



The Brazil-Africa Cooperation Programme on Social Development aims at promoting exchange of knowledge between the Ministry of Social Development and Fight Against Hunger and African countries in the development of social policies and programmes. It is an initiative financed by the British Department for International Development and supported by the International Policy Centre For Inclusive Growth.

The Challenge of Integrating Social Protection Programmes

Coordinating social protection programmes across different ministries is a challenge in every country. It is not easy to make public organisations engage in dialogue. Exploring different institutional models may be crucial to finding solutions to an often “dysfunctional” government. Brazil, Chile and Colombia are cases worth exploring in Latin America, while Kenya and Ghana in Sub-Saharan Africa are examples of new experiences that are now being developed.

Apart from CONSEA (the National Council on Food Security and Nutrition), Brazil also has interministerial chambers and formal coordination mechanisms under the 1993 Organic Law on Social Assistance. There is a National Council of Social Assistance, State Councils and Municipal Councils comprising representatives from the government and from civil society organisations. The National Council is attached to the Ministry of Social Development and is responsible for coordinating the National Social Assistance Policy, approving the budget and the criteria for transferring resources, monitoring management of the resources and the progress made.

Brazil’s highly mobilised councils are complemented by local-level coordination of social protection. Basic social protection is provided through Social Assistance Reference Centres (CRAS). These work as focal points for a network of social assistance services at the local level, basically giving guidance to families on how to access public services. They work with the Specialised Social Assistance Reference Centres (CREAS) in cases of more serious social breakdown involving sexual abuse, child labour and homeless people. These coordination




District government’s office, Kasarani (Nairobi, Kenya).

mechanisms are further enhanced by the work of the Bolsa Família programme, which has brought together various initiatives related to the cash benefit such that the programme’s beneficiaries are entitled to receive other benefits, thereby fostering the integration of the cash transfer with other programmes. This structure, though complex, is still being consolidated. New CRAS are being built and the dialogue in a country as big as Brazil, one with very diverse states, remains very challenging.

Beyond Brazil, Chile and Colombia are prime examples of the integration of social protection programmes. Both countries have given the Ministry of Planning a strong coordinating role and both have a database of beneficiaries that maps vulnerability and ensure that efforts converge on the same target group.

In Brazil, the National Council on Food Security and Nutrition (CONSEA) is the high-level coordinating body overseeing the Zero Hunger programme, which is the umbrella government initiative for social protection in the country. CONSEA comprises representatives from 17 government bodies and 36 members from civil society organisations. Its work springs from a long history of mobilisation on the issue of hunger in Brazil, but by itself it is far from being enough.





In Colombia, ministries work together under a strategy called “Juntos”, which covers nine areas: identification, income and employment, education and training, health, nutrition, housing, family planning, banking and investment, and support to guarantee access to the justice system. This broad agenda helps bring about coordination between social protection and other development areas. The coalition of ministries is led by the Ministry of Planning, but the Ministry of Social Protection chairs the intersectoral commission. One of the best examples of social development efforts in Colombia is the Single Registry (known as Sisben), which is located at the Ministry of Planning and is currently being used by 30 different programmes — a remarkable achievement compared to other experiences, such as those in Chile and Brazil.

In Chile, too, the Ministry of Planning has a key role in coordinating social protection. The “Ficha de Protección Social” is the tool used by the government to map vulnerability by household, as well as to give different ministries a criterion for targeting (a score is given to each family on the basis of its capacity to generate income). Families that benefit from the “Puente” programme, a cash transfer for the most vulnerable, will receive guidance on how to access various government initiatives and services. This is similar to the role of the CRAS in Brazil. The main difference in Chile is that the focus is less on the transfer and more on the psychosocial assistance given to the families, and emphasis is placed on the various other channels of public assistance.

The Colombian and Chilean experiences have shown that dialogue with the Ministries of Planning are crucial to gathering political support and integrating the various actions. In Brazil, social protection is a priority for the president and thus the Ministry of Social Development is powerful.

As regards partner countries in Sub-Saharan Africa, the coordinating agency for social protection in Kenya will be the Ministry of Gender, Children and Social Development. In this regard, the high-level cabinet and the executive secretariat yet to be created will be crucial to integrating the programmes. The Single Registry which is being discussed will also be key, as will the planned office for monitoring and evaluation. A debate has already started in the country on how to integrate the different programmes. In Ghana, a high-level coordination committee known as “Split” has been set up to forge links between the transfer and the complementary programmes and services under the national social protection strategy. The Ministry of Employment and Social Welfare is now signing formal agreements with the ministries of Health and Education to create synergy in the delivery of services.

The various experiences in the aforementioned Latin American countries have some common features: the importance of a strong ministry in charge of social protection chairing an interministerial body for the coordination of programmes; the collaboration of local governments in ensuring local-level integration (families are directed to focal points and social workers will have information on the various programmes); and shared databases on vulnerability, whereby different ministries will use the same pool of information to select the beneficiaries. Many of these instruments are quite new, such as the shared database of beneficiaries and the local offices serving as reference centres for vulnerable families. But they show that coordination is possible and they can be a step forward in helping families engage in dialogue with the government. African countries are being inspired by these initiatives and are making efforts in the same direction.

Africa-South America Summit

More than 60 representatives of South American and African countries met on 26–27 September on Margarita Island, Venezuela, for the Second Africa-South America Summit. The main topics were the strategic alliance between the African Union and the Union of South American Nations (UNASUR), the fight

against hunger and poverty, the energy crisis, the financial crisis and alternatives that can guarantee peace, and the resources needed for the development of people in both regions.

Among the 95 items in the final declaration, the participating countries agreed to “foster

South-South cooperation” and expressed their support for reform of the UN Security Council.

The first Summit took place in Abuja on 26–30 November 2006 and sought to define common objectives and strategic partnerships for South-South cooperation.





Missions to Ghana and Kenya

The dialogue with Ghana and Kenya intensified further during Brazilian government missions which took place on 10–21 August in the framework of the Africa-Brazil Cooperation Programme on Social Development. In Kenya, one of the major challenges is the coordination of various social protection initiatives that are distributed among different ministries, as well as the implementation of the new social protection strategy whose initial focus is on cash transfer programmes. In Ghana, the current need is to strengthen the partnership between the cash transfer initiative (Livelihoods Empowerment Against Poverty, LEAP) and the complementary programmes.

The two missions shared Brazil's experience in building the Single Registry, as well as in managing Bolsa Família and the Single System of Social Assistance.



Brazilian delegation and community members at Thika District, Kenya.

Food as a Human Right

As part of the celebrations for World Food Day on 16 October, a seminar on Chargeability Mechanisms for the Human Right to Adequate Food and the National System of Food and Nutritional Security was held on 13–14 October at the Hotel Nacional in Brasilia.

In the opening speech, Brazil's Minister of Social Development and Fight Against Hunger, Patrus Ananias, declared that "food is not the end of the road, but the first step to citizenship. It is the condition for other rights such as health, education and work". He also

mentioned other challenges, such as the need to "consolidate the social protection laws in Brazil, to contribute with other countries and integrate social protection programmes".

About 100 representatives of social movements, public officials from federal states and municipalities, and national and state councillors met international guests representing governments and non-governmental organisations from countries such as Bolivia, Colombia, Ecuador, France, Guatemala, India, Spain, Switzerland and the United States.

East Timor Study Tour to Brazil

On 13–16 October, a delegation from East Timor took part in the mission "South-South Dialogue on Social Protection", which was organised by the International Policy Centre for Inclusive Growth in partnership with UNDP East Timor. The mission aimed to foster an exchange of experiences on cash transfer programmes by training government officials from East Timor.

In March 2009, the government of East Timor started a cash transfer programme called Bolsa Mãe, which is managed by the Ministry of Social Solidarity. This is a pilot programme that transfers resources for eligible beneficiaries on condition that their

children attend school. The main purpose of the programme is to help female-headed households living below the poverty line to deal with conditions of vulnerability such as illness, death and loss of income. "East Timor has suffered from violence for years, leaving the country in very difficult conditions", said Antônia Carmen da Cruz, National Director of Social Reintegration (DNRS) in the Ministry of Social Solidarity.

The mission made a field visit to Formosa-Go, where the East Timorese delegates saw central government programmes and also those managed by the local government.



Launch of the Social Protection Network of the Organization of American States

In New York on 22 September, the Organization of American States (OAS) launched the Inter-American Social Protection Network. According to the OAS, the network seeks to promote “effective and efficient alternatives for expanding access—especially for the most vulnerable—to food, health, education,

housing and employment” by implementing programmes to tackle hunger in the region on the basis of successful projects that have already benefited millions of people in the Americas. The OAS is currently supporting the exchange of experiences between Chile and the Caribbean on the “Puente” programme.

Social Development in Latin America

The Mercosur Social Summit will be held on 14–15 December in Costa do Sauipe as part of the agenda of Brazil’s Pro Tempore Presidency. This will be a meeting with ministers of the region that aims to encourage participation and dialogue

between governments and various organisations. The discussion topics this year are “Climate Change and the Challenges for Mercosur”, “the Social Dimension of Mercosur”, and “Food and Nutritional Sovereignty in Mercosur”.

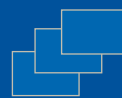
Exchange of Experiences between Ghana and Kenya



Delivery of benefit under the LEAP programme, Ghana.

The governments of Ghana and Kenya developed an interest in collaborating on social protection during a study tour to Brazil in August 2008. Until then, the two countries had known little about each other’s major programmes. Social protection is a fairly new issue in Sub-Saharan Africa, and only in recent years has it been given greater expression and offered broader scope to the development of strategies and frameworks. This is largely because of the implementation of cash transfer programmes to replace the traditional food transfers where a case has been made for the need to invest in the well-being of the vulnerable populations. The agenda grew at the international level, where the earlier debate on the provision of services in the 1970s shifted to a later discussion about safety nets and labour markets in the face of post-structural adjustment programmes. More recently, social protection developed as a new framework; the definitions vary but there is agreement that the focus should be on the most vulnerable.





Potential Exchange of Experiences between Ghana and Kenya

Area	Ghana	Kenya	Potential for learning
Social protection framework	The National social protection strategy focuses on the most vulnerable and the link between existing programmes. Cash transfers are central	The social protection framework focuses on cash transfers and on the life cycle of the individual	Social protection framework for Kenya is more comprehensive because of the existing number of programmes and the focus on the life cycle of the individual
Registry of beneficiaries	It was established with a view to serving as the basis for various ministries	Well developed in the orphans/vulnerable children (OVC) programme, but is not integrated with different ministries	OVC database includes data on monitoring of conditionalities but the Ghana database is broader, making it more attractive for use by other programmes
Delivery of benefits	Post Office, community centres	Post office experimenting with cell phones	Exploring new ways of delivering the benefits (new technology)
Legal provision	No legal framework	No legal framework	High-level political exchange with other countries where social protection is legally assured (e.g. Namibia, South Africa)
Monitoring and evaluation	Still being developed	A monitoring system for the OVC programme is already in place	The two major cash transfer programmes in Kenya have developed monitoring and evaluation systems
Coordination mechanisms	"Split" programme committee	High-level committee is being created to oversee the national social protection strategy	Both countries are starting to develop intersectoral coordination, but more experience is needed before an exchange takes place

Both Ghana and Kenya are experiencing intense mobilisation on the issue of social protection, bringing an historic opportunity to increase rights, the level of resources and the number of programmes. The table shows the link between different social protection areas and the potential for learning between the two countries.

A review of the different areas of expertise in both countries reveals that there is special potential for collaboration in the areas of monitoring and evaluation, as well as in the registry of beneficiaries. More knowledge is needed in the areas of the legal framework and coordination mechanisms.

A number of social protection programmes in Kenya are distributed among different ministries. There are two ambitious cash transfer programmes: the orphans and vulnerable children initiative and the Hunger Safety Net programme. Apart from these there is a new scheme for the elderly and a food subsidy programme is being designed for Nairobi.

The cash transfers for the elderly began only recently. About 6 per cent of the total population is more than 60 years old (an estimated 3,278,188 million people). Poverty among the elderly in Kenya usually stems from the impact of HIV/AIDS and the erosion of traditional safety nets. With regard

to social security, the Ministry of Labour intends to include more people in the National Social Security Fund (NSSF), from which only about 3 million people currently benefit. Most people are in the informal sector. The benefits paid are low, and are insufficient even for pensioners.

A significant employment programme was launched in April 2009. The Ministry of Sports and Youth Affairs is looking at providing manual employment to those between 18 and 35. This is a self-targeted initiative overseen by a national committee. So far the programme has not developed a monitoring and evaluation system. As mentioned earlier and confirmed by the government, the main challenge for Kenya is to integrate its various programmes. This coordination is being addressed by the national social protection policy, which is in the process of being established.

In Ghana, the LEAP initiative is the basis for the national social protection strategy. LEAP is a cash transfer programme which was designed in 2007 with the assistance of international consultants and the Brazilian government.

LEAP gives grants to subsistence farmers and fisher folk, the extremely poor above 65 years of age, care givers for orphans, vulnerable children and children with severe disabilities, incapacitated/extremely poor people living with HIV/AIDS, and pregnant women/lactating

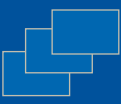
mothers with HIV/AIDS (as stated in the national social protection strategy).

LEAP was conceived as the first step towards ensuring that beneficiaries of the programme would access other benefits in the form of complementary programmes.

In 2008, as a response to the world food crisis, an emergency cash transfer programme supported by the World Bank increased the number of beneficiaries to 35,000 households. Given the significant concern about food insecurity, nutritional indicators were included in the revision of the programme's targeting mechanisms. One major achievement in Ghana is that the LEAP programme has continued and expanded despite changes in government.

There is great potential for an exchange of experiences between Ghana and Kenya because in both countries the social protection system is in the process of being built and lessons can be shared along the way, most especially as regards "making a case" for social protection. More dialogue is needed between the Ministries of Social Protection and the Ministries of Finance. Kenya has already started by bringing officials from the Ministry of Finance to Brazil in August 2008. A Study Tour has been proposed for both countries to engage their finance officials. Prospects are definitely promising for both countries.





Events

Global South-South Development Expo 2009

14–17 November 2009,

Washington, DC

The theme of the GSSD Expo is:

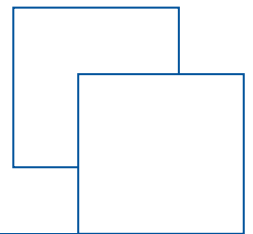
“Solutions, Solutions, Solutions”

<http://www.southsouthexpo.org/>

6th UN Day for South-South Cooperation

21 December 2009,

New York



Ministério do Desenvolvimento
Social e Combate à Fome



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