

► Improving Synergies between Social Protection and Public Finance Management – Independent Final evaluation

ILO DC/SYMBOL: GLO/19/50/EUR (Umbrella); GLO/19/53/EUR

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Evaluation timing:	Final
Evaluation nature:	Independent
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► Acronyms

A1	Approach 1
A2	Approach 2
COVID-19	Coronavirus pandemic
CSO	Civil Society Organisation
DG DEVCO	Directorate-General for International Development and Cooperation
DMIS	Disability Management Information System
DP	Development Partner
DWCP	Decent Work Country Programme
EC	European Commission
EUD	Delegation of the European Union
EU INTPA	European Commission's Directorate-General for International Partnerships
EU MS	European Union Member State(s)
GC/GCSPF	Global Coalition for Social Protection Floors
HLESP	(ILO) High-Level Evaluation of Social Protection
IOE	International Organisation of Employers
ILO	International Labour Organisation
ILS	International Labour Standards
IPs	Implementing Partners
ITUC	International Trade Union Confederation
M&E	Monitoring and Evaluation
MTE	Mid-Term Evaluation
P&B	(ILO) Programme and Budget
PEFA	Public Expenditure and Financial Accountability
PFM	Public Finance Management
PRODOC	Project Document (Description of the Action)
PwD	Persons with Disabilities
SC	Steering Committee

SDG	Sustainable Development Goal(s)
SP	Social protection
SPCSN	Social Protection Civil Society Network (Nepal)
SP&PFM	Improving Synergies between Social Protection and Public Finance Management programme
TA	Technical Assistance
ToR	Terms of Reference
TU	Trade Union
UI	Unemployment Insurance
UNICEF	United Nations Children Educational Fund
WSM	We See Movements

► Executive Summary

BACKGROUND & CONTEXT	
Summary of the project purpose, logic and structure	<p>The Improving Synergies between Social Protection and Public Finance Management programme (SP&PFM) was implemented by ILO, UNICEF and the Global Coalition for Social Protection Floors (GCSPF) with the financial support of the EU. The programme had a total budget of €22.9 million and was implemented from 1 October 2019 to 30 September 2023 (with a no cost extension from the original closing date of 31 May 2023). The Programme has now completed its activities and the only ongoing work relates to financial and administrative reporting (in addition to this evaluation).</p> <p>The general objective of the Programme was to increase the population's universal social protection coverage in partner countries preferably, but not limited to, those benefiting from EU funded budget support operations. Specific objective 1 was to improve partner countries' design and financing of social protection systems in support of their efforts towards SDGs 1 and 10. Specific objective 2 was to support governments implement and monitor effective gender-sensitive and disability-inclusive social protection systems and programmed for all while ensuring financial sustainability and macroeconomic stability. Specific objective 3 envisaged assisting partner countries to develop and apply shock-sensitive social protection programmes and systems adapted to the needs of those living in protracted fragility and crises, including forcibly displaced persons.</p>
Present situation of the project	<p>The programme is completed. Implementation ended on 30 September 2023. Full closure expected January 2024.</p>
Purpose, scope and clients of the evaluation	<p>The main objectives of this evaluation were to provide the IPs, relevant services of the European Union, and the interested stakeholders with an overall independent assessment of the performance of the Programme, paying particular attention to its different levels of results measured against its expected objectives; and the reasons underpinning such results; and key lessons learned, good practices, conclusions, and related recommendations to improve future interventions.</p> <p>This final independent evaluation covers the whole period of SP&PFM's implementation from 1 October 2019 to 30 September 2023. The geographical scope of the evaluation comprises work done at the global-level and in the 24 countries supported through Approach 1 and Approach 2.</p> <p>The main users of this final independent evaluation are:</p> <ul style="list-style-type: none"> - National stakeholders in the countries benefiting from the Programme, including constituents (government institutions and social partners); - Implementing partners of the programme namely ILO, UNICEF and the GCSPF and its member organisations; - The thematic and geographical units at DG INTPA and EU Delegations, dealing with social protection, public finance management and its interdependencies, or having social protection and PFM related actions and those interested in engaging in the future; and

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	<ul style="list-style-type: none"> - Development partners and relevant other UN agencies at international level and from EU MS that are seeking policy coherence in the context of support to social protection systems, including the Global Accelerator on Jobs and Social Protection for Just Transitions.
Methodology of evaluation	<p>The evaluation adopts the ILO’s Evaluation Guidelines as the basic evaluation framework. It was conducted in accordance with ILO standard policies and procedures, complies with evaluation norms and follows ethical safeguards, in line with ILO and UNICEF policies. The evaluation applied a mixed methods approach, collecting and analysing both quantitative and qualitative data. We adopted a cluster-like approach to the evaluation, i.e. an envelope of evaluations of projects combined into a single evaluation based on, in our case, a thematic scope. Whilst we do highlight activities carried out in many of the participating countries, it must be kept in mind that we are not evaluating any particular country or any particular activity. The evaluation was participatory in nature, based on the principles of representation. This allowed for triangulation of information to increase the validity and rigor of the evaluation findings and analysis, and the ability to capture the achievement of expected and unexpected outcomes.</p> <p>Methodology included desk reviews, interviews with key stakeholders and thematic case studies. The main limitations of the evaluation are that, as with a standard end-of-project evaluation, it is reliant on the data available and it is not possible to use more sophisticated evaluation methodologies to assess links between project work and outcomes (e.g., process tracing, outcome harvesting). Given the size of the overall project and the limited time and budget allowed for the evaluation, the focus was on lessons learned in relation to the overall design, implementation and impact of the programme.</p> <p>Despite the short period allowed for the evaluation and the fact much of it was conducted after many project staff had terminated, the Team Leaders and National Evaluators were able to speak to most of the key stakeholders at national level. No particular risks of bias appear to have arisen and the evaluation team have been able to speak to a wide range of stakeholders.</p> <p>A limitation of the evaluation is the limited data available, especially in relation to SP&PFM’s impact. While the M&E indicators include many useful indicators to measure outputs (number of studies, number of people trained etc), there are fewer indicators of the longer-term impact, thereby leading to questions of attribution.</p>
Main Findings & Conclusions	<p>Overall, we conclude that SP&PFM was able to implement a very wide range of activities and a significant proportion of the activities originally planned. Given the complex nature of the project and, in particular, the fact that it was implemented during the COVID pandemic, this required considerable ability and commitment from the IPs and their staff at global, regional and national levels.</p> <p>Relevance</p> <p>SP&PFM was very relevant to all stakeholders. Almost all those interviewed confirmed that it was very relevant to their work. This applied to the IPs and at global and national level.</p>

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Programme design

SP&PFM's design and intervention logic was realistic and appropriate, particularly in relation to the pre-selected Approach 1 countries and the cross-cutting activities. The combination of a top-down programme with clear strategic objectives, including bringing in aspects of PFM (which in a social protection context is relatively novel) and the bottom-up demand led design worked overall although it made for a somewhat complex and diverse programme. Given the demand-led approach at national level, activities necessarily reflected country priorities and varied significantly depending on the country context. We conclude that overall, there was coherence (rather than pressure) between a global thematic programme and a series of country projects approach tailored naturally to the country's context.

Coherence

There was a high level of compatibility of SP&PFM interventions with other SP interventions in each country. Because SP&PFM's national projects were designed by the IPs (who were very active in the countries involved) in conjunction with the national stakeholders and the fact that they were approved by a steering committee with government representatives, the national projects were designed to be coherent with other SP work that was going on in the country. In particular, the IPs often included activities in this project which were also co-funded (either at the time or later) by other social protection projects thereby increasing the funding available and ensuring coherence.

Effectiveness

The Programme has implemented a very wide range of activities and has achieved the majority of planned activities. In general, persons interviewed at a national level suggested that 90 per cent or more of activities had been implemented. Of the A1 final reports, seven (Angola, Cambodia, Ethiopia, Nepal, Paraguay, Senegal, Uganda) classified overall delivery assessment as 'highly satisfactory'. This means that Implementation of almost all (>80 per cent) outputs has been delivered and almost all (>80 per cent) indicator milestones have been met. One (Burkina Faso) reported implementation as satisfactory (60-80 per cent of activities implemented). In general, the final reports indicate that most national targets have been met. For the A1 countries which were examined in detail, our assessment is in line with the self-evaluation for Burkina Faso and Nepal although, given the very difficult context, the self-assessment for Ethiopia looks optimistic.

In a number of cases, data is not (yet) available in line with original indicators. In any case, while it is relatively easy to measure outputs, it is much more difficult to measure outcomes and to link these outcomes to SP&PFM's activities. As was suggested in the Evaluability Review, a more qualitative approach to evaluation (e.g., process tracing or most significant change) might have been adopted but this would have had to be planned for from an early stage.

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Effectiveness of management arrangements

Such a large-scale and complex Programme involved very considerable administrative inputs. It appears that all three IPs initially underestimated the work involved. Once the project management unit was established in the ILO, this facilitated SP&PFM's implementation, which in general appears to have been effective and efficient. Feedback about the day-to-day administration of the Programme from a national level was positive.

Efficiency

On the basis of the financial information provided, expenditure (which includes committed expenditure) is very close to 100 per cent of allocation, with only limited variation under different subheads. It would appear that the Programme's funds and outputs were used appropriately and generally delivered in a timely manner. SP&PFM was able to deliver a high proportion of planned activities despite the COVID pandemic. Whilst there were some delays and rescheduling due to COVID, this does not seem to have impacted significantly on delivery. The Programme was able to call on high quality technical support and to use human resources in an appropriate manner. Overall, we conclude that the Programme has delivered results in an economic and timely way.

Impact

We can see some significant impacts from SP&PFM's work particularly in A1 countries. The support for disability identification in Cambodia led to almost 290,000 people with disabilities being identified, with Nepal using a similar process for making payments to nearly 200,000 PwD there. The Social Security Fund in Nepal, whose launch coincided with the launch of SP&PFM, now has 18,000 participating employers in the scheme with 800,000 enrolled members. In the A2 countries, as one might expect given the small funding and short duration of the projects, the impact was more limited. However, in Sri Lanka, a temporary fund for hospitality workers was created when the "Easter Sunday attacks" and COVID dried up the tourism industry. There is hope that this experience will be turned into a formal unemployment insurance in the future.

Sustainability

The sustainability of SP&PFM varies across different countries, and is influenced by factors such as funding, country presence of Implementing Partners, political stability, and changing priorities, with varying levels of continuity and challenges in the different countries.

In some A1 countries, the continuation of activities initiated by SP&PFM is anticipated, with evidence of certain countries having secured funding for future social protection projects, which could help sustain the progress made under SP&PFM. UNICEF and ILO have an established presence in these countries. UNICEF, in particular, are likely to continue to work on many areas begun under SP&PFM. For ILO, this is also likely, especially in those countries where there is an on-going ILO presence. The Global Accelerator on Jobs and Social Protection for Just Transitions may also provide an opportunity at

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country level to continue the work of the Programme (e.g. Angola, Cambodia, Nepal, Paraguay).

In other countries, political instability and changed political priorities have created uncertainty regarding the future sustainability of SP&PFM activities.

In some approach 2 countries, SP&PFM's outputs will be taken forward (e.g., Peru). Those we spoke to in Sri Lanka were hopeful that a sustainable unemployment insurance scheme covering all sectors will be established in the near future." In others, there appears to be less prospect of sustainability.

At a global level, there are plans to take forward some of the global outputs such as the multiplier study both through the Global Accelerator and USP 2030 (Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals). However, we recommend that the EU and IPs should each review the global outputs (and any national outputs which might be transferable) to ensure that these are appropriately integrated into their ongoing work.

In relation to cross-cutting issues of social dialogue, International labour standards, gender and disability inclusion:

- i) The social partners were actively involved in SP&PFM's implementation, particularly in A1 countries;
- ii) ILO standards such as Social Security (Minimum Standards) Convention, 1952 (No. 102) and Social Protection Floors Recommendation, 2012 (No. 202) were drawn on in the design and implementation of the Programme;
- iii) Although gender was considered in the design, there were important missed opportunities to further integrate and mainstream gender equality/inclusion;
- iv) A number of national projects focussed on disability (see case study at Annex 2).

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RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES	
Recommendations	<p>Follow up to current project</p> <ol style="list-style-type: none"> 1. The EU and IPs should review knowledge outcomes at a global level and also those at a national level which may be transferable (e.g. the Paraguay PFM assessment system, Zambian informal sector program, Cambodia DMIS) to ensure that they are integrated into their future work. <p>Design of future global projects</p> <ol style="list-style-type: none"> 2. The donor(s) should be realistic in what can be achieved in the lifetime of a Project, usually a maximum of 3 years. Prioritizing quality over quantity is advisable: focusing on a narrower scope would allow it to concentrate resources on a smaller number of countries to maximize impact, rather than spreading resources too thin, leading to more superficial achievements. 3. In any future project of this size and type, the IPs should design a simpler M&E and reporting system with a smaller number of common indicators/targets which can be quickly updated and reported. 4. In any future project of this size and type, the IPs should design and implement a more coherent and timely evaluation system (preferably with one evaluation team responsible throughout) and should include in the design an element of qualitative evaluation so that the impact of project work can be examined in more detail. 5. Any future project should reflect specific agreement between the recipient Government and the results that will be achieved from the programme. 6. Projects should include a specific gender dimension and set out a mechanism to ensure that implementation is actually gender focused. 7. Any future EU-funded project of this size and type should require a financial commitment from the host government to progressively increase its funding of the proposed activities so that by programme's end the host government is fully financing the activity. 8. Any future programme should seriously add value by engaging CSO's to work on social accountability and advocacy including at the grass-roots level. 9. In any future EU INTPA-funded programme of this scale, INTPA, the implementing partners and relevant EU delegations should engage at the planning and early implementation stages to ensure that EU delegations are involved to the maximum possible extent in project design and implementation.
Main lessons learned and good practices	<p>Lessons learned</p> <p><i>Lesson learned 1:</i> Governments are often more open to working with UN agencies than with private sector companies.</p> <p><i>Lesson learned 2:</i> Although gender was considered in the design and there was some evidence of gender-inclusion in the indicators and associated outputs, there were important missed opportunities to further integrate and mainstream gender equality/inclusion.</p>

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Policy-related lessons

Lesson learned 3: There is a need to continue working on registration programmes to facilitate access to social protection.

Lesson learned 4: It is important to consider the peculiarities of the informal sector to successfully expand social protection to the informal sector.

Implementation related lessons

Lesson learned 5: The effectiveness of SP&PFM was significantly enhanced by the involvement of the Global Coalition for Social Protection Floors (GCSPF) as an Implementing Partner. Evidence showed a clear added value of using a third party to work at grass-roots level to initiate a bottom-up approach to advocacy, giving a sense of ownership of the process to communities.

Emerging Good Practices

Good practice 1: Integrating public finance management into social protection work at country level through the development of a tool to evaluate the public finance management's social protection delivery (Paraguay).

Good practice 2: Disability identification - Supporting the development and implementation of disability identification systems (linked to Programme activities in Cambodia and Nepal) is a good practice which allows PWD to have access to cash benefits and to a wider range of health and social services.

► 1. Project background

Purpose, logic, structure and objectives

1. The *Improving Synergies between Social Protection and Public Finance Management* programme (SP&PFM) was implemented by ILO, UNICEF and the Global Coalition for Social Protection Floors (GCSPF) with the financial support of the EU. The programme had a total budget of €22.9 million and was implemented from 1 October 2019 to 30 September 2023 (with a no cost extension from the original closing date of 31 May 2023). The Programme has now completed its activities and the only ongoing work relates to financial and administrative reporting (in addition to this evaluation).
2. The general objective of the Programme was to increase the population's universal social protection coverage in partner countries preferably, but not limited to, those benefiting from EU funded budget support operations. There were also a number of specific objectives and results:
 - **Specific objective 1** was to improve partner countries' design and financing of social protection systems in support of their efforts towards SDGs 1 and 10.
 - **Result 1.1:** Adequate, sustainable and gender-sensitive social protection financing through improved cross-sector coordination in coherence with national macroeconomic, fiscal, digital and SDG strategies as well as diversification of sources of financing and increased fiscal space available for all social sectors to progressively achieving universal social protection.
 - **Result 1.2:** Enhanced evidence and availability of tools that support national evidence-based decision-making and encourage supra-national coordination and benchmarking of good practices (including the portability of social entitlements as integral part of economic and labour policies, gender-sensitive and disability inclusive social protection), with participation of regional bodies as well as civil society organisations.
 - **Specific objective 2** was to support governments implement and monitor effective gender-sensitive and disability-inclusive social protection systems and programmed for all while ensuring financial sustainability and macroeconomic stability.
 - **Result 2.1:** Strengthened capacities of partner countries to achieve the best impact of diversified sources of funding for social protection, prioritizing women, children, persons with disabilities, the informal economy and migrant workers.
 - **Result 2.2:** Strengthened knowledge and technical capacities of partner countries at national and sub-national levels to plan, deliver, monitor and report on social protection programmes, with participation of training institutions and civil society.
 - **Specific objective 3** envisaged assisting partner countries to develop and apply shock-sensitive social protection programmes and systems adapted to the needs of those living in protracted fragility and crises, including forcibly displaced persons.
 - **Result 3.0:** Increased capacities of partner countries in the context of emergencies, natural disasters, forced displacements, protracted fragility and crises to establish contingency plans and multi-year funding strategies to run adaptive social protection mechanisms.

Intervention theory of change

3. As set out in the PRODOC (Description of the Action), the Programme's intervention logic was based on the following results chain:

- (1) Further enhancements to the policy coherence in the design and financing of social protection (specific objective 1) will not only generate improvements in the effectiveness and impact of current and future EU budget support programmes but will also foster collaboration and mutual learning across policy sectors on the social needs, best practices and operational synergies of social protection interventions and their financing to ultimately achieve stable economic growth in a sustainable, equitable and inclusive manner.
 - (2) The increased political recognition of the potential and value of social protection will benefit in turn from the Action's support to the better coordination, implementation and monitoring of different social protection programmes, and to capacity building at all levels (specific objective 2) thereby creating a more coherent and comprehensive overall social protection system.
 - (3) Finally, through demonstrating the potential of social protection systems to meet basic needs and protect households and specifically respond to the differing demands in contexts of emergencies, forced displacement, structural fragility, crises or displacement, and to help creating income generating activities (specific objective 3), the Action will reinforce the importance of integrating social support into broader development and humanitarian policies, including through the participation of forcibly displaced persons in public social protection programmes, in order to achieve greater resilience of poor and vulnerable populations to family level and widespread shocks.
4. The intervention logic is based on the assumption that low-income economies and fragile countries generally already have co-existing social insurance schemes, covering only a minority of the working population, and a disconnected myriad of fragmented and uncoordinated poverty-targeted safety nets. To develop a comprehensive and inclusive social protection system, the intervention logic highlights important cross cutting issues, namely the importance of strengthening national capacities, the adoption of a rights-based approach and national, participatory processes including social and national dialogue, gender responsiveness, disability inclusiveness and non-discrimination, paying attention to the environmental dimension, addressing the needs of the informal economy and migrant workers and fostering knowledge creation, sharing and partnerships in order to enhance the project's impact.
 5. Finally, the intervention logic identifies potential risks that might arise during the project implementation phase and mitigation measures that could be applied. It informs the development of the indicators of performance to measure achievements and monitor and assess the results of the interventions. It is based on the assumption that having a better, more effective, more inclusive, more integrated and more comprehensive social support strategy will increase the popularity, and hence the political appeal, of social protection, generating greater momentum towards reforms, and encouraging governments to make more substantial financial commitments. This will result in reduced vulnerability, enhanced food and nutrition security and greater resilience among the poorest households, allowing them to participate in, and contribute to, future economic growth. A visualisation of the intervention logic is set out at Annex 1.

Geographic coverage

6. The programme was implemented in 8 pre-selected countries known as Approach 1 countries providing in-country technical assistance, capacity and knowledge development, focusing on country-specific priority areas. It also operated on a smaller scale in 16 Approach 2 countries selected through two calls for proposals.

► **Table 1. List of Approach 1 and 2 countries**

Approach 1	Approach 2 (first)	Approach 2 (second)
Angola	Bangladesh	Colombia
Burkina-Faso	Cabo Verde	Kenya
Cambodia	Côte d'Ivoire	Kyrgyzstan
Ethiopia	Ecuador	Lao PDR
Nepal	Malawi	Viet Nam
Paraguay	Myanmar	Zambia
Senegal	Nigeria	
Uganda	Peru	
	Sri Lanka	
	Togo	

7. There was also a cross-cutting component which focused on project management, knowledge development and exchange, co-ordination, research and visibility.

Management structure and funding arrangements

8. The Programme was jointly implemented by ILO, UNICEF and the GCSPF under the leadership of the ILO. EU INTPA and EU Delegations were also involved in project implementation.
9. With funding of €14.9 million, ILO led SP&PFM's implementation, orchestrated and tracked the execution of different activities, and ensured quality, monitoring, evaluation, and reporting to the Commission. ILO assumed co-responsibility for Approach 1 activities, in partnership with UNICEF, and was solely responsible for implementing Approach 2 activities. ILO recruited a small project management team to oversee implementation of the project.
10. With funding of €8 million, UNICEF was jointly responsible for providing medium-term technical assistance, capacity and knowledge development on social protection systems, including a limited number of rigorous research studies (Approach 1).
11. Out of the ILO allocation, an implementation agreement of €916,254 was signed between it and the Global Coalition for Social Protection Floors (GCSPF). GCSPF represented a unique coordination platform of 98 international and national NGOs, CSOs and trade-unions to promote human rights-based social protection floors and the extension of social protection for all through collective Actions. GCSPF was involved in four A1 countries, i.e., Cambodia, Nepal, Uganda and Senegal.
12. A Steering Committee (SC) was established consisting of the European Commission, ILO, UNICEF, a representative of GCSPF and one EU MS representing all EU MS. The European Commission (DG DEVCO), ILO and UNICEF alternated annually in chairing the SC. There was also a broader Advisory Board with the participation of ITUC and IOE.

► 2. Evaluation background

Purpose and scope of the evaluation

13. The main objectives of this evaluation were to provide the IPs, relevant services of the European Union, and the interested stakeholders with:
 - an overall independent assessment of the performance of the Programme, paying particular attention to its different levels of results measured against its expected objectives; and the reasons underpinning such results; and
 - key lessons learned, good practices, conclusions, and related recommendations to improve future interventions.
14. The evaluation has an important accountability and organizational learning function for the implementing partners (IPs, i.e., ILO, UNICEF and GCSPP), the government representatives and national stakeholders in the countries concerned and the EU as donor.

Scope of the evaluation

15. This final independent evaluation covers the whole period of SP&PFM's implementation from 1 October 2019 to 30 September 2023.
16. The geographical scope of the evaluation comprises work done at the global-level and in the 24 countries supported through Approach 1 and Approach 2, with a focus on seven countries. The selected countries were examined in more detail, while the remaining countries were assessed on the basis of documentation reviews and interviews of key stakeholders.
17. The evaluation examined, among other aspects:
 - The progress made towards achieving the objectives and expected results, as laid out in the Programme documents and its logical framework.
 - The contribution of the Programme to increasing the population's universal social protection coverage in partner countries (preferably, but not limited to those benefiting from EU-funded budget support operations).
 - The degree to which this contribution is being achieved as expected in the timeframe considered, as well as unexpected results in terms of non-planned outputs and/or outcomes.
 - Trends in achievements across countries and by key components of the Programme.
 - The extent to which different capacities were strengthened in the project implementation cycle and the identification of any gaps and proposals for improvement.
 - The extent to which the Programme mainstreamed international labour standards, tripartism and social dialogue, gender sensitivity, inclusiveness of people with disabilities, informal economy and migrant workers, and the adaptation of social protection systems to shocks, as well as access to social protection systems for vulnerable groups, people living with disabilities, minority groups and women.
 - The relevance of the intervention to the ILO, UNICEF, GCSFP and EU's programming and policy frameworks at the national and global levels, to relevant national United Nations Sustainable Development Cooperation Frameworks, national social protection strategies and national sustainable development strategy or other relevant national development priorities and frameworks of the programme beneficiary countries.
 - The appropriateness of the Programme design and usefulness of the results-framework.

- The relevance and added value of a multi-actor thematic intervention approach involving specialised UN agencies (ILO, UNICEF), a global network of CSOs and trade unions (GCSPF) and the tripartite organisations.
 - The extent to which SDGs 1 “No poverty” and 10 “Reduced inequalities”, and their interlinkages with SDGs 2, 3, 8, 16 and 17 were identified; the principle of Leave No-One Behind and the rights-based approach methodology was followed in the identification/formulation documents and the extent to which they have been reflected in the implementation of the Intervention, its governance and monitoring.
 - The perception and appreciation of the Programme by stakeholders and target groups.
 - The Programme’s exit strategy and the sustainability of its achievements at output and outcome level, bearing in mind relevant contextual and political factors.
 - How well the Programme team managed and implemented global and country-level activities, the effectiveness of SP&PFM’s management structure, and whether it had in place the partnerships, coordination and management systems necessary to ensure the fulfilment of the outputs and objectives.
 - It is also important to analyse whether the capacity of governments and other main counterparts was sufficient to internalise, apply and sustain all the support received. If not, the evaluation will highlight the obstacles and constraints identified.
 - The efficiency of the use of resources (financial and human), including resource leveraging.
- 18.** The evaluation integrated the gender dimension and other non-discrimination issues as cross-cutting concerns throughout the methodology, deliverables, and final report. The final evaluation builds on the evaluability assessment carried out in 2021 and the Mid Term Evaluation completed in December 2022.
- 19.** The evaluation formulated evidence-based conclusions and recommendations and placed particular emphasis on lessons learned and good practices/good models of intervention that have the potential for replication and/or scaling, as relevant, from the design and implementation of this programme, as requested by stakeholders. These are intended to help guide stakeholders in the design of future development cooperation programmes on social protection.
- 20.** The evaluation team was asked to discuss lessons learned from this project for consideration as part of the European Commission's forthcoming thematic programme “USP-2030 Digital Convergence Initiative”. However, the nature of that project is very different to SP&PFM and the focus is on a technical issue (digital standards) rather than a policy issue such as the interaction between social protection and PFM. While some of the recommendations set out in Section 8 may be relevant to the new programme, we note that there are very significant differences between the two programmes.

Clients of the evaluation

- 21.** The main users of this final independent evaluation are:
1. National stakeholders in the countries benefiting from the Programme, including constituents (government institutions and social partners);
 2. Implementing partners of the programme namely ILO, UNICEF and the GCSPF and its member organisations;
 3. The thematic and geographical units at DG INTPA and EU Delegations, dealing with social protection, public finance management and its interdependencies, or having social protection and PFM related actions and those interested in engaging in the future; and

4. Development partners and relevant other UN agencies at international level and from EU MS that are seeking policy coherence in the context of support to social protection systems, including in the framework of the Global Accelerator on Jobs and Social Protection for Just Transitions.
22. Stakeholders are all those who have an interest in the Programme, for example, programme implementers, direct and indirect participants/recipients, employers' and workers' organizations and civil society organizations, community leaders, community members, donors, and government officials.

The evaluation team

23. The evaluation team is led by Mel Cousins and Greg McTaggart as co-team leaders. The evaluation was supported by national evaluators in seven focus countries (see table 2).¹ Insofar as possible, attention was given to having a gender-balance in the selection of consultants.

► Table 2. National consultants

Country	Consultant
Burkina-Faso	Paul Sarambe
Colombia	Liliana Obregon
Ethiopia	Meaza Nega
Nepal	Sanjaya Chaudhary
Peru	Karen Garrido
Sri Lanka	Rachel Perera
Viet Nam	Nga Dao Ngoc

24. The co-team leaders reported directly to the ILO Evaluation Manager, Magali Bonne-Moreau, whose role was to manage the evaluation process in line with the ILO evaluation policy and to recruit both the independent and national evaluators.

Dates, events and operation sequence of the evaluation

25. The evaluation commenced on 16 August 2023. The Inception Phase involved online meetings with the key stakeholders (EU, ILO, UNICEF and GCSPF) and an initial review of key documents. An Inception Report was submitted and was approved on 5 October 2023.
26. The data collection phase commenced on 4 September 2023 and included field visits by one of the team leaders to Ethiopia and Nepal and the recruitment of consultants who carried out further interviews in these and the other selected countries. During the data collection phase, online interviews were conducted with key officials and SP&PFM's extensive documentation was reviewed. Section 4 provides more detail.
27. Finally, a draft final report was submitted to ILO on 7 November 2023 and was circulated to all stakeholders. It was revised in the light of the comments received and in the light of the discussion at a workshop held on 1 December 2023.

¹ The consultants were not involved in the implementation of the Programme. Mel Cousins previously carried out the 2021 Employability Review of the Programme on behalf of ILO.

► 3. Criteria and Questions

28. The conceptual framework of the final evaluation is consistent with ILO’s Results- Based Management (RBM) system and applies the OECD Development Assistance Committee’s (DAC) evaluation criteria to establish the relevance, coherence, efficiency, effectiveness, impact and sustainability of the Programme.

Criteria	Definition
Relevance	The extent to which the intervention objectives and design respond to beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change
Coherence	The compatibility of the intervention with other interventions in a country, sector or institution
Effectiveness	The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups
Efficiency	The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way
Impact	The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects
Sustainability	The extent to which the net benefits of the intervention continue, or are likely to continue

Source: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

29. The evaluation questions, as proposed in the evaluation ToR (Annex 8), were reviewed and agreed in the Inception Report. For ease of reference, these are included in section 5 (Main findings) below rather than in this section.
30. The evaluation criteria and questions specifically address how gender equality has been integrated into the design, planning, implementation of the intervention and the results achieved. In particular, the evaluators sought, both in the desk review and interviews, to establish the extent that gender equality had been addressed in these issues.
31. The evaluation also addresses a number of cross-cutting themes (e.g., tripartism and social dialogue, International Labour Standards). Social partners have been involved extensively in interviews at a national level and as part of both the desk reviews and interviews, the evaluators have examined the extent to which ILS have been taken on board in project implementation. One of the case studies looks specifically at the role of social accountability.
32. The focus of the project was not on environmental sustainability and questions did not specifically address this issue. However, reference has been made in the report below to the question of environmental impact. Questions in relation to the medium and long-term effects of capacity development initiatives are included in the general questions in relation to impact and sustainability.

► 4. Methodology

Evaluation approach

33. The evaluation adopts the ILO's Evaluation Policy Guidelines for Results-Based Evaluations as the basic evaluation framework. It was conducted in accordance with ILO standard policies and procedures, complies with evaluation norms and follows ethical safeguards as specified in ILO's evaluation procedures and UNICEF's revised Evaluation policy. The evaluation team abided by the Code of Conduct for Evaluation of the UN System. The evaluation applied a mixed methods approach, collecting and analysing both quantitative and qualitative data. We adopted a cluster-like approach to the evaluation i.e. an envelope of evaluations of projects combined into a single evaluation based on, in our case, a thematic scope. Whilst we do highlight activities carried out in many of the participating countries, it must be kept in mind that we are not evaluating any particular country or any particular activity. The evaluation was participatory in nature, based on the principles of representation. This allowed for triangulation of information to increase the validity and rigor of the evaluation findings and analysis, and the ability to capture the achievement of expected and unexpected outcomes.

Evaluation phases

34. The evaluation was carried out in several phases, including an inception phase, a data collection phase, and an analysis and reporting phase.

35. The evaluation methodology for the data collection phase included:

- **Desk review** of relevant project-related documentation such as technical and analytical tools, reports and publications² including an examination of the Programme's theory of change and logical framework. This examined if there was a logical connection between levels of results, in light of the intervention strategy and approach, including alignment with ILO's and UNICEF's strategic objectives and outcomes at the global and national levels, as well as with relevant SDGs and related targets. Other relevant documents such as the Decent Work Country Programmes, national documents on social protection, etc, were reviewed.
- **Face-to-face and online interviews** with, *inter alia*, staff in ILO and UNICEF Headquarters and field offices; GCSPF and its contractors' staff; technical backstopping officials, Government officials in recipient countries, implementing partners, the donor and EUD officials, partners, and beneficiaries (see Annex 5 for a list of persons interviewed and Annex 6 for sample interview guidelines). The list of interviewees was derived by the team leaders based on their evaluation expertise following discussions with key stakeholders, in consultation with the Evaluation Manager, based on details provided by the project team. The criterion for stakeholder participation was significant participation in the implementation of the Programme and ability to inform the evaluation. The right to privacy and anonymity was maintained in line with appropriate ethical considerations.

² Including, but not limited to programme documents; annual activities plan; inception and annual progress reports; Evaluability assessment report; Mid-term independent evaluation final report; Evaluation of the ILO's Global Flagship Programme on Building Social Protection Floors for All; Technical and analytical reports and publications, website, newsletters and other communication material and videos undertaken by the Programme including policy briefs and country case studies available on the [SP&PFM website](#).

- **Approach 1 (A1) countries:** The countries selected were those not visited during the Mid-Term Evaluation (MTE) (Burkina Faso, Ethiopia and Nepal). A team leader travelled to Ethiopia and Nepal and was supported by national evaluator in each. For security reasons, data collection in Burkina Faso was carried out by a national evaluator under the supervision of the team leaders. There were field visits by the national evaluators in Burkina Faso, Ethiopia, and Nepal to examine specific examples of what appeared to be good practices, based on feedback from project staff.

The team leaders also spoke to key stakeholders in the remaining 5 A1 countries to update on activities and impact since the midterm evaluation (MTE).

- **Approach 2 (A2) countries:** These countries (mainly those not included in the MTE, having regard to availability of respondents including ILO staff) and regional balance were Colombia, Peru, Sri Lanka, and Viet Nam. The Team Leaders spoke with key officials (ILO and EU) and interviews and focus group discussions, as relevant, were carried out by national consultants under the supervision of the team leaders. The remaining countries were covered by the team leaders via interviews with ILO regional specialists and a document review. The national consultants in Ethiopia, Nepal and Sri Lanka supported the thematic case studies (see below) while the national consultant in Burkina Faso produced a study of how SP&PFM supported the roll-out of the National Single Registry in two regions as a prelude to its planned national roll-out.

- **Thematic case studies**

- The ToRs proposed that the independent evaluation team consider three thematic case studies across different countries, to complete their analysis of the effectiveness of the Programme, building on existing research and data, and on the key drivers of the Programme. The case studies produced more in-depth illustrations of an important issue addressed through SP&PFM. On the basis of discussions and assessment during the Inception Phase, it was agreed that the case studies would cover important issues across a number of relevant countries as set out below. These are included as Annex 2.

Topic	Countries	Lead agency
Identification and registration of vulnerable beneficiaries / persons with disabilities	Cambodia, Nepal, Burkina Faso	UNICEF
Shock Responsive Social Protection	Sri Lanka, Ethiopia	ILO (SL), UNICEF (ET)
Social accountability, e.g. engagement of CSOs in budget/policy process	Uganda, Nepal	Global Coalition

The first two thematic case studies were prepared by the Team Leaders and the appropriate National Evaluator. The third was produced by Greg McTaggart based on his on-site visit to Nepal and his interactions with SP&PFM whilst Team Leader of a United Kingdom Government’s Foreign, Commonwealth and Development Office (FCDO) Social Protection program in Uganda. From the third thematic case study the key takeaway related to the important role that CSO’s and Trade Unions play in encouraging social accountability including at the grass-roots level.

- **Participation in key online events** in September 2023, e.g., Advisory Board meetings on research, Global Coalition programme review meeting. The team also reviewed SP&PFM’s closing symposium held in June 2023. These allowed for a wider range of viewpoints than can be included in individual interviews.
- **Stakeholder validation workshop/presentation** on preliminary findings of the evaluation.

Limitations and risks

- 36.** The main limitations of the evaluation are that, as with a standard end-of-project evaluation, it is reliant on the data available and it is not possible to use more sophisticated evaluation methodologies to assess links between project work and outcomes (e.g., process tracing, outcome harvesting). In the assessment of efficiency, more data (and clearer definitions) would be required to determine the value-for-money of the Programme.
- 37.** Given the size of the overall project and the limited time and budget allowed for the evaluation, it is not possible to provide a comprehensive analysis of achievements at national level. The focus was on lessons learned in relation to the overall design, implementation and impact of the programme.
- 38.** Despite the short period allowed for the evaluation and the fact much of it was conducted after many project staff had terminated, the Team Leaders and National Evaluators were able to speak to most of the key stakeholders at national level. No particular risks of bias appear to have arisen and the evaluation team have been able to speak to a wide range of stakeholders.
- 39.** A limitation of the evaluation is the limited data available, especially in relation to SP&PFM's impact. While the M&E indicators include many useful indicators to measure outputs (number of studies, number of people trained, etc.), there are fewer indicators of the longer-term impact, thereby leading to questions of attribution.

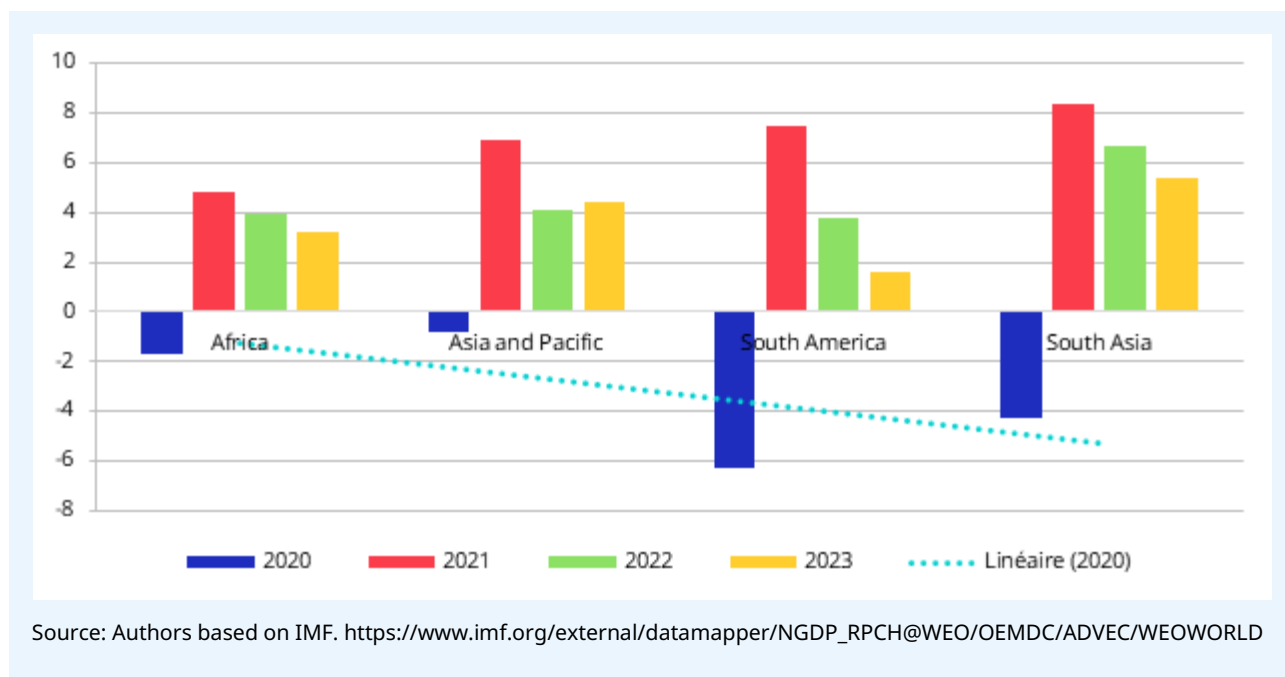
► 5. Main findings

40. This section includes an overall assessment of the Programme’s performance, including its relevance, effectiveness, efficiency, impact and sustainability.

Context

41. SP&PFM was implemented in a very difficult global context with the advent of COVID shortly after its launch. This impacted all countries, even those which did not lock down, as global UN restrictions prevented project staff from holding face to face meetings. As discussed below, this impacted significantly SP&PFM’s early implementation.

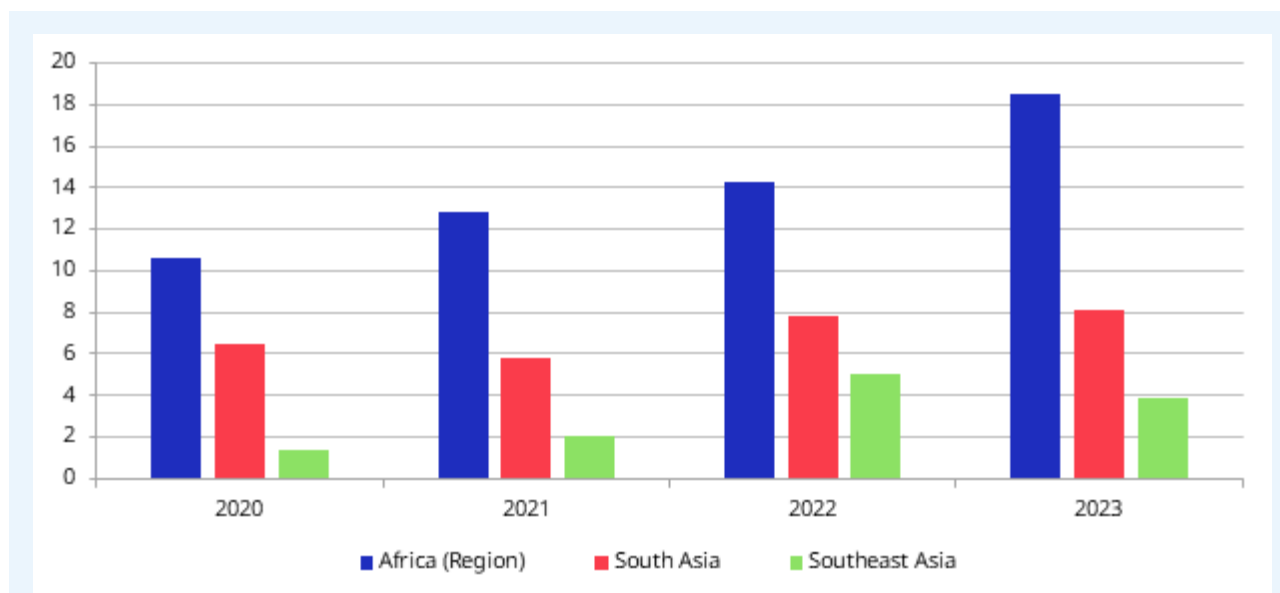
► **Figure 1. Real GDP growth by region** (annual percent change)



42. In addition, the global economic environment was also challenging with negative growth rates (and recession) in many countries in 2020 (figure 1) followed by rising inflation (figure 2).

43. As can be seen in figure 2 below, African countries were affected by persistently high inflation in that period. In addition to COVID, a number of supported countries suffered from man-made and/or ecological disasters.

► **Figure 2. Inflation rate, average consumer prices by region (annual percent change)**



Source: Authors based on IMF. <https://www.imf.org/external/datamapper/PCPIPCH@WEO/OEMDC/ADVEC/WEOORLD>

44. The assessment of SPPF implementation needs to be viewed in the light of this very challenging context.

Relevance and coherence

OECD/DAC Criteria	Evaluation questions
<p>Relevance and coherence</p> <p>Are interventions doing the right thing?</p> <p>How well do interventions fit?</p>	<ul style="list-style-type: none"> • In light of its implementation, how did the Programme fit within: <ol style="list-style-type: none"> 1. the ILO’s Programme and Budget Policy (P&B) Outcomes, in the framework of the Decent Work Country Programmes and CPOs, and in the Strategy of ILO’s Flagship Programme on Building Social Protection Floors for All; 2. UNICEF’s Global Social Protection Programme Framework, UNICEF’s Global Framework for Public Finance for Children and Goal Area 5 of the 2022–2025 Strategic Plan. • How did the Programme contribute to the 4 strategic goals of the GCSPPF? • Did the Programme design effectively consider the national development priorities and donor’s specific priorities and concerns in the 24 partner countries? How responsive was the Programme design to national sustainable development plans for the SDGs? • To what extent was the programme design and intervention logic realistic? If not, why? And what could have been done differently? • Did the Programme design effectively integrate the interests of different stakeholders and final beneficiaries of social protection programmes? • Were there pressures between a global thematic programme and a series of country projects approach tailored naturally to country context? • To what extent has the Programme been designed or repurposed based on results from COVID-19 diagnostics, UN socio-economic assessments and guidance, ILO decent work national diagnostics, UN Common Country Assessments, or similar comprehensive tools?

OECD/DAC Criteria	Evaluation questions
	<ul style="list-style-type: none"> • To what extent did the Programme design consider concerns relating specifically to gender equality and non-discrimination and to the inclusion of persons with disabilities? • How did the Programme coordinate with other ILO, UNICEF, GCSPF, EC-INTPA, EU delegations, UN and governments initiatives in social protection and PFM during project design and implementation and to what extent was there complementarity with EU budget support in relevant countries?

Relevance

- 45.** Overall, SP&PFM was very relevant to all stakeholders. Almost all those interviewed confirmed that it was very relevant to their work. This applied to the IPs and stakeholders at global and national level.
- 46.** SP&PFM contributed to the ILO’s Decent Work Agenda and was aligned with the strategic objectives on social protection in ILO’s Biennial Programme and Budget framework. During the 2018-19 biennium, SP&PFM was aligned to P&B to P&B Outcome 3 on “Creating and Extending Social Protection Floors”, including improving social protection coverage for informal and vulnerable workers and also contributed to Outcome 6 “Formalization of the Informal Economy”. SP&PFM was aligned with P&B Outcome 8: “Comprehensive and Sustainable Social Protection for All” during the 2020-21 and 2022-23 biennia.
- 47.** SP&PFM contributed to Goal 5 of UNICEF’s Strategic Plans 2018–2021 and 2022–2025, its “Global Social Protection Programme Framework” and its “Global Framework for Public Finance for Children”.
- 48.** SP&PFM was also fully in line with GCSPF’s vision of promoting the implementation and financing of social protection floors and extending social protection to all. The Programme was also very relevant to GCSPF’s five strategic goals including “to encourage debate and positive action on human rights-based social protection floors and social protection systems”. For example, in Nepal GCSPF’s partners, the Social Protection Civil Society Network (SPCSN) and We See Movements (WSM) spent their complete budget in meeting targeted achievements. It made more than a million people aware of SP through different media including social networks, Facebook, radio programmes, online and physical orientations. It also conducted stakeholder consultations and meetings and advocacy campaigns to push for better social protection policies at both national and local levels. At the local level, SPCSN and WSM worked with municipalities to ensure the participation of local people in municipal budgeting. At the National level they lobbied individual parliamentarians, capacitated Trade Unions and analysed the social protection manifestos of all the major political parties. WSM was similarly active in Senegal.
- 49.** Because the national projects and specific activities were designed at national level and in consultation with national stakeholders, our interviews indicated that SP&PFM was highly relevant at national levels and in line with ILO Decent Work Country Programmes and/or Country Programme Outcomes and UNICEF Country Programme Outcomes.³ It was also in line with national priorities. For example, in Burkina Faso, it aligned with one of the strategic objectives of sectoral policy, namely the Labor, Employment and Social Protection sectoral policy of the Ministry of Public Service, Labor and Social Protection, e.g. *Politique nationale de la*

³ See the relevant country reports for further details.

protection sociale (2013–2022). Almost all government officials interviewed were positive about how SP&PFM had assisted them in advancing their national social protection strategies.

50. The Programme was in line with EU priorities such as the Communication on "Social Protection in European Union Development Cooperation" and the "European Consensus on Development" adopted in 2017, as part of the EU response to the UN 2030 Agenda for Sustainable Development and its Sustainable Development Goals.
51. SP&PFM was very relevant in helping countries to attain their SDG 1 "end poverty", particularly, Target 1.3: "Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable", and SDG 10: "Reduced inequalities". SP&PFM also (with some variation by country) promoted progress towards Goals 2 "Zero hunger", 3: "Good health and well-being", 5: "Gender equality", 8: "Decent work and economic growth", 16: "Peaceful and inclusive societies" and 17: "Partnerships for the goals".
52. Since each country developed its own workplan, national SDGs could be taken into account in the activities that were implemented. However, it is less clear whether SP&PFM's overall design took into account national sustainable development plans.

Programme design

53. Overall, SP&PFM's design and intervention logic was realistic and appropriate, particularly in relation to the pre-selected Approach 1 countries and the cross-cutting activities. The combination of a top-down programme with clear strategic objectives, including bringing in aspects of PFM (which in a social protection context is relatively novel) and the bottom-up demand led design worked overall although it made for a somewhat complex and diverse programme. Given the demand-led approach at national level, activities necessarily reflected country priorities and varied significantly depending on the country context. We conclude that overall, there was coherence (rather than pressure) between a global thematic programme and a series of country projects tailored naturally to the country's context.
54. However, one area where there was pressure related to M&E and reporting. The country-to-country variation meant that country-level indicators/targets varied from one country to the next. There were also global indicators/targets for the overall Programme. This created an unwieldy M&E framework.
55. There was an element of perceived ambiguity about SP&PFM's objectives (set out above in section 1). Some stakeholders pointed to the general objective "increase the population's universal social protection coverage in partner countries" and pointed out that this did not specifically refer to PFM. Other stakeholders felt that the objectives, read as a whole, clearly indicated that PFM was to be a high priority. There was also some ambiguity as to whether PFM meant *all* (or most) aspects of PFM including issues such as expenditure categorization or *any* aspect of PFM. In practice, as discussed below, we conclude that significant work was carried out on PFM but it would perhaps have been desirable that any ambiguity on such a critical point had been resolved at an early stage of the project.
56. In relation to Approach 2, activities are described in the PRODOC as "the provision of on-demand shorter-term advisory services to increase performance as well as domestic financing of social protection policies and to strengthen the synergies between social protection and PFM". In practice, it evolved into two rounds of funding to specific projects in 16 countries of up to €200,000 per country. Given the SP&PFM's timing, the two rounds evolved into a COVID and COVID-recovery response. Whatever was the original intention, it is less clear that a small, relatively short-term provision of funding to 16 countries had the capacity to have a significant

impact on social protection, particularly in relation to PFM. However, in Sri Lanka the medium/long term proposal of establishing an unemployment insurance scheme covering the tourism sector workers, tabled by the SP&PFM has provided the basis for discussions on the introduction of an unemployment insurance scheme covering all sectors.”

- 57.** The Intervention Logic was generally appropriate but, as with many projects, it tended to assume that the provision of quality technical assistance will lead to improved outcomes. In this case, more attention could perhaps have been given to the political economy factors of implementing a successful project and, in particular, to the challenges of integrating PFM, e.g., how to engage Ministries of Finance,⁴ how to ensure that PFM work led to better outcomes. Senegal provided an example of what could be done in this area. Studies were done there to identify the fiscal space needed to expand both SP and health. The studies broke fiscal space down into 20 different measures. These measures and their relevance were discussed with all SP actors. The minimum requirements for expanding SP under different economic and political scenarios were discussed and agreed. An example of this being put into practice was that in early 2023 the Government decided to reallocate the funds used for the then existing fuel subsidies across to social protection. The resultant savings were then reallocated to the Vulnerable and Poor Households grant allowing its monetary value to increase by 40 per cent. Now 300,000 beneficiaries under this grant support 2.7 million people.
- 58.** The Programme design effectively integrated the interests of different stakeholders or more accurately allowed the different stakeholders to combine their interests in practical implementation. The interests of the final beneficiaries of social protection programmes were predominantly represented by GCSPF although it was only represented in four of the A1 countries. In most countries the local trade union peak body was engaged and represented the views of their membership. In addition, in most countries CSOs representing Persons with Disabilities actively participated.
- 59.** At a global level, as set out in the PRODOC, the Programme was designed based on extensive analysis of the social protection context and drawing on analysis such as the ILO’s World Social Protection Report, the World Bank study on the State of Social Safety Nets and on lessons learned from previous programmes such as the 2017 High-level Independent Evaluation of the ILO’s work in the field of social protection. Design of national projects was also informed by relevant national policies e.g. the National Social Protection in Uganda, and the National Social Protection Policy and the attendant National Social Protection Strategy in Ethiopia.
- 60.** While as discussed in more detail below, COVID had a significant effect on project implementation, in general the Programme was not formally redesigned or repurposed based on results from COVID-19 diagnostics. There were adjustments in practice, often primarily in timing, to the work plans in A1 countries and, as discussed above, the focus of the Approach 2 became a COVID response while the priorities in A1 countries were presumably informed by COVID. However, our interviews did not reveal any programmes being curtailed on account of COVID. In fact, in many countries the COVID crisis was a policy blessing as it caused Governments to pay greater attention to the need for shock-responsive SP programs and it provided easier interaction with partners via digital meetings.
- 61.** In terms of Programme duration, a number of stakeholders made the point that three years was too short and that a longer period of say five years would have allowed for greater impact and

⁴ We use the term Ministry of Finance for the ministry responsible for PFM although the name varies from one country to another.

sustainability. However, all respondents greatly appreciated the “no-cost extension” without which many activities would not have started since they would not have been finished by the original completion date. In A2 countries, the length of time available for the activity was not raised as an issue. It was accepted that there was a fixed sum of money available and that this amount would only last a certain time. In some countries e.g. Sri Lanka, SP&PFM started the process and another donor, in their case the Government of Japan, provided funds to extend the activity.

- 62. In terms of gender and disability, the PRODOC made frequent references to gender and disability (e.g., Results 1.1 and 1.2 and Specific Objective 2). It did not include specific activities on these issues but that would have been inappropriate given the fact that the main activities were designed at a country level. In practice, many countries included disability-specific activities (e.g., Cambodia, Ethiopia and Nepal).
- 63. While the work of SP&PFM overall would clearly have been of relevance to women, there were few gender-specific activities. These tended to be in traditional areas such as maternity and child benefits. Female households also benefitted significantly from Senegal’s health insurance programme. However, one would not say that SP&PFM overall was gender-sensitive.

Coherence

- 64. Overall, there was a high level of compatibility of SP&PFM interventions with other SP interventions in each country. Because SP&PFM’s national projects were designed by the IPs (who were very active in the countries involved) in conjunction with the national stakeholders, and the fact that they were approved by a committee with government representatives, the national projects were designed to be coherent with other SP work being implemented in the country. In particular, the IPs often included activities in SP&PFM which were also being co-funded (either at the time or subsequently) by other social protection projects thereby increasing the funding available and ensuring coherence.
- 65. For example, in Cambodia, the project was implemented in synergy with the UN SDG Fund Joint Programme on Social Protection which ended in February 2022 and with the ongoing EU-funded Advancing Social Protection in Cambodia Project, implemented by ILO and UNICEF. This reduced the administrative burden of the project as projects are monitored and implemented by the same implementing and national partners. In addition, synergies are obtained through the key outputs of the projects.
- 66. It is less clear that there was a high level of coherence with EU Budget Support actions. In general, there was coherence, i.e., the work of the national projects was in line with the general Budget Support approach but, insofar as there was a higher level of coherence (e.g. in Cambodia where SP&PFM supported disability identification also an objective of Budget Support), this was generally due to the work of the IPs rather than the EUD which was often not closely involved in project implementation (this is discussed in more detail below). In Paraguay, where the EUD was actively involved, the project complemented the Budget Support in its Direct Product 3: *“Strengthening capacities leading to improvement of the institutional framework and governance of the SPS”* by providing technical assistance and skills development for public servants in charge of budgeting, implementing and monitoring the Social Protection System ¡Vamos!

Effectiveness

<p>Effectiveness: are interventions achieving their objectives?</p>	<ul style="list-style-type: none"> • To what extent have the overall Programme objectives, expected outputs, implementation strategies, targets been achieved (qualitatively and quantitatively)? What are key achievements and challenges registered so far?
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	<p>Were there any areas of under-achievement, and why? Were there any external factors that facilitated or hindered the achievement of Programme outcomes?</p> <ul style="list-style-type: none"> • What were the main challenges, and how were they overcome? (Considering separately the problems related to COVID-19, and those identified throughout the implementation of the Programme) • To what extent has the Programme provided a timely and relevant response to partner countries' needs and priorities in the COVID-19 context? Did this lead to adjustments in Programme outcomes, outputs and activities to address the effects of the COVID-19 pandemic? • Do any trends emerge across countries supported through Approach 1 and Approach 2, and/or across key components of the Programme? • To what extent has the ILO, UNICEF and GCSPF been effective and timely in providing an adapted COVID-19 response and guidance to constituents through the intervention? To what extent has the ILO, UNICEF and GCSPF intervention applied innovative approaches for an effective and timely action to mitigate the immediate effects of the pandemic? • Were there any unplanned effects (negative or positive)? • To what extent has the Programme mainstreamed social dialogue and tripartism? Were any areas or interventions particularly successful? • Did the mainstreaming of ILO standards and principles, including of R202- Social Protection Floors Recommendation, 2012 (No. 202), in all social protection activities contribute to a more efficient implementation of the project? • To what extent did the Programme take into consideration gender specific analysis and provide specific recommendations on gender equality and/or on other non-discrimination issues? How was gender equality and non-discrimination included during implementation? • To what extent has the programme considered disability inclusion concerns in its results framework? Were there any key achievements in this regard?
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67. SP&PFM implemented an extensive number of activities at national level including training and capacity building, policy work and dialogue. In general, persons interviewed at national level suggested that 90 per cent or more of activities had been implemented. The table below summarizes some of the key activities and outputs.

Action	Number	Example
Research studies at national level financially supported by the Programme.	79	Cambodia: Research on social protection needs and the contributory capacity of informal economy workers to the NSSF.
National policy makers participating in social protection knowledge sharing and coordination activities at supranational level.	1 600	Angola: 12 officials of the National Tripartite Commission participated in the ITC-ILO e-learning course on International Labour Standards.
Government representatives trained on social protection funding sources, prioritising women, children, persons with disabilities, informal economy and migrant workers.	1 547	Malawi: 40 government officials trained through TRANSFORM Financing and public finance management.
Stakeholders trained on planning, delivery and monitoring of social protection programmes.	5 739	Ethiopia: 61 government and media organisations on promotion of disability inclusion in social protection for advocating for a more disability inclusive national social protection policy.

Action	Number	Example
Multi-stakeholder dialogue events organized by the project to improve delivery and monitoring processes.	153 events	Burkina Faso: 8 events and 186 participants (Multistakeholder workshop on the national social protection strategy's programmatic framework [30 participants]; 3 Inter-ministerial Steering Committee on the development of a national social protection strategy [36 participants]; 4 Thematic group workshops on the national social protection strategy [120 persons]).
Multi-year contingency plans and funding strategies drafted or improved.	11	Peru: A proposal for a Comprehensive Unemployment Protection Scheme.
SP programmes designed or reformed which improved their shock-responsiveness.	16	Bangladesh: Employment Retention through Subsidy Disbursement mechanism.
Relevant and country-specific briefs /papers/reports/tools delivered to government and SP stakeholders strengthening SP systems and establishing contingency plans and multi-year funding strategies to run adaptive SP mechanisms.	78	Côte d'Ivoire: Study on capitalization of national support plans for entrepreneurs and workers in the informal economy in response to the COVID-19 pandemic in Cote d'Ivoire.

- 68.** As noted earlier in the Limitations and risks section, due to the large number of countries required to report on their activities under SP&PFM, it was difficult for the evaluation team to estimate independently (qualitatively or quantitatively) the extent to which the overall Programme objectives, expected outputs, implementation strategies and targets had been achieved.
- 69.** Of the A1 final country reports, seven (Angola, Cambodia, Ethiopia, Nepal, Paraguay, Senegal, Uganda) classified their overall delivery assessment as 'highly satisfactory'. This means that implementation of almost all (>80 per cent) outputs have been delivered and almost all (>80 per cent) indicator milestones have been met. One country (Burkina Faso) reported implementation as satisfactory (60-80 per cent of activities implemented). In general, the final reports indicate that most national targets have been met.⁵ For the A1 countries which we examined in detail, our assessment is in line with the self-evaluation for Burkina Faso and Nepal although, given the very difficult context, the self-assessment for Ethiopia looks optimistic.
- 70.** The progress in terms of outcomes will be set out in the Programme final report.⁶ In a number of cases, data is not (yet) available in line with original indicators for the evaluation to take it into account.⁷ In any case, while it is relatively easy to measure outputs, it is much more difficult to measure outcomes and to link these outcomes to SP&PFM's activities. As was suggested in the Evaluability Review, a more qualitative approach to evaluation (e.g., process tracing or most significant change) might have been adopted but this would have had to be planned for from an early stage. A more qualitative approach would better allow an assessment of the impact of

⁵ Some reports do not provide a clear assessment.

⁶ This report had not been validated during the data collection and analysis phase of this evaluation.

⁷ For example, % ratio of the social protection expenditure to the total State budget; Source of funding for social protection; Shock-related impact indicators.

the Programme by, for example, identifying key outcomes and tracing and validating the link between project activities and those outcomes.⁸

Approach 1

71. The table below sets out the A1 countries and examples of some key outputs.⁹

Country	Examples of key outputs
Angola	Establishment of programme-based budgeting and gender-based budgeting. Assessment Based National Dialogue (ABND) to inform the Action Plan within the National Policy for Social Action Strategy.
Burkina-Faso	New National Social Protection 5 Year Strategy drafted. Implementation of the National Social Registry (RSU). Support to the Government to plan for SP financing.
Cambodia	Disability identification system which has led to the identification and registration of over 290,000 PWD/Cambodians. Support for SP4ALL network for CSOs and Tus.
Ethiopia	Promoting social protection as a system and not part of different silos. Strengthening the systems approach to social protection. Designing and using government system to respond to shocks.
Nepal	Disability identification system leading to more objective assessments of a person's level of disability. Implementation of the new Social Security Law. Support for grass-roots social accountability program.
Paraguay	PEFA assessment system developed for social protection expenditure. Implementation of the Social Protection system ¡Vamos! in four territories.
Senegal	Funds reallocated to expand the Vulnerable and Poor Households Program. Multi-country cooperation with France and Belgium to start and expand informal sector SP. Getting all social Ministries to understand the basics of social protection to ensure an aligned approach.
Uganda	The manual and training on social accountability. The close coordination and co-funding of the Uganda Parliamentary Forum on Social Protection (UPFSP). The development of the investment case for social protection.

72. PFM is generally not a topic which is high on the agenda for social protection agencies (governmental or otherwise). Thus, there was considerable preparatory work to do in many A1 countries to show the relevance of PFM in the field of social protection and to involve

⁸ See <https://www.intrac.org/wpcms/wp-content/uploads/2017/01/Process-tracing.pdf> and <https://www.intrac.org/wpcms/wp-content/uploads/2017/01/Outcome-harvesting.pdf>

⁹ In some cases, outputs have also been funded from other sources.

agencies, such as Ministries of Finance, which may not usually engage directly with agencies such as ILO. In addition, technical expertise in relation to PFM in the area of social protection is more limited. In practice, some work on PFM was carried out in most A1 countries. Some examples are set out below. This work was approached on a pragmatic basis depending on expertise in a specific country. In some countries this work was led by ILO and others by UNICEF.

Country	Work on PFM
Angola	The project supported the implementation of Programme Based Budgeting (PBB) including the first ever PBB training for the Angolan government.
Nepal	PFM component heavily features in the Integrated National Framework on Social Protection developed and endorsed by National Planning Commission and currently being considered by Cabinet. Government only borrows for administration costs – not benefit payments.
Paraguay	With the Ministry of Finance in Paraguay, the project supported the development and pilot implementation of a global tool for the evaluation of public finance management in social protection. The tailor-made Course on Public Finance for Social Protection Analysts for the Latin American adapted by the project was officially included in ITC-ILO's regular courses in 2022, offering sustainability to the activity.
Senegal	Work with Ministry of Finance to analyse fiscal space for SP led to the Ministry reducing the fuel subsidy program and reallocating the funds saved to expand the Vulnerable and Poor Households Program. Significant increases in funding for health insurance and cash transfers in current year budget funded by own funds (not donors).

73. Countries which achieved more in the PFM field appear to have been those were the IPs had previous links with Finance and/or where PFM work was already ongoing and/or where Ministries of Finance saw the benefits of engaging spending Ministries on PFM topics. In some countries with EU Budget Support, EUDs could facilitate access to Ministries of Finance and/or they were already engaged on the issues. Access to PFM expertise was also obviously critically important. Countries with GCSPF involvement were more likely to have made more progress on PFM due to its ability to advocate at grass-roots level. Senegal's work in this area stands out.

74. Overall, however, the balance of activities was clearly more on extending social protection and social protection implementation than on PFM issues. While it is almost certainly not a totally accurate reflection of total outputs, the SP&PFM website¹⁰ currently includes 40 studies with a heading 'social protection policies', three with a financing heading, two with budgeting/expenditure review and none (one forthcoming) under PFM.¹¹

¹⁰ <https://socialprotection-pfm.org/knowledge/research/>

¹¹ It also includes six studies concerning the multiplier effect of social protection spending but a number of these relate to countries not part of the Programme.

Approach 2

75. The main activities in the 16 A2 countries are summarised below.

Approach 2 (first)	Focus	Approach 2 (second)	Focus
Bangladesh	Extend social protection, in particular in case of unemployment.	Colombia	Ensuring the social protection system protects the Venezuelan migrant population and Colombian returnees from Venezuela.
Cabo Verde	Extend social protection to groups most affected by COVID-19.	Kenya	Extending social protection to uncovered populations, in particular health and maternity protection.
Côte d'Ivoire	Extend social protection to workers in the informal economy.	Kyrgyzstan	Improve access of PwD to social protection and employment programmes.
Ecuador	Improve the social protection institutional framework in cases of job loss.	Lao PDR	Extend coverage to unregistered workers and small and medium-sized enterprises.
Malawi	Analytical studies to review government revenues and budgets and, exploring different finance mechanisms that could be implemented.	Viet Nam	TA on social budgeting analysis & capacity building on gender sensitive social protection systems.
Myanmar	Introduce unemployment insurance	Zambia	Extend the National Health Insurance scheme to the poor and vulnerable.
Nigeria	Strengthen and expand the National Social Registry.		
Peru	Introduce unemployment insurance.		
Sri Lanka	Support the design and implementation of social protection responses to COVID-19 in tourism sector.		
Togo	Extend social security to informal economy workers.		

76. A summary of the key activities and outcomes can be found on the partner countries page of the Programme website.¹²

77. As set out in the PRODOC, A2 was originally intended to involve on-demand shorter-term advisory services to increase performance as well as domestic financing of social protection policies and to strengthen the synergies between social protection and PFM. However, given the onslaught of COVID, the responses to the calls for proposals had a thematic focus on COVID-19 response and recovery. In some cases, projects seem to have focused on immediate COVID-related issues (Bangladesh, Sri Lanka) but more generally they focused on extending social

¹² <https://socialprotection-pfm.org/partner-countries/>

protection in various areas (unemployment, informal sector). A small number (Malawi, Viet Nam) involved analytical studies of social protection expenditure.

- 78.** The outputs from these projects were generally in the form of reports and studies, and training/capacity building. In Peru SP&PFM produced *“Proposal for the Development and Implementation of the Comprehensive Unemployment Protection Scheme in Peru”* and an actuarial valuation of the costs involved. In Colombia, the barriers limiting the formal hiring of Venezuelan migrants and Colombian returnees were compiled. Subsequently a *“Toolbox for a Colombia with Social Protection for Colombians, Migrants and Returnees”* was launched as an educational tool to raise awareness among territorial officials about the national social security system.
- 79.** In general, the planned activities appear to have been implemented though in some countries (e.g., Viet Nam) some changes were made to the original work plan due to changes in Government priorities. Most final reports state that implementation was ‘highly satisfactory’. A number in the first round (Cabo Verde, Cote d’Ivoire, Malawi, Nigeria, Sri Lanka) report only satisfactory implementation.

Cross-cutting component

- 80.** The original PRODOC envisaged that a proportion of the funding would be dedicated to ‘cross-country activities. This included both administration, monitoring, technical backstopping and the development of new, or the enhancement of, existing tools based on country needs and requests. This was then expanded into a separate cross-country PRODOC. Apart from technical backstopping (activity 1.2), administration, which is discussed under effectiveness of management, and M&E the separate PRODOC identified the following three activities:

Activity	Current status
Activity 1.1: Research on multiplier effects and coordination and backstopping of other research activities.	This uses a methodology developed by the University of São Paulo. It has been applied in 4 countries which formed part of the Programme. The overall findings (which includes some of the Programme countries) have been published as a working paper ¹³ and have been submitted for publication in an academic journal.
Activity 1.3: Further development of the EU SPaN Guidance Package.	Five briefs were published drawing on the experiences of SP&PFM as a contribution to the European Commission’s “Guidance Package on Social Protection across the Humanitarian-Development Nexus (SPaN)”.
Activity 1.4: Support the application and refining of ISPA tools, TRANSFORM and ILO good practice guides.	TRANSFORM, and in particular the module on financing was used in a number of African countries. The CODI, ABND/SPPOT tools (i.e. ISPA tools) were used in Angola, Burkina Faso, Nepal, Paraguay; the ILO resource package guide on extension of SP to informal economy was used in Angola, Burkina Faso, Ethiopia, Nepal, Senegal, Uganda; the ILO Handbook on fiscal space for SP was used in Angola, Malawi, Senegal; the ILO good practices guide on unemployment protection was used in Bangladesh, Ecuador, Myanmar, Peru, Sri Lanka.

¹³ http://www.repec.eae.fea.usp.br/documentos/Cardoso_Carvalho_Lima_Pires_Rugitsky_Sanches_11WP.pdf

- 81.** Several outcomes, e.g. the multiplier study, are potentially important but they have come very late in the overall project timeline and it is not clear that this global work was always closely integrated with work at the national level.

Challenges

- 82.** The main challenges faced by the project (other than COVID) included, at a global level, the complexity of the Programme leading to a high level of management and co-ordination tasks.
- 83.** At a national level, challenges included institutional and contextual factors:
- Initial limited engagement by national partners (e.g. Burkina Faso).
 - Political (including electoral) change and/or unrest and social unrest in a number of countries (Angola, Burkina Faso, Cambodia, Ethiopia, Nepal, Senegal).
 - Climate change events including drought (e.g. Uganda, Ethiopia, Kenya).
 - Availability of experts in some critical areas (e.g. Cambodia, Senegal).
 - Institutional changes and compulsory rotation of staff in key government institutions (e.g. Senegal).
- 84.** Most of these factors were outside the control of the national teams and they had to accept these risks and respond as appropriate.

COVID

- 85.** COVID was a major logistical barrier to SP&PFM's implementation. SP&PFM had only just begun when COVID began to appear with consequent restrictions on travel and meetings and indeed serious health risks in many countries. UN agencies were unable to recruit new staff for a period in 2020 and this had obvious impacts on the ability to commence work. The projects adapted to the new environment with an increase in online working and switching events such as capacity building and training from in-person to on-line.
- 86.** From a policy perspective also, governments were faced with the challenge of COVID and many focussed on a response to the unemployment arising from COVID. In many ways this was positive for the Programme overall as COVID tended to highlight the importance of social protection.
- 87.** There were surprisingly few changes to work plans as a result of COVID, primarily in terms of delaying activities to some extent. A number of countries also provided specific supports to governments in designing and implementing COVID responses. For example, in Senegal the project supported extension of the unified registry (Registre National Unique), which led to improved capacity to identify vulnerable groups affected by COVID-19. In Burkina Faso the project supported a quick analysis of the impact of COVID on workers in the informal sector and vulnerable groups. In Nepal, the project carried out an assessment on social protection responses to COVID-19 with recommendations on policy options.
- 88.** Despite the reducing impact of COVID-19 as SP&PFM progressed, global inflation and commodity price crises brought additional challenges to the social protection sector. Overall, it is a tribute to SP&PFM staff, at all levels, that the programme was implemented with limited delays despite the impact of such a major pandemic.

Social dialogue and tripartism

- 89.** The social partners were actively involved in SP&PFM's implementation, particularly in A1 countries. For example, in Ethiopia and Nepal there was very active participation by both trade

unions and employer associations in the activities to extend social protection into the informal sector. In Senegal there was active trade union involvement, particularly in the proposal to reduce subsidies and use the savings for SP cash transfers. In Uganda and Nepal, the trade union movement was a vehicle for promoting social accountability including at grass-roots level. The participation of WSM in a number of A1 countries made it easier for trade unions to be engaged. In Cambodia, trade unions co-operated with CSOs through the SP4ALL network. In the A2 countries assessed in detail, the social partners were actively involved in Colombia, Peru and Viet Nam (Women's Union).

Mainstreaming of ILO standards and principles

90. ILO standards such as Social Security (Minimum Standards) Convention, 1952 (No. 102) and Social Protection Floors Recommendation, 2012 (No. 202), were basic to preparing work-plans. In Nepal and Ethiopia there were actuarial analyses of the public and private sector social security schemes. Recommendations made covered both the financial sustainability of the schemes, the need to extend coverage and the need to bring the benefits paid up to ILO minimums. In all countries SP&PFM addressed either directly or indirectly the large gap in providing social security to all citizens.
91. In Peru, we found that SP&PFM's intervention strategy, objectives and results were framed under the International Labour Standards that consider provisions against the eventuality of unemployment by developing a comprehensive system with both, contributory and non-contributory mechanism, to provide higher levels of protection in line with of ILO standards and principles, including the Social Protection Floors Recommendation, 2012 (No. 202). The report on a proposed unemployment insurance scheme, for example, refers extensively to Conventions 102 and the Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168), and on Employment Promotion and Protection against Unemployment Recommendation, 1988, No. 176).
92. The impact of COVID showed that in most countries individuals were left to their own devices when a shock struck, highlighting the lack of an effective social protection floor. Consequently, work plans in many countries included activities promoting the need for SP programs to focus on contingencies to reduce the impact of shocks and to start the process of making adequate provision to finance shock-responsive SP programs from the Government's own finances rather than relying on donor support after the shock had occurred. In several countries SP&PFM was also active in promoting adherence to Maternity Protection Convention, 2000 (No. 183), as part of its work done to expand child benefits.
93. The work done to extend social protection to the informal sector considered ILO work done on Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204).

Gender specific analysis

94. Although gender was considered in the design and there was some evidence of gender-inclusion as per specific indicators (e.g. 1.1.2a, 1.1.2b, 1.2.2, 2.1.2, etc.) and associated outputs, there were important missed opportunities to further integrate and mainstream gender equality/inclusion. There were very few stand-alone projects relating to gender carried out.
95. In most countries the expansion of social protection into the informal sector was stated as having an objective of increasing women's participation in social security. However, there were only minor successes in expanding social protection into the informal sector. In Nepal, for instance, there was some success in this area. The Social Security Fund on 31 January 2023 had 388,000 enrolled persons increasing to 800,000 on 30 September 2023. However, 369,000 of

those newly enrolled were migrant workers (45 percent of total SSF enrollees). They are predominantly young males moving to the Gulf states for employment. As this is a very recent development it is too early to know what percentage will actually contribute. Some local governments in Nepal pay the employer social security contribution for informal sector workers. As women generally work in the informal sector it was hoped that this payment of the employer contribution would increase the level of female participation. Again, the scheme is too new to draw conclusions. Similar programs for informal sector social security in Ethiopia and Uganda have also seen new enrollees but they are predominantly male.

- 96.** In Ethiopia a shock-responsive cash transfer was facilitated by SP&PFM for those who lost their livelihood during COVID. Many of these were women. In contrast, in Sri Lanka the temporary benefit on account of COVID was paid in the tourism industry which is traditionally a male dominated industry. One area where pro-female work was done was to provide registration documents in, for example, Burkina Faso and Nepal. Many women are ineligible for SP benefits because they are not able to register for those benefits (e.g. no citizenship documents, lack of marriage certificate etc.). SP&PFM worked to provide access to the on-line registration system in 104 wards in Nepal facilitating the access of thousands of women to the child grant. The single registry programme in Burkina Faso will (when implemented) allow many more women to benefit from social protection programs.

Disability inclusion

- 97.** A number of national projects focussed on disability (see case study at Annex 2). In Cambodia, the project (with additional resources from the EU-funded EU-UNICEF Public Finance Facility Project) supported disability identification and registration. The Disability Management Information System (DMIS) has been fully rolled out, with all Districts and Communes in Cambodia capacitated to identify people with disabilities. Currently the DMIS registers almost 290,000 PwD/Cambodians. They are gradually receiving the disability ID cards to allow them easier access to available services for PwD.
- 98.** In Nepal, SP&PFM worked with National Federation of Disabled-Nepal, the national network of PwD, to empower PwDs, including children, by enabling them to access public services including social protection programs. A study was conducted in 2022 to learn why a large proportion of PwDs were excluded from the Disability Grant Allowance program. Lack of required documents, particularly Disability Identity Cards, was found as the basic cause of restricting access to social protection. Based on this finding, SP&PFM advocated to create a conducive environment for PwD's to acquire Disability Identity Cards. Moreover, in ten municipalities, SP&PFM supported local governments to provide disability identity cards at the doorsteps of rights holders.
- 99.** A delegation from Nepal visited Cambodia to learn of its experience with PwD. As a consequence, Cambodia's DMIS system was adapted to the Nepali situation. The combination of DMIS and Identity Cards now means that the subjectivity of disability assessments by local officials has been reduced and eligible beneficiaries now receive the appropriate benefit. This is discussed in more detail in the case study (Annex 2).
- 100.** There was considerable advocacy work done in respect of disability. The project steering committees usually had a National Disability CSO participating.

Environmental sustainability

- 101.** Slow Onset Events (SOE's) include sea level rise, increasing temperatures, ocean acidification, glacial retreat and related impacts, salinization, land and forest degradation, loss of biodiversity and desertification. They can undermine ongoing poverty reduction efforts and

increase the demand for social support. Gradual environmental changes such as desertification, sea level rise and loss of biodiversity are key drivers of multidimensional poverty and social marginalization. The latter are root factors shaping the vulnerability of people in need of social protection. SOEs can bring new risks not covered by existing social security policies and programmes, and place social groups that are not targeted by current social assistance mechanisms at risk of poverty, increasing beneficiary caseloads.

- 102.** All SP&PFM countries were either coping with, or recovering from, the impact of COVID. COVID was a shock and was a test of countries' shock responsive SP programs. However, the heavy focus on COVID meant that there was little opportunity to address the longer-term SP consequence of SOE's. However, in Eastern Africa, SP&PFM worked with Governments to address the impact of drought and climate disasters e.g. the grasshopper plague in Kenya and Uganda so as to relieve some of the financial pressures on rural communities. In Senegal as part of SP&PFM's work on fiscal space, the Government agreed to reduce fuel subsidies and transfer the savings across to the national cash transfer scheme thereby possibly reducing carbon emissions whilst reducing poverty.
- 103.** However, although the Programme work was relevant to environmental issues, one could not say that the Programme overall was environmentally focussed.

Advocacy

- 104.** In all SP&PFM countries advocacy was a major activity. A well-developed national social protection system is of little use if the population doesn't know of its availability. The advocacy work under SP&PFM was not just limited to publicizing the social security scheme, although in Nepal's case this was extremely pertinent as the launch of the scheme coincided with the start of SP&PFM. Other areas that were the focus of advocacy activities included work to promote the rights of persons with disabilities in almost all countries, promoting registration programs in Burkina Faso, Cambodia and Nepal and promoting shock responsive responses to COVID in Ethiopia and Sri Lanka.
- 105.** During the evaluation, we noted that the countries with the biggest advocacy programs were those with GCSPF involvement. This is probably a direct consequence of the funding made available to them. The most interesting part of the advocacy work done by GCSPF was that in relation to social accountability in Uganda and Nepal. The ILO tends to concentrate its support primarily at national government level, while UNICEF, to a lesser extent, follows a similar focus. Rarely do they extend their attention to all levels of government across a country, and engaging at grassroots level is an even more sporadic occurrence. If social protection is to be expanded to all levels of a country, there has to be demand generated by the future beneficiaries. There needs to be as much a bottom-up approach as a top-down approach. GCSPF was able to connect with the grassroots with town hall meetings, developing communication programs and training grass-roots officials on the need to effectively and efficiently monitor social protection delivery. Additionally, within the broader context of advocacy, it is crucial to emphasize the role of social accountability, which relates to access to information for all citizens and the formal mechanisms that individuals or collectives can use to provide feedback on the quality of social protection delivery and see their grievances redressed (ex. complaint mechanisms). This perspective is illustrated by work undertaken in Cambodia, for instance, where a research report on these mechanisms and recommendations to improve them was submitted to the government. A case study on GCSPF's work on social accountability is presented in Annex 2.

Effectiveness of management arrangements

<p>Effectiveness of management arrangements</p>	<ul style="list-style-type: none"> • Did the Programme receive adequate political, technical and administrative support from (a) its national partners, (b) the ILO, (c) UNICEF, (d) GCSPF and (e) EC-INTPA? • How effective were the Programme coordination and management arrangements? • Were partners timely in reporting when things were not going well? Was there enough open space for them to do this and how was it responded to? • Were administrative modalities adequate to facilitate good results and efficient delivery of the programme? Is the programme’s management approach perceived positively by ILO, UNICEF and GCSPF technical units and implementing partners? Is there a clear understanding of the roles and responsibilities by all parties involved? • How effectively did the Country Offices, Regional Offices, Decent Work Teams and ILO and UNICEF HQ departments co-ordinate and complement each other in timely delivery of programme outcomes? What was the level of coordination and collaboration achieved with the ILO, UNICEF and GCSPF field experts? • What were the partnership arrangements in the implementation of the Programme at various levels, national, regional and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships and how can they be improved? To what extent has the programme leveraged partnerships (with constituents, national institutions, International Financial Institutions and UN/development agencies) to support constituents? • How effectively did the Programme management monitor and report on performance and results? Was relevant information and data regularly collected and analysed to feed into management decisions? • To what extent did monitoring and reporting mechanisms allow project teams and stakeholders to have an overview of progress achieved and to make adjustments during the project cycle? • To what extent did the Programme leverage partnerships (with governments, social partners, civil society, other national institutions and other UN/development agencies) that enhanced its relevance and contribution to priority SDG targets and indicators? (Explicitly or implicitly). • Has cooperation with the Programme’s implementing partners been efficient? How strategic are the implementing partners in terms of mandate, influence, capacities and commitment? • Despite delays in the mid-term evaluation of the Programme, to what extent did the Programme consider the findings and was it able to implement the recommendations within the remaining duration of the Programme?
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106. Unsurprisingly, such a large-scale and complex Programme involved very considerable administrative inputs. It appears that all three IPs initially underestimated the work involved. It was reported to us, that had COVID not delayed activities it was unlikely that project implementation would have been effective. Once the ILO project management unit was established, this facilitated the implementation of the Programme and in general implementation appears to have been effective and efficient. Feedback about the day-to-day administration of the Programme from a national level was positive.

- 107.** There were some issues relating to the flow of funds. In some countries, activities had to be pre-funded by the IP HQ. However, that was probably due to issues relating to reporting timelines and subsequent delays in EU approvals. A number of countries noted that EU timeframes and their host organisation timeframes coincided. This meant extra pressure on project staff to meet deadlines. Inevitably preference was given to host organization deadlines meaning delays in reporting to, and getting approval from, the EU.
- 108.** Another issue raised was that the three month no cost extension was not sufficiently long in A1 countries. The fact that when this evaluation took place there were still activities being finalized was given as an indication that the extension was not long enough.
- 109.** The programme's management approach was perceived positively by ILO, UNICEF and GCSPF technical units and implementing partners. In terms of technical support, it would appear that the IPs provided appropriate technical support (e.g. inputs to training or capacity building, technical backstopping). However, the considerable work involved in administration appears to have led to less focus on issues such as M&E and the cross-cutting component of the project.
- 110.** Interestingly many EU Task Managers were less than enthusiastic about the management arrangements. Their involvement varied from country to country from being heavily involved on the steering committee to being almost sidelined in the management of the program. Many felt that the central EU office communicated to them about SP&PFM long after the time had passed for any of their comments to be included. There were similar discussions during this evaluation about what role the Task Manager would play in the submission of final reports. Although the relationships between ILO Country Offices and EU Delegations were generally positive, there was some variability in terms of the quality and efficiency of coordination and communication, depending on the project country.
- 111.** Thus, we conclude that the Programme – perhaps with some delay - received adequate political, technical and administrative support and that administrative modalities were adequate to facilitate SP&PFM's good results and efficient delivery. However, we consider that all IPs originally underestimated the level of optimal management input required and continued to do so albeit to a lesser extent.
- 112.** In relation to M&E, SP&PFM ended up with a very complex M&E framework involving varying targets/indicators at national level (which were not always very clearly reported on by national teams) and global indicators/targets which required national data. Considerable work was involved in collating this data and it appears that that this was somewhat slow and was not always useful from a management perspective.
- 113.** The Programme Steering Committee involving EU and the IPs met 3-4 times per year in 2020–2022 and once in 2023. The Committee reviewed progress and discussed administrative issues such as the calls for Approach 2 countries and the no cost extension. The Committee appears to have worked effectively although it did not necessarily resolve issues where the donor and IPs had different perspectives.
- 114.** An advisory board, composed of experts, development partners and representatives of the International Trade Unions Congress (ITUC) and the International Organisation of Employers (IOE), was established to provide technical guidance. It does not appear to have been very active (three meetings, one per year in line with its terms of reference) although, in addition to meetings, engagement also took place via emails where the advisory board was asked to review or give their feedback.
- 115.** Overall, SP&PFM's coordination and management arrangements were effective in terms of facilitating the ongoing operation of this large and complex Programme in 24 countries. This

was a considerable achievement. They were less effective in overseeing the research aspects of the cross-cutting activities and in monitoring and evaluation and reporting.

- 116.** On the EU side, co-ordination between INTPA and EUDs was limited and, in most countries, EUDs had limited involvement in project management. EUDs suggested the fact that the reporting cycle and management was centralised meant that they had little input into specific SP&PFM activities at national level. Some said that they were not always involved in project meetings and that they did not receive any activity report directly from the project. By the time they did receive them, it was too late to have any impact. However, in Paraguay, EUD was very closely involved in the project implementation and held monthly meetings with the key stakeholders. Uganda has a social protection donor group representative of all donors in the sector. During the life of SP&PFM, the EU chaired this group. As such the EU Task Manager felt that there could have been greater pressure brought to bear on the Ministry of Finance to support SP in the country rather than allow those who saw SP as a “hand-out” to prevail. This is clearly an area to be addressed in future EU-funded work.
- 117.** There was a myriad of inter-relationships under the project. In this section we address those between the Implementing Partners – EU, ILO, UNICEF and GCSPF. For all A1 countries the team leaders spoke with centre officials of the EU, ILO and UNICEF in the eight A 1 countries and with EU and ILO in the A2 countries. They also spoke with GCSPF Global Representatives and the leader of the coalition’s partners in each of the four A 1 countries where they operated.
- 118.** At the central level, the partners worked in close concert with each other, keeping each other informed of progress and jointly resolving issues as they arose. The cooperation at country level was even closer although there was a general principle that the ILO focussed on contributory SP, UNICEF on non-contributory SP and GCSPF on advocacy. As required the three partners came together to resolve issues constructively. The best example of this in each country was the willingness to adapt planned activities when COVID first struck.
- 119.** Similarly, the relationship between the implementing partners and the beneficiaries, especially Government Ministries responsible for SP, Government Agencies and CSO’s working in the field was one of great appreciation. As stated before, the timing of the interventions under SP&PFM could not have been better from a Government’s and CSO’s perspective. However, in several countries, SP&PFM appears to have failed to gain a foothold with the Ministry responsible for budgeting although in several countries, e.g. Ethiopia and Nepal, the work done with the Ministry responsible for budget execution is still under consideration.
- 120.** The Programme worked with other DPs although this varied from country to country. In Burkina Faso, for example, the ILO and UNICEF participate in the Group of Technical and Financial Partners on Social Protection, led by the World Bank which brings together the main external partners involved in the field of social protection (WFP, FAO, European Union, etc.).
- 121.** In relation to the MTE, the findings of the evaluation were considered in detail by the IPs and a summary of their responses to the significant number of recommendations is set out at Annex 3.

Efficiency

<p>Efficiency: How well are resources being used?</p>	<ul style="list-style-type: none"> • Have the Programme’s funds and outputs been used appropriately and delivered in a timely manner? • Is there evidence of cost-effectiveness and value for money in the Programme’s implementation and management?
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	<ul style="list-style-type: none"> • What time and cost efficiency measures could be introduced to improve the achievement of results? • To what extent has the Programme leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results? • Has the Programme implementation benefited from the ILO, UNICEF and GCSPF's technical resources and international experiences and in what ways? • How did the programme contribute to the EUs overall country strategy? Did EU country relations impact the programme's efficiency?
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122. Data have been provided in relation to allocations of €21.2M as set out in the table below. The financial information is only indicative and based on estimates as the final report is not yet available. The information provided does not constitute a financial report.

► **Table 3. Financial information**

	ILO			UNICEF		
	Allocated	Expended	%	Allocated	Expended	%
Global/Programme	2 178 487	2 107 419	96.7	814 282	811 946	99.7
A1 countries						
Angola	894167	897468	100.4	785465	780477	99.4
Burkina Faso	796531	789858	99.2	759992	762117	100.3
Cambodia	802203	796974	99.3	779306	779306	100.0
Ethiopia	833864	854530	102.5	818967	818786	100.0
Nepal	875306	872034	99.6	766107	762636	99.5
Paraguay	818 080	795 419	97.2	760 683	757 552	99.6
Senegal	805 309	802 794	99.7	806270	806 036	100.0
Uganda	858 077	872 973	101.7	803458	803 395	100.0
A2 countries	4 371 530	4 332 877	99.1	n/a	n/a	
Indirect costs	926 512	894 558	96.6			
Total	14 160 067	14 016 904	99.0	7 094 529	7 082 251	99.8

123. On the basis of the financial information provided, expenditure (which includes both incurred and committed expenditure) is very close to 100 per cent of allocation, with only limited variation in the different countries.

- 124.** On the basis of our extensive interviews and document review, it would appear that the Programme's funds and outputs were used appropriately and generally delivered in a timely manner. SP&PFM was able to deliver a high proportion of planned activities despite the COVID pandemic and while there have been some delays and rescheduling due to COVID, this does not seem to have impacted significantly on delivery. The Programme has been able to call on high quality technical support and to use human resources in an appropriate manner. Overall, we conclude that the Programme has delivered results in an economic and timely way.
- 125.** Given that ILO does not have a formal measure of cost-effectiveness and value for money in SP&PFM's implementation and management, it is difficult to make a formal conclusion but there is nothing to suggest that implementation has not been efficient.
- 126.** One limitation on efficiency in the implementation of a UN multi-stakeholder project such as SP&PFM is that the UN system does not allow joint budget management. Accordingly, resources had to be allocated separately to ILO and UNICEF and this made joint (as opposed to coordinated) activity more difficult at country level.
- 127.** It is unclear whether SP&PFM *per se* leveraged new, or repurposed existing, financial resources to mitigate COVID-19 effects or otherwise. However, as noted elsewhere, the IPs often combined funding from different projects to implement specific activities. For example, in Cambodia, implementing the disability identification work was funded by a number of different sources including SP&PFM. In Burkina Faso, the project was closely linked to existing initiatives within the framework of other projects supported by different partners including a project financed by the Kingdom of Belgium and implemented by the ILO, the National Social Safety Net Program with the World Bank, the Monetary Transfers for Security project food and nutrition, the social safety nets, health and nutrition in urban areas project, and the child-sensitive social protection project. To be clear, we would see this as entirely positive and enhancing capacity to implement specific activities and increasing coherence between different projects rather than spending small amounts of money of unrelated activities. It is, of course, a matter for the funders to ensure that this leads to added value.
- 128.** SP&PFM's work both at global and national level benefited from ILO, UNICEF and GCSPF's technical resources and international experiences. In Ethiopia, Nepal, Peru and Myanmar, ILO supported actuarial reviews of the costing of social security benefits, an issue requiring high level of technical expertise. Similarly, Senegal had a large PFM study that led to reallocating funds from fuel subsidies to cash transfers.
- 129.** SP&PFM contributed, to a certain extent, to an emphasis on social protection as part of the EU's overall country strategy. In Paraguay, where the EUD was very actively involved in supporting the national implementation while in Angola, it is funding a further social protection project which will work with the social insurance agency. As discussed, (under Effectiveness), the involvement of EUDs in most countries was limited and there is no evidence that the limited EU country relations impacted SP&PFM's efficiency in most countries, either positively or negatively.

Impact and Sustainability

<p>Impact and Sustainability: were there benefits and will the benefits last?</p>	<ul style="list-style-type: none"> • Is there any visible progress towards impact? What are the most significant elements to date that have influenced this? <ul style="list-style-type: none"> ◦ What are the realistic long-term impacts of the Programme in terms of enhancing institutional capacity and the extension of social protection? ◦ To what extent has the Programme made a significant contribution to broader, longer-term development impact in the countries it was implemented in? • To what extent did the Programme address the needs of workers in the informal economy, migrant workers, refugees and internally displaced persons and would likely have long term positive effects on national priorities? • To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the SDGs and relevant targets? (Explicitly or implicitly)? How well have contributions to different SDGs been measured? • What are areas where further reinforcement of the Programme achievements would be needed? How could the EU develop A more programmatic approach? • Has the IPs' COVID-19 response action contributed / is likely to contribute to intended outcomes on supporting strengthened national social protection systems, aligned with relevant International Labour Standards? • What are the main risks for sustainability of the Programme and what are the immediate actions/interventions by the implementing partners and donor to ensure that the achievements of the Programme can be met and sustained? • To what extent has it been possible to achieve tripartite involvement during implementation? Has this led to increased ownership of the Programme? • To what extent has the Programme engaged with stakeholders other than national constituents, such as other UN agencies, EU Delegations, EU MS, and civil society, for sustainable results? • What are the possible long-term effects on gender equality and inclusion of persons with disabilities?
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Impact

130. As the 2017 ILO “High-Level Evaluation of Social Protection” (HLE SP) work pointed out, it is often difficult to measure impact on a project such as this. As the HLE SP (p. 59) concluded ‘it is often not possible to establish causal relationships between ... project activities and aggregated datasets at national level’.¹⁴

131. In SP&PFM’s case there are, however, specific activities where a significant impact can already be seen. For example, the support for disability identification in Cambodia has led to almost 290,000 people being identified and registered with the relevant authorities (albeit that funding from this Programme was not the only input to that process). Similarly, nearly 200,000 PwD now receive a red or blue disability card in Nepal. The Social Security Fund in Nepal, whose launch coincided with the launch of SP&PFM, now has 18,000 participating employers in the scheme with 800,000 enrolled members.

132. Much of the project work – including that in relation to PFM – related to training and capacity building. Here it is more difficult to trace the impact. As set out earlier, over 1,500

¹⁴ Independent Evaluation of the ILO Strategy and Actions for Creating and Extending Social Protection Floors 2012–2017, ILO, September 2017.

government officials, plus workers' and employers' representatives and CSO representatives, were trained by the Programme but unfortunately there was not a systematic ongoing evaluation of these events (e.g. participants might have been asked to complete an evaluation form).

- 133.** However, data has been provided on two recent regional training events, with respectively 6 countries from Asia and 8 countries from Africa, which shows that the vast majority of parameters were scored as very high. In Hanoi, Viet Nam, the majority of the training indicators received high scores (all above 79 per cent marks of 4 or 5) and were in line with the benchmarks set by the ITCILO. Participants scored highly the interaction and learning from other participants, the appropriateness of the materials and the learning methods used during the workshop (all were rated as 4.4 out of 5, on a par or above the ITCILO benchmarks. In Dakar, Senegal, scores were also very high with a rating between 4 and 5, by over 80 per cent of all participants. Questions regarding the value of the learning to participants, with regard to future applications and the benefit to their institutions, were scored especially high (both on the 4.5 mark) by almost 90 per cent of all participants.¹⁵
- 134.** In Cambodia, one of SP&PFM's key activities was to support a network which brings together CSOs and trade unions to advocate for social protection. When SP&PFM began about 6 CSOs worked together on social protection issues. During the inception phase, an informal network of TUs and CSOs was brought together, counting over 20 members. All actors decided to create only one network, SP4ALL, funded by various projects. By SP&PFM's end SP4ALL had 20 core members including national and international CSOs and trade unions (with a further 10 organisations who are less fully involved). Several of the 20 are themselves networks so that in total a wide range of CSOs are included. In 2022, the Cambodian National Social Protection Council officially established national coordination mechanisms, allowing the participation of some civil society organizations and providing new opportunities for engagement. Five members of SP4ALL were officially appointed as core members under the national coordinating mechanisms.
- 135.** In Uganda a major SP&PFM activity was to revive the Social Protection Platform Uganda (SPPU). SPPU was created in 2007 by donors but was dying as donors left the country or focussed away from SP. SP&PFM worked to reinvigorate SPPU. Now it is a leading SP advocate with 75 participating organisations. Also in Uganda SP&PFM supported the Uganda Social Protection Parliamentary Forum, a lobby group of MPs who managed to revoke planned SP cuts in the 23/24 budget.
- 136.** In several cases, there were learning exchanges that were highly regarded by participants. Mention has been made of the visit by Nepalese to Cambodia with the consequent adaptation of Cambodia's DMIS to the Nepalese situation. Ethiopian and Ugandan officials (both A1 countries) travelled to Zambia (an A2 country) to see first-hand how Zambia administers its social protection scheme for the informal sector. There were also exchanges between Senegal and Kenya.
- 137.** In the A2 countries, as one might expect given the small funding and short duration of the projects, the impact was more limited. However, in Sri Lanka, a temporary fund for hospitality workers was created when the Easter Sunday attacks and COVID dried up the tourism industry. It is hoped that this experience will be turned into a formal unemployment

¹⁵ Regional Training on Social Protection and Public Finance Management, Viet Nam, June 2023 and Senegal, September 2023.

programme. In Peru, the UI proposal has been presented at the Congress' Labour and Social Security Committee for evaluation and discussion. The detailed assessment of a proposed unemployment insurance scheme contributed to the national debate although, at the time of writing, officials interviewed indicated that the issue is yet to achieve endorsement by the National Council for Labour and Employment Promotion (CNTPE). There is no evidence to show that the UI debate will achieve the CNTPE endorsement within the next 6 months nor that it is on the current national agenda.

- 138.** The Programme addressed the needs of workers in the informal economy in many countries (e.g. Angola, Cambodia) and seems likely have long term positive effects on national priorities. The needs of migrant workers, refugees and internally displaced persons were addressed in some countries but to a more limited extent (e.g. Colombia) but the impact of this work is unclear. The actuarial analyses done in Ethiopia and Nepal considered the need to expand social protection into the informal sector. As mentioned before, there was great interest in the informal sector experience of Zambia shown by both Ethiopian and Ugandan officials.
- 139.** It is perhaps too early to say whether the COVID-19 response actions which SP&PFM supported have contributed, or are likely to contribute, to long-term outcomes on supporting strengthened national social protection systems, aligned with relevant International Labour Standards. COVID certainly contributed to an increased appreciation of the role of social protection but whether this will wash out over time remains to be seen.
- 140.** At a global level, most of the outputs (multiplier study, SPaN briefs) were finalized relatively late in SP&PFM's life or even after its formal closure. There is limited evidence that these have had a significant impact to date. The future impact will depend on the extent to which they are communicated and prove useful. The multiplier study, for example, provides interesting evidence that spending on social protection can have positive macroeconomic effects. Similar findings have been produced in a recent review by the World Bank (Gassmann et al., 2023).¹⁶ However, in order to impact policy, such findings will need to be communicated in a coherent and sensitive manner to a wide range of agencies. As Gassmann et al point out 'an excessive dose of advocacy, as opposed to a balanced interpretation of the evidence, ... may detract from a genuine understanding of the pros and cons of cash'.

Sustainability

- 141.** SP&PFM is now complete but had no specific exit strategy. Activities conducted in the A1 countries will continue, but it is unlikely that there will be the expansion that would have been hoped for when SP&PFM was designed. As noted elsewhere, there was a high degree of coherence with other IP activities and other sources of funding may help sustain the work initiated by SP&PFM. UNICEF have staff in place and are likely to continue working on many of SP&PFM's activities. ILO staffing at country level is more dependent on project funding but it seems likely that, where there is an ILO country office, work will continue on many of the issues addressed in this project.
- 142.** In some A1 countries, funding has been obtained for future social protection projects which may help to carry forward SP&PFM's work. However, it is not always clear that this will happen. For example, in Angola, the EU has provided funding for a new social protection project which it is hoped will carry forward some of the activities. However, the new project focuses on

¹⁶ F. Gassmann et al., *Is the Magic Happening? A Systematic Literature Review of the Economic Multiplier of Cash Transfers*, Policy Research Working Paper 10529, World Bank.

social insurance rather than social assistance, with a different government agency. It is somewhat unclear how much continuity there will be from SP&PFM. In Nepal a Women's Empowerment project recently began. As part of that project the ILO will work on social protection for women, primarily those in the informal sector. The Global Accelerator on Jobs and Social Protection for Just Transitions may also provide an opportunity at country level to continue the work of the Programme (e.g. Angola, Cambodia, Nepal, Paraguay).¹⁷

- 143.** In some countries, political violence, or coups (Burkina Faso, Ethiopia) have made social protection activities harder to sustain, or halted them, such as in Myanmar. In other countries, new political priorities (e.g., Paraguay) mean that it is less clear how sustainable SP&PFM activities will be in the future. However, in other countries, climate shocks are creating more demand for SP changes. In Nepal it is expected that the SP framework developed by the National Planning Commission with SP&PFM's help will be endorsed and just after SP&PFM ended there was a positive development in Burkina Faso with the stalled national SP strategy being considered by Cabinet.
- 144.** In some Approach 2 countries, SP&PFM's outputs will be taken forward (e.g., Peru).¹⁸ Those we spoke to in Sri Lanka were hopeful that a sustainable unemployment insurance scheme covering all sectors will be established in the near future. In others, there appears to be less prospects of sustainability. In Kyrgyzstan, for example, there is currently little activity due to a lack of staff (no ILO country office) while in Colombia, although there is a current project to *Provide migrants and refugees from Venezuela with access to decent jobs in host countries in Latin America and the Caribbean*, there appear to be few links to the SP&PFM project.
- 145.** There are plans to take forward some global outputs such as the multiplier study both through the Global Accelerator and USP 2030 (Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals).¹⁹ However, we recommend that the EU and IPs should each review the global outputs (and any national outputs which might be transferable) to ensure that these are appropriately integrated into their ongoing work.
- 146.** The main risks for the sustainability of SP&PFM are the capacity for the beneficiaries, particularly in A1 countries, to implement the activities undertaken. SP&PFM produced many reports and recommendations but few of these have progressed beyond this phase. The actuarial analyses in Ethiopia and Nepal are an example. At this point of time, these recommendations have not been adopted by the respective Governments. If they eventually agree to the recommendations, it is unlikely that their civil services will have the resources, including human resources, to implement the necessary reforms. A similar situation exists with respect to the proposals to turn short-term COVID support payments into a long-term unemployment insurance scheme. We are also sceptical of the capacity of CSO's to continue to advocate for social protection at the grass-roots level without ongoing support. All these programmes were unlikely to be fully embedded into national policy over SP&PFM's three-year period.
- 147.** Actions and/or interventions by the implementing partners and/or donors to ensure SP&PFM's achievements could be met and sustained would need to have been planned 18

¹⁷ <https://www.unglobalaccelerator.org/>

¹⁸ In Peru, the UI issue has been included in the National Policy for Decent Employment Policy (2021), but also in the National Policy for Social Inclusion (2022). The possibility of implementing an UI for fishing workers in a context of the country's recession and industry's disruption because of the "El Niño" phenomenon is currently being evaluated.

¹⁹ <https://usp2030.org/>

months ago at least. Ideally to embed the work, a SP&PFM 2 would have been launched to achieve a more programmatic approach. The ILO has moved onto the Global Accelerator programme whose prime focus is job creation and extension of social protection but the Flagship programme is still providing technical support in some countries. The EU is proposing to work on digital convergence. Together these raise the risk that some aspects of SP&PFM's work will not be brought to a logical conclusion. The fact that few Ministries of Finance have embraced the PFM recommendations may also lead to Government inertia in times when public finances are severely stretched.

- 148.** As discussed under Effectiveness, it was possible to achieve tripartite involvement during SP&PFM's implementation and in some countries (e.g. Cambodia), trade unions have played an important role in advocating for social protection. This has led to increased ownership of SP&PFM. ILO is still working in Cambodia through other projects and with social partners and this continuing support may provide extra positive outcomes from SP&PFM's initial impetus. SP&PFM also engaged with stakeholders other than national constituents, such as other UN agencies, other DPs and civil society, for sustainable results. However, this tends to be on a case-by-case basis and it is not clear that there has been a major impact on sustainability.
- 149.** Even given the relatively large size of this Programme, €23M is relatively small in the context of the SDGs and relevant targets at a global level. However, it is clear that the SP&PFM's impact is likely to be positive in terms of social protection coverage and SDG targets at a national level (e.g. Cambodia and Nepal disability identification, Nepal social security and Senegal health insurance).
- 150.** Given the significant impacts in the field of disability (e.g., in Cambodia and Nepal), this has the potential to be used as good practice in other countries and to inform policy going forward. Similarly, delegates from Uganda and Ethiopia spoke highly of the Zambian experience on informal sector social protection.
- 151.** Given our conclusions in relation to the gender impact of the Programme, this is less the case in relation to gender equality.

► 6. Conclusions

152. The conclusions that follow are based on the methodology set out above. The evaluation adopted a mixed methods approach, collecting and analyzing both quantitative and qualitative data and utilized case studies. This allowed for triangulation of information to increase the validity and rigor of the evaluation findings. Overall, we conclude that SP&PFM was able to implement a very wide range of activities and a significant proportion of the activities originally planned (as discussed in previous sections). Given the complex nature of the project and, in particular, the fact that its initial implementation phase began during the COVID pandemic, this required considerable ability and commitment from the IPs and their staff at global, regional and national levels.

Relevance

153. Overall, SP&PFM was very relevant to all stakeholders. Almost all those interviewed confirmed that it was very relevant to their work. This applied to the IPs and at global and national level.

Programme design

154. SP&PFM's design and intervention logic was realistic and appropriate, particularly in relation to the pre-selected Approach 1 countries and the cross-cutting activities. The combination of a top-down programme with clear strategic objectives, including bringing in aspects of PFM (which in a social protection context is relatively novel) and the bottom-up demand led design worked overall although it made for a somewhat complex and diverse programme. Given the demand-led approach at national level, activities necessarily reflected country priorities and varied significantly depending on the country context. We conclude that overall, there was coherence (rather than pressure) between a global thematic programme and a series of country projects approach tailored naturally to the country's context.

Coherence

155. There was a high level of compatibility of SP&PFM interventions with other SP interventions in each country. Because SP&PFM's national projects were designed by the IPs (who were very active in the countries involved) in conjunction with the national stakeholders and the fact that they were approved by a steering committee with government representatives, the national projects were designed to be coherent with other SP work that was going on in the country. In particular, the IPs often included activities in this project which were also co-funded (either at the time or later) by other social protection projects thereby increasing the funding available and ensuring coherence.

Effectiveness

156. Overall, the Programme has implemented a very wide range of activities and has achieved the majority of planned activities. In general, persons interviewed at a national level suggested that 90 per cent or more of activities had been implemented. Of the A1 final reports, seven (Angola, Cambodia, Ethiopia, Nepal, Paraguay, Senegal, Uganda) classified overall delivery assessment as 'highly satisfactory'. This means that Implementation of almost all (>80 per cent)

outputs have been delivered and almost all (>80 per cent) indicator milestones have been met. One (Burkina Faso) reported implementation as satisfactory (60-80 per cent of activities implemented). In general, the final reports indicate that most national targets have been met. For the A1 countries which were examined in detail, our assessment is in line with the self-evaluation for Burkina Faso and Nepal although, given the very difficult context, the self-assessment (above) for Ethiopia looks optimistic.

- 157.** The progress in terms of **outcomes** is set out in the monitoring and evaluation framework. In a number of cases, data is not (yet) available in line with original indicators. In any case, while it is relatively easy to measure outputs, it is much more difficult to measure outcomes and to link these outcomes to SP&PFM's activities. As was suggested in the Evaluability Review, a more qualitative approach to evaluation (e.g., process tracing or most significant change) might have been adopted but this would have had to be planned for from an early stage.

Effectiveness of management arrangements

- 158.** Unsurprisingly, such a large-scale and complex Programme involved very considerable administrative inputs. It appears that all three IPs initially underestimated the work involved. Once the project management unit was established in the ILO, this facilitated SP&PFM's the implementation, which in general appears to have been effective and efficient. Feedback about the day-to-day administration of the Programme from a national level was positive.

Efficiency

- 159.** On the basis of the financial information provided, expenditure (which includes committed expenditure) is very close to 100 per cent of allocation, with only limited variation under different subheads.
- 160.** On the basis of our extensive interviews and document review, it would appear that the Programme's funds and outputs were used appropriately and generally delivered in a timely manner. As discussed above, SP&PFM was able to deliver a high proportion of planned activities despite the COVID pandemic. Whilst there were some delays and rescheduling due to COVID, this does not seem to have impacted significantly on delivery. The Programme was able to call on high quality technical support and to use human resources in an appropriate manner. Overall, we conclude that the Programme has delivered results in an economic and timely way.

Impact

- 161.** As stated previously it is often difficult to measure impact on a project such as this. However, we can see some significant impacts from SP&PFM's work particularly in A1 countries. The support for disability identification in Cambodia led to almost 290,000 Cambodians receiving a disability payment, with Nepal using a similar process for making payments to nearly 200,000 PwD there. The Social Security Fund in Nepal, whose launch coincided with the launch of SP&PFM, now has 18,000 participating employers in the scheme with 800,000 enrolled members.
- 162.** In the A2 countries, as one might expect given the small funding and short duration of the projects, the impact was more limited. However, in Sri Lanka, a temporary fund for hospitality workers was created when the Easter Sunday attacks and COVID dried up the tourism industry. Those we spoke to in Sri Lanka were hopeful that a sustainable unemployment insurance programme covering all sectors will be established in the near future."

Sustainability

- 163.** The sustainability of SP&PFM varies across different countries, and is influenced by factors such as funding, country presence of Implementing Partners, political stability, and changing priorities, with varying levels of continuity and challenges in the different countries.
- 164.** In some A1 countries, the continuation of activities initiated by SP&PFM is anticipated, with evidence of certain countries having secured funding for future social protection projects, which could help sustain the progress made under SP&PFM. UNICEF and ILO have an established presence in these countries. UNICEF, in particular, are likely to continue to work on many areas begun under SP&PFM. For ILO, this is also likely, especially in those countries where there is an on-going ILO presence. The Global Accelerator on Jobs and Social Protection for Just Transitions may also provide an opportunity at country level to continue the work of the Programme (e.g. Angola, Cambodia, Nepal, Paraguay).²⁰
- 165.** In other countries, political instability and changed political priorities have created uncertainty regarding the future sustainability of SP&PFM activities.
- 166.** In some approach 2 countries, SP&PFM's outputs will be taken forward (e.g., Peru). Those we spoke to in Sri Lanka were hopeful that a sustainable unemployment insurance scheme covering all sectors will be established in the near future. In other countries, there appears to be less prospects of sustainability.
- 167.** At a global level, there are plans to take forward some of the global outputs such as the multiplier study both through the Global Accelerator and USP 2030 (Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals).²¹ However, we recommend that the EU and IPs should each review the global outputs (and any national outputs which might be transferable) to ensure that these are appropriately integrated into their ongoing work.

Cross-cutting issues

- 168.** In relation to cross-cutting issues of social dialogue, international labour standards, gender and disability inclusion:
- i) The social partners were actively involved in SP&PFM's implementation, particularly in A1 countries.
 - ii) ILO standards such as Social Security (Minimum Standards) Convention, 1952 (No. 102) and Social Protection Floors Recommendation, 2012 (No. 202) were drawn on in the design and implementation of the Programme.
 - iii) Although gender was considered in the design, there were important missed opportunities to further integrate and mainstream gender equality/inclusion.
 - iv) A number of national projects focussed on disability (see case study at Annex 2).

²⁰ <https://www.unglobalaccelerator.org/>

²¹ <https://usp2030.org/>

▶ 7. Lessons Learned and Emerging Good Practices

Lessons Learned

- 169.** One of the purposes of evaluation is to improve project or programme performance and promote organizational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact.
- 170.** This section identifies five lessons learned, two in relation to the format of the Programme, two concerning more policy-related issues and one an implementation issue. These are expanded upon in Annex 4.

Lessons related to the format of the programme:

- **Lesson learned 1:** Governments are often more open to working with UN agencies than with private sector companies.
- **Lesson learned 2:** Although gender was considered in the design and there was some evidence of gender-inclusion as per specific indicators and associated outputs, there were important missed opportunities to further integrate and mainstream gender equality/inclusion.

Policy-related lessons

- **Lesson learned 3:** There is a need to continue working on registration programmes to facilitate access to social protection.
- **Lesson learned 4:** It is important to consider the peculiarities of the informal sector to successfully expand social protection to the informal sector.

Implementation related lessons

- **Lesson learned 5:** The effectiveness of SP&PFM was significantly enhanced by the involvement of the Global Coalition for Social Protection Floors (GCSPF) as an Implementing Partner. Evidence showed a clear added value of using a third party to work at grass-roots level to initiate a bottom-up approach to advocacy, giving a sense of ownership of the process to communities.

Emerging Good Practices

- 171.** The evaluation identified two emerging good practices:
- **Good practice 1:** Integrating public finance management into social protection work at country level through the development of a tool to evaluate the public finance management's social protection delivery (Paraguay).
 - **Good practice 2:** Disability identification - Supporting the development and implementation of disability identification systems (linked to Programme activities in Cambodia and Nepal) is a good practice which allows PWD to have access to cash benefits and to a wider range of health and social services.

► 8. Recommendations

Follow up to current project

Recommendation 1. The EU and IPs should review knowledge outcomes at a global level and also those at a national level which may be transferable (e.g. the Paraguay PFM assessment system, Zambian informal sector program, Cambodia DMIS) to ensure that they are integrated into their future work.

Addressed to:	Priority:	Resource:	Timing:
EU/ILO/UNICEF/GCSPF	High	Minimal	Short-term

Design of future global projects

Recommendation 2. The donor(s) should be realistic in what can be achieved in the lifetime of a Project, usually a maximum of 3 years. Prioritizing quality over quantity is advisable: focusing on a narrower scope would allow to concentrate resources on a smaller number of countries to maximize impact, rather than spreading resources too thin, leading to more superficial achievements.

Addressed to:	Priority:	Resource:	Timing:
Donor/EU INTPA	High	None	Medium to long-term

Recommendation 3. In any future project of this size and type, the IPs should design a simpler M&E and reporting system with a smaller number of common indicators/targets which can be quickly updated and reported.²²

Addressed to:	Priority:	Resource:	Timing:
EU/ILO/UNICEF	High	None	Medium to long-term

Recommendation 4. In any future project of this size and type, the IPs should design and implement a more coherent and timely evaluation system (preferably with one evaluation team responsible throughout) and should include in the design an element of *qualitative* evaluation so that the impact of project work can be examined in more detail.

Addressed to:	Priority:	Resource:	Timing:
EU/ILO/UNICEF	High	None	Medium to long-term

²² This does not exclude having specific national targets if relevant which could be reported as part of the national reporting system.

Recommendation 5. Any future project should reflect specific agreement between the recipient Government and the results that will be achieved from the programme.

Addressed to:	Priority:	Resource:	Timing:
EU/ILO/UNICEF	High	None	Medium to long-term

Recommendation 6. Projects should include a specific gender dimension and set out a mechanism to ensure that implementation is actually gender focused.

Addressed to:	Priority:	Resource:	Timing:
EU/ILO/UNICEF/GCSPF	High	None	Medium to long-term

Recommendation 7. Any future EU-funded project of this size and type should require a financial commitment from the host government to progressively increase its funding of the proposed activities so that by programme’s end the host government is fully financing the activity.

Addressed to:	Priority:	Resource:	Timing:
Donor/EU INTPA	High	None	Medium to long-term

Recommendation 8. Any future programme should seriously add value by engaging CSOs to work on social accountability and advocacy including at the grass-roots level.

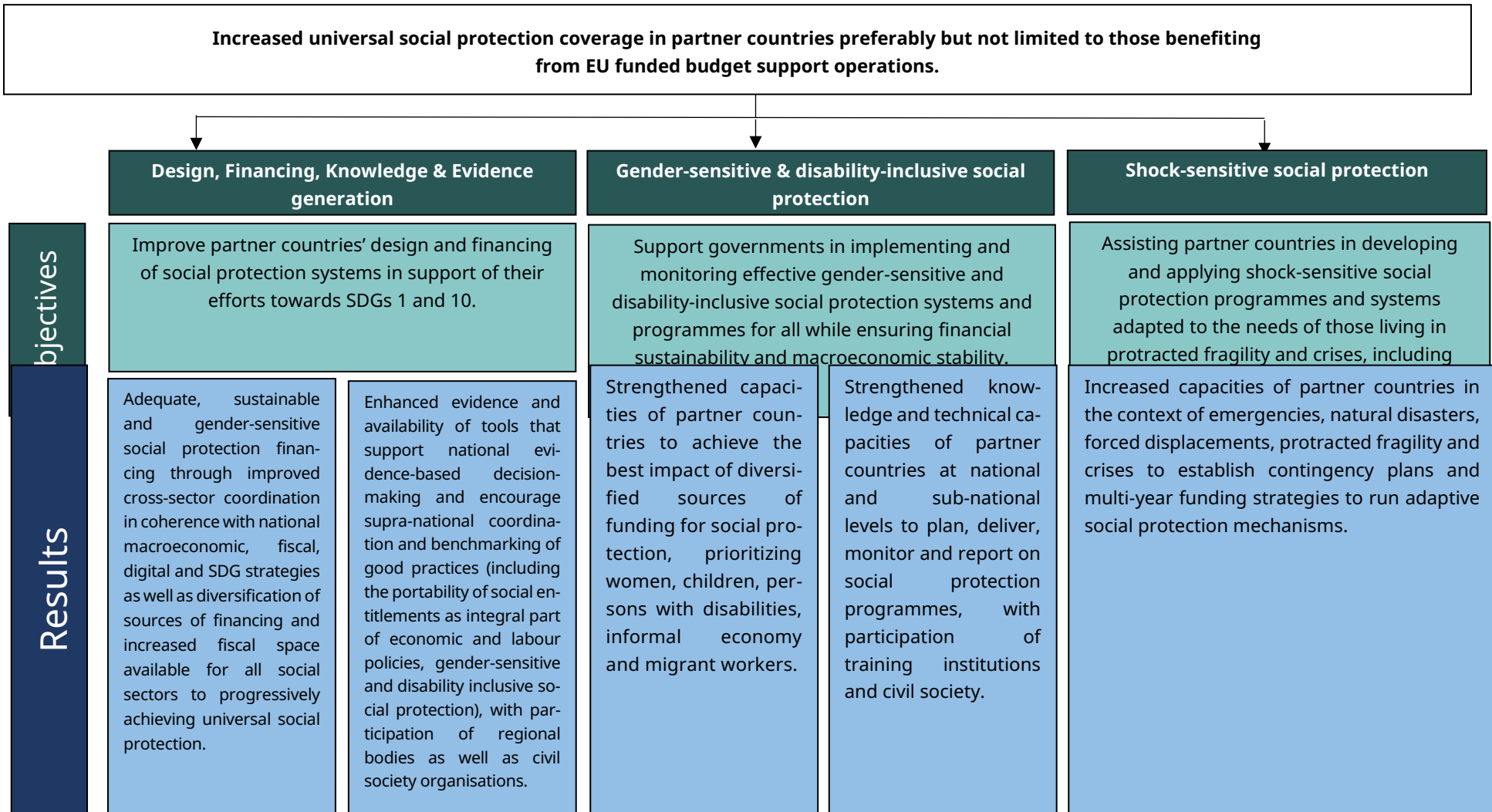
Addressed to:	Priority:	Resource:	Timing:
EU/ILO/UNICEF/GCSPF	High	None	Medium to long-term

Recommendation 9. In any future EU INTPA-funded programme of this scale, INTPA, the implementing partners and relevant EU delegations should engage at the planning and early implementation stages to ensure that EU delegations are involved to the maximum possible extent in project design and implementation. The experience in Paraguay in this project is an example of what can be achieved.

Addressed to:	Priority:	Resource:	Timing:
EU	High	None	Medium to long-term

We note that some of these recommendations (e.g. 3,4,7) may be relevant to the proposed EU Programme on USP-2030 Digital Convergence Initiative. However, the differences between that Programme and the SP&PFM Programme are very significant and limit the extent to which lessons learned from this Programme will be relevant to a future Programme.

► Annex 1. Visualisation of the intervention logic



Cross cutting issues	Capacity building of national and sub-national stakeholders
	International Labour Standards and Human Rights Instruments (rights-based approach)
	National dialogue process (social/societal policy dialogue (SPPOT, ABND))
	Gender equality
	Disability inclusiveness and non-discrimination
	Environmental sustainability
	Informal economy, migrant workers
	Knowledge sharing & partnerships
Risk & Mitigation	<p>Risks: The long-term financial sustainability of the social protection policy is not apparent in the partner government's macro, fiscal and budgetary policies, sudden introduction of austerity measures and fiscal consolidation reforms or no design or implementation of adequate and sustainable social protection system, policy dialogue is hampered by weak coordination and the fragmentation of the social protection institutional set up (mitigation through reinforcing the evidence-base with financial and SP budgetary analysis and policy, particularly on the mobilization of domestic resources, and through capacity building among relevant stakeholders, including national dialogue process (social/societal), reflecting national objectives, priorities, economic and fiscal capacities),</p>

► Annex 2. Case studies

Case study 1: Social accountability (Nepal and Uganda)

1. One of the objectives of Civil Society and Trade Union Advocates is to remind government that social protection is central to the realization of important national economic and social goals, economic growth, sustainable development, decent livelihoods and the wellbeing of the citizens. This is in line with the Global Coalition for Social Protection Floors' goal 'to encourage debate and positive action on human rights-based social protection floors and social protection systems through collective actions'. In addition, citizens themselves need to be aware of the social protection programs their Government is offering so that they can both claim their legal entitlements and advocate for expansion of the program either through provision of social protection programs currently not offered or increased benefits under existing programs.
2. This case study looks at similar work done by the Global Coalition for Social Protection Floor partners SPCSN and WSM in Nepal and HelpAge International (HAI) in Uganda. The two studies complement each other. SPCSN and WSM primarily focused on gaining grass-roots support whilst HAI's primary focus was CSO's and Trade Unions.

Nepal

3. SP&PFM through SPCSN and WSM had significant meaningful engagement with social partners and Civil Society Organisations (CSO) in the dialogue around social protection. In 2021, the project supported training on social protection promotion to 69 CSOs and trade union leaders, including adaptive and shock-responsive schemes. Over 70 policymakers met more than 700 CSO members who advocated through 44 policy documents, position papers and research for better social protection and public finance management. The Project also engaged with constituents as part of increasing their capacity to meaningfully and structurally participate in the development, implementation and monitoring of policy processes regarding social protection. Through traditional and social media, awareness campaigns informed over 1 million residents¹ about social protection schemes with a rights-based approach.
4. SP&PFM also promoted tripartite consultations to discuss the challenges of workers and employers participating workers in social security, supporting the policy dialogue around private sector requests, and ensuring the actuarial soundness of the private and public social security schemes.
5. Various communication materials were developed, disseminated, and aired to help improve the Social Security Allowance (SSA) delivery effectiveness and address existing challenges; 283 volunteers were mobilised for awareness-raising on child grant and birth registration, while FM radio reached about 40,000 people.
6. Good governance and inclusion practices were enhanced, in particular at the local level due to the capacity building and advocacy initiatives that SP&PFM conducted targeting key government officials. Such practices include enabling local government to adopt a new model for disability screening, citizens' participation in the budget formulation process; institutionalization of public hearing system to disseminate, share, get feedback and hear the voice of rights holders;

¹ We use "residents" deliberately as part of the advocacy was on how to apply for citizenship,

improving the delivery modalities of social security allowances (SSA) to the doorsteps of rights holders particularly senior citizens and people with disabilities; institutionalization of grievance handling mechanisms at the local level; and inclusion of excluded rights holders in SSA programs.

7. These activities were conducted by SPCSN and WSM. That is not to say that ILO and UNICEF didn't engage in similar types of activities. For instance, employers and workers organizations were involved in consultations as part of the actuarial valuation exercise to understand the background/context, policy direction, and discuss with employers and workers their views regarding the existing schemes. Additionally, SP&PFM worked with the Social Security Fund (SSF) to strengthen their communications and outreach efforts in the extension of contribution-based social security to all workers, finalizing a Communications and Outreach Strategy in April 2022.
8. However, the vast majority of SP&PFM's activities at the grass-roots level were conducted by SPCSN and WSM. These included:
 - Annual Stakeholders workshops/National Stakeholders meeting
 - Research on the status of social protection in two selected locations
 - Formation of civil society groups
 - Training on social protection to civil society organizations
 - Local stakeholders' meetings
 - Mobilization of social protection facilitators
 - Production and Broadcasting of Public Service Announcements
 - Holding the Social Protection Week with associated campaigns
9. Reach of the program:
 - a. The activities reached over 380 Stakeholders (82 in 2020, 24 in 2021, 240 in 2022, and 34 in 2023).
 - b. 630 trainings were conducted - 420 in 2020, 69 in 2021, and 74 in 2022, 67 in 2023).
 - c. Over 1.16 million persons residing in Nepal were made aware of the existing social protection schemes (60,000 in 2020, 244,753 in 2021, 855,560 in 2022 and 1,324 in 2023).
 - d. Meetings were held with 219 Advocacy/policy makers met: 219 (over 30 in 2020, over 40 in 2021, over 81 in 2022 and 68 in 2023).
 - e. 5,418 persons promoting SP Advocacy were mobilized - (111 in 2020, 1,125 in 2021, and 4,182 in 2022).
 - f. 81 Advocacy and research documents were drafted: (22 in 2020, 44 in 2021, 14 in 2022 and 1 in 2023)
10. Another program conducted by SPCSN and WSM included an orientation program on contribution-based Social Security for 52 High Level male and 11 female Government Stakeholders including 9 heads from 7 provinces. The outcome was that they understood the key concepts around social protection and in particular contribution based social security. Key leadership in the government now understands the key concepts around social protection and particular contribution based social security.
11. SP&PFM also strengthened the capacity of government personnel, trade unions, and CSOs to advocate for, and implement, social protection policies and programs with the intention of ensuring that the benefits of social protection reached the intended beneficiaries.

12. A glossary of social security terms for the common understanding of contributory social security was produced in both Nepali and English. It has been used by policymakers, civil society organizations, and the media to improve understanding of social security issues.
13. SPCSN and WSM analysed the political manifestos of the major 7 major political parties (i.e. those which crossed the 3 per cent threshold at the general election) for their social protection promises. It identified areas where there was consensus on social protection and those where there was disagreement. The analysis was shared with development partners, social protection experts, CSOs, the National Youth Council and network members. A consolidated version after feedback was published for wider circulation.

Uganda

14. Civil Society and Trade Union (CSOs/TU) advocates have a crucial role in ensuring that social protection is well integrated into the PFM process. They need to ensure that key development strategies enshrined in national development and national social protection strategies are implemented in the nation's annual budget by engaging the key government actors during the consultative processes.
15. To facilitate them being active in this process, HelpAge International (HIA) conducted two major activities. The first was a capacity assessment report for Good Practices, Learning Demands and Challenges for Civil Society Organizations and Trade Unions to Actively and Effectively Participate in Social Protection and Public Finance Management Processes in Uganda.² The second turned the assessment into a Civil Society Training Manual on Public Finance Management for Social Protection, the training for which was conducted in January 2022.³
16. Uganda's budget cycle provides for multi-stakeholder dialogue and participation as a cross-cutting activity, relevant to every phase of the cycle. The degree to which this goal can be realized depends upon the civic space available and the competency and networking capabilities/assets of CSOs/TU actors. It is critical that they utilise that space effectively.
17. Opportunities for multi-stakeholder dialogue on the SP budget include the National Budget Conference which kickstarts the budget consultation process, the regional consultations with Local Governments, etc. Participation in these forums is key for the CSOs/TU to effectively participate and impact in the budget process.
18. Provision for multi-stakeholder dialogue is consistent with the following PFM principles:
 - i) Budget documents and data should be public, transparent and accessible.
 - ii) The budget cycle should follow due process, applying checks and balances as an accountability mechanism.
 - iii) Debate on budgetary choices should be inclusive, participative and realistic.
19. CSOs/TU actors need to know the budgeting process timelines, key activities and documents, to undertake their role effectively. The key activities they need to participate in include the consultative workshops and budget conferences at both the National and Local Governments levels. They can petition parliament to be represented during the budget debates.

² Capacity Assessment Report for Good Practices, Learning Demands and Challenges for Civil Society Organizations and Trade Unions to Actively and Effectively Participate in Social Protection and Public Finance Management Processes in Uganda. December 2020.

³ Civil Society Training Manual on Public Finance Management for Social Protection in Uganda January 2022

20. However, there is limited CSOs and TU understanding of the various components of Social Protection and the PFM process. For most, their SP understanding is limited to cash transfers to older persons, pensions for retired civil servants and workers saving in the national social security fund. They are yet to understand other forms of SP such as school feeding programmes, maternity benefits, child-care benefits, micro-insurance schemes, skills and public works among others.
21. Their understanding of PFM is limited to participating in the planning and budgeting processes. They have limited understanding of processes such as budget tracking/monitoring the use of SP funds, domestic revenue mobilisation and allocation to SP and the linkages between government borrowing and social protection.
22. CSO/TU actors have too great a focus on direct service delivery to vulnerable people, a focus on quick and tangible results. They lack funds to participate in the planning and budgeting processes and are unable to access contacts and meet Government officials with the power to take decisions. They have limited capacity in evidence generation, analysis, packaging and usage when influencing SP and PFM processes.
23. In Uganda there was no cohesion by CSOs with TUs to engage government on SP and PFM issues. Each engaged government institutions independently, yet all pursued related SP objectives. While there is a National Social Protection Platform, it is weak because its activities are driven by the interest of some donors who founded it. This has led to reduced clout and ability of the Platform to continue attracting and bringing together CSO actors to advocate for SP issues.
24. The assessment generated information on good practices and experiences, as well as the key challenges and roadblocks to CSOs and TUs actively and effectively engaging in, and influencing, social protection and the public finance management processes. The training was designed to show how CSOs and TUs can get the experience to participate in, and influence, SP and PFM processes in the areas of national and district plans and budgets (including National Development Plan); engage Parliament to allocate more funds to SP initiatives; advocate for the rollout of the Senior Citizens Grant to all districts of Uganda; advocate to include all vulnerable older persons in the SCG to benefit from the SAGE and engage the Ministry in formulating the national social protection policy and the national policy for older persons. The training also showed how TUs can advocate for the rights and better conditions of workers, adoption of a law on the minimum wage and reform of the social security fund.
25. It also made CSOs/TUs aware of other forms of SP such as skills strengthening for the youth, public works, employment services, health insurance, child-care, and maternity support among many other forms of SP. Similarly, CSOs and TUs are familiar with participation in planning and budgeting processes of government. But they rarely engage in tracking or monitoring of public expenditure and value for money allocated by the government to SP programmes.
26. The review showed CSOs/TUs have limited capacity in evidence generation, packaging and usage in influencing SP and the PFM processes. Some have technical capacity in evidence generation but lack funds to support evidence generation. Others lack the technical capacity to design and generate evidence and/or turn around evidence generated to support their policy advocacy with decision-makers due to limited training.
27. There is limited cohesion among CSOs/TUs involved in SP and PFM processes. They still work independently of each other. This is due to the absence of a common platform or space to bring them together to share, learn from each and to undertake joint collective advocacy and voice. Even within CSOs focussing on SP issues, their cohesion is limited. Yet there are many CSOs involved SP issues including focusing on children, youth, women and disability among others.

What can we learn from the examples?

28. From the experience gained from SP&PFM working in these two countries (and others covered by the Programme such as Cambodia), we can see that there is a serious need for Civil Society and Trade Unions to actively engage all stakeholders in advocating for more sustainable social protection. It is nigh on impossible for bi- or multi-lateral donors and UN Agencies to work across all levels of Government and with the general population. These case studies show a clear added value of using a third party to work at grass-roots level to initiate a bottom-up approach to advocacy, giving a sense of ownership of the process to communities.
29. In both countries, the Government invites multi-stakeholder participation in the decision-making process. Of course, not every advocacy initiative translates into a new SP program or increased payments for existing programs. However, without CSOs/TUs and community groups actively participating in the decision-making process, Government can act unilaterally.
30. In Uganda there is a need to initiate and operationalise a loose, informal Learning Group that brings together CSOs/TUs to share knowledge and experiences on various components of SP and the PFM processes, on evidence generation and on policy advocacy. SPCSN and WSM provided that role in Nepal to facilitate harmonised SP policy positions, coalesce their collective voice, act on identified and priority SP issues, and learn from each other on SP and PFM processes. That is not a criticism of HAI in Uganda but a follow-up issue.
31. If possible, there should be further training of CSO/TU actors to reinforce their understanding of the entire process of PFM for SP. This would include training on budget analyses, monitoring/tracking public investments in SP and how these impact citizens, relationships and impact of government loans (debt) and SP, domestic revenue mobilisation and its impact on SP and other various dimensions of PFM processes. They also need mentoring and coaching in the art and craft of policy engagement. Leaders need to learn how to generate credible evidence, the packaging of that evidence and how to use it to influence CSOs/TUs staff and public decisions at different levels. A consultant can be tasked to mentor and coach Learning Group members on literature reviews, developing data collection tools, methodologies of data collection and its analysis and report writing.
32. CSOs/TUs need to work with Government to strengthen the capacity of policymakers and bureaucrats to effectively implement social protection policies and programs. The work in Nepal showed some gaps in social protection-specific policies at province level which need to be addressed, particularly relating to promoting gender equality in social protection. This is likely to be not just a Nepali issue.

Case study 2: Identification and registration of vulnerable beneficiaries/persons with disabilities

33. In Cambodia, Nepal and Burkina Faso, SP&PFM supported the implementation of national identifications systems that will allow for the better targeting of social protection beneficiaries. In Cambodia and Nepal's case this was integrated with the identification work to allow the payment of quantitatively assessed disability benefits to PwD. In Burkina Faso the Single Registry is still in its development phase.

Cambodia

34. Population surveys in Cambodia have estimated the percent of disabled persons in the country to range from 2 per cent to 9.5 per cent. As in many other countries, it is recognised that people with disabilities in Cambodia are more likely to live in poverty.

- 35.** In Cambodia, a Cash Transfer for People with Disabilities has existed for some years but only a very limited number of people benefited from the scheme. With the support of SP&PFM, Disability Identification Guidelines were adopted in August 2020 and the new disability identification system is now in operation in all districts. On October 30, 2023, the Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY) announced the official launch of the “Disability Identification Card” for persons with disabilities in Cambodia.⁴ The launch recognised the work of UNICEF and the EU. As of October 2023, 288,690 people with disabilities have been identified by commune focal points across the country, with 222,148 of them now having a PwD. Of those who have been approved by MoSVY, 51 per cent had a physical disability; 30 per cent cognitive; 8 per cent intellectual; 4 per cent mental; and 7 per cent other disabilities.
- 36.** The review and roll out of the Disability Identification Guidelines was initiated in 2020 with support of the SP&PFM Programme and with additional resource from the EU-funded EU-UNICEF Public Finance Facility Project at sub-regional level. The disability identification process was initiated through the National Social Protection Council in June 2020. The disability identification is a critical initial step in the delivery of the disability allowance programme and further evolution of disability-inclusive social protection in Cambodia, including the Family Package which brings together a range of payments including those for people with disabilities.
- 37.** The disability identification guidelines and training materials have been revised and the consultation processes with relevant stakeholders were rolled-out, including consultations with the Civil Society Organizations and inter-departmental consultations within MoSVY. The national disability identification guidelines also aim to ensure availability of national data on persons with disability to strengthen the delivery of relevant social care and employment programmes as well as to expand the scope and coverage of disability-inclusive social protection. An inter-ministerial consultation meeting has been held to gain consensus on the use of the social-based identification mechanism. The linkages with other identification mechanisms (e.g. health-based identification used by the Ministry of Health) were clarified during the consultation process.
- 38.** Resulting from the review and a comprehensive consultation process, the Guidelines were rolled-out in 1,645 communes in Cambodia, including training of more than 4,000 government officials, particularly at commune level, to administer the identification questionnaire to persons and children with disability. After a significant effort and progress made in the roll-out of the Disability Identification Mechanism and the development of the Disability MIS that is now linked to Social Assistance MIS and the IDPoor database (the system for identifying people in poverty), the actual verification process of the e PwDs has taken place, with almost 290,000 PwDs/Cambodians registered. The ID cards for the PwDs were printed with gradual dissemination of the cards taking place. As noted above, this has recently been formally launched by the Cambodian government.
- 39.** Local elections in 2022 somewhat slowed down the on-demand process of disability registration. In order to mitigate the slow uptake of identification services, a second communication and community mobilization campaign was implemented in August/September 2023 in order to accelerate progress towards the estimated target of 700,000 people with disabilities set by MoSVY.
- 40.** A review of the disability identification data and their quality has been implemented, resulting in the upgrading of the questionnaire to align it with some aspects of national surveys; to simplify data analysis, and to add clarity to the reporting on PwD. Analytical reporting of the DMIS data was also developed to inform programming by the MoSVY Disability Department and

⁴ <http://mosvy.gov.kh/en/october-31/>

other interested actors. The required IT technical support was provided for the design and upgrading of the Disability MIS (DMIS) supported by use of the disability identification application and the system linking DMIS with the IDPoor Database and the Cash Transfer MIS. A Disability Identification Mechanism Sub-decree was developed and has now been approved by the Royal Government of Cambodia and NSPC, thus becoming the formal national registry for PwD in Cambodia. The Sub-decree will allow the increased use of the PwD data to improve access of persons and children with disability to social services, skilling and employment, including through potential linkages established with the health sector, social insurance, education and other sectors.

41. Overall, in addition to putting in place a system to identify people with disabilities, the new system is based on the social model of disability and provides for an objective and standardised system of disability assessment which can be used to link people with disabilities to a range of programs, in addition to cash benefits. This type of system is a model of good practice which could also be implemented in other countries (see Nepal).
42. The implementation of the disability identification system was linked to the EU budget support in the social protection field and one of the targets set for budget support was to increase implementation of the identification system in districts of Cambodia. With the support of the SP&PFM Programme it was possible for Cambodia to achieve this objective. The baseline was that cash transfer mechanism to person with disabilities is in place but covered only 34 Districts. The target set in the budget support programme was that at least 80 new Districts implement the new identification system for people with disabilities. As outlined above, this target was exceeded and now all 205 districts have implemented the new system.
43. Despite the progress which has been made, further support is needed in this area to embed and strengthen the policy. This includes:
 - Further roll-out of training on the identification system
 - Communications and promotion of uptake
 - Better monitoring and evaluation to identify gaps and variations in geographical coverage.
 - Ongoing review and revision of the identification tool and its implementation in the light of experience, e.g. linking it to additional data sources.
44. CSOs should have an important role to play in this area including in communications and working with local communes to identify participants and promote uptake. The sub-decree on disability identification will allow the existing system to be followed up and further developed, e.g. developing linkages between the disability MIS and the health and social insurance systems.

Nepal

45. The 2021 Census shows that 2.24 per cent of the total population (654,782 persons) self-reported as having at least one disability. The WHO estimates that globally about 15 per cent of a country's population suffers from a disability. If that applied in Nepal the number of PwD would be just under 4 million.
46. One of the benefits under the social protection program in Nepal is a cash transfer to persons with a disability. A person who is assessed as PwD is provided with a benefits card. These cards have four different colours representing the degree of disability. The degree of disability determines the level of the cash transfer. A red card is granted to a person with profound disability and a blue card is granted to a person with severe disability. At the time of writing 64,000 red card holders receive 4,000 Nepalese rupee (Rs) a month (\$30), whilst 133,000 blue-card holders receive an allowance of Rs 2,130 (\$16) a month. Other disability card holders do not

receive a transfer. In comparison able-bodied adults also get 4,000 Rs per month but only from age 70. Able-bodied children get Rs 532 (\$4) per month up to age 5.⁵

47. The definitions of profound and severe disability are prescribed in the Rights of Persons with Disability Act 2017.
 - Profound disability: A person who is in such a condition that he or she has difficulty with performing his or her day-to-day activities even with continuous support of others.
 - Severe disability: A person who is in such a condition that he or she needs support of others continuously to perform personal activities and involve in social activities.
48. The distinction between profound and severe disability is very subjective. The difference in the monetary value is significant. As such those seeking to receive a payment are likely to seek to have their, or their dependent's, level assessed as extreme (Profound disability).
49. Following the observational tour to Cambodia, organized by SP&PFM, to examine the way that it assessed the degree of disability of a PwD, it was agreed that SP&PFM would adapt the tool used in Cambodia for the classification of the types of disability. A mobile application - DMIS – was made available for both public download and use by Government disability assessment committees. DMIS helps to check the degree of severity of a person's disability.
50. Ten types of disability are provided for with multiple choices. Based on the doctor's report, individual reporting, and recommendation from the concerned local government body, the disability classification board is able to determine the severity of a person's disability and therefore whether or not they are eligible for the cash transfer and at what monetary value.
51. The DMIS App has been a very effective tool for classifying the types of disability and removing a large part of the subjectiveness of the classification process. Most importantly it helps social protection officers and other authorities to avoid the pressure that they were subjected to in the past to classify a PwD as being severely disabled in order to get the highest possible payment. It has played a role in resolving any conflicts. It gives the authorities a tool to classify the types of disability and avoid overlaps.
52. To apply for a disability benefit, a claimant or their representative goes to the Women and Children's Development Office of their municipality. They submit an application to the Social Development Office of their local body with the claimant's supporting documents including a recommendation from their ward office, a copy of their citizenship, their birth certificate, their parents' citizenship certificates, recommendations from a registered organisation working for people with disabilities, and other approved written documents.
53. A problem in the past were allegations of high levels of nepotism in the granting of the disability benefit. There was a higher chance of a person with moderate or mild disability being classified in the profound or severe disability category if that person was a relative or was of the same political party affiliation of a local official. They would receive the optimum benefit of NPR. 4,000 per month. If the person was not a relative or a loyal voter for the head or deputy head of a municipality, they would struggle to get the red card (and the highest benefit) even if it was obvious that they had a severe disability.
54. The decision-making process related to classifying disability was not consistent among the municipalities. It varied according to the policy of a municipality despite the national guidelines for the formation of a classification board. Usually, the deputy head of the local body is the chair of the classification board supported by the social development officer. Usually, the board

⁵ Social Protection Budget Brief Update: FY 2022/23, UNICEF 2022,

consists of the deputy head of the local body (municipality), social development officer, doctor (if available locally), head of the local police station, representatives of the organization working for people with disabilities and representative of head teachers (principal) of the schools of the local bodies.

55. DMIS was designed to take a lot of the subjectivity out of classifying a PwD. It has been one of the drivers of better scheme targeting. However, there are still problems in determining who is eligible. Accordingly public hearings on social protection are being held to eradicate some issues. These make the ward chair, mayor, and deputy mayor accountable for social protection-related programs. Public hearings program on social protection allows the community to resolve their historical problems of vital registration and problems of citizenship with their elected representatives and receive social protection benefits. Training was provided on how to conduct these hearings.
56. Whilst DMIS has allowed for a more consistent interpretation of the severity of a person's disability, a large number of persons with a disability are still excluded from the grant. The principal reasons for this are registration and citizenship.
57. The following are the reasons persons are not able to get birth registration:
 - Generational deprivation of Citizenship - in some cases every villager does not have citizenship.
 - Child marriage.
 - Foreign labour migration - the husband is overseas working and the wife has no citizenship.
 - No grandparents acted as the informant of the child's birth.
 - People are not aware of the legal provisions of birth registration. The literacy rate is low. The lowest literacy rate is reported in Mushar (17.4 per cent) and Dom (17.9 per cent) women. The national average is 76 percent (Census, 2022).
 - The spouse fears that if they married under the age of 20 (which is common) they cannot get a marriage certificate and without that their children can't have their birth registered.
58. Consequently, the program can be definitely seen as not being pro-poor. The wealthier members of a community are more likely to be able to meet the registration requirements. Registration needs to be done every year. Field staff are seeing significant numbers not reregistering. The reasons for this need examination although the "gut feel" is that this is due to people moving away from villages to the cities.
59. To reduce exclusion "vital registration champions" were appointed. They are usually elected female members of the ward. They spread information and raise awareness among the villagers of the need for registration. They help villagers to register for the birth certificates. This is a very positive step. They receive incentives based on the cases with no birth registration they help to identify and submit to the municipality and help the municipality with birth registration. Also to help reduce exclusion they identify the number of children who do not have birth registration. To help with this a Registration Census Mapping was done.
60. The cash transfer program has boosted the birth registration rate. Another exclusion problem relates to the banking system. As part of the registration process a claimant must have a bank account into which the transfer can be made. The cash transfer is made through banks to avoid corruption and misuse of social protection funds. However, access to banks is reported as one of the biggest problems in receiving grants.
61. The capacity building training provided by SP&PFM was for the ward secretary, computer operator registration officer, ward chair, head and deputy head of the municipality. However, the elected officials rarely attended the training. The training was intended to show how prompt

registration can be facilitated. The policies, rules and regulations of registration were discussed but without the elected representatives in attendance their ability to resolve the problems on registration is reduced.

62. The field coordinators of this program are fully convinced of its sustainability because it is coordinated within Government and has formed a partnership with local government bodies of the government which is a permanent body of the government. Wards are the unit responsible for implementation and they have their own vital registration officer and their capacity building has boosted the birth registration program.
63. Most importantly, SP&PFM support was the online system for vital registration. The online system is very effective and sustainable because, government is promoting that every government service must be digitalized for prompt service, to avoid overlapping, reduce fraud, for prompt verification and to control corruption. Registration is a Ministry of Home Affairs responsibility that is physically done by the Ministry of Federal Affairs and Public Administration. This is perfect coordination between a federal ministry and local government. This has allowed coordination among INGOs, Local NGOs and local bodies. It has added extra value to the success of the program. Registration and social security benefits are the government's task. Therefore, the government partnership is adding to the sustainability.

Burkina Faso

64. The Single Social Register (RSU), in Burkina Faso was established under decree No. 2021-0954/PRES/PM/MATD/MINEFID/MFPTPS/MFSNFAH/MENPTD of September 30, 2021. The SRU makes it possible to identify and record in a single database of all poor and vulnerable households and people in Burkina as a reference for social protection and poverty reduction programs.
65. It is a data management information system making it possible to identify, based on socio-economic variables, all poor and vulnerable households and people potentially eligible for various social protection and poverty reduction programs. Its objective is to improve the coordination, effectiveness and efficiency of social protection and poverty reduction programs. The RSU aims to constitute a unique, secure database on the socio-economic conditions of poor and vulnerable people.
66. Before scaling up, a pilot phase was deployed in the Centre-East and Centre-West Regions. For this pilot phase, the targeting methodology is community-based and consists of media campaigns and social mobilization to identify poor households.
67. The RSU has a number of steps in its process. The first is identification step, which has sub-steps of geographic targeting, community targeting and data collection.
68. Geographic targeting is a process which aims to determine the number of households to be identified by region, province, commune, village or sector on the basis of poverty indicators. These indicators are obtained using the poverty map established by the National Institute of Statistics and Demography (INSD) during the General Population and Housing Census (RGPH). However, this data is available up to the municipal or departmental level, not at the village level, hence the need to set up departmental targeting committees for targeting.
69. Community targeting is based on the premise that communities know their own socio-economic realities best. The process of mobilization and media campaigns is characterized by:
 - informing and raising awareness among resource people in the village/sector/neighbourhood,
 - establishing a village, sector or neighbourhood targeting committee to prepare for the general assembly,

- listing all the heads of household in the locality and scheduling a general assembly to choose the poor households of the locality,
 - holding the general assembly (quorum of at least 60 per cent of village households) and
 - establishing a three member committee, including at least one woman, to resolve possible cases of disagreement on the choice of certain households (the decision of the elders is irrevocable).
- 70.** The General Assembly discusses the poverty criteria before choosing the households and establishes a provisional list of poor households, The targeting committee proclaims the list going household by household with the gradual validation by the general assembly of the proposed list. Villagers are told of the chance to complain in the event of non-satisfaction, denunciation or need for information.
- 71.** After the general assembly the list of selected households, the list of members of the committee of wise people, the list of members of the targeting committee and the minutes of the general assembly are recorded in the RSU database.
- 72.** Data collection: A complete questionnaire is conducted, door to door, of the households selected by the general assembly of the village, sector, by investigators deployed by specialized agencies (National Institute of Statistics and Demography, Higher Institute of Population Sciences).
- 73.** Anyone needing additional information, thinking that a household was taken into account, thinking a household should not be on the list or suspecting has a complaints process to use.
- 74.** RSU was being deployed in the Centre-West Regions and all but one in the Centre-East. Urban centres were not involved.
- 75.** In each municipality a targeting committee of 20 members headed by the prefect is set up. Activities, awareness raising and pre-identification were provided a separate contractual structure in each region. They worked closely with the targeting committees and basic social services. Data collection is also carried by a separate contractual structure in each region. Both are authorized to validate national-scale data. The data collected is currently being processed.
- 76.** Throughout the process, supervision missions were carried out by the decentralized services of the Ministry of Gender, National Solidarity, Family and Humanitarian Action and the Technical Secretariat of the RSU.
- 77.** The decree for the RSU was adopted by the Burkinabè authorities following advocacy by SP&PFM, the World Bank, EU Delegation, WFP and FAO. They are part of a technical working group on the RSU, supporting the government in its implementation.
- 78.** SP&PFM also participated in the “Third Session of the Technical Committee to Monitor the Evaluation Study of Existing Databases of Poor and Vulnerable Households and People in Burkina Faso” as part of establishing the RSU, and at the “Workshop for Developing the Methodology and Tools for Targeting Poor and Vulnerable Households”.
- 79.** The RSU will ultimately provide a register of poor and vulnerable households and people in the municipalities and villages concerned to facilitate future humanitarian interventions.
- 80.** RSU activities and awareness-raising have led to an awakening of awareness regarding the existence of vulnerable people and who can even be considered as such. The RSU is better known and understood by stakeholders (technical services, agencies responsible for coordination and beneficiaries). Villagers say there is already citizen joy “that as a vulnerable person, Government is interested in your situation”. The population is aware of who can benefit from a humanitarian intervention. Previously they often did not know where to turn.

81. The RSU will contribute to social protection because the database actions can be better coordinated, allowing for traceability of targets, monitoring of interventions and updating data on humanitarian interventions.
82. Updating data will be a major challenge. The question of vulnerability or poverty is very evolving, especially with Burkina Faso's security conditions. The number of vulnerable people can change overnight. The planned three-yearly update may seem long, although it is difficult to do otherwise given the human and financial resources involved.
83. The supervision missions noted that in certain localities, awareness raising did not really live up to expectations because certain residents, including committee members, did not fully understand the process. This is due to the fact that at certain important stages, social service agents were not involved (awareness-raising).
84. Most supervision missions were ex-post. Identified shortcomings difficult to overcome. Some households or vulnerable people have the false impression of soon receiving assistance or a project is in the works for their community.
85. The mission also noted some irregularities in the lists. There are cases of people registered out of convenience or favouritism (the case of a retiree already receiving a pension, someone who had a voucher from a village where they did not come from, etc.).

What can we learn from the examples?

86. The situation for PwD in both Cambodia and Nepal has been significantly enhanced by the work done under SP&PFM. The approach adopted in these countries could usefully be applied in other countries which face similar challenges. The disability identification system has been including as an 'emerging good practice'. In Burkina Faso it is still a case of "work in progress".
87. However, despite the advances in registration and a less subjective system of assessment, significant numbers of PwD in both Cambodia and Nepal are still not receiving their rights-based social protection benefit. There is a clear need for continued advocacy so that PwD are aware of their entitlements. Also there appears to be a need for an easier way for recipients to physically receive their benefit. The banking system in rural areas doesn't facilitate the easy receipt of benefits via the banking system. Both Nepal and Cambodia need to examine how mobile money is facilitating the payment of social protection benefits in other countries and facilitate a similar payment system in their country. An equitable system of proving continued eligibility also needs to be developed. The system needs to find a balance between not identifying fraud and putting insurmountable barriers to PwD fulfilling the requirement for the continued payment of a benefit. Whatever the RSU is used for in Burkina Faso, there are lessons that can be learned from Cambodia and Nepal.

Case study 3: Shock Responsive Social Protection (Ethiopia and Sri Lanka)

Ethiopia

88. Ethiopia's safety net programs rely heavily on external financing. One of the major programs - the Urban Productive Safety Net Program (UPSNP) is funded two-thirds by the World Bank and one-third by the Government.
89. The COVID-19 pandemic had a significant adverse impact on the Ethiopian economy, particularly the poor and vulnerable segments of the population. SP&PFM supplemented UPSNP by

providing technical assistance to the Government, specifically designing the shock-response cash transfer program which used the Government system for the first time. Moreover, leveraging funding from other donors particularly SIDA, the cash transfer program supported selected households with an additional 360 Birr (\$US 6.43) per month for about six months across 11 cities. This supplementary payment was made to labour-constrained households to enable them to cope with the crisis.

90. The significant contribution of SP&PFM was to provide the technical assistance that designed shock-responsive cash transfers that were implemented across the country using the Government system. Working closely with MoWSA's Social Protection Coordination Directorate Director and other technical team members from regional BoWCSAs, 93,120 Permanent Direct Support (PDS) clients in 11 cities were targeted for COVID response cash transfer 'top ups' for 6-months that started in September 2020. In early 2021, a further round of top-up cash transfers were also provided to 5,432 COVID-19 affected UPSNP households in Addis Ababa (numbering 19,012 individuals) through Temporary Direct Support (TDS) with pregnant and lactating women.
91. Addis Ababa was one of the cities where the program administered cash transfer top-ups. The city is subdivided into eleven sub cities. As part of SP&PFM's evaluation we spoke to beneficiaries of the USPSN supplement residing in the Addis Ketema sub-city of District three of Addis Ababa. Here 1,414 households (275 male-headed and 1,139 female-headed households) received financial support. We conducted a focus group discussion (FGD) with eleven participants to discuss the impacts of the support, its relevance, the challenges, and recommendations for future program design.
92. The Ministry of Women and Social Affairs (MOWSA) has social workers working in each sub-city who provide necessary services to the community. In Addis Ketema sub-city, district 3, social workers closely work with the community. They undertook various capacity-building programs from UNICEF, helping to understand national policies and their implementation.
93. As part of SP&PFM's intervention, social workers were involved in the selection and validation of beneficiaries. They made household visits and validated the beneficiary status for the support. Together with the community, they informed beneficiaries and ensured that eligible community members were all included.
94. The beneficiaries we met indicated that they were aware of the source of the supplement and were informed of national policies regarding social protection by the social workers. Most of them were elderly and disabled with health issues which could cause severe impacts if they contracted the COVID-19 virus. As a result, all participants agreed with the relevance of the support and added that all labor-constrained households, especially women and disabled people, highly benefited from the support.
95. They explained that aside from the 360 Birr monetary support they received items such as face masks, sanitizers, and toilet pans installed directly above open pit latrines as they used shared/community-based toilets. They mentioned that the material support helped protect them from the virus and enabled them to efficiently utilize the monetary support. Some also shared their experiences and challenges providing valuable insights into the program's design and implementation.
96. During the FGD, some said that they were providers, disabled, or elderly and relied on petty trade to make ends meet. They said that during COVID and the short lockdown period they were unable to make transactions and the cash transfer helped sustain their way of life. They also mentioned that "if it were not for this support, they would have gone onto the street to beg."

97. Even though there was no total lockdown in Ethiopia during COVID-19, the participants mentioned that they were not affected by the virus because they had minimal interaction with the community. They were able to buy products in bulk due to the COVID response cash transfer top-ups (shock responsive cash transfers) designed with SP&PFM's technical assistance.
98. The participants highly appreciated the collaborative support they received during COVID. Better-off community members provided consumable products to the disadvantaged members of the community and there was strong support among the community.
99. In addition, the government had regulations in place preventing traders from increasing the price of consumable goods and rents. These helped manage the COVID crisis better and to maximize the benefits of the program's support. SP&PFM's technical assistance was considered appropriate because of the collaborative support, and because two years ago, people could buy products that they are not able to buy now due to inflation. Again, participants mentioned that the collaborative effort helped cope with the COVID crisis, and as a result, not one person died from COVID in the community, which is a major achievement.
100. Social workers in the sub-city confirmed that the cash transfer support was extremely beneficial to the beneficiaries. It created a sense of fulfilment in their profession witnessing the relief of beneficiaries.
101. However, currently, all the support has ceased, and Ethiopia's high inflation and political instability are significantly challenging participants' ability to survive. They mentioned that they are facing challenges far beyond the challenges of COVID and that the monthly social benefit they receive does not cover a week's living expenses. FGD participants are considerate of the challenges and priorities of the government and donors. They mentioned that other interlinked possibilities of support besides direct monetary support would help sustain the benefits.
102. For example, they mentioned that the benefit of free health services is significant. They suggested added mechanisms to be followed to alleviate the burden of labour-constrained households' e.g. payment of public transportation costs, Government provided rent subsidies for government-owned houses, school material payments for children, etc. Given the collaborative effort of Government, donors, and the community that minimized the impact of COVID, FGD participants suggested that the Government could collaborate to institutionalize and organize donations from the better-off communities. Some FGD participants are engaged in petty trade and asked if they could be supported with working premises and on-the-job skills as they could no longer afford the market prices of products. Finally, they requested the better management and control of markets as being vital in advancing the community's welfare.

Sri Lanka

103. In Sri Lanka a similar exercise was undertaken in the hospitality and tourism industry. There are numerous tourist attractions with areas of natural scenic beauty including mountainous terrains, agricultural landscape, waterfalls, places with diverse climatic conditions, beaches, rivers, reservoirs, rich bio-diversity, wildlife and gemstones. It is nicknamed "Pearl of the Indian Ocean".
104. After the end of the civil war in 2009, there was massive growth in tourism. The sector grew to be the third largest foreign exchange earner with a record high 2.3 million tourist arrivals in 2018 bringing in \$US 4.4 bn. However, the Easter bombings in 2019, the subsequent COVID pandemic restrictions and political and economic chaos led to a significant decline in inbound tourism flows and revenues. In 2021 the number of tourist arrivals had reduced to 195,000 and revenue to £500 million. Although some efforts were made to safeguard minimum standards for establishments through codes of conduct, more could be done to uplift industry

standards, provide better access to finance and adopting structured approaches to assist the informal sector.

- 105.** During the last quarter of 2020, following a request from the Government to assist the tourism sector, the ILO under the auspices of SP&PFM designed a project intervention in consultation with the relevant government entities, employers, and trade unions (tripartite), and the EU Delegation for Sri Lanka. As a result of this tripartite dialogue, consensus was reached to develop a strategy and propose an innovative mechanism to extend social protection coverage to formal and informal small and medium enterprises (SMEs) and self-employed persons in the tourism sector.
- 106.** Formalizing the informal tourism sector can have several benefits. It can uplift industry standards and improve the quality of services offered by enterprises, build confidence among tourists and promote Sri Lanka as a safe travel destination, improve the livelihoods of those in the informal sector and enterprises can gain access to training and finance opportunities that can help them to grow and expand their operations. Formalizing the informal sector can help to strengthen the overall tourism industry. By bringing more enterprises into the formal sector, Government can better regulate and manage the industry leading to greater economic growth and development. Finally, since most social protection systems only cover those in the formal sector, moving into the formal sector provides cover for workers and their families.
- 107.** SP&PFM sought professional inputs from two national consultants. One focused on formalization related activities, digital capacity building of all stakeholders (government and others) and communication and the other designed two operational guidelines – first for the short run shock responsive approach and a second for the medium to long run approach.
- 108.** Travel restrictions owing to the pandemic and thereafter the country's fuel shortages, did not permit the Sri Lanka Tourism Development Authority (SLTDA) and connected stakeholders to meet or undertake any travel. A rapid assessment of SLTDA's and connected stakeholders' capacity, done virtually, revealed their training needs.
- 109.** The capacity building of government officials took precedence over all other activities. 30 coaching sessions were done for the Standards and Quality Division of SLTDA, 13 for provincial and district government officials. 55 female and 102 male government officials from SLTDA, Ministry of Tourism, Provincial Tourism Bureaux, District and Secretariat officials and Tourism Police participated in. With the country's restrictions and uncertainties, it was agreed to implement most of project activities virtually.

► Capacity Building of Government Officials – National & Provincial

- Instructional technology for designing an awareness session.
- Techniques for facilitating online session with appropriate use of technology and tools.
- Introductory and advance skill training on use of zoom as online session technology.
- Good practices on coordinating and communicating to promote online awareness sessions.
- Techniques for effective session facilitation.
- Evaluating an online awareness session.
- Gather online database of participants.
- Use of session evaluation for designing future sessions.

- 110.** To identify the challenges and barriers to the formalization process of informal enterprises, a national level on-line survey was held with 118 female and 209 male informal

sector operators and service providers⁶ (accommodation, services & other). They worked in 9 provinces.

- 111.** The survey was designed to identify the informal sector needs and do a mapping. The survey findings were discussed with SLTDA and its provincial stakeholders to develop the content of the awareness program targeting the informal segment of the tourism sector. Promotional videos and attractive multi-media shows were made to motivate attendance at the on-line awareness sessions. A database of informal sector tourism enterprises was made.
- 112.** Sixteen awareness sessions were conducted via zoom for informal tourism sector ventures and service providers in the provinces. They aimed to motivate them and facilitate the formalization process under SLTDA. 415 females and 719 male participants benefited. Using social media platforms, the key communication campaign was rolled out and it reached over 1.7 million people. Due to the wide awareness from the communication campaign, the registration of informal establishments under SLTDA increased by 70 per cent since 2019 to 7,284 at 30 September 2023.
- 113.** The action under SP&PFM EU has set in motion the process of establishing an unemployment insurance scheme for all workers and has proposed a contributory mechanism which will help all workers including the tourism sector to be able to cope with and provide security during disasters and unforeseen situations in the future. When SP&PFM's support to the industry ended, the Government of Japan continued to support the registration of tourism industry participants.

What can we learn from the examples?

- 114.** The situation of citizens in both Ethiopia and Sri Lanka during COVID was significantly enhanced by the work done under SP&PFM. The approach adopted in the two countries showed that with only a minimal amount of assistance, countries can actually implement shock-responsive SP through their own resources.
- 115.** In Sri Lanka the work done under SP&PFM, although completed by the Japanese Government, has begun the process of formalising an industry that was heavily reliant on informal sector workers. This formalisation will benefit individual companies in that the Tourism Authority can better interact with them to enhance the quality of services delivered. In addition, workers employed by these companies will benefit from training that will increase their employability as well as giving them the opportunity to participate in the social protection system. Everybody involved in SP&PFM's work in Sri Lanka is confident that the work in the tourism sector will be the catalyst for a national unemployment scheme.

⁶ Homestay, bungalow, rented apartment, travel agency, tourist friendly eating place, hotel, guest house, restaurant, spa & wellness centre and other as requested by SLTDA.

► Annex 3. IP Response to Mid-Term Evaluation Recommendations (as provided by the SP&PFM team)

	Recommendation / Responsible entity		Management response
Recommendation 1	<p>Re-focus the Action’s objectives on the fiscal and budgetary dimension of social security policies and develop a joint approach on how to address budgetary issues in a post-COVID-19 context, including the downstream part of the PFM system.</p>		<p>Rather than re-focusing, the objective of improving PFM is now finally taking up in some countries, mainly due to the COVID-19 context that shifted gov’s priorities towards urgent responses.</p> <p>The IPs greatly contributed to the development of the USP2030 Statement on SP financing, no need for another joint statement.</p>
	<p>Organize a forum to discuss PFM issues, including fiscal space in a post covid context, sustainable funding of contributory and non-contributory schemes, and sequencing to exchange lessons learnt (both good and bad), to produce a menu of options.</p>	<p>PMU and Action Steering Committee</p>	<p>Done.</p> <p>International symposium, 27–28 June 2023</p> <p>Two regional trainings for Asia and Africa.</p> <p>Advisory board meeting with EU Delegations to present the TAPSR Tool (PFM for SP tool).</p> <p>5 Global Webinar/Knowledge Sharing Events to discuss issues of financing inclusive, shock-responsive social protection, and extending SP to Informal Economy.</p> <p>3 “coffee place” gathering implementing partners team on topics related to PFM.</p>
	<p>Take stock of existing methods to evaluate/ analyse PFM aspects of SP systems (Fiscal space analysis, PER, SP coverage, social budget modelling).</p>	<p>PMU and Action Steering Committee</p>	<p>Done. See attached document.</p>

	Develop technical guidance for programme based and results-based budgeting in social assistance programmes taking into account their specificities.	PMU and Action Steering Committee	UNICEF: UNICEF Global Public Finance Toolkit provides an in-depth guidance on public finance tools, including supporting expansion of social protection programmes: https://www.unicef.org/documents/public-finance-toolkit .
	Focus more on budget execution, accountability and external control, as well as performance monitoring.	PMU and IPs at country level	Done. Development and piloting of the Transparency and accountability of social protection resources (TASPR).
	Mobilise the advisory board for discussing strategic approach.	PMU and Advisory board	Done. By email in December 2022. Meetings on 24 August 2023. Follow up discussion after the closing of the Programme on Impact assessment methodologies and tools (tentatively Nov 2023).
	For the activities that remain to be carried out, prioritise activities that are most relevant in line with the objectives as formulated at the outset (see expected results).	IPs at country level, EUDs	The country interventions have been designed and are constantly monitored by the national counterpart, according to their priorities. Government have confirmed the relevance and priority of all activities as set in the project document, for the exception of one activity in Senegal.

Recommendation 2	Ensure a more comprehensive and more systematic engagement with Ministries of Finance and Planning and with international partners having greater leverage on DRM/PFM reforms.		Efforts have been deployed to strengthen this engagement and will continue: however, the project can only offer support, the decision of working together remains with the Min of Finance and by extension the IFIs. One should also take into consideration that resources and time (3 years of which half with COVID) are quite limited to engage in a more formal partnership with Min of finance.
	Provide technical inputs on redefining a Chart of Accounts for SP expenditure, i.e., providing technical support to Ministry of Finance alongside the SP Ministry (as has happened in Lao PDR).	IPs at country level	This was not included in the intervention of the country projects which are driven by demand from the ministries of finance. The recommendation came too late to start such exercise in the little time remaining.
	Be opportunistic and associate Ministries to special events (e.g. taking advantage of the upcoming ASEAN Social Security Association meeting in Lao PDR to engage the Ministry of Finance).	PMU, IPs at country level	ILO and UNICEF will continue inviting the Min of Finance in events and activities. NB: The Programme delivered two technical sessions during the ASSA meeting.
	Develop national strategies for better, more formalized relations with Ministry of Finance at high level including Tax Departments.	IPs at country level, EUDs	The Ministries of Finance may not see the added value of having a more formalized relations, especially at this late stage of the Programme's implementation and when a partnership was already established at country level when the project was launched. In Uganda the Programme built on the existing MOU between UNICEF and MOF. Having a formalized partnership would imply have more resources for technical cooperation (in comparison to what the WB or IMF can offer for instance).
	Work with and through international partners having greater leverage with Ministries of Finance (WB, IMF, Regional Development Banks).	IPs at country level, EUDs	Challenges of working with IFIs have been pointed out in the 2021 progress report. Efforts will continue when opportunities exist.

Recommendation 3	Support a more balanced and well-informed social dialogue between the different actors involved, the executive, the legislature (Parliament), civil society organisations and social partners.		
	Put parliament and external oversight bodies at the heart of the process, ensure transparency and the involvement of civil society organisations, trade unions and employers’ organizations, in coordination groups, in budget debates and in policy dialogue.	IPs at country level, EUDs	This is not a decision of the Programme, but rather the national counterpart. We can only propose when relevant, which has been done, with some results in some countries (Uganda, ILO commission in Angola, HCDS in Senegal)... Not sure what “ensure transparency” means here.
	Promote dissemination and discussion of social assistance expenditure in response to Covid-19 as a mechanism for better accountability.	IPs at country level, EUDs	Any work on social protection expenditures through this programme looks at both the contributory and non-contributory social protection. Singling out social assistance expenditure risks to be counterproductive in the debate of building comprehensive and universal systems of social protection.
	Ensure CSOs involved as partners in the projects are fully involved in decision process and monitoring.	IPs at country level, EUDs	They are.
Draw lessons from the engagement of civil society in the 4 countries with the participation of GCSPF.	PMU and Action Steering Committee	Done. Bridging the divides. Promoting universal social protection: building inclusive, effective and sustainable civil society advocacy networks (GCSPF publication). EU SPaN brief: Engaging CSOs and Social Partners in Social Protection.	

Recommendation 4	Consolidate the capacity building achieved and ensure that the studies still to be carried out, the tools developed, and the support still to be provided will effectively serve and strengthen budgetary programming for SP expenditure, external control and transparency and the implementation of shock responsive SP systems.		
	Extend the duration of the Action until end 2023.	EU + IPs	Done. Until 30 September 2023.
	Develop advanced trainings on SP&PFM based on existing modules.	IPs together	Done. Two regional trainings implemented in Asia and Africa. On-line training for Latin America. GCSPF training package for civil society and trade unions.
	Capture and internalize the lessons emerging from adaptative SP interventions supported up to now as a response to COVID-19.	PMU and Action Steering Committee	Done. Five think pieces for SPaN package. Research on contracyclical social protection response and the use of big data.

Recommendation 5	Strengthen resources to deploy a platform for exchange and capitalization and deploy the learning and sharing of experiences activities at cross-country level		
	Ensure the visibility and use of the Multiplier effect research in making more strongly the investment case for SP.	PMU and Action Steering Committee	Advocacy paper under preparation (Nov. 2023).
	Share the analyses carried out on fiscal space analysis and Public Expenditure Reviews and how they have contributed to a dialogue on the scope and financing of SP systems.	PMU and Action Steering Committee	Brief on SP and PFM in the making (Nov. 2023).
	Share the methods and results of work done to extend contributory schemes to informal workers (in garment industries, agriculture, taxi drivers, etc.).	PMU and Action Steering Committee	Done. Brief on extending social protection for workers in the informal economy.
	Analyse how relations between contributory and non-contributory schemes have been explored and developed including institutional governance and links established between ministries in charge of social assistance and of social insurance.	PMU and Action Steering Committee	This was not really part of the objective or activities of the project. The integrated approach is promoted in every discussion, but such an analysis in each country would require time and resources.
	Share experiences in engaging with Parliament.	PMU and Action Steering Committee	Experience is shared in the Uganda final report.

Recommendation 6	Raise policy dialogue on PFM and SP and coherence of DPs support		
	Support greater engagement of the UN Resident Coordinators Office in assuring coordination into the wider UN family and in guaranteeing the complementarity of different UN programmes.	UN IPs	This goes beyond the Programme’s intervention. The Programme could only act at the level of greater UN coordination to deliver the UNSDCF outcomes related to social protection.
	Facilitate High-level contact at senior level, e.g. through EU Ambassador, the UNRCO or EUD Governance section.	EU and UN IPs	Only around the interventions of the Programme, through joint opening remarks for instance.
	Give more attention to the financing of SP (both contributory and non-contributory schemes) and spendings in the framework of the analysis of the general eligibility conditions for EU budget support. Add an annex in BS guidelines providing guidance on SP allocations and spendings analysis (including subsidies); social security funds. Review and update SPaN guidance with PFM issues.	EU HQ Action Steering Committee	EC-INTPA

Recommendation 7	Clarifying joint management arrangements in Approach 1 countries and strengthening visibility, ownership and monitoring of activities and results		
	Ensure the formalisation of the Steering committees and the regular holding of meetings, involving the EUD as well as national actors including the Ministry of Finance.	IPs	At the late stage of the process, this might not add much value to the Projets' implementation. If meetings with key partners of the projects take place on a regular basis, this might be sufficient. Formalization of a steering committee takes time and may not be justifiable for the size of the country project.
	Introduce better light reporting to EUDs (e.g. quick monthly reports).	PMU and Action Steering Committee	This is done through regular communication with EUDs. No need to add another reporting process.
	Ensure more visibility of the projects at country level and broader ownership by national stakeholders.		This is already happening and it has been greatly strengthened with the acceleration of national events to disseminate the results of the projects.
	Monitor intermediary outcomes in terms of capacities to design, implement and control SP policies (Parliament, Ministries in charge of SP programmes).	PMU and Action Steering Committee	Not clear.

Recommendation 8	At EU level, ensure more synergies with other existing support (SRPC, SOCIEUX +, Advisory services, EURsocial, ECHO)	
	Work with ECHO on consolidating shock responsiveness.	EU HQ and ECHO
	Ensure closer synergies between the outputs and outcomes of the project and the future EU Sector Reform Contract on the social sectors including in their complementary measures.	EU HQ and EUD
	Promote a focus on SP and PFM issues in the programming of the new SOCIEUX+ 2022-05 and EURsocial interventions as well as in the next EU SP advisory services (follow- up of ASSIST).	EU HQ and EUD
	Mainstream SP and PFM dimensions throughout the future EU cooperation interventions financed in the framework of: (1) the EU 4th pillar of the Global Gateway on human development and social protection, and (2) the priority area of the Global Europe on human development.	EU HQ and EUD

► Annex 4. Lessons Learned and Good Practices

ILO Lesson Learned Template

Project Title: Improving Synergies between Social Protection and Public Finance Management

Project TC/SYMBOL: GLO/19/50/EUR (Umbrella); GLO/19/53/EUR

Name of Evaluator: Mel Cousins and Greg McTaggart

Date: 22 December 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Governments are more open to working with UN Agencies than with private sector companies. This was based on higher levels of trust in working with UN agencies (e.g., sharing data) and a perception that UN agencies provided better value-for-money.
Context and any related preconditions	In the interviews with A1 countries, government officials were effusive about their ability to work efficiently and effectively with ILO and/or UNICEF. Given the limited financial and time constraints this was even more the case in A2 countries with indications that had the partner not been ILO, there would have been no point in starting the program.
Targeted users /Beneficiaries	ILO country offices. Stakeholders. The general view expressed, particularly in A2 countries, was that using ILO was a prime reason for the short time it took to implement the response. In A1 countries it was felt that good working relationships with government were able to be developed by ILO and UNICEF because they were already a trusted partner.
Challenges/Negative lessons – Causal factors	Particularly in A1 countries, there was an extra administrative burden imposed upon the country offices. Initially this was heavy but the strengthening of the headquarters' role under the program eased this burden, paving the way for effective program implementation.
Success/Positive Issues – Causal factors	IPs positively responding to the identified problem Technical capacity of Implementing Partner staff
ILO Administrative Issues (staff, resources, design, implementation)	The administrative burden on participating country offices was initially possibly underestimated since this was the first time ILO had worked under this type of multi-country arrangement.

ILO Lesson Learned Template

Project Title: Improving Synergies between Social Protection and Public Finance Management

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Name of Evaluator: Mel Cousins and Greg McTaggart

Date: 22 December 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Although gender was considered in the design and there was some evidence of gender-inclusion in the indicators and associated outputs, there were important missed opportunities to further integrate and mainstream gender equality/inclusion.
Context and any related preconditions	There appeared to be limited concentrated effort on gender issues. Many staff interviewed said gender was an outworking of SP&PFM activities. There were programs e.g. child benefit paid to the mother but there seem no activities solely with a gender focus.
Targeted users /Beneficiaries	Groups likely to be at a disadvantage due to gender varying by country and context.
Challenges/Negative lessons – Causal factors	The push to expand social security generally benefits men. Even in the informal sector occupational categories which are predominantly female e.g. market traders were not a focus. The push for migrant workers in Nepal to register for social security was pro-male. The vast majority leaving to work overseas are men. In Sri Lanka the choice of the tourism industry was also in a male dominated industry.
Success/Positive Issues – Causal factors	The Girls Empowering Girls program in Uganda although having a small number of beneficiaries showed how a pro-female program could be adopted. Also child grants and grants to pregnant women are pro-female so overcoming exclusion in these programs was a positive.
ILO Administrative Issues (staff, resources, design, implementation)	The effort to overcome registration issues (and therefore eligibility issues) relating to the child grant can be used as an example for other countries. Female empowerment programs should be a focus in future programs.

ILO Lesson Learned Template

Project Title: Improving Synergies between Social Protection and Public Finance Management

Project TC/SYMBOL: GLO/19/50/EUR (Umbrella); GLO/19/53/EUR

Name of Evaluator: Mel Cousins and Greg McTaggart

Date: 22 December 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	There is a need to continue working on registration systems as there is still a high exclusion error from Social Protection programs since most rely upon formal registration e.g. citizenship, National ID or birth certificate to be eligible to enroll in SP programs.
Context and any related preconditions	In the interviews with the majority of implementers of country-level activities, reference was made to the exclusion of many persons from the existing SP programs. In most countries, eligibility is dependent upon having citizenship and/or a National Identity number. A precondition for these is having their birth formally registered. Whilst recently this has become automatic for births in hospitals, even today a significant number of children are not born in hospitals so have no birth certificate.
Targeted users /Beneficiaries	Government departments, CSO's and beneficiaries.
Challenges/Negative lessons – Causal factors	Cash transfers are paid from a certain age, or with child benefit to a certain age. There are those who will seek to fraudulently try to participate in a scheme by misrepresenting their age. Government agencies responsible for citizen registration need to ensure the integrity of their database and want to be 100 per cent sure of a person's eligibility. Anybody without the prescribed documents struggles to enrol.
Success/Positive Issues – Causal factors	In a number of countries SP&PFM worked with the National Registration Agency to develop programs relating to issuing birth certificates which in the long-term will reduce the problem. For the elderly SP&PFM worked with Government to enroll those who clearly met age requirements in the appropriate SP scheme.
ILO Administrative Issues (staff, resources, design, implementation)	Advocacy helped to reduce the exclusions but more resources will be needed to continue advocating for greater inclusion in SP programs.

ILO Lesson Learned Template

Project Title: Improving Synergies between Social Protection and Public Finance Management

Project TC/SYMBOL: GLO/19/50/EUR (Umbrella); GLO/19/53/EUR

Name of Evaluator: Mel Cousins and Greg McTaggart

Date: 22 December 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Expanding social protection (SP) into the informal sector is easier said than done. There are many barriers that need to be overcome. Most social protection schemes for the informal sector are based on those for the formal sector without taking into account the peculiarities of the informal sector.
Context and any related preconditions	In the majority of interviews with A1 countries, it was said that an objective of SP&PFM was to expand SP into the informal sector. Technical Assistance was given to help social security funds achieve this. However, most countries were not creating a new fund for informal sector workers but creating, or planning to create, an add-on to the existing scheme for private sector workers in the formal economy without taking any account of the disparate employment patterns between formal and informal sector workers.
Targeted users /Beneficiaries	Informal sector workers in A1 countries which can be up to 80 per cent of those of working age.
Challenges/negative lessons – Causal factors	To ensure continued participation in a contributory social security scheme the scheme design needs to take account of the irregular nature of informal sector employment and therefore a worker's capacity to pay contributions.
Success/Positive Issues – Causal factors	In Nepal participation by informal sector workers in the social security fund has slightly different conditions to those for formal sector workers. Local government makes the employer contribution although this has not seen myriads of persons enrol. The programme in Zambia aroused great interest from the Ethiopians and Ugandans.
ILO Administrative Issues (staff, resources, design, implementation)	The push for participation of the informal sector in a contributory social security fund seems to have come at the expense of pushing for a social protection floor under R202.

ILO Lesson Learned Template

Project Title: Improving Synergies between Social Protection and Public Finance Management

Project TC/SYMBOL: GLO/19/50/EUR (Umbrella); GLO/19/53/EUR

Name of Evaluator: Mel Cousins and Greg McTaggart

Date: 22 December 2023

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p> <p>Context and any related preconditions</p>	<p>The effectiveness of SP&PFM was significantly enhanced by the involvement of the Global Coalition for Social Protection Floors (GCSPF) as an Implementing Partner. Evidence showed a clear added value of using a third party to work at grass-roots level to initiate a bottom-up approach to advocacy, giving a sense of ownership of the process to communities.</p> <p>In all four countries where the GCSPF was a partner, there was a greater amount of effective advocacy done at the grass-roots level. This complemented the work done by ILO and UNICEF who advocated on policy with senior civil servants.</p>
<p>Targeted users/Beneficiaries</p>	<p>Trade unions, CSOs, individual citizens usually in rural areas, municipal officials, individual members of parliament.</p>
<p>Challenges/negative lessons – Causal factors</p>	<p>SP&PFM worked with the GCSPF and its partners to build capacity and to support in public education campaigns. The main challenge is for these partners to find the resources that will let them advocate to a similar level as they did under SP&PFM.</p>
<p>Success/Positive Issues – Causal factors</p>	<p>In the four countries, well over one million individuals were made aware of their social protection rights. In addition, government officials, other CSOs and members of parliament were sensitised on SP issues and will be able to further advocate for social protection.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>There was an added administrative burden for ILO in having a third organisation that needed to present financial and project documents necessary for EU reporting purposes. The fact that reports from individual countries were centralised at GCSPF was a positive aspect for ILO.</p>

ILO Emerging Good Practice Template

Project Title: Improving Synergies between Social Protection and Public Finance Management

Project TC/SYMBOL: GLO/19/50/EUR (Umbrella); GLO/19/53/EUR

Name of Evaluator: Mel Cousins & Greg McTaggart

Date: 22 December 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p> <p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>Supporting the development and implementation of disability identification systems (linked to Programme activities in Cambodia and Nepal).</p> <p>Factors which supported successful implementation include:</p> <ul style="list-style-type: none"> • Government commitment. • Strong investment by the EU, with a strong technical focus by the Project of capacitating government partners and mobilizing them for success. • Strong partnership with other DPs engaged in the sector. • Strong engagement of CSOs (People with Disability Organizations). <p>Challenges include:</p> <ul style="list-style-type: none"> • On-demand system requires continuous sensitization of the population. • The strongest challenge is the stigma associated with disability, particularly non-physical or severe forms of disability. • Support and care programmes for PwD exist but need to be further strengthened.
<p>Establish a clear cause-effect relationship</p> <p>Indicate measurable impact and targeted beneficiaries</p>	<p>The establishment of a system of disability identification allows PwD to have access to cash benefits and to a wider range of health and social services.</p> <p>In Cambodia, almost 290,000 PwD/Cambodians have been identified using the system supported by the Programme. In Nepal, 64,000 red card holders receive 4,000 Nepalese rupee (Rs) a month (\$30), whilst 133,000 blue-card holders receive an allowance of Rs 2,130 (\$16) a month.</p>
<p>Potential for replication and by whom</p>	<p>This approach could be replicated in a wide range of other countries facing similar challenges and at similar levels of social development.</p>

GP Element	Text
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	In line with SDG 1 and ILO's Programme and Budget Outcome 3 on "Creating and extending social protection floors" (2028-29), subsequently ILO's P&B Outcome 8: "Comprehensive and sustainable social protection for all" (P&B 2020-21 and P&B 2022-23).
Other documents or relevant comments	See Case study of the: Improving Synergies between Social Protection and Public Finance Management Final Independent Evaluation Report.

ILO Emerging Good Practice Template

Project Title: Improving Synergies between Social Protection and Public Finance Management

Project TC/SYMBOL: GLO/19/50/EUR (Umbrella); GLO/19/53/EUR

Name of Evaluator: Mel Cousins & Greg McTaggart

Date: 22 December 2023

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<p>Integrating public finance management into social protection (SP) work at country level through the development of a tool to evaluate the public finance management's (PMF) social protection delivery (Paraguay).</p> <p>The aim of the tool is to assess the performance of the public finance management of the SP budget, based on the Public Expenditure and Financial Accountability (PEFA) and the International Social Security Association Good Governance Guidelines. Use of the tool in other countries is now being discussed with the EU.</p>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>Factors which supported successful implementation include:</p> <ul style="list-style-type: none"> • Government commitment and engagement (General Directorate of Budget of the Ministry of Finance). • Expertise in PFM. • EU support. <p>Challenges include:</p> <ul style="list-style-type: none"> • Lack of familiarity with PFM by social security authorities. • Need for ongoing technical expertise and support. • Political sensitivities.
Establish a clear cause-effect relationship	<p>The development of a system for assessing PFM would allow measurement of the extent to which social protection bodies are applying best practice.</p>
Indicate measurable impact and targeted beneficiaries	<p>In principle, improved SP finance management will lead to greater transparency and improved impact from social protection expenditure.</p>
Potential for replication and by whom	<p>The tool could be applied in a wide range of countries at a similar level of social protection development. The tool requires coordination and inputs from other institutions administering social protection programs in the country.</p>

GP Element	Text
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	In line with SDG 1 and ILO's Programme and Budget Outcome 3 on "Creating and extending social protection floors" (2028-29), subsequently ILO's P&B Outcome 8: "Comprehensive and sustainable social protection for all" (P&B 2020-21 and P&B 2022-23).
Other documents or relevant comments	The project has finalized a Working paper on the public budget's social protection performance resulting from the pilot implementation in Paraguay of the global tool's development

► Annex 5. List of persons interviewed

Global/regional

Name	Position and organisation
Valérie SCHMITT	Deputy Director, ILO, Social Protection Department (SOCPRO)
Céline Peyron Bista	Chief Technical Adviser SP&PFM programme, ILO SOCPRO
Veronika Wodsak	Social Protection Policy Specialist, ILO SOCPRO
Ana Carolina De Lima Vieira	Social Protection Officer. ILO, SOCPRO
Namrata Saraogi	Social Policy Specialist, UNICEF
Uzziel Twagilimana	Directeur Adjoint – Programmes WSM (GCSPF)
Chandranshu	HelpAge
Hilde Van Regenmortel	OXFAM
Ermina Sokou	Programme Officer. European Commission. Directorate-General for International Partnerships (INTPA)
Doerte Bosse	Deputy Head of Unit Social Inclusion and Protection, Health and Demography European Commission International Partnerships (INTPA)
Nadia Giske	European Commission International Partnerships (INTPA)
Juergen Hohman	Formerly European Commission International Partnerships (INTPA)
Markus Ruck	Social protection specialist, ILO Bangkok

A1 countries

Name	Organisation
BURKINA FASO	
Marie Laure Bako-Kankyono	National Project Coordinator, ILO CO-Abidjan
Amedee Bamouni	Secrétaire permanent du Conseil national pour la protection sociale, Primature
Soumaïla Gamsore	Directeur général de la Caisse nationale d'assurance maladie universelle, MFPTPS
Abraham Soura	Secrétaire permanent du Conseil national de l'économie informelle
Philomène Yameogo/Tou	Secrétaire générale, Conseil national du patronat burkinabè, CNPB

Name	Organisation
Aimé Zonou	BIT
Aicha Traore	DR action sociale Centre Ouest
Moussa Bakouan	DP action sociale Centre Ouest
Bruno Baye	DR action sociale Centre -Est
Karim Diallo	DP action sociale Centre Est
Moussa Ouattara	Secrétaire technique national du RSU
Bassinga	ISSP
Ahmed Ouedraogo	Président Association des Jeunes volontaires pour le leadership, la santé et le développement (AJVLS)
Francis Oubda	Social Policy Specialist, UNICEF
Michel Savel	European Union Delegation (EUD)
ETHIOPIA	
Alexio Musindo	ILO Director CO Ethiopia
Fantahun Melles	ILO National Project Coordinator
Mwenya Kapasa, Zeleka Paulos and Getachew Berhanu	ILO SP Technical Officer, Acting UNICEF SP Head and UNICEF SP Specialist
Feleke Jember and Bebebe Barud	CEO Social Protection Dept Ministry of Women and Social Affairs and Ministerial Advisor MOWSA
Asalifew Amedin and Sisay Tilehun	CEO, Disability Affairs, MOWSA and Disability Affairs Officer
Fisehatsion Biadgign and team	Department Head, Social Affairs, Confederation of Ethiopian Trade Unions
Abanyeh Gujo	Executive Director Federation of Ethiopian Associations of PWD
Sofia Mohammed	Country Representative HelpAge International
Legassu Leulseged	Program Director Ethiopian Centre for Disability and Development
Michele Schivo	EU Task Manager, EUD
Abebe Haile	CEO, Employers Federation
Metasebiya	Addis Ababa Bureau of Labour and Social Affairs OLSA office
Girma	Private Organisations' Employees Social Security Agency
NEPAL	
Andre Bongestabs	ILO SP Officer Nepal
Milan Shrestha	ILO Project Administrator
Gokarna Awasthi and Hansa Ram Pandey	Director-General, Federation of Nepalese Chambers of Commerce and Industry and Social Policy Expert FNCCI
Numan Ozcan	ILO Country Director, Nepal

Name	Organisation
Roshan Koju and Bibek Panthee	Director Social Security Fund and Deputy Executive Director SSF
Tilottam Paudel and 7 staff	President, Social Protection Civil Society Network
Yogendra Kumar Kunwar and 6 officers	President Nepal Trade Union Congress
Kapil Mani Gyawali	Founding Director, Social Security Fund
Thakur Dhakal	Social Policy Specialist UNICEF
Laxman Basnet	General Secretary South Asian Regional trade Union Council
Bruno Deceukelier	Asia Coordinator, WSM
ANGOLA	
Denise Monteiro	Technical Officer, Social Protection. ILO Angola
Lizeth Joaquim	National Project Officer. Social Protection Programs, ILO Angola
Kâmia de carvalho abambres	Social Policy Specialist. UNICEF Angola
Louise Moreira Daniels	Chief of Social Policy UNICEF
Pierre Destexhe	EUD
Francesco Elicio	EUD
CAMBODIA	
Koh Jie Yu	ILO Social Protection Programme Manager
Kimsong Chea & Sovannary Keo	UNICEF
Chan Chhorvy Sok	OXFAM Program Manager
Visal Tan	OXFAM
Francesca Ciccomartino	Program Manager, EU Delegation in Cambodia
PARAGUAY	
Guilhermo Montt	ILO Social Protection Specialist, DWT/CO-Santiago, covering Paraguay
Gustavo Rojas De Cerqueira Cesar + Maria	Social Policy Officer, UNICEF Paraguay
Vera Valente	European Union Delegation in Paraguay
SÉNÉGAL	
Dramane Batchabi	Social protection specialist, ILO DWT/CO-Dakar
Moussa Dieng	National Project Coordinator, ILO DWT/CO-Dakar
Valère Pihoun Koffi	Coordinateur WSM, Afrique de l'Ouest
Andre Demba Wade	WSM
Malicki Ndombe	WSM
Ousseini Ouedraogo	Responsable national de la protection sociale, UNICEF
Seynabou Laye Touré	Délégation de l'UE (EEAS-DAKAR)
Stephane Devaux	Délégation de l'UE (EEAS-DAKAR)

Name	Organisation
UGANDA	
Mwenya Kapasa	Technical Officer, Social Protection. ILO, CO-Dar es Salaam
Tawanda Chenimbiri	Social Policy Specialist, UNICEF
Emily Kemigisha	Country Representative, HelpAge International
Tarik Kubach (EEAS-KAMPALA)	European Union Delegation (EUD)

A2 countries

Nombre	Organización
COLOMBIA	
Manuel Fernandez Quillez	Agregado de Cooperación – Delegación de la Unión Europea
Santiago Ríos Begrambre	Coordinador del Grupo de Gestión de Políticas de Migración Laboral – Ministerio del Trabajo
Julie Catherine Bulla Prieto	Coordinadora Grupo de Gestión de la Política de Migración Laboral – Ministerio del Trabajo
Nidia Tarazona	Secretaria General – CGT
Diana Gómez	Secretaria General – CTC
Enrique Gómez	Encargado Seguridad y Salud – CUT
Enán Arrieta Burgos	Director Laboral y Seguridad Social (E) – ANDI
Tomás Jaramillo Torres	Abogado Investigador – ANDI
Diana Carolina Valero	Coordinadora Nacional de Protección Social – PMA
Yanira González	Fundación Corazón Doble Tricolor – FCDT
Alejandra Páez Gil	Coordinadora país de Migración y Movilidad Colombia – Proyecto LAZOS – OIT Colombia
Martha Agudelo	Coordinadora país Proyecto Protección Social para Migrantes para Colombia – OIT Colombia
VIET NAM	
Social Protection Programme Manager, ILO CO Hanoi	
Andre Gama	Director General, Policies and Legal Department, Viet Nam Women Union
Dam Thi Van Thoa	Deputy Director General, Organizational Department, Viet Nam Women Union
Cao Thi Hong Minh	Director General, Institute of Labour Sciences and Social Affairs
Bui Ton Hien	National Project Coordinator, ILO Country Office for the Viet Nam
Nguyen Hai Dat	EU Delegation
Ngo Thi Kim Thu	

Nombre	Organización
PERU	
Institution	Person, Title
ILO	Pablo Casalí, Social Protection Specialist Ana Gómez Narváez, National Project Coordinator
EU Delegation	José Luis Arteaga Céspedes, Official, Section Cooperation
Ministry of Labour and Employment Promotion	Gina Lozano Salazar, Advisor, Vice Ministry of Employment Mónica Francia Tadeo, Legal Specialist, Directorate of Social Security and Labour Migration, Vice Ministry of Employment Jorge Larrea De Rossi, Technical Secretary, National Council of Labour and Employment Promotion
Civil Society – Employers' Organisations	Rolando Torres Prieto, Organisation Secretary, Autonomous Central of Peruvians Workers Julio César Bazan, President, Unitarian Confederation of Workers Juan Pedro Chang, Organisation Secretary, Unitarian Confederation of Workers Guillermo Onofre Flores, Social Security Secretary, Unitarian Confederation of Workers
Civil Society – Workers' Organisations	Gabriel Amaro, President, Association of Agricultural Producers Union of Peru José Luis Naranjo Correa, Director, National Association of Industries

Name	Organisation
SRI LANKA	
Simrin Singh	ILO Country Director, SL
Dharshani-Ruwanthika Premaratne	EU Task Manager, SL
Mariko Ouchi	Senior Technical Specialist on Social Protection, ILO Decent Work Technical Support Team (DWT) – South Asia ILO
Sriyani Mudiyansele	National Project Coordinator, ILO CO-Colombo
Tharanga Rupasinghe	Director, Quality Assurance Division, Sri Lanka Tourism Development Authority, Colombo
Samantha Pathirathna	ILO Consultant, PASS Asia
Priyanga Dunusinghe	ILO Consultant, University of Colombo
Samanthika Gonagala	Senior Legal Officer/Employers Federation of Ceylon (EFC)
Palitha Athukorale	National Union of Seafarers (NUSS)
Rohan Abeywickrama	President, Association of Small and Medium Enterprises in Tourism (ASMET)
Hiranth Perera	President, Chauffeur Tourist Guide Lecturers Association (CTGLA)

► Annex 6. Interview guidelines for national consultants

Interview guidelines: Approach 1 countries

Please:

1. Get the full name and title of those whom you are interviewing. If a big group just the name of the leader and how many others is sufficient.
2. List the date and time the interview started and ended

Questions should be adapted to the context and to the interviewee's level of involvement in the project. Please use open questions to get the interviewee talking rather than answering yes or no.

Overview

The objective of the interview is to get the client's view of the relevance, coherence, effectiveness, efficiency, impact and sustainability of the SP&PFM project's work in the country including any cross-country (global) component.

To put this in context, please provide a brief overview of the current status of social protection in the country and the changes that have occurred to the SP system over the life of the project insofar as these are relevant to the project based on document review and interviews.

Changes can be both positive and negative. We need to hear of both if that is the reality.

What changes have occurred related to the project's work. Are any changes that have occurred that are directly attributable to the project's work? If so which ones and how did the project facilitate the change? In respect of negative changes did the project take any action to try and avert the change?

Relevance and coherence?

How relevant was the project to the needs of the stakeholders?

How did the Programme coordinate with other Government and/or donor initiatives in social protection?

How did the stakeholder feel about the project planning and to what extent were they involved?

How well did the project design integrate gender concerns and inclusion of people with disabilities?

Effectiveness?

How did the stakeholder feel about the project's implementation and to what extent were they involved?

How well was the project able to implement its planned activities and outcomes? To what extent were activities implemented in full? To what extent were outcomes achieved? What if anything could have been done better?

What, if any, barriers did they experience with their part of the project? If there were, what did they do to overcome the barriers?

Did COVID have an impact on the program and if so to what extent? Were any planned activities cancelled, revised or added on account of COVID?

Was the program able to overcome any initial delay due to COVID?

Was there a local Steering Committee to oversee the program activities. Was it representative of all the stakeholders.? Were they part of that Committee and if so what role did they play. Was it effective?

If there was a need to actively integrate the program with multiple stakeholders to what extent did that occur? To what extent did the project engage with other development partners?

Did the project adequately address issues of gender equality and persons with disabilities during its implementation?

Were you involved in any specific work on Public Finance Management (PFM)? If so, what?

Did you participate in any training/capacity building events? If so, were these at an appropriate level and were they useful?

Were CSOs involved in the project implementation?

To what extent has the Programme mainstreamed social dialogue and tripartism?

To what extent did the project take account of ILO standards and principles, including the Social Protection Floors Recommendation, 2012 (R202)?

How effective were partnerships at national/local level?

Were any potential good practices identified by the project?

Efficiency?

If relevant, do you have any views on the cost-effectiveness and value for money in the Programme's implementation and management?

(where relevant) What was the extent of the ease of administering (reporting and financial) their component of the program or in the case of ILO/UNICEF/EU the overall program?

Was the project able to leverage any additional resources?

Impact and sustainability?

What were the main impacts of the project?

Can these outcomes be sustained after the project closes? Did the project have an explicit exit strategy?

It is likely that some activities conducted by the program have not led to an immediate result and are "work in progress"? If so which activities are in this category and what is the likelihood of these activities bringing about a positive change?

What is the general view about the direction of SP in the country? What future steps could be taken to continue the momentum begun by the project? Are there any specific plans to continue this work?

How committed is the Government to continuing to expand SP? To what extent are SP programs donor funded? Has the Government got the will/capacity to continue the programs when donor funding starts to drop.

If you were making a presentation about the program what 2 or 3 outputs or outcomes would you highlight as the program at its most important?

If there was to be a follow-on project what 2 or 3 activities would you recommend the project pursue? What were the key lessons learned from the implementation of the project?

Interview guidelines: Approach 2 Countries

Please:

1. Get the full name and title of those whom you are interviewing. If a big group just the name of the leader and how many others is sufficient.
2. List the date and time the interview started and ended

Questions should be adapted to the context and to the interviewee's level of involvement in the project. Please use open questions to get the interviewee talking rather than answering yes or no.

Overview

The objective of the interview is to get the client's view of the relevance, coherence, effectiveness, efficiency, impact and sustainability of the SP&PFM project's work in the country including any cross-country (global) component.

To put this in context, please provide a brief overview of the current status of social protection in the country and the changes that have occurred to the SP system over the life of the project insofar as these are relevant to the project based on document review and interviews.

For Approach 2 countries please focus on the area of social protection covered by the project. For Approach 2 countries that finished early has there been any subsequent changes to SP since the project ended?

Changes can be both positive and negative. We need to hear of both if that is the reality.

What changes have occurred related to the project's work. Are any changes that have occurred that are directly attributable to the project's work? If so which ones and how did the project facilitate the change? In respect of negative changes did the project take any action to try and avert the change?

Relevance and coherence?

How relevant was the project to the needs of the stakeholders?

How did the Programme coordinate with other Government and/or donor initiatives in social protection?

How did the stakeholder feel about the project planning and to what extent were they involved?

How well did the project design integrate gender concerns and inclusion of people with disabilities?

Effectiveness?

How did the stakeholder feel about the project's implementation and to what extent were they involved?

How well was the project able to implement its planned activities and outcomes? To what extent were activities implemented in full? To what extent were outcomes achieved? What if anything could have been done better?

What, if any, barriers did they experience with their part of the project? If there were, what did they do to overcome the barriers?

Did COVID have an impact on the program and if so to what extent? Were any planned activities cancelled, revised or added on account of COVID?

Was the program able to overcome any initial delay due to COVID?

Was there a local Steering Committee to oversee the program activities. Was it representative of all the stakeholders? Were they part of that Committee and if so what role did they play. Was it effective?

If there was a need to actively integrate the program with multiple stakeholders to what extent did that occur? To what extent did the project engage with other development partners?

Did the project adequately address issues of gender equality and persons with disabilities during its implementation?

Were you involved in any specific work on Public Finance Management (PFM)? If so, what?

Did you participate in any training/capacity building events? If so, were these at an appropriate level and were they useful?

Were CSOs involved in the project implementation?

To what extent has the project mainstreamed social dialogue and tripartism?

To what extent did the project take account of ILO standards and principles, including the Social Protection Floors Recommendation, 2012 (R202)?

How effectiveness were partnerships at national/local level?

Were any potential good practices identified by the project?

Efficiency?

If relevant, do you have any views on the cost-effectiveness and value for money in the Programme's implementation and management?

(Where relevant) What was the extent of the ease of administering (reporting and financial) their component of the program or in the case of ILO/UNICEF/EU the overall program?

Was the project able to leverage any additional resources?

Impact and sustainability?

What were the main impacts of the project?

Can these outcomes be sustained after the project closes? Did the project have an explicit exit strategy?

It is likely that some activities conducted by the program have not led to an immediate result and are "work in progress"? If so which activities are in this category and what is the likelihood of these activities bringing about a positive change?

What is the general view about the direction of SP in the country? What future steps could be taken to continue the momentum begun by the project? Are there any specific plans to continue this work?

How committed is the Government to continuing to expand SP? To what extent are SP programs donor funded? Has the Government got the will/capacity to continue the programs when donor funding starts to drop.

If you were making a presentation about the program what 2 or 3 outputs or outcomes would you highlight as the program at its most important?

If there was to be a follow-on project what 2 or 3 activities would you recommend the project pursue?

What were the key lessons learned from the implementation of the project?

► Annex 7. Bibliography

General

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—, —, December 2022.

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ILO Evaluation Guidance

Guidance Note 2.1: Independent midterm & final evaluations

Guidance Note 3.1: Integrating gender equality in monitoring and evaluation

Guidance Note 5.5: Dissemination of Lessons Learned and Emerging Good Practices

Checklist 4.2: Preparing The Evaluation Report

Checklist 4.3: Filling in the Evaluation Title Page

► Annex 8. Terms of reference

TERMS OF REFERENCE: International Evaluator

FINAL INDEPENDENT EVALUATION: Improving Synergies between Social Protection and Public Finance Management

Beneficiary countries	<p>Approach 1: Angola, Burkina Faso, Cambodia, Ethiopia, Nepal, Paraguay, Senegal, Uganda</p> <p>Approach 2: Bangladesh, Cabo Verde, Cote d'Ivoire, Colombia, Ecuador, Kenya, Kyrgyzstan, Lao People's Democratic Republic, Malawi, Myanmar, Nigeria, Peru, Sri Lanka, Togo, Viet Nam and Zambia</p>	
Programmes code	GLO/19/50/EUR (Umbrella); GLO/19/53/EUR	
Development partner	European Commission, INTPA-DCI	
Duration	1 October 2019 – 30 September 2023	
Overall budget	USD 22,900,000 (with 2,900,000 co-financing)	
Implementing organizations	ILO; UNICEF; Global Coalition for Social Protection Floors (GCSPF)	
Technical units	<p>SOCPRO</p> <p>CO-Kinshasa (for Angola)</p> <p>CO-Abdjan (for Burkina Faso)</p> <p>DWT/CO-Bangkok (for Cambodia)</p> <p>CO-Addis Abeba (for Ethiopia)</p> <p>CO-Kathmandu (for Nepal)</p> <p>DWT/CO-Santiago (for Paraguay)</p> <p>DWT/CO-Dakar (for Senegal)</p> <p>CO- Dar Es Salaam (for Uganda)</p>	<p>CO-Dhaka (for Bangladesh)</p> <p>DWT/CO-Dakar (for Cabo Verde)</p> <p>DWT/CO-Lima (for Colombia, Ecuador, Peru)</p> <p>CO-Abidjan (for Cote d'Ivoire, Togo)</p> <p>CO-Dar Es Salaam (for Kenya)</p> <p>DWT/CO-Moscow (for Kyrgyzstan)</p> <p>DWT/CO-Bangkok (for Lao PDR)</p> <p>CO- Abuja (for Nigeria)</p> <p>CO-Colombo (for Sri Lanka)</p> <p>CO-Hanoi (for Viet Nam)</p> <p>CO-Lusaka (for Zambia)</p>

Introduction

The ILO, UNICEF and the Global Coalition for Social Protection Floors (GCSPF) are jointly implementing the Action Improving Synergies between Social Protection and Public Finance Management (hereafter SP&PFM Programme or Programme) from 01 October 2019 until 31 May 2023. They are referred as the Implementing Partners (IPs). The Programme is funded by the European Commission with a total budget of EUR 22.9 million. In November 2022, the programme team requested a no-cost extension until 30 September 2023, which was approved. In accordance with the signed programme agreement

and the IP's evaluation policies, a final independent evaluation of the programme is foreseen before its closing in 2023. An Evaluability Review was completed at the end of the first year of the programme, and a mid-term independent evaluation of the programme, managed by the EC-INTPA, was finalized in January 2023.

An ILO Evaluation Manager, who is independent of the Programme and who will be under the overall direction of the ILO Evaluation Unit (EVAL), will manage the evaluation process, in coordination with UNICEF and GCSPP. An external independent evaluation team will conduct the evaluation while complying with UN Norms and standards and their ethical safeguards.

Brief Overview of the Programme

The SP&PFM Programme aims to increase universal social protection coverage in partner countries, preferably but not limited to those benefiting from EU-funded budget support operations. Universal Social Protection (USP) refers to an integrated set of policies and programmes to ensure that all people throughout their lives, whenever exposed to risks, have equitable access to social protection schemes that protect them from the potential negative consequences of these risks.

As defined in the Logframe,²⁹ **Specific Objective 1** is to improve partner countries' design and financing of social protection systems in support of their efforts towards SDGs 1 and 10.

- **Result 1.1:** Adequate, sustainable and gender-sensitive social protection financing through improved cross-sector coordination in coherence with national macroeconomic, fiscal, digital and SDG strategies as well as diversification of sources of financing and increased fiscal space available for all social sectors to progressively achieving universal social protection.
- **Result 1.2:** Enhanced evidence and availability of tools that support national evidence-based decision-making and encourage supra-national coordination and benchmarking of good practices (including the portability of social entitlements as integral part of economic and labour policies, gender-sensitive and disability inclusive social protection), with participation of regional bodies as well as civil society organisations.

Specific Objective 2 is to support governments in implementing and monitoring effective gender-responsive and disability-inclusive social protection systems and programmes for all while ensuring financial sustainability and macroeconomic stability.

- **Result 2.1:** Strengthened capacities of partner countries to achieve the best impact of diversified sources of funding for social protection, prioritizing women, children, persons with disabilities, informal economy and migrant workers.
- **Result 2.2:** Strengthened knowledge and technical capacities of partner countries at national and sub-national levels to plan, deliver, monitor and report on social protection programmes, with participation of training institutions and civil society.

Specific Objective 3 envisages assisting partner countries in developing and applying shock-responsive social protection programmes and systems adapted to the needs of those living in protracted fragility and crises, including forcibly displaced persons.

- **Result 3.0:** Increased capacities of partner countries in the context of emergencies, natural disasters, forced displacements, protracted fragility and crises to establish contingency plans and multi-year funding strategies to run adaptive social protection mechanisms.

²⁹ See Annex II of these ToRs.

The main goal of the SP&PFM Programme is to support partner countries in strengthening the social protection systems, the sustainability of its financing and improving the public finance management (PFM) for social protection. In all partner countries, the intervention is implemented through national dialogue. In each partner country, the SP&PFM Programme collaborates closely with the EU Delegations, facilitates synergies with other EU Member States' funded projects as well as other development partners, including other UN agencies and international financing institutions, where appropriate.

More specifically, the SP&PFM programme supports countries under two approaches:

Approach 1: In eight pre-selected priority countries (Angola, Ethiopia, Burkina Faso, Uganda, Senegal, Nepal, Cambodia, and Paraguay) ILO, UNICEF and GCSPF provide medium-term (three years) in-country technical assistance, capacity and knowledge development, focussing on country-specific priority areas of support identified with the national stakeholders during the inception phase. Whereas all partner countries have included extension of coverage, strengthening of institutional capacities for delivering social protection and improvement of financing and PFM for social protection, they opted for different thematic foci, such as gender or disability inclusiveness, extension of coverage to informal economy workers, specific age group, shock-responsiveness, etc... On average, a budget of EUR 1.8 million is allocated to each priority country and evenly split between ILO and UNICEF. The GCSPF is only active in some of the priority countries (Nepal, Cambodia, Uganda and Senegal).

Approach 2: In the other 14 countries, the ILO provides on-demand shorter-term (18 months) advisory services to respond to specific needs for technical services. The countries were selected through two calls for proposals. The first call, launched in April 2020, aimed at supporting the response to the Covid-19 pandemic. The following countries were selected on the basis of agreed criteria: Bangladesh, Cabo Verde, Cote d'Ivoire, Ecuador, Malawi, Myanmar, Nigeria, Peru, Sri Lanka, and Togo. The second call, focused on strengthening social protection systems in the COVID-19 crisis recovery, and selected the following countries: Colombia, Kenya, Kyrgyzstan, Lao People's Democratic Republic, Viet Nam and Zambia. On average, a budget of EUR 200,000 was allocated per country to provide this shorter-term advisory service.

► **Table 4. List of Approach 1 and 2 countries. Countries highlighted in blue were included in the MTE**

Approach 1	Approach 2 (closed)	Approach 2 (ongoing)
Angola	Bangladesh	Colombia
Burkina-Faso	Cabo Verde	Kenya
Cambodia	Côte d'Ivoire	Kyrgyzstan
Ethiopia	Ecuador	Lao PDR
Nepal	Malawi	Viet Nam
Paraguay	Myanmar	Zambia
Senegal	Nigeria	
Uganda	Peru	
	Sri Lanka	
	Togo	

At regional and global level (cross-country component), the Programme implements a cross-country component aiming to:

- (1) provide overall management, technical backstopping, monitoring and coordination support to the countries where the Programme is implemented; this includes ensuring a more harmonized support to the development of social protection – including during COVID 19, and building evidence on the contribution of the Programme to SDG 1.3 in its two dimensions (systemic changes and impact on people);
- (2) facilitate knowledge development and exchange, and learning on social protection, its financing, PFM, through the documentation of country experiences, and the development of methodologies and tools related to policy design, implementation, financing and PFM, with the guidance of the Advisory Board of the Programme;
- (3) increase efficiency of the Programme through the provision or development of coordinated approaches on social protection and PFM, including in the context of the COVID-19 recovery, notably by developing ILO-UNICEF-GCSPF training materials (e.g. on social protection and PFM), advocacy and communication materials;
- (4) implement the research component of the Programme that aims at building the investment case for social protection, including for improved crisis-preparedness;
- (5) ensure strong visibility of the results of the Programme at national, regional and global levels by implementing global communication activities and supporting countries in the development of national and regional communication inputs.

The programme's intervention logic/Theory of Change³⁰ refers to the following results chain:

1. Further enhancements to the policy coherence in the design and financing of social protection (specific objective 1) will not only generate improvements in the effectiveness and impact of current and future EU budget support programmes but will also foster collaboration and mutual learning across policy sectors on the social needs, best practices and operational synergies of social protection interventions and their financing to ultimately achieve stable economic growth in a sustainable, equitable and inclusive manner.
2. The increased political recognition of the potential and value of social protection will benefit in turn from the Action's support with respect to better coordination, implementation and monitoring of different social protection programmes, and to capacity building at all levels (specific objective 2) thereby creating a more coherent and comprehensive overall social protection system.
3. Finally, through demonstrating the potential of social protection systems to meet basic needs and protect households and specifically respond to the differing demands in contexts of emergencies, forced displacement, structural fragility, crises or displacement, and to help creating income generating activities (specific objective 3), the Action will reinforce the importance of integrating social support into broader development and humanitarian policies, including through the participation of forcibly displaced persons in public social protection programmes, in order to achieve greater resilience of poor and vulnerable populations to family level and widespread shocks.

The specific objectives and result chain of the programme were formulated before the outbreak of the COVID-19 pandemic that occurred just after the country multiannual programming was agreed upon.

³⁰ For more details, see the [Action Document](#).

The COVID-19 pandemic obliged partner countries to implement restrictive measures, including lockdown, and shifted national priorities toward urgent sanitary and socio-economic responses to the crisis. This situation has negatively impacted and delayed implementation, partly with the suspension of in-country recruitment. Nonetheless, the overall and specific objectives continued to be relevant for the crisis response. While the overall results framework remained relevant to support the countries in designing and implementing COVID-19 responses, the overarching objective of the results and activities listed under specific objectives 1 and 2 were redirected to increase the capacity of partners in the context of emergencies to contribute to the discussions concerning the financial sustainability of the social protection systems post-crisis, (and thus to contribute to the specific objective 3).

► **Figure 1. Key components of the Programme**



Implementation Arrangements

The governance structure of the Action at the global level is based on four bodies. The ILO and UNICEF have established a **project management unit (PMU)**, which ensures the overall coordination of activities implemented by the partners. The PMU works in very close consultation with the representatives of the GCSPF. Furthermore, it provides operational and administrative assistance to the **Steering Committee (SC)**, which is composed of five statutory members, each one with a voting right. These are the European Commission, ILO, UNICEF, one representative of the GCSPF and one EU Member States representing all EU MS. The European Commission (INTPA), ILO and UNICEF have alternated annually in taking the chair of the SC. For Approach 2, a selection committee, called Operational Committee (OC) was responsible for the assessments of all submitted calls for concept notes. It consisted of 5 persons with voting rights, three from the European Commission and two from the ILO. Finally, the Programme set up an Advisory Board, composed of experts, development partners and representatives of the International Trade Unions Congress (ITUC) and the International Organisation of Employers (IOE), that provides technical guidance to the Steering Committee.

At country level, each project has created separate or used existing coordination structures for its national steering committee. It is usually composed of representatives of Ministries in charge of social protection, finance or planning, social partners and civil society, as well as the implementing partners and the EU Delegation.

Strategic Alignment of the Programme with the SDGs, ILO, UNICEF, GCFSP and EU Strategic frameworks

This programme is highly relevant for Agenda 2030. It contributes primarily to the progressive achievement of SDGs 1: "No poverty" and 10: "Reduced inequalities", but also promotes progress towards Goals 2 "Zero hunger", 3: "Good health and well-being", 5: "Gender equality", 8: "Decent work and economic growth", 16: "Peaceful and inclusive societies" and 17: "Partnerships for the goals".

For the ILO, the Programme contributes to the achievement of its Programme and Budget Outcome 8: Comprehensive and sustainable social protection for all; and to the implementation of the Decent Work Country Programmes in each partner country.

For UNICEF, the Programme contributes to Goal 5 of UNICEF's Strategic Plan 2022-25, UNICEF's Global Social Protection Programme Framework and Global Framework for Public Finance for Children. The Goal 5 of UNICEF's Strategic Plan 2022-25 calls for every child to access to inclusive social protection and lives free of poverty, focusing on sustainable financing for children.

For GCSPP, the Programme contributes to the coalition's main objective: a worldwide promotion of the ILO Recommendation 202 on Social Protection Floors while ensuring a rights-based approach. This includes sustainable financing of USP. The Programme contributes to 4 of its 5 goals: coordinate and enhance effective and collective political strategy and advocacy, foster inclusive national and regional coalitions, raise the visibility of civil society research, and create a learning and exchange platform.

For EU, the Programme contributes to the implementation of the European Consensus on Development, which aligns the Union's development policy with the 2030 Agenda for Sustainable Development and strongly reaffirms EU commitment to social protection.

Target groups

At global level, the Programme focusses on key international development partners at the interface of social protection and sound public finance management, to improve linkages, coordination and common approaches in view of fostering complementarities between the two fields. The Programme leverages on ILO, UNICEF, GCSPP, EU Delegations and EU MS's and other development partners' expertise in partner countries to strengthen the sustainability, adequacy, inclusiveness and coverage of their social protection systems. In relation to the priority countries. It creates synergies with other EU and EU MS's global and national programmes as well as other UN initiatives, including the UN joint programmes on social protection, where possible. Finally, the Programme benefits from and contributes to enhanced coordination in the framework of the Global Partnership for Universal Social Protection to Achieve the Sustainable Development Goals (USP2030), the Social Protection Inter-Agency Cooperation Board (SPIAC-B), and the UN Social Protection Floors Initiative. The Programme also contributes to the shaping of the [Global Accelerator for Jobs and Social Protection for a Just Transition](#).

At country level, the Programme reinforces capacities of ministries and public agencies in charge of finance and planning, as well as ministries in charge of social protection institutions and programmes, relevant civil society, workers and employers' organizations, academia and seeks to enhance cross-sector coordination concerning both policy development and implementation at national, regional and local levels.

The **final beneficiaries** of the Programme are individuals and households of partner countries who will benefit from strengthened social protection systems. The Programme reinforces the implementation of the right to social protection of vulnerable persons, particularly women, children, persons with disabilities and informal economy and migrant workers.

Purpose, scope and clients of the evaluation

In accordance with the signed Action agreement and the IPs' evaluation policies, the Programme should be evaluated throughout its duration. An Evaluability Assessment was completed in July 2021 and recommendations discussed among the implementing partners and EU. It led to the amendment of the results framework, approved on 01 July 2022. An independent mid-term independent evaluation was conducted between December 2020 and December 2022, to support accountability and to inform programme improvement and organizational learning as well as provide recommendations for the last year of its implementation. It was managed and funded by the European Commission.

This final independent evaluation will take place from August to November 2023 and will cover the whole implementation period of the Programme, between 1st October 2019 and 30 September 2023. The geographical scope of the evaluation will comprise work done at the global-level and in the 24 countries supported through Approach 1 and Approach 2.

The evaluation has an important accountability and organizational learning function for the implementing partners (ILO, UNICEF and GCSPF), the government representatives and national stakeholders in the countries concerned and the donor. It will take a cluster approach, with the aim of assessing to what extent "the whole is greater than the sum of the parts". This will allow a comprehensive coverage of the Programme's achievements and results under Approaches 1, 2 and the cross-country (global) component, while identifying linkages and promoting learning across countries and through the cross-country component. The cluster approach has been promoted by EVAL as part of its new evaluation policy (2017).

The main objectives of this evaluation are to provide the IPs, relevant services of the European Union, and the interested stakeholders with:

- an overall independent assessment of the performance of the Programme, paying particular attention to its different levels of results measured against its expected objectives; and the reasons underpinning such results; and
- key lessons learned, good practices, conclusions, and related recommendations to improve future interventions.

The evaluation will assess the Programme using the six standard DAC evaluation criteria, namely relevance, coherence, efficiency, effectiveness and sustainability, and will appraise its progress, implementation arrangements, partnerships, achievements, challenges, good practices, and lessons learned from its implementation. It will build on existing and new evidence at the global and country-levels, to examine/ascertain, among other aspects:

- The progress made towards the achievement of the objectives and expected results, as laid out in the Programme documents and its logical framework.
- The contribution of the Programme to increase the population's universal social protection coverage in partner countries (preferably, but not limited to those benefiting from EU-funded budget support operations).
- The degree to which this contribution is being achieved as expected in the timeframe considered, as well as unexpected results in terms of non-planned outputs and/or outcomes.
- Trends in achievements across countries and by key components of the Programme.
- The extent to which different capacities were strengthened in the project implementation cycle and the identification of any gaps and proposals for improvement.

- The extent to which the Programme mainstreamed international labour standards, tripartism and social dialogue, gender sensitivity, inclusiveness of people with disabilities, informal economy and migrant workers, and the adaptation of social protection systems to shocks, as well as access to social protection systems for vulnerable groups, people living with disabilities, minority groups and women.
- The relevance of the intervention to the ILO, UNICEF, GCSFP and EU's programming and policy frameworks at the national and global levels, to relevant national United Nations Sustainable Development Cooperation Frameworks, national social protection strategies and national sustainable development strategy or other relevant national development priorities and frameworks of the programme beneficiary countries.
- The appropriateness of the Programme design and usefulness of the results-framework.
- The relevance and added value of a multi-actor thematic intervention approach involving specialised UN agencies (ILO, UNICEF), a global network of CSOs and trade unions (GCSFP) and the tripartite organisations.
- The extent to which the SDGs 1 "No poverty" and 10 "Reduced inequalities", and their interlinkages with the SDGs 2, 3, 8, 16 and 17 were identified; the principle of Leave No-One Behind and the rights-based approach methodology was followed in the identification/ formulation documents and the extent to which they have been reflected in the implementation of the Intervention, its governance and monitoring.
- The perception and appreciation of the Programme by stakeholders and target groups.
- The Programme's exit strategy and the sustainability of its achievements at output and outcome level, bearing in mind relevant contextual and political factors.
- How well the Programme team managed and implemented global and country-level activities, the effectiveness of the Programme's management structure, and whether it had in place the partnerships, coordination and management systems necessary to ensure the fulfilment of the outputs and objectives. It is also important to analyse whether the capacity of governments and other main counterparts was sufficient to internalise, apply and sustain all the support received. If not, the evaluation will highlight the obstacles and constraints identified.
- The efficiency of the use of resources (financial and human), including resource leveraging.

The evaluation will formulate evidence-based conclusions and recommendations, and generate lessons learned and good practices/good models of intervention that have the potential for replication and/or scaling, as relevant. These should help guide stakeholders in the design of future development cooperation programmes on social protection. In concrete terms, the evaluation should aim to identify and communicate in a clear and simple manner the lessons learned and concrete recommendations that can guide, in the strategic perspective of the overarching framework of the [ILO's Flagship Programme on Building Social Protection Floors for All](#), [UNICEF's 2019 Global Social Protection Programme Framework](#), and the [Global Accelerator on Jobs and Social Protection for Just Transitions](#), the definition of new programming aimed at maximising the impact of public policies and their implementation for the benefit of the most vulnerable and the country, through strengthening of strategic and operational planning, management processes, working methods and the analytical capacities of programme teams and social partners at all levels.

Intended users and stakeholders of the evaluation

The main users of this final independent evaluation are the following:

- National stakeholders in the countries benefiting from this Programme, including ILO constituents (government institutions and social partners).
- g. Implementing partners of the programme to be evaluated, namely ILO, UNICEF and the GCSPF.
- h. The thematic and geographical units at DG INTPA and EU Delegations, dealing with social protection, public finance management and its interdependencies, or having social protection and PFM related actions and those interested in engaging in the future.
- i. Development partners and relevant other UN agencies at international level and from EU MS that are seeking for policy coherence in the context of support to social protection systems, including in the framework of the Global Accelerator on Jobs and Social Protection for Just Transitions.

Stakeholders are all those who have an interest in the Programme, for example, Programme implementers, direct and indirect participants/recipients, employers' and workers' organizations and civil society organizations, community leaders, community members, donors, and government officials.

Evaluation Criteria and Questions

The final independent evaluation will adhere to the [OECD Development Assistance Committee \(DAC\) evaluation criteria](#) and establish the relevance, coherence, efficiency, effectiveness, sustainability, and any evidence of impact of the Programme. The [ILO policy guidelines for results-based evaluation](#) and their technical and ethical standards and the Code of Conduct for Evaluation of the UN System³¹ are established within these criteria. The following questions are expected to be addressed by the evaluation team to the extent possible, although not all questions may be relevant for each country context, and some may have been covered in the MTE. Any substantial differences from findings presented in existing reports should be identified and discussed. The Evaluation Team Leader may adapt the evaluation criteria and questions, in agreement with the evaluation manager, and such changes should be reflected in the inception report.

OECD/DAC Criteria	Evaluation questions
<p>Relevance, coherence and strategic fit</p> <p>Are interventions doing the right thing?</p> <p>How well do interventions fit?</p>	<p>In light of its implementation, how did the Programme fit within the ILO's Programme and Budget Policy Outcomes, in the framework of the Decent Work Country Programmes and CPOs, and in the Strategy of ILO's Flagship Programme on Building Social Protection Floors for All; UNICEF's Global Social Protection Programme Framework, UNICEF's Global Framework for Public Finance for Children and Goal Area 5 of the 2022-25 Strategic Plan? How did the Programme contribute to the 4 strategic goals of the GCSPF?</p> <p>To what extent was the intervention logic realistic? If not, why? And what could have been done differently?</p> <p>Did the Programme design effectively consider the national development priorities and donor's specific priorities and concerns in the 24 partner countries? How responsive was the Programme design to national sustainable development plans for the SDGs?</p>

³¹ <http://www.unevaluation.org/document/detail/2866>

OECD/DAC Criteria	Evaluation questions
	<p>Did the Programme design effectively integrate the interests of different stakeholders and final beneficiaries of social protection programmes?</p> <p>To what extent has the Programme provided a timely and relevant response to partner countries' needs and priorities in the COVID-19 context? Did this lead to adjustments in Programme outcomes, outputs and activities to address the effects of the COVID-19 pandemic?</p> <p>To what extent has the Programme been designed or repurposed based on results from COVID-19 diagnostics, UN socio-economic assessments and guidance, ILO decent work national diagnostics, UN Common Country Assessments, or similar comprehensive tools?</p> <p>How did the Programme coordinate with other ILO, UNICEF, GCSPP, EC-INTPA, EU delegations, UN and governments initiatives in social protection during project design and implementation?</p> <p>To what extent did the Programme design consider concerns relating specifically to gender equality and non-discrimination and to the inclusion of persons with disabilities?</p> <p>Was the Programme design realistic?</p>
<p>Effectiveness: are interventions achieving their objectives?</p>	<p>To what extent have the overall Programme objectives, expected outputs, implementation strategies, targets been achieved (qualitatively and quantitatively)? What are key achievements and challenges registered so far? Were there any areas of under-achievement, and why? Were there any external factors that facilitated or hindered the achievement of Programme outcomes?</p> <p>What were the main challenges, and how were they overcome? (Considering separately the problems related to COVID-19, and those identified throughout the implementation of the Programme)</p> <p>Do any trends emerge across countries supported through Approach 1 and Approach 2, and/or across key components of the Programme?</p> <p>To what extent have the ILO and UNICEF country offices, regional offices, ILO subregional Decent Work Teams, and concerned ILO and UNICEF HQ Departments fostered integrated and strategic technical support and policy dialogue processes through the ILO COVID-19 response intervention at country level for a timely crisis response to COVID-19?</p> <p>Were there any unplanned effects (negative or positive)?</p> <p>To what extent has the Programme mainstreamed social dialogue and tripartism, including in response strategies to mitigate the effects of COVID-19 in the world of work? Were any areas or interventions particularly successful?</p> <p>Did the mainstreaming of ILO standards and principles, including of R202- Social Protection Floors Recommendation, 2012 (No. 202), in all social protection activities contribute to a more efficient implementation of the project?</p> <p>To what extent did the Programme take into consideration gender specific analysis and provide specific recommendations on gender equality and/or on other non-discrimination issues? How was gender equality and non-discrimination included during implementation?</p> <p>To what extent has the programme considered disability inclusion concerns in its results framework? Were there any key achievements in this regard?</p>

OECD/DAC Criteria	Evaluation questions
	<p>Despite delays in the mid-term evaluation of the Programme, to what extent did the Programme consider the findings and was it able to implement the recommendations within the remaining duration of the Programme?</p>
<p>Effectiveness of management arrangements</p>	<p>Did the Programme receive adequate political, technical and administrative support from (a) its national partners, (b) the ILO, (c) UNICEF, (d) GCSPP and (e) EC-INTPA?</p> <p>Were administrative modalities adequate to facilitate good results and efficient delivery of the programme? Is the programme's management approach perceived positively by ILO, UNICEF and GCSPP technical units and implementing partners? Is there a clear understanding of the roles and responsibilities by all parties involved?</p> <p>How effective were the Programme coordination and management arrangements?</p> <p>How effectively did the Country Offices, Regional Offices, Decent Work Teams and ILO and UNICEF HQ departments co-ordinate and complement each other in timely delivery of programme outcomes? What was the level of coordination and collaboration achieved with the ILO, UNICEF and GCSPP field experts?</p> <p>To what extent has the ILO, UNICEF and GCSPP been effective and timely in providing an adapted COVID-19 response and guidance to constituents through the intervention? To what extent has the ILO, UNICEF and GCSPP intervention applied innovative approaches for an effective and timely action to mitigate the immediate effects of the pandemic on the world of work?</p> <p>How effectively did the Programme management monitor performance and results? Was relevant information and data regularly collected and analysed to feed into management decisions?</p>
<p>Efficiency: How well are resources being used?</p>	<p>Is there evidence of cost-effectiveness and value for money in the Programme's implementation and management?</p> <p>Have the Programme's funds and outputs been used appropriately and delivered in a timely manner?</p> <p>To what extent did the Programme leverage partnerships (with governments, social partners, civil society, other national institutions and other UN/development agencies) that enhanced its relevance and contribution to priority SDG targets and indicators? (Explicitly or implicitly)?</p> <p>What were the partnership arrangements in the implementation of the Programme at various levels, national, regional and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships and how can they be improved? To what extent has the programme leveraged partnerships (with constituents, national institutions, International Financial Institutions and UN/development agencies) to support constituents while targeting the COVID-19 response?</p> <p>To what extent has the Programme leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results?</p> <p>Has the Programme implementation benefited from the ILO, UNICEF and GCSPP's technical resources and international experiences and in what ways?</p> <p>What time and cost efficiency measures could be introduced to improve the achievement of results?</p> <p>Has cooperation with the Programme's implementing partners been efficient? How strategic are the implementing partners in terms of mandate, influence, capacities and commitment?</p>

OECD/DAC Criteria	Evaluation questions
Sustainability and Impact: will the benefits last?	<p>To what extent are Programme results likely to be sustained or integrated in other post-pandemic response over time? Has the programme developed a sustainability strategy and worked with constituents and other national counterparts to sustain results during the recovery stage? Is there an exit strategy in place?</p> <p>What are the main risks for sustainability of the Programme and what are the immediate actions/interventions by the implementing partners and donor to ensure that the achievements of the Programme can be met and sustained?</p> <p>What are the main risks for the sustainability of the IP's COVID-19 response and what mitigation strategies should be implemented?</p> <p>To what extent has it been possible to achieve tripartite involvement during implementation? Has this led to increased ownership of the Programme?</p> <p>To what extent has the Programme engaged with stakeholders other than national constituents, such as other UN agencies, EU Delegations, EU MS, and civil society, for sustainable results?</p> <p>What are the possible long-term effects on gender equality and inclusion of persons with disabilities?</p> <p>To what extent did the Programme address the needs of workers in the informal economy, migrant workers, refugees and internally displaced persons and would likely have long term positive effects on national priorities?</p> <p>To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (Explicitly or implicitly)?</p> <p>Is there any visible progress towards impact? What are the most significant elements to date that have influenced this?</p> <p>What are the realistic long-term effects of the Programme in terms of enhancing institutional capacity and the extension of social protection?</p> <p>To what extent has the Programme made a significant contribution to broader, longer-term development impact in the countries it was implemented in?</p> <p>What are areas where further reinforcement of the Programme achievements would be needed?</p> <p>Has the IPs' COVID-19 response action contributed / is likely to contribute to intended outcomes on supporting strengthened national social protection systems, aligned with relevant International Labour Standards?</p>

When and where relevant, evaluation questions will also be guided by the [ILO protocol on collecting evaluative evidence on the ILO's COVID-19 response measure through project and programme evaluations](#). The independent evaluators, the evaluation manager, and the Programme team, under the guidance of EVAL, should propose alternative methodologies to address the data collection during the inception phase of the evaluation. These will be reflected in the Inception Report.

The different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process, and gender concerns should be addressed in accordance with [EVAL Guidance note 3.1: "Integrating Gender Equality in the Monitoring and Evaluation of Projects"](#) and [EVAL Guidance Note 4.5: "Stakeholder engagement"](#) should be taken into consideration to ensure stakeholder participation. The evaluation will also address disability inclusion as a cross-cutting concern throughout its deliverables and processes, including in the final report. All data should be sex, age and disability disaggregated whenever possible.

Evaluation Methodology and Approach

The evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures and [UNICEF's draft revised Evaluation policy](#). It shall adhere to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The evaluation is an independent evaluation, and the final approach, methodology and evaluation questions will be determined by the lead consultant in consultation with the Evaluation Manager.

The evaluation will apply a **mixed methods approach**, collecting and analysing both quantitative and qualitative data, and be constructive and participatory in nature, based on the principles of representation (i.e., all stakeholders should have the opportunity to voice their opinions). This should allow for triangulation of information to increase the validity and rigor of the evaluation findings and analysis, and the ability to capture the achievement of expected and unexpected outcomes. The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific groups of stakeholders. Evaluation findings should determine the potential of cross-learnings of what could be replicated in other countries and in future projects, factoring different country contexts in their analysis.

The evaluation process will be carried out in several phases, including an inception phase, a data collection phase, and an analysis and reporting phase. The different activities and associated outputs are presented in the "Proposed timeline" section below.

The evaluation will comprise an **exhaustive desk review** of relevant project-related documentation³² including an examination of the Programme's theory of change and logical framework, to see if there is a logical connection between levels of results and alignment with ILO's and UNICEF's strategic objectives and outcomes and the global and national levels, as well as with relevant SDGs and related targets; **individual face-to-face and online interviews and/or focus group discussions** with, *inter alia*, staff in ILO and UNICEF Headquarters and field offices; GCSPF staff; technical backstopping officials, constituents, implementing partners, the donor, partners, and direct and ultimate beneficiaries. As such, the Programme will be evaluated through the lens of a diverse range of stakeholders that participate in, and are intended to benefit from, the Programme's interventions.

The evaluation of the global component will be conducted remotely, while a hybrid face-to-face/remote approach for collecting data will be taken in seven countries³³, including in-person interviews and focus groups with stakeholders and beneficiaries.

To the extent possible, selection of locations should strive for a balance between Approach 1 countries, closed Approach 2 countries³⁴, and ongoing Approach 2 countries. It is strongly preferred that the three

³² Including, but not limited to programme documents; annual activities plan; inception and annual progress reports; Evaluability assessment report; Mid-term independent evaluation final report; Evaluation of the ILO's Global Flagship Programme on Building Social Protection Floors for All; Technical and analytical reports and publications, website, newsletters and other communication material and videos undertaken by the Programme including policy briefs and country case studies available on the [SP&PFM website](#).

³³ Some data collection activities might need assistance of interpreters and any such/other support from evaluation consultants based in the partner countries if applicable.

³⁴ Data collection in the closed Approach 2 countries should focus on impact. Country selection for this group should also consider the presence of an ILO or UNICEF staff in-country.

Approach 1 countries that were not visited during the MTE³⁵ be included in this list of countries, with one Evaluation Team leader travelling to the two countries that have stable security contexts³⁶. The Evaluation Team leaders will be supported by national evaluators in face-to-face data collection in all seven countries of focus. The final selection of countries will be decided during the inception phase and should be validated by the Evaluation Manager.

Selection of countries of focus should be based on criteria defined and justified by the evaluation team, including their socio-political, security and COVID-19³⁷ contexts, with final selection in agreement with the Evaluation Manager. To the degree possible, there should be regional representation.

It is proposed that the independent evaluation team considers doing three thematic case studies across different countries, to complete their analysis of the effectiveness of the Programme, building on existing research and data, and on the key drivers of the Programme. The topics will be proposed by the evaluation team during the inception phase, after initial briefings and the desk review. Online surveys may also be conducted, as deemed necessary to ensure that all Programme countries are included in the evaluation. The evaluation will be primarily qualitative in nature but survey results could supplement quantitative summative target values tracked and reported by the Programme, and other data drawn from project documents. Involvement of key stakeholders at all levels in the evaluation design, data collection, reporting and dissemination stages should be ensured, in line with [Guidance Note 4.5](#).

The evaluation should include the [gender dimension](#) and [disability inclusion](#) as cross-cutting issues throughout the methodology and deliverables, including the final report. The evaluators will ensure that the views and perceptions of both women and men, vulnerable groups and people living with disabilities are reflected in the interviews and that specific questions regarding these groups are included. The evaluation should also consider and integrate other core ILO cross-cutting priorities, including promotion of International Labour Standards and ILO's normative work; the fair transition to environmental sustainability; tripartism and social dialogue and constituent capacity development. To the extent possible, data collection and analysis should be disaggregated by sex as described in the [ILO Evaluation Policy Guidelines and relevant Guidance Notes](#).

- The findings of the evaluation will be presented to all key stakeholders during a virtual workshop, before finalizing the evaluation report.

Main Deliverables and Proposed Timeline

The deliverables to be produced by the evaluation team are presented and detailed further below. **The main Team Leader is responsible for quality assurance and delivery of all deliverables in a timely manner.** All documents, including drafts and final outputs, supporting documents, analytical reports and raw data must be presented in English and submitted to the Evaluation Manager in electronic version compatible with Word for Windows:

1. Inception report
2. Draft evaluation report

³⁵ Nepal, Burkina Faso and Ethiopia are the Approach 1 countries that were not included in the MTE,

³⁶ No travel is expected by this consultant.

³⁷ [ILO Evaluation Office guidance on the evaluation process during COVID-19](#) should serve as the main guidance on the subject.

3. Stakeholder workshop, agenda and PPT
4. Final evaluation report
5. Evaluation Summary
6. Quantitative and qualitative data collected during the evaluation

The following procedure will be followed in submitting the inception report, draft and final evaluation reports:

1. The Evaluation Team Leader will submit the report to the Evaluation Manager.
2. The Evaluation Manager circulates a copy to the Programme team, donor and other key stakeholders for comments, inputs and factual corrections.
3. The Evaluation Manager will consolidate all comments and send them to the Evaluation Team Leader.
3. The revised report will be submitted to the Evaluation Manager with an explanation of why certain comments might not have been reflected in the report.
5. The Evaluation Manager sends the complete draft report to the Departmental Evaluation Focal Point (DEFP) for final review.
6. Once the report is approved, it will be forwarded to key stakeholders and disseminated by the Evaluation Manager. The evaluation report is considered final when it is approved by ILO Evaluation Office.

Deliverable 1: Inception report (cf. [Checklist 4.8 Writing the inception report](#))

Based on the desk review and initial briefing, an inception report will be prepared to lay out the conceptual and operational framework that will be used to undertake the evaluation, and to identify key stakeholders who should be included during the data collection phase. Prior to the submission of the Inception Report, the Evaluation Team leader, with the approval and support of the ILO Evaluation Manager may organize interviews with the Programme Management Unit as well as with some key stakeholders. The inception report will:

- describe the conceptual framework that will be used to undertake the evaluation, notably justifying and explaining the approach to be taken;
- elaborate the methodology proposed in the TOR, including the final evaluation questions (presented in a matrix), justification of countries for field visits if relevant, and justification of any changes as required;
- set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions; data collection instruments, triangulation and analysis methods; sampling and selection criteria of respondents for interviews;
- provide a plan for the interviews and discussions including the list of key stakeholders at ILO, UNICEF and GCSPF (WSM, HAI and Oxfam HQ) and at the country levels to be interviewed, and interview checklists with questions customized by stakeholder group.
- **provide an outline for the final evaluation report, including a detailed work plan indicating timeline and phases, key deliverables and milestones.**

The Inception Report shall be submitted by the Independent Evaluation Team Leader to the ILO Evaluation Manager and will be shared with key stakeholders for comments.

Deliverable 2: Draft evaluation report

Suggested outline for the evaluation report:

- Title page with key project data
- Table of contents, including boxes, figures and tables
- List of acronyms
- Executive summary, using the standard ILO template
- Brief background on the programme and its intervention logic
- Evaluation background (purpose, scope and users of the evaluation)
- Evaluation criteria and evaluation questions (including ILO cross-cutting policy issues)
- Methodology applied, including any limitations
- Presentation of key findings (organized by evaluation criteria, and with reference to case studies)
- Conclusions
- Lessons learned and emerging good practices (detailed further in the ILO standard templates)
- Recommendations (specifying to whom they are addressed, timeframe and resource implications)
- Annexes (including case studies)

Evaluators are required to append the following items:

- Lessons learned based on the ILO template
- Emerging good practices based on the ILO template
- Terms of Reference
- Evaluation Questions Matrix, including data collection instruments
- List of persons or organizations interviewed
- Bibliography
- Any further information the Evaluation Team Leader deems appropriate can also be added.

The final report should provide findings, conclusion and recommendations derived from evidence and observation and should also identify good practices/good models of intervention that have the potential for replication and/or scaling. The evaluation will follow the ILO EVAL [Checklist 4.2 “Preparing the evaluation report”](#) and [Checklist 4.9 “Rating the quality of evaluation reports”](#). The Evaluation Manager will do a quality standard review of the draft report before circulating it for comments to all concerned stakeholders and project staff. The Evaluation Manager will collect all comments and forward the consolidated comments to the lead evaluator in a standard comments log table.

Deliverable 3: Stakeholder workshop(s)³⁸ and PPT presentation

After the evaluation team has completed the data collection process and initial analysis, findings should be presented to all key stakeholders³⁹ for validation in the form of an online workshop, organized by the ILO Evaluation Manager in consultation with the SP&PFM Programme team, once the draft report is available. The purpose of the stakeholder workshop is to present the main preliminary findings of the final independent evaluation, solicit recommendations, relay any issues and request for clarification or further information from stakeholders. Participants will be encouraged to give feedback and inputs on the preliminary findings and recommendations presented. The list of participants will be confirmed in consultation with the ILO Evaluation Manager. The agenda of the meeting will be prepared by the independent evaluator in consultation with the ILO Evaluation Manager.

The PowerPoint presentation will be provided to the Evaluation Manager as one of the deliverables. The timing of the stakeholder workshop should be clearly specified in the inception report.

Deliverable 4: Final evaluation report (using the relevant templates for the Title Page, the Executive Summary and Annexes including lessons learned and emerging good practices in the ILO Templates)

The final report, excluding annexes but including an executive summary (as per template provided in ILO Policy Guidelines for Evaluation) should aim not to exceed 40 pages. The final report shall make all necessary adjustments to integrate comments received⁴⁰, including feedback from stakeholders. When submitting the final report, the lead evaluator should also provide a completed comments log table to the Evaluation Manager, with observations on which comments were addressed, and those that were not.

The Evaluation Manager will review the final version and submit it to the DEFP for final review. The DEFP then sends the complete package LO Evaluation Office (EVAL) for their final approval. The quality of the final report will be assessed against the standards set out in the ILO Policy Guidelines for Evaluation, and the lead evaluator is expected to familiarize themselves with these.

The evaluation report will be designed and written in a user-friendly way, with clear language and figures, tables and boxes providing specific examples and highlighting key findings. The document should aim to be easily shared, to maximize its uptake and utilization by stakeholders and partners.

Deliverable 5: Evaluation summary

This deliverable shall be prepared based on the template provided in [Checklist 4.4 Preparing the Evaluation Report Summary](#). The Evaluation Summary shall only be prepared once the final evaluation report has been approved.

³⁸ Online or in-country debriefing sessions with ILO-UNICEF-GCSPF Programme staff member(s) in field visit countries could be considered, to present preliminary findings based on the evidence collected at the country-level. This will be determined by the Evaluation Team and the Evaluation Manager.

³⁹ This may include Programme staff at headquarters and in the field from ILO, UNICEF and GCSPF, development partner representatives (EC-INTPA and EU Delegations), and national stakeholders.

⁴⁰ There may be more than one round of comments.

Deliverable 6: Quantitative and qualitative data collected during the evaluation

The evaluation team will share all qualitative and quantitative data collected during the evaluation process with the ILO. The modalities will be discussed and agreed upon with the Evaluation Manager and the individual country interventions.

Completion criteria

Deliverables will be regarded as delivered when they have been received electronically by the Evaluation Manager, and that a confirmation message has been sent by the Evaluation Manager.

Acceptance will be acknowledged only if the deliverables are judged to be in accordance with the requirements set out in the contract, to reflect agreements reached and plans submitted during the contract process, and incorporate or reflect consideration of amendments proposed by ILO, UNICEF and GCSPF. In particular, the evaluation report will be considered final only when it is approved by the ILO Evaluation Office. Once approved, the evaluation report, good practices, and lessons learned will be uploaded and stored in the [ILO i-eval Discovery](#) database, to provide easy access to all development partners, to reach target audiences and to maximize the benefits of the evaluation.

For ease of communication between all the stakeholders, all reports, including drafts, will be written in English. The final Evaluation Report will meet the minimum quality standards as per the evaluation report quality checklist (See Annex I for guidance and checklists). The final report is subject to final approval by the ILO Evaluation Office.

Proposed Timeline

The evaluation is scheduled to take place from August to November 2023. The tentative schedule for the final evaluation, subject to modification following discussions with the ILO Evaluation Manager, is the following:

Task/Deliverable	Responsible person	Tentative Deadlines
Inception phase		
Initial briefing with Evaluation Manager and Programme team	Evaluation team leaders	16 August 2023
Desk review / drafting of inception report	Evaluation team leaders	1 September 2023
Review and clearance of inception report	Evaluation Manager	
Circulation of draft inception report to Programme stakeholders, consolidation of comments to be sent to Lead Evaluator	Evaluation Manager	
Final inception report (Deliverable 1)	Evaluation team leaders	18 September 2023
Data collection		
Data collection at global and country level: Interviews with the Programme team and key stakeholders (including within the ILO, UNICEF and GCSPF); coordination with national consultants	Evaluation team	September-October 2023

Task/Deliverable	Responsible person	Tentative Deadlines
Evaluation report and stakeholder workshop		
Draft evaluation report (Deliverable 2), including case studies	Evaluation team	By 14 October 2023
Draft agenda and draft presentation for the stakeholder workshop(s)	Evaluation team	By 21 October 2023
Restitution/validation workshops (online) with stakeholders (Deliverable 3)	Evaluation team	By 28 October 2023
Review and clearance of draft report	Evaluation Manager; Departmental Evaluation Focal Point	
Circulation of draft evaluation report to Programme stakeholders, consolidation of comments	Evaluation Manager	
Finalize evaluation report, including annexes and a completed comments log table (Deliverable 4)	Evaluation team	11 November 2023
Report approval and Evaluation Summary		
Review and clearance of final evaluation report	Evaluation Manager; Evaluation Departmental Focal Point	
Approval of evaluation report Drafting of evaluation summary and sharing of data collected (Deliverables 5 and 6)	EVAL Evaluation team leaders	25 November 2023

Management and Support

In compliance with UN norms, standards and ethical safeguards, the independent final evaluation will be managed by an ILO Evaluation Manager, Ms. Magali Bonne-Moreau (bonne-moreau@iloguest.org) who has no prior involvement in the Programme and will manage the evaluation process as per the ILO policy guidelines for evaluations under the overall direction of the Ms Karuna Pal, the Evaluation Departmental Focal Point.

The ILO Evaluation Manager will undertake the following tasks:

- Serve as the first point of contact for the independent Evaluation Team Leader;
- Provide background documentation to the Independent Evaluation Team in cooperation with the Programme team;
- Brief the Independent Evaluation Team Leader on ILO evaluation procedures;
- Ensure proper stakeholder involvement;
- Approve the Inception Report;
- Monitor the implementation of the evaluation methodology, as appropriate and in such a way as to minimize bias in the evaluation findings;
- Review and circulate draft and final reports to all concerned stakeholders for comments;
- Assist with the stakeholder workshop;
- Consolidate comments for the evaluators.

Any technical, methodological or organizational matters are to be discussed with the ILO Evaluation Manager, who will consult and coordinate with the relevant counterparts, as appropriate. Meetings will be scheduled in coordination with the ILO Evaluation Manager, Programme staff and with the designated ILO/UNICEF/GCSPF expert at the country level.

The SP&PFM Programme team (project implementing unit), consisting of the ILO Social Protection Department (SOCPRO), the UNICEF Social Policy and Social Protection Team and GCSPF will provide support to the ILO Evaluation Manager during the evaluation process and will provide all the information necessary for its successful completion. This includes:

- Providing programme background materials⁴¹ to the evaluation team through the Evaluation Manager;
- Providing a comprehensive overview of existing data to the Evaluation Team Leader;
- Preparing a comprehensive list of stakeholders to be interviewed, facilitating introductions, and assisting in organizing stakeholder consultations;
- **Providing assistance in the coordination of in-country logistical arrangements, including interview schedules, referrals to interpretation services, and in-country transportation, as needed;**
- **Providing inputs as requested by the evaluators during the evaluation process;**
- **Reviewing and providing comments on the draft inception and evaluation reports;**
- **Making recommendations for the organisation of the validation workshop.**

The ILO Social Protection Department (SOCPRO) will handle all contractual arrangements with the evaluation team and provide any logistical and other assistance as may be required.

The independent final evaluation will be financed by the SP&PFM Programme, to be shared between ILO and UNICEF.

The ILO's Evaluation Office (EVAL) will provide quality control of the final evaluation process and report.

To ensure the independence of the process and all deliverables, the Evaluation Team Leaders will report to the ILO Evaluation Manager. Mr. Cousins will have ultimate responsibility for the timely submission of the deliverables detailed in Section 5 above, according to the timelines agreed upon by the ILO and the independent evaluators in the inception report. If a component cannot be completed according to the schedule outlined in the inception report, Mr. Cousins must inform the ILO Evaluation Manager as soon as possible and propose an alternative timeline. The final evaluation report should comply with ILO's Evaluation Policy Guidelines and related checklists and templates.

It is expected that in coordination with the Evaluation Manager, the Team Leaders will identify and collaborate with national evaluation consultants who will support the evaluation at country-level. Under the guidance of the Team Leader, national evaluation consultants will be responsible for the implementation of data collection activities and initial analysis at country level. The Team Leaders will

⁴¹ The Programme Management Unit will provide the evaluator with reference documents uploaded in a specific repository of the social protection platform of the ILO and other channels as follows: Outputs produced (Publications, briefs, training materials, advocacy materials, working papers, technical reports, videos, etc.); Project management and governance documents (progress reports, governance documents, relevant minutes or agreements concluded etc.); Information on key stakeholders for key informant interviews, including, as relevant, government, social partners, civil society, development partners, UN agencies at country, regional or global level.

be responsible for coordinating with national evaluation consultants and Mr. Cousins will have ultimate responsibility for ensuring the evaluation meets the requirements specified in the TOR.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the independent evaluator, the report is subject to final approval by the Donor for contractual compliance and to the ILO for compliance with ILO Evaluation Policy and guidelines.

Consultant Eligibility Criteria

Given the large scope of work of the SP&PFM Programme, this independent evaluation will be carried out by a team of two international Lead Evaluators, and several national evaluators. Gender balance of the team is expected, and the final composition of the team must be endorsed by the ILO before the signing of the contract.

The Evaluation Team leaders will meet the following academic requirements and experience and demonstrate the following set of competencies and experience:

- (1) Master's degree from a reputable university in a relevant field (social sciences, development studies, economics, management);
- (2) A minimum of eight years of relevant experience conducting programme-level evaluations at the international level;
- (3) Experience conducting evaluations for the ILO, including multi-country programme evaluations would be an asset;
- (4) Knowledge of the ILO's role and mandate, tripartite structure, gender and inclusion policies;
- (5) Demonstrated experience, especially within the UN system, in project cycle management and logical framework approaches as well as on results-based management;
- (6) Experience in the evaluation function of national and international organizations and a full understanding of the UN evaluation norms and standards;
- (7) Technical background in social protection and/or Public Finance Management is strongly preferred for the Team leader;
- (8) Relevant sub-regional and/or country experience related to the countries covered by the programme would be an asset;
- (9) Extensive knowledge of, and experience in applying participatory qualitative and quantitative evaluation methodologies, and an understanding of issues related to validity and reliability;
- (10) Demonstrated ability to use on-line tools for data collection and analysis (surveys, interviews, stakeholder workshops);
- (11) Strong capacity to analyse, triangulate, synthesise and present different types of data, both quantitatively, and qualitatively;
- (12) Excellent consultative, communication and interviewing skills, with experience conducting key informant interviews and focus group discussions;
- (13) Demonstrated ability to deliver quality results within strict deadlines;
- (14) Knowledge and experience of at least one of the countries and regions covered by the programme;
- (15) Knowledge and experience in networking building/management and systemic approaches would be an asset;
- (16) Capacity to produce user-friendly, pragmatic and prospective recommendations in both operational and managerial terms;

- (17) Fluency in written and spoken English and excellent report-writing skills in English , and knowledge of French and Spanish would be an advantage for the Team Leaders;
- (18) No previous involvement in the SP&PFM Programme design and implementation;
- (19) No relevant bias related to ILO, UNICEF and GCSPF or conflict of interest that would interfere with the independence of the final evaluation.

Legal and Ethical Considerations

The evaluation will strictly comply with UN standards for evaluations as specified in the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation and be guided by the ILO Evaluation Policy.

The evaluators are expected to familiarise themselves with, and adhere to the [UNEG Code of Conduct for Evaluation in the UN system](#). The evaluators will also commit to adhere to the [ILO Code of Conduct for Evaluators and provide a signed copy of this document](#). The evaluators should not have any links to the management of this project, or any other conflict of interest that would interfere with the independence of the evaluation. They are expected to disclose any possible conflicts of interest that could interfere with the independence of the evaluation.

Evaluators must act with cultural sensitivity and pay particular attention to protocols, codes and recommendations that may be relevant to their interactions with vulnerable groups, persons living with a disability, women and minority groups.

The evaluation will observe utmost confidentiality with regards to sensitive information and feedback obtained through individual and group interviews. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners and stakeholders, the Programme staff will generally not be present during interviews. However, Programme staff may need to make introductions whenever necessary, to facilitate the final evaluation process.

One lead evaluator will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions, recommendations, etc. are supported by evidence and analysis. The links to relevant ILO guidance for conducting evaluations are included in Annex I.

Ownership of data from the evaluation rests exclusively with the ILO. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO.