



Republic of Zambia

INTEGRATED FRAMEWORK OF BASIC SOCIAL PROTECTION PROGRAMMES



November 2018

FOREWORD

The Zambia National Social Protection Policy (NSSP) approved by the Government of the Republic of Zambia in 2014 provides a progressive vision for poverty and vulnerability reduction. Based on its multi-pillar structure, and the multidimensional nature of vulnerability, the policy establishes the need for synergies across different social protection components namely; social assistance, livelihood and empowerment, social insurance, protection and disability inclusion. The NSPP promotes the gradual establishment of an integrated social protection system, as opposed to isolated interventions, as a means to address the multiple causes of poverty and vulnerability across the lifecycle and across all segments of the Zambian society.

In recent years the Government of Zambia has made significant strides in the implementation of the vision of the NSPP, particularly in the area of non-contributory social protection. The government flagship social assistance programme intervention – the Social Cash Transfers – has been scaled up nation-wide, to reach over 500,000 vulnerable households. Furthermore, initiatives to promote access to education of vulnerable learners such as the Keeping Girls in School and Home-Grown School Meals programs are also being gradually scaled up. The Supporting Women's Livelihood initiative has been launched. The Public Welfare Assistance Scheme, the Farmers' Input Support Programme and the Food Security Pack programme are going through important reform and redesign processes.

The Seventh National Development Plan (7NDP) reinforces and extends the NSPP vision of a better integrated social protection system. The cluster structure of the 7NDP calls for cross sectorial collaboration for long-lasting poverty, inequality and vulnerability reduction. The high-level commitment to reduce poverty and extreme poverty by 20% by 2021, is translated into concrete targets, amongst others, to increase coverage of social assistance from 40% to 70% of the poor, and to increase proportion of gross domestic product (GDP) allocated to basic social protection programmes from 0.7% to 1.7%.

Therefore, in line with 7NDP targets, the IFBSPP proposes a roadmap for more coherent and integrated programming of non-contributory social protection interventions in Zambia. The framework proposes to focus the efforts on fewer, better funded and nationally scaled-up programmes. It defines synergies and linkages amongst interventions, emphasizing the complementarity between protecting income security ("the protection floor"), and promoting sustainable transformation of livelihoods ("the graduation ladder"). It includes a clear definition of programme targets, and provides estimates of the medium term financing needs of the comprehensive package of social protection interventions.

I am sure that the framework will facilitate the much needed complementarities across pillars and between specific interventions in each pillar, which is the only way to achieve sustainable poverty reduction. I wish to encourage line Ministries and different stakeholders to make use of this important tool to improve social protection service delivery across our nation.



Hon. Olipa Phiri Mwansa, MP;

MINISTER

MINISTER OF COMMUNITY DEVELOPMENT AND SOCIAL SERVICES

ACKNOWLEDGEMENTS

The development of the IFBSPP was based on extensive consultations, a comprehensive mapping of existing non-contributory social protection interventions in the social assistance, livelihoods and empowerment pillars of the Zambia National Social Protection Policy (NSSP) and an evidence-based analysis of gaps and coherence of current programming.

It is envisaged that the framework will improve sector-wide financing for social protection as a system, rather than isolated programmes, and more efficient allocation of resources. Adopting a systematic thinking, and moving away from a silo approach, will facilitate efficiency, more effective delivery and thus sustainable impact on poverty, inequality and vulnerability.

Consequently, the development of the Integrated Framework of Basic Social Protection Programmes (IFBSPP) – which is envisaged in the implementation plan of the NSSP – is a concrete instrument to improve coherence in social protection programming and operationalize the Seventh National Development Plan (7NDP) targets.

I wish to thank an Inter-Ministerial Technical Committee comprising, Cabinet Office, Ministry of Finance, Ministry of National Development Planning, Ministry of Labour and Social Security, Ministry of Health, Ministry of Gender, Ministry of General Education, Ministry of Agriculture, Ministry of Fisheries and Livestock Development, Ministry of Youth, Sport and Child Development and officers from my Ministry for the development of this framework. Furthermore, I thank Cooperating Partners and the United Nations Agencies for the support rendered, in particular through a consultant engaged by ILO to facilitate the process of developing the framework.

I commend everyone who participated for their constructive input at their various levels and hope that the framework will be better able to contribute to the efficient and effective delivery of integrated basic social protection programmes.



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List of Abbreviations and Acronyms

7NDP	Seventh National Development Plan
ABND	Assessment Based National Dialogue
ACC	Area Coordination Committee
ADVANCE	Agricultural Development and Value Chain Enhancement
AFSC	Area Food Security Committee
AU	African Union
BSCPU	Basic Social Protection Coordination Unit
CAC	Camp Agriculture Committee
CAG	Cluster Advisory Group
CASU	Conservation Agriculture Scaling-Up
CBT	Community-Based Targeting
CD	Community Development (Department)
CEEF	Citizens Economic Empowerment Fund
CPs	Cooperating Partners
CSHI	Community Self-Help Initiatives
CSO	Central Statistical Office
C-WAC	Community Welfare Assistance Committee
DCDO	District Community Development Office
DCPC	District Child Protection Committee
DEBS	District Education Board Secretary
DESO	District Education Standard Officer
DFID	Department for International Development (UK)
DFSC	District Food Security Committee
DSWO	District Social Welfare Office
DWAC	District Welfare Assistance Committee
EFSP	Expanded Food Security Pack
FAO	Food and Agriculture Organisation
FISP	Farmers Input Support Programme
FSP	Food Security Pack
FRA	Food Reserve Agency
GBV	Gender-based Violence
GEWEL	Girls' Education and Women's Empowerment and Livelihoods
GRZ	Government of the Republic of Zambia
HGSF	Home-Grown School Feeding
HGSM	Home-Grown School Meals (prev. HGSF)
HH	Household
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IAPRI	Indaba Agriculture Policy Research Institute
IFSP	Integrated Framework (Basic) Social Protection Programmes
ILO	International Labour Organisation
IEMFS	Integrated Empowerment Micro-Finance Scheme

IMR	Infant Mortality Rate
IOM	International Organisation for Migration (UN)
KGS	Keeping Girls in School (GEWEL)
MBT	Micro-Bankers' Trust
MCTI	Ministry of Commerce, Trade and Industry
MCDSS	Ministry of Community Development and Social Services
MFLD	Ministry of Fisheries and Livestock Development
MLSS	Ministry of Labour and Social Security
MMR	Maternal Mortality Rate
MOA	Ministry of Agriculture
MODP	Ministry of Development Planning
MOGE	Ministry of General Education
MOF	Ministry of Finance
MOH	Ministry of Health
MOHE	Ministry of Higher Education
MTWSC	Ministry Transport, Works, Supply and Communications
MYSCD	Ministry of Youth, Sport and Child Development
NAP	National Agriculture Policy
NAPSA	National Pension Scheme Authority
NAZ	National Assembly of Zambia
NGO	Non-Governmental Organisation
NPA	National Policy on Ageing
NPD	National Policy on Disability
NSHI	National Social Health Insurance
NSPP	National Social Protection Policy
NTFPD	National Trust Fund for PWD
NVRC	National Vocational Rehabilitation Centre
OHS	Occupational Health and Safety
OP	Office of the President
OVC	Orphans and Vulnerable Children
PCDO	Provincial Community Development Office
PLHIV	Persons Living with HIV
PS	Permanent Secretary
PSWO	Provincial Social Welfare Office
PUSH	Peri-Urban Self Help
PW	Public Works Programme
PWAS	Public Welfare Assistance Scheme
PWD	Person with Disabilities

RCT	Randomized Controlled Trial
R-NELMP	Revised National Employment and Labour Market Policy
R-SNDP	Revised Sixth National Development Plan
SADC	Southern African Development Community
SAG	Sector Advisory Group
SCALE	Strengthening Cash transfer for Access to finance, Livelihoods & Empowerment
SCT	Social Cash Transfer
SDGs	Sustainable Development Goals (Agenda 2030)
SILC	Savings and Internal Lending Communities
SP	Social Protection
SPF	Social Protection Fund
SPF	Social Protection Floor (ILO Rec. 202)
SPLASH	Sustainable Program for Livelihoods and Solutions for Hunger
STEPS- OVC	Sustainability through Economic Strengthening, Prevention and Support-OVC
SUN	Scaling Up Nutrition
SW	Social Welfare (Department)
SWL	Supporting Women's Livelihood (GEWEL)
TBD	To Be Determined
UDHR	Universal Declaration of Human Rights
UNICEF	United Nations Children's Fund
UNJP	United Nations Joint Programme
USAID	US Agency for International Development
VB	Village Banking
VCA	Vulnerable Children and Adolescents
WDP	Women's Development Programme (WEF+VB)
WEF	Women's Empowerment Fund
WFP	World Food Programme (UN)
YDF	Youth Development Fund
ZAPD	Zambian Agency for Persons with Disabilities
ZCTU	Zambian Congress of Trade Unions
ZFE	Zambian Federation of Employers
ZMW	Zambian Kwacha (rebased)

Executive Summary

The Zambian Social Protection Sector is undergoing quick expansion due to greatly increased political commitment to the expansion of the sector. However, the delivery systems are fragmented across sectors and ministries with significant room for improvement in regards to coherence and need to close programming gaps.

The Zambian National Social Protection Policy (NSPP) adopted in 2014 offers ground for a more integrated, coordinated approach and informed scale-up decisions when it comes to the extension of social protection provisions in Zambia. The NSPP contains reference to the need to establish an integrated framework of social protection programs.

The development of the **Integrated Framework of Basic Social Protection Programmes** (IFBSPP) is expected to contribute to:

- provide a **clear definition of programme targets**, name the programmes that will be **expanded** and specify their roll-out plan, but also the programmes that will be **phased-out**, integrated or **merged** and finally identify new programmes **added**;
- inform **key linkages** within social protection programmes and with interventions in other policy areas;
- rationalize the provision of non-contributory social protection and reducing fragmentation, leading to **increased impact** of Government interventions;
- ensure that programme delivery is anchored on a coherent **interlinked system at policy, administrative and implementation** levels;
- improve **resource mobilization** for social protection and more efficient **resource allocation**
- feed into the development of the **institutional coordination**, governance and administration model of non-contributory social protection and its **monitoring and evaluation**.

The implementation of the IFBSPP is a priority action in the Seventh National Development Plan. The IFBSPP was developed by an inter-ministerial technical steering committee chaired by MCDSS comprising of Cabinet Office, MOF, MODP, MLSS, MOH, MOG, MOGE, MOA, MFLD and MYSCD.

The IFBSPP was developed following a four-steps consultative process that comprised:

1. **mapping of the relevant non-contributory social protection programmes**, with a primary focus of in kind/in cash transfer programmes as well as other subsidy/transfer programmes implemented by the government
2. **analysis of the systems gaps** from policy and cascading through programme, administration/operational and implementation level
3. **coherence analysis** with a view of identifying opportunities for improving articulation (increasing coordination, enhancing linkages, reducing duplications) between existing programmes
4. **development and costing of programmatic options**, including concrete recommendations and proposals as to which programmes should be phased-out, introduced, integrated or merged

The relevance of existing social protection instruments was assessed against the different sources of vulnerability across the lifecycle. The lifecycle approach (which is also the basis of ILO Recommendation 202 on Social Protection Floors) recognizes that “the poor and vulnerable” are not a homogenous group, and people experience different vulnerabilities in the course of a life-span. Four dimensions/functions of social protection (Protection, Prevention, Promotion and Transformation) help to consider programme scopes and objectives on different levels.

Programme Mapping

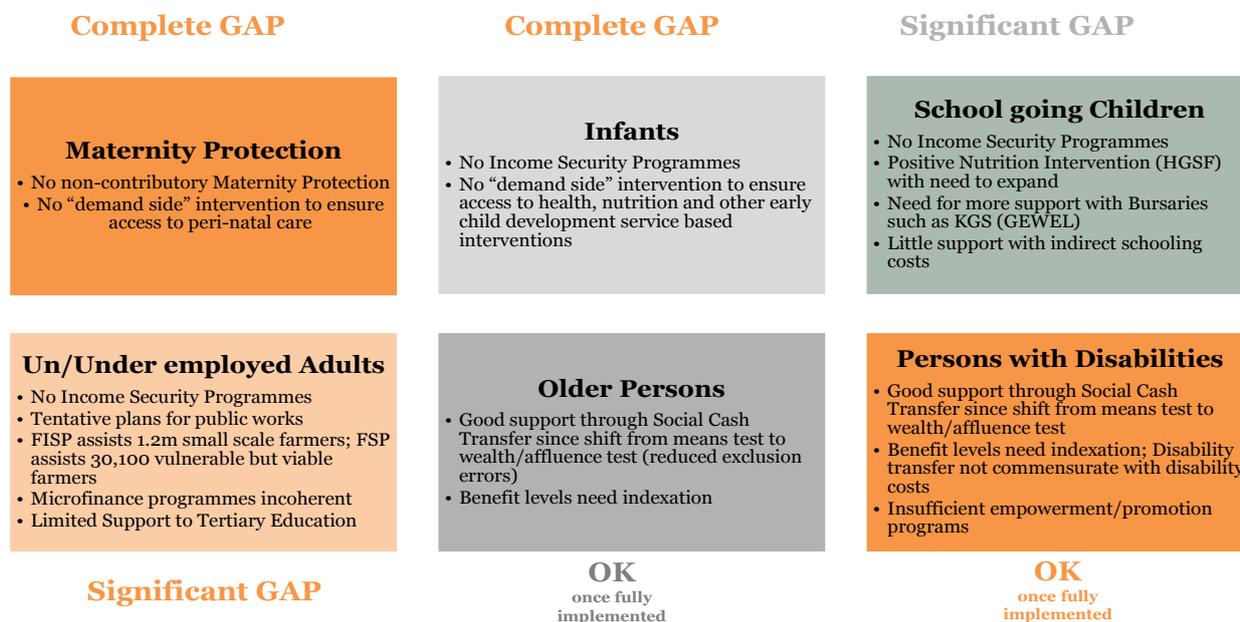
The programme mapping exercise identified 19 active, 2 planned, 2 inactive and 3 discontinued transfers and subsidies programmes which were later analysed to inform the gap and coherence analysis. Nine flagship programmes were identified: PWAS, SCT, HGSF (HGSM), FISP conventional, FISP e-voucher, FSP, EFSP, KGS, and SWL.

The programme mapping revealed that there is an accumulation of interventions that have not always translated into coherent programming. Flagship programmes have changed over time, some programmes have seen significant increases in budgets and coverage, while others have seen a significant decline. A number of interventions have been discontinued over time and most of those operating do not reach significant coverage levels. The mapping, on the other hand, revealed that necessary building blocks required to implement the Social Protection Floor and the vision of the NSPP are in place.

Gap and Coherence Analysis

When analysed against the needs and vulnerabilities across the lifecycle, the current system displays **significant gaps**, particularly in regard to pregnant women, infants, and school going children, but also youth and adults (Figure 1).

Figure 1: Summary of Gap Analysis



The system is underfunded and as a result most programmes have insufficient, sometimes negligible coverage. This leads to scanty operations and inconsistencies in program operations. Due to low coverage most programs suffer insufficient economies of scale.

Low coverage, coupled with programme and institutional fragmentation in some areas (e.g. microfinance and empowerment funds) leads to limited efficiency. There are relevant implementation gaps for programmes with more complex operational models (i.e. in kind transfers such as FSP, FISP conv., HGSF).

From the perspective of coherence the following issues were noted:

1. The distinction made between labour-constrained and labour-endowed households (referred to as “**viable poor**” vs “**non-viable poor**”) contributes to the current system being organized in fragmented silos. The distinction is blurred and problematic in practice, as both groups can benefit from direct consumption/income support and support to productivity enhancement.
2. The **resistance to “double-dipping”** limits the potential transformative effects of social protection by preventing complementarities and synergies. In one household multiple individuals may require different forms of support in response to their specific vulnerabilities.
3. The system has built-in **graduation expectations** which need to be clarified and strengthened.
4. Higher level objectives in programmes (such as women’s empowerment, disability inclusion or productivity enhancement) are thwarted by general underfunding of the system and lack of basic consumption support. Due to overall lack of coverage, people are put on **inappropriate programmes** as others are not available.
5. There is significant **lack of coordination in implementation** across different programmes and the fragmented approach to programming often leads to supply-driven as opposed to demand-driven programming. Policy linkages and reference mechanisms are missing or under-developed.
6. There are profound difficulties to **work across different line ministries** compounded by the existence of conflicting reporting needs/authorities, limited and sharing of information and lack of formalised referral systems.
7. **Budgeting** is not visibly linked to the analysis of needs and coverage gaps, which poses the risk of having most programmes delivering to an insignificant fraction of their potential target group.

Key Features of the proposed IFBSPP

1. Strengthen protection programmes (income/food security) under the social assistance pillar (the floor). Include groups currently missed (primarily mothers and children, adults in active age, urban poor); broaden coverage to reach a more significant number of poor and vulnerable; gradually switch from household to individual benefits; and; increase benefit levels
2. Establish a more coherent array of promotion/transformation programmes (the ladder) by better articulating and integrating existing productivity support programmes under the livelihoods and empowerment pillar
3. Strengthen links between protection (the floor) and promotion (the ladder) programmes so that they become complementary rather than substitute. The IFBSPP recognizes that in order to build sustainable resilience vulnerable households need to access protective programs to provide for basic needs (the floor) as well as tailored programs to support self-sufficiency and economic autonomy (the ladder). Livelihood and empowerment programs lose effectiveness if basic needs of the clients are not addressed at the same time through social assistance. The “graduation ladder” needs to stand on a solid “floor”.
4. Increase inter-ministerial and intra-ministerial institutional and operational coordination and referral systems.

Figure 2: New IFBSPP Paradigm – Floor and Ladder



The IFBSPP is presented in Tables 1. The diagram presents the flagship programmes according to their objectives and across the different stages of the lifecycle. It describes the logic of complementarity in the system through a staircase approach.

Four Protection intervention areas under the Social Assistance Pillar (The Floor)

1. The core income security programme for poor and vulnerable households is the **Social Cash Transfer Programme**. The Social Cash Transfers will gradually expand its categorical focus beyond elderly and persons with disability, to provide basic needs security throughout the lifecycle, including as a priority pregnant women and children (starting with the first 1000 days).¹ Where household consumption is critically reduced, social assistance income support is provided also to working adults, in the form of time bound cash transfers to complement promotion programs.
2. **User fees removal policy in health** and subsidized access to the (to be created) **social health insurance scheme** is the key instrument to achieve universal access to health care across the lifecycle for all poor and vulnerable households.

¹ The programme has already taken steps in this direction including single women with more than three children in the targeting model from 2017.

3. Access to primary and secondary education amongst the poor and vulnerable is achieved through a combination of **primary school fee waivers** (universal free access to primary education policy) as well as **targeted secondary school waivers** following the approach of the Keeping Girls in School intervention, broadening the focus to both boys and girls.
4. The **Home-Grown-School Meals** have multiple objectives, including improved nutrition, improved education attendance, improved education performance, and improved community economy.

In addition, the **Public Welfare Assistance Scheme** responds to idiosyncratic (household specific) shocks and is administered at community level on need basis (social, health and education support such as in-kind assistance with clothing, roofing, referrals and counselling as well as payments of fees, repatriation of stranded persons, etc.).

Three complementary promotion/graduation strategies under the Livelihoods and Empowerment Pillar (The Ladder)

Three complementary strategies will be pursued to ensure sustainable graduation pathways and build resilience: access to advanced education, productivity enhancement and access to capital.

1. Better targeted **Tertiary Bursaries** provide access to tertiary (and professional) education based on more transparent joint criteria of need and merit. Skills development and adult literacy interventions enhance opportunities for productive inclusion in rural areas.
2. The **Food Security Pack Programme** enhances productivity of households with land and adequate (and appropriate) labour capacity by providing them with agriculture inputs. Income/food security is provided through (time-bound) cash transfers (during the first farming season and until a regular harvest can be realized) under the protective pillar. The operations of the Food Security Pack (FSP) are well articulated and where possible integrated with that of the Fertilizer Input Subsidy Programme (FISP) and its e-voucher delivery system.
3. An **Integrated Empowerment Microfinance Scheme (IEMFS)** achieves economies of scale in providing access to capital to poor and vulnerable households, with specific sub-groups of interest (women, youths, PWD) but unified operations.

Table 1: The IFBSPP at a glance

	Life-Cycle / Objective	Maternity & Infants	School-Going Children	Youth	Adults	Disability	Older Persons
PROMOTION (Livelihood & Empowerment)	Empowering Disadvantaged / Marginalized Groups	<div style="border: 1px solid black; padding: 5px;"> <p style="text-align: center; color: red; margin: 0;">Color Coding</p> <p style="text-align: center; margin: 0;">Maintain Programme</p> <p style="text-align: center; margin: 0;">Expand Programme</p> <p style="text-align: center; margin: 0;">Re-Target/ Re-Programme/Merge</p> <p style="text-align: center; margin: 0;">New Programme</p> </div>	<p style="text-align: center;">Grants under new IEMFS</p> <p style="text-align: center;">Integrated Empowerment Micro-Finance Scheme (IEMFS) [merge SWL, VB, WEF, SPF, ZAPD grants, NTFD, YDF]</p> <p style="text-align: center;">Loans under new IEMFS</p>	<p style="text-align: center;">Disability Allowance [new]</p>	<p style="text-align: center;">Universal Pension [new]</p>		
	Access to Capital						
	Improved Productivity						
PROTECTION (Social Assistance)	Improved Education						
	Improved Nutrition						
	Access to Education						
	Household level shock relief						
	Income Security						
	Access to Quality Health Services						

Costing of the proposed IFBSPP

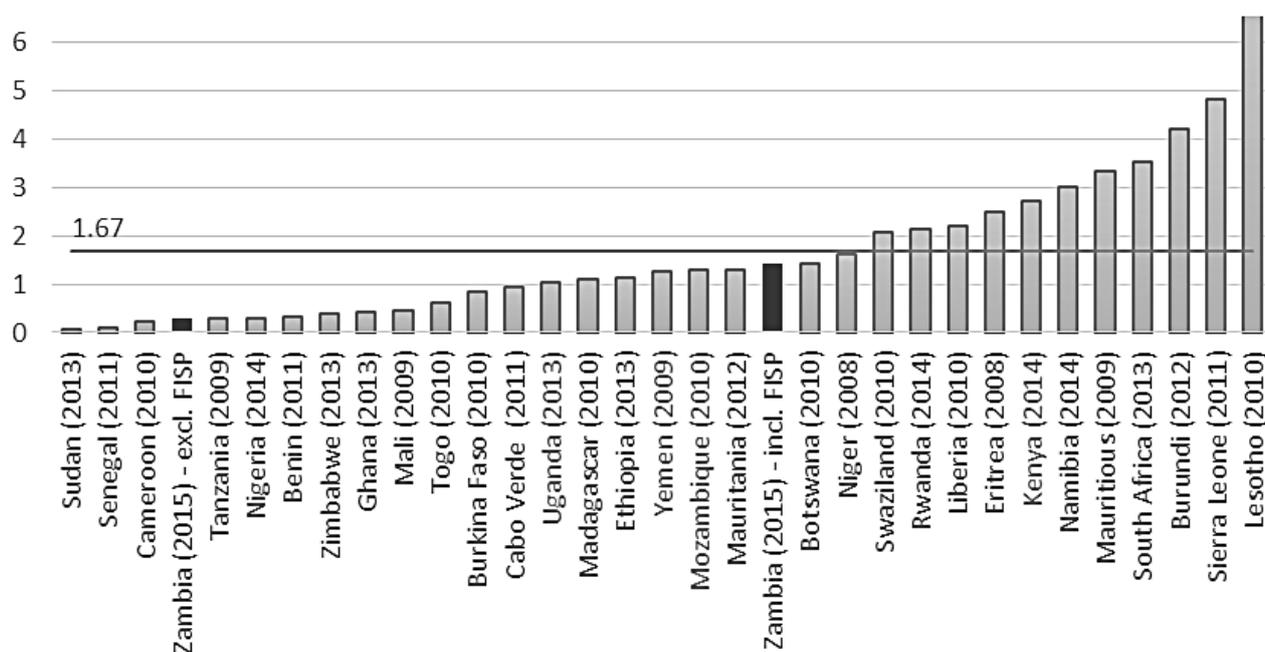
A costing of programs included in the IFBSPP has been conducted for a 5-years timeframe between 2017 and 2021. **The total cost of the package (excluding FISP) would range between 1.66% and 2% of GDP in 2021.**

Two alternative costing scenarios have been developed. In **Scenario A (ambitious coverage expansion)** all flagship programs would reach 90% coverage of their respective eligible target groups by 2021. The assumption is that in the 5 years horizon of the IFBSPP all programmes will reach full coverage of their respective target group.

In **Scenario B (gradual coverage expansion)** all flagship programs would reach 50% of coverage of their respective eligible target groups by 2021 (with the exception of categories of SCT that will already achieve national coverage in 2017). This can be achieved through gradual national expansion or more narrow targeting. Scenario B assumes that full coverage of the eligible groups could be attained in a longer timeframe (by 2025).

The implementation of the IFBSPP will contribute to aligning non-contributory social protection spending in Zambia to that of other countries in the region (see Figure 3) that allocate a significantly larger share of GDP to the sector (e.g. Rwanda 2.14% of GDP in 2014, Kenya 2.73% in 2014). Part of the gap could be externally financed, as cooperating partners have expressed commitment to continue supporting the social protection sector in Zambia in the medium term, while preserving the current high ratios of domestic vs. external funding (30:70 for SCT in 2017).

Figure 3: Spending on Non-Contributory Social Protection (as % of GDP)



Source: World Bank

Table 2: Projected number of beneficiaries per program (2017-2021) – SCENARIO A

		2017*	2018	2019	2020	2021	Assumptions
Social Assistance (The Floor)	Social Cash Transfer	550,000	723,709	1,135,711	1,474,078	1,999,604	Full coverage of eligible population in rural and urban areas by 2021 for 2017 SCT categories. Gradual transition to individual eligibility. 50% coverage of eligible children and mothers by 2021. On demand 50% coverage of eligible population in rural areas by 2021.
	Maternity		95,051	218,784	347,982	508,077	
	Vulnerable Children in FHH / Children 0-2		221,741	413,115	611,907	856,843	
	Older persons		259,932	352,354	347,468	452,733	
	Persons with Disability		146,985	151,458	166,720	181,951	
	PWAS (integrating OVC bursaries)	134,000	138,000	142,000	146,000	150,000	
	Home Grown School Meals	1,250,000	1,277,926	1,306,504	1,335,648	1,365,076	
	Secondary School Fee Waivers	14,000	29,962	59,222	90,622	137,772	
	Tertiary Bursaries						
	Integrated Empowerment/Micro-finance Scheme	45,000	58,750	72,500	86,250	100,000	
Livelihoods and Empowerment (The Ladder)	FSP	40,000	82,496	124,997	167,499	210,000	Maintain 1 million beneficiaries in total. Gradually increase FSP coverage to 20% of total beneficiaries of input subsidies.
	FISP	1,000,000	967,504	925,003	882,501	840,000	
	Public Works Programme						TBD

* Coverage targets as per 2017 budget speech, and revised SCT caseload projections

Table 3: Projected cost per program (2017-2021) – SCENARIO B

		2017*	2018	2019	2020	2021	
Social Assistance (The Floor)	Social Cash Transfer (rural & urban)	ZMWm (2017 prices) % of GE	717 1.1%	1,254 1.9%	2,023 3.1%	2,596 3.9%	3,495 5.1%
	PWAS (integrating OVC bursaries)	% of GDP	0.3%	0.5%	0.7%	0.9%	1.2%
	Home Grown School Meals (rural)	ZMWm (2017 prices) % of GE % of GDP	16 0.0% 0.0%	46 0.1% 0.0%	47 0.1% 0.0%	48 0.1% 0.0%	50 0.1% 0.0%
	Secondary School Fee Waivers (rural)	ZMWm (2017 prices) % of GE % of GDP	36 0.1% 0.0%	179 0.3% 0.1%	219 0.3% 0.1%	371 0.6% 0.1%	378 0.5% 0.1%
	Tertiary Bursaries	ZMWm (2017 prices) % of GE % of GDP	39 0.1% 0.0%	83 0.1% 0.0%	162 0.2% 0.1%	247 0.4% 0.1%	375 0.5% 0.1%
	Livelihoods and Empowerment (The Ladder)	ZMWm (2017 prices) % of GE % of GDP	210 0.3% 0.1%	220 0.3% 0.1%	255 0.4% 0.1%	290 0.4% 0.1%	324 0.5% 0.1%
Total Package (including FISP)	Harmonized Empowerment/Micro-finance Scheme	ZMWm (2017 prices) % of GE % of GDP	41 0.1% 0.0%	187 0.3% 0.1%	263 0.4% 0.1%	339 0.5% 0.1%	411 0.6% 0.1%
	FISP (rural)	ZMWm (2017 prices) % of GE % of GDP	2,856 4.4% 1.1%	2,330 3.5% 0.9%	2,067 3.2% 0.7%	1,900 2.8% 0.7%	1,747 2.5% 0.6%
	Public Works Programme	ZMWm (2017 prices) % of GE % of GDP	3,914 6.07% 1.49%	4,298 6.40% 1.59%	5,036 7.68% 1.80%	5,793 8.61% 2.00%	6,780 9.80% 2.24%
	Total Package (including FISP)	ZMWm (2017 prices) % of GE % of GDP	1,058 1.64% 0.40%	1,968 2.93% 0.73%	2,969 4.52% 1.06%	3,892 5.78% 1.34%	5,033 7.27% 1.66%
	Total Package (excluding FISP)	ZMWm (2017 prices) % of GE % of GDP	1,058 1.64% 0.40%	1,968 2.93% 0.73%	2,969 4.52% 1.06%	3,892 5.78% 1.34%	5,033 7.27% 1.66%

* Budget allocations as per 2017 budget speech. Budget allocations appear for FSP, PWAS and HGSM to be insufficient compared to the caseload indicated in the 2017 budget speech based on historical costs. This may be due to additional external financing that is only accounted for the SCT programme (217 ZMWm).

IFBSPP implementation strategy

At the programmatic level

- **Develop a roadmap for merger and integration of programs as envisaged in the IFBSPP.** Ensure vision of the integrated framework (redefined flagship programs) is reflected in programme/sector targets and priority actions under the 7NDP.
- **In the short run, develop guidelines and referral mechanisms to realise complementarities** in programme implementation, in line with the vision of the IFBSPP. In the medium run gradually build integrated administration systems (e.g. single window, harmonized targeting/case management/payment mechanisms, integrated MIS systems). This can be achieved for example by implementing cash-plus interventions that combine consumption support, access to social services and livelihoods/empowerment promotion programmes through linkages and complementarities.
- **Adopt a bottom-up approach by focusing on the development and pilot testing of joint programme implementation.** The starting point will be the development and pilot testing of joint implementation guidelines/plans/protocols in selected districts. Such guidelines which could then be rolled-out at national level after documenting good practices.

At the institutional level

- **Identify a coordinating ministry that would be responsible for overseeing the implementation of the IFBSPP.** One possibility is for MCDSS to continue performing this function as per the mandate to coordinate over the implementation of the NSPP within the established structures vis-à-vis capacity strengthening. It is also important to leverage on the role of central ministries (e.g. MNDP, Cabinet Office) to guide and monitor the implementation of the IFBSPP as well as the Social Protection council and coordination unit once created.
- **Articulate the implementation of the IFBSPP with the decentralization policy.** Empower district/council structures in facilitating/enhance coordination in programme implementation at local level. This could be achieved by the creation of a Basic Social Protection. Presence of a convening unit/actor in supporting developing of integrated guidelines at district level is still critical.
- **Streamline committee structures so as to have unified structures to oversee the implementation of all basic social protection programs.** This is consistent with operationalizing recommendation of the 2016 coordination strategy.
- **Adjust internal organization of ministries and departments so to facilitate the implementation of the IFBSPP** (e.g. Social Welfare department to focus on the “floor”, Community Development department to focus on the “ladder”). Undertake an organizational review and assessment of current mandates with recommendations for appropriate reform.

At the financing level

- **Develop a sector-wide medium term financing framework for the integrated framework.** The financing framework should consider sector funding with concerted inputs of all line ministries and medium-term commitments from cooperating partners.
- **Demonstrate benefits of adopting the integrated approach on the ground** as opposed to drawing focus on institutional control over resources, which would bring risks very early in the process.

1. Background and Rationale

The Zambian Social Protection Sector is undergoing quick expansion due to greatly increased political commitment to the expansion of the sector. However, the delivery systems are fragmented across sectors and ministries with significant room for improvement in regards to coherence and need to close programming gaps.

The Zambian National Social Protection Policy (NSPP) adopted in 2014 offers ground for a more integrated, coordinated approach and informed scale-up decisions when it comes to the extension of social protection provisions in Zambia. The NSPP contains several references that underline the opportunity to establish an integrated framework of social protection programs. First, the NSPP mentions the need to “establish a time bound strategy to expanding existing social assistance programs to national scale” and “harmonize the targeting criteria for cash and non-cash transfers”. Second, the NSPP emphasizes the importance of “exploring fiscal space available for social protection and identifying alternative resource mobilization strategies.” Third, the NSPP envisages the creation of a National Coordination Unit that would be responsible for the “design and development of integrated social protection programs, with implementation guidelines and service standards”.

Several studies have pointed out the fact that the social protection system in Zambia is affected by problems of fragmentation, lack of coordination and coherence. The 2013 safety nets review of the World Bank observes that “the fragmentation of programs and the lack of an agreed overarching [legal] framework have hindered efforts to make a meaningful impact on poverty levels”.

The Government of the Republic of Zambia (GRZ) acknowledges the need for establishing synergies and linkages across social protection interventions in a bid to circumvent effort duplication and foster effective resource utilisation. There is a need to ensure that programmes, inclusive of those intended to run in parallel, are underpinned by an existence of systems, processes and mechanisms that foster synergies and coordination with a view of maximising impact. The Ministry of Community Development and Social Services (MCDSS), responding to its mandate of coordinating NSPP implementation, has therefore facilitated the development of a blueprint that shall:

- i. give detail on the programming instruments for the **operationalization of the NSPP**,
- ii. **improve coordination and reduce fragmentation** of non-contributory social protection programs and,
- iii. **optimize allocations** for non-contributory social protection interventions.

The development of the **Integrated Framework of Basic Social Protection Programmes** (IFBSPP) is expected to contribute to:

- provide a **clear definition of programme targets**, name the programmes that will be **expanded** and specify their roll-out plan, but also the programmes that will be **phased-out**, integrated or **merged** and finally identify new programmes **added**;
- inform **key linkages** within social protection programmes and with interventions in other policy areas;
- rationalize the provision of non-contributory social protection and reducing fragmentation, leading to **increased impact** of Government interventions;
- ensure that programme delivery is anchored on a coherent **interlinked system at policy, administrative and implementation** levels;
- improve **resource mobilization** for social protection and more efficient **resource allocation**
- feed into the development of the **institutional coordination**, governance and administration model of non-contributory social protection and its **monitoring and evaluation**.

The implementation of the IFBSPP is a priority action in the Seventh National Development Plan. Under Poverty and Vulnerability Reduction pillar of the 7NDP “focus will be on accelerating the implementation of the integrated framework of basic social protection programmes and putting in place a road map for enhancing an integrated/multi-sector response”. The IFBSPP builds on and complements the NSPP M&E framework and the NSPP coordination strategy, both developed in 2016.

The Integrated Framework can also provide the backbone for the development of the Social Protection pillar of the Economic Recovery Programme (Zambia Plus) that is currently being spearheaded by Ministry of Finance.

The IFBSPP will be a key instrument for the Cluster Advisory Group on Enhanced Welfare and Livelihoods of the Poor and Vulnerable, as well as Social Protection Council and Basic Social Protection Coordination Unit, once created, to improve and monitor coordination and articulation of basic social protection interventions.

2. Methodology and Scope

The IFBSPP was developed in a consultative process which was based on research following the methodology of the Assessment Based National Dialogue - an ILO tool which has been widely used to develop similar frameworks in other regions. Whilst recognising the fiscal constraints associated with covering contingencies for the whole population, the ABND provides a framework to plan progressive implementation that ensures a holistic vision of the social protection system. The methodology also included an open-coded Grounded Theory qualitative research for policy analysis, on-site research and systematic document review.

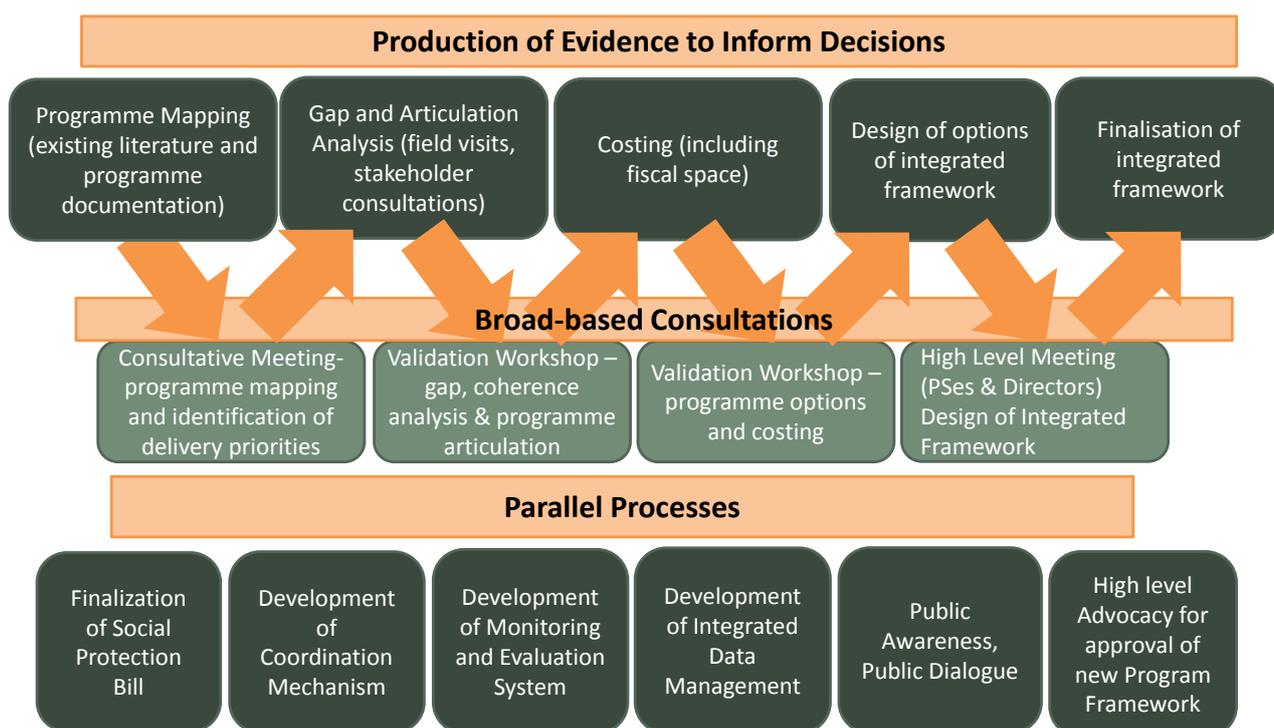
In 2015, MCDSS commenced concrete collaborative discussions for the development of the IFBSPP including:

- the formation of an **inter-ministerial technical steering committee** chaired by MCDSS and comprising Cabinet Office, MOF, MODP, MLSS, MOH, MOG, MOGE, MOA, MFLD, and MYSCD, which was tasked with the responsibility of following through the development of the IFBSPP;
- the establishment of a **stakeholders consultative process** to galvanise consensus building and enable convergence towards common thematic areas to feed into the next process.

The IFBSPP development underwent consultative discussions with relevant stakeholders which were arranged at all four key steps of the process described below:

- 1) **mapping of the relevant non-contributory social protection programmes/interventions** that are implemented and working within and outside the mandate of the NSPP, with a primary focus of in kind/in cash transfer programmes as well as other subsidy/transfer programmes implemented by the government
- 2) **analysis of the systems gaps** from policy and cascading through programme, administration/operational and implementation level, and from the perspective of Relevance, Impact, Effectiveness, Efficiency and Financial and institutional sustainability
- 3) **coherence analysis** with a view of identifying opportunities for improving articulation (increasing coordination, enhancing linkages, reducing duplications) between existing programmes at multiple relevant levels and across relevant sectors
- 4) **development and costing of programmatic options**, including concrete recommendations and proposals as to which programmes should be phased-out, introduced, integrated or merged, and the key linkages between non-contributory social protection programmes and interventions in other policy areas

Figure 4: Process for the Development of the Integrated Frameworks of Basic Social Protection Programs



The IFBSPP exercise focused on transfer and subsidy programmes to provide coherence on programme level in basic (i.e. non-contributory) social protection. The exercise was not a review of the entire system. It focussed on transfer based interventions under the social assistance, livelihoods and empowerment and disability pillars of the NSPP. It did not include service based interventions and other interventions under the protection and social insurance pillars. It focused primarily on interventions operated through national systems of GRZ.

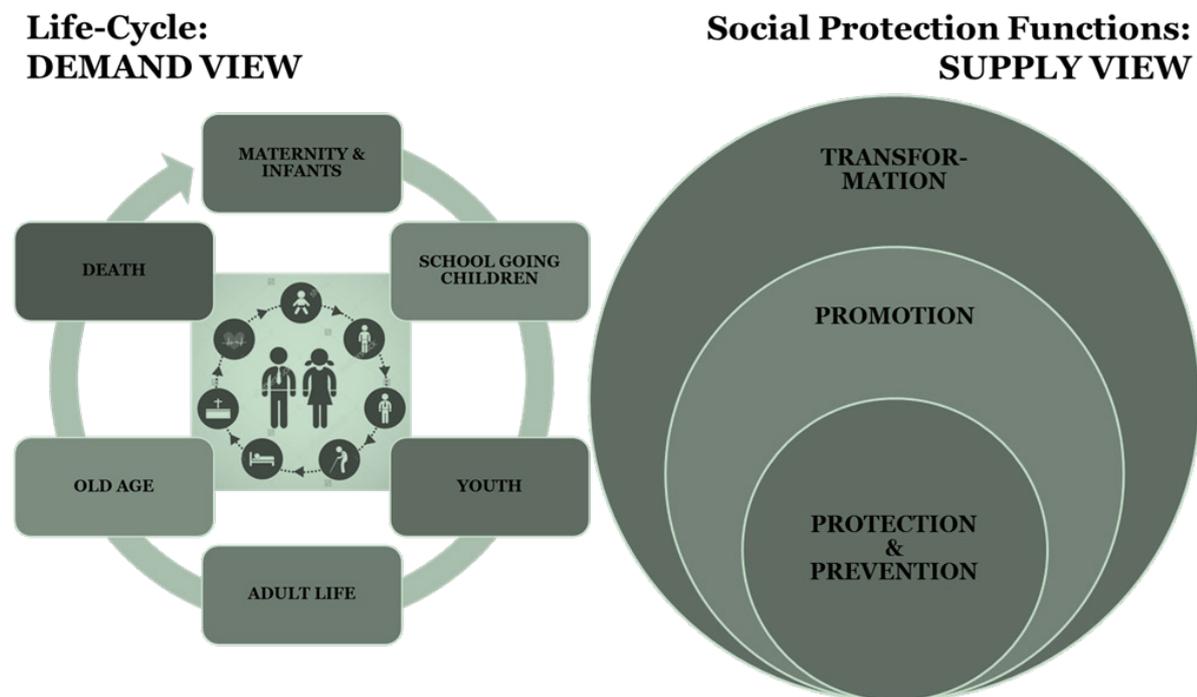
3. Conceptual Framework and Principles of the Integrated Framework

The analytical framework used in the development of the IFBSPP was based on two complementary perspectives.

First, the relevance of existing social protection instruments was assessed against the different sources of **vulnerability across the lifecycle**. The lifecycle approach (which is also the basis of ILO Recommendation 202 on Social Protection Floors) recognizes that “the poor and vulnerable” are not a homogenous group, and people experience different vulnerabilities in the course of a life-span.

Second, the assessment refers to the **different functions of social protection**, as reflected in the NSPP. It defines programmes according to the pillars of the National Social Protection Policy relevant for non-contributory programmes – Social Assistance, Livelihood & Empowerment and Disability– along the underlying framework of transformative social protection, which attributes the functions of protection and promotion to the respective pillars. The same framework further foresees transformative social protection which overcomes marginalization in society, which also speaks to parts of this integrated framework but has not been systematically entered into the analysis. The four dimensions (Protection, Prevention, Promotion and Transformation) help to consider programme scopes and objectives on different levels.

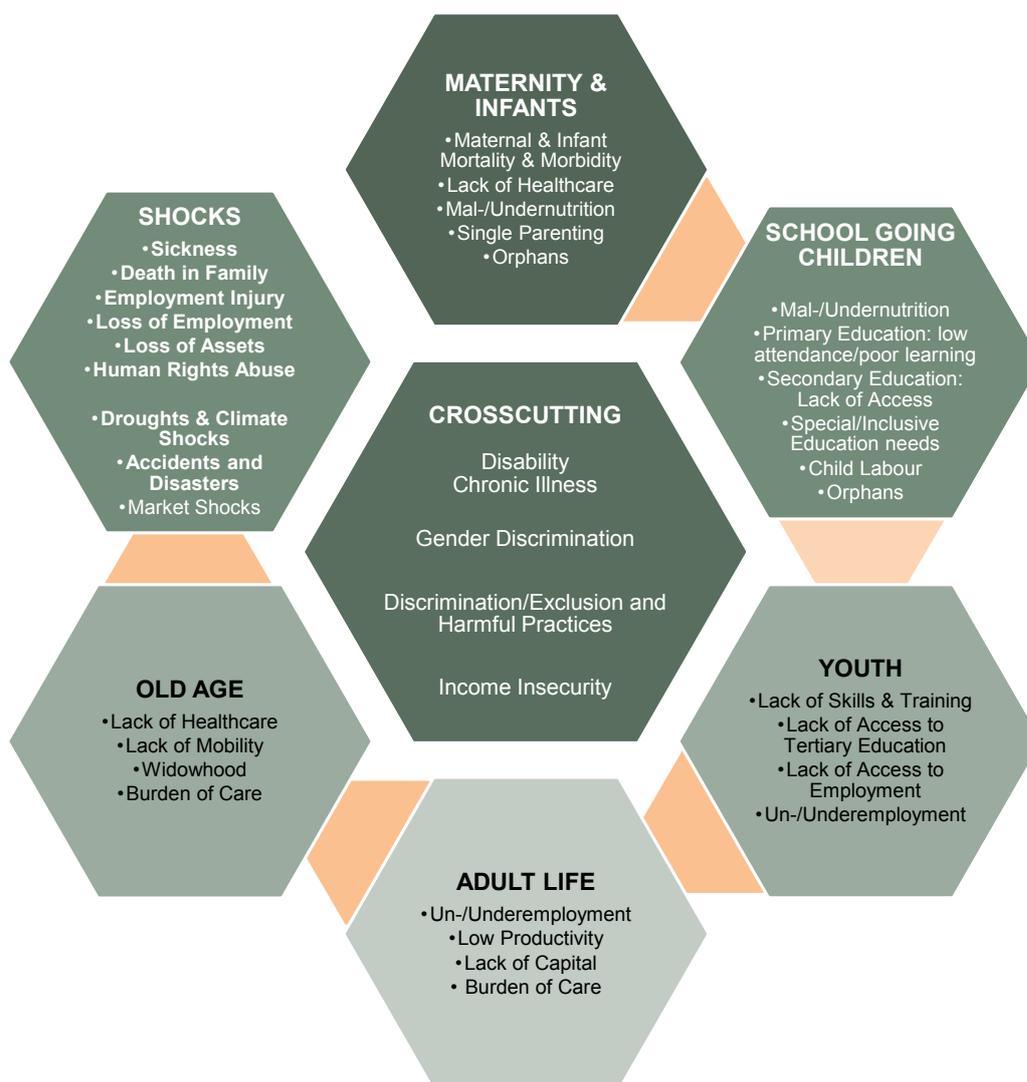
Figure 5: Two Perspectives on the Social Protection System



Other theoretical/conceptual frameworks further underpinned and informed the assessment, including:

- i. Policy and legal instruments such as the NSPP, the NPD, the NPA, the NAP and the Disability Act;
- ii. the SADC Protocol on Labour and Employment, the AU Social Policy Framework;
- iii. the UN Convention on the Rights of Persons with Disabilities, the UN Convention on the Rights of the Child, and the UN Sustainable Development Goals;
- iv. the ILO Recommendation 202, which focuses on enabling countries to work towards nationally defined social protection floors and re-affirms the need for a rights-based approach to whilst embracing universality principles also provided the basis for the analytical framework;
- v. principles of sustainability and progressive realisation.

Figure 6: Conceptual Framework - Mapping Multiple Vulnerabilities across the Life-Cycle in Zambia



4. Findings and Recommendations of the Assessment informing the IFBSP

Programme Mapping

The programme mapping exercise identified 19 active, 2 planned, 2 inactive and 3 discontinued transfers and subsidies programmes which were later analysed to inform the gap and coherence analysis (see Annex 1). Only programmes which transfer actual value to clients in cash or in kind were considered, including programmes that provide vouchers. Health Fee Waivers and Social Health Insurance were not initially mapped but later considered in the framework. GEWEL and FISP were presented as one in the programme mapping tables, but counted for both distinct components (SWL and KGS in GEWEL, conventional and E-voucher in FISP). The discontinued programmes were included for particular merit in lessons learned and relevance for future programming.

Nine flagship programmes were identified: PWAS, SCT, HGSF (HGSM), FISP conventional, FISP e-voucher, FSP, EFSP, KGS, and SWL. PWAS provides one-off support to address contingencies and household emergencies. SCT is a cash transfer programme, whereas FSP, EFSP, and both FISP lines distribute in-kind agriculture inputs. SCT is targeted at so-called vulnerable non-viable households, whereas FSP and EFSP target vulnerable but viable households, thus differentiating between labour-constrained and labour-endowed households. HGSF/HGSM and KGS assist school going children with school feeding and school fee waivers. SWL is a microfinance programme, and so are 4 other active programmes (WEF, VB, ZAPD, NTFPD, plus inactive SPF and MBT). The Youth Development Fund was not included in

the analysis, but constitutes another microfinance programme with social protection objectives. The only dedicated direct benefit programmes for PWD are the ZAPD grants and the NTFPD. Of the rest, only SCT and FSP specifically include PWD in their targeting. Five bursary programmes were identified (KGS, PWAS, OVC Bursaries, Tertiary Bursaries 75%, Tertiary Bursaries 100%). The PUSH programme, a public works initiative is currently inactive; there are, however, plans for two new public works programmes under other sector policies. The CSHI supports community participation through provision of labour, upon communities collectively identifying relevant community assets.

Though the IFBSPP did not map in a comprehensive manner service-based programmes such as the functional literacy and skills development, it is understood that these components are critical for sustainable livelihoods development and act as enablers for other basic programmes.

The programme mapping revealed that there is an accumulation of interventions that have not always translated into coherent programming. Flagship programmes have changed over time, PWAS and FSP have seen huge decline in budgets and coverage. A number of interventions have been discontinued over time and most of those operating do not reach significant coverage levels. The mapping, on the other hand, also demonstrated that significant and numerous building blocks are already in existence and mostly in operation and these are required to implement the Social Protection Floor and the Social Assistance and the Livelihood and Empowerment Pillar of the NSPP.

Findings of the Gap Analysis

An analysis of the design, budget and implementation gaps of the core non-contributory social protection programmes reveals a number of challenges and opportunities (see Figure 4 and detail in Annex 2).

A number of programs show weaknesses in design if analysed through a social protection lens. School and tertiary bursaries, as well as the different empowerment/microfinance programs suffer from unclear guidelines and mechanisms to target those in need of support. The SCT has socially acceptable categorical targets (elderly and disabled) which have facilitated expansion to scale but also led to exclusion of a large share of households in poverty (e.g. excluding the majority of vulnerable children). Despite improvements in efficiency, targeting and range of inputs accessible through the FISP design under the e-voucher modality, the programme remains unlikely to reach the most vulnerable farmers, due to the external selection process through cooperatives and associations that favours those with greater influence as well as those with sufficient financial capacity to afford the cooperative fees and down-payments for the inputs. Conversely the Food Security Pack is still affected by logistical challenges and inefficiencies with the physical distribution of inputs and has not incorporated key features of the more successful Expanded Food Security Pack pilot (e-voucher payments, one-off cash grant and link with conservation agriculture).

The system is underfunded and as a result most programmes have insufficient, sometimes negligible coverage. Coverage is largely insufficient compared to the needs (eligible populations) each program is expected to address. As a consequence, operation is scanty and programs are often put on hold due to lack of consistent financing. Due to low coverage most programs suffer insufficient economies of scale. Even the best programmes have substantial lacks in coverage. Some are being scaled up such as FISP-E-voucher, SCT (recently increased allocation to reach national coverage) and HGFS (gradual increase in coverage). FISP is by far the largest programme in terms of budget allocation/execution, and beneficiaries, but suffers from conflicting macro-agricultural and social protection objectives.

There are relevant implementation gaps for programmes with more complex operational models (i.e. in kind transfers such as FSP, FISP conv., HGFS). Due to extreme programme and institutional fragmentation in some areas (e.g. microfinance and empowerment funds). This together with the low coverage causes the situation, that **the system is overall affected by high ration of administrative costs to benefits and limited efficiency.**

Figure 7: Summary of Programme Level Analysis

PROGRAMME	DESIGN	BUDGET	IMPLEMENTATION
PWAS	Shock response programme with recently revised guidelines	Severely underfunded	Devolved Committee Structure
SCT (2016 Model)	Income Security for Older Persons and PWDs (not children)	Funding increasing steadily	No severe implementation challenges except late payments
(E)FSP	Targeted at vulnerable and viable, vulnerability criteria contradict viability	Severely underfunded	Severe implementation challenges (procurement, logistics); EFSP improved
FISP Conv.	Flaws in programme design (selection, procurement, delivery, graduation) have been documented	Quite substantial budget	Severe implementation challenges
FISP E-Voucher	Effective delivery design to enhance Productivity. Not poverty focused	Very substantial budget	Implementation promises to be effective
HGSF	Good school feeding approach to address poverty-education link	Covers 1 of 3.4m children. Plans to extend to 2m by 2020	Implementation challenges.
KGS	Interesting fee-waiver approach to bring girls into secondary schools.	Moderate targets, compared to potentially eligible population	Problems with identification (insufficient data in MIS)
Microfinance – VB, SWL, SCALE / SILC	Collateral free loans (from grants in case of SWL)	Moderate targets	VB: Long waiting lists, loans too small. SWL: Too soon to say.
OVC Bursaries	Decentral implementation between two Ministries with need for more robustness	Severely underfunded	Implementation not systematic
Tertiary Bursaries	Not well targeted to the poor	Insufficient targets	Intransparent implementation
SPF, WEF, CSHI	Guidelines vague, targets not clear	Severely underfunded	Discretionary programmes, lack of client orientation/capacity building

When analysed against the needs and vulnerabilities across the lifecycle the current system displays significant gaps, particularly in regard to pregnant women, infants, school going children, but also youth and adults (Figure 8).

1) No focus on children and pregnant women (**Complete Gap**)

- Lack of non-contributory maternity protection
- Lack of support for access to ante- and postnatal treatment
- Nutrition interventions such as the 1000 days programme have no grant component to provide income security
- Dependency Ratio eligibility has been removed from SCT, the 2016 targeting model had no direct identifier related to vulnerable children. For 2017, two child-related categories will be added (female-headed households with 3 or more children; child-headed households). This is a positive development, however it will still leave the majority of poor children without SCT support

2) Insufficient support for schooling and human capacity building (**Partial Gap**)

- School feeding is on the rollout to target 2 of 3.4 primary school learners by 2020
- OVC bursaries underfunded
- No instrument to overcome barriers to accessing secondary education at scale (KGS uses SCT to provide school fees for secondary school age girls in selected districts)

3) Insufficient focus on able-bodied poor youth and adults (**Partial Gap**)

- SCT is geared to the labour constrained
- FSP tends to focus on households that are similar in nature to those benefitting SCT (elderly, widows, chronically ill). Unemployed Youth are a target groups but de-facto under-included
- FISP improved with the e-voucher programme, but remains without instruments to prioritize the poor
- Limited programmes to provide access to TEVETA/Tertiary Education

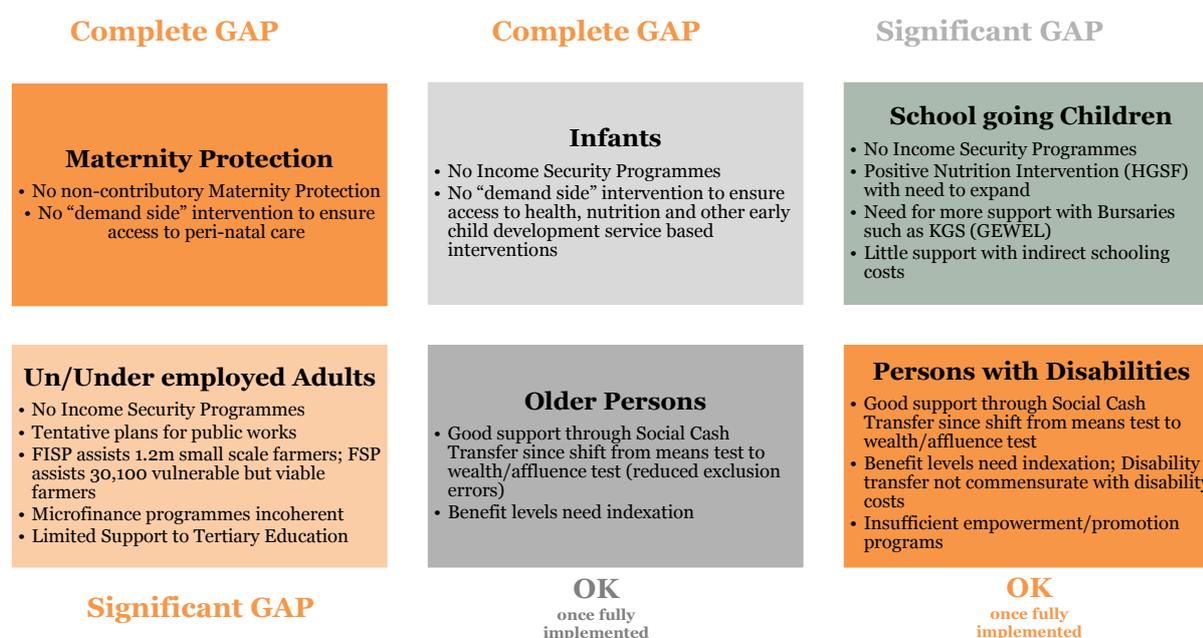
- Urban able-bodied poor (without land) have access to various empowerment programmes only
 - ♦ Empowerment programmes assume business opportunities with SMMEs for all
 - ♦ Empowerment programmes discretionary with room for patronage, not a systematic response, and severely underfunded
- No programmes to provide income security to vulnerable working-age adults/youths in urban areas (plans to implement PW programme in the transport sector)
- Lack of systematic interventions for skills training (including adult literacy), due to limited funding and challenges of inter-sector coordination

4) Exclusion concerns and inadequate benefit levels for Older Persons and Persons with Disabilities

5) Cross-cutting financing and implementation gaps:

- Insufficient focus on vulnerability and poverty in urban areas
- Missing Social Health Protection beyond primary health care
- Primary Health care is free under the User Fee Removal Policy
- There are plans to subsidize SCT clients into NSHI
- Residual shock response under PWAS was limited, exacerbating the other gaps.²

Figure 8: Summary of Gap Analysis



Findings of the Coherence Analysis

The distinction made between labour-constrained and labour-endowed households, referred to as “viable poor” vs “non-viable poor” contributes to the current system being organized in fragmented silos. This distinction is problematic in both concept and practice. There is resistance to provide support to households that are considered “viable” primarily due to scarcity of resources to reach the “non-viable” in the first place. Yet, “viable” poor households need direct consumption/income support besides support to productivity; and on the other hand “non-viable” households can also be productive. This problematic distinction is exacerbated by using the household approach rather than individual targeting. The household approach prevents clear guidance who belongs into which vulnerability group. For example households with non-viable heads are considered viable because of available labour in the household.

The resistance to “double-dipping” limits the potential transformative effects of social protection by preventing complementarities and synergies. There is need to move away from an economy of scarcity, the notion is that people should not benefit from multiple interventions at the same time. Depending on the nature of vulnerabilities, which frequently intersect in the multi-dimensionality of poverty, multiple interventions may be in fact required. From a rights-based perspective, social protection should be gradually evolving into an individual

² In 2016, new PWAS guidelines were developed in light of the planned SCT scale-up to national level in 2017.

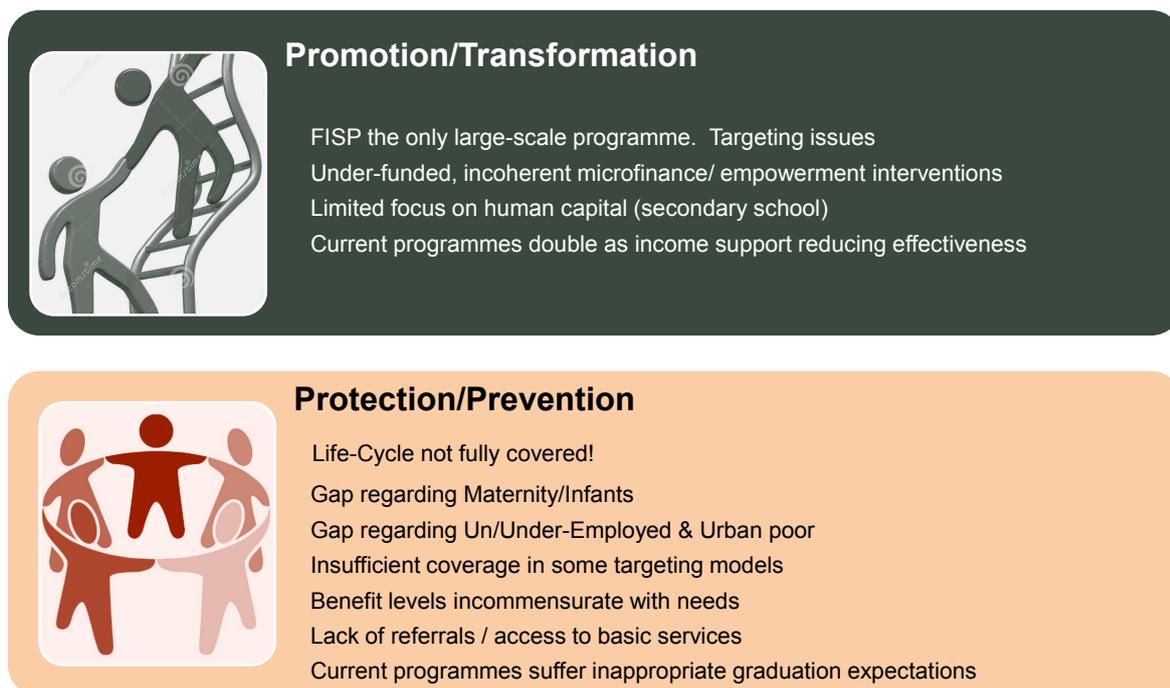
entitlement, implying that in one household multiple individuals may require support regarding vulnerabilities. The new Keeping Girls in School Project under GEWEL speaks to this by providing secondary school fees for girls in social cash transfer households.

The system has built-in graduation expectations which need to be clarified and strengthened. There is a major graduation approach in the design of FSP and FISP, FSP clients to be weaned off and registered on FISP after 2 years. However, implementation challenges frequently prevent such graduation; lacking referral mechanisms also (CD officers focus on referring/assisting clients with registration; FISP officers less so on receiving). Further, the new E-Voucher FISP scheme has registration deadlines that make this graduation impossible from one farming season to the next, which represents a design error. Meanwhile long-term SCT clients have been able to join FISP after long-term income stabilisation. There is need for clarity in guidance: What clients are expected to graduate and who is not expected/supposed to graduate? Several “vulnerable” client groups not meant to graduate (older persons, persons with disabilities, during maternity, child-headed households, chronically sick & PLHIV) should be provided with consumption/income support in the social assistance pillar. The livelihood and empowerment pillar should address those with realistic graduation prospects and provide for appropriate programming, which may frequently include combining productivity programmes with (time-bound) cash transfers.

Higher level objectives in programmes (such as women’s empowerment, disability inclusion or productivity enhancement) are thwarted by general underfunding of the system and lack of basic consumption support (Figure 6). Due to overall lack of coverage, people are put on inappropriate programmes as others are not available. All programmes are considered on same level (poverty reduction) even though they address different policy levels (pillars). The bias against “double-dipping” means people can only join one programme, effective or not. A full coverage floor is essential in facilitating programmes geared to graduation and empowerment. A food insecure household will not be able to budget an income-generating activity sustainably. Underperformance of empowerment programmes may largely be due to the poverty depth of the targeted household. Reversely, more effective empowerment programmes may only be so because they are not well targeted to the more vulnerable population. Once retargeted (FISP, FSP, YDF) they may lose effectiveness. There is a need to think social assistance and empowerment programmes comprehensively in concertation rather than mutual exclusiveness.

Example: SCT and FSP – the two interventions SCT and FSP have similar objectives income/food security (protection against extreme poverty). Most categories eligible for FSP could also be eligible to SCT. As a result, committees tend to use these as substitutes for each other. Because of lack of funding “unemployed youth” benefit from FSP much less frequently than other categories of “deserving poor” who are prioritized due to higher vulnerability which, however, also means lesser labour capacity (such as disability, maternity, old age, chronic illness). Thus, we have very similar vulnerabilities targeted by the programmes and in practice the distinction between viable vs non-viable and behind SCT and FSP is blurred.

Figure 9: Gaps Interlinked across System Levels



Fragmentation leading to supply-driven, not demand-driven programming. Different portfolios develop programmes based on similar or identical objectives, but within view of their own portfolios (or departments) only. The budget allocation to the programme then determines the scale, scope and effectiveness of the programme, not the actual impact and need on the ground.

Policy linkages and reference mechanisms are missing or under-developed. The NSPP is a quite comprehensive policy framework that links different pillars and interventions across the life-cycle. These linkages are not effectively coordinated, referral of clients relies on individual officers not on systematic mechanisms or integrated databases.

There is significant lack of coordination in implementation across different programmes. Single registries would not only reduce wastage, but also allow to coordinate interventions where household require a mixed set of interventions. Single registries under development should keep a view of a cross-programme/ministry registry (at least provide interfaces) and go beyond MCDSS interventions (e.g. link with FISP MIS). Payment mechanisms (at the time including paypoint managers, e-vouchers/VISA cards, cash-in-transit and feasibility assessments for mobile money) should be harmonized or even unified. Significant investments have been made in establishing a delivery system under FISP e-voucher that may be adaptable for other interventions, most noticeably FSP (otherwise significant duplication of systems). In this, centralisation of databases should bear in mind the different targeting needs of interventions and the strategic aim to decentralise social protection programmes.

There are profound difficulties to work across different ministries, even departments on the ground due to lack of capacity and infrastructure, conflicting reporting needs/authorities, no sharing of information and referral systems. Committee Structures are not harmonized, with significant overlap of committee volunteers who are in several structures, no information exchange between committees below district level. PWAS and Neighbourhood Health Committees are the only structures devolved below ward level. The roles of the Social Welfare and Community Development departments are distinct in theory but create silos in practice, as their mandates are based on a distinction between viable and non-viable households, which is blurred in practice. If both target income insecure households, they are bound to overlap (as is currently the case with SCT and FSP). There is limited/absent coordination across ministries.

Budgeting is not visibly linked to the analysis of needs and coverage gaps, which poses the risk of having most programmes delivering to an insignificant fraction of their potential target group. Allocated budgets are in most cases not released causing an intransparent post-mortem process of budget prioritization. Programmes are funded under the respective portfolios rather than allocating an overall budget for individual targets and then distributing it among agencies/ministries. Example: PWAS funding has run dry, crowded out by the Social Cash Transfer. This has caused conflict in areas where target groups are not harmonized.

Recommendations from the Gap and Coherence Analysis

1. Strengthen protection programmes (income/food security) under the social assistance pillar (the floor)
 - include groups currently missed (primarily mothers and children, adults in active age, urban poor)
 - broaden coverage to reach a more significant number of poor and vulnerable;
 - gradually switch from household to individual benefits; and
 - increase benefit levels
2. Establish a more coherent array of promotion/transformation programmes (the ladder) by better articulating and integrating existing productivity support programmes under the livelihoods and empowerment pillar
3. Strengthen links between protection (the floor) and promotion (the ladder) programmes so that they become complementary rather than substitute
4. Increase inter-ministerial and intra-ministerial institutional and operational coordination and referral systems.
 - Collapse committee structures would reduce wastage of parallel structures and make stronger volunteer incentives more cost-efficient.
 - The current division of roles by different “household types” reduces opportunities for synergies and integration of SW and CD programmes. It may be more interesting to differentiate between a core social assistance mandate (the floor) and livelihood enhancement mandate (ladder/springboard).
 - Strengthen operation and implementation capacity.

5. Key Features and Theory of Change of the IFBSSP

There are two distinctive features of the integrated framework

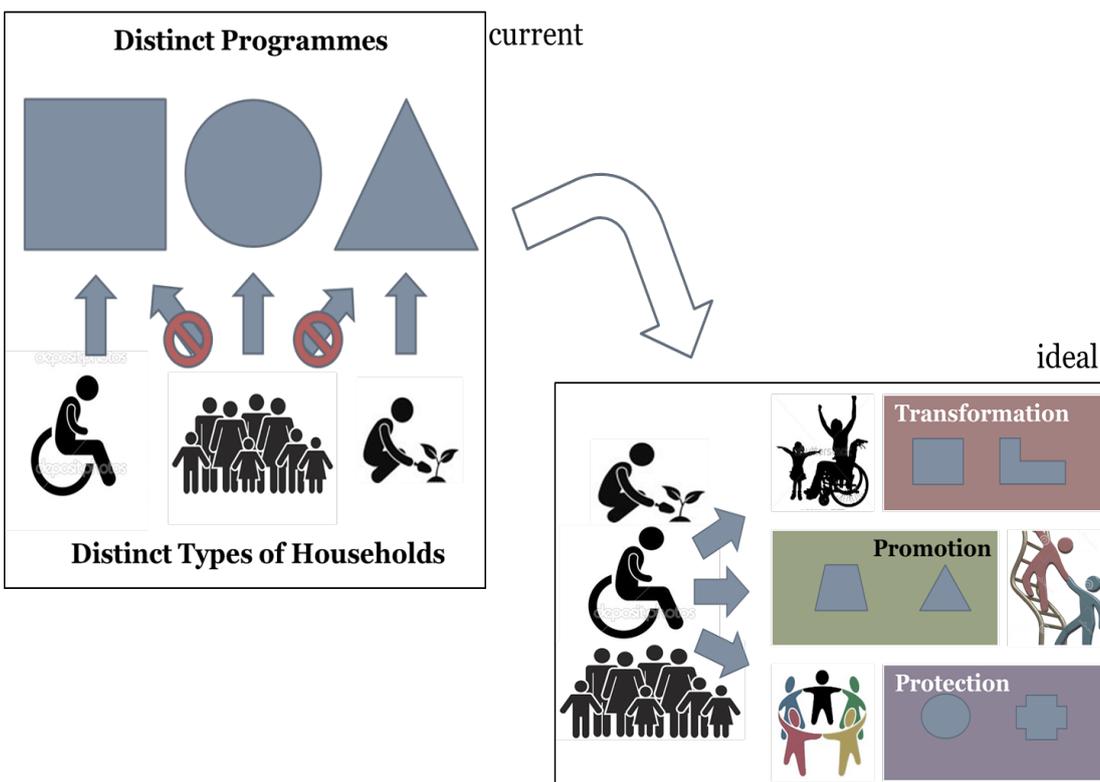
1. The Integrated Framework structure programmes in two categories to ensure articulation across policy pillars: **the floor and the ladder** (see figure 10).

Figure 10: IFBSSP Categories – Floor and Ladder



2. The Integrated Framework moves from programming in silos for allegedly distinct target groups to a **complimentary, comprehensive approach** (see figure 11).

Figure 11: From “No Double-Dipping” to Complementarity



The IFBSPP distinguishes between objectives rather than population groups, and then applies them throughout the life-cycle stages. Programmes mainly follow different functions/objectives, and are targeted to particular target groups with specific needs across the life-cycle in a second step. The system no longer differentiates population groups prior to differentiating programme objectives.

The IFBSPP recognizes that in order to build sustainable resilience vulnerable households need to access protective programs to provide for basic needs (the floor) as well as tailored programs to support self-sufficiency and economic autonomy (the ladder). Livelihood and empowerment programs lose effectiveness if basic needs of the clients are not addressed at the same time through social assistance. The “graduation ladder” needs to stand on a solid “floor”.

The IFBSPP is presented in the Tables 4 & 5. The diagram presents the flagship programmes according to their objectives and across the different stages of the lifecycle. It describe the logic of complementarity in the system through a **staircase approach**.

Five Protection Intervention areas under the Social Assistance Pillar (The Floor)

1. The core income security programme for poor and vulnerable households is the **Social Cash Transfer Programme**. The Social Cash Transfers will gradually expand its categorical focus beyond elderly and persons with disability, to provide basic needs security throughout the lifecycle, including as a priority pregnant women and children (starting with the first 1000 days).³ Where household consumption is critically reduced, social assistance income support is provided also to working adults, in the form of time bound cash transfers to complement promotion programs. Other programmes to support income generating activities, productivity or access to income generating activities are promotive in nature and assume a stable household consumption.
2. **User fees removal policy in health** and subsidized access to the (to be created) **social health insurance scheme** is the key instrument to achieve universal access to health care across the lifecycle for all poor and vulnerable households.
3. Access to primary and secondary education amongst the poor and vulnerable is achieved through a combination of **primary school fee waivers** (universal free access to primary education policy) as well as **targeted secondary school waivers** following the approach of the Keeping Girls in School intervention, broadening the focus to both boys and girls.
4. The **Home-Grown-School Meals** have multiple objectives, including improved nutrition, improved education attendance, improved education performance, and improved community economy. While supporting the linkages to educational targets and local community economy spill-over, the main objective under the IFBSPP is improved nutrition under the social assistance pillar for primary-school-going children.
5. The **Public Welfare Assistance Scheme** responds to idiosyncratic (household specific) shocks and is administered at community level on need basis (social, health and education support such as in-kind assistance with clothing, roofing, referrals and counselling as well as payments of fees, repatriation of stranded persons, etc.). According to its newly approved guidelines will be coordinated with other health and education fee support above and replace the OVC-bursaries scheme in catering for indirect schooling costs.

Three complementary promotion/graduation strategies under the Livelihoods and Empowerment Pillar (The Ladder)

Three complementary strategies will be pursued to ensure sustainable graduation pathways and build resilience: access to advanced education and skills, productivity enhancement and access to capital.

1. Better targeted **Tertiary Bursaries** provide access to tertiary (and professional) education based on more transparent joint criteria of need and merit. Skills development and adult literacy interventions enhance opportunities for productive inclusion in rural areas.
2. The **Food Security Pack Programme** enhances productivity of households with land and adequate (and appropriate) labour capacity by providing them with agriculture inputs. It is therefore a promotion programme, not a food security programme, as the name would suggest. Income/food security is provided through (time-bound) cash transfers (during the first farming season and until a regular harvest can be realized) under the protective pillar. The operations of the Food Security Pack (FSP) are better harmonized and where possible integrated with that of the Fertilizer Input Subsidy Programme (FISP) and its e-voucher delivery system . While FSP beneficiaries will be identified, trained and monitored by MCDSS the delivery is channelled through systems established by FISP.

3. An **Integrated Empowerment Microfinance Scheme (IEMFS)** achieves economies of scale in providing access to capital to poor and vulnerable households, with specific sub-groups of interest (women, youths, PWD) but unified operations, and more efficient electronic payment mechanisms. Microfinance/empowerment programmes aiming to provide capital for income generating activities amongst appropriately labour-capacitated and sufficiently skilled clients of active age are organized as *loans* under the new IEMFS. Empowerment programmes aiming to both, empower disadvantaged population groups, and to provide capital for income generating activities amongst appropriately labour-capacitated and sufficiently skilled clients are organized as *grants* under the new IEMFS. Existing SILC structures should be maintained and further mainstreamed where appropriate.

The promotion/graduation package under the Livelihoods and Empowerment Pillar will also require complementary service-based interventions such skills training, knowledge transfer, functional and financial literacy and linkages to markets to ensure a gateway for financial and economic inclusion.

Table 4: Integrated Framework - A Staircase Approach

	Life-Cycle / Objective	Maternity & Infants	School-Going Children	Youth	Adults	Disability	Older Persons	
PROMOTION (Livelihood & Empowerment)	Empowering Disadvantaged / Marginalized Groups					Disability Allowance [new]	Universal Pension [new]	
				Grants under new IEMFS				
	Access to Capital			Integrated Empowerment Micro-Finance Scheme (IEMFS) [merge SWL, VB, WEF, SPF, ZAPD grants, NTPFD, YDF]				
	Improved Productivity			Loans under new IEMFS				
				w land: FSP harmonized with(in) FISP [merged]				
	Improved Education			w/o land: Public Works (PW) Programme [new]				
	Improved Nutrition			Tertiary Bursaries [retarget]				
		Access to Education		HGSM [expand]				
				Secondary School Fee Waiver [KGIS expanded]				
			Primary School Fee Waiver (Education Policy) [maintain]					
PROTECTION (Social Assistance)	Household level shock relief		PWAS: Indirect School Costs [merge OVC Bursaries]					
	Income Security		PWAS [implement new guidelines]					
			SCT [new – enrol first 1000 days]	SCT [expand on 2017 model]	Supplementary time-bound SCT for those enrolled in promotion programmes such as F(DSP) [new]		SCT [maintain]	SCT [maintain]
	Access to Quality Health Services		Perinatal Care Allowance (care visit top-up) [new]	Under-5 Care Allowance (care visit top-up) [new]				
				Subsidize all clients in NSHI [new]				
			User Fee Removal Policy (Health Policy) [maintain]					

Table 5: Integrated Framework - Changelog

	Life-Cycle / Objective	Maternity & Infants	School-Going Children	Youth	Adults	Disability	Older Persons	
PROMOTION (Livelihood & Empowerment)	Empowering Disadvantaged / Marginalized Groups	<div style="border: 1px solid black; padding: 5px;"> <p style="text-align: center; color: red; margin: 0;">Color Coding</p> <p style="background-color: #90EE90; margin: 2px 0;">Maintain Programme</p> <p style="background-color: #FFDAB9; margin: 2px 0;">Expand Programme</p> <p style="background-color: #ADD8E6; margin: 2px 0;">Re-Target/Re-Programme/Merge</p> <p style="background-color: #FFFF00; margin: 2px 0;">New Programme</p> </div>				Disability Allowance [new]	Older Persons Universal Pension [new]	
								Grants under new IEMFS
	Access to Capital			<div style="border: 1px solid red; padding: 5px;"> <p style="text-align: center;">Integrated Empowerment Micro-Finance Scheme (IEMFS)</p> <p style="font-size: small;">[merge SWL, VB, WEF, SPP, ZAPD grants, NTFPD, YDF]</p> </div>				
	Improved Productivity			Loans under new IEMFS				
	Improved Education			w/land: FSP harmonized with(in) FISP [merged]				
	Improved Nutrition			w/o land: Public Works (PW) Programme [new]				
	PROTECTION (Social Assistance)	Access to Education		HGSM [expand]	Tertiary Bursaries [retarget]			
				Secondary School Fee Waiver [KGIS expanded]				
				Primary School Fee Waiver (Education Policy) [maintain]				
				PWAS: Indirect School Costs [merge OVC Bursaries]				
Household level shock relief		PWAS [implement new guidelines]						
Income Security	SCT [new – enrol first 1000 days]	SCT [expand on 2017 model]	Supplementary time-bound SCT for those enrolled in promotion programmes such as F(D)SP [new]			SCT [maintain]		
	Perinatal Care Allowance (care visit top-up) [new]	Under-5 Care Allowance (care visit top-up) [new]	Subsidize all clients in NSHI [new]					
Access to Quality Health Services		User Fee Removal Policy (Health Policy) [maintain]						

The following diagrams represent the Integrated Framework along the life-cycle (figure 12) and the pillars of the NSPP (figure 13, figure 14).

Figure 12: The Integrated Framework across the Life-Cycle

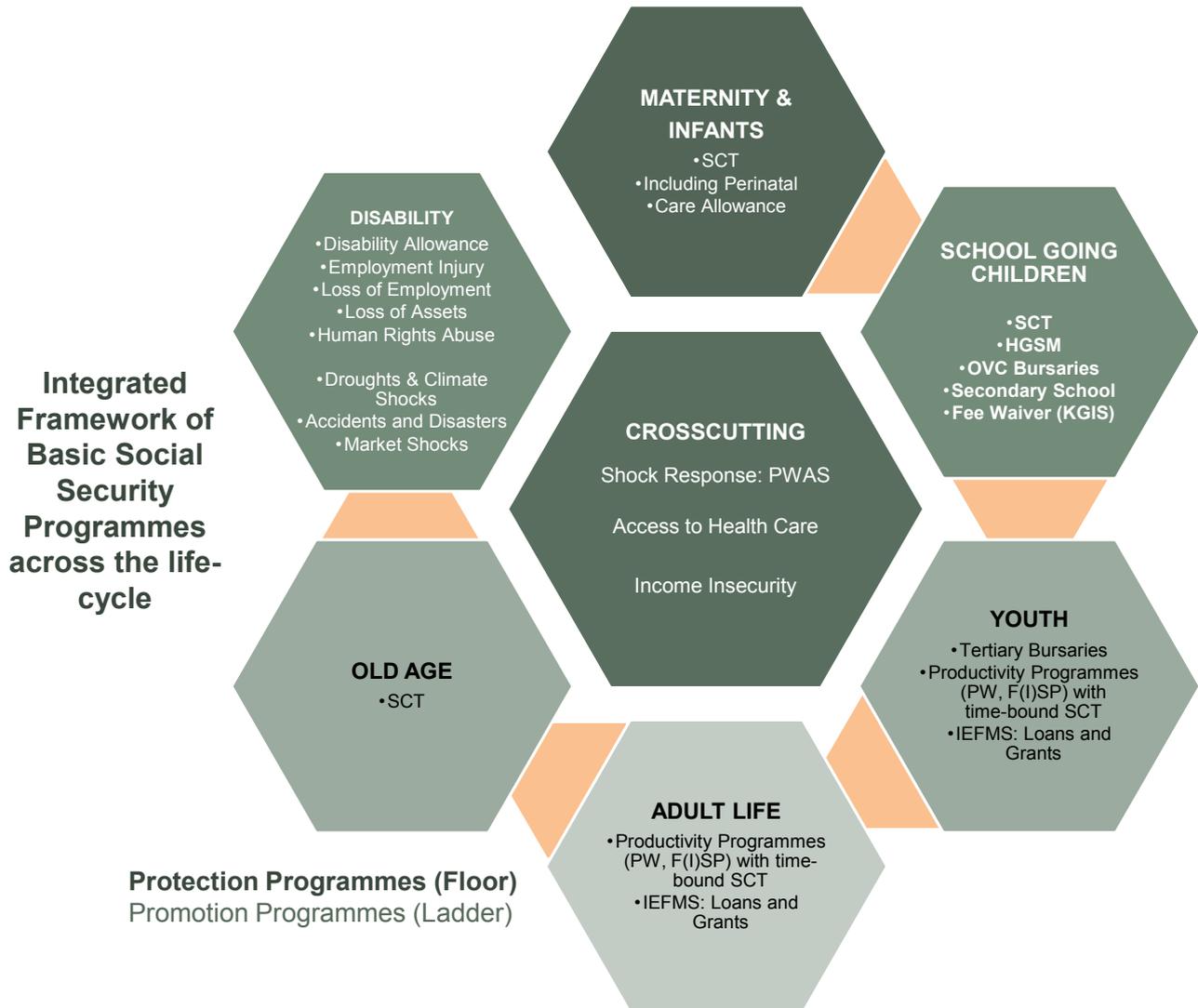


Figure 13: The Integrated Framework across the pillars of the NSPP

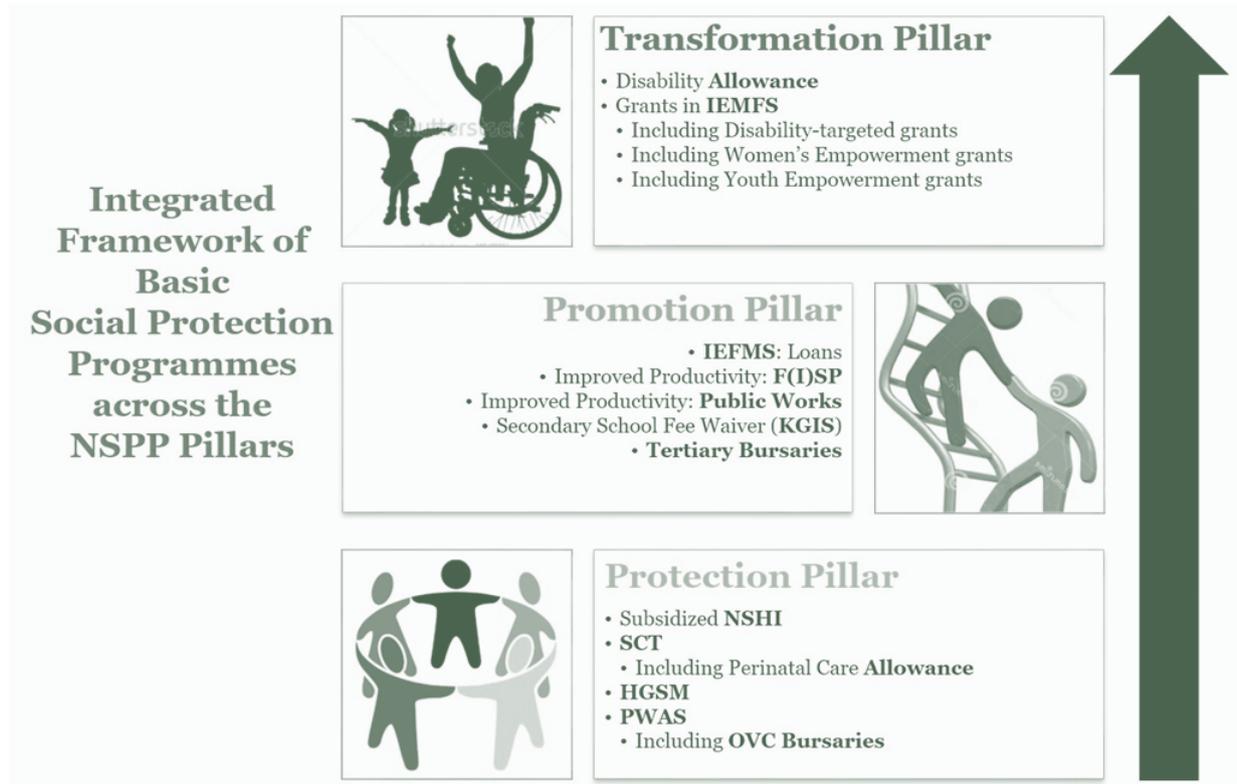
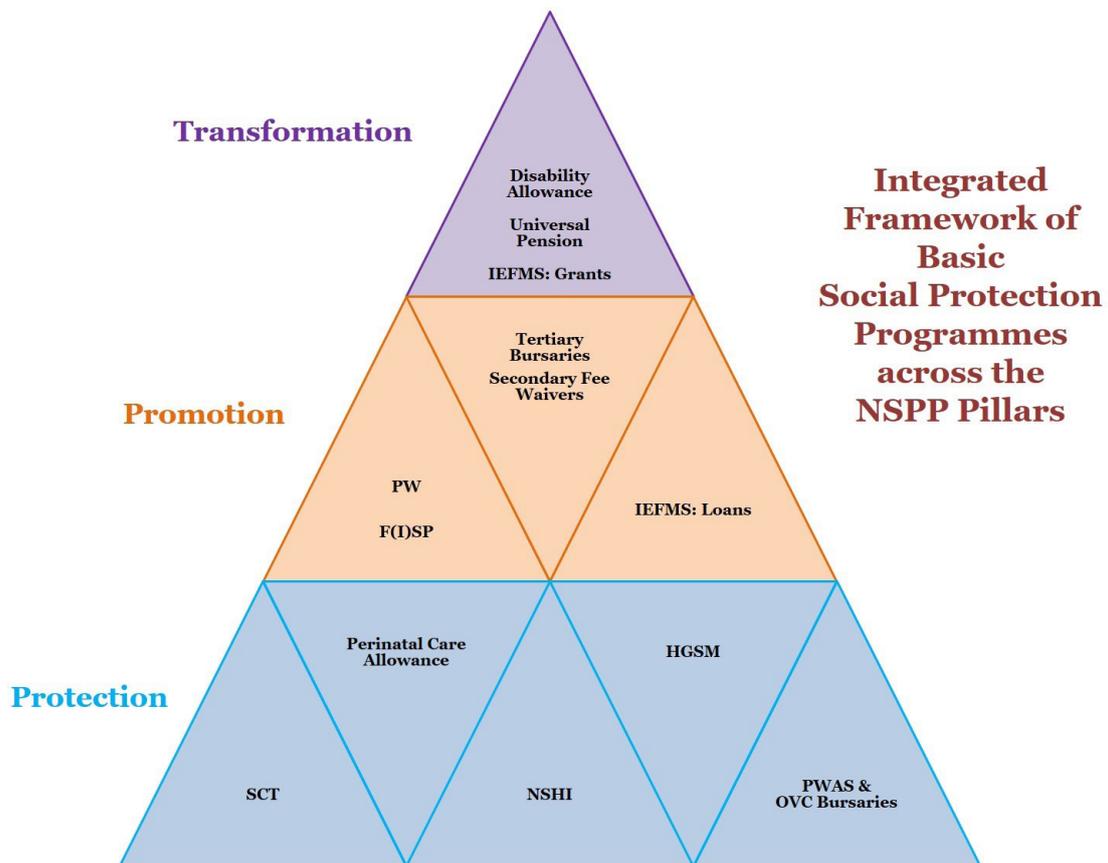


Figure 14: The Integrated Framework across the pillars of the NSPP



The adoption of the integrated framework has implications for the reform and expansion of certain flagship programmes, as well as for the alignment, merging and streamlining of other interventions. Programme specific actions envisaged for each of the interventions are summarized in Tables 6 and 8.

Table 6: Integrated Framework Programme Details

OBJECTIVE	CURRENT COVERAGE	PROGRESSIVE EXTENSION	BENEFITS	TARGET GROUP
SOCIAL ASSISTANCE PILLAR ("PROTECTION" / THE FLOOR)				
Social Cash Transfer [expanded programme]				
1. Income Support for Food Insecure Households 2. Access to critical health care for maternity and infants	1. Older persons age >64 2. Child-headed households 3. Persons with Severe Disabilities 4. Terminally Ill 5. Vulnerable Children in Female-Headed Households with 3+ children	1. All 2017 categories in urban areas <ul style="list-style-type: none"> • Pregnant Women and Infants ("First 1000 days") • Any Persons with Disabilities • Universal pension (any persons aged 60+) • Female-headed households with children • Any vulnerable children [under 2, under 5, under 18] 2. Progressive transition to individual eligibility	1. Monthly Cash Transfer paid bimonthly (individual) 2. Lump sum allowance for perinatal and under-5 care visits as top up on SCT, covering indirect and opportunity costs.	1. 2017 scale up categories (elderly, disabled and chronically ill, single women) 2. Pregnant Women and Infants.
National Social Health Insurance [new programme]				
Access to quality health services	New programme	Subsidize enrolment in NSHI for clients of social assistance programs	Subsidized enrolment in NSHI with free access to secondary and tertiary health care	Universal
Public Welfare Assistance Scheme Fund [adjusted programme]				
1. Mitigate Shocks, Assist Households with One-Off Support 2. Support of indirect schooling cost	1. New guidelines	1. Implement new guidelines 2. Extend by streamlining with other programme lines, such as OVC Bursaries	1. One-off Lump-Sum Payments 2. Support of indirect schooling costs including PTA fees, uniforms, books, transport, lodging, accessibility support, disability support	1. On demand 2. OVCs/ VCA with insufficient means to access school

Home-Grown School Meals [extended programme]				
1. Improve nutrition of primary school learners 2. Enhance primary education (attendance, performance) 3. Support communities	890,000 in 36 districts	1. Follow existing plan to extend to 2m 2. Make school feeding universal in rural areas	Free meal per learning day	Primary School Learners
LIVELIHOOD AND EMPOWERMENT PILLAR ("PROMOTION" / THE LADDER)				
Secondary School Fees Waiver [extended programme]				
Provide access to secondary education for poor households	KGIS covers 14,000 girls in 2017	1) extend to all SCT districts 2) include boys	Full waiver/reimbursement of school fees	Vulnerable secondary school going children
Tertiary Bursaries [adjusted programme]				
Provide access to tertiary education for high performers and poor households	2012 Coverage: 50,000	retarget to more strongly target the poor	100% Bursary	High Performers from vulnerable households
Food Security Pack [merged programme]				
1. Enhance productivity 2. Promote small-scale farmers		1. Move FSP to EFSP programme parameters (e-voucher, conservation farming, cash stipend) 2. Use FISP E-Voucher Platform to implement FSP 3. Strengthen the interface/linkages between FISP and FSP and operationalize graduation of FSP beneficiaries into FISP. Where necessary either waive or subsidize the FISP contribution for vulnerable farmers. 4. Introduce vulnerable farmers into FISP, with selection, identification and orientation led by MCDSS. gradually increase share of vulnerable farmers within FISP	e-Voucher in the value of 2 lima cultivation	Vulnerable, labour-endowed youth & adults (with or without disabilities) with access to land under 5ha.

Public Works Programme [new programme]				
<ol style="list-style-type: none"> 1. Enhance productivity 2. provide access to labour markets through 3. Skills development 	new programme (TBD)	Enhance the Community Self Help Initiatives and revitalize PUSH, implement PW under new NELMP, prioritize urban youth	Public Works Employment with Skills Provision and Income	Vulnerable, labour-endowed youth & adults (with or without disabilities) without access to land
Integrated Empowerment Micro-Finance Scheme [merged Programme]				
<ol style="list-style-type: none"> 1. Provide capital for income generating activities 2. Empower Marginalized/ Disadvantaged Population Groups 	2016: Loans: around 125,000 (VB, YDF, SPF, NTFPD) Grants: around 50,000 (SWL, WEF, ZAPD Grants)	<ol style="list-style-type: none"> 1. Harmonize VB and SWL, combine cash transfer (cross-referral), SILC, lump-sum grant and Grameen-model loan. 2. Discontinue WEF or merge into integrated Empowerment Mirco-Finance Scheme 3. Merge NTFPD and ZAPD grants into one programme 4. Collapse all funds in one institution 5. Harmonize orientation and microfinance-related services in the same institution 6. Create dedicated loan portfolios with revolving funds for target groups, mainstreaming disability, youth and gender 7. Create dedicated grant lines funded by respective ministries/ departments according to vulnerability profiles (PWD, women, youth, stranded persons) 8. Increase seed funds, strengthen sustainability 	<ol style="list-style-type: none"> 1. Collateral free loans 2. Grants 	Vulnerable, labour- endowed youth & adults (with or without disabilities) with

Disability Allowance [new programme]					
Provide for disability related costs	newgramme [formal sector has disability tax discount]	Merge Allowance with tax discount to match amount under a negative income tax scheme	monthly transfer	cash	Older persons (60+)
Universal Pensions					
Provide for basic income for older persons	SCT targets up to 80% of older persons	Rights-based universal pension scheme well above extreme poverty line and discontinue old age group under SCT	monthly transfer	cash	Older persons (60+)

Table 7: Coherence Strengthened by Merging/Aligning Programmes

Programme Merged	Coherence Strengthened	Number of Programmes reduced
FSP, EFSP, FISP Conventional, FISP E-Voucher	FSP following the improved EFSP model and FISP can enjoy synergies in operations models. The linkages between the two have to be strengthened and where feasible processed fully integrated: by either a) operationalizing graduation link including provision of subsidies for FSP beneficiaries to move into FISP; b) directly including FISP inside FISP (identification and orientation of clients by MCDSS plus subsidy of the contribution) or c) retargeting FISP (ideally also under inclusion of the MCDSS structures).	Old: 4 New: 1
WEF, VB, SWL → SWL NTPFD, ZAPD grants → PWD line in Microfinance SWL, PWD microfinance, SPF, YDF → Integrated Empowerment Micro-Finance Scheme	The mostly unsustainable and/or underfunded empowerment funds operating with loan schemes, grant schemes or a mix of the two, are merged into a singular microfinance institution so as to achieve economies of scale, which defines programming lines in accordance with particular objectives (specific target groups, specific loan/grant aims).	Old: 7 New: 1
PWAS, OVC Bursaries	The OVC Bursaries Scheme is realigned with PWAS with a view of streamlining the two programmes (i.e. identification through PWAS) or even merging the two.	Old: 2 New: 1

The introduction and adoption of the IFBSPP is expected to address specific policy and implementation gaps that have been identified as part of the review exercise and are reflected in Table 8

Table 8: Gaps Addressed

Gaps Identified	Gap Adressed in the IFBSPP
Lack of Income Security for Mothers and Infants	Extension of SCT
Lack of Income Security for children in families with less than 3 children and/or dual parents	Extension of SCT
Lack of Income Security for Youth, Adults (including women enrolled in microfinance programmes) and Persons with Disabilities enrolled into food security/farm input programmes during first farming season (before realisation of first income).	Added supplementary SCT for clients on these programmes.
Lack of access to perinatal care for the extremely poor.	Perinatal and Under-5 care allowance mainstreamed into SCT.
Lack of Access to Secondary and Tertiary Health Care for the poor.	Subsidized enrolment into the NSHI
Limited coverage of home-grown school meals	HGSM rolled out to national level.
Limited existence of secondary school fee waivers for clients of social assistance programmes	Extended Secondary School Fee Waiver Programme.
Lack of promotive productivity enhancement programmes for active age clients without access to land.	New Public Works Programme
Lack of Implementation of disability allowance provided by the Disability Act and NPD, therewith lack of support with disability-related costs.	Disability Allowance

6. Costing the IFBSPP

A costing of programs included in the IFBSPP has been conducted for a 5-years timeframe between 2017 and 2021. Based on information from the LCMS 2015 the total number of households/individuals that would be eligible to the different programs has been calculated, taking into account the categorical and economic targeting assumptions of each program. The estimate of eligible households has been projected taking into account official demographic projections produced by CSO.

Table 9: Assumptions used for the costing

Pillar	Programme	Type of Programme	Target Group	Economic Targeting	Transfer value	Administrative Costs Ratio
Social Assistance	SCT - Disability Grant	Cash Transfer	Vulnerable persons with disability (gradual shift from household to individual targeting)	1-4 quintile in rural areas; 1-3 quintile in urban areas	90K per month, raising gradually to 150K per month in 2021 (double for PwD)	20%
	SCT - Old Age Grant (65+)		Vulnerable persons with disability (gradual shift from household to individual targeting; and extension to 60+)			
	SCT - Maternity Grant		Vulnerable Pregnant women			
	SCT - Child Grant (0-2)		Vulnerable children 0-2 (max. 3 per household)			
	SCT - Vulnerable Children		Children leaving in female headed households (with more than 3 children); child headed households			
	HGSF	School Feeding	Students Grades 1-7	Universal in rural areas	1K per day; 198 days per year (indexed to inflation)	30%
PWAS	One-off support	Households and individuals suffering form idiosyncratic shocks	On-demand	300K on average per instance	10%	

Livelihoods and Empowerment	Secondary School Fee Waiver	Fee Waiver	Students Grades 8-12	1-4 quintile in rural areas; 1-3 quintile in urban areas	2,500K per year (indexed to inflation)	10%
	FISP	E-voucher for productive inputs	Small scale farmers	Decentralized, via cooperatives	1,700K per year (indexed to inflation)	35% declining to 20% in 2021
	FSP	E-voucher for productive inputs	Poor small scale farmers	1-2 quintile in rural areas, via MCDSS	2,100K per year (indexed to inflation)	
	Integrated Empowerment Fund	Entrepreneurship grants and loans (revolving fund)	Poor entrepreneurs in active age (dedicated programmes or quotas for target groups (women, youths, PWDs)	On application	4,000K per year (indexed to inflation)	15%

Two alternative costing scenarios have been developed. In **Scenario A (ambitious coverage expansion)** all flagship programs would reach 90% coverage of their respective eligible target groups by 2021. The assumption is that in the 5 years horizon of the IFBSPP all programmes will reach full coverage of their respective target group.

In **Scenario B (gradual coverage expansion)** all flagship programs would reach 50% of coverage of their respective eligible target groups by 2021 (with the exception of categories of SCT that will already achieve national coverage in 2017). This can be achieved through gradual national expansion or more narrow targeting. Scenario B assumes that full coverage of the eligible groups could be attained in a longer timeframe (by 2025).

Table 10: Projected number of beneficiaries per program (2017-2021) – SCENARIO A

	2017*	2018	2019	2020	2021	Assumptions
Social Cash Transfer	550,000	939,357	1,602,542	2,202,406	3,026,436	
Maternity		237,628	461,877	695,965	914,538	Full coverage of eligible population in rural and urban areas by 2021. Gradual transition to individual eligibility.
Vulnerable Children in FHH / Children 0-2		294,813	636,854	992,254	1,477,213	
Older persons		259,932	352,354	347,468	452,733	
Persons with Disability		146,985	151,458	166,720	181,951	
PWAS (integrating OVC bursaries)	134,000	138,000	142,000	146,000	150,000	On demand
Home Grown School Meals	1,250,000	1,481,300	1,722,291	1,973,200	2,233,761	Full coverage of eligible population in rural areas by 2021.
Secondary School Fee Waivers	14,000	66,931	122,914	183,039	247,990	
Tertiary Bursaries						TBD
Integrated Empowerment/Micro-finance Scheme	45,000	83,750	122,500	161,250	200,000	200,000 beneficiaries by 2021
FSP	40,000	95,621	151,247	206,874	262,500	Maintain 1 million beneficiaries in total.
FISP	1,000,000	954,379	898,753	843,126	787,500	Gradually increase FSP coverage to 25% of total beneficiaries of input subsidies.
Public Works Programme						TBD

* Coverage targets as per 2017 budget speech, and revised SCT caseload projections

The total cost per programme is presented in the table 9 and 10 respectively for Scenario A and Scenario B. The cost is estimated in Million Kwacha (at 2017 prices kept constant) as well as in proportion to government expenditure and GDP projections that were made available from Ministry of Finance in the last quarter of 2016.

Table 11: Projected number of beneficiaries per program (2017-2021) – SCENARIO B

	2017*	2018	2019	2020	2021	Assumptions	
Social Assistance (The Floor)	Social Cash Transfer	550,000	723,709	1,135,711	1,474,078	1,999,604	Full coverage of eligible population in rural and urban areas by 2021 for 2017 SCT categories. Gradual transition to individual eligibility. 50% coverage of eligible children and mothers by 2021. On demand 50% coverage of eligible population in rural areas by 2021.
	Maternity		95,051	218,784	347,982	508,077	
	Vulnerable Children in FHH / Children 0-2		221,741	413,115	611,907	856,843	
	Older persons		259,932	352,354	347,468	452,733	
	Persons with Disability		146,985	151,458	166,720	181,951	
	PWAS (integrating OVC bursaries)	134,000	138,000	142,000	146,000	150,000	
	Home Grown School Meals	1,250,000	1,277,926	1,306,504	1,335,648	1,365,076	
	Secondary School Fee Waivers	14,000	29,962	59,222	90,622	137,772	
	Tertiary Bursaries						
	Integrated Empowerment/ Micro-finance Scheme	45,000	58,750	72,500	86,250	100,000	
Livelihoods and Empowerment (The Ladder)	FSP	40,000	82,496	124,997	167,499	210,000	Maintain 1 million beneficiaries in total. Gradually increase FSP coverage to 20% of total beneficiaries of input subsidies.
	FISP	1,000,000	967,504	925,003	882,501	840,000	
	Public Works Programme						TBD

* Coverage targets as per 2017 budget speech, and revised SCT caseload projections

The total cost per programme is presented in the table 9 and 10 respectively for Scenario A and Scenario B. The cost is estimated in Million Kwacha (at 2017 prices kept constant) as well as in proportion to government expenditure and GDP projections that were made available from Ministry of Finance in the last quarter of 2016.

Table 12: Projected cost per program (2017-2021) – SCENARIO A

		2017*	2018	2019	2020	2021
Social Assistance (The Floor)	ZMWm (2017 prices)	717	1,564	2,756	3,749	5,140
	% of GE	1.1%	2.3%	4.2%	5.6%	7.4%
	% of GDP	0.3%	0.6%	1.0%	1.3%	1.7%
PWAS (integrating OVC bursaries)	ZMWm (2017 prices)	16	46	47	48	50
	% of GE	0.0%	0.1%	0.1%	0.1%	0.1%
	% of GDP	0.0%	0.0%	0.0%	0.0%	0.0%
Home Grown School Meals (rural)	ZMWm (2017 prices)	36	416	480	548	618
	% of GE	0.1%	0.6%	0.7%	0.8%	0.9%
	% of GDP	0.0%	0.2%	0.2%	0.2%	0.2%
Secondary School Fee Waivers (rural)	ZMWm (2017 prices)	39	184	337	499	674
	% of GE	0.1%	0.3%	0.5%	0.7%	1.0%
	% of GDP	0.0%	0.1%	0.1%	0.2%	0.2%
Tertiary Bursaries	ZMWm (2017 prices)	210	335	446	554	662
	% of GE	0.3%	0.5%	0.7%	0.8%	1.0%
	% of GDP	0.1%	0.1%	0.2%	0.2%	0.2%
Livelihoods and Empowerment (The Ladder)	ZMWm (2017 prices)	41	217	318	419	514
	% of GE	0.1%	0.3%	0.5%	0.6%	0.7%
	% of GDP	0.0%	0.1%	0.1%	0.1%	0.2%
FISP (rural)	ZMWm (2017 prices)	2856	2299	2008	1816	1638
	% of GE	4.4%	3.4%	3.1%	2.7%	2.4%
	% of GDP	1.1%	0.9%	0.7%	0.6%	0.5%
Public Works Programme	ZMWm (2017 prices)	3,914	5,060	6,392	7,633	7,658
	% of GE	6.07%	7.54%	9.76%	11.36%	11.07%
	% of GDP	1.49%	1.87%	2.29%	2.64%	2.54%
Total Package (including FISP)	ZMWm (2017 prices)	3,914	5,060	6,392	7,633	7,658
	% of GE	6.07%	7.54%	9.76%	11.36%	11.07%
	% of GDP	1.49%	1.87%	2.29%	2.64%	2.54%
Total Package (excluding FISP)	ZMWm (2017 prices)	1,058	2,762	4,384	5,818	7,658
	% of GE	1.64%	4.11%	6.69%	8.65%	11.07%
	% of GDP	0.40%	1.02%	1.57%	2.01%	2.04%

* Budget allocations as per 2017 budget speech. Budget allocations appear for FSP, PWAS and HGSP to be insufficient compared to the caseload indicated in the 2017 budget speech based on historical costs. This may be due to additional external financing that is only accounted for the SCT programme (217 ZMWm)

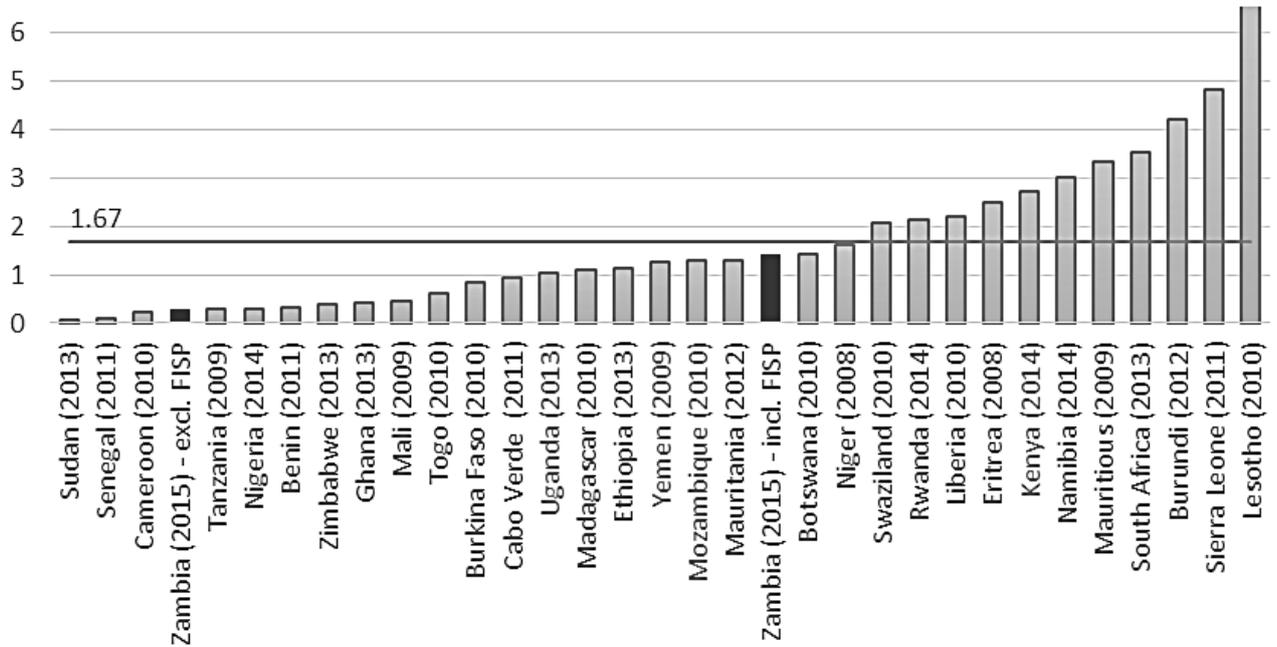
Table 13: Projected cost per program (2017-2021) – SCENARIO B

		2017*	2018	2019	2020	2021
Social Assistance (The Floor)	ZMWm (2017 prices)	717	1,254	2,023	2,596	3,495
	% of GE	1.1%	1.9%	3.1%	3.9%	5.1%
	% of GDP	0.3%	0.5%	0.7%	0.9%	1.2%
	ZMWm (2017 prices)	16	46	47	48	50
	% of GE	0.0%	0.1%	0.1%	0.1%	0.1%
	% of GDP	0.0%	0.0%	0.0%	0.0%	0.0%
Home Grown School Meals (rural)	ZMWm (2017 prices)	36	179	219	371	378
	% of GE	0.1%	0.3%	0.3%	0.6%	0.5%
	% of GDP	0.0%	0.1%	0.1%	0.1%	0.1%
	ZMWm (2017 prices)	39	83	162	247	375
	% of GE	0.1%	0.1%	0.2%	0.4%	0.5%
	% of GDP	0.0%	0.0%	0.1%	0.1%	0.1%
Secondary School Fee Waivers (rural)	ZMWm (2017 prices)	210	220	255	290	324
	% of GE	0.3%	0.3%	0.4%	0.4%	0.5%
	% of GDP	0.1%	0.1%	0.1%	0.1%	0.1%
	ZMWm (2017 prices)	41	187	263	339	411
	% of GE	0.1%	0.3%	0.4%	0.5%	0.6%
	% of GDP	0.0%	0.1%	0.1%	0.1%	0.1%
Livelihoods and Empowerment (The Ladder)	ZMWm (2017 prices)	2,856	2,330	2,067	1,900	1,747
	% of GE	4.4%	3.5%	3.2%	2.8%	2.5%
	% of GDP	1.1%	0.9%	0.7%	0.7%	0.6%
	ZMWm (2017 prices)	3,914	4,298	5,036	5,793	6,780
	% of GE	6.07%	6.40%	7.68%	8.61%	9.80%
	% of GDP	1.49%	1.59%	1.80%	2.00%	2.24%
Total Package (including FISP)	ZMWm (2017 prices)	1,058	1,968	2,969	3,892	5,033
	% of GE	1.64%	2.93%	4.52%	5.78%	7.27%
	% of GDP	0.40%	0.73%	1.06%	1.34%	1.66%
	ZMWm (2017 prices)	1,058	1,968	2,969	3,892	5,033
	% of GE	1.64%	2.93%	4.52%	5.78%	7.27%
	% of GDP	0.40%	0.73%	1.06%	1.34%	1.66%
Total Package (excluding FISP)	ZMWm (2017 prices)	3,914	4,298	5,036	5,793	6,780
	% of GE	6.07%	6.40%	7.68%	8.61%	9.80%
	% of GDP	1.49%	1.59%	1.80%	2.00%	2.24%
	ZMWm (2017 prices)	1,058	1,968	2,969	3,892	5,033
	% of GE	1.64%	2.93%	4.52%	5.78%	7.27%
	% of GDP	0.40%	0.73%	1.06%	1.34%	1.66%
Public Works Programme						

* Budget allocations as per 2017 budget speech. Budget allocations appear for FSP, PWAS and HGSM to be insufficient compared to the caseload indicated in the 2017 budget speech based on historical costs. This may be due to additional external financing that is only accounted for the SCT programme (217 ZMW/m)

The implementation of the IFBSSP will contribute to aligning non-contributory social protection spending in Zambia to that of other countries in the region (see Figure 15) that allocate a significantly larger share of GDP to the sector (e.g. Rwanda 2.14% of GDP in 2014, Kenya 2.73% in 2014). Part of the gap could be externally financed, as cooperating partners have expressed commitment to continue supporting the social protection sector in Zambia in the medium term, while preserving the current high ratios of domestic vs. external funding (30:70 for SCT in 2017).

Figure 15: Spending on Non-Contributory Social Protection (as % of GDP)



Source: World Bank

7. IFBSPP Implementation Strategy

At the programmatic level

- **Develop a roadmap for merger and integration of programs as envisaged in the IFBSPP.** Ensure vision of the integrated framework (redefined flagship programs) is reflected in programme/sector targets and priority actions under the 7NDP.
- **In the short run, develop guidelines and referral mechanisms to realise complementarities** in programme implementation, in line with the vision of the IFBSPP. In the medium run gradually build integrated administration systems (e.g. single window, harmonized targeting/case management/payment mechanisms, integrated MIS systems)
- **Adopt a bottom-up approach by focusing on the development and pilot testing of joint programme implementation.** The starting point will be the development and pilot testing of joint implementation guidelines/plans/protocols in selected districts. Such guidelines which could then be rolled-out at national level after documenting good practices.

At the institutional level

- **Identify a coordinating ministry that would be responsible for overseeing the implementation of the IFBSPP.** One possibility is for MCDSS to continue performing this function as per the mandate to coordinate over the implementation of the NSPP within the established structures vis-à-vis capacity strengthening. It is also important to leverage on the role of central ministries (e.g. MNDP, Cabinet Office) to guide and monitor the implementation of the IFBSPP. The overall coordination and oversight functions should be handed over to the Sector Advisory Group of the Poverty and Vulnerability Cluster in line with the 7NDP who reports to the NDCC on the effective delivery of Integrated Basic Social Protection programmes.
- **Articulate the implementation of the IFBSPP with the decentralization policy.** Empower district/council structures in facilitating/enhance coordination in programme implementation at local level. This could be achieved by creating new and strengthening existing Social Protection Committees at council or district levels. Presence of a convening unit/actor in supporting developing of integrated guidelines at district level is still critical.
- **Streamline committee structures so to have unified structures to oversee the implementation of all basic social protection programs.** This is consistent with operationalizing recommendation of the 2016 coordination strategy.
- **Include reference to the IFBSPP in the non-contributory chapter of the draft Social Protection Bill** as a way to strengthen the legal framework that supports the implementation of the framework. The legal framework should outline policy objectives, overall sector coordination framework, financing modalities and linkages within and outside the sector and outline the institutionalisation of the IFBSPP.

At the financing level

- **Develop a sector-wide medium term financing framework for the integrated framework.** The financing framework should consider sector funding with concerted inputs of all line ministries and medium-term commitments from cooperating partners.
- **Demonstrate benefits of adopting the integrated approach on the ground** as opposed to drawing focus on institutional control over resources, which would bring risks very early in the process.

Annex 1: Overview Programme Mapping

Table 14: Programme Mapping Flagships

PROGRAMME	MINISTRY / AGENCY	POLICY	STATUS	BUDGET (release)	DONOR SUPPORT	SCALE (districts / hh)
Public Welfare Assistance Scheme	MCDSS – SW	NSPP – Pillar 1	active underfunded	ZMW 5m (22%) (2015)	n/a	105/ 33,477 (2014)
Social Cash Transfer	MCDSS – SW	NSPP – Pillar 1	active 6 targeting models	ZMW 188.6m (100%) (2015)	20% (DFID, UNICEF, Irish Aid, Finland, ILO)	50/180,000 (2015) 78/240,000 (2016)
Home-Grown School Feeding	MOGE	NSPP – Pillar 1	Active	ZMW 45m (100%) (2015)	30% WFP (pulses, oils, capacity building)	36/890,000 (2015) in 2,200 schools
Farmer Input Support Programme (FISP)	MOA	NSPP – Pillar 3 NAP	active	ZMW 1,1338m (161%) (spent: 2,167m) (2015)	n/a	In kind: 91/759,000 (2015/16) E-Voucher: 13/241,000 (2015/16)
Food Security Pack (FSP)	MCDSS – CD	NSPP – Pillar 3	active	ZMW 50m (50%) (2015)	n/a	102 / 30,100 (2015/16 season)
Expanded Food Security Pack (EFSP)	MCDSS – CD	NSPP – Pillar 3	about to phase out June 2016	ZMW 19m (85%) (2015)	100% (Norwegian Embassy)	4/ 18,000 (2015/16 season)
Girls' Education & Women Empowerment & Livelihood	MCDSS – CD	NSPP – Pillar 3	starting 2016	USD 65m (n/a) (2016-2020)	100% World Bank (loan)	Target 2020 SWL: 51/75,000 KGS: 29/14,000

Table 15: Programme Mapping Microfinance

PROGRAMME	MINISTRY / AGENCY	POLICY	STATUS	BUDGET (release)	SCALE (districts / hh)
Women's Development Programme: Women's Empowerment Fund (WEF) – Grants	MCDSS – CD	NSPP – Pillar 3	active	ZMW 7.8m (13%) (2015)	105 / 79 clubs (2015)
Women's Development Programme: Village Banking (VB) – Loans	MCDSS – CD	NSPP – Pillar 3	active	ZMW 8m (25%) (2015)	52 / still capacity building. Target 75,000
Social Protection Fund – Grants	MCDSW – SW	NSPP – Pillar 3	under review	ZMW 2.4m (100%) (2014)	105 / 1024 (2014)
Micro-Bankers' Trust – Loans	MCDSW – CD – MBT	NSPP – Pillar 3	under review	ZMW 15m (2012)	105 / tbd
SCALE – SILC	MCDSW – SW with CARE and PSP	NSPP – Pillar 3	active Jan 2013 – Jan 2017	ZMW 272,000 (2014). Total (4 years) 866,000 €	4 / 267 groups; 1067 loans (2014)
SAVE – SILC	CARE int'l	NSPP – Pillar 3	active Oct 2013 – March 2017	ZMW 235m (2 years)	4 / 503 groups (2016)
STEPS OVC – SILC	USAID _{ww}	NSPP – Pillar 3	discontinued 2016	USD 6.7m (2012)	105 / 417,062 OVC (2015), 225,193 PLHIV (2015)
ZAMFAM – SILC	USAID	NSPP – Pillar 3	Started 2016		

Table 16: Programme Mapping OVCs and Education

PROGRAMME	MINISTRY / AGENCY	POLICY	STATUS	BUDGET (release)	SCALE (districts / hh)
OVC Bursaries	MOGE	NSPP – Pillar 3	active	ZMW 40m (2013)	105 / 20,676 (2013)
Tertiary Bursaries – 75%	MOHE	Education	active; planned conversion to a student loan scheme in 2016	ZMW 200m (2015) ZMW 335m (2012)	tbd (2015) 105/50,000 (2012)
Tertiary Bursaries – 100%	MOHE with MCDSW	NSPP – Pillar 1 Education	Active	Tbd	2014: 4248 students from vulnerable families identified Target was 1000 bursaries (2015 T: 1500)

Table 17: Programme Mapping Disability and PLHIV

PROGRAMME	MINISTRY / AGENCY	POLICY	STATUS	BUDGET (release)	SCALE (districts / hh)
Disability Benefits	MCDSW - ZAPD	NSPP – Pillar 5	Active; taking over from PWAS	ZMW 30m (2016)	2015: 296 grants, 28 loans
Disability Microcredits	MCDSW - NTFPD	NSPP – Pillar 5	active	ZMW 436,000 (2014)	105/219 (2014)
Sustainable Program for Livelihoods and Solutions for Hunger	MOH	n/a	discontinued 2012	USD 4.6m (2012)	5/52,000 (2011)

Table 18: Programme Mapping Public Works

PROGRAMME	MINISTRY / AGENCY	POLICY	STATUS	BUDGET (release)	SCALE (districts / hh)
Public Works Programmes in Rural Areas	MLSS	draft R-NELMP	draft policy	n/a	n/a
Community Self-Help-Initiatives – Grants	MCDSS – CD	NSPP – Pillar 3	active	ZMW 1.5m (27%) (2015)	18 / 18 initiatives (2015)
Peri-Urban Self Help	MCDSW – CD	NSPP – Pillar 1	discontinued 2014	ZMW 6m (2011)	3/17,500 (2012)
Affirmative Action for Youth Employment and Empowerment	MTWSC		planned	n/a	n/a

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