

2018

SOCIAL PROTECTION ANNUAL REPORT



REPUBLIC OF GHANA

MINISTRY OF GENDER,
CHILDREND SOCIAL
PROTECTION



Hon. Cynthia Mamle Morrison, Minister of Gender, Children and Social Protection

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MESSAGE FROM THE HONOURABLE MINISTER



Hon. Cynthia Mamle Morrison, Minister of Gender, Children and Social Protection

Over the years, Ghana has implemented a range of pro-poor programmes to support poverty reduction and inclusive development. This rich tradition of social protection efforts by the state is supported by development partners, communities and Civil Society entities involved in social protection.

As a country, we have so far achieved some modest gain in social protection delivery and I believe with a little push we can achieve more in our effort at poverty reduction. We have made history as the first sub-Saharan African country to achieve MDG Goal 1 of halving poverty before 2015. We are learning from the best practices that resulted in the country

attaining this milestone and building an effective and efficient social protection system as a key strategy for achieving the Sustainable Development Goals and inclusive socio-economic growth for all Ghanaians.

The government recognizes that investments in social protection have positive impacts on poverty, vulnerability and inequality. It also builds human capital, improves livelihoods and supports economic growth. That is why His Excellency Nana Addo Dankwa Akufo-Addo is working very hard on creating a harmonious society in which the survival and development of the sexes, children, the vulnerable, and persons with disability are guaranteed. The expression of his commitment towards reducing inequality and poverty in the Ghanaian society is manifested in the provision of basic social services such as education, health, water and sanitation. The free Senior High School (SHS) policy, Livelihood Empowerment Against Poverty, National Health Insurance Scheme (Exempt category), the Ghana School Feeding Programme, and Education Capitation Grant for basic Schools are few of the interventions being implemented by government to ensure that the poor and vulnerable do not further fall deeper into poverty.

As the sector Minister charged with the responsibility of ensuring policy formulation, coordination, monitoring and evaluation of Gender, Children and Social Protection issues within the country, I will continue to ensure that social protection programmes are implemented in an effective, efficient, targeted and coordinated manner to help His Excellency Nana Addo Dankwa Akufo-Addo achieve his vision of creating a society where no one is left behind in the national growth agenda.

We shall continue our engagement with all stakeholders in order to sustain the gains being made by these social interventions as captured in this report, enhance social cohesion, bridge the inequality gap and ultimately empower the extremely poor, vulnerable and excluded in our societies.

EXECUTIVE SUMMARY

Social protection in Ghana is defined as “a range of actions carried out by the state and other parties in response to vulnerability and poverty, which seek to guarantee relief for those sections of the population who for any reason are not able to provide for themselves” (NSPP 2015). The Government of Ghana has remained committed to supporting the poor and vulnerable in society, including those living in extreme poverty.

Social protection is an indispensable part of government’s responsibility towards its citizens and has become an integral aspect of national development strategies towards reducing poverty and vulnerability across the life cycle. The growing relevance of social protection for addressing poverty, vulnerability and inequality in Ghana is reflected in the significant increase in the number of social protection programmes being implemented in Ghana over the years. The various social protection programmes use different mechanisms to deliver benefits to individuals or households such as cash transfer programmes, social insurance, skills development and productive inclusion programmes, and subsidies for certain goods or services. Some examples of these programmes are the Livelihood Empowerment against Poverty programme (LEAP), National Health Insurance Exemptions, Labour Intensive Public Works (LIPW), Ghana School Feeding Programme, Basic Education Capitation Grant, and Planting for Food and Jobs.

Since 2013, the Ministry of Gender, Children and Social Protection (MoGCSP) has been working on strengthening the Social Protection Systems through effective collaboration with key stakeholders in the delivery of Government Social Protection agenda that focuses on addressing poverty and bridging the inequality gap.

The Social Protection Directorate, as part of its mandate to lead in the coordination and ensure effective delivery of social protection, has since been developing the annual report for social protection in Ghana. The report seeks to highlight the achievements, challenges and the way forward for social protection in Ghana. This annual report will serve as a key reference for social protection activities for the year 2018. The report is organized around three (3) chapters.

The first chapter focuses on the purpose of the report and the context for social protection in Ghana. It provides the reader with a background on social protection, including the definition of social protection, the global context and an overview of social protection in Ghana. The discussion on the context also includes a narrative on poverty and inequality in Ghana, along with the policy and legislative context for social protection in the country.

Chapter two (2) highlights the mandate of MoGCSP and the Social Protection Directorate. The objectives and functions of MoGCSP are discussed along with the objectives, achievements and challenges of the Social Protection Directorate.

Chapter three (3) focuses on the social protection interventions that were implemented by different Ministries under the co-ordinating and oversight role of the Ministry of Gender,

Children and Social Protection (MoGCSP). It is evident from the information provided that the interventions reached a significant number of beneficiaries during 2018.

The concluding paragraph makes a case for the need to deepen coordination of social protection and also called on relevant stakeholders to put measures in place to help social protection implementation institutions overcome the challenges that militated against effective implementation of social protection interventions in the year 2018.

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Dr. Rita Owusu-Amankwah, Director for Social Protection

The Ministry of Gender, Children and Social Protection extends its appreciation to the wide range of institutions and individuals who supported in compiling this report.

The invaluable input of the Social Protection Directorate, members of the Social Protection Inter-Sectorial Technical Committee (SPiSTC) as well as other social protection implementers is acknowledged.

The Ministry particularly appreciates the collaboration and formidable partnership with the World Bank, Department for International Development (DFID), United Nations Children's Fund (UNICEF), and the European Union (EU) in the delivery of social protection in Ghana.

The Ministry anticipates the continued interest and support of all stakeholders as it pursues the vision of an all-inclusive and socially empowered society where people living in situations of extreme poverty, related vulnerability and exclusion are protected to the extent that everybody has the social, economic and political resources to contribute to national development.

ABBREVIATIONS AND ACRONYMS

AEA	Agricultural Extension Agents
AHME	Africa Health Market for Equity
BCC	Behavioural Change Communication
CAADP	Comprehensive Africa Development Project
CAPEC	Center for the Alleviation of Poverty, the Environment and Child Support
CHRAJ	Commission on Human Rights and Administrative Justice
CLIC	Community LEAP Implementation Committees
CSIR-CRI	Center for Scientific and Industrial Research-Crop Research Institute
CSIR-SARI	Center for Scientific and Industrial Research-Savanna Agricultural Research Institute
CSO	Civil Society Organisation
CSPSP-GH	Civil Society Platform on Social Protection, Ghana
DAs	District Assemblies
DASH	Daily Attendance Sheet
DFID	Department for International Development
DLIC	District LEAP Implementation Committees
DSPC	District Social Protection Committee
DSWO	District Social Welfare Officer
EU	European Union
FASDEP II	Food and Agricultural Development Policy II
FAW	Fall Army Worm
FBOs	Faith Based Organizations
FCUBE	Free Compulsory Universal Basic Education
GES	Ghana Education Service
GESP	Ghana Employment and Social Protection
GhiPSS	Ghana Inter-Bank Payment and Settlement System
GLDB	Grains and Legumes Development Board
GLST	Ghana Luxemburg Social Trust
GNHR	Ghana National Household Registry
GoG	Government of Ghana

GPS	Ghana Police Service
GPSNP	Ghana Productive Safety Net Project
GSFP	Ghana School Feeding Programme
GSOP	Ghana Social Opportunities Project
HHs	Households
IEC	Information, Education and Communication
IFC	International Financial Cooperation
IMC	Independent Monitoring Checks
IMCC	Inter Ministerial Coordinating Committee
IPC	Inter Process Communication
JSDF	Japanese Social Development Fund
KG	Kindergarten
LEAP	Livelihood Empowerment Against Poverty
LIPW	Labour Intensive Public Works
LMS	LEAP Management Secretariat
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MELR	Ministry of Employment and Labour Relations
METASIP	Ghana's Medium Term Agriculture Sector Investment Plan
MIS	Management Information System
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan, Municipal and District Assemblies
MMDCEs	Metropolitan, Municipal and District Chief Executives
MoF	Ministry of Finance
MoFA	Ministry of Food and Agriculture
MoGCSP	Ministry of Gender, Children and Social Protection
MOU	Memorandum of Understanding
MOWAC	Ministry of Women and Children's Affairs
MT	Metric Tons
NAFCO	National Food Buffer Stock Company

NDPC	National Development Planning Commission
NHIA	National Health Insurance Authority
NHIF	National Health Insurance Fund
NHIS	National Health Insurance Scheme
NSPP	National Social Protection Policy
NSPS	National Social Protection Strategy
OHLGS	Office of the Head of Local Government Service
OFSP	Orange Flesh Sweet Potato
PLWHIVAs	People Living with HIV/AIDS
PSP	Payment Service Provider
PWD	Persons with Disability
PWID	Persons with Intellectual Disability
RCCs	Regional Coordinating Councils
RSWO	Regional Social Welfare Officer
SADA	Savannah Accelerated Development Authority
SDG	Sustainable Development Goals
SMC	School Management Committee
SPD	Social Protection Directorate
SPIP	School Performance Improved Plan
SPiSTC	Social Protection Inter-Sectorial Technical Committee
SSNIT	Social Security and National Insurance Trust
SWCMS	Single Window Case Management Service
SPSWG	Social Protection Sector Working Group
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Populations Fund
UNICEF	United Nations Children's Education Fund
USAID	United States Agency for International Development
WFP	World Food Programme
WIAD	Women in Agricultural Development
YEA	Youth Employment Agency

CHAPTER 1: PURPOSE & CONTEXT FOR SOCIAL PROTECTION IN GHANA

1.1. Background of Social Protection in Ghana: A Brief Overview

Ghana has a rich tradition of social protection efforts by communities and civil society entities, along with a range of pro-poor programmes implemented by the state over the years. Governments, (past and present) have put in place several measures that seek to address the situations of poverty and vulnerabilities in Ghana. Prior to 2007, social protection in Ghana took the form of traditional family and community arrangements, interventions by faith and welfare-based organizations and emergency relief from government agencies. The early 1990s brought responses to the structural adjustment of the economy, undertaken in the late 1980s, in the form of the Programme of Actions to Mitigate the Social Costs of Adjustment¹. This was followed by the Ghana Poverty Reduction Strategy (GPRS) I and II, which provided some interventions with social protection inclinations (NSPP 2015).

A Poverty and Social Impact Assessment on vulnerability and exclusion, undertaken in 2004 as part of the review of the GPRS I, showed that the ongoing interventions and policies did not have adequate impact on the lives of the poor². According to the study, the most vulnerable and excluded citizens are characterised by severe livelihood insecurity and are unable to cope with multiple life-cycle risks and shocks (NSPS 2007). It became evident that responding to the needs of the poor and vulnerable required a coordinated and holistic approach. Subsequently, efforts were made by the State and its partners to strengthen coordination and improve institutional arrangements to improve the sector's effectiveness and efficiency. The Government of Ghana (GoG) developed the National Social Protection Strategy (NSPS) in 2007. The NSPS was revised in 2012, but needed to be located within a policy framework.

The NSPS aims to consolidate the wide range of national programmes into a framework that tackles extreme poverty and vulnerability as well as promoting employment and productivity. Areas proposed for strategic intervention include: cash transfer programmes, energy and utility subsidies, child rights protection, survival and development, labour intensive public works and skills training, pensions and contributory social insurance schemes. The national cash transfer programme, Livelihood Empowerment Against Poverty (LEAP), featured prominently in the strategy to support basic human needs and provide a spring board out of poverty. The NSPS focused on investing in the extreme poor to realize their fundamental rights and develop their potential to contribute to national development.

In 2013, the GoG underscored the significance of social protection as a reliable and strategic tool to address poverty, vulnerability and inequality by creating the Ministry of Gender, Children and Social Protection (MoGCSP). The Ministry was mandated to oversee, coordinate, harmonize, monitor and evaluate social protection in Ghana in an effective, efficient and sustainable manner. The Social Protection Directorate (SPD) was also created to replace the then Social Protection Unit under the Ministry of Employment and Social Welfare. In the same year, a key study on social protection was

¹ Government of Ghana (December 2015). *Ghana National Social Protection Policy*.

² Government of Ghana (December 2015). *Ghana National Social Protection Policy*.

completed – Rationalizing Social Protection Expenditure in Ghana (Rationalization study). The study reviewed approximately 40 public sector initiatives with social protection intentions. The findings and recommendations from this study, along with the NSPS and the 2015 World Bank’s Social Protection Assessment and Public Expenditure review, were important in informing the framework for a coherent social protection system unique to the country.

The rationalization study was an analysis of the effectiveness and shortcomings for key social protection programmes. It noted that there is a need for a social budget as a planning instrument to support the implementation of interventions³. The study provided several recommendations that if implemented could guarantee effective and sustainable delivery of social protection in Ghana. Key amongst them included:

- ▶ social protection in Ghana must focus more on the extreme poor and vulnerable population;
- ▶ the need to streamline the social protection sector and enhance coordination, close coverage gaps;
- ▶ the need for a well-defined social protection floor; a clarified governance and institutional framework;
- ▶ the need for unified targeting mechanism to identify poor households;
- ▶ the need for a robust monitoring and evaluation (M&E) framework that set targets and developed relevant indicators for the social protection sector;
- ▶ nationally agreed basket of social protection programmes in the National Social Protection Policy (NSPP)
- ▶ Strengthen Legal Framework for SP in Ghana

The Rationalization Study, along with the diagnostic processes for the formulation of the Ghana Shared Growth and Development Agenda (GSGDA II), also recommended the development of a National Social Protection Policy to facilitate coordination and strengthen capacity at all levels of programme and policy implementation⁴. Further impetus to develop a policy was provided in June 2014 when Cabinet approved a memo for the MoGCSP to lead and coordinate the country’s social protection efforts including the development of a National Social Protection Policy, establishment and operationalization of the Ghana National Household Registry (GNHR), and social protection institutional arrangements (from national to sub-national levels).

The Ghana Shared Growth and Development Agenda (GSGDA II), 2014-2017, a key national planning document, underscores the need for coordination in the social protection sector. Specifically, it identifies “enhanced institutional arrangements for sectorial collaboration, implementation and management of social protection interventions” as a priority intervention for human development, productivity and employment. The country’s Coordinated Programme for Economic and Social Development Policies (2017-2024) further recognizes social protection as a tool toward reducing poverty, vulnerability, inequality and enhancing shared growth and prosperity. The Coordinated Programme recognizes ‘that special provisions must be made to give all a fair chance of enjoying the benefits of a free and prosperous

³ ILO (2014). *Rationalizing Social Protection Expenditure in Ghana*. Geneva: ILO.

⁴ Government of Ghana (December 2015). *Ghana National Social Protection Policy*.

society. Particular emphasis is placed on strengthening social protection, especially, for children, women, persons with disability and the elderly’.

The medium term national development policy framework (2018-2021), “Agenda for Jobs: Creating Prosperity and Equal Opportunity for All”, is the implementation framework for the President’s Coordinated Programme for Economic and Social Development Policies. As such, a key medium term goal under this framework is to ‘strengthen social protection especially for key vulnerable groups’.

1.2. Poverty and Inequality in Ghana

Ghana has experienced considerable economic growth accompanied by a reduction in poverty⁵. Poverty has reduced from 51.7 per cent in 1991/92 to 24.2 per cent in 2012/13. The incidence of extreme poverty has also reduced drastically- from 16.5 per cent in 1991/92 to 8.4 per cent in 2012/13⁶. The latest Ghana Living Standard Survey (GLSS 7) report indicates that Poverty levels dropped from 24.2% in 2012/13 to 23.4% in 2016 /17 while extreme poverty incidence has declined marginally from 8.4% in 2012/13 to 8.2% in 2016 /17⁷. In spite of the gains made in poverty reduction, the GLSS 7 report indicates that inequality rate in Ghana rose from 42.3% in 2012/13 to 43.0% in 2016/17 as measured by the Gini Co-efficient. This means that sections of the population are not benefiting from the country’s growth. The increasing inequality, combined with poverty, risks straining social cohesion.

There are regional and geographical dimensions to poverty. For example, the three northern regions — Upper West, Upper East and Northern regions – have the highest poverty and extreme poverty rates. The Northern region has the highest concentration of the poor with 1.8 million people living below the poverty line⁸. Households in urban areas have a lower average rate of poverty than those in rural areas (7.8% as compared to 39.5%). Factors that contribute to rural poverty include low productivity and a lack of diversification in both farming and non-farming activities.

There are various population groups who face vulnerabilities in Ghana - children, women, persons with disabilities and older persons are more vulnerable to shocks and risks which push them further into poverty and deprivation. Women in Ghana provide the bulk of unpaid care work especially child care and caring for family members, which limits women’s opportunities and labour productivity.

Violence against women and girls is also concern. The 2016 Domestic Violence in Ghana survey notes that nearly three in every ten women (28 percent) in Ghana experienced domestic violence in the 12 months prior to the study. The most common forms include partner violence, sexual violence and emotional/psychological violence⁹. Other forms of violence experienced by women and girls include human trafficking and harmful practices such as child marriage and female genital mutilation. These acts of violence impoverish women, girls and their families, undermine human capital, lower economic

⁵ Cooke, E., Hague, S., and McKay, A. (2016). *The Ghana Poverty and Inequality Report: Using the 6th Ghana Living Standards Survey*.

⁶ Ghana Statistical Service (2014). *Ghana Living Standards Survey 6*. Accra: GSS

⁷ Ghana Statistical Service (2017). *Ghana Living Standards Survey 7*. Accra: GSS

⁸ Ghana Statistical Service (2017). *Ghana Living Standards Survey 7*. Accra: GSS

⁹ UN VAWG information portal: <http://www.endvawnow.org>

productivity and fundamentally undermine women and girls' potential¹⁰. Children are also vulnerable to violence, exploitation, abuse and neglect. Persons with disabilities face barriers including poverty, limited opportunities for accessing education, health, and employment opportunities.

Given what has been outlined above, there is a need to protect the poor, to reduce inequality and to further reduce Ghana's incidence of poverty and promote inclusive development. Persisting economic and social inequalities strengthen the case for social protection interventions to support the poor and vulnerable, as a vehicle for economic and social development.

1.3. Legislative and Policy Context

The Government of Ghana (GoG) has put in place policies and strategies that demonstrate its commitment to protecting the poor and vulnerable. The GoG is signatory to several international and regional instruments which advocate for social protection. These include the Universal Declaration of Human Rights, the SDGs, and the African Union (AU) Social Policy Framework. The commitments made in these, and other international and regional instruments, are largely reflected in key national policies, legislation and planning documents.

The 1992 Constitution of the Republic of Ghana provides for the rights of all people, including the poor and vulnerable, to access social services. Article 17 of the constitution which focuses on equality and freedom from discrimination seeks to redress imbalances as regards gender, place of origin and occupation amongst others. Article 24, sets the framework for decent work, social insurance, health and safety and welfare in employment. It also provides for the development of creative potentials and contributory schemes for economic security. Articles 25 and 27 provide for equal educational opportunities and maternity benefits respectively. Article 36 of the Constitution for instance stipulates that "the State shall take all necessary action to provide adequate means of livelihood and suitable employment and public assistance to the needy"¹¹. Under article 28, Parliament is required to enact laws that are necessary to ensure that every child has the right to the same measure of special care, assistance and maintenance as is necessary for its development from its natural parents, except when the parents have surrendered their rights and responsibilities in accordance with law.

There are other legal and policy instruments which reflect the Government's commitment to protecting the vulnerable in society. Examples include the following:

- ▶ The Children's Act (Act 560), 1998
- ▶ Labour Act, 2003 (Act 651)
- ▶ Persons with Disability Act, 2006 (Act 715)
- ▶ Domestic Violence Act, 2007 (Act 732)
- ▶ The National Pensions Act, 2008 (Act 766) and Amendment Act 883
- ▶ National Health Insurance Act, 2003 (Act 650) and the amended Act 850 (2012)
- ▶ The Human Trafficking Act, 2005 (Act 694)

¹⁰ Actionaid (2010), *Destined to Fail? How Violence against Women is Undoing Development*.

¹¹ Constitution of the Republic of Ghana

- ▶ The Ghana Legal Aid Scheme Act, 1997 (Act 542)
- ▶ The Mental Health Act, 2012 (Act 846)

Additionally, efforts are being made on drafting a Social Protection Bill which will provide legislative framework for the delivery of Ghana's social protection system, to ensure sustainable implementation and financing of social protection interventions in Ghana. Bills for the Ghana School Feeding Programme and Aged Persons are also being drafted to, among others, serve as legislative frameworks that can support and protect the poor and vulnerable.

1.4. National Social Protection Policy

1.4.1. Overview and Vision

The NSPP provides a “framework for delivering social protection coherently, effectively and efficiently in a way that is holistic” and takes into account vulnerabilities across the lifecycle. It seeks to protect the poorest, promote productivity and put in place a system of accessible and quality social services. It also aims to promote the wellbeing of Ghanaians through a package of social assistance and financial access to social services, productive inclusion and social employment, and social insurance. The NSPP is the overarching framework for ensuring that social protection makes an impact on the lives of beneficiaries by preventing, promoting and transforming the circumstances of individuals' lives and those of families and communities.

The Policy further attempts to close the gap in Ghana's social protection coverage by establishing a social protection floor. Ghana's social protection floor consists of:

- ▶ Access to basic essential health care for all;
- ▶ Minimum income security to access the basic needs of life for children;
- ▶ Minimum income security for people of working age; and
- ▶ Minimum income security for older persons.

The **strategic vision** of the NSPP is “an all-inclusive and socially empowered society through the provision of sustainable mechanisms for the social protection of persons living in situations of extreme poverty and related vulnerability and exclusion”¹². It adopts the principle that every Ghanaian matters and is capable of contributing to national development.

In an effort to **operationalize a robust social protection system**, the NSPP seeks to:

- ▶ Promote enhanced coherence and complementarity of social protection programming in the public sector as well as with non-state constituencies
- ▶ Build clearer linkages between social assistance and productive, social and financial inclusion
Protect and promote the socio-economic well-being of poor and vulnerable Ghanaians through improved targeting of beneficiaries
- ▶ Assure adequate and reliable funding to sustain social protection delivery

¹² Government of Ghana (December 2015). *Ghana National Social Protection Policy*

- ▶ Engender wide public support and ownership of social protection in line with Ghana's socio-economic development
- ▶ Promote effective, transparent and accountable processes to ensure that resources are used efficiently and effectively
- ▶ Ensure effective review and application of lessons learnt through efficient mobilization and dissemination of reliable and disaggregated information

1.4.2. Vulnerability Groups

The vulnerability categories identified in the Policy are the chronically poor, the economically at risk and the socially vulnerable. The chronically poor include the severely disabled, terminally ill, rural and urban unemployed and subsistence smallholders. The economically at risk group refer to food crop farmers, persons on the street, refugees and internally displaced persons, orphans, informal sector workers, widows, older persons and migrants. Those who are socially vulnerable comprise of people living with HIV/AIDS, tuberculosis sufferers, victims of domestic violence, homeless persons, internally displaced persons and female headed households.

1.4.3. Policy Goals

- ▶ It aims to deliver a well-coordinated, inter-sectoral social protection system enabling people to live in dignity through income support, livelihoods empowerment and improved access to systems of basic services.
- ▶ It seeks to promote the well-being of Ghanaians through an integrated platform of effective social assistance, social and productive inclusion, social insurance and financial access to social services.
- ▶ It aspires to mitigate and reduce vulnerabilities for all, close the inequality gap and ensure total inclusion for all Ghanaians.

1.4.4. Policy Objectives

It is envisaged that, by 2031, through social protection provision:

- ▶ poverty will reduce by half through increased and improved effective and efficient social assistance for poor and vulnerable Ghanaians
- ▶ employment opportunities will be considerably enhanced through the promotion of productive inclusion and decent work to sustain families and communities
- ▶ social security and social insurance will be increased and improved for all Ghanaians

The Policy has been phased into short (Years 1-3), medium (Years 4-7) and long-term (Years 8-15) objectives. This annual report is concerned with the short-term objectives as we are in the first three years of policy implementation. The short-term objectives focus on achieving results and transforming lives at the household level of the 8.4% extremely poor Ghanaian households (estimated at 2.4 million people). Key measures include:

- ▶ deliver a social protection basket of key interventions which will involve upscaling, strengthening and integrating services to extreme poor households and communities, and
- ▶ close the gaps in the social protection floor (SPF).

The NSPP has identified a social protection basket of flagship programmes. It consists of five (5) flagship programmes with the potential for high impacts. These programmes are:

- ▶ cash transfers for orphans and vulnerable children, pregnant women, persons with disabilities, and the elderly through the **Livelihood Empowerment against Poverty (LEAP)** programme
- ▶ full achievement and application of **National Health Insurance (NHI) Exemptions**
- ▶ scaling-up and integration of the **Labour-Intensive Public Works (LIPW) programme** as a key social employment strategy
- ▶ application of the **Education Capitation Grant for Basic Schools** to promote access to education
- ▶ review and delivery of the **Ghana School Feeding Programme (SFP)** to achieve educational participation, improved nutrition, employment creation and enhanced social cohesion

1.4.5. Oversight and Co-ordination of Policy Implementation

The following is underpinned in the NSPP to strengthen coordination in the sector:

- ▶ The Ghana National Household Register (GNHR) will be the primary mechanism for the selection of beneficiary households for pro-poor social protection interventions while a common national database will be used to promote informed decision-making on vulnerability status and beneficiary selection as well as integrate the key social protection initiatives.
- ▶ Innovative financing strategies and interventions by social partners from the private sector, other non-state actors and development partners will be encouraged while complementary funding resources will be managed through a Social Protection Trust.
- ▶ In order to ensure effective monitoring and evaluation of policy delivery and track developments in social protection holistically, the policy also makes provision for a fully functioning monitoring and evaluation system to be established that will identify key results indicators and undertake regular data collection, management and reporting. An overarching framework will operate and track inter-sectoral and inter-programme performance in social protection according to the objectives, strategies and interventions of the policy in a time-efficient manner.

1.5. Purpose of the Annual Report

As part of the coordination mandate of the MoGCSP, the Social Protection Directorate led the process to develop the Ministry's second annual report for social protection in Ghana. The report seeks to highlight the achievements, challenges and the way forward for social protection in Ghana. This annual report will serve as a key reference for social protection activities for the year ended 2018.

CHAPTER 2: MANDATE OF THE MINISTRY OF GENDER, CHILDREN AND SOCIAL PROTECTION AND THE SOCIAL PROTECTION DIRECTORATE

2.1. Ministry of Gender, Children and Social Protection: Objectives and Functions

2.1.1. Objectives

The Ministry of Gender, Children and Social Protection was established by an Executive Instrument (E.I 1) in January 2013 as a successor to the Ministry of Women and Children's Affairs. The Ministry is primarily responsible for policy formulation, coordination and monitoring/evaluation of Gender, Children and Social Protection issues within the context of the national development agenda. The achievement of gender equality, the empowerment of women and girls, and the development of children are therefore key preoccupations of the Ministry. Additionally, a key priority for MoGCSP is harmonizing social protection interventions to better support vulnerable and excluded populations in an effort to improve their livelihoods.

MoGCSP's **objectives** are as follow:

- ▶ Promote gender mainstreaming and gender responsive budgeting in Ministries, Departments and Agencies (MDAs) and Metropolitan, Municipal and District Assemblies (MMDAs) through capacity building
- ▶ Improve the socio-economic status of the vulnerable and the excluded through targeted interventions
- ▶ Protect and promote the development and the rights of children, the vulnerable and the excluded through awareness creation and effective implementation of National and
- ▶ International Policy frameworks and legislations
- ▶ Integrate and coordinate the rights of the vulnerable and the excluded into national development through social protection programmes

2.1.2. Functions

The following core functions support the objectives of the Ministry:

- ▶ Formulate gender, child development and social protection policies
- ▶ Co-ordinate gender, child and social protection related programmes and activities at all levels of development
- ▶ Develop guidelines and advocacy strategies for use by all MDAs ensure effective gender and social protection mainstreaming
- ▶ Facilitate the integration of gender, children and social protection policy issues into the National Development Agenda
- ▶ Ensure compliance with international protocols, conventions and treaties in relation to children, gender and social protection
- ▶ Conduct research into gender, children and social protection issues
- ▶ Monitor and evaluate programmes and projects on gender, children, the vulnerable, excluded and persons with disabilities

- ▶ Ensure the availability of appropriate administrative and financial management systems and support services for the effective and efficient running of the Ministry/Sector for enhanced service delivery
- ▶ Coordinate the development and implementation of human resource management policies, systems and programs consistent with the requirements of the sector to enhance service delivery
- ▶ Writes proposal for sourcing of funds from development partners
- ▶ Scrutinizes documentation on all projects under implementation to ensure they comply with official guidelines
- ▶ Collects data on all development related programmes in the Ministry
- ▶ Coordinates the work of contractors and write monthly, quarterly and annual reports

2.2. Social Protection Directorate: Objectives, Achievements and Challenges

2.2.1. Objectives

The Social Protection Directorate (SPD) is a technical and a specialised directorate of the MoGCSP responsible for coordination, harmonization, monitoring and evaluation of social protection interventions in the country.

The SPD is mandated to execute the following functions:

- ▶ Ensure a shared understanding among stakeholders of the Ministry's strategic oversight and monitoring roles in the coordination of social protection activities and programmes
- ▶ Develop a National Social Protection Policy to guide the implementation of Social Protection in Ghana and to develop a Social Protection Bill
- ▶ Establish and operationalize institutional structures at various levels to coordinate effectively all social protection interventions in the country
- ▶ Establish and operationalize Ghana National Household Registry to improve targeting and coordination of social protection programmes
- ▶ Collaborate with the Ministry of Finance to ensure sustainable financing of social protection in Ghana
- ▶ Deepen communication on social protection
- ▶ Monitor and Evaluate performances of social protection initiatives in the country

To operationalize our mandate above has necessitated a robust collaboration with the Local Government Service, which is made up of the Office of the Local Government Service (OHLGS), Regional Coordinating Councils (RCCs), Metropolitan, Municipal and District Assemblies (MMDAs). The Service serve as a domain where most of our projects and programmes are implemented.

2.2.2. Achievements during 2018

► Development of SP Bill

In order to secure the rights of the vulnerable; guide operation and delivery of programmes; and secure dedicated financing for social protection above partisan considerations the Social Protection Policy prescribed the development of the SP Bill.

In January and July 2018, the SP Bill sub-committee (including Legal Experts) met, reviewed and made critical input into the Bill. Recommendations were submitted to the AG's department which they accepted and incorporated into the Bill. UNICEF, as part of their support, hired a Legal Consultant, Dr. Ernest Owusu-Dapaa to lead in the development of the Bill.

In order to ensure that the Bill reflects the general views and needs of Ghanaians, three zonal stakeholder consultative workshops were held at the sub-national level to engage MMDAs, FBOs and Traditional Authorities to solicit their input and suggestions. At the national level, Private Sector Institutions, key Civil Society Organisations (CSOs) as well as four (4) Parliamentary Committees (*Employment, Social Welfare and State Enterprises; Gender and Children; Poverty Reduction Strategy; and Local Government and Rural Development*) were engaged for their inputs on the bill. These engagements were done to ensure that SP Bill is comprehensive and a reflective of the views and experiences as well as expertise of all stakeholders involved in the delivery of social protection.



Break out session during one of the stakeholders' forums on the SP Bill held at Alisa Hotel, Accra



Group photograph of participants at a consultative workshop on the SP Bill in Modern City Hotel, Tamale

► Facilitate the implementation of the Ghana Employment and Social Protection (GESP) Project

The Ghana Employment and Social Protection (GESP) project commenced in February 2018. The project seeks to contribute to inclusive growth by strengthening social protection and employment systems in the country. The specific objective is to enhance social protection services particularly for vulnerable population groups and to generate decent employment opportunities.

To ensure that the needs of the beneficiaries are understood, needs assessment for the development of a programme estimate was conducted for the beneficiary institutions (MoGCSP, MELR, and OHLGS) in July, 2018. Consultants were hired to develop the Program Estimate and AESA Consultancy were also hired by the Ministry of Finance to provide Technical Assistance to the beneficiary institutions. Inception report, Progress report and Annual Work plan were developed by the Technical Assistant Team (TAT).

► Development of Social Protection Communication Strategy

Communicating on social protection is important in promoting and creating awareness among the public and programme beneficiaries on the importance of social protection to national development. It also helps to deepen the understanding of stakeholders on social protection issues as well as to showcase the achievements made by social protection programmes. This will help gain the support and the buy-in of key stakeholders, engender right-based approach to social protection and generate support for social protection financing and expansion.

To achieve these, the Social Protection Directorate (SPD) of the Ministry of Gender, Children and Social Protection in partnership with UNICEF developed a Social Protection Communication Strategy to serve as a guideline to communicate social protection issues and the impacts of programmes in a coherent manner. It is envisaged that this strategy, when well implemented, will help increase understanding among Ghanaians on what social protection is, its significance to national development and to gain support for social protection by government to close funding gaps. The strategy will also bring to fruition the hopes of the crafters of the National Social Protection Policy and ensure that Social Protection is well branded and communicated in a systematic, consistent and timely manner to identified stakeholders.

► Engagement of Faith-Based Organizations (FBOs) and Traditional Authorities (TAs) on Social Protection

As part of efforts to deepen collaboration and participation of stakeholders in the delivery of social protection, the SPD engaged FBOs and TAs on the National Social Protection Policy (NSPP) and their roles in the effective implementation of Social Protection in the country. This sought to facilitate the mainstreaming of SP into the policies and plans of FBOs and TAs. The essence is that poverty and vulnerability is a multidimensional issue which require pragmatic and collective approach in addressing it. Government alone cannot win the war against poverty and vulnerability; it requires all hands on deck; hence, the need for this partnership. Moreover, the FBOs and the TAs are very influential, and have over the years provided informal social protection initiatives to the society.

To this end, the SP Directorate held eight consultative meetings with the FBOs (i.e. Christians, Muslims etc.), TAs (Chiefs and Queen Mothers) as well as youth and women leaders in in eight regions (**Volta, Ashanti, Upper East, Upper West, Northern, Brong Ahafo, Eastern, and Greater Accra**) out of the ten Regions of Ghana.



A participant contributing to the discussion during one consultative workshops held in the Upper East region



A participant advocating the need to integrate SP into FBOs and TAs' activities

► **Implementation Single Window Citizen Engagement Services (SWCES)**

As part of efforts to strengthen the Social Protection (SP) system and improve coordination among SP programmes, the Ministry of Gender, Children and Social Protection (MoGCSP) with support from the World Bank, established the Single Window Citizen Engagement Service (SWCES) which was launched on the 19th December, 2017. Christened the **“Helpline of Hope Call Centre”** the SWCES is designed to provide a single-entry point for the major Social Protection Flagship Programs –Ghana National School Feeding Program, National Health Insurance Scheme, Education Capitation Grant, Livelihood Empowerment Against Poverty and Labour Intensive Public Works. The service provides a single contact point for citizens to enable them file complaints, make requests and obtain information on the programmes by calling toll free numbers – **0800800800 / 0800900900**.

Within the year under review, training workshops were organised for all Social Welfare Officers in the various MMDAs across the country to introduce the Helpline of Hope Call Center to them. Police officers and traditional authorities were also taken through the steps involved in addressing other social issues such as domestic violence, human trafficking, among others by the call center.

In 2018, the Social Protection Directorate collaborated with other key stakeholders to promote the Helpline of Hope Call Centre. Social Work student volunteers at the Centre, for example, undertook an outreach campaign at various lorry stations (Tema, Tudu, Kaneshie, Madina, and Circle) to distribute brochures on the centre to passengers, hawkers and pedestrians. Information on the Helpline of Hope Call Centre were also disseminated to the public during community dialogues and other major events held by the Ministry of Gender, Children and Social Protection.

These publicity activities resulted into the center receiving 3,599 calls within the year under review. Out of this number, 1,173 were cases recorded, 446 were feedback calls, 1,139 follow-up calls, 841 were silent¹³ and prank calls¹⁴. With 1,173 number of cases recorded, 945 were resolved. Some of the cases were closed because the complainants were no longer willing to give relevant information to assist in the resolution of their cases.

► **High Level Meeting on Productive Inclusion**

Government in its bid to ensure inclusive development underscored the importance of Productive Inclusion. Productive Inclusion seeks to create pathways out of extreme poverty, and ensure sustainable

¹³ These are calls that the caller does not have anything to say but remains mute on the call

¹⁴ These are calls that callers make in a form of jokes not pertaining to any issue for calling the Helpline.

livelihoods for the extreme poor. This is to help empower beneficiaries of SP programs towards economic and national development and in the attainment of the Sustainable Development Goals (SDGs). Available evidence posits that provision of cash transfer alone without necessary skills for income generation cannot guarantee sustained exit from poverty. Hence, the need for the development and implementation of robust productive and financial inclusion strategy to guarantee sustained exit from poverty.

In this regard, a high level meeting was held on Productive Inclusion aimed at establishing a common understanding with relevant Ministries, Departments and Agencies (MDAs) and other partners on the role and approach of social protection in supporting productive inclusion for the beneficiaries of various social protection interventions. This served as a springboard for the design of the Productive Inclusion component of the Ghana Productive Safety Net Project.



Dr. Rita Owusu-Amankwah, Director for Social Protection and Mr. Desmond Duametu, Capacity Building Specialist of Ghana Social Opportunities Project (GSOP) sharing insights on key ingredient of a robust Productive Inclusion intervention



Christabel Dadzie, Social Protection Specialist at the World Bank sharing insight on best practices and experiences of other countries where productive inclusion have been implemented

► **Annual Review and Planning Meeting**

The Social Protection Annual Review and Planning Meeting was held in January 2018. The meeting created the platform for the Social Protection Inter-Sectoral Technical Committee and Development Partners to assess the performances of the various social protection interventions, review and jointly plan for year 2018.

► **Regular Bi-monthly LEAP Payments Monitoring**

The Social Protection Directorate successfully conducted Six (6) monitoring of the regular LEAP payment to observe payment processes (keep track of progress and shortfalls of payment), sensitize and interact

with the LEAP beneficiaries as well as Community LEAP Implementation Committees (CLICs). Data on performance of the LEAP programme, its shortfalls, payment processes, case management, and beneficiaries' understanding to name but a few, were gathered from key stakeholders (DSWOs, CLICs, PFIs and beneficiaries) using data collection instruments. The findings from the monitoring exercise informed decisions to shape and enhance various aspects of the LEAP programme in 2018.



LEAP beneficiaries receiving their cash grant in the Northern Region



LEAP beneficiaries receiving their cash grant the Upper West Region

► **Social Protection Dialogue**

The Social Protection Dialogue Series institutionalized by the MoGCSP, through the SP Directorate, is a periodic forum to engage relevant stakeholders to discuss emerging and pertinent issues on social protection in order to enhance coordination and delivery of social protection programmes in the country.

In 2018, one National Social Protection Dialogue was held in Accra on May 22, 2018. The theme focused on sharing the Ghana National Household Registry's Upper West region data, and creating demand for the usage of the data for planning and making policy decisions. The draft social protection Bill was also discussed, and input solicited from the participants.

► **Social Protection Inter-Sectorial Technical Committee (SPiSTC) meetings**

The Social Protection Inter-Sectorial Technical Working Committee (SPiSTC) meetings bring together technical staff of the Ministries, Departments and Agencies (MDAs) implementing various social protection programmes to facilitate and coordinate delivery, as well as exchange experiences and lessons. This committee is chaired by the Chief Director of MoGCSP and reports to the Social Protection Sector Working Group (SPSWG).

The primary responsibility of the SPiSTC is to operationalize the decisions of the SPSWG and the Inter Ministerial Coordinating Committee (IMCC) and generate the relevant working documents to support their functions, namely production of harmonized work plans and budgets, review expenditure and ensure effective monitoring and evaluation. The Committee, by the terms of reference meets quarterly, and during the year under review, all four quarterly meetings were successfully organised. In 2018, the SPiSTC meetings helped in the development of the following documents;

- Social Protection Bill,
- Social Protection Communication Strategy
- Social Protection M&E Framework



A cross-section picture of participants at the 3rd SPISTC meeting at Aburi



A group picture of participants at the 3rd SPISTC meeting at Aburi

► **Implementation of Ghana Luxemburg Social Trust (GLST) 2 project**

The SPD facilitated and ensured successful implementation of the GLST 2 project in selected communities within the Shai Osudoku and Ningo Prampram districts. The project sought to relieve the extreme poor population of financial barriers to accessing healthcare by providing them with valid NHIS cards and birth certificate. The project which was funded by OGB-L Trade Union Solidarity Ghana-Luxembourg Organization supported 2500 children (aged 0-17) with Birth Certificates and 1728 indigents with valid National Health Insurance Scheme cards.

► **Capacity Building**

Social Protection is dynamic and as result of its evolving nature and emerging issues, it is crucial to ensure that the social protection actors are abreast with current and emerging trends on social protection. This is geared towards ensuring that the SP actors are well equipped with the requisite skills needed to guarantee effective and sustainable delivery of Ghana's social protection agenda.

To this end, key staff of the SP Directorate, Parliamentarians and other relevant SP actors were trained on various emerging areas of social protection as outlined below:

▪ **Training in Social Protection & Jobs Core Courses**

The Social Protection & Jobs Core Courses provides training on Social Safety Nets and was held at the World Bank Headquarters in Washington, D.C. The two-week Core Courses provided an in-depth understanding of the conceptual and practical issues involved in the development of programs on social assistance, pensions, social insurance, jobs and migration. Two (2) staff of the Social Protection Directorate were trained in this course.

- **Training on Monitoring and Evaluation**

Five staff of the Directorate were trained on Monitoring and Evaluation at Ghana Institute of Management and Public Administration (GIMPA). This was to equip them with monitoring and evaluation skills to facilitate effective tracking of performance of key indicators of social protection interventions in Ghana.

- **Training of Social Welfare Officers on Single Window and Citizen Engagement Services (SWCES) (Helpline of Hope Call Center)**

The Single Window Citizens Engagement Services (Helpline of Hope) was launched in 2017 to help increase coordination among social protection programmes. The Helpline of Hope Call Center provides as a single entry point of contact for citizens who require social protection services from the five flagship programs namely; National Health Insurance Authority (NHIA); Ghana National School Feeding Program; Education Capitation Grant; Livelihood Empowerment against Poverty; and Labour Intensive Public Works among others. It also seek to improve the quality of service provided to citizens and beneficiaries as well as increase transparency and accountability in service delivery.

In 2018, training workshops on the Helpline of Hope Call Center were organised in collaboration with the OHLGS for all Social Welfare Officers in all MMDAs across the country. Police officers and traditional authorities also participated in this training, and were taught the steps involved in addressing social protection and other social issues such as domestic violence, human trafficking among others..

- ▶ **Development/Design of Proposal for a New World Bank Funded Ghana Productive Safety Nets Project (GPSNP)**

To enhance Ghana's efforts at eradicating poverty and vulnerability through increased/improved social protection services/systems to citizens, the Government of Ghana in collaboration with the World Bank and DfID designed the **Ghana Productive Safety Net Project (GPSNP)**. The successfully led and facilitated the design of the GPSNP. The GPSNP is expected to directly benefit 25,000 Households through skills training; 30,000 beneficiaries through direct labour and 350,000 households through cash transfers within its four year implementation period.

The objective of the GPSNP is to **support the Government to strengthen safety net systems that improve the productivity of the extreme poor in Ghana**. The Project which will be jointly implemented by the Ministry of Local Government and Rural Development (MLGRD) and Ministry of Gender, Children and Social Protection (MoGCSP) has five (5) components namely:

- **Productive Inclusion (PI)**
- **Labour Intensive Public Works (LIPW)**
- **Livelihood Empowerment Against Poverty (LEAP) Cash Grants**
- **Social Protection Systems Strengthening**
- **Project Management, Coordination and Capacity Building**

2.2.3. Challenges

Although in 2018, significant progress was made by the SP Directorate in delivery of effective social protection systems, there still remained some challenges outlined below:

- ▶ Inadequate structures for coordinating SP programmes at the Regional, District and Community levels. This resulted into a situation where Regional and District Social Welfare Officers were overwhelmed with work making it difficult for them to effectively implement the various social programmes at the sub-national levels.
- ▶ Inadequate resources and logistics to deliver coordination and M&E activities. The insufficient resources allocation for SP negatively impacted the ability of staff to effectively perform their functions as envisioned in the Social Protection Policy. For example, inadequate vehicle at the national level resulted into situations where staff had to resort to hiring of vehicle to undertake monitoring activities.
- ▶ Absence of a legislative framework for social protection. There is the need for a legal backing to efficiently situate the implementation of social protection programmes in a sound legal framework that will allow for the sustainability of the interventions. This will also help provide a sustainable financing for SP programmes in the country.
- ▶ Low level of knowledge among stakeholders on social protection. There is still limited understanding among the general population on what social protection is, the pathways through which social protection leads to the reduction of poverty and vulnerability in the country, and also how investments in social protection today translates into economic gains for the country in the future. This knowledge gaps resulted into public misconception of SP programmes and difficulty in sourcing sustainable financing for the implementation of SP in Ghana.

2.2.4. Way Forward

In 2019, the Social Protection Directorate and MoGCSP plans to:

- ▶ Revamp the Social Protection Sector Working Group Meeting.
- ▶ Improve and strengthen SP systems and institutions at all levels to ensure smooth and successful delivery of SP in Ghana
- ▶ Strengthen and resource the SP directorate to enable smooth delivery of its mandate
- ▶ Finalize the draft Social Protection M&E framework
- ▶ Finalize and implement the draft Social Protection Communication Strategy to build broad public and political support through the wide circulation of the objectives of social protection and impacts and strides made in poverty reduction. This can be achieved through community dialogues and other multi-media communication channels.
- ▶ Work closely with the Office of Head of Local Government Service (OHLGS) and partners to ensure successful implementation of the Ghana Employment and Social Protection (GESP) project; and

establish functional SP structures at the sub-national levels to enhance coordination of social protection interventions

- ▶ Collaborate with key stakeholders to facilitate the passage of the SP Bill to provide a legal framework for social protection and ensure sustainable financing of SP in the country.
- ▶ Ensure regular Capacity Building for various Social Protection

CHAPTER 3: SOCIAL PROTECTION INTERVENTIONS

3.1. Introduction

The Social Protection Directorate has the responsibility to lead the coordination of all social protection interventions in Ghana. The National Social Protection Policy (2015) outlines the following five (5) flagship programmes

- ▶ Livelihood Empowerment against Poverty (LEAP): Ministry of Gender, Children and Social Protection (MoGCSP)
- ▶ Ghana School Feeding Programme (GSFP): Ministry of Gender, Children and Social Protection (MoGCSP)
- ▶ National Health Insurance Scheme (NHIS): Ministry of Health
- ▶ Education Capitation Grant: Ministry of Education
- ▶ Labour intensive Public Work Programmes (LIPW): Ministry of Local Government and Rural Development

However, apart from the above listed flagship programmes, there other interventions with social protection inclination being implemented in the country. Notable among these interventions are:

- ▶ Free Senior High School Policy: Ministry of Education
- ▶ Planting for Food & Jobs: Ministry of Food and Agriculture (MoFA)
- ▶ Women in Agriculture Development: Ministry of Food and Agriculture
- ▶ Youth Employment Agency: Ministry of Employment and Labour Relations
- ▶ Microfinance and Small Loan Centre (MASLOC): Office of the President

This chapter looks at the various social protection interventions in detail and present their achievements and challenges during 2018.

3.2. Livelihood Empowerment against Poverty (LEAP)

3.2.1 Background

The Livelihood Empowerment Against Poverty (LEAP) programme is the Government of Ghana's flagship social intervention programme that seeks to reduce extreme poverty through cash transfers to smoothen consumption and promote access to other social services among the extremely poor and vulnerable households in Ghana. Its implementation commenced in March 2008 with 1,651 beneficiary households in 21 districts but currently covers 407, 655 beneficiary households in all the 254 districts in Ghana.

3.2.2 Achievements

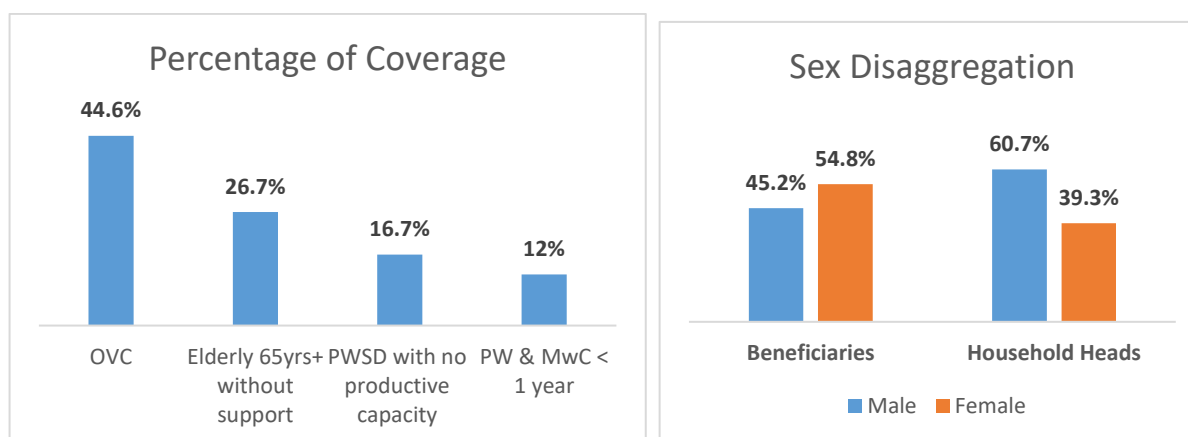
► *Bi-monthly Regular Social Cash Grant Payment to Beneficiary Households*

In 2018, six bi-monthly cash payments was successfully made to all the 407, 655 beneficiary households.

► *Expansion of Coverage of LEAP Beneficiaries*

As at December, 2018, the Programme enrolled a total of **195, 232** extremely poor households in all the 254 districts. The charts below outline the percentage of coverage (disaggregated by eligibility criteria) and sex disaggregation.

Chart 1: Percentage coverage of beneficiaries disaggregated by eligibility criteria and sex disaggregation



****PWSD: Persons with severe disability
Mothers with Children**

****PW&MwC: Pregnant Women and
Mothers with Children**

► *The Positive Impacts of the LEAP Programme on Beneficiary Households*

A beneficiary assessment conducted in 2018 on selected LEAP households revealed the following:

- 81.3% of LEAP households indicated that the cash payment received regularly have greatly improved their living conditions;
- The LEAP cash grants increased food security at the household level as beneficiaries can now feed themselves and the stress of how to get food for the household is reduced
- 92.8% indicated the Orphans and Vulnerable Children (OVC) under their care were attending school
- 95.5% of the sampled households have NHIS card, and do access health care
- LEAP payment have improved self- worth of beneficiaries. With increased income, beneficiaries are able to make social contributions at funerals, weddings, child naming ceremonies and other social gatherings in the family and community.

► **System Strengthening**

As part of measures to strengthen systems for effective delivery of the LEAP programme, the LEAP Management Secretariat (LMS) installed and expanded Local Areas Network (LAN) to Regional Offices of the Department of Social Welfare. This has enabled the regional offices to have functional and reliable internet facilities to enhance their works. Other initiatives such as the validation of the LEAP payment, reconciliation and operations manual, and digitization of LEAP Reporting and Monitoring System were also carried out within the year under review. To ensure compliance to standard accounting and auditing principles, the LMS audited all LEAP accounts of District Social Welfare Officers (DSWOs).

► **Capacity Building**

- To solicit the necessary buy-in and support from key government officials for the LEAP Programme, the LMS continued to organize sensitization workshop for all MMDCEs and MMDCDs in the remaining 8 regions. The sensitization equipped the MMDCEs and MMDCDs with the knowledge and skills required to effectively implement the LEAP programme at sub-national level.
- The record unit of LMS were trained in Records Management by the Public Records and Archives Administration Department. The training equipped the staff with the requisite skills in archiving, filing and disposition.
- The LMS conducted training on Public Information Campaign (PIC) for all Assistant Social Welfare Officers, Assistant Planning Officers as well as officials of the Information Services Department in 192 districts in 8 regions. The training was very successful in equipping participants with the requisite skills for sensitizing beneficiaries on the LEAP Survey Eight (8) expansion in particular, and the LEAP Programme in general. This led to the qualification of 102,367 households onto the LEAP Programme during the LEAP expansion 8 in 2018.
- The LMS conducted residential workshop on Microsoft Share Point for 38 Regional Directors, accountants and Community Care Programme Heads from all regional offices of the Department of Social Welfare. The training is part of the efforts of the Secretariat to the capacities of the officers towards the effective take off of the LEAP MIS.
- To ensure effective public education on the LEAP Programme, the LMS through its communication sub-unit engaged the services of a media consultant to develop a communication strategy and plan for the LEAP Programme. Selected staff were trained on the Programme's communication and media engagements. The Secretariat also conducted six media briefings during the six payment cycles in the year.

3.2.3 Challenges

- ▶ Although the LEAP Programme continues to expand, the programme is yet to cover all the 8.2% extreme poor segment of the population of Ghana as identified in the Ghana Living Standard Survey seven (GLSS 7).
- ▶ The absence of legal framework for the LEAP programme
- ▶ Inadequate funding for the programme to cater for all the 8.2% extreme poor Ghanaians as identified by the GLSS 7 report.

3.2.4 Way Forward

- ▶ The scope of the LEAP Programme will be expanded to target all extremely poor households.
- ▶ LEAP beneficiary households will be recertified to ascertain their continuous eligibility for the LEAP programme. Beneficiary households that will remain below the poverty line will continue to benefit from the programme whilst those above will be graduated and linked to other productive inclusion activities.
- ▶ The LMS will intensify the collaboration with the National Health Insurance Authority for free enrolment of new beneficiary households on the NHIS and free renewal of their expired membership cards.
- ▶ The LMS will continue engaging all stakeholders to enhance the understanding and support for the LEAP Programme.
- ▶ The LMS will collaborate with the Social Protection Directorate to fast-track the passage of the Social Protection Bill to ensure sustainability and adequate funding for the LEAP programme.

3.3. National Health Insurance Exemptions (NHIE)

3.3.1. Background

The National Health Insurance Scheme (NHIS) is a pro-poor policy for poverty reduction introduced by the Government of Ghana in 2003 through an Act of Parliament (Act 650) and later reviewed in 2012 to Act 852.

The mandate of National Health Insurance Authority (NHIA), is to enrol all persons resident in Ghana, especially, the poor and the vulnerable. As a social protection programme, the NHIA exempts some category of persons from payment of premium (contributions). These persons include:

- ▶ Persons above 70 years of age (The Aged);
- ▶ Persons classified by Social Welfare or Ministry of Gender Children and Social Protection (MoGCSP) as Indigents;
- ▶ Beneficiaries of Livelihood Empowerment Against Poverty (LEAP)
- ▶ School Feeding Programme;
- ▶ Pregnant Women;
- ▶ Social Security and National Insurance Trust (SSNIT) Contributors;
- ▶ SSNIT Pensioners;
- ▶ Chronic TB patients;
- ▶ Prison Inmates etc.

3.3.2. Objectives

- ▶ To collaborate with all stakeholders especially the MoGCSP to enrol all persons so properly classified by the Department of Social Welfare (DSW) as indigents unto the NHIA
- ▶ To renew the membership of persons registered as indigents and /or exempt to enable them have uninterrupted access to healthcare services under the scheme. These indigents include:

3.3.3. Achievements for 2018

The NHIA made some modest achievements in the year under review. These achievements include:

- ▶ The introduction of Indigent Targets as One of the Key Performance Assessment Criteria for NHIS District Staff. As part of the efforts by NHIS to increase the number of indigent enrol on the scheme, specific indigent targets were set for all 166 district offices across the country and staff were assessed based on their performance on the registration of the indigents.



Registration of indigents unto the NHIS in the Volta Region of Ghana



Registration of indigents unto the NHIS in the Northern Region of Ghana

The table below shows the number of persons registered under the exempt categories.

Table 1: Number of persons registered under the exempt

INDIGENTS REGISTRATION FOR 2018						
REGION	AHME	INDIGENT	LEAP	MENTALLY CHALLENGED	SCHOOL FEEDING	TOTAL
ASHANTI	705	8,340	2,770	117	2,604	14,536
BRONG AHAFO	3	60,363	12,578	257	10,317	83,518
CENTRAL	8	1,743	2,351	93	134	4,329
EASTERN	4,440	10,672	7,511	131	1,692	24,446
GREATER ACCRA	18	2,664	517	244	7	3,450
NORTHERN	4	31,358	30,163	278	14,761	76,564
UPPER EAST	22,643	12,709	36,008	533	1,426	73,319
UPPER WEST	3	20,389	41,116	285	15,164	76,957
VOLTA	3,136	23,011	4,104	313	3,450	34,014
WESTERN	2	3,543	6,253	9	2,943	12,750
GRAND TOTAL	30,962	174,792	143,371	2,260	52,498	403,883

3.3.4. Challenges

The major challenges faced by the Authority in the year under review included:

- ▶ Inadequate capacity to target the poor for registration. Under the circumstance, the Authority had to continue with the status quo by relying on names endorsed by the Department of Social Welfare for the registration of indigents
- ▶ No network connectivity in some communities resulting in situations where the beneficiaries were being transported to the nearest NHIS point for registration.

3.3.5. Way forward

- ▶ Deepen collaboration with MoGCSP to expedite actions on the registration of poor households by the Ghana National Household Registry (GNHR). This will help enhance the targeting of indigents to be enrolled on the NHIS
- ▶ Work with the stakeholders (MoGCSP, GES etc) to draw up programmes, agreed on timelines to carry out registrations of indigents onto the NHIS
- ▶ Intensify public education on the exempt policy under the NHIA
- ▶ Work with MoGCSP and its agencies like School Feeding Programme, LEAP and other Development Partners to help with logistics such as transportation of indigents to registration centres for registration.

3.4. The Ghana School Feeding Programme (GSFP)

3.4.1. Background

The Ghana School Feeding Programme (GSFP) began in late 2005 with 10 pilot schools, drawn from each region of the country. By August 2006, it had been expanded to 200 schools covering 69,000 pupils in all 138 districts. The programme aims to contribute to national social protection and long-term eradicating of hunger.

The GSFP is targeted at public KG – P6 pupils in deprived communities with the bid of providing them with 30% of the recommended daily allowance (RDA) of nutritional intake through the provision of school meals guided by district menus developed by the MMDAs. As at end of the 2017/2018 academic year, the GSFP is implemented in all districts in all regions of the country with a total beneficiary pupil enrolment of 2,566,011.

3.4.2. Goal and Objectives

The goal of the GSFP is to contribute to poverty reduction and food security. The programme is guided by three (3) main objectives:

- ▶ Reduce hunger and malnutrition
- ▶ Increase enrolment, attendance and retention
- ▶ Boost domestic food production

3.4.3. Achievements for 2018

► Expansion of Coverage on Enrolment

GSFP with the approval of Ministry of Gender Children and Social Protection (MoGCSP) increased its enrolment on the 2016/2017 academic year from 1,671,777 to 2,574,537 beneficiary pupils nationwide in 2017/2018 academic year. The expansion empowered over 3,000 people through job creation as caterers and cooks.



Pupils being served with a hot meal from the GSFP



Pupils enjoying one hot meal from the GSFP

► Capacity Building

In order to strengthen the programme delivery, the GSFP collaborated with The World Food Programme (WFP), Partnership for Child Development (PCD), Food and Drugs Authority (FDA), Yedent (Ghanaian Agro Processing Company) to organise a series of training for caterers on meal planner tools, food hygiene and safety, and innovative ways of meal preparation with Soy focusing on the texturized soya (TSP) meals for school meals.

► Cost Benefit Analysis by MasterCard Foundation

A Cost Benefit Analysis (CBA) conducted by GSFP in collaboration with WFP and MasterCard Foundation found a higher rate of enrolment and attendance in schools benefiting from the GSFP than those not benefiting from the programme.

The findings also revealed that, for every GHC 1.00 invested in a beneficiary pupil, an economic value return of GHC 3.3 will be generated over the lifetime of the beneficiary pupil.

► Facilitative Supervision – Spot Checks

GSFP nutrition team conducted spot checks visit to 114 beneficiary schools in 20 districts within Greater Accra, Eastern, Northern, Upper East and Upper West Regions. The team inspected the quality of food, the conditions of kitchens and storage rooms. The exercise revealed that majority the caterers in these regions were complying with the standards of the programme.

3.4.4. Challenges for 2018

The major challenges the GSFP Secretariat faced in the year under review included:

- ▶ Delay in the release fund for payment of caterers.
- ▶ Inadequate logistics for monitoring both at the Regional and National level.
- ▶ Absence of a legislative framework for the GSFP

3.4.5. Way Forward

- ▶ Collaborate with key stakeholders to speed up the passage of the GSFP Bill
- ▶ Dissemination of the GSFP- CBA findings to facilitate the advocacy of the increment of the feeding grant.
- ▶ Engage the Ministry of finance on the need for timely release of funds for the payment of caterers on the GSFP
- ▶ Deepen collaborations with MoE, MLGRD, MoF, GES, MoFA, MoH, DPs, CSOs, OHLGS, and other relevant stakeholders to provide support for effective delivery of the GSFP.

3.5. Education Capitation Grant for Basic Schools

3.5.1. Background

Improved education outcomes have become the focus of Government's medium-term national development policy frameworks over the past decades. To relieve households, especially those who are poor, of the burden of paying fees and charges in public basic schools, the Capitation Grant Scheme was introduced by the Government of Ghana and was fully implemented in 2005, after it was piloted in 2004 within 40 of the most deprived districts in the country. The scheme has been a key strategic social intervention programme being implemented to stimulate the drive to achieve universal basic education.

3.5.2. Objective

The purpose of the scheme is to lessen the burden of paying school fees and all forms of levies in order to realize the long-term policy objective of 'increasing equitable access to and participation in education at all levels under the National Development Policy Framework.

3.5.3. Achievements

- ▶ The Capitation Grant Scheme started with an initial amount of GH¢ 3.00 per child in 2005 and in 2009, it was increased to GH¢4.50. In 2017, the Government of Ghana introduced additional Base Grant of GH¢4.50 making it GH¢9.00 and further increasing the grant to GH¢10.00 per child in 2018.
- ▶ In the year under review, an amount of GH¢39.1 million was provided as Capitation Grant to Public Basic Schools in the country, comprising of 14,649 Kindergarten schools, 15,138 Primary Schools and 10,784 Junior High Schools.
- ▶ There was the timely release of funds by the Ministry of Finance for the allocation to the schools through their respective districts. This helped the schools in their planning and budgeting processes.

3.5.4. Challenges

- ▶ One of the major challenges is the discrepancies in the total grant amount received relative to the number of children enrolled in a school. This is as a result of inaccurate enrolment data submitted by some of the schools.
- ▶ There is also the issue of late submission of enrolment data by the districts to the GES Headquarters for onwards submission to the Ministry of Finance through the Ministry of Education.
- ▶ Funds transferred by the Bank of Ghana to the respective schools' accounts were delayed by the banks before the amounts were credited into the accounts of the schools. This affected the smooth running of the schools.

3.5.5. Way Forward

- ▶ Engage the Ministry of Finance through the Ministry of Education on the need for regular and timely release of grant at the beginning of each academic year to help schools in their planning and budgeting processes.
- ▶ Engage government on the need to further increase the grant per child to reflect the current rate of inflation and help schools to cover child-school-year expenditures.

3.6. Planting for Food and Jobs (PFJ)

3.6.1. Background

Agriculture remains the backbone of Ghana's economy. The sector accounts for over twenty percent (20.7%) of GDP and employs close to 44.7 percent of the country's workforce.

The Ministry of Food and Agriculture (MoFA) from 2017 began rolling out a flagship programme dubbed "Planting for Food and Jobs" (PFJ). The strategy is to modernize Ghana's agriculture to ensure food security and export.

The Planting for Food and Jobs Programme is part of Government's comprehensive strategy to resolve the challenges within the agricultural sector and increase job opportunities in the country.

Besides creating jobs in the sector, the programme seeks to overcome the food and nutritional deficits and drastically reduce food importation in the country.

3.6.2. Alignment to Development Priorities and SDGs

The PFJ programme aligns with key objectives of the Food and Agriculture Sector Development Policy (FASDEP II) and programs of the Medium Term Agriculture Sector Investment Plan (METASIP III). This includes food and nutrition security and emergency preparedness; increased growth in incomes; marketing of agricultural products; sustainable management of land and environment; as well as science and technology applied in food and agricultural development. The Campaign contributes to achieving Sustainable Development Goals (SDGs), particularly goals 1; 2; 8 and 12.

3.6.3. Objectives

The objective of PFJ programme is to ensure immediate and adequate availability of food in the country. Specifically the programme seeks to:

- ▶ Increase productivity of food crops
- ▶ Ensure food security, raw materials for industry, reduce food import and increase export
- ▶ Create jobs, especially, for the teeming youth
- ▶ Create incentives and awareness to increase investment and attract the youth in particular into agriculture

3.6.4. Implementation Modalities for 2018

For the 2018 Campaign implementation, all inputs (seeds and fertilizers) were subsidized at 50% by Government. Beneficiary farmers were required to pay half of the remaining 50% before the supply of inputs at the retail points. In the case of seeds, payments were made at the Agricultural Development Bank (ADB) branches nationwide and their designated affiliated rural banks. For fertilizers, the coupon system is being used to facilitate the distribution.

3.6.5. Achievements

▶ *Distribution of Improved Seed Supply and Cassava Planting Materials*

Under the 2018 implementation, the following seed quantities were distributed: Maize (4,029.23 MT), Rice (2,399.14 MT), Soybean (338.98 MT), Sorghum (35.13 MT), Groundnut (10 MT) and Cassava (21,600 bundles). A total of 93,505 sachets of vegetable seeds comprising of seeds of tomato (44,244), onion (19,685), pepper (14,570), cabbage (7,498), cucumber (2,150), lettuce (3,410) and carrot (1,948) were also distributed to beneficiaries in the regions. Cassava is one of the newest commodity inclusions to the PFJ Campaign. It was targeted to supply and distribute 150,000 bundles of cassava planting materials to beneficiary farmers, however, 21,600 bundles were distributed.



A beneficiary of PFJ working in his maize farm

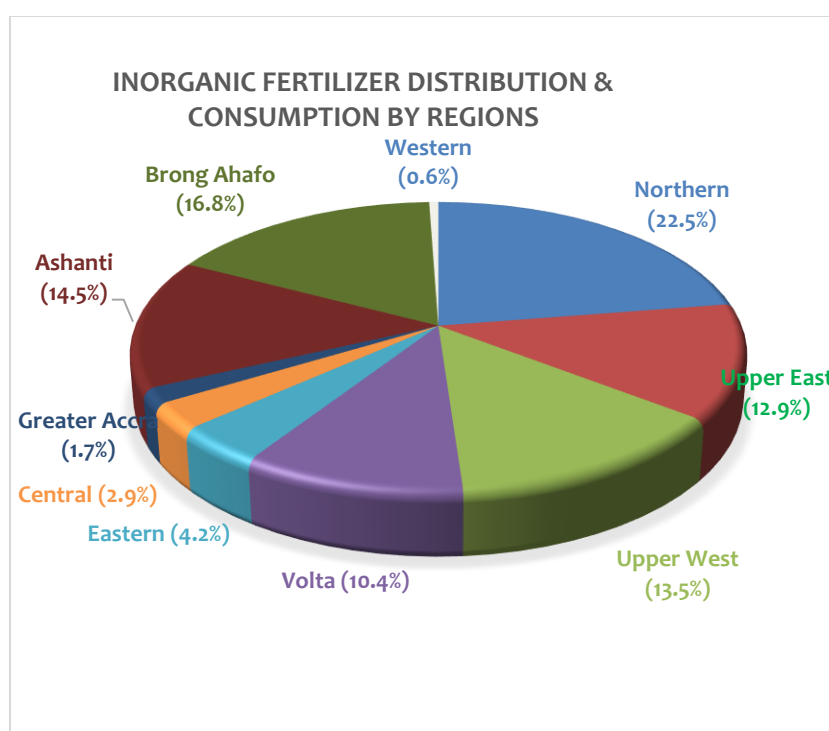


Some beneficiaries of PFJ working in their vegetable farms

► Enhanced Access to Fertilizer

As at 31 December, 2018, a total of 4,860,340 bags (243,017 MT) of inorganic fertilizers (NPK and Urea) had been supplied and distributed to all the 10 regions out of the allocated 5,000,000 coupons. Northern Region recorded the highest fertilizer consumption (22.5%) followed by Brong Ahafo with 16.8%. Western Region, however, recorded the least fertilizer consumption (0.6%). The chart below shows the regional breakdown of inorganic fertilizer distribution.

Chart 2. Inorganic Fertilizer Distribution and Consumption by Regions



Besides the organic fertilizers, Organic fertilizers were also supplied and distributed under the PFJ in 2018. These included 79,943 kg of granular, 266,606 Lt of liquid and 36,239 kg of compost fertilizer coupons distributed to beneficiaries in all the 10 regions.

► Extension Service Delivery

To support the implementation of the Campaign, the Government provided some support (personnel and logistics) for the Regional and District Departments of Agriculture. These supports include:

- Procurement and distribution of 216 Nissan 4x4 pick-up vehicles to districts
- Procurement and distribution of 3,000 motorbikes for Agricultural Extension Agents in all districts
- Recruitment of 2,700 agricultural extension personnel to support extension service delivery to farmers
- Procurement and distribution personal protective clothing (PPEs) for extension work at the districts

► **Marketing**

Government's intervention in marketing is only one of a facilitation role. As part of efforts to improve produce marketing, the Ministry initiated steps expected to create market opportunities by linking smallholder farmers to institutional buyers including state institutions. Through such linkage, NAFCO has purchased 6,000MT of maize, 1,730MT of rice, 1,120MT of millet, 1,220MT of groundnut and 1,230MT of cowpea and supplied to various schools under the Free Senior High School Programme.

In anticipation of increased production from the Campaign, 5 warehouses have been rehabilitated at Yendi, Tamale, Wenchi, Sunyani and Kumasi to increase storage space/capacity to 80,000MT for farm produce.

3.6.6. Challenges

- Inadequate supply of improved seeds and planting materials to support Campaign
- Misuse of fertilizer coupons
- Inadequate agricultural data
- Smuggling of fertilizers to neighbouring countries
- Fall armyworm (FAW) infestation

3.6.7. The Way Forward

- Procure and distribute more improved seeds/planting materials (7,000 MT maize; 6,000 MT rice; 1,000MT soybean; 29MT vegetables) and fertilizers (331,000MT of NPK and Urea) to beneficiaries
- Intensified monitoring at the district, regional and national levels check and curtail the misuse and smuggling of fertilizers, gauge status of implementation of the programme and obtain feedback for improvement
- Increase the target beneficiaries to 1,000,000 farmers across 254 districts in all 10 regions
- Put in measures to deal in any future infestation of the Fall armyworm (FAW) in timely manner

4.0 Conclusion

This report shows that many Ghanaians benefitted from social protection programmes during the reporting period. The achievements of the social protection implementing institutions in the year under review underscored the need to deepen the implementation and coordination of social protection interventions to ensure that a larger share of benefits of social programmes go to the poorest and the most vulnerable in the country. To achieve this, measures must be put in place to help implementation institutions overcome the challenges that impeded efficient implementation of social programmes in 2018.