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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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It has been a privilege to have been involved in the assignment.

Nicholas Freeland

March 2017

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## Abbreviations

AU	African Union
CSP	Country Strategy Paper
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EIIP	Employment Intensive Investment Programme
ENSSB	National Basic Social Protection Strategy (Mozambique)
FAO	Food & Agriculture Organisation (of the UN)
GRZ	Government of the Republic of Zambia
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HQ	Headquarters
ICT	Information and Communication Technology
ILO	International Labour Organization
INAS	National Institute of Social Action (Mozambique)
IOM	International Office of Migration
KPC	Key Partner Country (Irish Aid)
M&E	Monitoring and Evaluation
MCDSW	Ministry of Community Development and Social Welfare (Zambia)
MGCAS	Ministry of Gender, Children and Social Action (Mozambique)
MIS	Management Information System
MLSS	Ministry of Labour and Social Security (Zambia)
MoH	Ministry of Health
MoU	Memorandum of Understanding
MTE	Mid-Term Evaluation
NGO	Non-Governmental Organisation
NPC	National Project Coordinator
MNSSP	Malawi National Social Support Programme
PSC	Programme Support Costs
ROAF	Regional Office for Africa (ILO)
SADC	Southern Africa Development Community
SASPEN	Southern Africa Social Protection Experts' Network
SDG	Sustainable Development Goal
SOCPRO	Social Protection Department (ILO HQ)
SPF	Social Protection Floor
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
USD	US Dollars
WFP	World Food Programme
ZCTU	Zambia Congress of Trade Unions

## Executive summary

The project ‘Building National Floors of Social Protection in Southern Africa’ was designed to draw on international and regional expertise to provide technical support and lessons from the region in implementing basic social protection guarantees to Zambia, Malawi and Mozambique. Associated with a regional peer learning process, this was intended to comprise practical assistance with specific economic feasibility studies, legal expertise, support to national dialogue processes and advice on the governance and administrative aspects of implementing national social protection floors. It was also to involve assistance with the design and development of integrated social protection policies, strategies and implementation plans reflecting the principles of ILO Recommendation 202 (2012) on National Floors of Social Protection, as a contribution and in alignment with ongoing support by the ILO and all development partners.

This three-year initiative commenced in January 2014 and ended in February 2017 after a short extension from the original end-date of December 2016. It was funded by the Government of Ireland, through Irish Aid, with an overall budget of EUR1.2 million (equivalent to USD1,427,564 at prevailing exchange rates).

The Project was designed to ensure that more people have access to a nationally defined set of gender- and HIV/AIDS-sensitive social protection guarantees within a more efficient and coherent national social security system. The Project objective is pursued through three main outcomes:

- **Outcome 1:** Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances are developed in the context of evidence based national dialogue in Zambia, Mozambique and Malawi;
- **Outcome 2:** Improved legal, administrative and governance frameworks for the extension of social protection (including budget planning and national monitoring systems) are designed in line with international social security standards;
- **Outcome 3:** Improved knowledge base and monitoring capacity on the implementation of Social Protection Floors in the three countries.

In accordance with ILO policy, an independent **end-term evaluation** was undertaken by an independent consultant, in January 2017, which included missions to all three countries. The evaluation has particular relevance in this case, because a successor phase to the project is currently being formulated; and the findings from the end-term evaluation have the potential to inform the design of the new project, which contains proposals to widen the geographic coverage and to add a new component on Employment Intensive Infrastructure Programmes (EIIP).

The overall objective of the end-term evaluation was to ascertain the extent to which project outcomes have been attained, to identify lessons learnt within the implementation period and to discuss recommendations for similar future interventions. For the present evaluation, the scope includes the provision of an independent assessment of progress to date of the project across the three outcomes for all the three countries; assessing performance as per the foreseen targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities. Furthermore, the evaluation provides strategic and operational recommendations as well as highlighting lessons learnt to improve the follow-on phase of the project and future related projects.

The primary clients of the evaluation are the Government of Ireland, under Irish Aid as donor of the initiative, the governments of Malawi, Mozambique and Zambia as recipient countries, constituents and the ILO as executor of the project as well as other relevant stakeholders, and ILO offices and staff involved in the initiative, including DWT Pretoria, Regional Office for Africa (ROAF), ILO departments at HQ, SOCPRO

Department. The evaluation process was participatory. The Office, the tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

The evaluation finds that the project was **relevant** to the strategic objectives of the governments of the three countries, to the approaches adopted at regional level by both SADC and the African Union, to the ambitions of the ILO in encouraging countries to work towards the establishment of social protection floors, to the orientation of other development partners, and – in the main – to Irish Aid policy, although it is worth mentioning that the scope of social protection encompassed by the project is considerably broader than the definition included in Irish Aid's forthcoming Social Protection Strategy.

The **validity of the design** of the project was endorsed by the mid-term evaluation, and is not revisited in detail in this final report. Of note are that there were initial misgivings by some of the national Irish Aid offices about the limited degree of consultation prior to the implementation of the regional project, and a consequent feeling that outcomes could have been better aligned to national interventions. But this lesson appears to have been learnt (after being raised in the mid-term evaluation), through better consultation during the design of the next phase of the project. Gender and HIV/AIDS issues were properly addressed in the project design (and in subsequent interventions); and there was good consultation with tripartite constituents (governments, employers and worker representatives) both before and during the project.

In terms of **effectiveness**, the project has been remarkably successful in meeting its expected outputs and outcomes. It fully achieved all of the outputs under its first two outcomes. Under the third outcome, oriented around regional knowledge sharing, there was one output that was not met, and three that were only partially met. But, in reality, it had been agreed after the mid-term evaluation that these were either overly ambitious or were inappropriate. Of the regional outcomes, by far the most significant output was the suite of regional training modules, and these have duly been completed, albeit late in the life of the project. Overall the project team are to be congratulated on delivering a highly effective intervention. Given the relatively limited resources at their disposal (both human and financial), they have punched well above their weight in a crowded field. The direct provision of technical assistance through in-house staff is one of the unique characteristics of the ILO team, despite being occasionally challenged by donors as it implies a larger share of the budget going to staff costs, rather than activities. All the stakeholders interviewed during the evaluation, without exception, were extremely positive about the reactivity of the project staff and the quality of their technical inputs. Particularly appreciated were the responsiveness, the technical competence, the broad range of expertise, and the fact that the staff worked directly with counterpart staff, thus raising their capacity at the same time as delivering high-quality inputs.

The **efficiency of resource use** was high. Despite comparatively limited resources, the project has identified and nimbly exploited a number of strategic opportunities which have allowed it to have an impact greater than its scale would normally warrant. By involving itself at policy level, it has been able to influence senior officials in key government positions, at the same time as encouraging commitment from development partners and mobilising support from other stakeholders such as civil society, the media, academia and parliamentarians. The project was also very judicious in choosing to coordinate high-visibility events, such as the social protection weeks in Mozambique and Zambia. To have genuinely moved the debate towards a greater acceptance of social protection floors in all of the three countries where it operated, and in the space of only three years, is a significant achievement for a project with just a handful of staff and a financial envelope of below USD1.5 million. Not all teams would have been able to emulate the impacts that this one achieved with comparatively scant resources. That they did is a reflection of their ability to identify potentially influential openings, to encourage effective partnerships and to leverage complementary resources to augment their own.

This combination translates into high **cost-effectiveness** for the project. The outcomes of the project were ambitious, and the resources available to it to achieve them were relatively limited. The fact that, in spite of this, it has attained the vast majority of its outcomes is clear evidence of this. In addition to its own strategically judicious activities, it has been highly effective as a catalyst to build partnerships, mobilise resources and leverage collaboration with others. Example of this include Malawi, where the project contributed to mobilizing additional funding of USD335,000 through ILO's regular budget; and Zambia and Mozambique, where the project supported the development of nationally-funded UN joint programs, which now represent the main source of funding for ILO's work in country. Similarly, its work on developing the regional training modules required significant project commitment and an investment of about USD100,000. Yet it was able to mobilise an impressive range of partners, and to elicit contributions worth a further USD150,000 from different ILO sources and other collaborators. It has also been flexible and responsive in its approach, putting its resources into activities that it felt would pay the greatest dividends. The other side of the same coin, however, is that, in situations of leveraging resources and combining different funding streams towards a common outcome, it becomes extremely difficult to attribute specific outputs to the individual project. This in turn complicates evaluation of the project (and raises difficulties for the different donors in terms of their visibility).

The measure of **sustainability** of the project at national level should be judged by the extent to which the essential components of a social protection floor are reflected in national strategies, policies and legislation. The project has successfully influenced the particular stage at which each country finds itself in the broad direction of a social protection floor: the review process of the Malawi National Social Support Programme (MNSSP) (including a series of thirteen stakeholder workshops); the similar evaluation of the National Basic Social Protection Strategy (ENSSB) and design of the new ENSSB 2019-2024 in Mozambique; and the comprehensive mapping, modelling and analysis that underpinned the development of the integrated framework for non-contributory social protection programmes in Zambia. At regional level, particularly in the important area of the training modules, there is still a need to ensure sustainability. The project, even while the modules have been under preparation, has already begun the process of ensuring this. The design process has been very inclusive of potential partners who have the ability to take the modules forward independently of project support. And, as well as being innovative in their transformational approach, the training modules are also innovative in that the project wants to institutionalize them with other partners, to ensure their sustainability beyond the life even of the next phase of the project.

In terms of **impact**, the project can claim an impressive record in opening up the debates around social protection to a more integrated, more rights-based and more universal, approach, that is fully consistent with ILO's values and vision. The gradual establishment of social protection floors in the three countries is likely to bear fruit over the longer term in reducing poverty, building resilience and improving the quality of employment. Examples of this include:

- In **Malawi**, the project began in the difficult circumstances surrounding the "Cashgate" scandal, with donors withdrawing funding, and consequently very wary of further institutionalisation of social protection. The project resulted in ILO moving from having practically no social protection presence in the country to having a key leadership role in the process and the output from the wide-ranging review of the MNSSP. Despite the challenging environment, this process has demonstrably initiated debate about expanding social protection coverage, adopting more categorical targeting, better integrating the different components, stronger coordination and more coherent linkages between social support and other sectors (e.g. humanitarian response, agriculture and livelihoods).
- In **Mozambique**, largely as a result of the project, ILO is seen as a partner of choice, but working with many other influential stakeholders. It has provided important leadership in the launching of



the next phase of ENSSB, where there is a clear commitment and concrete plans to move towards a rights-based entitlement approach, with increased coverage, higher-value transfers, and the potential inclusion of a child support grant alongside the current focus on the elderly and the disabled, as well as systematic improvements in technical areas such as delivery and MIS.

- Similarly, in **Zambia**, the development of the integrated framework, and the associated modelling of costs and benefits of different approaches has resulted in much more open discussions about the way forward: the targeting of the social cash transfer is already more categorical than it was, and there is a clear recognition that support to children represents an important gap in current coverage that needs to be filled. The project has helped to cement a rapprochement between the social cash transfer and ILO's engagement with the Ministry of Labour, thus shaping a more integrated social protection agenda with simpler, yet broader, targeting.

These are all important national outcomes, resulting at least partly from the activities of the project. They reflect the fact that ILO broadens the space for social protection debate, bringing in different players apart from ministries of social welfare, and adding a dimension on contributory social protection, in the form of maternity benefits, pension reform, health protection, financing and systemic issues. The project has significantly supported evidence-based national debate through the many studies it has undertaken on the extension of social protection coverage, particularly to the informal economy.

It is premature to assess the project's impacts at regional level empirically, but the indications are positive. It concentrated its regional focus on the development of the suite of social protection training modules. These have been piloted, but not yet rigorously tested in the field, still less institutionalised within partner organisations as is the intention. But if the next phase of the project can achieve this, then the regional component too will be adjudged a success.

The **lessons learned** and good practices are presented below following the stages of the project cycle.

- In terms of **project design**, it is recommended that Irish Aid national staff are fully consulted during the design phase of future projects (which, encouragingly, seems already to be the case with the next phase of this project), as are ILO's tripartite constituents.
- In terms of **project management**, a lesson is that more formal mechanisms should be put in place to encourage structured communication on a regular basis between national Irish Aid offices and regional projects (whilst this should in no way prejudice the current informal exchanges); and that there should be an explicit definition of the roles and responsibilities of the Irish Aid country office *vis-à-vis* any co-located regional project, and of the separate ILO departments involved in management.
- Where **project implementation** is concerned, the main lesson, and a powerful example of best practice for both ILO and Irish Aid, is that small, agile regional projects operating at policy level can have genuine influence on attitudes within government, and can accelerate the move towards social protection floors. But this will work best if certain conditions are met.
- Finally, suggested lessons for **project evaluations** include the following: significantly reducing the number of "key" evaluation questions; explicitly recognising the difficulties of attribution; and fully documenting and reflecting in the logical framework all agreed changes to project outputs and targets.

These lessons learned from the first phase of the project raises some questions about the **next phase**, which is currently entering its inception phase. Some of the reasons for the project's achievements to date are that it had a clear and coherent set of objectives; that it had a relatively tight and homogenous

geographical coverage; and that its CTA could easily provide technical support across all three countries. All of these advantages are slightly at risk in the current design of the next phase.

- First, the orientation of the project is to be subdivided: with a retention of the current focus on social protection and the addition of a new one on EIIP. There is limited apparent synergy between these two components, which have separate objectives, outcomes, activities and logframes in the project document (and will require parallel management arrangements and different reporting channels to separate divisions in ILO). There is little in the way of justification for the new EIIP component, which would not even be classed as “social protection” under the Irish Aid definition; and there is a significant risk of diluting project funds and capacity across too many competing demands.
- Second, the geographical coverage has been expanded. In particular, the inclusion of Vietnam under the social protection component seems hard to justify: there are unlikely to be the same synergies, and it will be logistically very challenging for the project to provide anything like the same level of responsiveness and appropriate technical support, without setting up a new regional centre. Even the highly interactive, participatory approach of the training modules may be less appropriate in the more constrained and hierarchical societal structures of Asia.
- Third, the proposal to displace much of the cross-country learning and lesson-sharing from southern Africa to Geneva risks losing focus and undermining the added value of having regionally based staff with an established network of partners. The fact of having two ILO headquarters teams involved across more than one region will create a more complex management structure, and may reduce direct engagement with the field, thereby complicating the flexible and responsive management that has allowed the project to capitalize on opportunities as they arise. Finally, there is also a danger that the focus will shift away from contextual hands-on country engagement to more generic packaging of toolkits, best practice and guidelines.

These issues should be carefully re-assessed during the inception phase of the new project.

In **conclusion**, Irish Aid, ILO, and the project staff all deserve credit for having respectively funded, conceived and implemented an ambitious project. It has genuinely advanced the cause of social protection floors in the three countries it covered, an achievement which was by no means assured at the outset. It has not done this by itself of course, but through judicious partnership with other key stakeholders, through strategic prioritisation of the processes and activities it supported, and through the suppleness of its response. As a result, Irish Aid is playing a much more prominent policy role than it was; ILO is no longer seen as a radically universalist outsider, but as a central player in balanced debates; and the three partner countries have gained the confidence to assume a critical role in deciding if what is proposed to them fits with their now well-articulated strategies.

# 1 Introduction

## 1.1 Description of the project

The project ‘Building National Floors of Social Protection in Southern Africa’ was designed to draw on international and regional expertise to provide technical support and lessons from the region in implementing basic social protection guarantees to Zambia, Malawi and Mozambique. Associated with a regional peer learning process, this was intended to comprise practical assistance with specific economic feasibility studies, legal expertise, support to national dialogue processes and advice on the governance and administrative aspects of implementing national social protection floors. It was also to involve assistance with the design and development of integrated social protection policies, strategies and implementation plans reflecting the principles of ILO Recommendation 202 (2012) on National Floors of Social Protection, as a contribution and in alignment with ongoing support by the ILO and all development partners.

This three-year initiative commenced in January 2014 and ended in February 2017 after a short extension from the original end-date of December 2016. It was funded by the Government of Ireland, through Irish Aid, with an overall budget of EUR1.2 million (equivalent to USD1,427,564 at prevailing exchange rates<sup>1</sup>).

The Project was designed to ensure that more people have access to a nationally defined set of gender- and HIV/AIDS-sensitive social protection guarantees within a more efficient and coherent national social security system. The Project objective is pursued through three main outcomes:

- **Outcome 1:** Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances are developed in the context of evidence based national dialogue in Zambia, Mozambique and Malawi;
- **Outcome 2:** Improved legal, administrative and governance frameworks for the extension of social protection (including budget planning and national monitoring systems) are designed in line with international social security standards;
- **Outcome 3:** Improved knowledge base and monitoring capacity on the implementation of Social Protection Floors in the three countries.

Recognizing that countries in the region face similar challenges, the project is anchored on promoting exchange of south to south experiences and knowledge within the Social Protection Framework in the region. This is done whilst aligning country specific social protection needs to the principles and guidelines reflected in the Recommendation 202 on national social protection floors. It also recognizes that the three countries are at different levels with the development and institutionalization of their social protection systems, and can therefore mutually benefit from the others’ experience to implement optimal solutions suited to the region.

## 1.2 Purpose, scope and client of the evaluation

The independent end-term evaluation of the project is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of ILO’s work, strengthen the decision making process and support constituents in advancing decent work and social justice.

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<sup>1</sup> The funds were released in three annual tranches, and converted to USD at the rate prevailing at the time of each payment.

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The overall objective of the end-term evaluation is to ascertain the extent to which project outcomes have been attained, to identify lessons learnt within the implementation period and to discuss recommendations for similar future interventions. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project has been able to meet targeted outcomes. This has particular relevance in this case, because a successor phase to the project is currently being formulated; and the findings from the end-term evaluation have the potential to inform the design of the new project.

This new project, proposed to be for five years, and with a tentative budget of USD10 million, would represent a continuation but also an expansion of the current phase. Provisionally entitled “Inclusive Growth, Social Protection and Jobs”, it would have an additional component on Employment Intensive Infrastructure Programmes (EIIP). This new component would cover the existing three countries, plus Tanzania; while the current social protection component would continue in the same three countries, but with the addition of Vietnam. The feasibility of this expansion is appraised in the light of the findings of this evaluation.

For the present evaluation, the scope includes:

- i. Give an independent assessment of progress to date of the project across the three outcomes for all the three countries; assessing performance as per the foreseen targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities;
- ii. Provide strategic and operational recommendations as well as highlight lessons learnt to improve future related projects.

### **Clients**

The primary clients of the evaluation are the Government of Ireland, under Irish Aid as donor of the initiative, the governments of Malawi, Mozambique and Zambia as recipient countries, constituents and the ILO as executor of the project as well as other relevant stakeholders, and ILO offices and staff involved in the initiative, including DWT Pretoria, Regional Office for Africa (ROAF), ILO departments at HQ, SOCPRO Department. The evaluation process will be participatory. The Office, the tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

### **1.3 Methodology**

The evaluation was carried out, by Nicholas Freeland, as per the schedule set out in the Terms of Reference (see Annex 1), through a desk review and field visits to the implementing countries. The initial desk work included document reviews (see Annex 4) and remote discussions with key stakeholders such as Irish Aid, ILO and project staff.

The evaluator then visited all three countries, for 3-5 days each, during a mission from 15 to 27 January 2017. In each country, he first had a briefing with project staff, then had a range of face-to-face meetings with relevant key stakeholders identified by the project, including ILO management and staff, partner Government ministries and other ILO constituents, UN Agencies, representatives of Irish Aid, other relevant bilateral donors, implementing partners, civil society and other key stakeholders (see Annex 3), based on the data collection instrument of key evaluation questions (see Annex 2). At the end of each country visit, he had a debriefing with the project staff.

The draft evaluation report was shared with the ILO evaluation manager on 5 February 2017. Based on feedback received, a final version was submitted on 13 February 2017, together with the completed “comment log”.

#### 1.4 Structure of the report

The evaluation report begins with this introductory section, and is then structured to reflect the ILO evaluation concerns of (i) relevance and strategic fit, (ii) validity of design, (iii) project progress and effectiveness, (iv) efficiency of resource use, (v) effectiveness of management arrangements and (vi) impact orientation and sustainability, as defined in ILO’s policy guidelines for results-based evaluation<sup>2</sup>. It contains a separate chapter on each of these aspects; and ends with a section on conclusions, lessons learnt, and recommendations at both regional and individual country level.

It responds to the full set of evaluation questions set out in the Terms of Reference (see Annex 1). But – at the instigation of the evaluation manager – these have in some cases been re-ordered, rationalised and combined.

## 2 Relevance and strategic fit

This chapter of the report looks at the relevance of the project, and its strategic fit. It considers the alignment of the project to respective national development plans in the three countries where it works, and to global and regional social protection commitments. It assesses its complementarity with other ongoing ILO programmes; its linkages with UN and other international development agencies, and its coherence with Irish Aid’s cooperation strategy and country programmes.

### 2.1 Alignment to respective national development plans

Social protection systems represent a key component of all three countries’ national development plans, as follows:

- **Malawi’s** Growth and Development Strategy II 2011-2016 (MDGS II) calls for Social Support and Disaster Risk Management (Theme 3), and the provision of welfare support, including enhancing and promoting predictable transfers to the most vulnerable and ultra-poor households, and promoting longer term skills and asset enhancing interventions.
- **Mozambique’s** National Development Strategy (ENDE) 2015 -2035 sets a target that 75% of poor and vulnerable households must be benefitting from basic social protection programmes by 2035, and the Five-Year Government Plan 2015-2019 stipulates that 25% of poor households must be covered by basic social protection programmes by 2019.
- **Zambia’s** Revised Sixth National Development Plan 2013-2016 (R-SNDP) dedicates an entire section to Social Protection and Disability. It re-affirms that government will continue to implement policies, programmes and activities that promote social assistance, social insurance/social security, livelihood, empowerment and protection against human rights abuses.

All government beneficiaries consulted during the evaluation confirmed that the project’s objectives and approach were highly relevant to national priorities.

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<sup>2</sup> ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

## 2.2 Relevance to global and regional social protection commitments

The Social Protection Floor represents an increasingly well-accepted set of objectives at the **global** level. The roll-out of social protection floors and systems is one of the key priorities of the United Nations' 17 Sustainable Development Goals (SDGs), adopted by all countries across the world in 2015. The 2030 development agenda calls for efforts to eradicate poverty and equalize income distribution so that as countries continue to develop, the benefits of growth can be enjoyed by all. Specifically, SDG 1.3 commits States to implement nationally appropriate social protection systems and measures for all, including floors, by 2030.

The regional relevance of the project is further reflected in the **African Union's** (AU) on-going focus on social protection, articulated, for example, in the 2015 AU Assembly Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development and in the subsequent First Meeting of the Specialised Technical Committee on Social Development, Labour and Employment, which prioritised the theme of social protection for inclusive development, and which proposed measures for the expansion of social protection systems to combat poverty and exclusion. Within the **SADC** regional approach, social protection is an important area under the Social and Human Development theme. In line with its Regional Indicative Strategic Development Plan, the main functions of the Social Human Development and Special Programmes Directorate include, among others, the development, promotion and harmonisation of policies towards social welfare for vulnerable groups.

## 2.3 Complementarity with ILO programmes and projects

Generally, there are very strong synergies between the project and other ILO initiatives in the country (and indeed at regional level). By virtue of covering a broad spectrum of interventions through the umbrella concept of the social protection floor, the project usually encompasses comfortably within its scope any more specific activities being undertaken by the ILO country office, whether this be the development of employment injury insurance in Malawi, engagement of civil society in Mozambique, or Green Jobs and the introduction of maternity benefits in Zambia. Indeed, one problem faced as evaluators of the project is that of attribution: when the same consultants who are working part-time on the SPF regional project are also responsible for other ILO interventions with broadly similar objectives (often funded by different donors), it is difficult to unpick the separate achievements of each project.

In terms of coherence with the Decent Work Country Programmes (DWCP), ILO's Decent Work Agenda in Africa 2007-2015 defines, in its Priority 4, the objective of promoting social protection for all. At country level, ILO defines a series of pillars and priorities within each specific country programmes:

- In **Malawi**, in its DWCP 2011-2016, ILO established social protection as Pillar Three and social dialogue as Pillar Four; and Country Priority Two is enhancing and extending social protection coverage (although it would have to be said that the specific outcomes relate much more to social insurance and legislation than they do to social assistance).
- In **Mozambique**, the DWCP 2011-2015 established social protection as Pillar Three, and the extension of social protection to all as Priority Two. The DWCP further cites Mozambique as a model: "there is also the National Strategy for Basic Social Security which, together with the Social Protection Act, make Mozambique a reference point in terms of institutional frameworks for the promotion of a social protection floor".
- In **Zambia**, ILO has set, as Priority IV of its DWCP 2013-2016, strengthened social protection systems, including enhanced HIV and AIDS workplace responses; as Pillar Three of this programme ILO has selected social protection, and proposes working to establish a universal social protection floor to protect the most vulnerable.

Finally, the regional project is fully consistent with ILO's global flagship programme on Social Protection Floors. Even though this was only launched in 2016, it aims at: "making social protection floors a national reality in countries whose social protection systems are fragmented or do not cover the entire population. The programme brings together governments, social partners, civil society organizations, social protection scheme administrators and the UN system in coordinated and comprehensive SPF interventions. These include carrying out assessments of social protection systems and schemes and providing recommendations to build nationally defined social protection floors". All three countries included in the project are, not surprisingly, focal countries of the global flagship programme.

## **2.4 Linkages with UN and other international development agencies**

Formal linkage with UN agencies and other development partners is very good in all three countries. Social protection features prominently in all three United Nations Development Assistance Frameworks (UNDAF) as follows:

- **Malawi's** UNDAF contains an output (1.4) that "Most vulnerable groups are capable of meeting their basic needs and withstanding shocks", with an output on "Multi-sectoral coordination and information management systems and capacity developed at all levels to support the implementation and monitoring of the national social protection programme".
- **Mozambique's** has two relevant outcomes: one aims at strengthening the capacities of public institutions to provide quality and essential social services for vulnerable groups (outcome 4), and the second is on empowering right-holders to demand, access and use equitably delivered social services (Outcome 5).
- **Zambia's** recognises that "All people are entitled to fundamental human rights, including through a social protection floor. This is key to building resilient and empowered communities." And it proposes, as part of its response, that "the United Nations will offer technical support to: ... vi) strengthen social protection systems and schemes".

In both Mozambique and Zambia, ILO is already a key member of a national UN Joint Programme (with a new phase just being formulated in Mozambique); and it is hoped that this may also soon be the case in Malawi. Partner UN agencies in the Joint Programme in Mozambique include UNICEF, FAO and WFP; in Zambia they include UNICEF, IOM and WFP, with FAO likely to join soon. In Malawi, despite the absence of a formal Joint Programme, a significant number of the main activities in the social protection arena are undertaken either jointly or in close consultation with UNICEF, GIZ, WFP and other development partners. There is a broad recognition within the UN family that different agencies have different comparative advantages in the social protection sector: WFP and FAO at the operational level; UNICEF at the systems level; and ILO at the policy level. Whilst this does not (and should not) provide a rigid template for inter-agency collaboration, it is nonetheless a useful rule of thumb for ensuring synergy rather than competition.

Beyond the UN Joint Programmes, collaboration is also strong through established development partner working groups on social protection: the task-force for the review and re-design of MNSSP in Malawi; the social assistance working group in Mozambique; and the social protection group in Zambia. In all the three countries visited, there was no suggestion of any failure of the regional project to collaborate with other development partners.

## **2.5 Strategic fit with Irish Aid cooperation strategy and country programmes**

The project operates in three of Irish Aid's key partner countries, and is fully consistent with Irish Aid's overall vision of "A sustainable and just world, where people are empowered to overcome poverty and hunger and fully realise their rights and potential". It has provided a vehicle for Irish Aid to fill a space in their involvement with social protection: that of operating at policy level. Irish Aid had previously worked

more usually at a programmatic level (often as a subsidiary partner): this project has helped to give both them and ILO much greater influence at the policy table.

Interestingly, though, the project's activities are not fully consistent with the current draft of Irish Aid's new Social Protection Strategy. This defines "social protection" in very narrow terms, with a focus on instruments that are:

*Non-contributory systems and programmes, including public works and employment guarantee schemes, of regular and predictable social transfers, both in cash and in-kind to poor and vulnerable individuals and households.*

Such a focus, essentially on social assistance, is coherent with the Strategy's "priority...on delivering for the poorest and most vulnerable people", but it would seem to exclude some elements of the ILO's current activities – including as part of the Irish Aid funded regional project – in supporting frameworks, policies and legislation for much broader social protection, and its collaboration with employers, trades unions and ministries of labour and health in areas of non-contributory social protection (e.g. social insurance, maternity protection, health insurance), especially with regard to the extension of social protection to the informal economy.

Certainly a strong case can be made, in the three project countries, that poverty rates are so high that some 70-80 percent of the population can be considered the "poorest and most vulnerable", at least in global terms. It can also be argued that the use of (inevitably inaccurate) poverty-targeting with an exclusive focus on the poorest 10-20 percent is bound to exclude substantial numbers of the most vulnerable. So the ILO approach of learning lessons and supporting research and advocacy, in order to expand social assistance to cover all those in the informal economy that cannot afford to pay contributions, is ensuring that a higher proportion of the "poorest and most vulnerable" are being covered. Nonetheless the spirit of the Irish Aid Strategy does not fully correspond with the ILO priority of covering a majority of workers excluded from any form of social protection.

This observation is all the more important given the proposed expanded remit of the next phase of the project to include a substantial component on employment through public investment, based on ILO's "Employment Intensive Investment Programme" (EIIP)<sup>3</sup>. This is arguably not "social protection" by any definition, and it is certainly far removed from the intent and orientation of Irish Aid's Social Protection Strategy. It is important to reflect on this discrepancy for two reasons: first, because the addition of a EIIP component risks diluting the impact of the project in what has hitherto been its core focus on social protection; and second, because it risks further distancing the regional project from national Irish Aid offices, whose country strategy papers (CSP) tend to echo the overall "Social Protection Strategy" with funding predominantly to social assistance (for example, the Malawi CSP has an output of "improved social support for poor and vulnerable households"). There is, finally, a risk at conceptual level that shoehorning together a new component on EIIP with the existing one on social protection will push EIIP into the blind alley of public works programmes, which represents the direct cross-over with social protection but which should not be the primary focus of EIIP. Serious consideration should be given to whether the currently successful project should be side-tracked in this manner, or whether it might not be better (instead of adding EIIP) to embrace a more comprehensive perspective of social protection systems, ultimately with the goal of achieving universal coverage through a combination of social assistance and social insurance.

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<sup>3</sup> This observation relates to the specific regional project, rather than to the scope of Irish Aid's overall support package to ILO. At the overall level, the next phase of Irish Aid funding represents a narrowing down from the previous budget of €3 million per annum covering four technical areas, fourteen countries and twenty-two programmes to a reduced budget of €2 million per annum covering two areas, five countries and eight programmes.



Collaboration with Irish Aid at headquarters appears to be positive, with regular telephone calls supplementing the formal reporting schedule, and allowing any problems to be resolved quickly. Again, it is important that this should not be lost with the expansion of the project in the next phase leading to more distanced liaison at global level. Relations with country offices also seem to be good, although there were hints in the mid-term evaluation that this has not always been the case. Generally, the Irish Aid country offices are very appreciative of the technical quality of the ILO project staff, and personal relationships are strong. But it is recommended that more formal mechanisms are put in place for the next phase of the project to encourage structured communication on a regular basis (rather than relying on personal chemistry). This should be accompanied by a clearer definition of the roles and responsibilities of the country office *vis-à-vis* the ILO regional project, and should explicitly recognise the potential to use Irish Aid's political leverage as a donor and embassy to ensure support and sustainability of technical reforms supported by the project.

### **3 Validity of design**

This chapter of the evaluation looks at the adequacy of the design process, its pertinence to southern Africa, and the validity of the underlying intervention logic. It then considers the management of risks, and the involvement of tripartite constituents; and looks at the degree to which cross-cutting issues of gender and HIV and AIDS were mainstreamed in the project activities.

#### **3.1 Adequacy of the design process and projected targets**

The design process was discussed in the mid-term evaluation. It is worth emphasising the point made in that earlier evaluation that there had probably been insufficient consultation of the concerned Irish Aid country offices (two out of the three visited during the current evaluation exercise re-affirmed that they had not been properly involved in the design process). But it is also worth mentioning that all three offices confirmed that they had been consulted over the design of the next phase: their concerns now were about whether their feedback and comments would be properly taken into account into a revised version of the project document!

The project has met a large majority of its targets. The design was very ambitious (as explained in the mid-term evaluation), especially in the context of the resources available. The fact that so few of the targets have not been achieved or have had to be modified is a testament both to the quality and energy of the implementing team, and to their ability to leverage support from other partners to achieve common objectives. This represents a commendable effort.

On the question of the subsequent factors that have influenced the ability of ILO to meet projected targets, the main ones have probably been (i) that social protection policy is highly political, and the fluency of progress cannot be accurately predicted; (ii) the targets were in any case ambitious for the resources of the programme, which therefore had to rely on external sources of support for many activities, and (iii) staff turnover and recruitment delays. These are discussed in more detail below.

#### **3.2 Validity, relevance and potential synergies in southern Africa**

There is little doubt that the project is highly relevant to southern Africa. But this raises two important issues. The first is the relative importance of the regional activities of the project compared with the separate national activities. The second – looking forward to the proposed next phase of the project – is whether it makes sense to expand the scope of the regional component beyond southern Africa.

On the first issue, it would be fair to say that the project has more successfully achieved its original national outcomes than its regional one. It has fully met all its national targets, but only one out of five of its regional ones (with three of the remaining four partially met). Its most significant achievements at regional

level have been (i) the development of the training modules (which appear to be extremely valuable, but which have not yet been fully tested or institutionalised) and (ii) the technical support from the CTA (which is of necessity constrained by the fact that he is just one person, split between two projects, and further subdivided between three countries). Yet in many ways the potential value-added of the project's regional role is greater than that of its national activities, many of which could be at least partially achieved through national interventions from Irish Aid country offices or from other development partners. It is recommended that the project should in future place a greater emphasis on its regional dimension, through the training modules, through its regional technical support, through focussed study tours, through thematic cross-country workshops or webinars, through regional and South-South networking, communication and exchange based around a regional platform. At national level then, it should clearly identify activities that contribute to its regional objectives, such as involving itself in more specialised, or more innovative processes, activities and systems which would provide the learning to inform or to be replicated in other countries in the region. And it should of course maintain its structure of being a regional team, with members based nationally, in order to preserve its technical weight in national debates.

On the second issue, of whether it makes sense to extend the regional component beyond southern Africa in the next phase, this is questionable. Even if the content of the training modules could be adapted to the very different technical (and cultural) contexts pertaining in other regions, it is difficult to see how the proposed network of institutions and experts to deliver them could be effectively replicated elsewhere. And it is hard to imagine that the other potential regional activities outlined above (technical support, study tours, cross-country workshops, networking, regional platform, communities of practice, etc.) could be efficiently delivered from Lusaka to countries outside southern Africa. The proposed inclusion of Tanzania would probably work; and if it were desirable to expand to other Irish Aid Key Partner Countries (KPC), then the addition of Lesotho and Uganda could easily be justified. But the proposed inclusion of Vietnam in the next phase needs careful thought, and should either be reconsidered, or at least be postponed until a later stage of the project, only after the regional component has been properly consolidated in southern (and perhaps eastern) Africa. A strong case would need to be built that the benefits of including Vietnam outweigh the difficulties: there are some contextual similarities, of course, but there are also significant cultural, political, and fiscal differences.

### **3.3 Validity of the intervention logic**

The intervention logic was discussed in detail in the mid-term evaluation (“the majority of the output causally links to the intended outcomes/objectives”); and the logframe, which did indeed contain clearly defined performance indicators, has not changed since the start of the project. This is in fact of some concern to the final evaluation, because, whilst it is clear that – partly as a result of the mid-term evaluation – a few of the outputs and related targets have been modified, these modifications do not appear to have been documented nor reflected in a revised logframe. So, for those outputs that have not been met or have only been partially met, it is not immediately clear whether they represent a failure on the part of the project, or simply an agreed adjustment to the logframe to make it more realistic. It is recommended in future that any changes to outputs or targets during the lifetime of the project should be documented, formally approved by both ILO and Irish Aid, and incorporated into an adjusted logframe.

### **3.4 Management of risk**

The project has taken account of the risks of blockage by operating on a number of fronts simultaneously. This has allowed it to move nimbly to a different activity if – as is inevitably the case – one gets blocked for whatever reason. One example of this would be the shift, in Zambia, away from social protection legislation (with the Ministry of Justice), when that became politically bogged down, to a focus on economic and financial modelling with the Ministry of Finance.

### **3.5 Involvement of tripartite constituents**

In all three countries, the project has worked inclusively with government, employers, and worker representatives. There are a number of instances where it has provided an invaluable bridge between the three: in bringing the civil society platform into the social assistance working group in Mozambique; in supporting the engagement of the Zambia Congress of Trade Unions (ZCTU) in the drafting of the social protection bill in Zambia (if it had not been for ILO they might not even have had this opportunity); and in jointly developing a position paper on the social protection floor with the trade unions in Mozambique.

### **3.6 Mainstreaming of gender and HIV/AIDS**

The project document states: “In accordance with R 202, attention will be given to the application in the development of social protection policies and strategies of the principles of nondiscrimination, gender equality and responsiveness to special needs; the respect for the rights and dignity of people and social inclusion, notably of women in the informal economy...Specific interventions will be deployed to bring about innovative forms of social protection coverage for vulnerable pregnant and breastfeeding women in the informal economy and rural areas”. There was thus a clear recognition that gender and HIV/AIDS were to be mainstreamed, and the mid-term evaluation duly found that: “the project addresses men and women equally”.

In reality, since it was operating predominantly at policy level, the project did not focus specifically on gender issues, and there has been only limited gender sensitivity in the delivery of the project. However, as the quote from the project document makes clear, the absence of a specific gender focus does not imply that the project has somehow failed. The very fact that it was advocating universal and rights-based systems of social protection means that men and women alike would benefit from its influence. Moreover, where the project involved itself in more specific activities, these were often aimed at improving the lot of women (such as promoting the introduction of maternity benefits in Zambia, and a study on “Maternity Protection, Gender and Nutrition” in Mozambique); even where this was not explicit, the likelihood of women benefiting would often have been high (for example the push to extend social protection to the informal economy, and to link it with agriculture).

The main social protection programmes in Malawi, and in both Mozambique and Zambia, though perhaps to a lesser extent, have been conceived as a direct response to HIV and AIDS. This remains a key focus, with households containing the chronically ill representing a high proportion of beneficiaries. So, while the project has rarely intervened directly on behalf of those with HIV and AIDS (with its study on ENSSB and HIV/AIDS being one exception), its support to the expansion of these national programmes means that it has benefited households and individuals impacted by HIV and AIDS (such as skip-generation and child-headed households, orphans and vulnerable children).

Overall, the purpose of the project was to develop comprehensive systems, not necessarily to focus on any specific category of beneficiary.

## **4 Project effectiveness**

This chapter of the evaluation summarises the actual attainment of outputs and outcomes, the quality of outputs, and the most significant achievements of the project. It also considers the sharing of information with national partners and the effectiveness of backstopping support from ILO.

### **4.1 Attainment of outputs and outcomes**

The project has been remarkably successful in meeting its expected outputs and outcomes. As shown in the table below, and in the full progress report in Annex 6, it fully achieved all of the outputs under the first two outcomes. Under the third outcome, oriented around regional knowledge sharing, there were four

outputs that were not met, or only partially met. But, in reality, it had been agreed after the mid-term evaluation that these were either overly ambitious or were inappropriate: this agreement, however, was never formally endorsed, and the logframe had not been adjusted to reflect the changes. Of the regional outcomes, by far the most significant output was the suite of regional training modules, and these have duly been completed, albeit late in the life of the project.

Output	Target (end-of-project total)	Immediate Objective summary	Remarks
<b>Immediate Outcome 1: Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances are developed in the context of evidence based national dialogue in Zambia, Mozambique and Malawi</b>			
1.1 Strategies/Action Plans for the extension of Social Protection developed in the context of National Social Dialogue	3 Strategies/action plans and/or position papers are developed on the extension of social protection by tripartite constituents	Met	
1.2 Studies are conducted to support Evidence based National Dialogue	7 Studies are conducted to assist NSDs with increased Evidence Base	Met	
1.3 Awareness raised on Social Protection Floors and Extension Strategies	2 Awareness and information campaigns are implemented	Met	
<b>Immediate Outcome 2: Improved legal, administrative and governance frameworks for the extension of Social protection (including budget planning and national monitoring systems) are designed in line with international social security standards</b>			
2.1 Legal studies strengthen a rights based legal dispensation of Social Protection	2 Legal studies on Social protection are developed and adopted by constituents	Met	<i>Result primarily from Zambia only, due to political opportunities</i>
2.2. Analyses and recommendations on social protection governance and administration mechanisms	2 Analyses/Recommendations for improvement of current Governance and Administration of Social Protection	Met	
2.3 Improved national legal and statistical knowledge bases on social protection	3 social protection country profiles are written and published	Met	
2.4 National constituents trained on administrative governance of social protection	300 trained social protection officers	Met	
<b>Immediate Outcome 3: Improved knowledge base and monitoring capacity on the implementation of Social Protection floors in the three countries</b>			
3.0 Studies packaged and Policy Briefs Produced for wide dissemination	One policy brief per study	Partially Met	<i>Briefs not produced for all studies</i>
3.1 Comparative Study on Strategies and Programmes aimed at the Extension of Social Protection in Southern Africa	One study on the extension of social protection in Southern Africa	Partially Met	<i>It has proven easier to identify and document country specific best practices, than to develop cross-country studies</i>
3.2 A harmonized monitoring instrument to measure progress on the implementation of national social protection floors is developed	One monitoring tool to measure progress towards national social protection floors	Not Met	<i>Following the mid-term evaluation, this output has been de-prioritized</i>
3.3 Innovative training curriculum on the implementation of national social protection floors is executed in 3 countries	One curriculum developed	Met	
3.4 Sub regional workshop to disseminate results	One workshop is organized	Partially Met	<i>Not opportune to organize an ad hoc regional seminar just for the project. Decision was to utilize already existing fora (e.g. SASPEA)</i>

Overall the project team are to be congratulated on delivering a highly effective intervention. Given the relatively limited resources at their disposal (both human and financial), they have punched well above their weight in a crowded field. Indeed, the limited resources may have been an advantage: governments

saw the project as a source of technical support rather than as a pot of money; and development partners did not feel threatened, so were all the more ready to collaborate. Some attested to the ability of the ILO team to “help to navigate turf wars” between divergent approaches. The direct provision of technical assistance through in-house staff is one of the unique characteristics of the ILO team, despite being occasionally challenged by donors as it implies a larger share of the budget going to staff costs, rather than activities. All the stakeholders interviewed during the evaluation, without exception, were extremely positive about the reactivity of the project staff and the quality of their technical inputs. Particularly appreciated were the responsiveness, the technical competence, the broad range of expertise, and the fact that the staff worked directly with counterpart staff, thus raising their capacity at the same time as delivering high-quality inputs. More than once, the project staff were referred to as “all-weather” friends, that “you can count on”.

## **4.2 Quality of the outputs**

The logframe was always intended to provide flexibility. The workplans tended to reflect this, and to allow adaptation based on the changing contexts in the countries where the project was operating. This meant that priorities sometimes had to change, but the eventual outputs have been of an admirable standard: prominent examples include: the review process of the Malawi National Social Support Strategy (MNSSP) (including a series of thirteen stakeholder workshops); the similar evaluation of the National Basic Social Protection Strategy (ENSSB) in Mozambique; and the comprehensive mapping, modelling and analysis that underpinned the integrated framework for social protection in Zambia. Interviewed stakeholders were unanimous in appreciating the value of the outputs.

The development of the regional training modules is the most significant of the project’s regional outputs. Together they represent an investment of over USD250,000, of which the project has funded about USD100,000, equivalent to nearly 20% of its non-staff, non-overhead costs. The modules’ completion has been somewhat delayed, and they are only reaching fruition at the closing stage of the project, so it is not possible to assess their quality empirically. But much of the delay was the result of an extensive process of consultation, peer-review, pilot-testing and graphic design, intended to ensure the highest quality of the finished product. The evaluation has reviewed the existing material in some detail (see Annex 5), and shares the opinion that the modules represent a ground-breaking and potentially transformational regional resource, that will further burnish the reputation of the project, ILO, Irish Aid, and the other partners involved in what has been a very collaborative process. The comprehensive, yet impartial, content of the modules will provide a useful counterpoint to those agencies who seek to influence policy indirectly through their advocacy of specific tools and approaches at the technical level.

## **4.3 Most significant achievements**

The project has had notable successes in all three countries, and in all three components. Even though its own resources have not been used equally across the three countries (see the analysis in section 6.6), it has managed to achieve equally impressive results through strategic collaboration and the leveraging of additional resources. In terms of issues, perhaps in all three countries the most significant have been the policy-level support the reviews of social protection strategies. Key supporting factors have been the readiness to work effectively with government and with the main development partners in each country, sharing lessons learned and best practices.

Other noteworthy achievements include the following:

- Policy studies on the extension of social protection to domestic workers, small-scale farmers and saw-millers in Zambia;

- Contributions to the success of Social Protection Weeks in Mozambique, and translation of the same concept to Zambia in 2016;
- Videos on aspects of social protection in Mozambique and Malawi;
- Evidence generation on key issues, such as the work on targeting options in Malawi;
- Technical studies on social registries or management information systems for social protection in all three countries;
- Delivery of training modules (MIS, health insurance, targeting, governance), and sponsorship of participants on international training courses in social protection.

The project has thus operated in a variety of arenas: legal, policy, financing, public debate, systems strengthening, capacity development, evidence generation, and so on. In all these areas, it has consistently promulgated, and advanced, the ILO vision of social protection floors as a universal right. This is one of the key aspects that sets ILO aside from other development partners, whose focus tends to be on technical improvements to existing programmes, rather than on bringing new perspectives that incorporate a basis of entitlement, and encompass a broader range of social protection instruments (including social insurance) that together will lead eventually to universal coverage. The next phase should continue to capitalize on this.

#### **4.4 Sharing of information with national partners**

There is scope to improve the formal sharing of information in the next phase of the project. Some successes include the scanning and dissemination of media coverage of social protection in Zambia, the publication of one-pagers on the IPC-IG website, a brief on the Assessment-Based Needs Dialogue in Malawi, and another on targeting options. But project staff recognise that they could have given more attention to this aspect...except that they were always kept so busy dealing with the next priority! The mid-term evaluation too had noted that “the project needs to create more visibility of its accomplishments, and invest in more communication about the advantages of learning with others in the same regional context.” As a result, the project has recently recruited a communications manager: too late in the day to have much impact on the current phase, but well-positioned to ensure that communications are better from the inception of the next.

#### **4.5 Effectiveness of backstopping support from ILO**

The project staff were very appreciative of the technical support they received from the Regional Social Protection Specialist in Pretoria. Indeed, the importance of his individual knowledge and regional expertise was demonstrated when he left the post for another assignment for a period of several months: his temporary absence left something of a gap. The project was also very grateful for the operational support from the regional office in Abidjan, and its readiness to authorise additional funding where necessary. Support from Geneva was also highly valued, especially in the form of the highly specialised technical expertise from renowned global leaders in the field.

### **5 Efficiency of resource use**

This chapter evaluates the strategic use of resources, the degree of adherence to the workplan, and disbursements against budget. It then assesses these in terms of the efficiency of resource use to deliver results.

## **5.1 Strategic use of resources**

Despite comparatively limited resources, the project has identified and nimbly exploited a number of strategic opportunities which have allowed it to have an impact greater than its scale would normally warrant. By involving itself at policy level, it has been able to influence senior officials in key government positions, at the same time as encouraging commitment from development partners and mobilising support from other stakeholders such as social partners, civil society, academia, the media and parliamentarians. The project was also very judicious in choosing to coordinate high-visibility events, such as the Social Protection Weeks in Mozambique and Zambia: these combined genuine government ownership with significant (and much-deserved) credit to the project and its partners for having co-organised (and, in the case of Zambia, initiated) them. To have genuinely moved the debate towards a greater acceptance of social protection floors in all of the three countries where it operated, and in the space of only three years, is a significant achievement for a project with just a handful of staff and a financial envelope of below USD1.5 million.

## **5.2 Adherence to the workplan**

The need to be opportunistic and responsive sometimes dictated changes in scheduling or in emphasis. But the project generally worked flexibly around this, revising the orientation of its annual workplans to reflect new developments. Wherever it could, it drove the processes forward itself: for example, all stakeholders were impressed that the MNSSP review in Malawi had achieved all its ambitious milestones. But where progress was thwarted, such as for example with the political machinations behind the social protection bill in Zambia, the project was prepared to wait, and to adjust its focus. Only in a couple of instances did stakeholders feel that the project had “taken its eye off the ball”: one mentioned the delay, in Zambia, over support to the Ministry of Health with health insurance legislation (“there is a need to balance speed and perfection”); the other, in Malawi, questioned the lack of follow-through after its Assessment-Based National Dialogue and its paper on targeting approaches. But these were minor complaints, partly as a result of being overtaken by subsequent developments: in most cases the project worked very effectively.

## **5.3 Disbursement against budget**

Predominantly, disbursement was made according to budget. There are two comments to be made here. This first is that there was a slight disruption in project activity during the six months’ inter-regnum between the two CTAs: although an interim CTA was quickly appointed to maintain technical impetus and administrative continuity, this was obviously less effective than having a dedicated CTA. In future, efforts should be made to ensure that any gap is kept to a minimum, and that a contingency mechanism is already in place, perhaps by having a delegated “Deputy CTA”. The second is that expenditure was not shared equally between the three countries, reflecting a recognition of the reality that more funds from other sources became available to related ILO activities in Mozambique than was the case in Malawi: the project therefore expended an increasing proportion of its own budget in the latter, which had no other funding and where no ILO engagement would have been possible without the project.

## **5.4 Efficiency of resource use to deliver results**

Efficiency concerns the conversion of inputs into project outputs. The table below summarises project expenditure, by year and as a total for all three years<sup>4</sup>. This shows that overall expenditure was consistent

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<sup>4</sup> The results presented here are based on preliminary financial data. The official end-of-project accounts are not yet available.

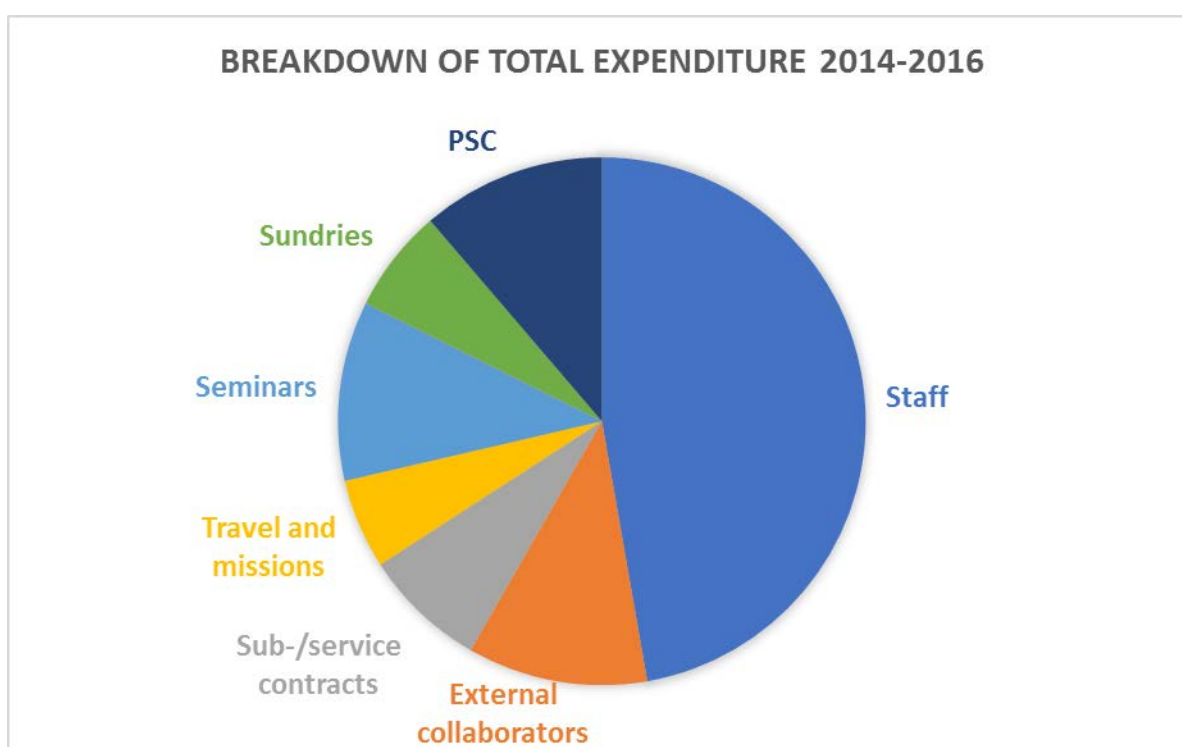
over the three years, albeit with some variation in individual budget lines: seminar expenses varied over the three years, as did the proportion between staff costs, external collaborators and contractors.

	2016				
	Zambia	Malawi	Mozambique	Regional	Total
Staff	55,891.13			186,974.28	242,865.41
External collaborators	26,663.00	7,000.00	1,800.00	35,940.00	71,403.00
Sub-/service contracts					
Travel and missions		1,246.98		21,740.09	22,987.07
Seminars	5,364.00	5,302.00	1,119.33	41,473.00	53,258.33
Sundries					24,950.17
PSC					50,337.62
<b>TOTAL</b>	<b>87,918.13</b>	<b>13,548.98</b>	<b>2,919.33</b>	<b>286,127.37</b>	<b>465,801.60</b>
	2015				
	Zambia	Malawi	Mozambique	Regional	Total
Staff	54,925.00	8,568.00	39,059.00	140,897.00	243,449.00
External collaborators			2,297.00	35,315.00	37,612.00
Sub-/service contracts		18,000.00	56,656.00	3,681.00	78,337.00
Travel and missions	818.00		4,652.00	13,748.00	19,218.00
Seminars	6,596.00				6,596.00
Sundries					23,756.00
PSC					52,997.00
<b>TOTAL</b>	<b>62,339.00</b>	<b>26,568.00</b>	<b>102,664.00</b>	<b>193,641.00</b>	<b>461,965.00</b>
	2014				
	Zambia	Malawi	Mozambique	Regional	Total
Staff	30,095.00	30,185.00		117,649.00	177,929.00
External collaborators	4,350.00	35,905.00		6,000.00	46,255.00
Sub-/service contracts			10,406.00	17,684.00	28,090.00
Travel and missions	1,395.00	3,433.00	2,755.00	27,707.00	35,290.00
Seminars	33,182.00	9,040.00	28,394.00	24,185.00	94,801.00
Sundries					40,844.00
PSC					55,017.00
<b>TOTAL</b>	<b>69,022.00</b>	<b>78,563.00</b>	<b>41,555.00</b>	<b>193,225.00</b>	<b>478,226.00</b>
	Total (2014-16)				
	Zambia	Malawi	Mozambique	Regional	Total
Staff	140,911.13	38,753.00	39,059.00	445,520.28	664,243.41
External collaborators	31,013.00	42,905.00	4,097.00	77,255.00	155,270.00
Sub-/service contracts		18,000.00	67,062.00	21,365.00	106,427.00
Travel and missions	2,213.00	4,679.98	7,407.00	63,195.09	77,495.07
Seminars	45,142.00	14,342.00	29,513.33	65,658.00	154,655.33
Sundries					89,550.17
PSC					158,351.62
<b>TOTAL</b>	<b>219,279.13</b>	<b>118,679.98</b>	<b>147,138.33</b>	<b>672,993.37</b>	<b>1,405,992.60</b>

Looking at the breakdown of expenditure, the chart below shows that staff costs consumed about half of all expenditure. When combined with external collaborators and contractors, the percent used for human



resources rises to about two-thirds of the total. With a fixed 13 percent for ILO’s programme support costs (PSC), the balance of about one-quarter of total expenditure was for operational costs. It is true that, in many projects, such a high proportion on staff costs would set alarm bells ringing. But that is not a concern here: it is indeed the quality of the technical staff and their *modus operandi* with partners that has proved to be a cornerstone of their substantial impact. It has proved relatively easy for the project staff to mobilise funding for activities (workshops, seminars, peer-reviews, etc.) from better financially-resourced partners, precisely because their own participation as a human resource provides a guarantee of quality. Furthermore, since the CTA in particular provided technical backstopping and strategic support to other staff members funded by other projects (a total team of ten people as of December 2016), this represents an indirect benefit to the region, and a further justification of the investment in staff.



## 6 Effectiveness of management arrangements

This chapter evaluates the management arrangements in place for the project, the effectiveness of monitoring and evaluation, the collaboration with partners, and the involvement of stakeholders. It reviews the degree to which the recommendations of the mid-term evaluation were adopted, and concludes with a summary of its resultant cost-effectiveness.

It is probably worth making the point that the success of the project was by no means a certainty, and that in large part the achievements of the project owe a great deal to the technical quality and energetic commitment of the two successive CTAs, and of their supporting staff and consultants. Not all teams would have been able to emulate the impacts that they achieved with comparatively scant resources. That they did is a reflection of their ability to identify potentially influential openings, to encourage effective partnerships and to leverage complementary resources to augment their own.

## 6.1 Adequacy of management and governance arrangements

There have been some difficulties, reported in the mid-term evaluation but substantially overcome since, around the regional project's relationship with national Irish Aid offices. Some of this went back to the deficiencies in consultation during the design phase, but there persists a lack of formal clarity on respective roles and responsibilities of the project *vis-à-vis* the Irish embassies. This should be addressed at the start of the next phase. In addition, it is strongly recommended that the project is proactive about maintaining regular, ideally monthly, personal contact with Irish Aid, both at headquarters and the respective national offices. This will be especially important if the scope of the project is expanded in the next phase.

## 6.2 Effectiveness of monitoring and evaluation

The project has essentially reported on an annual basis, developing an annual workplan at the start of each year, and submitting an annual report at the end of each year with an indication of achievement of indicators against annual targets. There has been no other systematic monitoring beyond this. But this was probably frequent and effective enough for the type of project such as this operating largely at policy and systems levels. It is not the type of project that warrants detailed quantitative reporting, nor the disaggregation of monitoring data by gender or other characteristics. The informal reporting, on an approximately quarterly basis, has adequately substituted for this.

The project has fully adhered to ILO requirements in terms of evaluation, with a mid-term evaluation undertaken in August 2015, and this independent end-term evaluation undertaken in January 2017.

## 6.3 Collaboration with partners to increase effectiveness and impact

There was generally very close and productive collaboration with other ILO programmes. At regional level, the project worked directly with the Decent Work team, as discussed in section 2.3. At national level, the project was often operated in parallel with other ILO programmes, with actual cost-sharing of project staff across programmes: this was the case in both Zambia (costs of the CTA shared with the Green Jobs project), and Mozambique (costs shared with USAID, Sweden and Portugal). Even where other ILO programmes were not so intricately integrated, indirect collaboration was good.

Collaboration with other development partners has been discussed in section 2.4.

## 6.4 Involvement of relevant stakeholders

With the possible exception of the national Irish Aid offices (discussed in sections 2.5 and 6.1), the project engaged effectively with a wide range of stakeholders: government, development partners, civil society, parliamentarians, media, trades unions, employers' representatives, and faith-based organisations. The extent of engagement with each one varied with the differing contexts in the three countries, but all were involved in one way or another.

## 6.5 Adoption of recommendations from the mid-term evaluation

The mid-term evaluation made a number of recommendations. These are summarised in the table below, with a response against each one setting out the degree to which it was addressed.

MTE recommendation	Project response
In terms of <b>relevance</b> , the project needs to create more visibility of its accomplishments, and invest in more communication about the advantages of learning with others in the same regional context. The regional approach could benefit from the	The project recruited a specialist in the area of communications, who has raised their game in terms of visibility. The introduction of media scanning of social protection in Zambia was a beneficial initiative, showing what can be achieved,

involvement of more partner countries.	but more is needed in the second phase, especially around the launch of the regional training modules.
The project needs a revision of activities and products regarding <b>design</b> . It needs to adapt the forthcoming activities and output to what can realistically be done in Malawi, Mozambique and Zambia.	Although the paper trail of decisions following the recommendations of the MTE is slightly deficient, the project did use the medium of their 2016 workplan to deprioritise or remove certain outputs that the MTE had adjudged to be too ambitious.
In terms of <b>progress</b> and <b>efficiency</b> , the project needs to study the re-allocation of funds, realistically adapting to context. In terms of human resources, the project needs to carefully address the necessary replacements of the CTA, the maintenance of the consultant in Malawi, and the technical staff in Mozambique. It could also benefit from more staff assigned to local positions, including administrative, particularly in Malawi and Mozambique.	The CTA was replaced soon after the MTE; the “consultant” in Malawi was recruited to become a full member of the team; and the technical staff in Mozambique were also retained to the end of the project, albeit through different funding sources. No more local staff were engaged, because of budgetary constraints, but there was no apparent loss of project effectiveness as a result of staffing issues.
The project needs to continuously seek more resources to improve <b>effectiveness</b> . An example of this would be to combine activities with the remaining Irish Aid projects currently on-going in the three countries, pooling the available resources. Experiences such as the communities of practice, with regular (virtual or face to face) meetings to share experiences, could be of added value when improving the information platform and thus communication.	The project did continue to mobilise additional resources effectively, including through collaboration with other Irish Aid projects. And they continued their involvement in supporting communities of practice (such as SASPEN), study tours (such as those from Malawi to Ethiopia, from Mozambique to Lesotho and South Africa and from Zambia to Rwanda), and technical exchanges (such as around the development of the training modules).
Finally, the continuation of the One UN on social protection in Mozambique, greater investment in social protection networks in Malawi, and the consolidation of the One UN social protection project in Zambia will contribute to the replication and sustainability of results and the continuation of activities leading to the consolidation of social protection floors.	The two UN Joint Programmes (in Zambia and Mozambique) were formalised, and the one in Mozambique is embarking on a new phase. There has also been good cooperation with GIZ, UNICEF and WFP in Malawi, with some hope that this too will give rise to a Joint Programme.

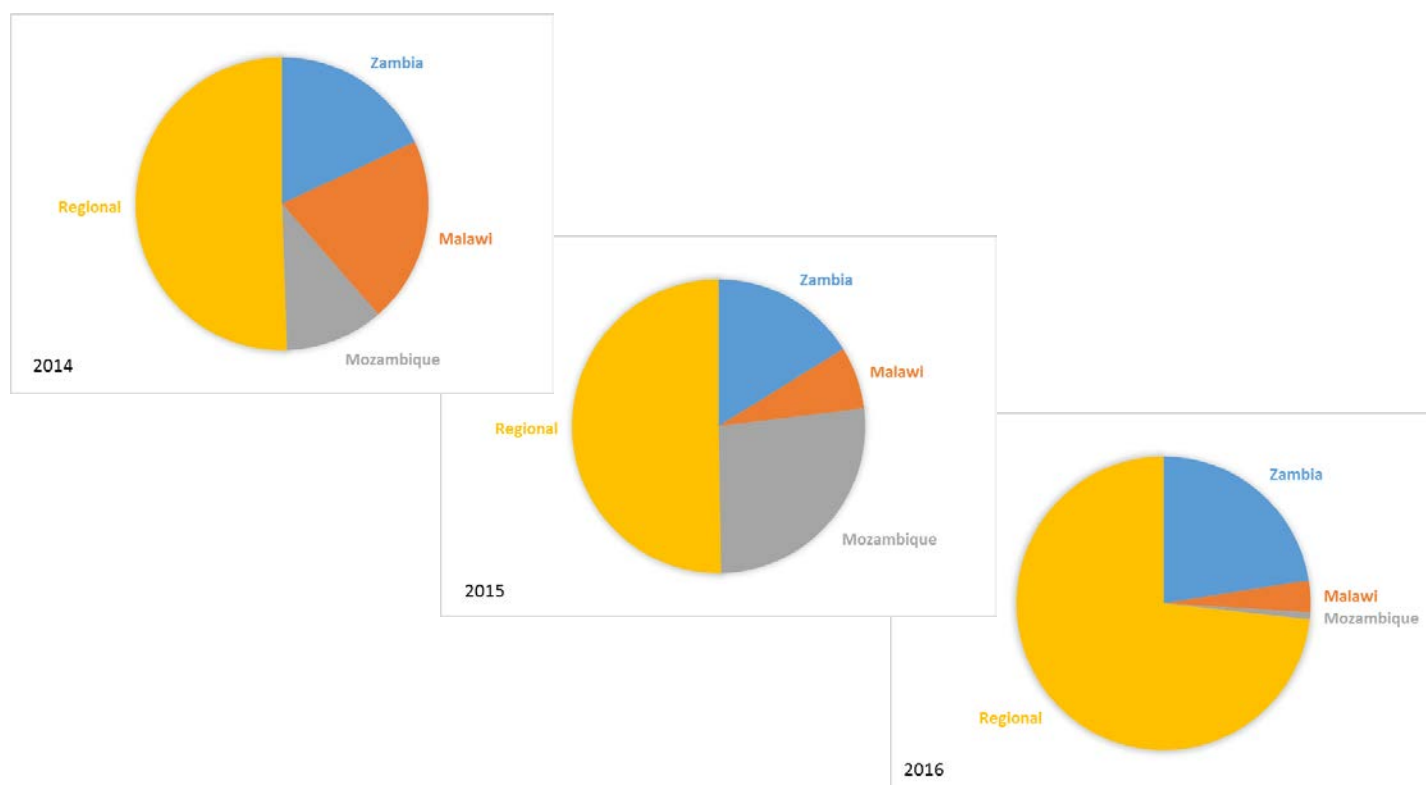
Generally, therefore, the recommendations of the mid-term evaluation were implemented where feasible and appropriate.

## 6.6 Cost-effectiveness of the intervention

Cost-effectiveness concerns the extent to which the project’s outputs were converted into the outcomes and impacts that the project aimed to achieve. As has been explained earlier, the outcomes of the project were ambitious, and the resources available to it to achieve them were relatively limited. The fact that, in spite of this, it has attained the vast majority of its outcomes is clear evidence of its cost-effectiveness. In addition to its own strategically judicious activities, it has been highly effective as a catalyst to build partnerships, mobilise resources and leverage collaboration with others. As just one example of this, its work on developing the regional training modules required significant project commitment and an

investment of about USD100,000. Yet it was able to mobilise an impressive range of partners, and to elicit contributions worth a further USD150,000 from different ILO sources and other collaborators.

It has also been flexible and responsive in its approach, putting its resources into activities that it felt would pay the greatest dividends. A clear indication of this can be derived from its allocation of resources across countries over the three years of the project, shown in the graphs below<sup>5</sup>, with different levels of investment reflecting varying opportunities and priorities (and a greater focus on regional activities, especially on the training modules, in the final year).



## 7 Impact orientation and sustainability

This chapter looks at early indications of impact and sustainability, and at the degree to which the project contributed to capacity-building and the creation of an enabling environment.

### 7.1 Impact orientation

In terms of **impact**, the project can claim an impressive record in opening up the debates around social protection to a more integrated, more rights-based and more universal, approach, that is fully consistent with ILO's values and vision. The gradual establishment of social protection floors in the three countries is likely to bear fruit over the longer term in reducing poverty, building resilience and improving the quality of employment. Examples of this include:

<sup>5</sup> This analysis excludes sundries and ILO's fixed programme support costs. It also classifies the core team of Lusaka-based staff as a regional resource, whereas in reality they (in particular the CTA) frequently provided direct technical support at country level.

- In **Malawi**, the project began in the difficult circumstances surrounding the “Cashgate” scandal, with donors withdrawing funding, and consequently very wary of further institutionalisation of social protection. The project resulted in ILO moving from having practically no social protection presence in the country to having a key leadership role in the process and the output from the wide-ranging review of the MNSSP. Despite the challenging environment, this process has demonstrably initiated debate about expanding social protection coverage, adopting more categorical targeting, better integrating the different components, stronger coordination and more coherent linkages between social support and other sectors (e.g. humanitarian response, agriculture and livelihoods).
- In **Mozambique**, largely as a result of the project, ILO is seen as a partner of choice, but working with many other influential stakeholders. It has provided important leadership in the launching of the next phase of ENSSB, where there is a clear commitment and concrete plans to move towards a rights-based entitlement approach, with increased coverage, higher-value transfers, and the potential inclusion of a child support grant alongside the current focus on the elderly and the disabled, as well as systematic improvements in technical areas such as delivery and MIS.
- Similarly, in **Zambia**, the development of the integrated framework, and the associated modelling of costs and benefits of different approaches has resulted in much more open discussions about the way forward: the targeting of the social cash transfer is already more categorical than it was, and there is a clear recognition that support to children represents an important gap in current coverage that needs to be filled. The project has helped to cement a rapprochement between the social cash transfer and ILO’s engagement with the Ministry of Labour, thus shaping a more integrated social protection agenda with simpler, yet broader, targeting.

These are all important national outcomes, resulting at least partly from the activities of the project. They reflect the fact that ILO broadens the space for social protection debate, bringing in different players apart from ministries of social welfare, and adding a dimension on contributory social protection, in the form of maternity benefits, pension reform, health protection, financing and systemic issues. The project has significantly supported evidence-based national debate through the many studies it has undertaken on the extension of social protection coverage, particularly to the informal economy.

At regional level, the impacts are predominantly still to be realised, through the medium of the training modules. There has been significant regional technical support through the Chief Technical Advisor (CTA), and some fruitful exchange and lesson-learning, but there is potential to formalise and expand this, especially through the deployment of the recently completed training modules.

## 7.2 Sustainability

At national level, a project that seeks to influence the establishment of social protection floors should not seek sustainability: quite the contrary, redundancy would be a better metric of achievement. In other words, to be successful such a project would ensure that the essential components of a social protection floor were fully reflected in national strategies, policies and legislation. Once it had achieved this, its job would be done and there would be no need for sustainability. In reality, of course, advocating for a social protection floor is likely to be a long-term and uneven process. Experience from the three countries shows that it proceeds in fits and starts. Nonetheless, the project has successfully influenced the particular stage at which each country finds itself in the broad direction of a social protection floor: the review and design of the MNSSP in Malawi, the formulation of the next phase of the ENSSB in Mozambique, and the integrated framework and legislation for social protection in Zambia. All three manifest many more characteristics of a true social protection floor than their respective precursors.

At regional level, particularly in the important area of the training modules, there is a need to ensure sustainability. The project, even while the modules have been under preparation, has already begun the process of ensuring this. At national, regional and continental levels, the design process has been very inclusive of potential partners who have the ability to take the modules forward independently of project support. And, as well as being innovative in their transformational approach, the training modules are also innovative in that the project wants to institutionalize them with other partners, rather than to guard them jealously as an internal resource. During 2016, ownership of the training package development process has been broadened to other UN agencies, including UNICEF, UNDP and FAO, so as to bring the initiative forward in a One-UN inter-agency spirit and increase opportunities for replication and institutionalization. The package has also received some initial endorsement and support from the African Union. If it can identify training establishments such as universities (initial contact has been made with the University of Zambia), other development partners (such as the EU's Social Protection Systems project) or independent trainers (discussions are in train with the Southern Africa Social Protection Experts Network (SASPEN)), then the training component will be sustainable beyond the life even of the next phase of the project.

### **7.3 Building of capacity and of an enabling environment**

The project has been effective in building capacity and strengthening the enabling environment, but it now has the platform to do so on a much greater scale. One of the strengths of the project, attested by numerous stakeholders especially in government, was the way its technical staff worked alongside government counterparts, rather than in isolation. This not only had the benefit of making its interventions more inclusive, but it also meant that government staff capacity was built through on-the-job training and mentoring. With the completion of the new training modules, there is now considerable potential to build capacity on a much wider scale.

Equally, in the area of supporting the enabling environment, the project has had a number of successes. Its policy work around the MNSSP in Malawi, the ENSSB in Mozambique, and the integrated framework in Zambia are all examples, as is the direct work on legislation, particularly in Zambia and Mozambique. As discussed in section 7.1 above, this has influenced the attitudes of key stakeholders.

## **8 Conclusions and recommendations**

This final chapter of the report contains four sections: conclusions; lessons learned and good practice; general recommendations, separately for the project, for ILO and for Irish Aid; and specific recommendations for each of the three countries.

### **8.1 Conclusions**

Irish Aid, ILO, and the project staff all deserve credit for having respectively funded, conceived and implemented an ambitious project. It has genuinely advanced the cause of social protection floors in the three countries it covered, an achievement which was by no means assured at the outset. It has not done this by itself of course, but through judicious partnership with other key stakeholders, through strategic prioritisation of the processes and activities it supported, and through the suppleness of its response. As a result, Irish Aid is playing a much more prominent policy role than it was; ILO is no longer seen as a radically universalist outsider, but as a central player in balanced debates; and the three partner countries have gained the confidence to assume a critical role in deciding if what is proposed to them fits with their now well-articulated strategies.

Its success at regional level is perhaps too early to be judged empirically, but the indications are positive. It concentrated its regional focus on the development of a suite of social protection training modules. These have been piloted, but not yet rigorously tested in the field, still less institutionalised within partner

organisations as is the intention. But if the next phase of the project can achieve this, then the regional component too will be adjudged a success.

The very success of the first phase of the project raises some questions about the next phase, which is currently entering its inception phase. Some of the reasons for the project's achievements to date are that it had a clear and coherent set of objectives; that it had a relatively tight and homogenous geographical coverage; and that its CTA could easily provide technical support across all three countries. All of these advantages are slightly at risk in the current design of the next phase.

- First, the orientation of the project is to be subdivided: with a retention of the current focus on social protection and the addition of a new one on EIIP. There is limited apparent synergy between these two components, which have separate objectives, outcomes, activities and logframes in the project document (and will require parallel management arrangements and different reporting channels to separate divisions in ILO). There is little in the way of justification for the new EIIP component, which would not even be classed as "social protection" under the Irish Aid definition; and there is a significant risk of diluting project funds and capacity across too many competing demands.
- Second, the geographical coverage has been expanded. In particular, the inclusion of Vietnam under the social protection component seems hard to justify: there are unlikely to be the same synergies, and it will be logistically very challenging for the project to provide anything like the same level of responsiveness and appropriate technical support, without setting up a new regional centre. Even the highly interactive, participatory approach of the training modules may be less appropriate in the more constrained and hierarchical societal structures of Asia.
- Third, the proposal to displace much of the cross-country learning and lesson-sharing from southern Africa to Geneva risks losing focus and undermining the added value of having regionally based staff with an established network of partners. The fact of having two ILO headquarters teams involved across more than one region will create a more complex management structure, and may reduce direct engagement with the field, thereby complicating the flexible and responsive management that has allowed the project to capitalize on opportunities as they arise. Finally, there is also a danger that the focus will shift away from contextual hands-on country engagement to more generic packaging of toolkits, best practice and guidelines.

These issues should be carefully re-assessed during the inception phase of the new project.

## 8.2 Lessons learned and good practices

The lessons learned and good practices are presented below:

In terms of **project design and project management**, a lesson learned is that more formal mechanisms should be put in place to encourage structured communication on a regular basis between national Irish Aid offices and regional projects (whilst this should in no way prejudice the current informal exchanges); and that there should be an explicit definition of the roles and responsibilities of the Irish Aid country office *vis-à-vis* any co-located regional project, and of the separate ILO departments involved in management.

Where **project implementation** is concerned, the main good practice observed was that a small, agile regional projects operating at policy level can have genuine influence on attitudes within government, and can accelerate the move towards social protection floors. But this will work best if certain conditions are met:

- Staff are of high technical capacity, are located at country level, and can be retained for the duration of the project.
- These staff are allowed to operate in a flexible manner, with the ability to shift emphasis as the political context evolves.
- They focus on building partnerships with a range of other stakeholders, thereby mobilising support and leveraging additional funding.
- The projects have a restricted and homogenous geographical focus, with a clear logic for lesson-learning across countries.
- The donors accept that there will be less direct attribution of results and impact to its particular contribution (see second bullet point below).

### 8.3 General recommendations

General recommendations are presented below for the next phase of the project, for ILO and for Irish Aid.

**The project** should continue its excellent work at country level, prioritising the same sort of activities as in the current phase (see specific country recommendations in section 8.4 below), but equally maintaining the flexibility to enable it to be opportunistic if circumstances change. At the same time, it should redouble its efforts at regional level, reflecting the additional resources available. Opportunities for expanded work at this level include:

Recommendations	Priority: High, Medium, Low	Time Frame
1) Additional technical support to be provided by the CTA, and cross-country missions by other project staff in their respective areas of expertise, in order to diffuse ideas and initiatives across countries.	High	Throughout the life span of the project and the new phase
2) The rolling out of the regional training modules, initially to the project countries but possibly then supporting wider dissemination to eastern and southern Africa through SADC and the African Union.	High	Throughout the life span of the project and the new phase
3) Thematic cross-country workshops or webinars, perhaps linked with the training modules, which identify topics of particular interest to a specific country, and then bring regional experts with experience in the topic to share experiences (e.g. informal sector coverage, maternity benefit, child support grants)	High	Inception phase of the second phase of the project
4) Focussed study tours to particular countries of interest, ensuring that the right individuals participate, that the objectives are clearly-defined, that the itinerary is well-planned, and that open exchange is encouraged.	Medium	Inception phase of the second phase of the project
5) Regional (and broader South-South) networking, communication and exchange, through a regular brief	Medium	Throughout the life span of the project and



newsletter, possibly linked with SASPEN, where the communications officer extracts the necessary highlights from technical reports, thereby reducing the burden on the project's frontline technical staff.		the new phase
6) Internal project retreats to brainstorm, share experience and identify potential areas for re-focus.	Medium	Inception phase of the second phase of the project

**ILO** should recognise the achievements of the project in terms of advancing social protection floors through a regional approach. The project has been valuable largely because of its tight geographic and thematic orientation, using its limited resources very effectively. Furthermore, more emphasis on a dynamic monitoring and evaluation system is suggested. Some specific recommendations for the ILO include:

Recommendations	Priority: High, Medium, Low	Time Frame
There is certainly scope in future to enlarge this approach to other regions, and to disseminate more widely some of the lessons and tools (in particular the training modules, once they have been tested and consolidated). But it is suggested that this should be the role of ILO Geneva, perhaps through its global flagship programme on social protection, rather than of the project.	High	Inception phase
At the very least, ILO needs to carefully monitor the rationale for including Vietnam in a project that is primarily focussed on regional networking and learning within southern (and eastern) Africa.	High	Inception phase
Logframes are meant to be dynamic, and it is suggested that mid-term (and other) evaluations should have as one output to revise the logframe, the updated version of which would then be formally signed off by ILO and Irish Aid.	Medium	Inception and implementation phases
Attribution – among the main features of the project has been its ability to collaborate with other partners, to maximise synergies with other programmes, and to leverage additional funding. In this it has been highly successful. The other side of the same coin, however, is that it is now extremely difficult to attribute outcomes and even specific outputs to the individual project. This in turn complicates evaluation of the project (and raises difficulties for the different donors in terms of their visibility). It is hard to see how this can be resolved in future projects, except through different donors essentially pooling their resources and agreeing to a single logframe and unified reporting system (as for example in the case of UN joint programmes with multiple sources of donor funding). Where this is not possible, it requires the project to be open and honest in its reporting, and the respective donors to recognise that the benefits of collaboration and synergy outweigh the disadvantage of not being able to claim full ownership of specific outputs.	Medium	Inception and implementation phases

<p>Reduce the number of questions – the list of key evaluation questions for this evaluation contains 41 bulleted items, many of which are in turn subdivided or contain more than one question. Some are duplicated, but there are probably nearly 100 discrete answers required. These cannot all be considered “key”; and there is a danger of not seeing the forest for the trees. It is recommended that the number of key questions should be dramatically reduced in future evaluations, with subsidiary questions provided as guidance to be responded to only if relevant.</p>	<p>Medium</p>	<p>Evaluation phases (mid-term and final)</p>
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**Irish Aid** should continually and critically review the implementation of the next phase, with particular attention to three potential issues of concern:

Recommendation	Priority: High, Medium, Low	Time Frame
<p>1) Coherence of project activities with the definition of social protection in its own imminent Social Protection Strategy paper, ensuring that the predominant orientation of the project is aligned to Irish Aid’s focus on the very poorest in society.</p>	<p>High</p>	<p>Inception phase</p>
<p>2) The impact on effectiveness of the expanded geographical scope, and verification that the inclusion of Vietnam is adding value to a greater extent than would that of other possible Irish Aid KPCs within the Africa region.</p>	<p>High</p>	<p>Inception phase</p>
<p>3) Justification for the introduction within the same project of a second technical focus, on EIIP, which risks creating a parallel set of interventions with limited synergy, thereby diluting what has hitherto been an exclusive focus on the establishment of social protection floors.</p>	<p>High</p>	<p>Inception phase</p>

#### 8.4 Country-specific recommendations

**Malawi** – Having facilitated and documented the full process of the review of the MNSSP, it is important that the project maintains similar prominence through the design process for the next phase. This will be more difficult since it has been agreed to use an independent rapporteur. It is already positive that the workshops will be facilitated by Ingenious People’s Knowledge, an ally of the project through the training modules.

Recommendation	Priority: High, Medium, Low	Time Frame
<p>The project will need to maintain the pressure to open up the design process, away from a focus on the current set of instruments, and towards a broader set of “themes” which might allow space for more innovative approaches.</p>	<p>Medium</p>	<p>Inception phase</p>

The project will need to continue to be responsive to the evolving demands of the sector. It is already planned that the project should sponsor a study on institutional coordination at all levels from national to community.	High	Inception phase
There is also growing interest in Malawi in the area of shock-responsive social protection, linking the inevitable annual “emergency” response more effectively with existing social protection interventions. The project will also need to identify institutional partners (perhaps Chancellor College, with whom GIZ is already working) to deliver the regional training.	Medium	Inception phase

**Mozambique** – The project’s main activities in Mozambique should be around the implementation of ENSSB II, ensuring that resources are allocated and that programmes are scaled up as planned.

Recommendation	Priority: High, Medium, Low	Time Frame
The project should continue to work with all the various stakeholders involved in ENSSB, such as the government, parliamentarians, development partners, civil society and the media.	High	Inception phase
The project should support the introduction of the Management Information System.	High	Implementation phase
Other areas of focus are likely to include support to: the rationalisation and systematisation of the disability component; continued budgetary analysis and field-level oversight (in partnership with the civil society platform); and an assessment of the potential role of public works programmes.	High	Inception and implementation phases
The project will need to identify a partner for the training, who in this case will also need to help with repackaging the material in Portuguese.	High	Implementation phase

**Zambia** – The next phase in Zambia will require the project to operationalise the new integrated framework, involving work with the individual ministries responsible for implementation, and for improving the mechanisms for institutional coordination across ministries.

Recommendation	Priority: High, Medium, Low	Time Frame
The project should also build on its initial modelling work with the Ministry of Finance, to expand the micro-simulation of impacts of alternative interventions.	Medium	Inception Phase
It should continue its efforts to get legislation passed, either in the form of a single social protection bill, or – as currently seems more likely – as three separate bills covering health insurance, pensions and	High	Inception and implementation phase

social assistance.		
It should also help with the promotion of social insurance for the informal sector, and support the moves towards the introduction of a maternity benefit.	High	Inception and implementation phase
The project should continue its work with the University of Zambia (to institutionalise the training modules), with parliamentarians and with the media.	High	Inception and implementation phase
It should also work to revive the Civil Society Platform for Social Protection (or establish an equivalent civil society forum), and should work for this to be more engaged in advocacy for social protection (as was previously the case).	High	Implementation phase

## Annex 1. Terms of reference

### Independent End-Term Evaluation of Building National Floors of Social Protection in Southern Africa: Malawi, Mozambique and Zambia

#### 1. Introduction & rationale for evaluation

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The project on Building National Floors of Social Protection in Southern Africa was launched in the three target countries namely Zambia, Malawi and Mozambique with the view of supporting target countries in establishing sound policy and institutional frameworks to deliver efficiently effective mechanisms of social protection. This three year initiative, which commenced in January, 2014, is expected to run until December, 2016. This Project is being funded by the Government of Ireland with an overall budget of US \$ 1,599,258.

The independent end-term evaluation of the project is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in advancing decent work and social justice. The current end term evaluation covers Malawi, Mozambique and Zambia.

The overall objective of the end-term evaluation is to ascertain extent to which project outcomes have been attained. To identify lessons learnt within implementation period and discuss recommendations for similar future interventions. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project has been able to meet targeted outcomes.

#### 2. Brief background on project and context

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<b>Project codes</b>	Umbrella code: RAF/13/04/MIRL
<b>Project duration</b>	01/01/2014 – 31/12/2016
<b>Geographical coverage</b>	Malawi, Mozambique and Zambia
<b>Donor</b>	Irish Aid
<b>Budget</b>	USD \$1,599,258

Grounded in a regional peer learning process, the Project was designed with a view of assisting target countries in implementing the building blocks of domestically owned and funded national systems of social protection. The project is informed by a multifaceted approach premised on strengthening basic social protection systems in the three countries stemming from envisioned technical support to constituents, by the ILO, through assistance to on-going processes of national dialogue, in harmony with coordinated efforts by UN and bilateral cooperating partners.

Recognizing that countries in the region face similar challenges, the Project is anchored on promoting exchange of south to south experiences and knowledge within the Social Protection framework in the region. This is done whilst aligning country specific social protection needs to the principles and guidelines reflected in the Recommendation 202 on national social protection floors. Therefore the strong focus on peer to peer learning that lies at the core of the Project, from the regional perspective, represents the right approach and exhibits investment potential towards important impact at country level.

The ILO has since inception been executing the Project in partnership with other UN Agencies, key government ministries, social partners and an array of private and civil sector partners. Two sets of target groups have been identified, namely; direct recipients: Governments and public institutions (primarily relevant Ministries in charge of social protection and social protection agencies/institutions), employers' and workers' organizations, academic and other relevant civil society organizations. The ultimate beneficiaries include vulnerable persons currently uncovered by any form of social protection.

The Project was designed to ensure that more people have access to nationally defined set of gender, HIV/AIDS sensitive social protection guarantees within a more efficient and coherent national social security system. The Project objective is pursued through three main outcomes:

**Outcome 1:** Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances are developed in the context of evidence based national dialogue in Zambia, Mozambique and Malawi;

**Outcome 2:** Improved legal, administrative and governance frameworks for the extension of Social protection (including budget planning and national monitoring systems) are designed in line with international social security standards;

**Outcome 3:** Improved knowledge base and monitoring capacity on the implementation of Social Protection floors in the three countries.

#### [Link to the Decent Work Country Programmes](#)

The Decent Work Agenda in Africa 2007-2015 defines in its Priority 4 the objective of promoting Social Protection for all.

- In Zambia the Project has been contributing to DWCP Outcome 1.3 “Extending social protection” and “Enhanced and extended Social Protection for all”, with focus on vulnerable groups.
- In Mozambique the Project contributes to UNDAF Outcomes Output 4.3 – “MMAS in collaboration with other key sectors manages and coordinates a sustainable social protection programme in a more integrated manner” and Output 4.4 “MMAS operationalises instruments and mechanisms for increased effectiveness and coverage of social protection programmes at all level” and will complement the joint work already in place. It will also contribute to the DWCP Outcome 2.1: “Enhanced capacity of Social Security Institutions to extend their coverage and to provide better benefits to all”.
- In Malawi, DWCP Outcome II.2 focuses on “Enhanced and extended Workers’ Social Security Benefits”.

### **Project management arrangement:**

The Project is managed by a Chief Technical Advisor (CTA) based in the Lusaka office. The CTA reports to the ILO director for the ILO office in Lusaka. The CTA is the principal staff responsible for Project implementation, supervising staff, allocating Project budgets, preparing progress reports and maintaining Project relations with institutional partners. He is also responsible for elaborating the final project document, gathering supporting information and developing preliminary work plans.

The CTA is supported by a National Project Coordinator and a Program Assistant based in the Lusaka office and by two junior social protection specialists in Malawi and Mozambique respectively. The project is technically backstopped by the Social Protection Specialist based in the Decent Work Support Team office of Pretoria and from Geneva, the Social Protection Department.

### **3. Purpose, scope and clients of the evaluation**

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The purpose of the independent end-term evaluation is to enable project staff, constituents and other relevant stakeholders assess whether project outcomes have been met and take stock of lessons learnt that maybe relevant for follow-up phase. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project has performed vis a vis defined project outcomes.

This end-term evaluation serves two main purposes:

- iii. Give an independent assessment of progress to date of the project across the three outcomes for all the three countries; assessing performance as per the foreseen targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities;
- iv. Provide strategic and operational recommendations as well as highlight lessons learnt to improve future related projects.

The independent evaluation will cover all outcomes of the Project Malawi, Mozambique and Zambia, with particular attention to synergies across components.

#### **Evaluation Criteria**

In particular, the evaluation will assess the following:

- Progress made towards achieving the project outcomes
- Internal and external factors that influenced speed of implementation
- Management of the operation of the project, including staff management
- The extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of the DWCP
- Relevance of the initiative within national development priorities/frameworks
- Synergies with other relevant ILO projects/programmes and activities
- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Systems for Risk analysis and assessment
- Assess the implementation of the recommendations from the the mid-term evaluation exercise.
- Other specific recommendations to improve performance and the delivery of results

## Clients

The primary clients of the evaluation are the Government of Ireland, under Irish Aid as donor of the initiative, the governments of Malawi, Mozambique and Zambia as recipient countries, constituents and the ILO as executor of the project as well as other relevant stakeholders. Furthermore, ILO offices and staff involved in the initiative (DWT Pretoria, Regional Office for Africa (ROAF), ILO departments at HQ, SOCPRO Department. The evaluation process will be participatory. The Office, the tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

## 4. Evaluation criteria and questions

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The evaluation will address ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and vi) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation<sup>6</sup>. Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms<sup>7</sup> and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

### Key Evaluation Questions

The evaluator shall examine the following key issues:

1. Relevance and strategic fit,
  - Is the project relevant to the achievements of social protection outcomes in the respective national development plans, the UNDAF and the Malawi, Mozambique and Zambia DWCP?
  - Is the project relevant to achieve the social protection targets set in relevant regional and global commitments?
  - Do the beneficiaries consider the projects objectives and approach relevant?
  - How well does the project complement and fit with other ongoing ILO programmes and projects in the country.
  - What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?
  - Strategic fit with Irish Aid Cooperation Strategy and synergies with relevant Irish Aid initiatives and programmes and information sharing with Irish Aid? Specifically focus should be given to the Ireland's Country strategy (priorities) on social [protection](#)
  - Does the project align with ILO's mainstream strategy on gender equality?

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<sup>6</sup> ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

<sup>7</sup> ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation



- Collaboration with other UN agencies, Irish Aid at HQ and country level?

## 2. Validity of design

- The adequacy of the design process (was the project design logical and coherent)? What internal and external factors have influenced the ability of the ILO to meet projected targets?
- Validity, relevance and potential synergies of the component in Southern Africa?
- Do outputs causally link to the intended outcomes that in turn link to the broader development objective? Has the design clearly defined performance indicators with baselines and targets?
- Considering the results that were achieved so far, was the project design realistic?
- Has the project adequately taken into account the risks of blockage?
- Has the project integrated an appropriate strategy for sustainability?
- Has the project carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?
- Have gender issues been addressed in the project document? If so how?
- Has HIV and AIDS been mainstreamed into the project's response? If so how?

## 3. Project effectiveness

- To what extent have the expected outputs and outcomes been achieved?
- Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
- In which area (geographic, component, issue) has the project had greatest achievements so far? Why and what have been the supporting factors?
- How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the programme?
- Are there any unintended results of the project?

## 4. Efficiency of resource use

- Were resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader project objectives?
- Were the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
- Were the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered?
- How efficient was the project in utilizing project resources to deliver the planned results?
- Is information being shared and readily available to national partners?

5. Effectiveness of management arrangements

- Were the available technical and financial resources adequate to fulfil the project plans?
- Was the management and governance arrangement of the project adequate? Was there a clear understanding of roles and responsibilities by all parties involved?
- Were targets and indicators sufficiently defined for the project?
- How effectively the project management monitored project performance and results? Was a monitoring & evaluation system in place and how effective was it? Was relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
- Did the project receive adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (Lusaka, Pretoria and Abidjan (ROAF)) and the responsible technical units in headquarters?
- Did the project receive adequate political, technical and administrative support from its national partners/implementing partners?
- Did the project collaborate with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?
- Were all relevant stakeholders involved in an appropriate and sufficient manner?
- Have the recommendations from the mid-term evaluation been sufficiently incorporated into the project?
- Cost-effectiveness of the intervention

6. Impact orientation and sustainability

- Has the programme strategy and programme management steered towards impact and sustainability?
- Has the project built capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?

7. Lessons learned

- What good practices can be learned from the project that can be applied in the next phase and to similar future projects?
- What should have been different, and should be avoided in similar future projects?

## 5. Methodology

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The evaluation will be carried out through a desk review and field visit to the other implementing countries for purposes of consulting with ILO management and staff, constituents, related UN Agencies, representatives of Irish Aid in all three countries as well as other relevant bilateral donors, implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Geneva, Abidjan and Pretoria will be done and the method for doing so will be decided by the evaluation

team. The evaluation team will review inputs by all ILO and non ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.

Relevant documents will be reviewed which include inter alia: Project Document, minutes of meetings, workshop reports, work plans, inception and technical progress reports. A desk review will analyze project and other documentation including the approved log-frame, project annual technical progress reports provided by the project management and Field and HQ backstopping officers. The desk review will suggest a number of initial findings that in turn may point to additional or fine tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluation team will review the documents before conducting any interview.

The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (5 working days). The evaluation team will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, informed judgement, and scoring, ranking or rating techniques.

Subject to the decision by the evaluation team a guided Open Space workshop with key partners may be organised in Lusaka.

The evaluation team will undertake group and/or individual discussions with project staff in all three countries. The evaluation team will also interview key staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project in ILO DWT Pretoria and ILO HQ. An indicative list of persons to be interviewed will be furnished by the project team after further discussion with the Evaluation Manager.

After that, the evaluation team will meet focal point persons of project beneficiaries to undertake more in depth reviews of the respective national strategies and the delivery of outputs and outcomes. These will include relevant Ministry of Labour and Social Security, Ministry of Community Development and Social Welfare, Ministry of Finance and Ministry of Health, Civil Society Organisations and UN Bilateral Partners. Around the end of the data collection exercise, the evaluation team will make a debriefing to the ILO Director, the project team and the evaluation manager.

## 6. Main outputs

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The evaluator will provide the following main outputs:

- An inception report outlining the approach and workplan to be used in the evaluation (13 January 2017)
- A draft report for comment (6 February 2017)
- A final report (17 February 2017)
- Evaluation summary using the ILO Evaluation Summary template
- A feedback workshop with the Project staff/management, ILO back-stoppers and donors

The evaluator will produce a concise final report according to the ILO evaluation guidelines and reflecting the key evaluation questions. The quality of the report will be determined by conformance with Checklist 4

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‘Formatting Requirements for Evaluation Reports’, and Checklist 5 ‘Rating for Quality of Evaluation Reports’. The maximum length of the final report should be about 30 pages long.

The expected structure of the final report as per the proposed structure in the ILO evaluation guidelines is outlined below:

- Cover page with key intervention and evaluation data
- Executive Summary
- Acronyms
- Description of the Project
- Purpose, scope and clients of evaluation
- Methodology
- Findings (organized by evaluation criteria)
- Conclusions
- Country Specific Recommendations
- Lessons learned and good practices

The evaluator is required to append the following items:

- Terms of Reference
- Data collection instruments
- List of meetings / consultations attended
- List of persons or organisations interviewed
- List of documents / publications reviewed and cited
- Lessons learnt based on the ILO templates
- Good practices based on the ILO templates
- Any further information the evaluator deems appropriate can also be added.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with Word for Windows.

The evaluator shall submit a draft report to the Evaluation Manager no later than one week following completion of the evaluation mission. The Evaluation Manager will solicit and revert promptly with collective feedback from project staff and partners, including the Senior Evaluation Officer in ROAF in order for the evaluator to finalize the report. The quality of the report (Executive summary and body of the report) will be assessed against the ILO evaluation checklists 4 and 5 (see Annex 1 and 2), which must be strictly adhered to and all questions in the ToR should be sufficiently dealt with in the report. Adherence to these checklists will be considered a contractual requirement when submitting evaluations to ensure full remuneration of the contract. Once the final report is submitted to the Evaluation Manager incorporating

comments received, it will be sent for final approval to the Senior Evaluation Officer in ROAF and EVAL before remuneration of the contract. All evaluation report submissions must include a MS Word and a PDF version and a suggested outline is contained in Appendix C.

## **7. Management arrangements, work plan & time frame**

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The evaluation will be undertaken by an international consultant. The consultant will take responsibility of the evaluation exercise as well as the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: establishing efficient, effective and coherent social protection systems.

The evaluation consultant will report to the evaluation manager (Mr. Darryl Crossman, [crossman@ilo.org](mailto:crossman@ilo.org)) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support and services of the Project, with the administrative support of the ILO Office in Lusaka.

The total duration of the evaluation process is estimated to be 24 working days from 9<sup>th</sup> January, 2017 to 16<sup>th</sup> February, 2017. The independent consultant will spend a total of 10 field working days (3 in each) in Malawi, Zambia and Mozambique. The CTA and NPC will be the direct focal points for support during this time.

The draft report should be submitted for comments by 6<sup>th</sup> February, 2017 to the Evaluation Manager, Mr Crossman. Five working days will be allocated to concerned parties to provide inputs, where after the Evaluation Manager will return the draft report to the consultant by 14<sup>th</sup> February, 2017. The final report will be submitted to the Evaluation Manager and CTA, copying the Senior Technical Specialist and the NPC by 16<sup>th</sup> February, 2017.

The CTA will be the focal point for all general, logistical and project queries related to the evaluation.

## Evaluation Schedule

The evaluation is foreseen to be undertaken in the following manner and time period aiming for submission of the final evaluation report to the donor no later than 31<sup>st</sup> March 2017.

Date	Day	Activity	DSA	Workdays
09-Jan	Mon	Briefing & desktop review		1
10	Tues	Desktop review		1
11	Wed	Desktop review		1
12	Thurs	Desktop review		1
13	Fri	Remote discussion with Dublin, Lusaka & Pretoria based specialist		1
14	Sat	Rest		
15	Sun	Desktop review and travel to Maputo	1	1
16	Mon	Field work Maputo	1	1
17	Tues	Field work Maputo	1	1
18	Wed	Field work Maputo & Feedback with local staff & fly to Lilongwe	1	1
19	Thurs	Field work Lilongwe	1	1
20	Fri	Field work Lilongwe	1	1
21	Sat	Feedback with local staff and fly to Lusaka	1	1
22	Sun	Rest	1	
23	Mon	Field work Lusaka	1	1
24	Tues	Field work Lusaka	1	1
25	Wed	Field work Lusaka	1	1
26	Thurs	Feedback to Project staff and donors, etc.	1	1
27	Fri	Travel back home	1	
28	Sat	Rest		
29	Sun	Rest		
30	Mon	Draft report		1
31	Tues	Draft report		1
1 Feb	Wed	Draft report		1
2	Thurs	Draft report		1
3	Fri	Draft report		1
4	Sat	Rest		
5	Sun	Rest		

6	Mon	Submit Draft report		
7	Tues	ILO Review		
8	Wed	ILO Review		
9	Thurs	ILO Review		
10	Fri	ILO Review		
11	Sat	Rest		
12	Sun	Rest		
13	Mon	ILO Review		
14	Tues	Review & send to consultant		1
15	Wed	Revise report		1
16	Thurs	Revise report		1
17	Fri	Submit final report		
		<b>Total</b>	<b>13</b>	<b>24</b>

For this independent evaluation, the final report and submission procedure will be followed:

- The Independent Consultant/team leader will submit a draft evaluation report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders for comments and factual correction.
- The evaluation manager will consolidate the comments and send these to the Consultant.
- The Consultant will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager
- The Evaluation Manager will forward the report to EVAL for approval.
- The evaluation manager officially forward the evaluation report to stakeholders and PARDEV.
- PARDEV will submit the report officially to the donor.

## 8. Key qualifications and experience of the Consultant

The **international consultant** should have the following qualifications:

- Master degree in Social Protection, Public Policy Management, Economics or related social science graduate qualifications
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives in the area of social protection, preferably in Africa.
- Demonstrated expertise and capability in technical assessment of social protection delivery systems, related national policies and knowledge of government operational framework.

- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System.
- Understanding of the development context in countries covered by the Project would be an advantage
- Excellent communication and interview skills.
- Excellent report writing skills.
- Ability to speak Portuguese would be added advantage
- Demonstrated ability to deliver quality results within strict deadlines.



## Annex 2. Data collection instrument

	Key evaluation questions	Irish Aid	ILO	Project	Government	Partners
Relevance and strategic fit	<ul style="list-style-type: none"> <li>• Is the project relevant to the achievements of social protection outcomes in the respective national development plans, the UNDAF and the Malawi, Mozambique and Zambia DWCP?</li> <li>• Is the project relevant to achieve the social protection targets set in relevant regional and global commitments?</li> <li>• Do the beneficiaries consider the projects objectives and approach relevant?</li> <li>• How well does the project complement and fit with other ongoing ILO programmes and projects in the country.</li> <li>• What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?</li> <li>• Strategic fit with Irish Aid Cooperation Strategy and synergies with relevant Irish Aid initiatives and programmes and information sharing with Irish Aid? Specifically focus should be given to the Ireland's Country strategy (priorities) on social protection</li> <li>• Does the project align with ILO's mainstream strategy on gender equality?</li> <li>• Collaboration with other UN agencies, Irish Aid at HQ and country level?</li> </ul>	✓	✓	✓	✓	✓

	<b>Key evaluation questions</b>	<b>Irish Aid</b>	<b>ILO</b>	<b>Project</b>	<b>Government</b>	<b>Partners</b>
<b>Validity of design</b>	<ul style="list-style-type: none"> <li>The adequacy of the design process (was the project design logical and coherent)? What internal and external factors have influenced the ability of the ILO to meet projected targets?</li> <li>Validity, relevance and potential synergies of the component in Southern Africa?</li> <li>Do outputs causally link to the intended outcomes that in turn link to the broader development objective? Has the design clearly defined performance indicators with baselines and targets?</li> <li>Considering the results that were achieved so far, was the project design realistic?</li> <li>Has the project adequately taken into account the risks of blockage?</li> <li>Has the project integrated an appropriate strategy for sustainability?</li> <li>Has the project carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?</li> <li>Have gender issues been addressed in the project document? If so how?</li> <li>Has HIV and AIDS been mainstreamed into the project's response? If so how?</li> </ul>	 ✓ ✓  ✓  ✓ ✓ ✓ ✓ ✓ ✓	 ✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓	 ✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓	 ✓ ✓  ✓  ✓  ✓  ✓  ✓	  ✓  ✓  ✓  ✓  ✓  ✓
<b>Project effectiveness</b>	<ul style="list-style-type: none"> <li>To what extent have the expected outputs and outcomes been achieved?</li> <li>Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?</li> <li>In which area (geographic, component, issue) has the project had greatest achievements so far? Why and what have been the supporting factors?</li> <li>How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the programme?</li> <li>Are there any unintended results of the project?</li> </ul>	 ✓ ✓ ✓  ✓	 ✓ ✓ ✓ ✓ ✓	 ✓ ✓ ✓ ✓ ✓	 ✓ ✓ ✓ ✓ ✓	 ✓ ✓ ✓  ✓

	Key evaluation questions	Irish Aid	ILO	Project	Government	Partners
Efficiency of resource use	<ul style="list-style-type: none"> <li>• Were resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader project objectives?</li> <li>• Were the project’s activities/operations in line with the schedule of activities as defined by the project team and work plans?</li> <li>• Were the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered?</li> <li>• How efficient was the project in utilizing project resources to deliver the planned results?</li> <li>• Is information being shared and readily available to national partners?</li> </ul>		✓	✓		
		✓	✓	✓	✓	✓
		✓	✓	✓	✓	✓

	<b>Key evaluation questions</b>	<b>Irish Aid</b>	<b>ILO</b>	<b>Project</b>	<b>Government</b>	<b>Partners</b>
Effectiveness of management arrangements	<ul style="list-style-type: none"> <li>• Were the available technical and financial resources adequate to fulfil the project plans?</li> <li>• Was the management and governance arrangement of the project adequate? Was there a clear understanding of roles and responsibilities by all parties involved?</li> <li>• Were targets and indicators sufficiently defined for the project?</li> <li>• How effectively the project management monitored project performance and results? Was a monitoring &amp; evaluation system in place and how effective was it? Was relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?</li> <li>• Did the project receive adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (Lusaka, Pretoria and Abidjan (ROAF)) and the responsible technical units in headquarters?</li> <li>• Did the project receive adequate political, technical and administrative support from its national partners/implementing partners?</li> <li>• Did the project collaborate with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?</li> <li>• Were all relevant stakeholders involved in an appropriate and sufficient manner?</li> <li>• Have the recommendations from the Mid-term evaluation been sufficiently incorporated into the project?</li> <li>• Cost-effectiveness of the intervention?</li> </ul>		✓	✓		
Impact and sustainability	<ul style="list-style-type: none"> <li>• Has the programme strategy and programme management steered towards impact and sustainability?</li> <li>• Has the project built capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?</li> </ul>	✓		✓	✓	✓
Lessons learnt	<ul style="list-style-type: none"> <li>• What good practices can be learned from the project that can be applied in the next phase and to similar future projects?</li> <li>• What should have been different, and should be avoided in similar future projects?</li> </ul>	✓	✓	✓	✓	✓

### Annex 3. List of meetings and interviews

Institution	Person	Contact	Date
Irish Aid Limerick	Kate Brady Aidan Fitzpatrick	<a href="mailto:Kate.Brady@dfa.ie">Kate.Brady@dfa.ie</a> <a href="mailto:Aidan.Fitzpatrick@dfa.ie">Aidan.Fitzpatrick@dfa.ie</a>	12/01/2017 & 09/02/2017
ILO Maputo	Rubén Vicente Andrés Denise Monteiro	<a href="mailto:vicente@ilo.org">vicente@ilo.org</a> <a href="mailto:monteirod@iloquest.org">monteirod@iloquest.org</a>	16/01/2017 & 18/01/2017
Irish Aid Mozambique	Koeti Seródio	<a href="mailto:Koeti.serodio@dfa.ie">Koeti.serodio@dfa.ie</a>	17/01/2017
Civil Society Platform for Social Protection	Sérgio Falange	<a href="mailto:sfalange@gmail.com">sfalange@gmail.com</a>	17/01/2017
National Institute for Social Action	Olivia Faite	<a href="mailto:olivia_faite@hotmail.com">olivia_faite@hotmail.com</a>	
UNICEF Mozambique	Edina Culolo-Kozma	<a href="mailto:ekozma@unicef.org">ekozma@unicef.org</a>	17/01/2017
Ministry of Gender, Children & Social Action	Graciano Langa	<a href="mailto:gracymatsumane@yahoo.com.br">gracymatsumane@yahoo.com.br</a>	18/01/2017
ILO Pretoria	Luis Frota	<a href="mailto:frotal@ilo.org">frotal@ilo.org</a>	19/01/2017
ILO Lilongwe	Florian Juergens	<a href="mailto:juergensf@iloquest.org">juergensf@iloquest.org</a>	19/01/2017 & 21/01/2017
Ministry of Finance, Economic Planning & Development	Dalitso Kalimba	<a href="mailto:psipprojects@gmail.com">psipprojects@gmail.com</a>	19/01/2017
Ministry of Labour, Youth, Sports & Manpower Development	Hlalerwayo Nyangulu	<a href="mailto:nyanguluhkk@gmail.com">nyanguluhkk@gmail.com</a>	19/01/2017
Irish Aid Malawi	Gerry Cunningham Phina Rocha	<a href="mailto:Gerry.Cunningham@dfa.ie">Gerry.Cunningham@dfa.ie</a> <a href="mailto:Phina.rocharebello@dfa.ie">Phina.rocharebello@dfa.ie</a>	19/01/2017
Ministry of Gender, Children, Disability & Social Welfare	Gideon Kachingwe	<a href="mailto:kqideon@ymail.com">kqideon@ymail.com</a>	20/01/2017
GIZ	Selvi Vikan	<a href="mailto:selvi.vikan@giz.de">selvi.vikan@giz.de</a>	20/01/2017
UNICEF	Edward Archibald	<a href="mailto:earchibald@unicef.org">earchibald@unicef.org</a>	20/01/2017
FAO	Florence Rolle	<a href="mailto:Florence.Rolle@fao.org">Florence.Rolle@fao.org</a>	20/01/2017
Employers Consultative Association of Malawi	Beyani Munthali	<a href="mailto:btmunthali@gmail.com">btmunthali@gmail.com</a>	20/01/2017
UNICEF Zambia	Daniel Kumitz	<a href="mailto:dkumitz@unicef.org">dkumitz@unicef.org</a>	23/01/2017
Ministry of Health	Mpuma Kamanga	<a href="mailto:mkamanga@gmail.com">mkamanga@gmail.com</a>	23/01/2017
DFID Zambia	Dolika Nkhoma	<a href="mailto:d-nkhoma@dfid.gov.uk">d-nkhoma@dfid.gov.uk</a>	23/01/2017
Zambia Federation of Employers	Harrington Chibanda Hilary Chilala Hazele	<a href="mailto:chibs19@yahoo.com">chibs19@yahoo.com</a> <a href="mailto:hazeleh.chilala@gmail.com">hazeleh.chilala@gmail.com</a>	23/01/2017
Ministry of Community Development & Social Welfare	Simmy Chapula	<a href="mailto:simmychapula@yahoo.co.uk">simmychapula@yahoo.co.uk</a>	24/01/2017
IMF Zambia	Alfredo Baldini	<a href="mailto:abaldini@imf.org">abaldini@imf.org</a>	24/01/2017
UNICEF Zambia	Sheila Nkunika	<a href="mailto:snkunika@unicef.org">snkunika@unicef.org</a>	24/01/2017
Integrated Training Solutions	Ngosa Chisupa	<a href="mailto:chisupan@gmail.com">chisupan@gmail.com</a>	24/01/2017
Ministry of Labour & Social Security	Joseph Banda Victor Chikalanga Yvonne Nawila		24/01/2017
University of Zambia	Benson Chisanga Jairous Miti	<a href="mailto:benson.chisanga@unza.zm">benson.chisanga@unza.zm</a> <a href="mailto:jairous.miti@unza.zm">jairous.miti@unza.zm</a>	25/01/2017
Friedrich Ebert Stiftung	Vince Chipatuka	<a href="mailto:vince.chipatuka@fes-zambia.org">vince.chipatuka@fes-zambia.org</a>	25/01/2017
Zambia Congress of Trade Unions	Cosmas Mukuka Boniface Phiri	<a href="mailto:cosmasmukuka@yahoo.com">cosmasmukuka@yahoo.com</a> <a href="mailto:zctu@microlink.zm">zctu@microlink.zm</a>	25/01/2017
ILO Pretoria	Darryl Crossman	<a href="mailto:crossman@ilo.org">crossman@ilo.org</a>	25/01/2017

Irish Aid Zambia	Patricia Malasha Milibo Mwiba	<a href="mailto:Patricia.malasha@dfa.ie">Patricia.malasha@dfa.ie</a> <a href="mailto:Milibo.mwiba@dfa.ie">Milibo.mwiba@dfa.ie</a>	25/01/2017
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KEY: Face-to-face meetings  
Remote meetings

#### **Annex 4. List of publications**

- Government of Malawi (2010) Growth and Development Strategy II 2011-2016
- Government of Malawi (2012) National Social Support Policy
- Government of Malawi (2016) Review of the Malawi National Social Support Programme
- Government of Mozambique (2010) National Strategy of Basic Social Security (ENSSB)
- Government of Mozambique (2014) Estratégia Nacional de Desenvolvimento 2015-2035
- Government of the Republic of Zambia (2014) Revised Sixth National Development Plan 2013-2016
- Government of the Republic of Zambia (2014) National Social Protection Strategy: Reducing Poverty, Inequality and Vulnerability
- ILO (2010) ILO Action Plan for Gender Equality 2010-15
- ILO (2011) Malawi Decent Work Country Programme 2011-2016
- ILO (2011) Mozambique Decent Work Country Programme 2011-2015
- ILO (2013) Zambia Decent Work Country Programme 2013-2016
- ILO (2015) Development Cooperation Manual
- ILO (2016) Building Social Protection Floors for All: Global Flagship Programme Strategy 2016-2020
- ILO & Irish Aid (2013) Project Document, Building National Floors of Social Protection in Southern Africa
- ILO & Irish Aid (2014) Project Workplan 2014, Building National Floors of Social Protection in Southern Africa
- ILO & Irish Aid (2014) Technical Cooperation Progress Report 2014, Building National Floors of Social Protection in Southern Africa
- ILO & Irish Aid (2015) Project Workplan 2015, Building National Floors of Social Protection in Southern Africa
- ILO & Irish Aid (2015) Mid-Term Evaluation, Building National Floors of Social Protection in Southern Africa
- ILO & Irish Aid (2015) Development Cooperation Progress Report 2015, Building National Floors of Social Protection in Southern Africa
- ILO & Irish Aid (2016), Project Workplan 2016, Building National Floors of Social Protection in Southern Africa
- ILO & Irish Aid (2016) Project Document, Inclusive Growth, Social Protection and Jobs
- IngeniousPeoplesKnowledge (2016), Training Package on Principles and Mechanisms for Implementing and Monitoring Non Contributory Social Protection Programmes
- Irish Aid (2012) Zambia Country Strategy Paper 2013-2017
- Irish Aid (2012) Mozambique Country Strategy Paper 2012-2016
- Irish Aid (2016) Malawi Country Strategy Paper 2016-2020
- Irish Aid (forthcoming) Irish Aid Social Protection Strategy
- United Nations (2011) UN Development Assistance Framework for the Republic of Zambia 2011-2015
- United Nations (2012) UN Assistance Framework for Mozambique 2012-2015
- United Nations (2012) UN Development Assistance Framework for Malawi 2012-2016

## **Annex 5. Assessment of training modules**

### **Training modules for design, management and implementation of non-contributory social protection programmes**

The six training modules currently being finalised by the ILO and other partners were developed for the project following a detailed study of gaps in both knowledge and knowledge-based training models.

The study revealed that while at policy level governments are producing social protection operational frameworks, many are experiencing challenges in the institutionalisation of non-contributory social protection programmes. Documentation and training on middle range aspects of operation, administration and implementation of national scale social protection systems is minimal, especially in relation to the unique regional context of Sub-Saharan Africa.

Following an assessment of common challenges faced by technical personnel in the day to day administration of non-contributory social protection programmes, six training modules were proposed based on the innovative teaching approach outlined in the Ingenious People's Knowledge (IPK) "Training package on principles and mechanisms for implementing and monitoring non-contributory social protection programmes" (Mark Steinlin, Catherine Widrig Jenkins), and inspired by Benjamin Franklin's phrase: "*Tell me and I forget, teach me and I may remember, involve me and I'll learn*".

Designing the modules has been an inclusive process with much collaboration between module developers and additional inputs from national and international experts during the course of two workshops in Nairobi and Lusaka. A consultative group comprising representatives from ILO, UNCEF, the EU/OECD Project on Social Protection Systems, Irish Aid and ITC-ILO was set up to help bring the process forward following the first workshop in April 2015.

The training packages were not completed at the time of the end-term evaluation, but a sufficiently broad selection of materials was shared to obtain a good understanding of how the courses will be rolled out.

It is understood that the full training course will be completed in a few weeks and will be fully tested, along with training-of-trainer courses in Tanzania this Spring.

#### **Training modules**

The six main modules (and one supplementary one common to all modules) are as follows:

##### **1) Legal frameworks and accountability systems**

This module deals with the steps involved in constructing a legal framework for social protection (social dialogue, consultation, etc.) and the different elements that should be



included in such a framework, including the protection of social assistance beneficiaries and accountability mechanisms.

## **2) Governance and administration of non-contributory social protection programmes**

This module discusses a framework for organizing social protection functions; elaborates on governance and accountability systems, discusses operations management, the grants administration process and payment systems; elaborates on the role of ICT in the delivery of social protection; discusses the softer aspects of management information systems; and defines a monitoring and evaluation strategy.

## **3) Financial governance of social protection**

This module provides a concise and easily understood introduction to critical aspects of financial governance and social budgeting with a focus on the financial administration of non-contributory social protection, aspects of revenue mobilization, the national budget process and concepts of financial management to public spending and monitoring and evaluation.

## **4) Coordination of social protection floors**

Most social protection programmes are designed and implemented in silos with few linkages and complementarities between them. This module discusses the implications, both positive and negative, of different types of integration in social protection, as well as how to create coordinated systems through the delegation of roles, responsibilities and incentive structures.

## **5) Identification and selection of beneficiaries**

A critical issue faced by all countries developing systems of social protection is how to select beneficiaries. This module analyses the range of choices that have been made, historically by developed countries, and currently by low and middle-income countries.

## **6) Management information systems and single registry**

There is growing recognition that Management Information Systems (MIS), holds together the social protection scheme's processes, i.e. its targeting, payments, complaints & grievances, and monitoring and evaluation systems. This module increases the understanding of national social protection actors regarding MIS and the Single Registry and supports them in the preparation of roadmaps for the development of appropriate tools.

## **7) Orientation module**

This last module which forms part of every training package, focusses on the systemic elements of social protection and allows the participant to see the interface between one module and the other components.

### **New modules**

It is proposed that two additional modules on M&E and Communications be added to the list at a later date.

### **Facilitator/trainer package**

Each module has an accompanying facilitator/trainer package, comprising:

- methodology
- transformative exercises and games
- video clips and other supports
- session plans and guidelines.

### **Methodology**

The programme is based on the premise that everybody is an expert and thus a generator of knowledge. Through a process of exchange and dialogue stimulated by different interactive games and exercises which elicit rather than impose responses, participants learn to discard conventional approaches to learning and acquire more a more supple, innovative and adaptive means of acquiring and processing knowledge.

The method is based upon on Steinlin and Widrig Jenkins' transformative formula

DIVERGENCE → EMERGENCE → CONVERGENCE

where by the participants abandon conventional strategies for knowledge acquisition and adopt new complex and more supple patterns of learning and thus increase their capacity to think more broadly, find better more creative solutions, and manage programmes and personnel more effectively.

Within this receptive framework, the very important subject matter of each module is not learned but reviewed, discussed, reworked, tested and finally assimilated by the participants in a way that not only informs but also builds their capacity to make better choices and build more coherent systems.

### **Transformative activities and exercises**

Activities and exercises that promote dialogue, knowledge exchange, brainstorming and problem solving are integrated into the module curriculum. These include:

- fish bowl
- animal magic
- quack
- various memory games, myth busters etc.

In addition, there are thematic interactive roleplay exercises (scenarios) for each topic, which recreate real life situations, and finally "weather checks" to monitor the climate in the classroom!

### **Video clips, documents and other visuals**

At the time of the evaluation, the video clips and electronic presentations were not ready for sharing. The courses however already possess a lot of visuals aimed at keeping participants alert and responsive. These include:

- projected quotes and questions
- newspaper clips
- maps
- diagrams
- photos
- tactile supports.

### **Session plans and guidelines.**

Very detailed suggestions and guidelines are provided with each module to support the learning process all the way through a course. These include:

- Lesson plans
- Materials (post its, pens etc)
- Useful tips
- Curriculum breakdown
- Presentation challenges and solutions.

### **Target group**

The training modules are targeted at higher, mid-technical and lower technical levels either within country, regionally or globally. Composition and size of groups is flexible as is the level of participants attending the courses.

### **Delivery of training modules/online facilitation packages**

The modules will be delivered either *in situ* (in country or regionally), or at a recognised national or regional training facility, to groups or individuals by a facilitator/trainer who has attended a 'trainers' course. Online or video-based facilitation packages delivered through appropriate sites and apps are still only at the planning stages, but should be approved and in place by the end of 2017.

A directory of trainers/facilitators will be put together as soon as the course delivery process gets underway.

### **Format of group modular training courses**

Modules are delivered:

- 1) As a 3-day in-country course for one single module;
- 2) As a 5-day integrated country or regional course for all six modules;
- 3) As a 2-week integrated country, regional, or global course for all six modules;
- 4) Online (to be developed at a future date) on a flexi-time basis.

### **Institutional anchorage**

It is hoped that the main six (plus one) training modules will be anchored in appropriate teaching institutions, primarily the national university of countries wishing to adopt the training package. Meetings with two University of Zambia representatives in Lusaka revealed their future desire to integrate the module into a new Bachelors Hons. degree course in social protection. However, it was pointed out that the modules are primarily directed at implementers of social protection programmes and may need to be modified if used to teach undergraduates.

University representatives confirmed their intention to send some members of teaching staff on a train-the-trainers course in order to be able to deliver the modules as and when required and were also receptive to holding courses at the university. However, they were clear that fees for delivering the modules through the university would be necessary to cover costs of teacher training, facilitation and materials.

During a meeting with a representative from the Frederick Ebert Stiftung organization, it was suggested that the Southern Africa Social Protection Experts Network (SASPAN) which has an interactive platform where social protection experts can create profiles and interact with other professionals in the field, might also be an appropriate mechanism for hosting the training package, and developing the facilitator/trainer directory.

### **Cost of delivery**

The cost of delivering the single or combined, 3-day, 5-day or 2-week courses has not yet been shared.

### **Strengths of training modules**

From the evidence available, the six training modules represent a very useful and innovative tool for technicians, strategic planners and deliverers of non-contributory social protection programmes at all levels of implementation, not just because the content of the courses is comprehensive, relevant and constructive but also because the methodology applied favours a cognitive and strategic capacity-building approach which is genuinely transformative. Those who participate in the course will leave better able to make choices, deal with problems, prepare tools and strategies and productively assimilate new information in the future.

The modules are very useful delivered individually as a response to a gap in technical knowledge or a need to build capacity in a certain area, and are exceptional as an integrated package of six (plus one) providing a thorough foundation for teams designing and implementing social protection programmes.

This innovative approach will strengthen social protection units and services from the top to the bottom levels; and will make the delivery of non-contributory programmes more cost efficient, reliable and manageable.

### **The Future**

Although at the time of the evaluation, work to finish the training modules was still under way, the future of the training modules remains an important question. Both the digitisation and the institutionalisation of the training packages are still far from being realised and the plan to add two further modules has not yet been fully discussed. Thus, in order to capitalise on the already excellent material contained in these modules and to justify the considerable investment of time and expertise needed for their development, it is recommended that the next phase of the project includes provision for the completion of the package, its institutional anchorage and the digitisation of the material for virtual use on-line or even on mobile phones. Brought to its proper conclusion, this package will be an excellent tool for policy makers and a great achievement for the project.

**Annex 6. Progress report 2014-2016**

Output	Target (end-of-project total)	Progress in 2014-2015	Further progress in 2016	Immediate Objective summary	Remarks
<p>Immediate Outcome 1: Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances are developed in the context of evidence based national dialogue in Zambia, Mozambique and Malawi</p>					
<p>1.1 Strategies/Action Plans for the extension of Social Protection developed in the context of National Social Dialogue (NSD)</p>	<p>3 Strategies/action plans and/or position papers are developed on the extension of social protection by tripartite+ constituents</p>	<p>· <b>Mozambique:</b> National Strategy on Basic Social Protection (ENSSB) 2016-2024 proposal submitted to Government of Mozambique in June 2015. Strategy preparation based on extensive consultative process throughout 2015 (Six thematic working group workshops related to the new pillars of the ENSSB II, including members of the relevant Ministries, civil society organizations, and development partners; Strategic meetings with the Ministry of Health and Education, responsible for implementing the pillar of health and education social action; Workshop with members of the Technical and Consultative council who ultimately approved the ENSSB 2016-2024 proposal (April 2015); Provincial consultations with INAS and MGCAS delegates at the regional level in the South, Central and North of the country B1(May-June 2015)). Prior consultations and training in Mozambique in 2014.</p>	<p>· <b>Mozambique:</b> ENSSB 2016-2024 approved by the Council of Ministers in February 2016. Operational Plan for the implementation of the new ENSSB developed and approved by the Government. Programmatic Document developed to support the preparation of the Government Decree that reforms programmes in line with the vision reflected in the new ENSSB.</p>	<p><b>Met</b></p>	

· **Zambia:** NSSP approved in 2014, with ILO inputs provided within a collaborative and broader UN Agencies framework, coordinated support from UNICEF. Feasibility study of establishing a Maternity Social Insurance Cash Benefit scheme finalized in Sep 2014. Concept note for integrated framework for SP in Zambia developed and presented to the Government in 2015

· Three workshops for stakeholders about the national assessment conducted in **Malawi** in 2014/2015 (opening discussion, and validation workshop). ABND report to serve as a basis for MNSSP review and redesign process in 2016.

· **Zambia:** development of an Integrated Framework for Basic Social Protection programmes to establish a clearer programmatic framework for the implementation of the NSSP, reduce fragmentation and improve coherence in programming. This included: a mapping of existing non-contributory social protection programs, an analysis of gaps and coherence in programming, the development and costing of programme reform options, the preparation of a draft version of the integrated framework (co-financed with UNJP).

· **Malawi:** ILO acted as secretariat of the Government led task force that conducted the review of the MNSSP. This involved in-depth review of 5 programmes (social cash transfer, public works, school meals, village savings and loans, microfinance), the identification of social protection systemic challenges and the analysis of linkages between social protection and other sectors (livelihoods and agriculture, emergency response). The participatory multi-stakeholders review process led to the preparation of a final review report that is expected to inform the design of the successor of the MNSSP in 2017.

Output	Target (end-of-project total)	Indicator Milestone		Immediate Objective summary	Remarks
<p>1.2 Studies are conducted to support Evidence based National Dialogue</p>	<p>7 Studies are conducted to assist NSDs with increased Evidence Base</p>	<ul style="list-style-type: none"> <li>· Four studies finalised in <b>Mozambique</b> in 2014 (Relationship between ENSSB Maternity Protection, Gender and Nutrition; ENSSB &amp; HIV/AIDS; Perceptions of SP; Justice and SP). Literature review and gap analysis concluded in Mozambique in 2014. Two studies finalized in 2015 (ENSSB I Evaluation; Costing document of ENSSB 2016-2024 submitted to GoM in July 2015)</li> <li>· Three studies finalized in <b>Zambia</b> in 2015 (Extension of social security and social health protection to domestic workers, small scale farmers and saw millers).</li> <li>· Draft Social Protection Floor Financial Assessment and Costing of Policy Options Report for <b>Malawi</b> drafted in 2014, finalized and disseminated in 2015</li> </ul>	<ul style="list-style-type: none"> <li>· <b>Mozambique:</b> the project provided comments and inputs to a study analyzing the state of social protection system in Mozambique vis a vis the recommendation on Social Protection Floor and (the study was primarily financed through other financing sources)</li> <li>· <b>Zambia:</b> a summary report on challenges and lessons learnt with regards to the extension of social protection coverage to the informal economy was published in 2016 (co-financed with GIZ). The project also developed the Integrated Framework, producing evidence and reports on programmes gaps and coherence analysis and a draft policy options paper to reflect government's short to long term social protection programmatic agenda, including costing scenarios (co-financed with UNJP).</li> <li>· <b>Malawi:</b> a number of studies were published in connection to the MNSSP review (a summary of the ABDN report; programme specific review briefs and fact sheets; the final review report). The project also supported the publication of a discussion note on targeting in Malawi and implicating for the future of the Social Cash Transfer.</li> </ul>	<p>Met</p>	



<p>1.3 Awareness raised on Social Protection Floors and Extension Strategies.</p>	<p>2 Awareness and information campaigns are implemented</p>	<ul style="list-style-type: none"> <li>· Social Protection Week conducted in <b>Mozambique</b> in 2014 and 2015. Support to dialogue between Civil Society and political parties in Mozambique conducted in 2014. Policy Position Paper on SPF by the trade unions finalised in Mozambique in 2014. Session with Parliamentarians organized in November 2015: 30 Parliamentarians visited beneficiaries of the PSSB and participated in a debate on impacts and sustainability of Social Protection. Production of an animation film on the Child Grant and a short documentary on Basic Social Protection in Mozambique</li> <li>· Training for Civil Society Platform in <b>Zambia</b> delivered in 2014 (22 participants). Presentation at Friedrich Ebert Stiftung workshop in Zambia in 2014 organised by the Platform for Social Protection where national SP partners participated. Presentation at Employment Conference in Zambia in 2014 to employment representatives on the topic of Pensions. Media training in the second half of 2015 led to the development of individual action plans by media organisations aimed at increasing R202 awareness (17 participants)</li> </ul>	<ul style="list-style-type: none"> <li>· <b>Mozambique:</b> the Social Protection Week was conducted in Mozambique in 2016, though in this case there was more limited direct contribution from the project and it was mainly supported through other funding sources. The project focussed efforts on replicating good practice with Social Protection Week in Zambia.</li> <li>· <b>Zambia:</b> in Zambia the first ever Social Protection Week was supported (in collaboration with other agencies and the UNJP) under the theme "Achieving Prosperity for All", involving a number of key national stakeholders. This platform facilitated critical discussions on financing of social protection, the need for increased pro-poor social protection expenditure and the linkages between social protection and agriculture. Government also renewed commitment to undertake institutional reforms aimed at reducing fragmentation thereby improving coordination in the sector so as to achieve cost-effective expansion of contributory and non-contributory social protection. The project also supported the compilation of a press review of how Social Protection is captured in the Zambian media, which is disseminated bi-weekly to more than 300 contacts.</li> </ul>
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Output	Target (end-of-project total)	Indicator Milestone		Immediate Objective summary	Remarks
		<ul style="list-style-type: none"> <li>Workshop presentation of R202 in <b>Malawi</b> in 2014 to collect feedback from stakeholders (from the government, development partners and civil society) in relation to the initial conclusions of the assessment and to discuss policy options; similar presentation given in July 2015 during Social Protection workshops. Short video produced on the ABND process</li> </ul>			
<b>Immediate Outcome 2: Improved legal, administrative and governance frameworks for the extension of Social protection (including budget planning and national monitoring systems) are designed in line with international social security standards</b>					
<b>2.1 Legal studies strengthen a rights based legal dispensation of Social Protection</b>	2 Legal studies on Social protection are developed and adopted by constituents	<ul style="list-style-type: none"> <li>Review of Social Protection Legislation and Regulations for Coverage of informal sector in <b>Zambia</b> drafted in 2015. The ILO is awaiting access to the draft Social Protection bill, however, a preliminary technical note has been prepared and shared with the government based on discussions with the government.</li> </ul>	<ul style="list-style-type: none"> <li><b>Zambia:</b> throughout 2016 the ILO supported the government of Zambia through the formulation of a comprehensive Social Protection Bill, encompassing both the contributory and non-contributory aspects. Together with the UNJP, the project supported: a) the drafting of a chapter of the bill to provide a regulatory framework for social assistance programme, b) the development of an "umbrella section" of the bill establishing the overall conceptual and institutional architecture for the sector, c) stakeholders consultations and engagement across the various line ministries involed (MoH, MCDSW, MoLSS), workers and employers organizatons and civil society. A consolidated draft Social Protection bill was produced and submitted to Ministry of Justice for finalization but the outcome of the process is uncertain.</li> </ul>	<b>Met</b>	<i>Result primarily from Zambia only due to political opportunities</i>
<b>2.2. Analyses and recommendat ions on</b>	2 Analyses/Recom mendations for improvement of	<ul style="list-style-type: none"> <li>Technical assistance to INAS to the development of a planning tool in <b>Mozambique</b> in 2014</li> </ul>		<b>Met</b>	<i>Output and indicators are somewhat unclear there</i>

<p>social protection governance and administration mechanisms</p>	<p>current Governance and Administration of Social Protection</p>	<ul style="list-style-type: none"> <li>· Workshop on MIS design modalities and options to <b>Zambia</b> Government in 2014. Technical assistance to facilitate discussions aligned to the development of a single registry in Zambia delivered in 2014. Collaboration with UNICEF in supporting social protection sector coordination review started in Zambia in the last quarter of 2015.</li> <li>· Assessment of information management systems for social protection and <b>Malawi's</b> proposed unified beneficiary registry finalized in 2015 (jointly implemented and funded with UNICEF). Concept note on categorical targeting in Malawi drafted in 2015.</li> </ul>	<ul style="list-style-type: none"> <li>· <b>Zambia:</b> discussions regarding the institutional and governance framework for the social protection sector were promoted in the context of the preparation of the social protection bill, leading to the proposal of the creation of a National Social Protection Council, a Basic Social Protection Coordination Unit, and a single National Social Security Agency. This institutional architecture was also reflected in the Social Protection Coordination Strategy, to which ILO provided extensive technical inputs (work was led by UNICEF). The integrated framework document also advances recommendations in regards to a more effective re-organization of functions across MCDSW departments, to reflect the need for complementarities across programmes.</li> <li>· <b>Malawi:</b> the MNSSP review focussed very significantly on the analysis of challenges and elaboration of recommendations in regards to: a) increased coordination and intergration of social protection programmes in view of moving from a programme approach to a systems approach; b) enhanced articulation between social protection system, emergency response system and other resilience/agriculture interventions.</li> </ul>	<p><i>are some contradictions in Project Document.</i></p>
<p>2.3 Improved national legal and statistical knowledge bases on social</p>	<p>3 social protection country profiles are written and published</p>	<ul style="list-style-type: none"> <li>· Assistance to INAS for the development of an integrated management and information system (MIS) in <b>Mozambique</b> in 2014 and 2015 (to be finalised in early 2016). Technical assistance to INAS planning department (INAS National planning meeting). Joint production of SP Budget Brief in Mozambique in 2014 and 2015. Social protection situation analysis produced as part of ENSSB Evaluation in 2015.</li> </ul>	<ul style="list-style-type: none"> <li>· Key indicators of Social Security coverage for <b>Malawi, Zambia and Mozambique</b> fed into the Social Security Inquiry (ILO instrument to report against SDGs)</li> </ul>	

protection

- Social protection situation analysis in **Malawi** produced as part of ABND report finalized in 2015.
- Social protection risks and needs assessments conducted for four segments of the informal economy in **Zambia** (see studies reported above)

· **Malawi:** The process of the MNSSP review contributed to gathering and systematizing information on the state of progress with the implementation of social protection programs in Malawi (published in the form of individual programme reports and fact sheets). In collaboration with UNICEF and FAO the project initiated support towards the development of a cost-benefit model to simulate the direct (distributional effects) and indirect (local economy effects) impact of alternative policy reform options in the areas of social protection and agriculture (with particular reference to the envisaged reforms of the Fertilizer Input Subsidy programme).

· **Zambia:** mapping of non-contributory social protection programs, gap and coherence analysis of non-contributory social protection system developed as part of the elaboration of the Integrated Framework (see above). Technical Assistance provided to Ministry of Finance to integrate social protection sector analysis in the main macro-economic simulation tool and develop a micro-simulation tool for analysis of fiscal and distributional implications of social protection reform.

Output	Target (end-of-project total)	Indicator Milestone		
<p>2.4 National constituents trained on administrative governance of social protection</p>	<p>300 trained social protection officers</p>	<ul style="list-style-type: none"> <li>Participation of two members of the <b>Mozambique</b> Civil Society Platform on Social Protection in the ILO Social Security Academy (September 2015) at ILO International Training Centre (ILO-ITC) in Turin. Training on Financial Planning to the Ministry of Women in Mozambique delivered in 2014 (15 participants)</li> <li>Training of high level officials from the Ministry of Health in health social protection in <b>Zambia</b> conducted in 2014 (40 participant's). Training on SP MIS in Zambia delivered in 2014 (30 participants).</li> <li><b>Malawi</b> MIS training undertaken in collaboration with UNICEF in 2015, involving an expert from Kenya (previously in Zambia) to share information with Malawian officials on the different experiences with regards to the introduction of an MIS (with a special focus in Africa) and to assist the government in promoting a more harmonised process (39 participants). Training on Beneficiary Identification and Selection for non-contributory social protection programmes conducted in December 2015 to support discussions on targeting review (32 participants)</li> </ul>	<p><b>Zambia:</b> Programme Mapping within the Integrated Framework (33 participants), Gap and Coherence Analysis Workshop (30 participants), Policy options Paper (40 participants), Stakeholders Consultative Meeting on the Social Protection Bill Fringilla (25 participants), Inter-Ministerial Consultative Meeting on the Social Protection Bill (26 participants), ZCTU Development of the SP Bill position paper (35 participants), Training to Ministry of Finance to integrate social protection sector analysis in the main macro-micro economic simulation model (8 participants), Participation at the Informal Economy Academy (1 participant)</p> <p><b>Malawi:</b> Stakeholder review of the Malawi National Social Support Programme (MNSSP): Launch Workshop (58 participants), Stakeholder review of the Malawi National Social Support Programme (MNSSP): Social Cash Transfer Programmes (28 participants), Stakeholder review of the Malawi National Social Support Programme (MNSSP): Public Works Programmes (9 participants), Stakeholder review of the Malawi National Social Support Programme (MNSSP): Village Savings and Loans Programmes (18 participants), Micro-finance Programmes (15 participants), School Meals Programmes (21), Linkages between the MNSSP and agriculture (58), Training on beneficiary selection methodologies for social</p>	<p>Met</p>

		<ul style="list-style-type: none"> <li>International High Level Learning Retreat organised and completed in Nairobi in 2015, with the participation of high level government officials directly or indirectly responsible for and concerned with policy, administration and implementation of social protection activities; representatives from <b>Zambia, Malawi, Mozambique, Lesotho, Kenya and Namibia</b>; ILO and UNICEF specialists (40 participants)</li> </ul>	<p>protection (24)</p> <p><b>Regional Training:</b> Writeshop: further development of Social Protection Training Modules on governance and administration of non-contributory social protection (12 participants),</p>		
<b>Output</b>	<b>Target (end-of-project total)</b>	<b>Indicator Milestone</b>			
<b>Immediate Outcome 3: Improved knowledge base and monitoring capacity on the implementation of Social Protection floors in the three countries</b>					
<b>3.0 Studies packaged and Policy Briefs Produced for wide dissemination</b>	One policy brief per study	<ul style="list-style-type: none"> <li>Draft of Short Policy Brief on the Mozambique SPF finalised in 2014; UN experience in building a social protection floor in Mozambique report; 25 page policy brief that summarizes the ABND social protection assessment in Malawi;</li> </ul>	<ul style="list-style-type: none"> <li>10 page policy brief that summarizes the ABND social protection assessment in Malawi; short policy brief of MNSSP review in Malawi; one-pager IPC-IG brief on Social Protection reform in Zambia; policy brief on maternity protection in Zambia; PPT presentations on Integrated Framework in Zambia</li> </ul>	<b>Partially Met</b>	<i>Briefs not produced for all studies.</i>

<p>3.1 Comparative Study on Strategies and Programmes aimed at the Extension of Social Protection in Southern Africa</p>	<p>One study on the extension of social protection in Southern Africa</p>	<ul style="list-style-type: none"> <li>ToRs for a collaboration with FAO to carry out a regional study on Social Protection and Agriculture drafted in 2014. Best Practices Guide on Coordination finalised in 2015</li> </ul>	<ul style="list-style-type: none"> <li>Best Practice paper on development of MIS for building social protection systems approach commissioned (co-financed with the project in Mozambique)</li> <li>Summary paper on lessons learned for extension of coverage in Zambia developed (co-financed with GIZ)</li> </ul>	<p><b>Partially Met</b></p>	<p><i>It has proven easier to identify and document country specific best practices, than to develop cross-country studies.</i></p>
<p>3.2 A harmonized monitoring instrument to measure progress on the implementation of national social protection floors is developed</p>	<p>One monitoring tool to measure progress towards national social protection floors</p>	<p>* Throughout the project ILO provided technical input into the a) development of the M&amp;E framework for the NSSP in Zambia (project led by UNICEF) (2016) and b) development of a monitoring indicators framework for the ENSSB 2016-2024 in Mozambique (2015). Little progress has been achieved in regards to harmonizing monitoring approaches across countries, partly due to the fact that ILO HQ has taken the lead in developing global tools for measuring impact and progress in the sector (e.g. Social Security Inquiry)</p>		<p><b>Not Met</b></p>	<p><i>Following the mid-term review, this output has been de-prioritized in the 2016 workplan, due to limited progress achieved earlier and suggestion to focus and deepen impact in other areas</i></p>

<p>3.3 Innovative training curriculum on the implementation of national social protection floors is executed in 3 countries</p>	<p>One curriculum developed</p>	<ul style="list-style-type: none"> <li>· First draft of modules for training on Governance and Administration of Social Protection Floors in Southern Africa finalised (SPF Legal Frameworks and Accountability Systems; Management Information Systems (MIS); Governance and Administration of SPF; Identification and Selection of Beneficiaries; Coordination). Peer-review ongoing and expected to be completed in the first quarter of 2016. Module on 'Financial Governance of Social Protection' completed in early draft version.</li> <li>· Methodological guidelines for training package delivery (Comprehensive Training Framework for Knowledge and Leadership Development) developed</li> <li>· Dialogue with UNICEF to collectively promote the training package as a UN joint tool to be used at country and regional levels for enhancing technical capacity in the administration of social protection started. Dialogue with International Training Centre in Turin to find an institutional anchor for the course started.</li> </ul>	<ul style="list-style-type: none"> <li>· Constitution of a UN inter-agency, International Development Partners (Irish Aid, EU-SPS), Southern Africa Social Protection Experts Network, East and Central Africa Social Security Association and the Academia Steering Committee advisory group. Dialogue within the UN inter-agency, EU-SPS Steering Committee advisory group to explore institutional anchoring and trial testing with input from the African Union and other regional bodies (including preparations for online version).</li> <li>· Development of learning materials/curriculum with pedagogic inputs and inclusion of learning outcomes with key messages focusing on leadership and transformation elements related to the delivery of social protection services. Development of full curriculum (trainers' manuals, materials, case studies, handouts, exercises, etc.) for the introductory base and specialised version of the Management and Information System curriculum. This was co-funded with EU-SPS.</li> <li>· Peer-reviewing and finalization of all modules (including via group workshops). Development of two new modules on M&amp;E and Governance.</li> <li>· Graphic design focusing on the inclusion of word and PPT templates, logo and visual/graphic guidance and applying defined styles to the materials. This was co-funded with EU-SPS.</li> </ul>	<p style="text-align: center; background-color: #00b050; color: white; padding: 10px;">Met</p>
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<p>3.4 Sub regional workshop to</p>	<p>One workshop is organized</p>	<p>· Workshops organised in target countries to disseminate results and support national efforts to extend social protection in Africa (see above)</p>	<p>Participation to a number of regional events/ conferences. (See above)</p>	<p><b>Partially Met</b></p>	<p><i>Not opportune to organize an ad hoc regional seminar for the project. Decision was to utilize already existing fora (e.g. SASPEN)</i></p>
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