits those already receiving support. Limited coverage of programmes. High SCG eligibility age. Recipient awareness of the temporal nature of assistance. Requires specific budget allocation. 	<ul style="list-style-type: none"> Temporarily waiving of National ID / Birth Certificate requirements. Temporary extend child eligibility age (e.g. from under 3 to under 5 years). 	<ul style="list-style-type: none"> Absence of Social Registry – difficult to rapidly and reliably identify and register eligible recipients. Increased demands on payment delivery system – limited capacity to scale up. Recipient awareness of the temporal nature of assistance. Requires specific budget allocation.
<ul style="list-style-type: none"> School Age Children – School Feeding (GoU / WFP) 	<ul style="list-style-type: none"> Safeguard nutritional status of children. 	<ul style="list-style-type: none"> Increasing the number and size of rations during term time. Provide take-home rations during holidays. 		<ul style="list-style-type: none"> Temporary expand coverage of school feeding to other schools and social care facilities. 	
<ul style="list-style-type: none"> Able-bodied Working Age – Labour Intensive Public Works (DRDIP2 / NUSAF3) 	<ul style="list-style-type: none"> LIPW coverage focused on drought-prone areas. Widely endorse approach to supporting poor households. 	<ul style="list-style-type: none"> Temporarily increased wage rate and/or increased number of wage days. 		<ul style="list-style-type: none"> Temporarily undertake ‘exceptional’ registration in areas already covered. Temporary expand coverage to affected areas not covered by programme. 	
<ul style="list-style-type: none"> Elderly – Senior Citizens Grant (GoU) 	<ul style="list-style-type: none"> Entry point for providing household-wide support. Low payment value. 	<ul style="list-style-type: none"> Temporarily increase the frequency and / or value of payments. 		<ul style="list-style-type: none"> Temporarily reduce eligibility age – universally (across the country) or in specific shock-affected areas. 	

3.4.3 Disaster response cash transfers

To expedite the delivery of relief and recovery support after disasters are declared, establishing a national disaster response cash transfer programme is needed. This programme would be designed to align with or run parallel to existing social protection initiatives and would complement SRSP measures embedded in other direct income support programmes. Initially, funding for this programme could come from existing contingency funds. Still, in the future, it could be tied to a national disaster risk financing facility or have its dedicated budget allocation. Co-financing options should be explored with development and humanitarian partners, and consideration should be given to carrying over unspent funds to the next fiscal year.

04

PROPOSED ACTIONS

4.1 Introduction

A range of actions need to be implemented to promote and enable the establishment of a comprehensive SRSP system in Uganda (priority actions which can be implemented immediately and offer quick wins are underlined):

- Programme level - Actions must be taken to plan, design and embed SRSP into individual direct income support programmes. Consideration should also be given to establishing a national-level emergency cash transfer programme based on piggyback and shadow alignment principles. There are several quick-win opportunities at this level which do not require legislative or policy reform.
- Systemwide level - Actions need to be taken to prepare the groundwork for the adoption and expansion of SRSP, strengthen and expand the scope and coverage of social protection and develop a coherent strategy to achieve this progressively.
- Enabling environment - Actions are needed to reform legislation and policy, increase fiscal space, improve coordination and enhance capacity and resources. Underlying all these recommended actions is the need to build greater

awareness, understanding and commitment for SRSP amongst stakeholders, especially those who approve laws, policies and budgets.

4.2 Programme and System wide Actions

- Address the ongoing challenge to improve the accessibility of bonafide recipients to current direct income support programmes, including collaboration with NIRA to facilitate the issuance of national IDs and, where necessary, birth certificates – Responsibility: Programme level management/MGLSD/NIRA.
- Prepare detailed proposals and financing plans for integrating specific vertical and horizontal expansion measures in the Senior Citizens Grant. Prioritise introducing vertical expansion measures since they can be most immediately implemented - Responsibility: MGLSD.
- Develop proposals to design a Disaster Response Cash Transfer Programme to provide a channel for delivering SRSP through disaster response mechanisms. The proposal should include financing options – Responsibility: MGLSD in consultation with OPM/DDPM and MFPED with financial and technical support (if necessary) from development partners.

- Develop standard guidelines for introducing pre-determined on-budget SRSP financing modalities in existing and planned DIS programmes to enable them to deliver anticipatory responses to cyclical and slow onset shocks – Responsibility: MGLSD with financial and technical support (if necessary) from development partners.
- Develop a costed roadmap to translate the National Social Protection Strategy into an action plan for the progressive expansion of the scope and coverage of direct income support provision. This roadmap should form the basis for ensuring a coherent approach across all stakeholders supporting the development of DIS provision in Uganda. SRSP should be embedded in the roadmap from the outset – Responsibility: Initiated by MGLSD with financial and technical support (if necessary) from development partners.
- As measures are taken to progressively introduce a consolidated payment delivery system across all DIS programmes, consideration needs to be given to disaster proofing, including the identification and design of alternative payment delivery options which can be put in place if the normative system fails.- Responsibility: MGLSD, OPM/DDPM, Bank of Uganda, MFPED and payment service providers.
- Update the National Social Protection Policy to incorporate the National Social Protection Strategy and embed SRSP as a policy pillar. It should define coordination and capacity-strengthening implications for improved coordination of SRSP. Ensure that specific vertical and horizontal expansion measures are, from the outset, built into the design and budget of all future DIS programmes - Responsibility: Initiated by MGLSD in dialogue with all stakeholders.
- Undertake a comprehensive review of relevant legislation and policy to improve coherence between Disaster Risk Management and Social Protection and enable SRSP to be established as a normative instrument for disaster relief and recovery - Responsibility: Initiated by MGLSD in consultation with OPM/DDPM and other stakeholders.
- Initiate the drafting of a Direct Income Support Act to complement and complete legislative coverage of social protection provisions in Uganda. This Act should define SRSP as a principal pillar - Responsibility: Initiated by MGLSD in consultation with the Parliamentary Forum on Social Protection and other stakeholders.
- Once completed, the national legislative and policy framework for SRSP needs to be operationalised at the LGA level. This will require a detailed review of LGA-level bylaws and ordinances related to social protection to ensure national-level legislation and policy reforms associated with SRSP are properly aligned - Responsibility: Initiated by MGLSD in consultation with LGAs.

4.3 Enabling Environment Actions

4.3.1 Legislation & policy

- Include clauses on SRSP in the National Disaster Management Act - Responsibility: Initiated by OPM/DDPM in dialogue with MGLSD and the Parliamentary Forum for Social Protection.

4.3.2 Fiscal space

- Follow up on recommendations¹⁵ to strengthen existing contingency funding modalities to improve disaster risk management performance. This includes clarifying the operational procedures of the fund, reviewing the adequacy of allocations, and setting aside funds for disaster response. Additionally, explore different options and develop detailed proposals for creating a dedicated national-level Disaster Risk Financing Facility. This facility would provide a guaranteed budget for future disaster responses. – Responsibility: Initiated by OPM/DDPM in consultation with MFPED and MGLSD.
- Building on lessons from the conversion of the SCG from a full development partner-funded programme to an on-budget tax-financed government scheme, engage key development partners to incorporate progressive counterpart financing mechanisms in future grant-funded DIS programmes - Responsibility: Initiated by MGLSD in consultation with relevant Development Partners and MFPED.
- On completion of legislative and policy reforms, reflect the role of SRSP in the Public Finance and Management Act - Responsibility: Initiated by MGLSD in consultation with MFPED.

4.3.3 Coordination

- Carryout a rapid assessment to review and identify practical administrative measures that can be undertaken immediately to simplify and improve liaison between MGLSD and OPM to

enable more timely, efficient and effective use of SRSP measure in DRM – Responsibility: Initiated by MGLSD in consultation with OPM/DDPM.

- Until a Social Registry is established, promote and utilise the Single Registry to deliver SRSP. Develop operating procedures to enable this and specify the budget, capacity, and resource requirements to ensure that the Single Registry remains operational and up to date - Responsibility: Initiated by MGLSD in consultation with OPM/DDPM and other stakeholders.
- Building on the recommendation of the feasibility study, prepare detailed costed plans for establishing a Social Registry and develop clear operational procedures to define how it will function to support SRSP. Bearing in mind resource and capacity constraints, prioritise the introduction of the Social Registry in districts with high shock risk and poverty profiles - Responsibility: Initiated by MGLSD in consultation with stakeholders and with financial/technical support (if necessary) from development partners.

4.3.4 Capacity

- Endorse and implement the relevant recommendations of the 2023 National Social Protection Capacity Strengthening Strategy. The priority should be strengthening the LDA disaster risk management capacity in districts with high shock risk and poverty profiles. – Responsibility: MGLSD in consultation with LDAs.

¹⁵As detailed in the draft Disaster Risk Financing Plan and the Disaster Risk Finance Diagnostic Uganda.

- Prioritise the institutionalisation of TRANSFORM's SRSP training module and ensure that adequate resources and capacity are allocated to fulfil its function effectively. - Responsibility: MGLSD.
- Under TRANSFORM, develop a range of simplified audience-specific awareness-building toolkits to suit different stakeholder groups from political parties and parliamentarians, through MDAs and LGA, to the public - Responsibility: MGLSD and TRANSFORM.

4.3.5 Political economy

- Prepare an Investment Case for SRSP to present a strong rationale for increasing public investment, including analysis of opportunity costs (the cost of inaction) - Responsibility: Initiated by MGLSD in consultation with OPM, MFPED and other stakeholders.
- Strengthen the capacity of the Parliamentary Forum to advocate for expanded public investment in social protection and SRSP by providing institution-wide financial support - Responsibility: Development partners in consultation with the Parliamentary Forum on Social Protection.

05

CONCLUSIONS

The National Shock Responsive Social Protection Framework serves as a guide for progressively strengthening the integration of shock responsiveness into social protection and disaster risk management. This framework creates a bridge that integrates the two sectors for the betterment of the Ugandan population and the Ugandan economy. It provides the basis for leveraging pre-established social protection programmes and their systems to enhance the timeliness, effectiveness, and efficiency of all stages of disaster response. Shocks and disasters significantly impact the lives and livelihoods of individuals and households, impeding progress towards achieving many Sustainable Development Goals and Middle-Income Country status. Without urgent investment in the Shock Responsive Social Protection Framework, climate change will exacerbate the impacts of shocks and disasters in magnitude and frequency. Increasing public expenditure on this framework is an economic and social investment.

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ANNEX 2 - EXAMPLES OF SRSP IN AFRICA

Ethiopia - Productive Safety Net Programme (PSNP)

Ethiopia's Productive Safety Net Programme (PSNP) is a large-scale national social assistance programme providing labour-intensive public works to the poor and vulnerable in drought-prone parts of the country. The programme not only responds to chronic food insecurity but also climatic shocks. PSNP includes a Contingency Budget and Risk Financing Mechanism (RFM).

The contingency budget responds to low-level and unexpected transitory food insecurity among PSNP and non-PSNP households by providing temporary additional employment/resources through public works and other structures. The contingency fund is 20 per cent of the programme's core cost. Unused contingency funds can be rolled over from one fiscal year to the next.

When the shock is too great to be supported through the contingency fund, the RFM is initiated. The Government's early warning system is used to trigger the release of emergency grants from the World Bank and other donors.

In August 2011, a failure of early rains caused an extended food shortage in Ethiopia's highlands. The PSNP extended regular support for an additional three months to 6.5 million existing beneficiaries and provided similar support to a further 3.1 million people living in PSNP areas.

The process was considerably faster and more cost-effective than the provision of regular humanitarian food aid assistance, which took

several months to assess the crisis, mobilise funding, and mobilise. This significant cost saving was attributed to utilising a pre-existing programme with established distribution networks.

Kenya - Hunger Safety Nets Programme (HSNP)

Kenya's Hunger Safety Net Programme (HSNP) is a notable example of shock-responsive social protection. It was designed to provide regular cash transfers to vulnerable households in arid and semi-arid regions of the country to address chronic food insecurity and poverty. The HSNP incorporates a shock-responsive element by having the capacity to scale up and provide additional support during times of crisis, such as droughts or other shocks that may exacerbate food insecurity.

In times of crisis, such as prolonged droughts, the HSNP can rapidly expand coverage and increase the amount of cash transfers to affected households. This flexibility is crucial in ensuring the programme can effectively respond to sudden increases in food insecurity and vulnerability. By adapting and upscaling its interventions during emergencies, the HSNP helps ensure that the most vulnerable populations receive the support they need to cope with the shock and prevent further deterioration of their food security and well-being.

Moreover, the shock-responsive nature of the HSNP also contributes to building resilience among the beneficiaries. By providing timely and adequate support during crises, the programme

helps households cope better with shocks and recover more quickly. This, in turn, can reduce the long-term impact of shocks on households' food security and overall well-being, ultimately helping them break out of the cycle of poverty and vulnerability.

The shock-responsive design of the Hunger Safety Net Programme in Kenya not only allows for quick and effective responses to crises but also plays a critical role in building the resilience of vulnerable households. By ensuring that support is available when it is most needed, the programme contributes to protecting the most vulnerable populations from the impacts of shocks and helps them on a path towards sustainable food security and poverty reduction.

South Africa – COVID-19 responses

South Africa responded to the COVID-19 pandemic by initiating one of the largest SRSP initiatives in sub-Saharan Africa. Building on a well-established social protection framework, the government provided social cash transfers to vulnerable individuals, informal workers, and beneficiaries of existing social grant programmes using two mechanisms:

- **Top Ups for Existing Social Protection Beneficiaries** – The government provided increased payments over 6 months to existing beneficiaries of regular social grant programmes - Old Age Pension, the Disability Grant, the Foster Care Grant, the Care Dependency Grant, and the War Veteran's Grant. Payments were channelled through established delivery systems including bank transfers, smart cards, or cash. Payment dates were staggered to reduce overcrowding at payment points. Top Ups covered approximately 24 million individuals, 50 per cent of whom were children.

- **Social Relief of Distress (SRD) Grant** – A COVID-19 Social Relief of Distress (SRD) Grant was introduced to provide regular monthly payments to unemployed people over the age of 18 years who are not receiving another form of government support. Initially intended to run for 6 months in 2020, the programme has been extended. The government is currently considering converting it into a universal income grant.

Somalia – Anticipatory Cash Transfers

The Baxnaano programme is the largest social protection initiative in Somalia, covering 1.2 million chronically poor rural people in 21 districts. The programme is implemented by WFP on behalf of the Federal Government of Somalia, through the Ministry of Labour and Social Affairs (MOLSA) with funding from the World Bank. The programme includes a shock-responsive component that uses early warning to trigger anticipatory emergency cash in response to shocks, such as the desert locust infestation in 2020 and the drought of 2022 before they become disasters.



THE REPUBLIC OF UGANDA
Ministry Of Gender, Labour
& Social Development

Vision

A better standard of living, equity and social cohesion

Mission

Promotion of gender equality, social protection and transformation of communities

Goal

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

The Expanding Social Protection Programme Management Unit

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