

REVISED DRAFT NATIONAL SOCIAL PROTECTION POLICY

FEDERAL REPUBLIC OF NIGERIA
Federal Ministry of Finance, Budget, and National Planning
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FOREWORD

Nigeria has had inspiring political and economic progress in some time past, but the economic progress was truncated by 2 recessions between 2015 and 2020. Democratization has enhanced political stability, creating a more conducive environment for carrying out reforms needed to grow the economy. The economy initially responded positively with a consistently high growth rate leading to the current estimated Post-Rebased GDP of US\$510 billion. Nigeria has not recorded significant progress in translating this impressive economic performance into improved well-being for the generality of Nigerians during the periods of growth. The recession periods were critical as it affected all facets of the economy and increased the poverty situation of the country. 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, especially during the time of COVID-19 pandemic, Nigeria's economic growth was mainly driven by the non-oil sector to keep the Real GDP growth unchanged in recent times.

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

The revision of the National Social Protection Policy is consistent with our national aspirations of lifting 100 million Nigerians out of poverty in the next 10 years. It provides a framework for promoting social justice, equity and inclusive growth. It is a transformative tool for addressing poverty, unemployment, social and economic vulnerabilities, inequality and 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 revised 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 Finance, Budget and National Planning for this initiative and for revising this Policy. 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 Save the Children, UNICEF, WFP, UNDP, FCDO, ILO, and other Development Partners in the revision 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 revised Policy.

I am, therefore, delighted to present the revised 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 Finance, Budget and National Planning, (Budget and National Planning arm) the coordinating organ of all projects, programmes and policies of government, was given the task to anchor the revision 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 subnational levels. It is, therefore, a national policy derived from national consultation and consensus. The policy document was enriched by inputs from an array of professional and technical experts and institutions, especially the Social Development department in the Ministry, the Nigerian Institute of Social and Economic Research (NISER), as well as the leadership provided by the top management of the Ministry.

Nigeria's increasing population and widespread poverty necessitated government's concern for concerted efforts to address poverty issues in the country in order to reduce the scourge of poverty and improve the general well-being of all Nigerians. The policy seeks to pursue this through enhanced reduction of inequality and inequity as well as the provision of social incentives. This is imperative to foster 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 increasingly gained importance as a source of concern. Though the various social protection programmes have yielded some results, 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 publicized 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, the policy will facilitate reversal of 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, national and sub national 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 Save the Children, UNICEF, ILO, WFP, UNDP, and the World Bank. The contribution of MDAs, at the Federal and State level, academia, CSOs, stakeholders and the international community are duly acknowledged.

Prince Clem Ikanade Agba

Minister of state, Budget, and National Planning

ACRONYMS

ANC	Ante Natal Care
AU	African Union
BODFOW	Business Development Fund
CBHIS	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
LEMC	Local Government Emergency Management Committee
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:

1. reduce poverty among the people vulnerable to being poor;
2. empower the poor and people vulnerable to economic shocks;
3. enhance human capital development to ensure a life of dignity;
4. provide guiding principles for managing social protection projects and programmes;
5. promote social cohesion, equity and growth inclusiveness;
6. ensure citizens have access to basic social services and infrastructure;
7. provide social welfare and improve food security and nutrition;
8. ensure decent employment and sustainable livelihood;
9. protect individuals and households from shocks that can make them fall into extreme poverty; and
10. promote synergy and coordination among all social protection intervention agencies.

It is the responsibility of government to 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 5 categories as follows:

Social Assistance

Policy objective 1: Social assistance & (social care) to support the poorest and most vulnerable group including children, people living with disability and the elderly in attaining an improved standard of living.

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 60 years old) and people living with disabilities.

Policy Measure 5: Labour based cash transfer/Public Works Programmes for Youths, persons with disabilities and the unemployed.

Policy Measure 6: Provide cash transfers, food transfers, food vouchers to families and cash for work schemes which are activated at the onset of emergencies.

Policy Measure 7: 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 Measure 8: User fees removal for selected basic social services including education, health for poor and vulnerable citizens

Social Care

Policy Objectives 2: To provide support for distressed Family and enhance home based care for the vulnerable.

Policy Measure 1: Provide health services, psychosocial support, and counselling to survivors of violence against persons, child labour, child abuse, child rape, and human trafficking.

Policy Measure2: Provide free capacity enhancement programs for home care workers and Offer psych-social counseling opportunities to distressed families and long term home health care givers

Social Insurance

Policy Objective 3: Social insurance including support for the poorest and most vulnerable against risks and shocks

Policy Measure 1: Universal access to Health Insurance Scheme (HIS) or CBHIS and or other social health insurance schemes.

Policy Measure 2: Contributory pensions available to all citizens 60 years of age and above.

Policy Measure 3: Insurance for unemployment including for maternity, paternity, disability, accident,

Policy Measure 4: Provision of child grant for children in poor and vulnerable households

Policy Measure 5: Insurance for Crops/livestock providing compensatory support in the event of contingencies to be activated during economic shocks

Labour Market Intervention

Policy Objective 4: Labour market regulations

Policy Measure 1. Job search services including systemic sharing of work opportunities for unemployed persons seeking for job

Policy Measure 2: Job training, upgrading and adapting jobseekers' skills

Policy Measure 3: 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 4: Unemployment insurance and non-cash unemployment benefits to job seekers.

Policy Measure 5: providing unemployment subsidies (health insurance exemptions, reduced medical fees; education fee waivers; food subsidies; housing subsidies and allowances; utility and electricity subsidies and allowances; agricultural inputs subsidies; and transportation benefits)

Complementary measures (Assumptions) for SP policy effectiveness

This is to provide supporting measures mainly for the availability of services to ensure effectiveness of social protection measures – elements of social protection floor -

Policy Measure 1: availability of quality schools especially in poorest areas

Policy Measure 2: Availability of functional health infrastructures accessible to the poor and vulnerable

Policy Measure 3: Availability of other services, including accessible markets, goods, and so on

Strengthening Social Protection System

Policy Objective 5: Strengthen Social Protection System with reinforced institutional framework legislation and regulation.

Policy Measure 1: Develop and utilize National Social Register for Poor and Vulnerable adequate for beneficiaries' selection for social protection programmes, especially non contributory.

Policy Measure 2 Effective coordination mechanism backed by adequate management information system (MIS)

Policy Measure 3: Develop legislation and regulatory framework Policy that will culminate into assented bill/law by the president.

Policy Measure 4: Provide a legal framework that specifically protects intended beneficiaries including children through inheritance rights, birth registration, childcare 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.

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CHAPTER ONE

1.0 Introduction

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 revised **National Social Protection Policy (NSPP)** has now been developed using a bottom-up approach. It has benefitted 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

The overarching goal of the current policy was 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

1.1 Objectives

To achieve this goal, the following specific objectives were set 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.

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.

Nigeria's increasing population and widespread poverty necessitate government's concern for concerted efforts to address poverty issues in the country in order to reduce the scourge of poverty and improve the general well-being of all Nigerians. The policy seeks to pursue this 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.

The current National Social Protection Policy (NSPP) was approved by the Federal Executive Council in December, 2017. Its implementation commenced in 2017 and ending in December, 2020. There is the need therefore to review the policy.

1.2 Objectives of the Policy Review

The main objective of the review is to accommodate emerging issues on social protection so that Nigeria will flow with the Global trend in social protection programmes across sectors at both the national and sub-national levels of government. Specifically, the current National Protection policy document (2017-2020) deserves a review for the following reasons:

- i. The policy recommended its review for every four years and the implementation of the policy is currently in the 4th year.
- ii. Nigeria needs to see the COVID-19 pandemic as an opportunity to strengthen her social protection programmes as well as intervention strategies to accommodate all relevant actors and sectors of the social protection.
- iii. There is the need to further define roles and responsibilities of all key players particularly with the emergence of the Ministry of Humanitarian Affairs, Disaster Management and Social Development.
- iv. There is also need to revisit the method of data capturing of the poor and vulnerable to provide for a comprehensive peculiarities of Nigeria typology and demography;
- v. There are global emerging issues that require social protection interventions.
- vi. The review also presents an opportunity to strengthen and clarify the implementation arrangements of the policy which will include development of a costed plan, M&E framework and coordination strategy.

1.3 Context of Nigeria: Issues and Current Realities in Social Protection Programme in Nigeria

Nigeria is a multi-ethnic and culturally diverse federation. It has a three-tiered government consisting of the federal government, thirty-six states, the federal capital territory, Abuja and 774 local government areas. With a population of approximately 206 million,¹ Nigeria has the largest population on the continent. More than half of its population, 111.5 million people, are younger than 20 years.² With a fertility rate of 5.41 children born per woman and a population growth rate

¹ (UN Data, 2020)

² (United Nations Department of Economic and Social Affairs, 2019)

of 2.6 per cent, the national population is estimated to reach 400 million by 2050. This offers potential for economic development and growth.

Poverty is widespread and deepening in Nigeria. 51% of the population, about 105, 057, 896 people live in extreme poverty in Nigeria with urban and rural poverty incidence being 52.1% and 18.1% respectively (World Poverty Clock, 2020; EPRI, 2020). According to national data, in 2019, 40 per cent of the population, equal to 82.9 million individuals, lived below the national poverty line of USD 355 USD.³ 98 million of that number live in multi-dimensional poverty according to the United Nations Development Programme (UNDP, 2019). According to the World Bank (2019), 49.9 per cent of Nigerian households lived below the international poverty line of US \$1.9 per day in 2018. In addition to monetary poverty, multi-dimensional poverty is also high and affects about 50 per cent of the population. Multi-dimensional poverty takes into consideration deprivations in aspects including education and health, as well as access to water and sanitation. Although it is often associated with monetary poverty, it draws a more comprehensive picture of the population's living conditions since critical aspects of well-being are captured. These include key well-being, health and education indicators in Nigeria.

It is in the context of the above that Nigeria is implementing social protection programmes to alleviate poverty and also prevent people from further falling into poverty. In the course of consultations with various stakeholders, some emerging issues and present realities were brought to the fore. Those issues are discussed below.

1.3.1 Older Persons

The rights of older persons to social security and to an adequate standard of living to support their health and well-being, including medical care and necessary social services, as laid down in many international human rights instruments, such as the Universal Declaration of Human Rights (UDHR), 1948, and the International Covenant on Economic, Social and Cultural Rights (ICESCR), 1966 is conspicuously missing as a critical component in the implementation of the NSPP. Although there are guarantees like pensions and gratuities for those in the formal sector, the overwhelming majority in the informal sector are left in the lurch. For the NSPP to work effectively, conscious preference must be given to the basic needs of older persons.

1.3.2 Youths

The youths make up the bulk of the population of the country. Youth unemployment and under-employment are serious realities that needs to be confronted. Closely associated with youth unemployment are youth restiveness, drug abuse, cybercrime, and youth migration. To harness the potentials of its youthful population, attention should be given to making youth engagement a focal point of the policy. From ensuring quality education to providing opportunities for meaningful engagement, the youths should be helped to become the drivers of an economy that will usher in a period of innovation and prosperity. The recent EndSARS protest is a testimony to the fact that special attention need be paid to issues relating to the youths in the country.

³ This data does not include data for Borno. Here, data could not be collected randomly due to security constraints and thus only data from accessible and secure households was collected. (National Bureau of Statistics, 2019)

1.3.3 Global Health Security (Including COVID-19 Pandemic)

The outbreak of the pandemic this year exposed the vulnerabilities of our healthcare system and the limitations of the NHIS. Were Nigeria faced with the proportion of the pandemic experienced in the Western world, the healthcare system would have been overrun, with many lacking the cover they need to access healthcare for themselves and their loved ones. Now is the time to make use of the opportunity given us to build a robust healthcare system that will ensure access to healthcare for the last Nigerian.

The pandemic also showed the dire need to scale up our social protection programs. The majority of Nigerians became vulnerable, relying on handouts. Some have been irrevocably thrown into poverty. The pandemic showed that the social protection program has to move beyond the transfer of ₦5000 to entire households considering minimum expenditure basket.

1.3.4 Persons with Disabilities (PWDs)

Persons with disabilities are not a homogeneous group. It is important to recognize the diversity of persons with disabilities and that women, men, youth, older persons and persons with different types of disabilities are affected differently. Women, children and older persons face an even higher risk of discrimination, violence and exploitation. Persons with disabilities include those with long term physical, mental, intellectual or sensory impairments which, in interaction with various barriers, may hinder their full and effective participation in society on an equal basis with others. Persons with disabilities have largely not been dealt with as a group with unique peculiarities. More often than not they are lumped together without special attention given to their need and challenges.

1.3.5 Children and Women

Children, girls and women make up a vulnerable segment of the society that should be given special attention. The NSPP was not implemented in such a way to ensure balancing and take into account how these groups are disproportionately affected by such things as poverty, crises and crimes.

1.3.6 Increasing Number of Urban Poor

The COVID-19 pandemic has revealed that the poor and vulnerable in Nigeria are not limited to the rural areas. The urban centres in Nigeria are also full of people who are very vulnerable to economic shocks, especially those who engages in the informal sector and thrive daily income for the sustenance of their households. These urban poor became manifest during the lockdown, the aftermath of the pandemic. The implementation of social protection going forward, therefore, should take cognizance of this large group of people, and their concerns addressed.

1.3.7 Humanitarian Crisis

The country is facing an unprecedented humanitarian crisis ranging from the Boko Haram insurgency in the Northeast, to banditry in the Northwest, to kidnappings in different parts of the country, to herdsmen-farmers clashes in the central part of the country. These waves of displacement, including hither-to unheard of occurrences, have seriously tested the social protection system in the country. These crises have forced many into a **situation of displacement**,

with many seeking refuge in IDP camps or in neighboring countries. Refugees, IDPs, and returnees are in need of humanitarian assistance.

The Boko Haram insurgency, banditry, kidnappings and clashes between herdsmen and farmers have led to the internal displacement of over 2.8 million individuals in the country. Additionally, the country is host to over 68,000 refugees and 3,000 asylum seekers.

1.3.8 Role of Private Sector

The recent overwhelming display of philanthropy and corporate social responsibility in the wake of the COVID-19 pandemic showed the potentials inherent in the private sector. The Coalition Against COVID-19, CACOVID and other individuals and organizations donated materials worth billions of naira. The renewed awakening of CSR spirit can be harnessed to drive Social Protection in the country.

CHAPTER TWO

General Overview of Social Protection

2.1 Understanding Social Protection

2.1.1 The Concept of Social Protection

Social protection, first as a norm, and then much later, as a concept has been a vital source of support for the members of the society that are most indigent or those exposed to the risk of unexpected events or the uncertainties of life. It can be argued that social protection then is as old as man because the basic idea inherent in the concept has been an integral fabric of the life of early societies in Africa and Asia as well as that of Medieval Europe; Family members always willing to lend a helping hand in times of financial woes, the working class taking care of the older population and agricultural communities coming together to form cooperatives that serves as a network of support for individual farmers.

The concept of social protection has been variously defined and described by numerous authors, each definition often been an adaption tailored towards the specific objective of the author, but nonetheless having ideas that are held in common. It would be instructive to consider a few of these definitions and come up with a working definition that captures the essence of this paper, with particular emphasis on the multi-faceted Nigerian problem and its contemporary importance in addressing the recent economic recession.

The African Union defined Social Protection as a "package of policies and programmes with the aim of reducing poverty and vulnerability of large segments of the population. This it does through a mix of policies/programmes that promote efficient labour markets, reduce people's exposure to risks, and contribute to enhancing their capacity to protect and cover themselves against lack of or loss of adequate income, and basic social services." (African Union Documents, 2007)

The European Report on Development regarded it "as a kind of insurance policy against poverty and a tool for delivering social justice, as well as a means of promoting inclusive development." It went further by saying it "is an expression of solidarity and cohesion between the haves and have-nots, between governments and citizens, and even between nations."

It is instructive to note from the above definitions that Social Protection is a tool of the government of a nation to drive development and ensure social justice. It is also a tool of expressing camaraderie within members of a society, 'the haves and have-nots', bridging the gulf that exists between the groups; or as it is said in the local parlance 'giving back to the society'. Lastly, it is a tool used by wealthier nations to lend a helping hand to less fortunate ones, a tool of redistribution of the world's wealth. It has also been argued in some quarters that it a means the Developed Nations are using to assuage their conscience for the roles they have played in the impoverishment and underdevelopment of the Developing Nations.

For the purpose of this policy document, Social Protection will be defined as the programs and initiatives taken by the government of Nigeria, organizations (profit and non-profit) as well as individuals for the purpose of addressing vulnerabilities, assisting the poor, providing cover for members of the society in the case of unexpected events, or otherwise setting the minimum

standard of living for citizens in its sphere of influence. It can also be said to be a veritable tool in the hands of authorities for the redistribution of wealth and the engendering of the spirit of inclusiveness and togetherness.

2.1.2 Social Protection Models

From the above, it can safely be said that the objectives of Social Protection varies, and it is often dependent on the society and its intended beneficiaries. The objective(s) of the specific social protection program will in turn determine the design of the instruments for its delivery and its implementation.

Norton et al. (2001) categorized social protection into two broad ways which are conventionally recognized; *Social assistance* and *Social insurance*.

The work described *Social assistance* as public actions which are designed to transfer resources to groups deemed eligible due to deprivation. Deprivation may be defined by low income, or in terms of other dimensions of poverty (e.g. social or nutritional status).

It went on to describe *Social insurance* as social security that is financed by contributions and based on the insurance principle: that is, individuals or households protect themselves against risk by combining to pool resources with a larger number of similarly exposed individuals or households.

The World Bank (2003) in Sule (2015) coined the idea of Social Protection as Social Risk Management (SRM), indicating also how to manage those risks. Below are a summary of the strategies and a brief explanation of each concept

Prevention Strategies are strategies that are implemented before a risky event occurs. This increases people's expected income and reduces income variance, both of which increase general welfare. Preventive social protection interventions typically form part of measures designed to reduce risks in the labour market, notably the risk of unemployment, under-employment, or low wages due to inappropriate skills or malfunctioning labour markets.

Mitigation Strategies aim to address the risk before it occurs. Whereas preventive strategies reduce the probability of the risk occurring, mitigation strategies help individuals to reduce the impact of a future risk event through pooling over assets, individuals, and over time. For example,

a) *Diversification of investments*, a household might invest in a variety of different assets that yield returns at different times (for example, two kinds of crops that can be harvested in different seasons), which would reduce the variability of the household's income flow. Other examples are formal and informal insurance mechanisms, i.e. risk sharing. While formal insurance benefits from a large pool of participants, which results in less correlated risks, informal insurance has the advantage of low information asymmetry.

b) *Hedging* has an increased importance for financial markets (e.g., forward exchange rate contracts) and is based on risk exchange or payment of a risk price to somebody for assuming that risk.

c) *Coping Strategies* are designed to relieve the impact of the risk once it has occurred. The main forms of coping consist of individual dissaving, borrowing, or relying on public or private transfers.

Holzmann (2003) in Sule (2015) went further to group social risk arrangements, used under these social risk management strategies. They are mainly three of these arrangements.

Informal arrangements are arrangements that have existed since the dawn of mankind. When market institutions haven't come into existence, households have taken the initiatives to protect themselves using informal networks, like their families, community, or through personal arrangements of self-insurance and self-protection. Examples of this kind of arrangement include: the buying and selling of real assets (such as cattle, real estate, and gold), informal borrowing and lending, crop and field diversification, the use of safer production technologies, storing goods for future consumption, mutual community support arrangements, and kinship arrangements through marriage.

Market-Based Arrangements are arrangements when individual households take advantage of market-based institutions such as money, banks, and insurance companies when these are available. However, in view of these instruments' limitations due to market failure, their usage will be initially restricted but will rise with financial market development. Because formal market institutions are reluctant to lend to households without secured earnings, Microfinance Institutions are also an important instrument of social risk management.

Public Arrangements for dealing with risk came into being with the development of the modern welfare state but are relatively scarce and have very limited coverage in the developing world for fiscal and other reasons. When informal or market based risk management arrangements do not exist, break down, or are dysfunctional, the government can provide or mandate (social) insurance programs for risks such as unemployment, old-age, work injury, disability, widowhood, and sickness. The mandatory participation in a risk pool can circumvent issues of adverse selection, in which individuals with low risk profiles avoid participation in insurance pools due to premiums while individuals with high risk profiles join in order to gain access to payouts. Since these programs typically apply to those in formal employment, their coverage in developing countries is generally low. On the other hand, governments have a whole array of instruments to help households to cope after a shock hits. These include social assistance, subsidies on basic goods and services, and public works programs.

A consideration of the Social Protection models will readily reveal that the common form of social protection practiced in Nigeria is the **Social Assistance** model and it is generally delivered through the **Public Arrangement** strategy. This work will therefore critically assess the problem of social protection in the Nigerian context, drawing heavily on the models that have been developed from Independence.

2.2 Rationale for social protection policy as foundation for building a SP System

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.

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 current NSPP, which is undergoing review, was formulated in the context of the NV 20:2020. The key aspirations of the 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.

In the same vein, the almost immediate past development plan for Nigeria, Economic Recovery and Growth Plan (ERGP) also recognized the need to invest in the people in the form of social protection. It acknowledged that economic growth is beneficial to society when it creates opportunities and provides support to the vulnerable. It is in the light of this that the need to invest in the Nigerian people by increasing social inclusion, creating jobs and improving the human capital base of the economy is categorically stated in the Economic Recovery and Growth Plan (FRN, 2017).

In order to make room for social inclusion, the Federal Government promised to continue to provide support for the poorest and most vulnerable members of society by investing in social programmes and providing social amenities. Targeted programmes aimed at reducing inequalities among Nigerians were initiated. In order to improve human capital, the Federal Government promised to invest in health and education to fill the skills gap in the economy, and meet the international targets set under the UN's Sustainable Development Goals (SDGs). The ERGP was also to improve the accessibility, affordability and quality of healthcare and roll out the National Health Insurance Scheme across the entire country among others (FRN, 2017).

In order to achieve the above, National Social Investment Programme was established in 2016 with the aim of addressing the prevailing issues of poverty and hunger among targeted vulnerable groups which include youths, women and children. The total sum earmarked for its implementation was 500 billion naira (FGN, 2018). To effectively address the differential socio-economic status among the targeted groups, four programmes were established under the National Social Investment Programmes with each of these programmes targeting a particular group of interest. These are Home Grown School Feeding Programme, N-Power, Conditional Cash Transfer Programme and Government Enterprise and Empowerment Programme; while Home Grown School Feeding Programme was targeted at school children; N-Power targeted at unemployed youths, especially graduates; Conditional Cash Transfer Programme targets households at the base of "poverty pyramid"; and Government Enterprise and Empowerment Programme was meant for "traders, artisans, enterprising youth, farmers and women in particular. All these programs must

have had their root in the National Social Protection Policy approved by Federal Executive Council (FEC) in 2017.

The goals and objectives of SP should reflect the notion of distributive justice and the importance of providing better access to quality services and a stable means of income to the poor and vulnerable people in Nigeria.

2.2.1 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).

2.2.2 The National Development Frameworks and Social Protection

The revised NSPP is formulated in the context of the ERGP and the current Medium Term Development Plan. The key aspirations of this development framework are:

- c. optimizing human and natural resources to achieve rapid economic growth; and
- d. 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.

2.2.3 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
- h. African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention) (2009).

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.

2.2.4 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.

*In the light of the above, social protection covers a **set of policies and programmes, or tools of social justice** targeted at **large segments of the population** to provide people with **stable access to a means of income and quality social services**, including affordable healthcare and education, in order to **reduce people’s exposure to the risks of poverty and inequality**.*

2.2.5 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.

2.2.6 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.

2.3 Social protection initiatives in Nigeria including lessons from 2017-2020, National Social Protection Policy

The draft 2004 and FEC approved 2017 Nigeria Social Protection Policies 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.

2.3.1 Current Social Protection Programmes

In revising the current NSPP, it is imperative to review existing social 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-type programmes, with a few in-built social insurance and social equity programmes. The Federal Government-led social protection includes the following programmes:

- a. Programmes under the National Social Investment Programme (NSIP), which are; the Conditional Cash Transfer(CCT), Home Grown School Feeding Programme (HGSFP), N’Power, and Government Enterprise and Empowerment Programme (GEEP)
- b. National Health Insurance Scheme (NHIS)
- c. In-Care of the Poor (COPE), which is targeted at extremely poor households (those headed by a female, the elderly, physically challenged, and fistula or HIV/AIDS patients) with children of school-going age;
- d. the health fee waiver for pregnant women and under-fives (funded by the MDGs-DRG and provided on a universal basis); and
- e. The Community-Based Health Insurance Scheme (CBHIS) (re-launched in 2011 after previous design challenges),

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.

Table 2.1: Social Protection Interventions Implemented at both the federal and state levels in the last few years.

Federal/States	Programmes	Objectives
Federal Government (NASSCO/NSIP/NCTO)	Conditional Cash Transfer (CCT)	To improve consumption of the poorest of the poor households
Federal Government (NASSCO/NSIP/NCTO)	N’Power	To provide employment for unemployed youths
Federal Government (NASSCO/NSIP/NCTO)	Government Enterprise and Empowerment Programme (GEEP)	To provide soft loans to market men and women, and those in MSMEs
Federal and State Governments	Home Grown School Feeding Programme	To provide one meal for primary school on daily basis to improve school enrolment

Federal Government/FMLE/NSITF	Social Insurance for Employment Injury	To provide social insurance For those who sustain permanent injury during the course of work
Federal and State Governments/PENCOM	Pension Scheme for Retired people	To have access to income in old age
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)
NAPEP(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 (b)public works(FERMA) (c)vocational training (d)GIS (e) CSWYE	To cushion the effect of the partial removal of the fuel subsidy, reduce 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 Undo 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 programme for elderly	Improve living condition of the 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 form all sector and marginalized group against the burden of high out-of-pocket health expedition
Kano, Bauchi and Katsina	Conditional cash transfers(CCTs) for girls education	To reduce girls drop-out rates 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 secondary level	Human capital development
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2.3.2 Lessons Learnt in the Implementation of 2017 – 2020 Social Protection Policy

Introduction

Some of the lessons learnt as a result of implementing the NSPP of 2017 – 2020 in the areas of relevance, adequacy, coherence, inclusiveness, efficiency, effectiveness, impact and sustainability are discussed below. Emerging social protection issues and realities, as well as identified gaps in the national social protection policy implementation over this period are also presented.

2.3.2.1 Policy Relevance

The relevance of a programme pertains to the extent to which the programme objectives are continuously consistent with the needs of the recipients or beneficiaries. Relevance is also measured if objectives and the programme design are suitable and continue to be so in changing environments. There is a unanimous agreement that the programme in the policy document are very relevant in the Nigerian context. The National Social Protection Policy was therefore seen as a welcome development to lift many out of poverty, while at the same time providing social safety nets for the vulnerable so that they do not fall into poverty. The idea to ‘reach the farthest first’ was especially considered to be laudable. Closely related to the above is the lesson learnt from the exposure of the vulnerability of the whole economic set-up by the COVID-19 Pandemic. The reality that more Nigerians could enter into poverty as experienced from the lockdown occasioned by the pandemic reinforces the relevance of an effective Social Protection Policy.

The humanitarian crisis caused by the Boko Haram insurgency in the North-East, as well as rampant banditry, religious and ethnic clashes, and kidnapping in other parts of the country also shows the relevance of the programme. The fallout from these crises as well as the ever increasing scale of natural hazards calls for a comprehensive National Social Protection Policy. The policy is also in alignment with national priorities as well as international commitments of the country, for instance, the Sustainable Development Goals. If the Policy could drive national priorities like lifting 100 million Nigerians out of poverty and lead to the attainment of the SDGs by 2030, then it can be considered relevant.

There were, however, some problems with the relevance of the programme, which is obscured by the non-alignment of the policy measures with one another. The non-availability of an overall implementation plan detracts from the relevance of the programme.

2.3.2.2 Adequacy

There are five major components of adequacy as it relates to social protection policies. A social protection programme is deemed adequate if its benefits are provided regularly and predictably. Secondly, these benefits should be of adequate quality to satisfy the respective needs of the population. Thirdly, benefits should contribute to poverty reduction and equity. This implies that depending on the type of benefit, it should either provide income security or income replacement, facilitate access to health and other services or promote productive economic activity. Fourthly, the benefits provided should be tailored towards addressing all risks along the lifecycle of

individuals. Finally, to be considered adequate, programmes should contribute towards the achievement of national or program objectives.

Using these components as benchmarks for the NSPP being currently reviewed, it is obvious that the programmes are not adequate. Using the first criterion, for instance to adjudge the Conditional Cash Transfer, a component of the NSPP, it comes off as grossly inadequate. The cash transfers are irregular at the best of times and highly erratic.

2.3.2.3 Coherence

Coherence refers to the logical arrangement of the different component parts making up the whole policy. It also carries the thought of aligning the design of the policy to the programme objectives. For the evaluation of this component, both the internal and external coherence are examined. Internal coherence implies that policies and programs should be aligned to ensure that the portfolio of interventions must be comprehensive. Additionally, institutional arrangements should exist and be conducive for coordination across institutions involved in the design, administration, and execution of social protection programs. If programs share administrative support functions and can resort to shared delivery systems, this will reduce fragmentation and overhead costs. As regards external coherence, a program is marked good if its policies are aligned with social, economic, and sectoral policies. Policies and programs should be aligned to ensure that interventions complement each other. In this regard, the policy objectives of the NSPP were coherent. There were policy measures that were tied to actionable plans and then aligned to the overall policy objectives. Overall, there is collaboration and coherence between the actors involved in the design and implementation of the policy measures at the federal and state levels. On external coherence, the lessons show that the NSPP is aligned to both national and international goals and aspirations such as the SDGs, Nigerian Constitution, Nigerian VISION 20:2020, the ERGP and other commitments.

While the program is generally perceived as coherent, there is need for the principal actors' further collaboration with other stakeholders. There is also the need to further strengthen the operational program coherence. There are still important operational components that are not yet in place. An example is the lack of a clearly defined M and E structure and costed operational plan. The absence of such frameworks militates against the coherence of the program.

2.3.2.4 Inclusiveness

For a social protection policy and programmes to be considered inclusive, the entire population, including formal and informal workers, are protected from different risks along the life cycle. To be considered inclusive, the policy must ascertain that available benefits are provided in a non-discriminatory way, that they pursue gender equality and that interventions and individual benefits are accessible by and for all. Furthermore, programme design and implementation should be suitable to meet the special needs of persons with different characteristics, circumstances, and vulnerabilities. Some major areas of inclusiveness that should be worked on are areas relating to the issues of Persons Living with Disabilities (PWDs) and Older Persons. The 2017 - 2020 policy seems to lack a comprehensive provision for these groups of person. It appears they are lumped together with the general population, without paying attention to their peculiar nature and unique vulnerabilities. In summary, the failure of the policy to create a special status for persons living with disabilities and older persons have hampered the otherwise good intentions in the area of inclusiveness.

2.3.2.5 Efficiency

Efficiency is the measurement of how economically resources or inputs in terms of funds, expertise, time, and so on are used to achieve results. It also relates to achieving the results in a timely fashion. The efficiency of the current NSPP is hard to measure or quantify. There is no Monitoring and Evaluation Framework that would be able to give specifics in terms of what was invested, tangible results experienced, and then a measure of its efficiency considering all the factors above. For example, although there is the national scorecard defined in the NSPP, it is not operational as of now. The scorecard is intended to provide detailed evidence on program performance. The non-operational status of this very important component, makes it impossible to mark the NSPP since there are no standards to mark them against, or even concrete results to be evaluated. In conclusion, the NSPP cannot be considered to be efficient because there is no operational scoreboard with key performance indicators with which to measure performance outcomes.

2.3.2.6 Effectiveness

Measuring the effectiveness of a policy refers to assessing the extent to which a policy attains its objectives and detecting the factors that hinder or facilitates the realization of the objectives. It also involves establishing the cause-effect relationship about the extent to which a policy produces the desired outcome. It could be said that the NSPP has not satisfactorily achieved the intended outcome. The desired result would have been the prevention of the identified vulnerable group being prevented from falling into poverty and actually lifting a number of those in poverty out of penury. One underlying cause of this is that the interventions were not designed to respond to shocks and allowances were not provided for market realities like inflation. It became a case of doing too much in so little time. Attention should be paid more to the underlying causes of poverty and deprivations, instead of just throwing money at its manifestation.

2.3.2.7 Impact

The impact of a policy refers to the results or effects that is caused by or attributable to such a policy. These effects can be short, medium or long term, and can be intended or unintended, positive or negative. Only 36 per cent of mapped programs have been evaluated for impact. Impact evaluations are essential to understand if programs achieve their desired impacts and to shed light onto the programs' relevance. Aspects that are usually investigated by impact evaluations are reductions of poverty rates or the poverty gap, reduced extent of inequality or improved food or education outcomes to mention just a few. Should impact evaluations not find any relevant impacts, they are critical to explaining which modifications may be necessary and how these can be achieved. To this end, impact evaluations are essential to make the case for social protection, to keep programs in place or expand them, as well as to raise funding.

There were identified positive impacts resulting from the implementation of the NSPP. One direct positive impact is the improvements that those initiatives have brought to the lives of the beneficiaries. Programs like the Home Grown School Feeding Program, Conditional Cash Transfer Schemes like Trader Moni and Farmer Moni have improved the economic standings of some individuals and nutritional needs of some pupils.

A related but unintended fallout from the first is that Nigerians are becoming aware of the obligation of Government at all levels to invest in Social Investment Programs and that their lives

can be improved through such programs. This is capable of increasing citizens' consciousness and making them participatory in the processes of governance as well as holding their leaders accountable.

Another positive impact is that the NSPP has changed the social protection landscape in Nigeria, at all levels of governance. Almost all the current Social Protection Programs at both the Federal and State levels draw from the NSPP. So while the NSPP has its limitations, it started a revolution in the social protection landscape and things can only get better from here.

One negative impact of the program is the feeling of non-inclusion that some eligible individuals not currently benefiting from the program have. Observing first-hand the positive impact on the beneficiaries makes them feel excluded. Compilation of a comprehensive and inclusive list has been advocated to mitigate this negative impact.

The impact of the NSPP is not felt by the generality of Nigerians. Inequality continues to widen and all the indices of poverty are on the increase. This may explain the impatience of the majority. Many respondents felt the impact is too little, and too slow.

As a whole, the policy and the programmes implemented therein made some marks on the direct beneficiaries of its intervention programs, and changed the social policy landscape. However, the bulk of Nigerians are yet to feel the impact of the various interventions.

2.3.2.8 Sustainability

Sustainability is the degree to which the services or processes continue in the face of a decline or discontinuation of inputs in terms of funds, materials, training etc. provided by the original source(s). One major step that will ensure sustainability is the need for entrenchment of the NSPP by making it into law. If it becomes law, it is reasoned then that successive administrations will be under obligation to continue with the programs and gradually build on the gains.

A good indication of the tendency of the NSPP to survive is the political will to continue with it demonstrated by the present administration and the eagerness of Development Partners to constantly improve the process. The clamoured for more by the citizens can also make its removal by any succeeding administration unpopular, thereby increasing its chances of survival.

A major reason why projects are abandoned after a few years of implementation is often because of lack of resources from the original source of funding. A good way to therefore sustain the initiative is to come up with innovative ways of funding. Looking in the direction of the private sector and trust funds managed by seasoned technocrats who have no link to politics can drive fund generation and sustainability. Already, the private Sector has to some extent rendered support to the National Social Protection Program. In this wise, the contributions by the Health Care providers in National Health Insurance Scheme (NHIS) and the Pension Fund Administrators (PFA) and Pension Fund Custodians (PFC) are commendable

The Political Will to support Social Protection is encouraging. The Development Partners are assisting to review and improve the Policy to meet with best practices at different jurisdictions. When the Policy is translated into legislation as intended, Social Protection in Nigeria will continue to be sustained without further reliance on Development Partners.

2.3.3 Gaps in the National Social Protection Policy

In response to strong economic inequalities and vulnerabilities, the federal government of Nigeria has identified social protection as a strategic tool to address the nation's development challenges. To that effect, the federal government has been investing in social protection by developing and approving a National Social Protection Policy (NSPP) in 2017. However, gaps have been identified in the NSPP therefore the need for a review.

2.3.3.1 Key Gaps

Some of the gaps identified may not be restricted to but include:

- i) **Coverage of Various Population:** The National Social Protection Policy cover only a small fraction of the poor and vulnerable populations. Despite the national policy speaking about a creation of a social protection floors and the life cycle approach, there is an existing gap in coverage particularly among children; the working class population specifically in the informal sector etc. Besides, the policy has not made provisions for people with disabilities and the chronically ill. No Child Grant provisions, social security – contributory and non-contributory; Health Insurance etc. The policy categorized older persons as 65 years and above. Thus, in line with the draft National Policy on ageing and international best practices, older persons should be from age 60 and above. Policy objectives must understand the intersection of gender and disability in its gender mainstreaming and speak to each differently.
- ii) **Governance Structure:** There is no clear and coordinated governance structure in the implementation of the NSPP. Inadequate coordination also results in a lack of, or inadequate referral mechanisms for beneficiaries, which are vital to ensure that the needed services are provided. Therefore, Social protection is highly fragmented as there is no clear and coordinated governance structure. Provision is made for programmes to be implemented in silos with very limited linkages, coherence and communication between stakeholders. Current policy, programmes and systems have not effectively exploited potential synergies between programmes and maximize the developmental and multi-dimensional impacts that social protection can have on multidimensional poverty. Current policy does not provide for the inclusion of PWDs in the governance structure. With the establishment of the disability commission, PWDs should be included. There is need for Mandate Mapping to determine the roles of each MDA.
- iii) **Financing:** Though there is an improvement in financing social protection interventions, much still needs to be done as the level of financing remains inadequate in comparison to the overall need and raising poverty levels. In addition, there is no clear system/mechanism to track how much funding is going into the sector directly from government and also from partners, including tracking outflows or expenditure. Furthermore, there is inadequate and untimely, non-disaggregated data that informs fiscal space analysis to facilitate the timely release of funds to meet urgent and critical challenges. A number of partners have come into the sector and provided support particularly in terms of TA and in some cases direct support to beneficiaries. Besides, there is as yet no institutionalized budget for social protection besides the IDA credit. There is therefore a need for fiscal space analysis for social protection to determine the appetite of government and its financing capacity for social protection in Nigeria.

Considering the massive numbers of Nigerians that require one form of social protection or the other, the funding is inadequate and there is a dire need for increased

funding of these programs in order to expand the number of beneficiaries and ensure that many more people benefit from the impact of the social protection programmes.

- iv) **Systems, Capacity and linkages to states:** Development of an integrated or potentially common system for targeting, monitoring and evaluation, payment, and information management is critical for maximizing the efficiency and impact of social protection in Nigeria. Over the last few years the government has increased investments in systems including the development of the comprehensive social register and the payment system of the cash transfer programme. However, human capacity at the state level is still inadequate and needs to be incorporated in the NSPP to ensure its sustainability. A community based approach should be fully adopted in terms of determining the poorest of the poor at the community level. Department in charge of Social Development at LGA levels should be made responsible for the implementation of SPP and where such departments do not exist, it should be created.
- v) **Monitoring and Evaluation (M&E) Mechanism and participatory management:** Continuous, systematic process for collecting, analysing and using information to track the policy implementation efforts to assess whether the related activities are progressing according to plans, and the efficiency with which the stated goals and objectives are being achieved is still missing. Periodic evaluation of the policy cycle geared towards the assessment of the impact of various programmes as articulated in the policy goals through the use of user friendly tools has not been initiated till date. Involvement of independent and experienced experts in the field of M & E should be regularly carried out at the Federal, States and Local Government levels. There is absence of tools for monitoring and absence of periodic evaluation with clear indicators and defined deliverables in the short, medium, and long-term. There is as yet no costed implementation plan for social protection with result framework, nor is there a framework which define implementing partners or government operational plan as a consolidated plan of action.
- vi) **Definition of Social Protection:** There seems to be a tiny gap in the definition of Social Protection and a bit of confusion around social protection and social investment, this needs to be clarified in this revised policy framework. This gap includes the absence of vulnerability to socioeconomic, and environmental shocks. The definition of the SPP did not incorporate issues relating to environment.
- vii) **Social Protection Research and use of evidence:** Not much of Research and Development; harnessing learnings to inform policy change and programme improvement. There is absence of grants for research and development on social protection matters.
- viii) **Non-Integration of the National Gender Policy into the NSPP:** The National Gender Policy represents the goal shift from women empowerment framework to gender equity and equality, not only as a stand-alone goal but as a necessity for development, peace, security, general well-being and poverty reduction. NGP also ensures that gender consideration are effectively integrated into all aspect of government policies, activities, programmes and resource allocation. It is yet to be integrated into the NSPP implementation.
- ix) **Environmental issues should be mainstreamed**

- x) Legislative framework that specifically protects intended beneficiaries including children should also include women through inheritance rights, birth registration, child care services and breastfeeding.

2.3.3.2 Reform Measures for Social Protection Programmes

2.3.3.2.1 Gender Mainstreaming

Progress on gender equality is recognized as a critical factor in achieving the SDGs. 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).
- e. Specific interest groups such as: child/youth centered organizations, women and girls, older persons, PWD, IDPs/refugees, returnees and migrants, etc.

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.

2.3.3.2.2 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.

2.3.3.2.3 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 THREE

Overview of the situation analysis - Poverty and Vulnerability in Nigeria

3.1 Overview of poverty

Nigeria has a population of approximately 206 million, out of which 40 percent (about 83 million) live below the poverty line while another 25 percent (53 million) are vulnerable. The likelihood of Nigeria's vulnerable population falling into poverty is exacerbated by the deleterious impacts of COVID-19 already manifesting in increasing unemployment and under employment (World Bank, 2020).

Inequality is high is adversely affecting poverty reduction efforts. Inequality is manifested in terms of income and opportunities. The lack of job opportunities is a major cause of high poverty, regional inequality, and social and political unrest. At the beginning of 2020, it was estimated that some 2 million Nigerians would fall below the poverty line because of incongruencies between population growth and economic growth. But with the COVID-19 pandemic, an additional 5 million Nigerians are projected to fall into poverty bringing the total new poor in Nigeria to 7 million (World Bank, 2020).

At present, 98 million Nigerians live in multi-dimensional poverty according to the United Nations Development Programme (UNDP, 2019). According to the World Bank (2019), 49.9 per cent of Nigerian households lived below the international poverty line of US \$1.9 per day in 2018. In addition to monetary poverty, multi-dimensional poverty is also high and affects about 50 per cent of the population. Multi-dimensional poverty takes into consideration deprivations in aspects including education and health, as well as access to water and sanitation. Although it is often associated with monetary poverty, it draws a more comprehensive picture of the population's living conditions since critical aspects of well-being are captured. These include key well-being, health and education indicators in Nigeria.

Poverty seems to be the most basic of all deprivations and arguably the worst stripper of human dignity. It is also the root cause of most denial of human and child protection rights. The multidimensional poverty index (MPI) in Nigeria is high at 0.303 (OPHDI, 2017). Multidimensional Poverty Index (MPI) across domains varies widely with the most deprived State being Yobe with an MPI of 0.635, followed closely by Zamfara State with an MPI of 0.605. This is in stark contrast to the situation in the South-West which has two of the least deprived states – Lagos and Osun, with MPIs of 0.035 and 0.043, respectively (OPHDI, 2017).

All the regions of Nigeria, except for the North-East recorded a decline in the poverty incidence during the period 2013- 2016. The South-West region performed particularly well and managed to cut the poverty rate by more than half during this period, while poverty levels remained particularly high in the North-East and North-West regions at 47.6% and 59.0%, respectively. Importantly, the North-East was the only region to have registered an increase in the incidence of poverty from 45.56% to 47.56% over this period. This accounted for the region's shrinking middle class and the largest increase in income inequality, as measured by the Gini Coefficient, over this period (UNDP, 2018). Inequality, measured by the Gini coefficient, increased from 0.36 to 0.42 between 2011 and 2016.⁴

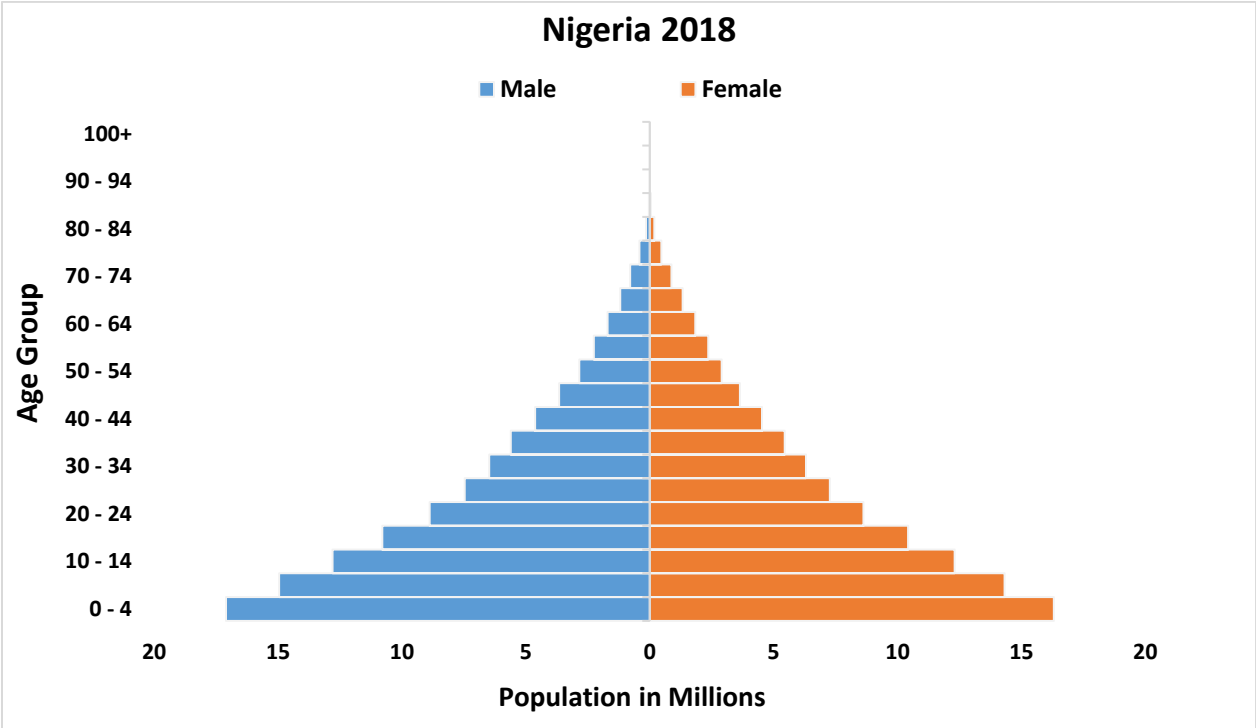
⁴ (World Bank, 2019b)

The intensity of poverty, which measures the percentage of dimensions in which poor people are deprived is highest in northern Nigeria with the North-East at 44%, just one percentage point below the North-West region where the intensity of poverty is 45% and three percentage points above the North central region where the intensity of poverty is 41% (NBS/UNDP, 2018).

3.2 Social risk and vulnerability profile

Nigeria’s demographic presents a social risk and contributes to the vulnerability of Nigeria. At an annual growth rate of 2.6% per annum, Nigeria’s population is projected to hit 402 million by 2050 (Worldometer, 2021). For majority of the population engaged by the subsistence economy, there is little or no growth in per capita income. Further, population growth exerts pressure on the environment which sustains human life. For example, population growth causes soil erosion, nutrient exhaustion, rapid deforestation, and other problems which render the land unusable for agriculture.

Nigeria ranks 7th in the global population and dependencies ranking. More than half of its population, about 111.5 million people, are younger than 20 years.⁵ 42.54% of the population is said to be between the ages 0-14. Children aged 0-4 years, 10- 14 years and youth between 20-24 form the bulk of the population.



Source: Population structure, Index Mundi (2019).

Figure 3.1: Age Pyramid

As shown in the population pyramid, the majority of the population fall between 0-24 years. This high youth population and high dependency ratio combine with high rates of unemployment and slow economic growth to create conditions that exacerbate the risk of children and youth suffering

⁵ (United Nations Department of Economic and Social Affairs, 2019)

from deprivations and poverty thus increasing their vulnerability. Nigeria has an economic growth rate of 1.5%. An estimated 2 million children in Nigeria suffer from severe acute malnutrition, with 32% of children under 5 suffering from stunted growth. About 10.5 million children aged 5-14 years are not in school, with 1 in every 5 children out of school in the world being a Nigerian. Thousands of children from poor homes, mostly 15-17 years are in domestic labour. Around 70,000 children under the age of 5 die annually of diarrhoea due to lack of access to clean water.

The principal measure of human development is the Human Development Index (HDI). Nigeria ranked 0.534 in 2018 (UNDP, 2018) which puts the country in the low human development category of 158 out of 189 countries and territories. Between 2005 and 2018, Nigeria's HDI value increased by 14.4 percent. All the North-Eastern states have HDI scores below the national average, ranging from a high of 0.4286 in Taraba to a low of 0.3238 in Bauchi, a figure less than half that of Lagos State at 0.6515, the State with the highest HDI score. In Nigeria, life expectancy at birth is 52.2 years. Nigeria is ranked 178 in the world in life expectancy (NPC, 2019; WHO, 2018).

3.3 Challenges for poverty alleviation and reduction of vulnerability

Sustained economic growth and equitable income distribution are generally prescribed as the most effective tools for poverty alleviation in developing countries. While Nigeria has attempted to apply these tools, only mixed success has been achieved and development challenges still exist. The challenges are classified as recurring and emerging. Recurring challenges to poverty alleviation and vulnerability reduction include unplanned or uncontrolled population growth, demographic transitions and migration, environmental issues such as environmental degradation, poor governance and other structural issues. Emerging issues include dwindling oil revenues and the technological change from fossil fuels, global trends in development and trade, and the impacts of the COVID-19 pandemic.

Poverty remains high in Nigeria because of failures in social service delivery systems and the widespread lack of basic infrastructure. Slow poverty reduction rate in Nigeria is directly linked to the weak resilience and high vulnerability of livelihoods, particularly in the agriculture sector. About half of the Nigerian population works in the agriculture sector, a sector which boasts only 2 percent growth per annum since 2010 and is insufficient to keep up with the population growth. Stagnating production and productivity in the farm sector are key reasons for continued high poverty levels. Half of the people working in agriculture belong to the poorest 40 percent of the population.

Four out of five Nigerians are own-account workers, mostly in the agriculture and services sector. Data on sectoral composition of GDP clearly marks the importance of the services sector, which contributed 52.5% to the nominal GDP in 2018. However, sectoral growth of the services sector has been below 2 percent for the last three years, and services contribution to nominal GDP has gone down from 58% in 2015 to 52% in 2018. The growth in the services sector, which is dominated by small and medium enterprises (SMEs), has been constrained by a subdued demand and limited lending. High-growth sectors such as telecommunications are not particularly labor intensive and are too small to absorb demand for nonfarm employment, even with high growth rates (World Bank, 2019). Weak labor market integration of youth from poor homes, as they transition from education to work, is aggravated by an inefficient skills development system,

especially in the informal sector. Therefore, Nigeria suffers from a segmented labor market for youth.

In summary, lack of basic infrastructure, poor social service delivery outcomes, weak resilience in the agriculture sector, stagnating productivity in the farm and non-farm sectors, mismatches between youth aspirations and employment opportunities available in the economy, poor education and health services utilization, weak governance, climate change, and conflict have contributed significantly to the poverty situation in the country.²⁹ Both location and the demographic structure of the household also play a significant role in defining a person's poverty status.

CHAPTER FOUR

Strategic Framework of the National Social Protection Policy

4.0 Introduction: 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, including, health insurance programmes, subsidized risk pooling mechanisms);
- c. **Promotive** (promoting household's ability to engage in productive activities and increase incomes, for example, through 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 enshrined in a 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.

4.0.1 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.

4.1 Policy Vision

4.1.1 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 (social pension)

In the long run (by 2030), the country through successful implementation of social protection programmes should be able to increase the nation's HDI by 30%, reduce MPI by 40%, and reduce Child Poverty by 30%.

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 and policy objectives, which are described below, will have to be put in place.

4.1.2 Short Term

4.1.2.1 Short and Medium Term

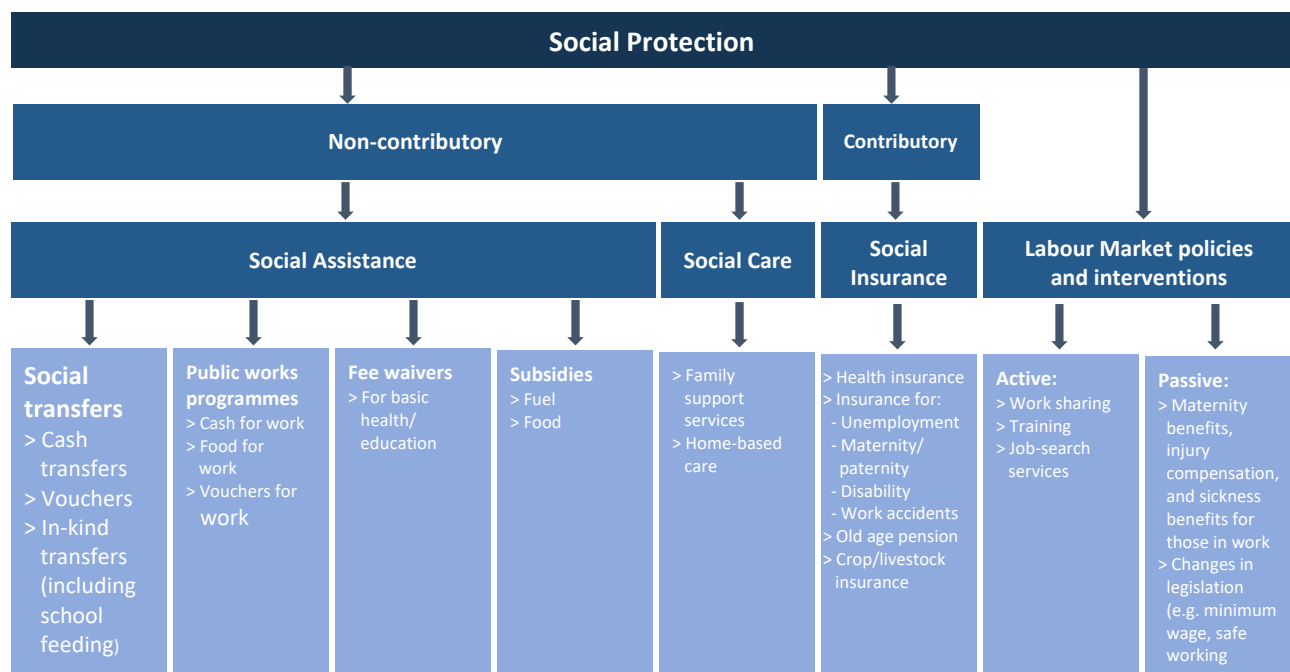
Government will provide a Basic Minimum Social Protection package in the short to medium term. For the short term measures, attention will be focused on the prioritized areas of interventions and in achieving these, the policy objectives and strategies discussed below will be applied to guide the implementing MDAs. The following are expected to be achieved within the next 3 – 5 years.

4.1.2.2 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 60 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.
- e. Income security through the extension of social insurance schemes to workers in informal economy

Figure 4.1 below gives a vivid description of the types of social protection programmes to be implemented within the context of this policy document.

Figure 4.1: Taxonomy of social protection instruments



Source: Adapted from O'Brien et al. (2018)

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

4.2 Strategic orientation of the Policy

4.2.1 Social Assistance

Policy objective 1: Social assistance & (social care) to support the poorest and most vulnerable group including children, people living with disability and the elderly in attaining an improved standard of living.

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 60 years old) and people living with disabilities.

Policy Measure 5: Labour based cash transfer/Public Works Programmes for Youths, persons with disabilities and the unemployed.

Policy Measure 6: Provide cash transfers, food transfers, food vouchers to families and cash for work schemes which are activated at the onset of emergencies.

Policy Measure 7: 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 Measure 8: User fees removal for selected basic social services including education, health for poor and vulnerable citizens

4.2.2 Social Care

Policy Objectives 2: To provide support for distressed Family and enhance home based care for the vulnerable.

Policy Measure 1: Provide health services, psychosocial support, and counselling to survivors of violence against persons, child labour, child abuse, child rape, and human trafficking.

Policy Measure2: Provide free capacity enhancement programs for home care workers and Offer psych-social counseling opportunities to distressed families and long term home health care givers

4.2.3 Social Insurance

Policy Objective 3: Social insurance including support for the poorest and most vulnerable against risks and shocks

Policy Measure 1: Universal access to Health Insurance Scheme (HIS) or CBHIS and or other social health insurance schemes.

Policy Measure 2: Contributory pensions available to all citizens 60 years of age and above.

Policy Measure 3: Insurance for unemployment including for maternity, paternity, disability, accident,

Policy Measure 4: Provision of child grant for children in poor and vulnerable households

Policy Measure 5: Insurance for Crops/livestock providing compensatory support in the event of contingencies to be activated during economic shocks

Policy measure 6: Employment injury benefits for workers in active service.

4.2.4 Labour Market Intervention

Policy Objective 4: Labour market regulations

Policy Measure 1. Job search services including systemic sharing of work opportunities for unemployed persons seeking for job

Policy Measure 2: Job training, upgrading and adapting jobseekers' skills

Policy Measure 3: 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 4: Unemployment insurance and non-cash unemployment benefits to job seekers.

Policy Measure 5: providing unemployment subsidies (health insurance exemptions, reduced medical fees; education fee waivers; food subsidies; housing subsidies and allowances; utility and electricity subsidies and allowances; agricultural inputs subsidies; and transportation benefits)

4.3 Complementary measures (Assumptions) for SP policy effectiveness

This is to provide supporting measures mainly for the availability of services to ensure effectiveness of social protection measures – elements of social protection floor -

Policy Measure 1: availability of quality schools especially in poorest areas

Policy Measure 2: Availability of functional health infrastructures accessible to the poor and vulnerable

Policy Measure 3: Availability of other services, including accessible markets, goods, and so on

4.4 Strengthening Social Protection System

Policy Objective 5: Strengthen Social Protection System with reinforced institutional framework legislation and regulation.

Policy Measure 1: Develop and utilize National Social Register for Poor and Vulnerable adequate for beneficiaries' selection for social protection programmes, especially non contributory.

Policy Measure 2 Effective coordination mechanism backed by adequate management information system (MIS)

Policy Measure 3: Develop legislation and regulatory framework Policy that will culminate into assented bill/law by the president.

Policy Measure 4: Provide a legal framework that specifically protects intended beneficiaries including children through inheritance rights, birth registration, childcare services and breast feeding.

CHAPTER FIVE

Implementation Framework and 3/5-Year Action Plan

5.1 Results Frame of the Policy (Impact, Outcome, Indicators...) for a 3/5-Year Action Plan

It is essential to put in place a continuous and systematic process for collecting, analysing, and using information to track policy implementation efforts and to assess whether the related activities are progressing according to plans, and to determine the efficiency with which the stated goals and objectives are being achieved. This process will be underpinned by the new National Development Plan M&E framework.

There is the need to designate tools for monitoring and periodic evaluation with clear indicators and defined deliverables in the short, medium, and long-term. The M&E framework that will be developed to accompany this policy will clearly elaborate on indicators relating to inputs, outputs, outcomes, and impacts.

5.2 Institutional Arrangement Including Coordination and Implementation System

Institutional Framework for 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.

5.2.1 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:

5.2.1.1 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; and
- 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.

5.2.1.2 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 Honourable Ministers for Budget and National Planning as the Chairman of the council and Minister of Humanitarian Affairs, Disaster Management and Social Development as a co-head chairman of the council.
- b. The permanent secretaries for Budget and National Planning and Humanitarian Affairs, Disaster Management and Social Development as head and co – heads of secretariat
- c. Honourable Ministers of relevant Ministries, (including but not limited to Labour and Employment, Health, Education, Women Affairs, Agriculture etc)
- d. Representative of the organised private sector,
- e. Representative of Civil Society Organizations,
- f. Representative of Nigeria Governors’ Forum and ALGON,
- g. Representatives of the OSSAP/SDGs Office,
- h. The technical working group (TWG)
- i. Special Adviser to the President on Social Investment, and
- j. 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; and
- 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.

5.2.1.3 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 at the Federal level.

5.2.1.4 The Local Government Areas (LGAs)

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

5.2.1.5 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.

5.2.1.6 Civil Society Organisations and Community Based Organisations

Civil Society Organisations including CBOs and workers' organizations 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. They are also to be involved in Third Party Monitoring.

5.2.1.7 Private sector

Undertake the implementation and Monitoring and evaluation of social protection programmes.

Increase Corporate Social Responsibility (CSR) efforts towards social protection.

Provide technological support for the digitization of social protection programmes.

Provide finance for other aspects of social protection.

5.2.1.8 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.

5.2.2 Regulation and Dispute Resolution

The implementing MDAs shall have in place internal mechanism shall 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.

5.2.3 Institutional Development

Institutional development is 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.

5.3 Implementation system mechanisms

Transparency and accountability are critical factors in the implementation of the NSPP programs. These ensure that the intended beneficiaries of the programmes are targeted and covered. One way to ensure accountability and transparency is to stipulate that cash transfers be done electronically.

Community level implementation of the NSPP programmes is strongly recommended. Community level implementation makes it possible to identify and target the poor and vulnerable segments of the population.

The policy should encourage the use of the social register in implementation of social protection programmes.

Implementation should include a communication plan to increase awareness on social protection programs.

Coverage should be expanded to include more persons in the informal sector.

The basic minimum should not be static but should be reviewed upwards with fluctuating cost of living and relevant economic indices.

Relationships between Federal, State and LGAs should be properly synchronized to avoid duplications, leverage on horizontal expansion and strengths of each arm. Mandate mapping may be employed to ensure Institutional cooperation

Funding the establishment of senior citizens centres: which provide respite to working families- this also should be seen as labor market programs for employment generation with training of youths to undertake geriatric care services in such centres

In line with above, to implement the recommendations, strong commitment and actions are required from the broad range of stakeholders concerned with social protection. While the Federal/State Governments have the most significant role, other stakeholders also have important roles. Critical stakeholders that should be engaged for the achievement of the policy implementation would include:

- Federal/State Governments and legislatures: for policy, legislation, resource allocation and leadership.
- Development partners: for technical assistance, best practices/build capacity, exchange of information and coordination of actions.
- Specific interest groups such as: child/youth centered organization, women and girls, older persons, PWD, IDP/Refugees and Migrants etc.
- Service providers: access audit, trainings and capacity building of care providers/practitioner, disseminate information.
- Institutions: conduct research, provide client specific services, remove barriers, conduct professional trainings, produce evidence, etc.

- Private sector: support and promote diversity and inclusion, remove barriers, philanthropy, design interventions, funding, and so on.
- Communities: challenge and improve beliefs practices, promote inclusion and participation; Challenge violence, prevent abuse, and protect rights; create supportive community and environment; ensure accessibility to services and facilities; promote awareness, etc.
- Population groups affected: raise awareness, participate in schemes, forums and research; mobilize, organize and support each other; promote rights.

5.4 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, PWD, 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.

5.5 The Social Register System

In order for the NSPP and programmes to be effective, the regular and reliable registration and tracking system that is in place should be improved upon and expanded to cover more poor and vulnerable. The National Social Register is a tool to identify and register the poor and vulnerable

and their socio-economic profile to inform pro-poor policies and manage social programs in an integrated way. The social register should 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.

There is also the need to integrate the Unified Register of Beneficiaries and Rapid Response Register for the identification of the internally displaced persons and urban poor respectively, into the NSR using technology and anonymized transaction databases.

5.6 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.

5.7 Monitoring, Evaluation and Reporting

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.

5.8 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 4. 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 New Development Plan being developed. 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.

5.9 Reviews

The NSPP shall be reviewed every 10 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.

5.10 Risks to the implementation of the NSSP

5.10.1 Socioeconomic and Demographic Factors

The high youth population and high dependency ratio combine with high rates of unemployment and slow economic growth to create conditions that exacerbate the risk of children and youth suffering from deprivations and poverty thus increasing their vulnerability. Further, poverty is widespread and deepening in Nigeria with COVID-19 shocks projected to push an additional 5 Million Nigerians below the poverty line. These trends have far reaching implications on the vulnerability and risk exposure of Nigerians at individual and household levels. These implications also pose risks to the success of the programmes of the NSPP.

5.10.2 Funding

Funding constitutes a major risk for the implementation of the NSPP. Without a doubt, more funding is needed to expand social protection coverage, but resources for funding are limited. Innovative means must be designed to provide resources to fund social protection programmes.

5.10.3 Insecurity

Increasing insecurity across all parts of Nigeria constitute a significant risk to the implementation of the NSPP. Insecurity and the attendant displacement of people makes targeting of beneficiaries

cumbersome. Also, increasing insecurity increases the risk and vulnerability of Nigerians and thus increases the social protection burden.

5.10.4 Sustainability issues

The NSPP is yet to be gazetted by the National Assembly. This raises concerns about the sustainability of the NSPP in the case of a regime change or other changes in the political space.

5.11 Mitigation strategies

To mitigate these risks, it is recommended that the NSPP be quickly assented to by the National Assembly. Further, the National Single Register should be expanded to accommodate the newly displaced in an around insecurity hotspots. Further, digitization of the programmes of the NSSP will ensure that the poor and vulnerable can be reached directly wherever they may be in the case of displacements.

5.12 Financing the Policy

Cost of the 3/5-year action plan of the policy

This is going to be contained in the costed work plan to accompany this policy document.

5.12.1 Potential Funding Source (Resource mobilisation) Including Existent Fiscal Space

Novel sources of funding should be explored for the NSSP programmes. One suggestion is setting aside a percentage of the taxes from Information and Communication Technology (ICT) companies to fund the NSPP. Another suggestion to ensure sustainable financing is to agree on a proportion of the GDP that will be set aside for SP implementation, where the money is to be sourced should also be clearly stated. Policy makers must be convinced that it is important to invest on Social Protection.

Alternative financing for social protection can be sourced through the reallocation of public expenditure, designating a proportion of taxes on luxury items for social protection, using fiscal and foreign exchange reserves and adopting a more accommodative macroeconomic framework. There is also the need to establish a social protection trust fund to collect a proportion of corporate profits.

More advocacy is required to mobilize and galvanize CSR efforts of the Private Sector towards Social Protection in Nigeria. Synergies should be created between the Private Sector and the Agencies of Government responsible for administering Social Protection.

5.13 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 “un-reached” 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 SIX

CONCLUSION

Social protection is a veritable tool for reducing poverty and vulnerability in Nigeria. In order to meet up with the aspirations of the current administration to lift 100 million Nigerians out of poverty in the next ten years, implementation of social protection programmes will play a key role in achieving this.

Effective programme implementation will depend on sound policy. This policy document presented the framework and guiding principles for social protection programmes in Nigeria. The policy provided the context for social protection programmes in Nigeria, described the poverty and vulnerability profile of Nigeria and discussed the emerging issues that will shape social protection programmes implementation in Nigeria. The document further outlined policy measures, implementation and coordination mechanisms as well as innovative funding sources for social protection programmes.

In conclusion, poverty and vulnerability in Nigeria will be greatly reduced if the measures outlined in this policy document are followed.