

DRAFT NATIONAL SOCIAL PROTECTION POLICY



FEDERAL REPUBLIC OF NIGERIA
Ministry of Budget and National Planning
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FOREWORD

Nigeria has had inspiring political and economic progress in the past decade. Democratisation has enhanced political stability, creating a more conducive environment for carrying out reforms needed to grow the economy. With various initiatives being implemented by Government at the macro and sectoral level, Nigeria has not recorded significant progress in translating this impressive economic reforms into improved well-being for the generality of Nigerians. The Government is committed to doing more in addressing the issues of poverty, income inequality, malnutrition, unemployment, social exclusion and insecurity, amongst others despite fluctuations in crude oil price and production.

As a people, Nigerians have demonstrated resilience in the face of many challenges (natural and human). It is our desire that fewer Nigerians face similar challenges in the future. It is our responsibility therefore to foster a more inclusive development pathway for the country. This and other factors prompted the formulation of the National Social Protection Policy.

The National Social Protection Policy is consistent with our national aspirations of becoming one of the top 20 largest economies in the world by 2020. It provides a framework for promoting social justice, equity and inclusive productive growth. It is a transformative tool for addressing poverty, unemployment, social and economic vulnerabilities, inequality, exclusion and other threats to sustainable development. While population growth will continue to be a determining factor for our economic, social and political progress, this Policy will harness available resources into investments in people, our most valuable asset, in order to optimize our human capital potentials.

I congratulate the Ministry of Budget and National Planning for this initiative and for putting this Policy together. There is no better legacy than policies that spread hope and prosperity to the economically disadvantaged and most vulnerable in the society. I also acknowledge the support provided by the UNICEF and other Development Partners in the formulation of the Policy. It has strengthened our partnership in addressing some contemporary global challenges. In line with the principle of federalism, I urge all States and Local Governments in the Federation to align their social protection interventions with this Policy.

I am, therefore, delighted to present the National Social Protection Policy to the Nigerian people. I believe that every Nigerian has a dream for a better future that guarantees a life of dignity. This Policy provides the framework for empowering those that are constrained in one way or the other to realize their dreams. In a few years to come, I believe their future will be transformed and Nigeria will be more prosperous

Muhammadu Buhari, GCFR

President, Federal Republic of Nigeria

PREFACE

NATIONAL SOCIAL PROTECTION POLICY

The Social Protection Policy for Nigeria is an umbrella policy framework that incorporates related social agenda paradigms intended to reduce poverty and provide a life of dignity for all citizens.

Social protection is a multi-sectoral and multi-disciplinary approach that contributes to poverty reduction, articulating policy priorities of government towards sustainable development. It is in this context that the Ministry of Budget and National Planning, the coordinating organ of all projects, programmes and policies of government, was given the task to anchor the production of the National Social Protection Policy with the active participation and contribution of all stakeholders in both public and private sectors at the federal and sub national levels. It is, therefore, a national policy derived from national consultation and consensus. The policy document was enriched by inputs from an array of professionals, technical experts and institutions, especially the Social Development department in the Ministry, the Nigerian Institute of Social and Economic Research (NISER) and a political economy consultant from the University of Nigeria, Nsukka as well as the leadership provided by the Top Management of the Ministry.

Nigeria's increasing population, have necessitated government's concern for concerted efforts to address poverty issues and other population explosion challenges. The policy seeks to reduce the scourge of poverty and improve the general well-being of all Nigerians through enhanced reduction of inequality and inequity as well as the provision of social incentives. This is imperative to ginger human-centred approach to development so as to enhance investment in human and social capital. Development through good health and education, good governance including sound macro-economic milieu, among others, are essential for the promotion of inclusive growth, equality, security and a life of dignity.

Both the federal and state governments, in different scales and at different dimensions have been implementing social protection projects and programmes to cushion the effect of poverty in their domains. But the absence of an effective coordination and collaboration mechanism has been more noticeable in the recent past. Though, those programmes have resulted in great strides, a greater degree of achievement is possible

with more deliberate, concerted and programmatic actions guided by an umbrella policy.

In producing this policy, state-wide consultations were embarked upon to harness and harvest ideas of all stakeholders through publicised workshops in all the geo-political zones and focused group discussions. This process enlisted assurance of a people-centred policy with the commitment of both the executive and the legislature.

The Federal Government will continue to count on the support of all partners in the implementation of this policy. By and large, we will begin to reverse the pervasive and persistent poverty and improve the living standards of all members in the society. The policy builds on existing institutional and programmatic efforts of all tiers of government and hopes to consolidate on-going approaches and strategy-oriented interventions that will propel tracking of key performance indicators and targets. The primary responsibility for implementing the policy will be that of all tiers of government with the active support of the private sector, including the Civil Society Organisations.

In conclusion, the policy invites government at all levels and legislatures, the private sector, the civil society and the international community to provide support for it within the context of national development goals.

The production of this policy document benefited significantly from support from UNICEF and the World Bank. The contribution of MDAs, at the Federal and State level, Academia, CSOs, Organised Private Sectors and the International Community especially ILO and DFID are duly acknowledged.

Sen. Udoma Udo Udoma
Minister for Budget and National Planning

ACRONYMS

| | |
|---------------|--|
| ANC | Ante Natal Care |
| AU | African Union |
| BODFOW | Business Development Fund |
| CBHS | Community Based Health Insurance Scheme |
| CBN | Central Bank of Nigeria |
| CBT | Community Based Targeting |
| CDGP | Community Development Group Program |
| CSO | Civil Society Organisation |
| CSWYE | Community Service, Women & Youth Employment |
| COPE | Care of the Poor |
| DRF | Drug Revolving Funds |
| ECCDE | Early Childhood Care Development and Education |
| FHI | Family Health International |
| GDP | Gross Domestic Product |
| GIS | Graduate Internship Scheme |
| HIS | Health Insurance Scheme |
| HIV | Human Immuno-Deficiency Virus |
| LEMA | Local Government Emergency Management Agency |
| LGA | Local Government Area |
| MCH | Maternal and Child Health |
| MDA | Ministries, Departments and Agencies |

| | |
|--------------------|---|
| MDGs-DRG | Millennium Development Goals Debt Relief Grant |
| MPR | Monetary Policy Rate |
| MSE | Micro and Small Enterprise Development |
| MSS | Midwives Service Scheme |
| NEMA | National Emergency Management Agency |
| NPA | National Priority Agency |
| NSPP | National Social Protection Policy |
| NSPS | National Social Protection Strategy |
| NV:20 :2020 | Nigerian Vision 20:2020 |
| PLWHA | People Living With HIV and AIDS |
| SEMA | State Emergency Management Agency |
| SP | Social Protection |
| UBE | Universal Basic Education |
| UN | United Nations |
| UNICEF | United Nations Children’s Funds |
| UN-SPF | United Nations- Social Protection Floor |
| USAID | United States Agency For International Development |
| VCT | Voluntary Counselling and Testing |
| WB | World Bank |
| WOFFEE | Women Fund for Economic Empowerment |

EXECUTIVE SUMMARY

The National Social Protection Policy (NSPP) is designed to show the commitment of the Government of Nigeria to the effective mobilisation and efficient utilisation of national resources to improve the quality of life of its citizens. The NSPP has been developed using a bottom-up approach. It has benefitted from the insights of wide consultations with stakeholders and experts.

The policy draws its premise from the 1999 Constitution of the Federal Republic of Nigeria (as amended) which under the Fundamental Objectives and Directive Principles of State Policy, Chapter 2 (Sections 16 & 17) provides the basis for the provision of social protection in the country. The policy also emphasises the direct application of international agreements ratified by Nigeria. These include the Universal Declaration of Human Rights (1948), relevant UN and ILO conventions, and the African Charter on Human and Peoples' Rights (1981), and Nigerian Vision 20: 2020 which envisages an equitable society to which social protection can contribute.

For the purposes of this Policy, social protection is defined as:

A mix of policies and programmes designed for individuals and households throughout the life cycle to prevent and reduce poverty and socio-economic shocks by promoting and enhancing livelihoods and a life of dignity.

Therefore the overarching goal of the National Social Protection Policy is to establish a gender-sensitive and age-appropriate framework to ensure a minimum social floor for all Nigerian citizens for a life of dignity.

Objectives

To achieve this goal, the specific objectives of the Policy are to:

- I. reduce poverty among the people vulnerable to being poor;
- II. empower the poor and people vulnerable to economic shocks;
- III. enhance human capital development to ensure a life of dignity;
- IV. provide guiding principles for managing social protection projects and programmes;
- V. promote social cohesion, equity and growth inclusiveness;
- VI. ensure citizens have access to basic social services and infrastructure;
- VII. provide social welfare and improve food security and nutrition;
- VIII. ensure decent employment and sustainable livelihood;
- IX. protect individuals and households from shocks that can make them fall into extreme poverty; and
- X. promote synergy and coordination among all social protection intervention agencies.

Government shall ensure that no citizen falls below the minimum level of social and economic wellbeing, security and dignity enshrined in a Social Protection Floor. The policy will be implemented based on prioritisation of intended

beneficiaries in the short term, and progressively in the long run to accomplish the principles of universality.

States will have flexibility to give priority to one or other interventions. Not all of the interventions need to be addressed at the same time. Moreover, States can implement additional measures if they so desire as the NSSP only establishes a minimum.

The policy measures are classified into 8 categories as follows:

Education and Health Services

Policy measure 1: Free school meals will be provided to all pupils in public primary schools.

Policy measure 2: Provide scholarship, learning materials, uniforms and cash transfers for children in poor households and children living with disabilities.

Policy measure 3: All children and adults living with disabilities have access to free health care, education, and required special services and assistive devices.

Policy Measure 4: Provide free health care services for pregnant women, lactating mothers, children under-5, the aged (people over 65 years old) and people living with disabilities.

Policy Measure 5: Universal access to Health Insurance Scheme (HIS) or CBHIS and or other social health insurance schemes.

Social Welfare and Child Protection

Policy Measure 6: Provide health services, psychosocial support, and counselling to survivors of violence against persons, child labour, child abuse, child rape, and human trafficking.

Social Housing

Policy Measure 7: Provide decent and affordable housing for the homeless, the monetary poor, and families living in overcrowded and unhealthy conditions.

Livelihood Enhancement and Employment

Policy Measure 8: Unemployment insurance and non-cash unemployment benefits to job seekers.

Policy Measure 9: Labour based cash transfer/Public Works Programmes for Youths, persons with disabilities and the unemployed.

Policy Measure 10: Provide support for sustainable livelihood through skills training, access to land, inputs for smallholder farmers, affirmative action for youth and women's employment, and access to financial services for micro and small enterprises and cooperatives.

Policy Measure 11: Provide affordable child care services for children under 5 to enable parents engage in productive activities.

Social Insurance Schemes

Policy Measure 12: Contributory pensions available to all citizens 60 years of age and above.

Social Assistance

Policy Measure 13: Provide cash transfers to families and cash for work schemes which are activated at the onset of emergencies.

Policy Measure 14: Provide non-contributory pensions for all citizens over 60 years of age, as well as cash and food grants for poor families, orphans, street children, and others vulnerable to harmful cultural practices.

Traditional Family and Community Support

Policy Measure 15: Support family and community-based mechanisms and systems for the intended beneficiaries to respond to shocks and extreme poverty.

Legislation and Regulation

Policy Measure 16: Provide a legal framework that specifically protects intended beneficiaries including children through inheritance rights, birth registration, child care services and breast feeding.

Targeting and Registration

One of the fundamental principles of the NSSP is universality. The NSSP establishes a social protection floor for all Nigerians. However, in order to ensure

universality, some individuals, families, and groups may need to receive special attention. In these cases, States will have the flexibility to establish targeting schemes and canvassing mechanisms to find the intended beneficiaries for their own programmes..

Graduation and Exit

A key goal of the NSSP is to ensure a minimum standard of living and a life of dignity to all Nigerians. Intended beneficiaries like the disabled and the elderly will be sustained in the programmes as long as the person is disabled and for the elderly throughout their old age. The NSPP will employ a beneficiary or intervention level exit strategy for graduating beneficiaries from the programmes or continuing support depending on the category of the beneficiary. During the latter stages, beneficiaries will be linked up with other complementary programmes to further enhance their social and economic capacities.

Coordination and Integration

The interventions will be delivered in a coordinated manner to ensure that all stakeholders are engaged and have clearly defined roles and responsibilities. To achieve coordination and integration, government shall establish an institutional framework made up of national, states and non-state actors. A single register system will be adopted to ensure effectiveness and efficiency of the programmes.

Monitoring and Evaluation

Effective Monitoring and Evaluation (M&E) systems shall be put in place for providing evidence on the impact of projects and programmes. Government has already established structures to support M&E in Nigeria.

CHAPTER 1

INTRODUCTION

1.0 Background

Social protection has recently become a veritable instrument in the African development agenda which Nigeria has embraced. Traditionally and structurally, unemployment (formal or informal), underemployment, informal employment and poverty in all its dimensions have been persistently high in Nigeria. This has resulted in inequities, high and unnecessary morbidity and mortality, and low levels of education and productivity which hinder sustainable development. An integrated social protection system will contribute to addressing the causes and manifestations emanating from these challenges.

This **National Social Protection Policy (NSPP)** has now been developed using a bottom-up approach. It has benefited from the insights of wide consultations with stakeholders and experts. It seeks to place within the reach of Nigerians the maximum benefits of social protection

1.1 The Rationale for Social Protection Policy

The Federal Government of Nigeria recognises the increasing relevance of social protection in engendering citizens' rights to a life of dignity and promoting human and economic development. During the last decade in particular, and among developing countries, social protection has emerged as a viable policy framework employed globally to address poverty, social and economic vulnerabilities, inequality and exclusion, and other threats to sustainable development.

Recognising that economic growth alone is insufficient to bring about the change needed in the country, Government seeks to adopt a balanced framework that promotes inclusive growth, equality and security as well as ensure a life of dignity.

1.2 The Constitution and Social Protection

The 1999 Constitution of the Federal Republic of Nigeria (as amended) under the Fundamental Objectives and Directive Principles of State Policy, Chapter 2 (Sections 16 & 17) provides the basis for the provision of social protection in the country. The basic principles include the State's obligations to:

- a. secure the maximum welfare, freedom and happiness of every citizen on the basis of social justice and equality of status and opportunity; 16, 1 (b);
- b. provide suitable and adequate shelter, suitable and adequate food, reasonable national minimum living wage, old age care and pensions, and unemployment, sick benefits and welfare of the disabled; 16, 2 (d);
- c. ensure that all citizens have the opportunity for securing adequate means of livelihood as well as adequate opportunity to secure suitable employment; 17, 3 (a) and
- d. Ensure that provision is made for public assistance in deserving cases or other conditions of need. 17, 3 (g).

1.3 The National Development Frameworks and Social Protection

The NSPP is formulated in the context of the NV 20:2020. The key aspirations of this development framework are:

- a. optimizing human and natural resources to achieve rapid economic growth; and
- b. Translating that growth into equitable social development for all citizens with improved living standards.

This Policy considers social protection goals as congruent with national development aspirations whereby expenditures on social protection are necessary investments in people.

Accordingly, the Policy provides the framework not only to understand the vulnerabilities of the poor, but also as a measure to mobilise the assets and capabilities of individuals, households and communities for a sustainable human development.

1.4 International Agreements and Social Protection

The NSPP draws inspiration from International Agreements and Conventions to which Nigeria is signatory and have direct bearings on social protection, notably:

- a. The Universal Declaration of Human Rights which enshrines right to social security (1948);
- b. The African Charter on Human and People's Rights and the African Charter on the Rights and Welfare of the Child which advance social protection with the human rights approach (1981);
- c. The Convention on the Rights of the Child which specifically emphasises children's rights to social protection (1989);
- d. The UN Convention on the Elimination of All forms of Discrimination Against Women (1995);

- e. The Millennium Development Goals (MDGs) and its successor, Sustainable Development Goals (SDGs) with its commitment to poverty reduction;
- f. The African Union (AU) Livingstone Transformative Agenda (2006) which incorporates the Universal Declaration of Human Rights; and ILO Conference on Social Protection Floor Recommendation, 2012 (No. 202) which recommended that member States establish and maintain social protection floors as a fundamental element of their national social security system.
- g. ILO Convention 102 which sets minimum standard on social security

This Policy considers social protection as both a right and an empowerment instrument and therefore provides the framework for all the stakeholders to work together to fulfil the fundamental rights of citizens as endorsed nationally and globally.

1.5 Definition of Social Protection

In the context of this policy, Social Protection shall mean

A mix of policies and programmes designed for individuals and households throughout the life cycle to prevent and reduce poverty and socio-economic shocks by promoting and enhancing livelihoods and a life of dignity.

1.6 Goal and Objectives

Goal

The overarching goal of this policy is to establish a gender-sensitive and age-appropriate framework to ensure a minimum social protection floor for all Nigerian citizens for a life of dignity. The policy aims at the attainment of the goal by providing guidelines for:

- a. establishing universally acceptable platform of social protection activities for all the stakeholders as well as coordination of same at all levels of government;
- b. effective resource mobilization, resource management, and sustainability
- c. awareness creation, advocacy and mobilization of support for social protection as a viable development framework

Objectives

To achieve this goal, the specific objectives of the Policy are to:

- a. reduce poverty among the people vulnerable to being poor;
- b. empower the poor and people vulnerable to economic shocks;
- c. enhance human capital development to ensure a life of dignity;
- d. provide guiding principles for managing social protection projects and programmes;
- e. promote social cohesion, equity and inclusive growth;
- f. ensure citizens have access to basic social services and infrastructure;
- g. provide social welfare and improve food security and nutrition;
- h. ensure decent employment and sustainable livelihood;

- i. protect individuals and households from shocks that can make them fall into extreme poverty; and
- j. Promote synergy and coordination among all social protection intervention agencies.

1.7 Approaches to Social Protection

The NSPP adopts a lifecycle approach. This approach has the following major features:

- a. All individuals pass through a life cycle with different stages of life, defined by age brackets as follows: 0-5, 6-14, 15-24, 25-64, a 65 years and above;
- b. Social protection interventions are age-appropriate and recognise the need to arrest the build-up of risks and vulnerabilities throughout the life cycle. Therefore, the interventions systematically target all stages of life such that the socioeconomic situation in one phase does not transmit to the next phase and cumulative benefits are achieved across generations;
- c. Social protection interventions address multidimensional and crosscutting issues as well as temporary and structural deprivations, shocks and vulnerabilities; and
- d. The guiding principles for social protection include prohibition of discrimination and unfair treatment of citizens due to their age, sex and other classifications.

1.8 Guiding Principles: The Political Economy of Social Protection

Social protection is a component of political economy. The NSPP has been developed within some established principles as follows:

I. The Principle of Redistribution

The Principle commits to the redistribution of resources to progressively reduce the gaps in inequality using important means of resource redistribution and provision of non-market services and opportunities to ensure social order and stability. In this direction, Government shall reduce poverty through social transfers and provision of social support and services.

II. The Principle of Universal Basic Needs.

This Principle states that all humans have universal prerequisites for successful and critical participation in social life, and that human needs are the universal preconditions for participation in social life. Government, therefore, affirms the right of every Nigerian to the satisfaction of their basic needs, especially in the areas of education, health, food security and employment.

III. The Principle of Citizenship

The Principle stipulates that the purpose of the state is for the good of the citizens. All citizens, without distinction of status or class or gender, should be offered some minimum standard of living in relation to an agreed range of services. Government shall, through its relevant agencies, carry out citizenship-related activities to ensure effective delivery of services to the populace.

IV. The Principle of Human Rights.

Social and economic rights guarantee the right to life. Social protection rights are valued as much as other human rights. Accordingly, Government shall ensure implementation of the provisions of Chapter IV: Fundamental Rights of Nigerian

Citizens as enshrined in sections 33-46 of the 1999 Constitution of the Federal Republic of Nigeria as amended.

V. The Principle of Social Control

The Principle emphasises the important role of social control in maintaining social stability and cohesion which are necessary for the well-being of the individual and groups in a given society. Government shall consciously use appropriate social protection instruments to discourage actions that could lead to social dislocation and problems.

VI. Principle of Social Inclusiveness

Social inclusiveness demands that increasing provision be made for economic, social, political and cultural opportunities for citizens' participation in the normal activities of their society without stigma or discrimination. Government shall take necessary measures to widen access and increase participation.

CHAPTER 2

REVIEW OF EXISTING SOCIAL PROTECTION PROGRAMMES

2.0. Introduction.

The draft 2004 Nigeria Social Protection Policy adopted a life-cycle approach and gender sensitive by recognising both economic and social risks including job discrimination and harmful traditional practices. It presented a social protection response organised around four main themes: social assistance, social insurance, child protection and the labour market. However, only a few components of them are included in the First National Implementation Plan (2010-2013) of the NV 20:2020.

While there are many interventions on-going in form of social protection, the lack of an overarching social protection policy at the Federal level limits the implementation of social protection at both the national and sub-national levels. Moreover, social protection programmes to date have been narrowly conceptualised as they focused largely on conditional cash transfers and health financing mechanisms. These programmes have taken the form of *ad hoc*, small-scale at Federal and State level, with little inter-sectoral linkage or Federal -State coordination.

Current Social Protection Programmes

In developing the NSPP, it is imperative to review existing social intervention programmes. A mapping of the current social protection landscape in the country indicates that a number of different actors are involved in the funding and

implementation of activities, including government, donor agencies, international NGOs and Civil Society Organisations. The majority of the programmes fall under social assistance programmes, with a few in-built social insurance and social equity programmes. The Federal Government led social protection includes the following programmes:

- a. In-Care of the Poor (COPE), which was funded initially through the MDGs-DRG fund, targeted at extremely poor households (those headed by a female, the elderly, physically challenged, fistula or HIV/AIDS patients) with children of school-going age;
- b. the health fee waiver for pregnant women and under-fives (funded by the MDGs-DRG and provided on a universal basis); and
- c. The Community-Based Health Insurance Scheme (CBHIS) (re-launched in 2011),
- d. SURE - P MNCH, CSWYE programmes funded from the savings from the oil subsidy reform in 2013

At the State level, social protection programmes cover a range of broad interventions, which are implemented by government Ministries, Departments and Agencies (MDAs) and/or funded by international donors. These include:

- a. labour market programmes;
- b. social insurance programmes;
- c. social assistance and welfare programmes;
- d. microfinance programmes;
- e. child protection, survival and development interventions; and
- f. Health programmes.

The following table summarizes some of the main social protection interventions implemented at both the federal and state levels in the last few years.

| Federal/States | Programmes | Objectives |
|---|---|--|
| Federal and State MOA | Fertilizer market stabilization programme | Allows poor farmers have access to subsidized fertilizers in their localities |
| Federal and state MOA | Growth enhancement scheme | Poor farmers receive 50% subsidy on fertilizers for a maximum of two bags through the use of the mobile phones(e-wallet) |
| UBEC(2 States in the six geopolitical zones of the country) | Home Grown school feeding(HGSFHP) | To increase enrolment, retention and completion roles of primary school |
| NAPEP/OSSAP-MDG(started in 2007) | In care of the people(COPE), currently on the 3 rd phase | To break intergenerational transfer of poverty and reduce the vulnerability of the core poor in the society |
| NDE | (a)vocational skills, development programme (b)small scale enterprise programme (c)Rural Employment promotion programme (d)special public work programme | The NDE programme is to combat unemployment in Nigeria |
| SURE-P | (a)maternal and child health care | To cushion the effect of the partial removal of the fuel subsidy, reduce |

| | | |
|---------------------------------|---|---|
| | (b)public works(FERMA) (c)vocational training (d)GIS (e) CSWYE | unemployment and poverty in Nigeria |
| Federal Government | U-WIN | To encourage entrepreneurship and reduce unemployment |
| Federal Government | National Programme on Immunisation | To significantly and rapidly improve routine immunization coverage on a sustainable bases and reduce disease burden arising from vaccine preventable disease |
| Federal Government | Nigeria Youth Employment and social support operations | To improve human development among the poor and reducing intergenerational poverty by delivering immediate employment to youth and empower them for future jobs |
| Ondo(2009 to date) | ABIYE(safe motherhood programme) | To ensure that infant and maternal mortality is brought down drastically in Ondo state within 2 years of establishment |
| Nasarawa and Taraba | Women in Agriculture programme | To empower women and reduce vulnerability |
| Adamawa | Local Apprenticeship Scheme | To reduce youth unemployment, skill acquisition |
| Jigawa | Multipurpose women centres | Empowerment of women |
| Lagos | Microfinance programme for women | Women empowerment |
| Ondo, Taraba, Bauchi and Sokoto | Donor- supported OVC programme | Human capital development |
| Ekiti | Cash transfer | Improve living condition of the elderly |

| | | |
|--|--|--|
| | programme for elderly | citizens |
| Jigawa | Cash transfer programme for the person with disabilities | Reduce street begging and improve socio economic wellbeing of beneficiary |
| Bayelsa | Child development account | Improve school enrolment and retention |
| Ondo and Kaduna | Millennium village project | For poor peasant farmers with the aim of accessing fertilizer at appropriate time and at subsidized rate |
| Benue, Bauchi, Kano, Lagos and Cross River | The fairly nutritional support programme(FNSP) | To increase enrolment, retention and completion roles of primary school |
| Katsina, Yobe, Jigawa, Kebbi, Zamfara and Sokoto | RTIF plumpy nut, emergency nutrition programme | To treat moderate and severe acute malnutrition |
| Kogi | Community-based Health Insurance Scheme(CBHIS) | To protect the poor and marginalized group against the burden of high out-of-pocket health expenditure |
| Kano, Bauchi and Katsina | Conditional cash transfers(CCTs) for girls education | To reduce school drop-out rates among girl child due to early marriage, specifically in the transition period from primary to secondary school |
| Zamfara and Jigawa | The Child development Grants Programme(CDGP) | To reduce infant mortality and stunting |
| Osun | Osun Youth Empowerment Scheme(OYES) | To tackle unemployment and energise the economy of the state |
| Cross-River | CCT for poor households | |
| Ondo/Lagos | Free transport for school children up to | Human capital development |

| | | |
|--|-----------------|--|
| | secondary level | |
|--|-----------------|--|

2.1 Reform Measures for Social Protection Programmes

Gender Mainstreaming

Progress on gender equality is recognized as a critical factor in achieving the MDGs. Hitherto, the social protection agenda has generally been presented in terms of categories of poor and excluded social groups, differentiated according to age, health status and relationship to formal labour markets. Social protection measures will be designed to respond to different gender-specific categories of risk, which include:

- a. health risks* (e.g. maternal and infant mortality, disease);
- b. life-cycle risks* (e.g. childbearing, divorce, widowhood);
- c. household economic risks* (e.g. increased expenditure for social obligations such as marriage and funerals); and
- d. social risks* (e.g. exclusion, domestic violence, crime)

Gender will have to be mainstreamed into all aspects of policy and programme designed for social protection, including targeting, linkages with complementary services, institutional arrangements, awareness-raising, and monitoring and evaluation. Issues that enhance the livelihoods and life of dignity in reproductive rights of men and women need to be prioritized.

The Aged

The aging persons are an important component of every country's demographic strata, deserving social protection like other age cohorts. The population of older

persons in the world is increasing at a very rapid rate. Government's approach to social protection of the elderly is mainly through social security limited to formal employment. It is for this reason, that social assistance to the aged is being emphasized in this policy.

Multi Sectoral Approach

The social sector components are inter-related. Population growth affects the demand for education and health services. Education enhances appreciation for health and population programmes, healthy pupils are likely to learn more. Successful implementation of social sector programmes depends on development in other sectors such as infrastructure and agriculture. The underlying causes of malnutrition are household food insecurity, poor access to health services, sanitation and inadequate caring practices. Good governance is needed to bring together all these sectors and identify their different roles, priorities and institutional requirements. The increase in the communication link between personnel in these sectors will facilitate a multi sectoral approach to development. Government will ensure that Nigerians participate in a stable and growing economy, with an improved delivery of social services that is realistic, resources based and consistent with the National Development plans and aspirations.

CHAPTER 3

POLICY MEASURES

3.0 Minimum Package of Protection

Government shall implement a transformative social protection framework, which takes into consideration both economic and social forms of vulnerabilities. This will be based on a framework whereby social protection will promote social equity and inclusive growth. The framework includes four levels of social protection provisions:

- a. *Protective* (protecting households' income and consumption, which includes social assistance programmes such as cash transfers, in-kind transfers, fee waivers to support access to basic and social services);
- b. *Preventive* (preventing households from falling into or further into poverty, these including, health insurance programmes, and subsidized risk pooling mechanisms];
- c. *Promotive* (promoting household's ability to engage in productive activities and increase incomes, for example, labour based cash transfer schemes/public works employment schemes, agricultural inputs transfers or subsidies, cooperatives, etc.); and
- d. *Transformative* (addressing social inequalities and discrimination, which include, for example, core social

protection programmes which tackle gender inequality and promote child rights and linkages to awareness-raising programmes or tackling discrimination).

Government shall ensure that no citizen falls below the minimum level of social and economic wellbeing, security and dignity as enshrined in the Social Protection Floor. Based on constitutional provisions and international benchmarks, this Social Protection Floor for Nigeria shall be a minimum essential level of social rights, services and facilities that all citizens should enjoy as explained in section 3.2.

3.1 Prioritization and Progressive Realization of Policy Measures

The purpose of the social protection system envisaged in this Policy shall be oriented towards a long-term vision, with a perspective of twenty years, drawing on evidence from international and regional experiences which show that comprehensive and sustainable social protection systems cannot be built in the short term. To achieve medium and long term objectives of the NSPP will take time and substantial resources. Against this backdrop, the policy actions and plans will be rolled out in three overlapping phases: short, medium and long terms.

In the short and medium terms, the Policy will develop institutional frameworks and allow the implementing MDAs to administer interventions that should be scaled up or expanded in the long run to engender universal coverage within context of priority interventions.

In the long run, the NSSP shall establish minimum standards of coverage for all Nigerians to be progressively realized. Individual States will be able to implement and achieve these minimum standards at their own pace within 20 years. Also, States will have the flexibility to give priority to one or another element, not all of the interventions need to be addressed at the same time. Moreover, States can implement additional measures if they so desire as the NSSP only establishes a minimum. This Policy embraces and supports other Government initiatives on pensions and social insurance.

3.2 Short, Medium and Long Term Measures

3.2.1 Short and Medium Term

Government will provide a Basic Minimum Social Protection package in the short to medium term. For the short term measures, attention will be focused on the prioritized areas of interventions and in achieving these, the policy objectives and strategies discussed below will be applied to guide the implementing MDAs.

Policy Objectives

- a. Poor pregnant women and children under 5 have access to free essential health care
- b. Family/child transfers aimed at facilitating access to nutrition, education and health care for the poor.

- c. Targeted income support for the poor and unemployed in active age groups, especially through cash-for-work and other labour intensive programmes; and
- d. Citizens in old age category (above 65 years old) and people with disabilities enjoy income security through pensions and transfers granted to ensure their income is not below the national poverty line.

3.2.2 Long Term

With regard to the long term measures, Government through implementing MDAs will plan its strategies in accordance with the provisions in the United Nations Social Protection Floor (UN-SPF), which guarantees a universal minimum package that adopts a life-cycle approach. The UN-SPF consists of the following elements: access to education and essential health services; income security through family or child benefits; unemployment benefit; and income security in old age (non-contributory pension).

In the long term, Government and partners will be committed to sustainable funding, using appropriate mechanisms that provide predictable and institutionalized funding to social protection. For Nigeria to achieve the objectives of the NSPP, some policy measures, policy objectives, and strategies which are described below, will have to be put in place.

The policies below describe the minimum interventions to provide a social protection floor to all Nigerians.

3.2.2.1 Education and Health Services

Policy Measure 1: Free school meals will be provided to all pupils in public primary schools.

Policy Objective: Improve food security, nutrition and schooling for children particularly in the poorest households.

Policy Measure 2: Provide scholarship, learning materials, uniforms and cash transfers for children in poor households and children living with disabilities.

Policy Objective: To encourage and support enrolment and completion for intended beneficiaries in basic education through reduction of social and financial barriers.

Policy Measure 3: All children and adults living with disabilities have access to free health care, education, and required special services and assistive devices.

Policy Objective: Progressive realization of universal access to health and education opportunities for people with disabilities.

Policy Measure 4: Provide free health care services for pregnant women, lactating mothers, children under-5, the aged (people over 65 years old) and people living with disabilities.

Policy Objective: Progressive realization of universal health care for all citizens.

Policy Measure 5: Universal access to Health Insurance Scheme (HIS) or CBHIS and or other social health insurance schemes.

Policy Objective: Progressive realization of universal health care for all citizens.

3.2.2.2 Social Welfare and Child Protection

Policy Measure 6: Provide health services, psychosocial support, and counselling to survivors of violence against persons, child labour, child abuse, child rape, and human trafficking.

Policy Objective: To promote the welfare and healthy development of the persons, especially victims of abuse, exploitation and violence as well as to contribute to the establishment of a legal and institutional framework for social welfare and child protection.

3.2.2.3 Social Housing

Policy Measure 7: Provide decent and affordable housing for the homeless, the monetary poor, and families living in overcrowded and unhealthy conditions.

Policy Objective: Improve access to housing for extreme poor and people living in poor housing conditions.

3.2.2.4 Livelihood Enhancement and Employment

Policy Measure 8: Unemployment insurance and non-cash unemployment benefits to job seekers.

Policy Objective: To enhance the income and livelihoods of the unemployed.

Policy Measure 9: Labour based cash transfer/Public Works Programmes for Youths, persons with disabilities and the unemployed.

Policy Objective: To enhance the income, livelihoods and employability of young persons and persons living with disabilities and others vulnerable to economic shocks.

Policy Measure 10: Provide support for sustainable livelihood through skills training, access to land, inputs for smallholder farmers, affirmative action for youth and women's employment, and access to financial services for micro and small enterprises and cooperatives. .

Policy Objective: To enhance the income and livelihoods, earning capacity and create opportunities for enhanced livelihoods and a life of dignity.

Policy Measure 11: Provide affordable child care services for children under 5 to enable parents engage in productive activities.

Policy Objective: Improve participation of parents in the employment and productivity sector of national development.

3.2.2.5 Social Insurance Schemes

Policy Measure 12: Contributory pensions available to all citizens 60 years of age and above.

Policy Objective: Enhance livelihoods and income, and a life of dignity for the elderly.

3.2.2.6 Social Assistance

Policy Measure 13: Provide non-contributory pensions for all citizens over 60 years of age, as well as cash and food grants for poor families, orphans, street children, and others vulnerable to harmful cultural practices.

Policy Objective: Reduce poverty, hunger and starvation in households and individuals that are labour-constrained and at risk of falling into extreme poverty.

Policy Measure 14: Provide cash transfers to families and cash for work schemes which are activated at the onset of emergencies.

Policy Objective: Enhance resilience, protect and enhance support for communities and households vulnerable to shocks of human-made and natural disasters.

3.2.2.7 Traditional Family and Community Support

Policy Measure 15: Support family and community-based mechanisms and systems for the intended beneficiaries to respond to shocks and extreme poverty.

Policy Objective: Strengthen community solidarity and family resources and assets for support and care for the intended beneficiaries

3.2.2.8 Legislation and Regulation

Policy Measure 16: Provide a legal framework that specifically protects intended beneficiaries including children through inheritance rights, birth registration, child care services and breast feeding.

Policy Objective: Strengthen existing legal framework to protect and promote the welfare of women and children.

3.3 Targeting and Registration

One of the fundamental principles of the NSSP is universality. The NSSP establishes a social protection floor for all Nigerians. Thus, many of the interventions and policies explicitly promote universal coverage (e.g. health insurance for all Nigerians). However, in order to ensure universality, some individuals, families, and groups may need to receive special attention (e.g. scholarships for children from poor families). In these cases, States will have the flexibility to establish targeting schemes and canvassing mechanisms to find the intended beneficiaries for their own programmes.

A combination of Community-Based Targeting (CBT), assessment mechanisms (means testing, proxy means testing), broad categorical eligibility (e.g. geographic targeting), targeting by category and life cycle (e.g. the elderly, under-5 children), household vulnerability analysis and self-targeting mechanisms with specific emphasis on transparency and downward accountability, among others, could be adopted by States. This approach will ensure citizens' participation and empowerment and strengthen local ownership of social protection programmes. Most household targeting systems involve the quasi-exhaustive survey approach. Due to its widely adopted use and context-appropriate design, the quasi-survey approach could be employed as the primary targeting mechanism for the social protection programme. This approach is pragmatic. It will ensure citizen participation and empowerment, and strengthen local ownership of social protection programmes. This may be scaled up as the economy improves. State programmes may adopt one or a combination of any of the social protection mechanisms

Any approach States implement will be complemented with households applying for benefits on an on-going registration basis as well as regular updating and re-certification. This will require substantive support from the National Social Protection Secretariat (NSPS) and the State/LGA Social Protection Committee at the State/LGA level to facilitate the registration, needs assessment and re-certification. A combination of these two approaches will be an effective way to balance the goals of reaching out to the poor while minimizing the costs of interviewing large numbers of ineligible non-poor households.

3.4 The Single Register System

In order for the NSPP and programmes to be effective, a regular and reliable registration and tracking system will be put in place. Therefore, information from the National Identity Management Commission (NIMC), the National Health Insurance Scheme (NHIS), the National Bureau of Statistics (NBS) as well as Labour Market Information Systems (LMIS) and other similar systems will be required in this regard. The single register will be updated periodically to ensure the reliability of the data. The database will provide the necessary information for ensuring that resources go to the intended beneficiaries.

3.5 Graduation and Exit

A key goal of the NSSP is to ensure a minimum standard of living and a life of dignity to all Nigerians. This means that some policies and interventions will be sustained for as long as the intended beneficiaries need them (e.g. a disability benefit will last as long as the person is disabled, a pension for the elderly will be maintained all through their old age). Nevertheless, the NSSP also includes

policies intended to lift individuals and families out of poverty, encourage them to find employment and engage in productive activities to earn their own livelihoods. It is therefore, expected that the intervention programme shall empower terminal beneficiaries with productive capacity to participate in other programmes for a period of time to develop and sustain their basic livelihoods. During the latter stages, beneficiaries will be linked up with other complementary programmes to further enhance their social and economic capacities.

3.6 Effectiveness of Social Protection

While current social protection interventions have targeted and benefited the “active poor” or the “working poor”, it has made little impact on a large number of poor (and perhaps growing number) population. The impact of having an “unreached” excluded intended beneficiary is such that these groups will forever be trapped in the inter-generational cycle of poverty which will jeopardize the achievements of national poverty reduction and development goals.

Therefore social protection initiatives to improve and enhance access to basic social services will be highly dependent on the effectiveness of the achievement of sectoral policies.

CHAPTER 4

INSTITUTIONAL FRAMEWORK

4.0 Coordination and Integration

Social protection policy will be delivered in a timely, harmonised, and effective manner. There will be inclusive processes soliciting the inputs of all stakeholders with clear resolve and assignment of roles and responsibilities for policy making, implementation and regulation. Resonance and sustained partnerships will be developed between a diversity of stakeholders including CSOs that represent the best interests of the intended beneficiaries. Partners will commit to a common set of standards for financial management, targeting of beneficiaries, reporting as well as monitoring and evaluation.

To achieve policy coordination, the Federal Government shall establish an institutional framework that will effectively and efficiently oversee the social protection policy across the country.

A governing body drawn from state and non-state organisations shall be appointed to ensure that:

- a. the NSPP mainstreamed into national plans and the budgeting system; and
- b. There is effective coordination of state and non-state actors entrusted with implementation of social protection programmes.

In terms of integration, the social protection system will be designed in a way that ensures social protection services are integrated, to effectively and efficiently address multi-faceted vulnerabilities. Government MDAs and partners involved in social protection will commit to a harmonized set of financial management procedure, audit process, advancement, monitoring and evaluation and reporting processes, consistent with national, regional and international guidelines and indicators for the purpose of comparing progress made in different sectors, among others.

4.1 The Key Stakeholders and Roles

The major stakeholders that will ensure the effective implementation of NSPP include the Federal, State, and Local Governments as well as Civil Society Organizations, the private sector, and international development partners. The detailed responsibilities of each stakeholder are specified below;

4.1.1 The Federal Government

The Federal Government shall:

- a. provide leadership in all aspects of implementing the policy;
- b. enact legislations and provide enabling environment;
- c. review Social Protection Policy;
- d. ensure timely and adequate discharge of financial obligations;

- e. seek international cooperation and collaboration towards the success of the Policy; and
- f. enhance the capacities of States and Local Governments for effective implementation of the Policy

4.1.2 The National Social Protection Council

The Federal Government shall set up, by an Act of the National Assembly, a semi-autonomous body called the National Social Protection Council (NSPC) to be domiciled in the Ministry of Budget and National Planning (MBNP) to coordinate the NSPP. The Council shall be composed of:

- a. The Vice President as the Chairman
- b. The Minister for Budget and National Planning as the head of Secretariat,
- c. Minister of Labour as a member,,
- d. Honourable Ministers of relevant Ministries,
- e. Representative of the organised private sector,
- f. Representative of Civil Society Organizations,
- g. Representative of Nigeria Governors' Forum and ALGON,
- h. Representatives of the OSSAP/SDGs Office,
- i. Special Adviser to the President on Social Investment,
- j. Representative of NISER and,
- k. NIMC

The Council shall have the following functions:

- a. present timely annual report to the President and the National Assembly on the status of social protection policy implementation in the country.
- b. ensure periodic review of the NSPP;
- c. develop regulations on accountability measures and mechanisms;
- d. provide linkages with other government oversight mechanisms and institutions;
- e. ensure that sector actors prioritize social protection programmes in the annual budgets;
- f. undertake/facilitate fundraising for social protection activities and capacity building;
- g. conduct overall monitoring, evaluation and review of the Policy;
- h. coordinate development partners' contribution to social protection in Nigeria in line with the national strategy
- i. promote effective inter-governmental collaboration in Social Protection programs.
- j. initiate and oversee studies, assessments and evaluations to gather evidence; and.
- k. work with the media on advocacy and mobilization activities.

4.2 Sub National Social Protection Framework

States are to adopt and adapt the Policy, and provide matching grants for the implementation of the programme. They are also to be involved in the implementation of the NSPP. States will have the flexibility to replicate the structures existing at the Federal level.

4.3 The Local Government Areas (LGAs)

The LGAs are to be involved in ensuring the implementation of programmes at the local government level and provide counterpart support. They are also expected to be involved in mobilization, sensitization and participate in the monitoring and evaluation process.

4.4 Traditional Rulers/Community Leaders

Implementing MDAs shall ensure the Involvement of community level governance structures in delivery of the social protection services in LGAs and communities shall support effective programme implementation and build community confidence in collective action.

4.5 Civil Society Organisations and Community Based Organisations

Civil Society Organisations including CBOs are important to the monitoring and evaluation of the NSPP. These organisations are accountable to their constituents who are mostly the beneficiaries of social protection programmes. They shall work through their respective LGAs as partners to ensure that the policy achieves the intended objectives, support transparency and accountability mechanisms on the social protection process, and improve communication and information sharing to inform people about their rights and obligations. They will be expected to support policy and programme development through evidence-based research.

4.6 International Development Partners (IDPs)

The Federal Government shall collaborate extensively with IDPs in the implementation of the NSPP. The specific functions of IDPs shall include

- a. systems strengthening through provision of technical assistance;
- b. research and logistic support;
- c. sharing lessons from global experience;
- d. capacity building at all levels for sustainability and;
- e. making predictable financial commitments for effective policy delivery.

4.7 Regulation and Dispute Resolution: The implementing MDAs shall have in place internal mechanism to handle all matters relating to complaints, disputes, fraud and fraudulent practices while other issues outside their jurisdiction should be referred to the appropriate judicial and enforcement institutions.

4.8 Institutional Development

Institutional development is considered to be critical to the achievement of the implementation of the NSPP. Therefore, Government and partners shall invest in developing the capacities of institutions for a sustainable social protection at all levels of government and across MDAs.

The scope and nature of capacity building and institutional support shall be based on needs assessment of the capacity of all relevant institutions that will be involved in the policy and implementation of social protection interventions.

An action plan in line with the objectives of the national institutional development strategy will outline the necessary actions to improve the capacity to deliver the social protection. This will include, but not limited to the following:

- a. plans to adequately provide resources to key departments responsible for administration of on-going social protection programmes with trained staff, ICT equipment and vehicles;
- b. technical assistance for mentoring relevant staff of implementing agencies by development partners; and
- c. training modules and process manuals shall be developed for guidance on the administration of social protection programmes.

4.9 Monitoring and Evaluation

Effective Monitoring and Evaluation (M&E) systems are important for providing evidence on the impact of projects and programmes. Government recognises the importance of an effective M&E system as a tool for learning from past experience and improving service delivery while also demonstrating results as part of accountability to key stakeholders.

Government has already established structures to support M&E in Nigeria. Therefore, a critical thrust of the NV20:2020 is the institutionalisation of M&E across all spheres of government for effective implementation of policies and programmes. This consideration provides a single framework that provides the platform for assessing any programme implemented in the interest of the Nigerian public. Therefore the existing Nigeria's national M&E framework will apply to NSPP in Nigeria.

The Nigerian Constitution defines the responsibilities of the three levels of government and supports a degree of autonomy for the State Governments in relation to the Federal Government. The Local Governments operate as autonomous entities of the State Governments, with their existence and source of

revenues guaranteed by the Constitution. The arrangements and structures for M&E therefore, cover the Federal and State levels. The MBNP is responsible for the overall coordination of National M & E across all levels of government, anchoring the coordination of the national system.

4.11 Performance Measurement

For the NSPP to be effective, evidence shall be provided on the extent the intended beneficiaries are reached. Towards this end, a scorecard will be generated on the NSPP. This will be used as input into the overall National Social Protection Report and also provide a detailed evidence of performance .

The scorecard shall be applied to each of the policy measures described in Chapter 3. The information collected through the scorecard will support performance-based monitoring, budgeting, planning and coordination among implementing MDAs.

Outcome KPIs measure the progress towards the national development objectives in the different strategic sectors in line with the **National Vision 20:2020** (Medium Term Successor) strategic development plan. The structure of the scorecard caters for short and medium term targets, hence periodic evaluation will be undertaken to provide an understanding of the performance of the various policies and interventions.

4.12 Reviews

The NSPP shall be reviewed every 3 year to ensure it is responsive to emerging issues and challenges, and to address fundamental challenges identified in the M&E process. The NSPC shall facilitate the review of the Policy. All key stakeholders shall be involved in the review to ensure that their views, perspectives and concerns are collected and considered in the process.