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How Can Social Protection Systems Be Leveraged for Anticipatory Action?

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About the Academic Alliance for Anticipatory Action

The Academic Alliance for Anticipatory Action (4As) is a consortium of researchers from 7 universities working to increase the knowledge base on anticipatory action. 4As is led by Tufts University in the US, partnering with Bangladesh University of Engineering and Technology, Eduardo Mondlane University in Mozambique, Makerere University in Uganda, University of Namibia, National University of Lesotho, and University of the Philippines.

Academic Alliance for Anticipatory Action

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Introduction

As extreme weather events grow in frequency and severity around the world, there is an ongoing need to examine how existing national and international assistance mechanisms can be leveraged and learned from to respond to both slow- and sudden-onset disasters. A growing area of humanitarian action is anticipatory, seeking to use weather forecasting to make informed predictions about extreme weather events and act accordingly. Known as anticipatory action, this type of humanitarian response requires extensive pre-planning in order to deliver the appropriate type of assistance to populations that need it most. While anticipatory action may aim to build resilience, such as safeguarding assets and minimizing livelihood shocks, it often takes the form of emergency cash assistance or humanitarian in-kind assistance as well.

Social protection (SP), on the other hand, often constitutes more institutionalized, regular, and longer-term assistance, with SP policies and programs part of a national system intended to help poor and vulnerable groups meet basic needs as well as cope with emergencies and shocks. Social protection can take a range of forms, including livelihood support, financing for the health and education of children, and support for elderly populations. Given its aims as well as target groups—often the poorest and most vulnerable members of societies—it has a natural linkage to humanitarian work such as anticipatory action.

There is an increasing focus on social protection systems' capacity to be "adaptive" and to scale up or out when there is a need to do so. In the face of an extreme weather event, for example, social protection systems can potentially provide cash or other in-kind support to enable people to prepare. At the same time, little is known about potential interlinkages between social protection systems and anticipatory action, particularly in specific country contexts. To this end, there is value in examining existing social protection systems in hazard-prone countries and collecting recommendations and lessons learned from practitioners and academics on how social protection systems could be best used to inform or implement anticipatory action.

This literature review is divided into four parts. The next section provides a global overview of social protection systems and their main functions, including newer types of systems that seek to address shocks related to climate and other hazards. The following sections provide country snapshots of social protection systems in Mozambique and Namibia respectively, and still-nascent efforts to link them to existing anticipatory action, exploring both what is known and what remains to be researched. The final section discusses key takeaways and recommendations for humanitarian, government, and other actors interested in extending or learning from social protection systems to inform anticipatory action today and in the future.

This review was undertaken to inform the work of the Academic Alliance for Anticipatory Action (4As), a consortium of universities around the world seeking to inform and enhance anticipatory action. The 4As Consortium is funded by United States Agency for International Development (USAID) and is led by Feinstein International Center, Friedman School of Nutrition Science and Policy at Tufts University in partnership with Makerere University in Uganda, the National University of Lesotho, the University of the Philippines, Bangladesh University of Engineering and Technology, the University of Namibia, and Eduardo Mondlane University in Mozambique. See Box 1 for an overview of methods used in this report.

Overview of social protection

Social protection (SP) systems exist to manage short- and long-term risks associated with inequality and vulnerability, especially in terms of poverty (RCRC 2022). The International Labour Organization (ILO 2021) gives a global overview of SP systems, including how these systems have been leveraged during COVID-19 as a responsive form of protecting

vulnerable groups at the policy level. However, there is a disparity in the ability to leverage SP in low- versus high-income countries. In high-income countries, the percent of population covered by at least one SP, excluding healthcare, is 85.4% while in low-income countries it is only 13.4% (ILO 2021). SP is important for low-income countries because low-income and high-risk countries are usually the most vulnerable to negative impacts from a disaster (ESCAP and MNRE 2020). Worldwide, only 28.9% of vulnerable persons are covered by social assistance through the SP systems (ILO 2021).

SP systems can be non-contributory (i.e., cash transfers, school feeding programs) and provide unconditional support to the beneficiaries, or they can be conditional (i.e., health insurance programs). Common SP systems include (RCRC 2022):

- Social assistance or social safety nets (SSNs): cash transfers, school feeding programs, cash-for-work programs, and temporary employment programs;
- Social insurance: pensions; health, unemployment, or disaster insurance;
- Labor market interventions: job market assimilation, benefits;
- Social services: disability services, social care, nutrition services.

Shock-responsive social protection

O'Brien et al. (2018) note that shock-responsive SPs may be arranged in advance (ex-ante) or after the occurrence of an event and identification of the need (ex-post). The ex-ante response is generally considered both more efficient and more effective than ex-post as it strengthens a communities' ability to withstand crises (O'Brien et al. 2018), which was evident during COVID-19 (see Box 2). In this sense, ex-ante shock-responsive SP can be considered anticipatory social protection (A-SP).

Costella et al. (2017) recognize that most previous documents analyzed SP's role or success as a shock response rather than as anticipatory action but argue that SP can be used effectively in resilience building at scale by integrating it with anticipatory actions (AAs).

Box 1. Methods overview

This literature review is based on public and internal project searches of primary and secondary data sources, including non-governmental organization (NGO) and international non-governmental organization (INGO) reports, academic literature, and official government documents and records. Humanitarian evidence databases such as ALNAP, ReliefWeb, and the Anticipation Hub were used in addition to targeted literature searches in academic databases.

Integrating social protection and anticipatory action

Costella et al. (2017) propose two models for integrating SP and AA. In one model, they link SP with a system-wide forecast-based financing (FbF) mechanism, and in the other an FbF mechanism is integrated into an existing SP program. In both frameworks, the framework of the initial SP is the same as the non-disaster scenario. OPM (2015) and O'Brien et al. (2018) design a shock-responsive SP in which the regular SP would be extended during the disaster time. For example, following Typhoon Haiyan, the Philippines expanded an established cash-transfer system that already enrolled many disaster-affected families at a scale and speed that would not have been possible through humanitarian channels, providing effective relief and decreasing transaction costs for donors due to the elimination of implementing partners (O'Brien et al. 2018). Considering these two models for integrating SP and AA, the study outlined the anticipatory SP (A-SP) as shown in Figure 1.

Figure 1. Outline of social protection in a joint FbF-SP system.

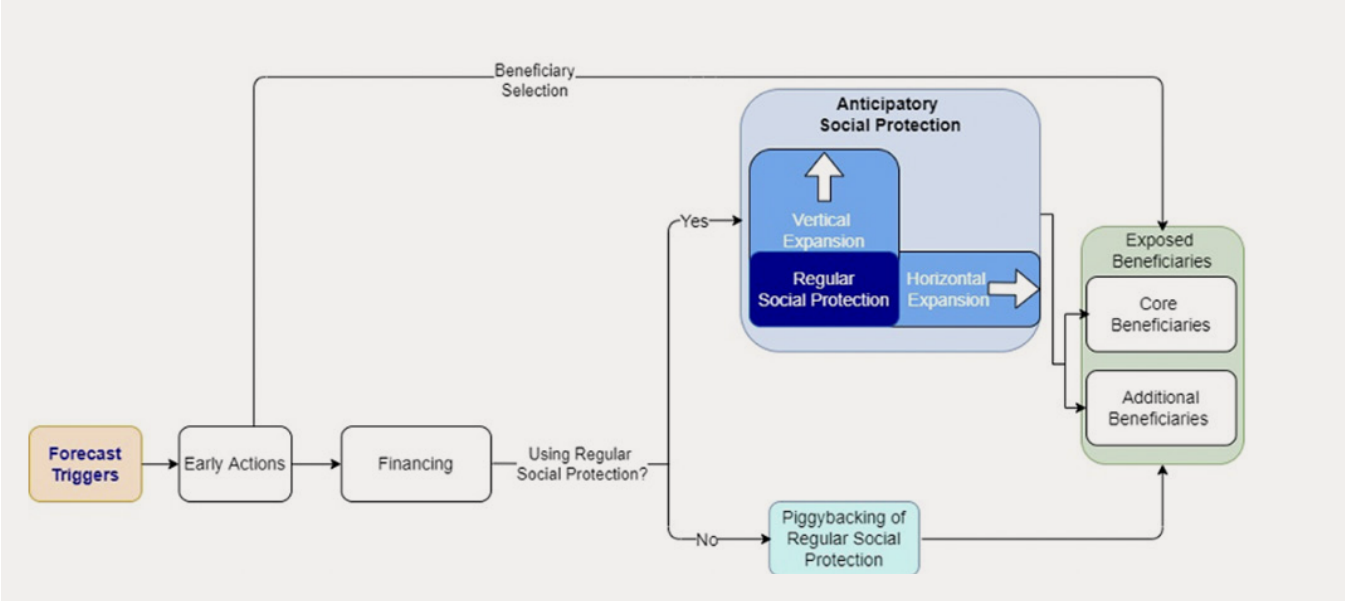

Figure 1 outlines the process of implementing anticipatory aid through social protection systems. When a disaster is forecasted, early actors will secure financing and select beneficiaries. If using an existing SP, the criteria for inclusion will be expanded to ensure those affected by the disaster are eligible. The benefit itself may also be expanded to align with anticipated needs. If creating a dedicated emergency program, drawing upon existing SP will expedite the process for delivering aid to affected communities. In both scenarios, beneficiary criteria should be assessed to ensure the program adequately includes those most impacted by the disaster. During the pre-disaster period, the exposed beneficiary selection process can be backed up by the vulnerability database of the regular SP. Then AA financing can be done by expanding the regular SP or forming a completely new emergency SP. Therefore, to be A-SP the following indicators need to be satisfied.

Scaling up: To be an anticipatory SP, the regular SP system needs to be "scaled up" when natural disaster "triggers" are reached. Scaling up is alternatively stated as "vertical expansion" and includes offering more support in the form of increased monetary support and/or duration of support to families that are already utilizing the SP system (O'Brien et al. 2018). This approach was used by the Fiji Government during Tropical Cyclone Winston in 2016 through additional transfers of cash to Fiji's regular SP recipients (GFDRR and WB 2019). Fiji provided transfers that corresponded to three months of normal allocations to all existing beneficiaries, including both exposed and unexposed, relieving the burden on all vulnerable individuals.

Scaling out: Scaling out can be alternatively identified as "horizontal expansion" (O'Brien et al. 2018). The SP program needs to be adjustable to estimated disaster needs when the forecasted trigger is reached. It is noteworthy that SP designed for scaling out should also be able to scale up, especially in the case of rapid-onset disasters. Anticipatory SP has an additional quality of scaling back and down once the disaster is over. During an ongoing drought, Kenya set a good example of horizontal expansion through the Hunger Safety Net Programme (HSNP) (O'Brien et al. 2018). During the second implementation stage, the HSNP was designed to provide unconditional cash to 100,000 households. The mechanisms of scale up, scale down, and scale out were included in that HSNP for covariate shocks. Therefore, when Hurricane Maria hit, it included an additional 272,000 households and provided the necessary cash transfers.

Dedicated emergency programs: For countries that are incapable of officially "scaling up" or "scaling out" regular SP programs, dedicated emergency programs with similar attributes, including cash transfers or in-kind support, can be generated. An example of such a program used as anticipatory action was initiated in Bangladesh during COVID-19 (Scott et al. 2020). The system was developed under the Strengthening Government Social Protection (SGSP) and Access to Information (a2i) Service at the beginning of the country's lockdown period to help people whose income might be affected due to lockdown policies. These programs were common throughout COVID-19 and are replicable during weather-related events.

The timeliness and reliability of support should be the additional criteria of A-SP. As in rapid-onset disasters (i.e., a storm surge), the system needs to respond within a very short period. Social protection systems already exist. It is more timely and economical to expand existing systems during disasters than to create new programs. When action is taken in advance of disaster, communities are able to be proactive in their preparations, reducing needs post-disaster.

Box 2. Social protection in the context of COVID-19

During COVID-19, social protection systems were quickly leveraged to aid vulnerable populations who were impacted by the pandemic. Some of the main drivers of timely response were strong legal frameworks, available domestic funding, the capacity to register people quickly, the use of digital systems, and access to social registries and social protection. Examples of SP systems that were leveraged during COVID-19 are:

- Philippines: The Social Amelioration Program (SAP) was expanded to cover 70% of the total population and remitted payments within 31 days using manual registration;
- Peru: *Bono yo me quedo en casa* (I stay at home grant) was created using social registries and administrative data. Payments were able to be made within 8 days of registration, and the program covered 68% of the population;
- Chile: *Bono de Emergencia COVID-19* (Emergency COVID-19 Grant) was created using social and beneficiary registry data. Sixty-one percent of the population was covered, and payments were made within 24 days of registration.

Globally, social protections were leveraged quickly and effectively to cover individuals affected by COVID-19.

Source: Beazley et al. 2021

An Overview of Social Protection and Anticipatory Action in Mozambique

Mozambique, a country in southeastern Africa with coastal lowlands as well as mountains, faces seasonal droughts, cyclones, and floods, which generally occur between November and April. The country has a population of approximately 31 million people, of which two-thirds are based in rural areas (WB 2021). The country is considered to be low income with a high poverty rate of approximately 60% (WB 2021). It is estimated that the COVID-19 pandemic has caused an additional one million people to drop below the poverty line and caused the economy to contract for the first time in three decades (WB 2021), further illustrating the need for a robust social protection system.

Dating back to the 1990s, the social protection system in Mozambique has expanded and formalized in recent years (IPC-IG 2018) and is currently divided into two categories: a contributory system that involves people engaged in formal employment who pay for their social protection (i.e., social security for later pensions); and a non-contributory system, which is government led and designed to support those who cannot afford contributions. Social assistance (*Assistencia Social*) is a type of non-contributory social protection system that aims to support the poorest and most vulnerable people through the provision of regular benefits (social transfers and services) with the objective of reducing chronic poverty and vulnerability (IPC-IG 2018).

The main objective of the national social protection system in Mozambique is to reinforce food consumption, increase autonomy and resilience to shocks, and improve children's nutritional status. In 2017, national social protection programs covered in aggregate a total of 470,786 beneficiaries (WFP 2019). The total is very small considering that Mozambique at the time had approximately 13 million people living below the poverty line (REAP 2021). Currently, the government is implementing the following five social protection programs:

- **Basic Social Subsidy Programme (PSSB):** provides unlimited and unconditional monthly cash transfers to the poorest and most vulnerable households such as households headed by elderly, children, people with a disability, or those chronically ill and unable to work. The amount received varies from Mozambican metical (MT) 540 (about USD 9) to a maximum of MT 1,000 (about USD 16) per month depending on the size of the beneficiary's household. This permanent program assists people up to the time of their deaths.
- **Direct Social Support Programme (PASD):** consists of in-kind (mainly food provision), unconditional, and limited support to the poorest and most vulnerable households affected by short-term shocks, although these shocks are not defined. The support is estimated to be equivalent to a monthly payment of MT 2,500 (about USD 40), which ceases once the beneficiary recovers from the shock.
- **Productive Social Action Programme (PASP):** consists of conditional cash transfers support through public works in locations exposed to chronic nutritional and food insecurity. This program prioritizes the poorest and most vulnerable households

that have at least one member able to work. Normally PASP is implemented annually for four months per year in rural areas and for six months in urban areas over the course of three years. As a way of responding to shocks in the affected regions, PASP can be extended for an additional three months per year. For public works, the recipients work four days a week for four hours in exchange for a monthly subsidy of MT 1,050 (about USD 17). Notably, vulnerability to climate shocks is included in the list of selection criteria based on geographical locations considered more prone to experiencing shocks due to extreme weather and other environmental factors (IPC-IG 2018);

- **Social Action Services Programme (PROSAS):** encompasses a set of interventions oriented to protect households and communities against social risks (e.g., gender-based violence, discrimination, etc.) and to promote the social inclusion of the most vulnerable people;
- **Social Assistance Services (PAUS):** involves residential care and institutional support for vulnerable and abandoned children and elderly people, victims of violence, and homeless people who require intensive care services.

Shock-responsive social protection in Mozambique

Social protection programs linked to shock responses are also implemented as part of the National Basic Social Security Strategy, used to support the recovery process of households affected by covariate risks, including natural disasters such as droughts, flooding, and cyclones. Through the horizontal and vertical expansion of at least two existing social protection programs, namely the Direct Social Support Programme (PASD) and the Productive Social Action Programme (PASP), shock-responsive social protection has been activated to respond to the following shocks:

- **Severe drought that occurred in 2015/2016 in the southern and central region of Mozambique:** as a response to the shock, the government of Mozambique (through the National Institute of Social Action), in partnership with the World Bank, implemented PASD-PE (post-emergency cash transfers) in 2019 in three districts of Gaza Province (Chókwe, Mabalane, and Massingir Districts). Similarly, the government, in partnership with World Food Programme (WFP), implemented PASD-PE in three districts: two in Gaza Province (Guijá and Chibuto Districts) and one in Tete Province (Changara District). In both cases of assistance, each household received a MT 2,500 cash transfer each month for 12 months. In the case of the WFP program, both existing social protection beneficiaries as well as non-beneficiaries were included based on targeting criteria, representing a model of both vertical and horizontal expansion to respond to an extreme event.
- **Response to Cyclones Idai and Kenneth in 2019:** between March and April 2019, Mozambique was hit by two major cyclones that affected the central regions of Mozambique (Cyclone Idai) and the north (Cyclone Kenneth). It is estimated that about 2.2 million people were directly affected by the two cyclones. As the response to these events, PASD-PE and PASP-PE (post emergency) were activated for six and seven months respectively. The monthly payment was MT 1,050 (about USD 17).
- **2020-ongoing COVID-19 pandemic:** in response to the global COVID-19 pandemic, the government, with support of World Bank, Europe Union (EU), WFP, and other partners, is implementing the PASD-COVID-19 social protection program. The assistance was fixed for six months, and each included household assisted received a total amount of MT 1,500 per month.

While these programs are still considered responsive rather than anticipatory as they occur either during or after shocks, they illustrate how the country's social protection system has been successfully utilized to address extreme events. Key components for success include the existence of good databases, banking methods and information, and strong

financial provider networks. Given this, there is significant potential for these systems to be further scaled up as part of anticipatory action interventions. With accurate weather forecasting, for example, additional cash payments could be paid in advance of an extreme event alongside practical actions such as cyclone preparedness.

Next Steps for Linking Anticipatory Action and Social Protection in Mozambique

At the moment, however, anticipatory action remains a new approach in Mozambique. Projects began in 2015 with the Mozambican Red Cross (Cruz Vermelha de Moçambique (CVM)). CVM has developed two FbF protocols (what anticipatory action is referred to within the Red Cross Red Crescent Movement), one for flooding and another for cyclones. Both protocols were approved in 2019. The Cyclone Early Action Protocol covers over 4.5 million people who live in 26 districts located in the coastal zone of Nampula, Zambézia, Sofala, and Inhambane Provinces. The Flooding Anticipatory Action Protocol covers 1.1 million people of 12 districts who live in the three main flood-prone river basins (Limpopo, Buzi, and Licungo basins). CVM activated their protocol for the first time during the 2020 Chalane Cyclone, when they provided 1,500 households with shelter and water, sanitation and hygiene (WASH) kits. More recently, in January 2022, CVM activated their Flooding Anticipatory Action Protocol for the Licungo basin.

World Food Programme (WFP) Mozambique has also established an anticipatory action drought protocol in collaboration with government actors, including the Instituto Nacional de Gestão de Desastres (INGD), National Meteorological Agency (INAM), and the Ministry of Agriculture and Rural Development (MADER). Although they have not yet been activated, pilot drought protocols have been developed for four districts, two in Gaza Province (Chibuto and Guijá) and two in Tete Province (Marara and Changara). Notably, if the trigger levels for these protocols are reached, 68% of the budget released will come through the post-emergency direct social support program, the National Institute of Social Action's emergency transfer program (Tomàs et al. 2022).

This pilot illustrates promising in-progress collaboration for anticipatory action for drought. Social protection actors such as the National Institute of Social Action and the Ministry of Gender, Children and Social Action have been involved in the design and implementation of early actions (Tomàs et al. 2022). Actors involved in the process point to the potential of the post-emergency direct social support program as a key component of Mozambique's social protection system to utilize for anticipatory action, while also acknowledging that in order for a stronger integration of social protection instruments into anticipatory action plans to occur, existing financing tools must be adapted to ensure a timely social protection payout (Tomàs et al. 2022) and help people in advance of an extreme weather event such as drought.

An Overview of Social Protection and Anticipatory Action in Namibia

Namibia, located in southwest Africa, has a predominantly arid climate with persistent droughts, scarce water, and variable temperatures and rainfall (WB 2022). It faces increasingly worse droughts in the normal dry season between November and March, which are expected to worsen as temperatures continue to increase (RCRC 2021). However, it is also an upper middle-income country and has one of the most well-developed social protection systems in Africa. It consists of a range of contributory and non-contributory social assistance, social insurance, and occupational and private pension provision (ILO 2014). An overview of existing social protection schemes in Namibia can be found in Annex 1, with a summary of each as follows:

- **Social assistance:** non-contributory grants that cater largely for benefits such as child grants paid to parents of children in need of foster care, those with a disability, and where one parent is unable to contribute to the maintenance of the child. Social assistance also includes disability and old age grants, as well as veterans' grants and other veteran fringe benefits such as housing. It includes food banks, food-for-work programs, and free access to primary healthcare and basic education, drought relief, and funeral benefits, as well as subsidized housing (Bank of Namibia 2013; ILO 2014; Schade et al. 2019).
- **Social insurance:** contributory and provided by the para-public institution, the Social Security Commission (SSC). Social insurance includes employee compensation funds, accident-related insurance, sick leave, and death and maternity benefits.
- **Private insurance (including medical schemes) and occupational and private retirement funds, health insurance funds, and medical aid schemes:** these cater to the upper end of the labor market and are regulated by the Namibian Financial Services Authority (NAMFISA).

Grant programs' administration, distribution, and management fall under the responsibility of different implementing institutions, namely the Ministry of Gender Equality and Child Welfare (MGECW), the Ministry of Poverty Eradication and Social Welfare (MPESW), and the Ministry of Veterans Affairs (MVA) within the Office of the Vice President. According to UNICEF, the Namibian government's overall budgeting and spending on social protection is unevenly distributed, with discrepancies between the percentage of the budget allocated for different programs (UNICEF 2017). The coverage of social grants has increased since independence. However, beneficiaries of child and family grants have, over the years, been fewer, and in some cases these grants have skewed in favor of some regions rather than social pension beneficiaries (Bank of Namibia 2013; ILO 2014; Schade et al. 2019).

Since independence, the Namibian government has initiated efforts to better coordinate social protection as a sector. A 2014 ILO review of the Namibian social protection system suggested that while there is clear potential for building a coherent social protection system, significant challenges impeding this implementation include lower coverage and uptake rates of social grants such as old age and disability grants because the nearest pension pay point for

many beneficiaries can be up to 20 kilometers away. This issue of distance is compounded by low literacy and a lack of information among qualifying individuals (ILO 2014). The ILO review and other research further found that child and family grants had bottlenecks posed by lengthy registration and documentation requirements for some benefits. These bottlenecks highlight the important role that exposure and access to information plays in determining coverage, especially in more remote areas of the country (ILO 2014; Bank of Namibia 2013). A promising new social protection policy drafted in 2020 seeks to address many of these gaps, which in turn will increase the ability of the country's social protection system to be used for anticipatory action. The key objectives of the new policy are overviewed in Box 3.

Box 3. Five key objectives of the 2020 Social Protection Policy drafted by the Namibian Ministry of Gender Equality, Poverty Eradication and Social Welfare (MGEPESW)

1. Increase coverage and access to social protection services for all Namibians.
2. Enhance efficiency and effectiveness of social protection interventions.
3. Strengthen the coordination and integration of social protection.
4. Enhance the institutional framework for the delivery of social protection.
5. Improve monitoring and evaluation of social protection.

Source: Jauch and Nyamadazawo, n.d.

Social protection systems responding to disasters such as drought, flood, and fires in Namibia are implemented through the Drought Relief Programme implemented by the Office of the Prime Minister. The Drought Relief Programme assistance includes emergency food distribution and food-for-work programs. Other organizations operating in the country also focus on drought, such as the Namibian Red Cross Society (NRCS), which provides cash of Namibian dollar (NAD) 800 grants to drought-affected farmers (DRB 2019). The Namibian Chamber of Environment (NCE), an umbrella organization of over 60 organizations working in the environmental sector, is involved in improving the social grants system and emergency relief system. Integrated Rural Development and Nature Conservation (IRDNC) provides cash and food parcels to affected communities. Other projects funded by the Green Climate Fund focus on improving the rangeland and ecosystem management practices of smallholder farmers in the face of climate change in areas near Sesfontein, Fransfontein, and Warmquelle, illustrating the breadth of activity to address the impacts of climate change in the country.

Next Steps for Linking Anticipatory Action and Social Protection in Namibia

Similar to Mozambique, Namibia is in the early stages of implementing anticipatory action. A project co-led by the Namibian Red Cross Society and other Red Cross Societies, the Namibia Disaster Risk Management Authority, Division of Meteorological Service, and UN agencies have developed a drought early action protocol focused on cash transfers. The project aims to improve drought forecasting and monitoring capacities within the region and will integrate anticipatory action into a wider program to strengthen cash preparedness, shock-responsive social protection, and preparedness for effective response (Palomo and Huhn, 2021).

Given the strong social protection system in the country, it seems promising to link anticipatory action through disaster response systems such as the drought relief program or other social protection systems. Cash grants are already provided to affected crop farmers in response to droughts in Zambezi Region (DRB 2019), opening up an opportunity for these grants to be timed in advance of a further drought or for additional support to be provided in anticipation of one.

Discussion and Takeaways

The case studies above provide two examples of social protection systems with varying degrees of coverage and effectiveness. In Namibia, for example, the social pension and disability grants have been observed to reduce poverty, but other programs are poorly targeted and tend to be more accessible to better-off households. In both countries, coverage problems persist because of large distances across the countries and the relative isolation of some communities in which the inhabitants qualify for the various grants and allowances. Despite the work to be done in these and other arenas, both countries have social protection systems with the potential to be leveraged for anticipatory action. In Mozambique, pilot plans to do so are already underway, while in Namibia they are in the more nascent phase. Some key takeaways for practitioners and other stakeholders considering how to best leverage social protection systems for anticipatory action in these and other countries include the following:

- **Social protection systems can offer an existing beneficiary pool for anticipatory action.** Registered SP beneficiaries meet existing criteria for anticipatory action (i.e., generally poorer, most vulnerable, etc.);
- **Existing "emergency programs" within social protection systems sometimes already are anticipatory actions and can be built on.** In some countries, these programs can be considered anticipatory actions and could be built on as such through partnerships and further investments by the humanitarian community;
- **Social protection program providers can be knowledgeable collaborators for anticipatory action.** The presence of existing government or international actors engaged in social protection offers a starting point for collaboration, coordination, partnerships, etc. with anticipatory action actors;
- **Social protection programs are an important starting point for evidence.** Answers to the question, "What helps different people most in different places?" is integral to both social protection and anticipatory action. Identifying the answers through existing evidence on social protection intervention can help inform the roll-out of anticipatory actions, such as whether cash transfers made via mobile money are a viable option in particular regions.

Remaining questions to explore in further research include:

- How can anticipatory action address existing gaps in coverage in countries' social protection systems if anticipatory action interventions use SP beneficiary databases? For example, how might anticipatory action reach populations with productive assets who are not currently covered by a social protection system but who risk losing assets due to drought or another extreme event?
- How do recipients of social protection compare with the people who are most affected by specific disasters? Is there overlap or divergence in these populations, and why might this be so?
- What explicit lessons does the "scaling up and out" of many social protections systems to respond to the COVID-19 pandemic have for the leveraging of these systems for anticipatory action?
- How might informal social protection measures, such as community self-help groups, be formally or informally connected to anticipatory action?

Annex 1. Overview

Table A1. Social protection systems in Namibia

Social Protection	Old age grant (non-contributory)	Child and family grant (non-contributory)	Food support programs (non-contributory)	Disability grant (non-contributory)	Veterans' subvention	Drought relief scheme
Description	The old age grant provides monthly assistance for all residents aged 60 and above. Funeral benefits are also included for all beneficiaries of the old age and disability grants; the grant pays insurance companies monthly premiums for each beneficiary.	Vulnerable Child Grant (VCG), the Foster Care Grant (FCG), the Maintenance Grant (MG), and the Special Maintenance Grant (SMG) for children with disabilities and/or other vulnerabilities The Maintenance Grant can also be applied to parents whose spouses are incarcerated for at least six months. The Special Maintenance Grant is paid to parents of children with disabilities under the age of 16 years. The Foster Care Grant is a cash transfer to the assigned foster parent(s) of an orphaned child.	School feeding programs provide children attending pre-primary and primary schools with lunch in high-poverty areas, which are usually located in arid/semi-arid regions.	People with a temporary or permanent disability, including the blind. The grant supports disability prevention and rehabilitation.	Veterans of Namibia's liberation struggle are entitled to various support packages. These include a monthly grant (the War Veterans Subvention (WVS)), a one-off gratuity whose value depends on the number of years they were involved in the struggle, a one-off amount for projects of up to NAD 200,000, as well as houses and farms.	The scheme includes drought-relief schemes for communal farmers through provision of food assistance for the needy and drought affected; water provision; water tankers, borehole rehabilitation, and pipelines; livestock marketing incentives in the drought-affected areas; transport subsidy to and from grazing areas; transport for fodder to the drought- affected farmers, especially in communal areas; support for lease of grazing for the drought affected; lick supplements for a core herd of 25 cattle and 1 bull per farmer; fodder subsidy for a core herd of 25 cattle and 1 bull per farmer; and fodder/lick subsidy for a core herd of 139 small stock plus a breeding male. A subsidy for crop farmers also exists.

Social Protection	Old age grant (non-contributory)	Child and family grant (non-contributory)	Food support programs (non-contributory)	Disability grant (non-contributory)	Veterans' subvention	Drought relief scheme
Implementing institutions	Ministry of Labour and Social Welfare	The Ministry of Gender Equality and Child Welfare (MGECW) The Ministry of Health and Social Services (MoHSS)	The Ministry of Education, Arts and Culture (MoEAC)	Ministry of Labour and Social Welfare	Ministry of Veterans Affairs	Office of the Prime Minister
Eligibility criteria	All residents aged 60 and above. Must be a Namibian citizen or have permanent residence. Must be residing in Namibia.	Child living in a poor household where one parent is absent due to death or imprisonment or one parent is impaired (disabled) MG. Child in the temporary care of a foster parent with whom the child has been placed by the courts FCG. Child below 16 years of age who is permanently or temporarily disabled, including blind children and those with AIDS SMG child under 21 years of age placed in a "place of safety" by a Commissioner of Child Welfare (Place of Safety Allowance).		People with disabilities between 16 and 59 years of age.	Participation in the armed struggle for independence; 55 years of age or older; a Namibian citizen; and residing in Namibia.	
Benefit amount	Unconditional cash transfer of NAD 1,200 per month	NAD 250 (VCG), NAD 250 (FCG), NAD 250 (SMG) per month	NAD 1,200 per month	NAD 1,100 per month	NAD 2,200 per month (for unemployed veterans)	

Social Protection	Old age grant (non-contributory)	Child and family grant (non-contributory)	Food support programs (non-contributory)	Disability grant (non-contributory)	Veterans' subvention	Drought relief scheme
Enrollment and targeting	Biometric identification	To access the benefits, the applicant must produce the child's birth or baptism certificate. The cash allowance is given to any person who cares for any child placed in their custody. It is restricted to Namibian citizens or those with permanent resident status. The grant is payable until the day it is terminated by the Social Assistance Clerk.	The unemployed youth "street committee"' is responsible for identifying vulnerable individuals to benefit from monthly food parcels and for distributing the food parcels.			
Payment and delivery	Mobile cash points, payments via a post office or bank	Monthly cash transfer, mobile cash points	Food parcels/ commodities	Mobile cash points, payments via a post office or bank	Cash transfer	
Coverage and impacts	Old age pensions covered 170,386 beneficiaries in 2017/18, an increase from 165,376 beneficiaries in 2016/17.	The number of child grant beneficiaries increased from 4,000 in 2001/02 to 344,055 at the end of 2017.	Between 2006/07 and 2017/18, the number of beneficiaries increased from about 64,000 to nearly 366,000. The MPESW administers the food bank program, which was launched in June 2016. Initially piloted in Windhoek, the program has since expanded to 6 of Namibia's 14 regions as of early 2019, with nationwide coverage planned before the end of the year.	The number of disability grant beneficiaries increased from 39,245 to 41,061 between 2016 and 2018.	As of 2011, there were 70,000 registered veterans, 6,896 of whom were receiving the monthly subvention income.	

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