



# ILO-EVALUATION

- **Evaluation title:** Final Independent Evaluation of the STEP/Portugal Phase II Project
- **ILO Project** TW-EXCOL:GLO/08/60/POR, RAF/08/56/POR, MOZ/08/57/POR
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This evaluation has been conducted according to ILO's evaluation policies and procedures.

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## **i.Acronyms and abbreviations**

<b>CIARIS</b>	Learning and Resources Center on Social Inclusion
<b>CIPS</b>	Information Center on Social Protection
<b>CNPS</b>	National Center for Social Pensions
<b>CONSILMO</b>	National Labor Union Confederation of Mozambique
<b>CPLP</b>	Community of Portuguese Language Countries
<b>DFID</b>	Department for International Development
<b>ENSSB</b>	National Strategy for Basic Social Security
<b>GDP</b>	Gross Domestic Product
<b>HIV</b>	Human Immunodeficiency Virus
<b>ILO</b>	International Labour Organization
<b>IMF</b>	International Monetary Fund
<b>INAS</b>	National Institute of Social Action
<b>INPS</b>	National Social Provision Institute
<b>INSS</b>	National Social Security Institute
<b>ITC-ILO</b>	International Training Center- International Labour Organization
<b>M&amp;E</b>	Monitoring & Evaluation
<b>MJEDRH</b>	Ministry of Youth, Employment and Development of Human Resources
<b>MMAS</b>	Ministry of Women and Social Action
<b>MTFSS</b>	Ministry of Labour, Finance and Social Security
<b>NGO</b>	Non-governmental Organization
<b>OTM</b>	The Mozambique Workers Organization
<b>PALOP</b>	Portuguese Speaking Countries in Africa
<b>PARP</b>	Poverty Reduction Action Program
<b>SPER</b>	Social Protection Expenditure and Performance Review
<b>STEP</b>	Systems and Tools against Social Exclusion and Poverty
<b>UN</b>	United Nations
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNICEF</b>	The United Nations Children’s Fund
<b>WFP</b>	World Food Programme

## ii.Executive Summary

### ***Background & Context***

#### ***Project purpose, logic and structure***

Launched in January 2009, the Phase II of the STEP/Portugal Project established as a field of intervention the extension of social protection. Along this line, the overall objective of the STEP/Portugal Phase II Project is to increase the extent and effectiveness of social protection as an instrument for reducing poverty and social exclusion, promote human development and access to decent work. The Project is designed to target Portuguese Speaking Countries in Africa (PALOP) and its activities are focused on the direct assistance to Mozambique and Cape Verde and, more specifically, to the public institutions involved in the development of social protection in these two countries. The other PALOP are beneficiaries of the technical assistance activities and they also participated in knowledge development activities. The support is provided by the Project in the form of technical assistance, capacity building and access to information and knowledge. The beneficiaries of the Project are the people excluded from the social protection system, especially the poor and vulnerable. Although the Project was expected to conclude at the end of December of 2012, a six-month no –cost extension has been approved. The Project is implemented by the International Labour Organization in association with Portugal’s Ministry of Labour and Social Solidarity.

#### ***Present situation of the Project***

Progress in the area of social protection has been significant in recent years in Mozambique. These have included the development of tools for the progressive implementation of a social protection floor and significant budget increments and the corresponding expansion of coverage as a result of a growing interest in the subject. The effects produced by the Project were concentrated in the national structures that manage non-contributory systems, through the continuation of support for the MMAS and the INAS.<sup>1</sup>In Cape Verde, the STEP / Portugal Phase II Project played an important role in terms of provision of technical assistance, especially in the creation and development the social pension system managed by CNPS and institutional strengthening of the INPS. The Project has a strong knowledge development component which focuses on creating local capacities in terms of social security concepts and practices. This component is aided by the availability of information (in Portuguese) at the Information Center on Social Protection (CIPS) and the relevant efforts of ILO’s International Training Center in Turin, Italy. As of 2012, the Project has contributed to conducting 52 training activities in Mozambique and 11 training activities in Cape Verde. The number of persons trained in these two countries currently amounts to 2288 and 285, respectively.

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

The final independent evaluation described in this document aims at examining the extent to which the STEP/Portugal Phase II Project objectives have been achieved in Mozambique and Cape Verde. It also aims at documenting lessons learned and good practices for sharing of knowledge and experiences. Furthermore, it provides an independent and complete assessment of the STEP/Portugal Phase II Project, with regards to the relevance and validity of Project design and the efficiency, effectiveness and sustainability of its outcomes.

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<sup>1</sup>Rodrigues, C. (2011). Análise dos Efeitos do Projecto STEP-Portugal Fase II (2009-2010).

Although the Project has conducted interventions in the five PALOP, the geographic scope of the present evaluation corresponds to Cape Verde and Mozambique. With regard to its thematic scope, the evaluation examines the ILO STEP/Portugal Phase II Project in terms of its progress, adjustments in implementation arrangements, partnerships, achievements, challenges, good practices, and lessons learned from its implementation as per the Project Documents agreed on and approved by the Government of Portugal.

The primary clients of the evaluation are the Ministry of Solidarity and Social Security of Portugal and the ILO. The secondary clients are the technical ministries of the beneficiary countries, the Social Protection Floor Initiative members and national stakeholders who will benefit from the findings and recommendations of the evaluation. The target audiences of the present evaluation report include but are not limited to donors and implementing parties from the Governments of Mozambique and Cape Verde.

### ***Evaluation methodology***

The conducted evaluation, implemented between October and December 2012 by a team comprised by international and national consultants working under the guidance of ILO's Evaluation Manager, used mixed methods, including home-based and field-based work to collect and analyze the information. The main data collection instruments used for the evaluation corresponded to a structured questionnaire and the main sources of information included i) technical documentation and data kept by the different institutions and organizations and ii) representatives of the main social protection institutions who were interviewed for the purposes of the evaluation. Stakeholders who were representatives of the main governmental social protection institutions, donors involved in social protection (bilateral and multilateral) and non-governmental organizations involved in social protection in Cape Verde and Mozambique were selected for the present evaluation. The rationale behind this selection was that these persons i) were thought to be the most informed on the results and impact of the implementation of the activities of the STEP/Portugal Phase II Project in their respective countries, and thus were able to provide a representative picture of the Project and ii) they were key stakeholders and responsible –with varying degrees- for ensuring that the results of the Project were produced and achieved as planned.

### ***Main findings and conclusions***

#### ***Overall assessment of Project performance***

The evaluator concludes that the STEP/Portugal Phase II Project achieved its objectives and produced positive results in the area of social protection during the 2009-2012 period. But this success did not come without some obstacles and the identification of windows of opportunity and important lessons.

First, in terms of the Project's performance and achievements, the available information indicates that the Project strengthened national social security strategies, regulations and the institutions in charge of social protection, which acted as 'catalyzers' of the proposed interventions. In Mozambique, for example, the support provided by the Project was critical in the development of the Regulation for Basic Social Security (2009) and the National Strategy for Basic Social Security (2010). In Cape Verde, on the other hand, the Project developed significant effort to provide technical assistance to improve financing mechanisms of social protection programmes. The establishment of a unified system of non-contributory pensions benefited from the support of the STEP Project, starting with the creation and strengthening of the National Social Pensions Centre (CNPS). Furthermore, the Project supported national institutions from Cape Verde in the identification of strategies to increase program coverage

and conducted, for the first time, a comprehensive analysis of the social protection system, which provided a detailed perspective on its financing process, expenditures, number of programs, strategic challenges and action lines.

Secondly, the Project increased the visibility of social protection and underlined the relevance of 'social protection floors' among national and international stakeholders. This, in turn, proved especially useful in addressing some of the common problems associated with the lack of social security contributions by specific population segments. In Mozambique, the increased interest from national and international stakeholders resulting from STEP's activities provided social protection with a much higher profile within the new Poverty Reduction Strategy and in Cape Verde, the area of basic social protection gained visibility within the national social policy arena.

Third, in spite of having a general common goal for all countries, the Project adapted its interventions to allow for national realities and specificities, which has been identified as a good practice.

Fourth, the Project contributed to unify the voices of multisectoral stakeholders. An example of this is the joint support provided by ILO, the Government and other partners for the creation of the Technical Working Group on Social Protection in Mozambique.

Fifth, the Project achieved considerable progress via its knowledge-development component. Some important products obtained during the implementation of knowledge development activities included, but were not limited to studies and documents on the extension of social protection, based on international experience and covering topics of interest for the PALOPs, technical assistance for the Information Center on Social Protection, educational instruments based on international experience and responding to the priority needs of PALOPs with emphasis on training modules on Foundations and Practices of Social Protection and several Project communication initiatives including: the production and distribution of leaflets in English and French; the production of the Project's web pages in the Social Security Extension platform (GESS); regular dissemination of Project activities through the CIPS, the articles included in ILO publications and in the public website and the inclusion of references to the Project in numerous reports and speeches by ILO representatives.

Sixth, there are challenges that still remain, which include the following:

- the need to retain public sector personnel trained by the STEP Project;
- the need to deal with the fact that some international partners have considerable leverage within Mozambican and Cape Verdean donor groups;
- the importance of continuing the debate on the detailed distinctions of beneficiary groups and the most adequate mechanisms for their identification and integration within the different lines of social security and protection;
- the need for strengthening the training of human resources in the area of social protection, and
- making improvements in the area of information technology for the production of statistics on social security and protection in Cape Verde.



## ***Recommendations***

### Project design issues

1. Aside from indicators using absolute numbers to depict the performance of the Project in a particular area, the Project should rely on indicators using percentages or other relative measures.
2. The Project design should include a robust monitoring and evaluation plan focusing on units of analysis, data collection instruments, frequency of data collection, methods of data analysis, people in charge of collecting and analyzing information and information dissemination procedures.
3. The Project should determine the optimal amount of staff needed to support the implementation of activities so as not to create excessive workloads for Project coordinators.

### Programmatic monitoring

4. The substitution of Excel worksheets for more sophisticated information systems provides considerable room for improvement in terms of comparing planned versus actual interventions and achieving an integrated Project management.
5. Aside from planned versus actual numbers for specific indicators, the Project monitoring efforts should also conduct variation analyses to assess the magnitude of implementation gaps, but moreover to have a tool contributing to efficiency.

### Knowledge development

6. Future training and awareness creation activities to be conducted in Mozambique (with the support of SIDA, the UN Joint Programme, STEP<sup>2</sup> or ILO Funding from other sources) and Cape Verde during the first semester of 2013 should include aspects of the ILO's 2012 Social Protection Floors Recommendation<sup>3</sup>.

### Expansion of the social protection floor

7. To achieve a considerable expansion of the social protection floor, the Mozambican Government should make considerable investments in institutional development and capacity building.

### Sustainability

8. With additional support from STEP, the MMAS, the INAS and the INSS should continue to work together in developing mechanisms to ensure a high level of retention of staff in the public sector.
9. It is critical for the sustainability of the social protection sector of Cape Verde to look at two main issues in the future: financing and sector restructuring.
10. Social security institutions from Mozambique and Cape Verde should make an effort to provide additional and continuous training to ensure that the results of the knowledge development activities are sustainable.

### *Lessons learned*

- *Although not an easy task in practical terms, linking contributive and non-contributive realms is necessary and justified.*
- *Careful selection of countries (considering their social and political status) is critical to reduce the risks of Project implementation.*

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<sup>2</sup>Through the approved extension of the Project for the first half of 2013.

<sup>3</sup>[http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100\\_INSTRUMENT\\_ID:3065524](http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:3065524)

- *The combination of local knowledge and the expertise of international specialists is a very productive process and are well perceived by the countries. The alignment of partners fosters informed and harmonized decision-making and communications.*
- *The activity prioritization process must be more selective in order to avoid creating a lengthy yet, less pragmatic plan and to avoid that the 'voluntarism' of beneficiaries disperses the Project efforts.*
- *The concrete analysis of the realities facing the potential beneficiaries of non-contributory social protection is the first step toward the extension of coverage. Although the STEP/Portugal Phase II Project had a general common strategy, it was able to adapt the content of its interventions to the realities, priorities and space for increasing coverage in each country.*
- *The knowledge-development component more broadly has emerged as an essential complement of technical assistance activities as it has contributed to the creation of a basic level of information and knowledge at the local level. The availability of knowledge adapted in form and content to the needs of recipient countries favor their assimilation and application*
- *Keeping personnel trained by STEP in the public sector is key to guaranteeing the sustainability of results. Training and knowledge-building activities are critical more broadly as is the permanent link with ILO's International Training Center (an entity running a specific training program in social protection for PALOPS that is also financed by the Government of Portugal). Linked to this is the exposure of stakeholders to international realities, experiences and practices, and the participation of beneficiary-country technical staff in training and technical assistance activities in other beneficiary countries, as it consolidates the expertise acquired by the countries, enhances the value of human resources and fosters the exchange of experiences.*
- *The presence of an in-country ILO officer has made a difference on a day to day basis as he/she contributed to quick problem solving, periodic programmatic monitoring and the enhancement of the results chain.*

#### *Good practices*

- *The existence and work of a Piloting Committee to maintain a good relationship with donors*
- *Closely following up and accompanying the implementation of activities at the field-level.*
- *The investment in the harmonization of partners' interventions, through the designation of a dedicated team committed to working periodically and systematically with partners.*
- *Beneficiary information cross-checking to enhance data quality and to avoid anomalies.*

## **1. Introduction**

This document presents information related to the external independent evaluation of the STEP/Portugal Phase II Project implemented in Mozambique and Cape Verde as a joint effort of the Government of Portugal and the International Labor Organization (ILO) -. This independent evaluation was carried out between October 22<sup>nd</sup> and November 29<sup>th</sup>, 2012 and aimed at examining the extent to which the STEP/Portugal Phase II Project objectives have been achieved in the aforementioned countries, its intended and non-intended impacts, lessons learned and possible good practices for sharing of knowledge and experiences and assessing the Project with regard to the relevance and validity of its design and the efficiency, effectiveness and sustainability of its outcomes.

The document starts with a brief exploration of the socio-economic reality of both countries and continues with the description of the Project's purpose and current status. Subsequently, the document provides information on the evaluation background and scope, the evaluation methodology, instruments used, rationale for selecting evaluation methods and the clients and audiences of the evaluation. Following these descriptions, the report presents the general and country specific findings, conclusions, lessons learned, good practices and recommendations derived from the implementation of the methodology. This information is followed by a series of annexes that complement the elements described above.

## 2. Project Background and Description

### 2.1 Human development in Cape Verde and in Mozambique

The following table presents a set of social indicators for Mozambique and Cape Verde. Compared to Mozambique, Cape Verde has a comparative advantage in terms of human development (measured in a composite statistic of life expectancy, education, and income sub-indices) as the latter ranks 51 places higher than the former. In Cape Verde the share of population above the statutory retirement age benefiting from an old-age pension was 64.4% in 2010<sup>4</sup>, nearly 47 percentage points higher than the value of the same indicator measured in Mozambique in 2011. In addition, only 2.8% of the economically active Mozambican population –as recorded in 2008- contributed to a pension scheme, as compared to a considerably higher 28.4% in the case of Cape Verde (2010).

**Table 1 Social indicators. Mozambique and Cape Verde. Available years.**

Indicator	Mozambique	Cape Verde
Total population (thousands) <sup>5</sup>	23900.0	500.6
Human Development Index (value, [rank]) <sup>6</sup>	0.322 [Rank 184]	0.568 [Rank 133]
Total expenditures on health as % of the GDP <sup>7</sup>	5.2	4.1
Public expenditure on health as % of the GDP <sup>8</sup>	3.7	3.1
Public social security expenditure (including health) as % of the GDP <sup>9</sup>	4.62	7.22
Share of population above the statutory retirement age benefiting from an old-age pension (%) <sup>10</sup> :	17.3	64.4
Share of economically active population contributing to a pension scheme (%) <sup>11</sup> :	4.2	28.4

Source: <http://www.socialsecurityextension.org/gimi/gess/ShowCountryProfile.do?cid=314> and <http://www.socialsecurityextension.org/gimi/gess/ShowCountryProfile.do?cid=313>

The favorable demographic pyramids of Cape Verde and Mozambique are elements that these countries should take into consideration in the design and implementation of current and future social protection policies and strategies. The demographic bonus, characterized by a relative low participation of below-15 and over-65 year old people in the overall structure of the country, represents a clear opportunity for the country to strengthen fiscal revenues, social protection coverage and health financing given that the core of the population is mainly involved in productive activities. Lowering unemployment and taking advantage of the group

<sup>4</sup>Data obtained from <http://www.socialsecurityextension.org/gimi/gess/ShowCountryProfile.do?cid=313>, reviewed on 12/3/2012

<sup>5</sup>UN Population Division | World Population Prospects, 2011

<sup>6</sup>UNDP | Human Development Indicators, 2011

<sup>7</sup>(WHO | WHO Statistical System, 2010

<sup>8</sup>WHO | WHO Statistical System, 2010

<sup>9</sup>IMF, 2009

<sup>10</sup>ILO Social security inquiry, 2010

<sup>11</sup>ILO Social security inquiry, 2010

of persons in productive ages, thus, represents a critical step to take. It also important to note that the demographic bonus will not be a perpetual opportunity for Cape Verde, as it will start to wane by 2026. This will not be the case for Mozambique, as it is expected that the population between the ages of 15 and 64 will continue to grow beyond 2030.

## **2.2 The social protection systems of Mozambique and Cape Verde**

The Mozambican Social Protection system is organized in three levels, namely, non-contributory basic, compulsory, and complementary social security<sup>12</sup>. The basic level encompasses non-contributory transfers and other welfare services aimed at the poorest households, those with orphans and vulnerable children, the elderly, people living with disabilities, and those who live with chronic diseases. The contributory level corresponds to social insurance for formal workers and public servants (i.e. old-age pensions, cash sickness and maternity benefits, hospitalization, cash death grants and allowances for burial expenses). The complementary level of social security adds to the benefits at the compulsory level<sup>13</sup>. As of 2011, Mozambique has limited statutory provision on five branches of security (sickness, maternity, old age, invalidity and survivor) covered by at least one programme.

Cape Verde's social security system includes three regimes, namely, social assistance, compulsory social protection and complementary social protection. The first regime covers all the residents living in situations of vulnerability and economic need through the allocation of social benefits, income support and solidarity. Mandatory social protection covers employed workers and those who work independently as well as their families. The complementary social protection system aims to strengthen the coverage provided by the mandatory social protection regime and membership in the program is voluntary. The social security system also includes the health system and a variety of social assistance programmes<sup>14</sup>. The main institutions in charge of social protection programs are the National Centre for Social Pensions (CNPS) and the National Social Security Institute (INPS). In the last decade, Cape Verde has adopted legislative measures addressing the inclusion of self-employed and domestic workers, the regime of sickness and maternity, the extension of the employed workers scheme, and the creation of a single scheme for civil servants. In the field of administration, there has been remarkable progress in (i) the automation of social pension's management, (ii) the consolidation of a national administrative structure and (iii) the administrative modernization through information technologies, institutional reorganization, review of administrative processes and increases in the network of agencies.

## **2.3 The STEP Project in the PALOPs**

The first STEP / Portugal Project was signed in 1999 and included three components, namely, work at the international level to develop expertise on issues of social inclusion, strengthening the capacity of socially inclusive actors in the Portuguese Speaking Countries in Africa (PALOP) countries and implementation of pilot Projects in Guinea-Bissau and Cape Verde. With its global coverage, the Project STEP / Portugal 2 (January 2003) had three complementary objectives: to better understand social exclusion; to better combat social exclusion; and to raise awareness on social exclusion. Subsequently, in January 2007, the STEP 2 / Portugal marked the passage of a relatively wide field of intervention, in terms of integrated approaches to social inclusion, to an increasing focus on the extension of social protection, such as social inclusion as an essential dimension of decent work. The intervention in the

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<sup>12</sup>Law 4, 2007

<sup>13</sup>Adapted from <http://www.socialsecurityextension.org/gimi/gess/ShowCountryProfile.do?cid=314>

<sup>14</sup>Adapted from <http://www.socialsecurityextension.org/gimi/gess/ShowCountryProfile.do?cid=313>

countries has been progressively reoriented, from a mainly targeted support to local civil society toward the support of the most important national social protection policies and government organizations responsible for them. Technical assistance was focused primarily on non-contributory systems and in strengthening the social security scheme through a series of programs. The explicit request of the concerned countries to support their efforts in national policies and the need for a better integration of the Project activities under initiatives of the ILO and the United Nations were developments that constituted the starting point for the definition of the STEP / Portugal Phase II Project.

### **2.3.1 STEP / Portugal Phase II Project objectives and components**

The overall objective of the intervention is to increase the extension and effectiveness of social protection as a means of reducing poverty and social exclusion, and fostering human development and access to decent work. This STEP Portugal Phase II Project aims at enabling institutions from the PALOP involved in the extension of social protection to improve the results and effectiveness of their activities through the acquisition of new skills, policy and programs, appropriate use of methods and implementation of appropriate management and greater capacity for coordination of efforts at the national level.<sup>15</sup>

Launched in January 2009 in the PALOP, the Phase II of the Project focused on four main areas of intervention, namely:

- Providing technical assistance for the formulation of public social security policies, their implementation and evaluation of their results;
- Increasing the role of social protection in national development and poverty reduction strategies;
- Contributing to improving the integration and coordination of action in the field of social protection; and
- Reinforcing national competence and capacities, including South-to-South cooperation.

The intervention endeavored to encourage reconciliation between contributory and non-contributory schemes and the establishment of a global vision of the national system of social protection as a whole. The support provided by the Project was included within the context of national development processes, particularly National Strategies for Poverty Reduction (PRSP) under the Country Program for Decent Work, and the instruments developed by the international community to support the implementation of these programs, including the Programs of the United Nations for Development Assistance. The Project focused its interventions in Mozambique and Cape Verde, and to a lesser extent in Guinea-Bissau, Sao Tome and Principe, Angola and Timor-Leste.

The Project relies on the technical cooperation between the Government of Portugal (represented by the Portuguese Ministry of Labor and Social Solidarity) and the International Labor Organization. In terms of funding arrangements, the Government of Portugal has allotted US\$ 4.9 million to support the extension of social protection within the framework of decent work in Portuguese-speaking Africa and US\$1.0 million for capacity building – implemented through training activities-in these countries. Regarding implementation arrangements, the ILO is in charge of Project execution in partnership with the Portuguese Ministry of Labor and Social Solidarity.

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<sup>15</sup>Rodrigues, C. (2011). Análise dos Efeitos do Projecto STEP-Portugal Fase II (2009-2010).

## 2.4 Extension of the Project

Although the Project was expected to conclude at the end of December of 2012, it will be extended for a six-month no –cost period. The reasons for this extension include the following:

- The need to finalize some pending activities that will contribute to the project objectives.
- The Project has strong support and recognition of national stakeholders (especially high-level government officials) involved in management of the social protection system of the recipient countries
- High level of coordination with recipient countries in the design and delivery of products.
- Close work and coordination with other UN agencies and international organizations such as the World Bank and the IMF.
- Strong support from the technical team of the ILO's Social Security Department for the implementation of activities.
- Creating a favorable Project deployment environment.
- The Project's capacity to raise funds from other development partners, allowing also some savings related to the co-funding of some activities initially foreseen under STEP.

The positive outlook of the Project is complemented by identifying a set of opportunities that would complete some of the activities that are being currently implemented. These include:

- Existence of an extensive agenda resulting from the implementation of the Project in close collaboration with the Governments of Cape Verde and Mozambique.
- Ability to take advantage of the framework provided by the Initiative's Social Protection Floor led by the ILO and other UN agencies (with great international visibility).
- High international visibility achieved by Cape Verde and Mozambique, under the development of social security in Africa.
- Possibilities for co-financing to continue and complete the pending agenda
- Continuity of requests for technical assistance by the governments of Cape Verde and Mozambique.

The following section presents the evaluation background, which includes an explanation of the main logistic aspects of the present evaluation effort.

### **3.Evaluation background**

This section presents the evaluation background, which includes relevant information on its purpose and context. It starts with the description of the purpose and the primary use of the evaluation and it continues with the presentation of the evaluation's scope and its operational sequence. Subsequently, the clients and target audiences of the evaluation are described, which is followed by the names of the members of the evaluation team and the evaluation manager.

#### **3.1 Purpose and primary use of the evaluation**

The final independent evaluation described in this document aims at examining the extent to which the STEP/Portugal Phase II Project objectives have been achieved in Mozambique and Cape Verde. Specifically, the evaluation aims at:

- Documenting lessons learned and possible good practices for sharing of knowledge and experiences.
- Providing an independent assessment of the STEP/Portugal Phase II Project, with regards to the relevance and validity of Project design and the efficiency, effectiveness and sustainability of its outcomes;
- Fostering accountability, by feeding lessons learned into the decision-making process of Project stakeholders, including donors and national partners, in order to further empower local actors and move the decision-making processes closer to the national partners; and last, but not least;
- Examining the Project's achievement as a whole, including intended or unintended impacts.

#### **3.2 Scope of the evaluation**

Although the Project conducted several activities in the five PALOP, the geographic scope of the present evaluation is focused on Cape Verde and Mozambique.

With regard to its thematic coverage, the evaluation examined the ILO STEP/Portugal Phase II Project in terms of its progress, adjustments in implementation arrangements, partnerships, achievements, challenges, good practices, and lessons learned from its implementation as per the Project Documents approved by the Government of Portugal. The evaluation included all STEP Portugal Phase II Project' activities undertaken between January 1<sup>st</sup>, 2009 and July 2012 and the planned activities for the remaining period of the Project (end of December 2012 and of the no cost extension period).

#### **3.3 Operational sequence of the evaluation**

The following table summarizes the operational sequence of the final independent evaluation of the STEP/Portugal Phase II Project.



**Table 2 Operational sequence of the independent final evaluation implemented in Mozambique and Cape Verde. 2012.**

<b>Date</b>	<b>Activity</b>	<b>Output</b>
October 22-26	Desk review	Evaluation questions
October 27-28	Trip to Geneva	
October 29-30	Meetings in Geneva with the ILO team	
October 30	Trip to Lisbon	
October 31	Meeting with ILO	29 October -16 November, 2012. Mission to Geneva, Lisbon, Praia and Maputo, (effectively 15 working days including meetings, field visits and preliminary findings preparation).
October 31	Trip to Praia, Cape Verde. Fieldwork, interviews, preliminary findings, drafting and stakeholders briefings	
Nov 1-6	Field works, interviews, preliminary findings, drafting and stakeholders briefings	Preliminary evaluation findings and recommendations discussed with key stakeholders
Nov. 7	Trip to Lisbon	
November 7	Interview with the GEF	
Nov. 8	Trip to Maputo	
Nov 9-14	Field works, interviews, preliminary findings, drafting and stakeholders briefings	
Nov 14 return to consultants' home base	Maputo-Washington-La Paz, Bolivia	
Nov 18- Dec-5	Report drafting	Draft report to be submitted to ILO
December 6 -11	Sharing the draft report with key stakeholders for comments and inputs. Evaluation manager consolidates all comments and sends them to the evaluator	Consolidated comments sent to the evaluator
12-15 December, 2012 and beginning of 2013.	Finalizing the evaluation report.	Final evaluation report and evaluation summaries to the satisfaction of the ILO.

Source: Evaluation team

### **3.4 Clients and target audiences**

The primary clients of the evaluation are the Ministry of Solidarity and Social Security of Portugal and the ILO. The secondary clients are the technical ministries of the beneficiary countries, the Social Protection Floor Initiative members and national stakeholders who will benefit of the findings and recommendations of the evaluation.

The target audiences of the present evaluation report include but are not limited to donors (ILO and other UN agencies) and implementing parties from the Governments of Mozambique and Cape Verde.

### **3.5 Name(s) of evaluator(s) and the evaluation manager**

This evaluation was conducted by a team composed by Javier Jahnsen, Marcos Oliveira & Cristiano Matsinhe. The evaluation manager was Christine Bockstal, Chief, Technical Cooperation and Country Operations Group, Social Security Department, Social Protection Sector.

### **3.6 Potential use of the evaluation**

The evaluation findings and recommendations will inform and guide future social protection Projects design and implementation efforts in the PALOP.

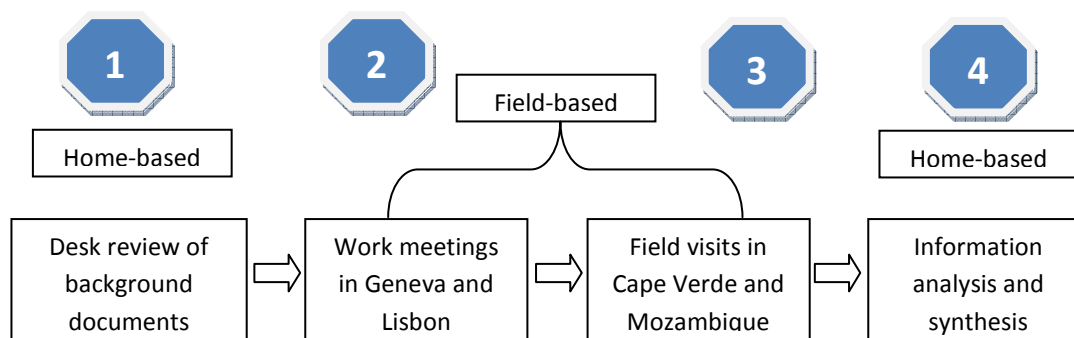
## 4. Evaluation methodology

The purpose of an external independent evaluation is to understand why, and the extent to which, intended and unintended results have been achieved, and their impact on the intended stakeholders. Evaluation is relevant as it is intended to be a source of evidence of the achievement of results and institutional performance linked to the Project causality or other factors. The external evaluation process is an important element of knowledge building and for organizational learning. Evaluation plays a critical and credible role in supporting accountability and it is an important means of evidence-informed change.

On the basis of this conceptual context, this section presents the implemented evaluation methodology, which has used and respected ILO's Evaluation Guidelines as its basic framework and ILO's standard policies and procedures.

The conducted evaluation was an independent one and its methodology and evaluation questions were determined by the evaluation team in consultation with the Evaluation Manager. Mixed methods, involving home-based and field-based work were used to collect and analyze the information. These included the following:

**Figure 1 Summary of the final evaluation methodology. 2012.**



Source: Evaluation team

### 4.1 Desk review of background documents

This stage included the thorough review of background documents which included the following:

- Project Document
- Document “Accord de coopération” Portugal-ILO
- Annual activities plans (2009-2012).
- Annual progress reports (2009-2011)
- Steering Committee Meetings Reports (2009-2011)
- Report “Análise dos Efeitos do Projecto STEP-Portugal Fase II (2009-2010), Setembro de 2011 (elaborated by Cristina Rodrigues)
- UNDAF (2008-2011 and 2012-2016 for Cape Verde) and (2009-2011 and 2012-2015 for Mozambique).
- The 2011 Overseas Development Institute’s ‘Social protection and social exclusion: an analytical framework to assess the links’ Background Note.
- Report ‘Estender a Cobertura da Protecção Social num Contexto de Alta Informalidade da Economia: necessário, desejável e possível?’ by Nuno Cunha.

- The 2010 report entitled 'Social Protection and Poverty' by Armando Barrientos.

## **4.2 Implementation of a two-day mission in Geneva and one-day mission in Lisbon**

During the missions in Geneva and Lisbon, meetings were held between the Team leader consultant and the STEP/Portugal Project staff, the Evaluation Manager and the programme donors.

## **4.3 Field visits to Cape Verde and Mozambique**

The evaluation team traveled to Cape Verde and Mozambique in late 2012 to conduct field visits, during which they met and conducted in-depth interviews with representatives of the main social protection institutions and other stakeholders involved directly and indirectly in the Project's activities, which constituted a representative picture of the STEP/Portugal Phase II Project.

Several stakeholders were interviewed in Cape Verde. These were representatives of the main social security and social protection institutions. On the other hand, a total of fifteen stakeholders were interviewed in Mozambique. They represented the INAS, OTM-CONSILMO, the INSS, UNICEF, ILO and the Dutch Embassy / DFID.

During in-depth interviews, the stakeholders provided open-ended answers to the evaluation questions belonging to the four thematic areas described above, namely, Relevance and strategic fit, Effectiveness, Efficiency, Sustainability and impact.

## **4.4 Data collection instruments**

The main data collection instruments used for the evaluation corresponded to a questionnaire divided in four categories, namely, relevance and strategic fit, efficiency, effectiveness, sustainability and impact. This questionnaire was transformed into a matrix in a Microsoft Excel worksheet. The rows of the matrix corresponded to the evaluation questions, the columns presented information on the interviewee (i.e. their position, the institution they represented and their contact information) and the cells recorded the obtained responses. (See the appendix section for the complete format of the data collection instrument).

## **4.5 Sources of information**

The main sources of information included i) technical documentation and data kept by the different institutions and organizations (Project Documents, Action Plans, Biennial Action Plans for Knowledge Development, Progress Reports, Steering Committee Meeting Minutes, and activity matrix) and ii) representatives of the main social protection institutions who were interviewed for the purposes of the evaluation.

## **4.6 Limitations and potential sources of bias**

It is important to acknowledge the limitations and potential sources of bias of the chosen evaluation methodology. These include the following:

- In-depth interviews tend to be less standardized and rely more on the interviewer's own questioning style and choice of subject matter. As a result, the interviewer can intentionally or unintentionally introduce his/her personal biases into the process.
- It is not possible to generalize answers and opinions to the general population.
- Data analysis and interpretation takes a considerable amount of time
- The data sources are limited to the pool of available documents and interviewees.
- The in-country limited time was another difficulty the evaluation team had to deal with, which could be overcome in the future by allotting additional days to the field visits.

#### **4.7 Rationale for stakeholder participation in the evaluation**

The involvement of stakeholders in independent evaluation exercises furthers the objective of promoting participatory development. One effective way for stakeholders to contribute to the achievement of programme or Project objectives is to be directly involved in the monitoring and evaluation process, in the formulation of critical questions and in the collection and analysis of data. This enables them to participate directly in the assessment of the relevance, performance, sustainability and success of STEP/Portugal Phase II Project and in recommending how to improve the quality of current and future interventions based on the lessons learnt.

Accordingly, stakeholders who were representatives of the main governmental social protection institutions (social security institutes, social protection ministries, etc.), donors involved in social protection (bilateral and multilateral) and non-governmental organizations involved in social protection (i.e. labor unions, workers associations) of Cape Verde and Mozambique were selected for the present evaluation. The rationale behind this selection is that these persons i) were thought to be the most informed on the results and impact of the implementation of the activities of the STEP/Portugal Phase II Project in their respective countries, and thus were able to provide a representative picture of the Project and ii) they were key players and responsible –with varying degrees- for ensuring that the results of the Project were produced as planned.

#### **4.8 Brief discussion of the relevance and validity of the methods**

The aforementioned evaluation and data collection methods, namely, the desk review, technical meetings and field visits, were relevant for the type of evaluation being conducted for the following reasons:

- Desk reviews: This method provides the means for obtaining secondary information related to the planning, implementation of activities, outputs and effects of the STEP/Portugal STEP II Project. The aforementioned secondary information is obtained from the available documentation provided by the client and the one obtained by the evaluation team.
- Technical meetings with Project authorities in Geneva and Lisbon: This data collection activity allowed the evaluation team to obtain first-hand information on the Project's

management dynamics as well as a clear definition of the overall purpose and objectives.

- Field visits: This activity provided primary qualitative information from the main stakeholders of the STEP/Portugal Phase II Project in Mozambique and Cape Verde. This information was obtained via in-depth interviews with representatives of the local social protection and social security realm.
- The field work has been conducted efficiently thanks to the ILO central and field teams.

#### **4.9 Evaluation ethics**

Finally, it is important to highlight that that evaluation norms, standards and ethical safeguards were followed. During the implementation of the process, the evaluation maintained personal and professional integrity. Furthermore, the team respected the security, dignity and self-worth of the respondents, Project participants, and other stakeholders with whom they interacted. Finally, the evaluation team respected the right of institutions and interviewed individuals to provide information in confidence, to be used solely for the purposes of the evaluation.

Before requesting responses to the actual evaluation questions, the evaluation team explained the nature, objectives and potential uses of the information obtained during the assessment, so as to obtain the consent of the stakeholders to participate.

The following section presents the main findings of the final evaluation of the STEP/Portugal Phase II Project.

## **5. Main Findings**

This section presents the main findings of the final evaluation of the STEP/Portugal Phase II Project. The section starts with the presentation of general results of the Project and continues with findings corresponding to the literature review and the interviews conducted during the field visits.

### **5.1 General results of the Project**

#### **5.1.1 Brief review of the Project's implementation and results**

The STEP / Portugal Phase II Project has produced positive results for Mozambique and Cape Verde, which had had an impact on their societies as a whole, by consolidating and enhancing current national social security systems , by fostering basic social protection, by adding consistency to information and by strengthening the mobilization and coordination of national and international partners.

In terms of activities related to knowledge development, the Project increased and consolidated the availability of information –in Portuguese–corresponding to social protection (news and events, documents in libraries, informational bulletins for international partners) and increased the use of the Information Center on Social Protection's platform by country stakeholders, policy makers and international agencies.

The following section provides country-specific findings related to the Projects implementation and results.

##### **5.1.1.1 Mozambique:**

Progress in the area of social protection has been significant in recent years in Mozambique. These have included the development of tools for the progressive implementation of a social protection floor and significant budget increments and the corresponding expansion coverage as a result of a growing interest in the subject. The effects produced by the Project were concentrated in the national structures that manage non-contributory systems, through the continuation of support for the MMAS and the INAS.<sup>16</sup>

The ILO, through the STEP / Portugal Project, has played an important role in the national dialogue process, coordinating the efforts of international partners and the provision of provided technical assistance aimed at developing new instruments.

The following table presents some relevant achievements of the implementation of the STEP Project during the 2009-2012 period.

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<sup>16</sup>Rodrigues, C. (2011). Análise dos Efeitos do Projecto STEP-Portugal Fase II (2009-2010).

**Table 3 Relevant achievements of the implementation of the Project. Mozambique. 2009-2012.**

2009 <sup>17</sup>	2010 <sup>18</sup>	2011 <sup>19</sup>	2012 <sup>20</sup>
<p>-Support in the development of the National Strategy for Basic Social Protection (ENPSB in Portuguese) and approval of the a Basic Social Security Regulation (ENSSB in Portuguese).</p> <p>-Support of a pilot Project for developing a Social Assistance Program associated with occupational activities</p> <p>-Organizing and funding a technical visit to Cape Verde to exchange experiences between technicians and officials</p>	<p>-Support the development of Terms of Reference for the Preparation of the Plan for Operational Implementation of the National Strategy on Basic Social Security Basic (ENSSB)</p> <p>- Collaboration in the organization of training sessions for MMAS and INAS staff on basic principles of social security.</p> <p>- Creation of permanent capacity at the MMAS and the INAS for providing training in basic principles of Social Protection</p> <p>- Supporting the establishment of a Productive Social Action National Programme</p> <p>- Support for the development of the INSS needs assessment.</p> <p>- Collaboration in the organization of training sessions focusing on concepts and basic social security legislation for INSS newly admitted staff.</p> <p>- Collaboration in the organization of training sessions focusing on basic principles of social protection for members of the Workers' Organization of Mozambique.</p>	<p>-Support for the process of diffusion of the ENSSB and the Regulation of Basic Social Security</p> <p>-Participation in the Food Subsidy Programme Support Group.</p> <p>-Support for the development of a Bilateral Convention between Mozambique and South Africa in the field of social security for Mozambican miners in South Africa.</p> <p>-The Project contributed in the production of the document entitled "Creating Basic Social Security Programs under the ENSSB", which was approved by the Council of Ministers and developed in collaboration with the IMF and UNICEF.</p> <p>-Support for the development of new tools to collect information on the beneficiaries of Basic Social Security Programmes;</p> <p>- Support for the MMAS in organizing a roundtable of donors to present the budget limitations that still exist in the sector.</p> <p>- Collaboration in the organization of a High Level Executive Seminar organized within the "Global Product Initiative: Strengthening Tripartite Governance of Social Security Systems";</p> <p>- Support for the development of a Social Protection Floor Position Paper for the Trade Unions in Mozambique;</p> <p>- Joint presentation with</p>	<p>-It is relevant to mention the work on the social protection floor, which was conducted in Mozambique in conjunction with the social partners, including representatives of workers associations and civil society.</p> <p>-The main results are associated with the visibility of the social protection in the national debate agenda, the increased resources allocated to basic social security programs for 2013, to increase coverage and the value of social transfers.</p> <p>-With respect to the area of contributory social security, the Project continued to contribute to strengthening the skills of managers and technicians from the DNPS INSS and the Ministry of Finance in Mozambique, with regard to actuarial techniques and debt management.</p>

<sup>17</sup>Projecto Step Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2009

<sup>18</sup>Projecto Step Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2010

<sup>19</sup>Projecto Step Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2011

<sup>20</sup>Projecto Step Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2012



2009 <sup>17</sup>	2010 <sup>18</sup>	2011 <sup>19</sup>	2012 <sup>20</sup>
		<p>the IMF on "Creating Fiscal Space to fund a Social Protection Floor in Mozambique", which was delivered at the Brookings Institute.</p> <p>- In collaboration with other UN agencies, the World Bank and IMF, the Project conducted an analysis of the implications of the basic basket in response to the social tension caused by the increase of prices.</p>	

Source: STEP Action Plans from Mozambique

*Observed effects of the Project:*

- The formulation and implementation of the National Strategy for Basic Social Security (ENSSB), a document that became the guiding reference for national policies in this area and for the various initiatives of international support.
- Increasing expansion of technical capacities and a greater perception of the principles of social protection as a result of the activities focused on training stakeholders and strengthening the role and importance of the Ministry of Women and Social Action (MMAS) and the National Institute of Social Action.
- Training activities, combined with the development and consolidation of national policies on social protection, led to an actual increase in terms of the number of people receiving social benefits.
- In relation to the coordination and coherence of external support, the Project not only contributed to the mobilization of a broad and diverse set of relevant international stakeholders actively participating in joint efforts, but also facilitated the establishment of links between these stakeholders and national partners, both governmental and non-governmental.<sup>21</sup>
- The Project reinforced the collaboration with the Social Prevision Department of the Ministry of Finance, which is in charge of the Pension scheme for civil servants. This, in turn, created the conditions for further dialogue between different government institutions.
- Growing interest in the area of social protection in Mozambique as well as in the relevance that Social Protection has gained within the national agenda. For this, IMF's collaboration for the promotion of a Social Protection Floor, the constant work with the Civil Society Platform and social partners, including workers unions, has proven crucial.

**5.1.1.2 Cape Verde**

Cape Verde has made significant progress in social protection and is strongly committed to achieve universal coverage of social security. During the last 10 years these progresses have been evidenced by:

<sup>21</sup>Rodrigues, C. (2011). Análise dos Efeitos do Projecto STEP-Portugal Fase II (2009-2010).

- An increase in the coverage of social security
- Creation, improvement and extension of social pensions
- Development of a set of social assistance programs in the areas of health, education, nutrition, housing and poverty reduction.
- Improved organization and functioning brought about by the modernization of Information Technology.
- The estimation of social protection expenditures
- An inventory of all programs corresponding to the realm of social protection was performed.

Throughout this process, the STEP / Portugal Phase II Project played an important role in terms of provision of technical assistance, especially in the creation and development the social pension system managed by CNPS and institutional strengthening of the INPS. The diagnoses conducted with the support of the Project showed that:

- Cape Verde has an extensive network of social protection that comprises, just in the central government, 95 programs. In addition, each municipality has its own group of initiatives in areas such as housing, productive activities, and education and poverty alleviation.
- Social spending has increased from 5.2% of GDP in 2005 to 5.8% of GDP in 2008
- The country made great advances, but still faces major challenges related to the consolidation of a social protection floor and the deepening institutional reform of INPS. In particular, it is critical to increase the share of the population (currently at 37%) with contributory social security. Increasing coverage of social insurance to groups in the informal economy, rural area residents and other social segments seems to be the main objective of the INPS in the next years.
- In addition to pensions and social insurance social, as mentioned earlier there is a wide dispersion of efforts and social protection programs, which requires greater coordination of the system, especially with regard to the selection and control beneficiaries of non-contributory programs in order to avoid duplication, overlapping and misspending.

Given these challenges, the technical assistance offered by STEP / Portugal have been playing an important role in the consolidation of on-going activities, as it was recognized by authorities of the Government of Cape Verde during the interviews held by the evaluation team. The following table presents some relevant achievements of the implementation of the STEP Project during the 2009-2012 period.

**Table 4 Relevant achievements of the implementation of the Project. Cape Verde. 2009-2012.**

2009 <sup>22</sup>	2010 <sup>23</sup>	2011	2012
<p>-Installation of a unit of statistical, financial and planning studies at the INPS</p> <p>-Implementation of training sessions, along with the ILO International Training Centre in Turin (ITC / ILO), for the cadres and leaders of the INPS in the areas of billing and collection of contributions.</p> <p>-Technical support to the INPS in terms of the social partners' involvement, which led to a proposal to institute the National Council for Social Dialogue.</p> <p>-Support for the formulation of an operational plan and technical recommendations concerning a communication campaign for the extension of social security</p> <p>-Support for the National Statistics Institute to carry out the first national survey on employment, work in the informal economy and social protection.</p>	<p>-Sensitizing the administration of INPS on the need to provide more detailed information to the public about its management through the publication of a Statistical Bulletin.</p> <p>-The Project strengthened the INPS capacity to produce data and statistics for actuarial studies</p> <p>-25 persons were trained in topics related to social protection statistics and indicators. Participants included IT, statistical and actuarial technicians at INPS, the Ministry of Labour, Family, and Social Security (MTFSS), the Ministry of Finance and National Institute of Statistics (INE) of Cape Verde, technicians from the National Centre For Social Pensions (CNPS).</p> <p>-The Project collaborated with the ITC / ILO and Quatrain AFRICA organizing a training in financial governance, which was held in Mozambique and included the participation of five cadres and leaders of the INPS and the CNPS.</p> <p>-Development of a protocol for cooperation between INPS and the INE.</p> <p>-An achievement of MTFSS was the completion and adoption of the Charter of the National Policy for the Elderly</p> <p>-Conclusion and socialization of the Operational Plan for the Extension of Social Security for domestic and independent workers.</p>	<p>-Successful technical assistance for the publication of the first Statistical Yearbook of the INPS.</p> <p>-Supporting the implementation of an actuarial study for the INPS pension and health regimes</p> <p>-The Project supported the development of terms of reference for the production of a proposed legal reform relating to debt management.</p> <p>-Organizing, in collaboration with the International Training Centre of the ILO (ITC / ILO), a training on inspection of social security</p> <p>-Supporting CNPS in improving its information systems</p> <p>-Implementation of a study on the extension of contributory coverage and mapping of excluded workers.</p>	<p>-As part of the support for the CNPS, a contract was made with the Information Society Operational Nucleus to update the social pension management information system so as to enhance the pension payment capabilities and to facilitate the production of statistical and expense reports.</p> <p>-A training on administration of social pensions –in which international case studies were presented- was organized on conjunction with the ITC-ILO.</p> <p>-Finalization of a study on social protection expenditures in Cape Verde.</p> <p>-As a result of the study mentioned in the point above, an inventory of programs in the area of social protection was constructed. This inventory indicated that in 2010 there were about 95 social protection activities</p>

<sup>22</sup>Projecto Step Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2009

<sup>23</sup>Projecto Step Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2010

*Observed effects of the Project:*

- Increased knowledge on social pensions by technicians and beneficiaries.
- Better understanding of the composition and resource allocation of the social protection network of programs
- Specific estimation of the social protection public spending for better planning and alignment
- Greater ability of the CNPS technicians in the development of registration and control systems, which allowed for an increase in the efficiency of social pensions.
- An improved capacity for the production of relevant data for better planning and decision making
- Preparation of an institutional plan to increase social security among currently excluded groups
- An increase in the number of independent workers covered by the system of social security, brought about by the support provided by STEP to the extension of social protection.
- Enhanced information technology systems for the CNPS
- Improvement of the legal framework in areas such as social security funds investments, debt collection at the INPS and INPS by-laws.

**5.1.1.3 Interventions aimed at the development of knowledge**

During Phase II of the Project, the Project's knowledge development interventions increased its focus on social protection. Accordingly, the interventions respond to specific information needs of the African Portuguese-speaking countries (PALOPs). The main objective of these interventions has been to facilitate the access of PALOP key personnel to international experience relating to the extension of social protection. These activities consist of the production of studies, tools, study visits, the capitalization and systematization of experiences as well as the diffusion of reference documents.

A group of documents on various topics has been produced according to the needs and priorities determined by the PALOP. The Project also supports an electronic platform: the Information Centre on Social Protection (CIPS) –initially known as the Center for Information and Exchange Extension of Social Protection-for the sharing of knowledge and resources in the field of social protection in Portuguese-speaking Countries and have contributed to establish a network of focal points in these countries. In addition, several articles about Cape Verde and Mozambique were published in various ILO documents, an independent study was conducted on the effects of the STEP/Portugal and some media supports were created to raise awareness about the Project.

With an initial budget of EUR 1 million destined to all PALOPS, the implementation of these knowledge development activities resorted to the development of bi-annual activity plans and calendars, development of programs and materials in Portuguese to support training activities and close coordination with ILO's International Training Center in Turin. These activities included the systematization of experiences and the dissemination of documents, and the implementation of workshops for sharing experiences. The topics that were covered included, but were not limited to: the foundations of social protection, links between social insurance

and the non-contributory scheme, creating fiscal space for the extension of social protection, and the extension of social insurance to cover independent workers, among others.

### 5.1.2 A look at the project indicators, products and challenges

In general, the STEP Project has produced measurable progress in the realm of social protection in Mozambique and Cape Verde. In Mozambique, the number of beneficiaries of the food subsidy program increased by nearly 100.0%. Between 2008 and 2011, the benefit increased from 70 to 100 Meticais<sup>24</sup>. Between 2000 and 2009, in Cape Verde, for example, the social insurance coverage of active contributors in the economically active population nearly doubled and that of old age pensioners in the 60+ age group increased four times. The amount of the benefit has been constantly readjusted by the Government, and is now set at \$65 a month, amounting to an increase of 60% between 2007 and 2010.

In the case of Mozambique, the product indicator with the most relevant progress between 2009-and 2012 was the one related to the number of persons trained, which tripled its value during this period. In 2012, 100.0% of the total number of persons trained received their training thanks to partnerships with ILO's International Training Center. On the other hand, the number of days of technical assistance showed, on average, a decreasing trend as the value of this indicator decreased by 42.0% between 2009 and 2012. In Cape Verde, while number of the persons trained only increased by 9.0%, the days of technical assistance increased by 4.4 times approximately.

**Table 5 STEP Portugal indicators. Mozambique and Cape Verde. 2009-2012.**

Country/indicator	Year			
	2009	2010	2011	2012
<b>Mozambique</b>				
Number of trainings	7	19	16	10
Number of persons trained	227	562	769	730
Number of training hours	118	401.5	195	251
Number of days of technical assistance	615	268	316	356
Number of meetings including the participation of STEP Portugal	166	223	208	249
<b>Cape Verde</b>				
Number of trainings	3	3	2	3
Number of persons trained	54	54	64	113
Number of training hours	87.5	85	57	91
Number of days of technical assistance	156	177	437	697
Number of meetings including the participation of STEP Portugal	65	72	90	138

Source: Relatorio Progreso STEP Portugal for 2009, 2010 and 2012

<sup>24</sup>Adapted from <http://www.social-protection.org/gimi/gess/ShowWiki.do?wid=796>, consulted in April, 2013.

The following table presents information on the completion of specific STEP/Portugal Phase II products and achievement of objectives. The available information indicates that approximately 93.0% (13 out of 14) products corresponding to intermediate objectives 1 and 2 were successfully achieved.

**Table 6 Completion of products for intermediate objectives 1 and 2. Mozambique and Cape Verde. 2012.**

Intermediate objective	Products	Main developments as of 2012
<p>1. At the end of the Project, the institutions involved in the extension of social protection in the PALOPs have improved the results and effectiveness of their activities in this field, thanks to the acquisition of new skills, the definition of appropriate policies and programs, the use of management methods and appropriate implementation and better ability to coordinate efforts at the national level.</p>	<p>1. Annual work plans that consolidate the activities planned for each of the PALOP</p>	<p>1. The annual work plans for Mozambique and Cape Verde were developed in conjunction with the ministries in charge of Labor and Social Affairs.</p>
	<p>2. Technical assistance for the development of social protection extension policies and programs</p>	<p>1. In Cape Verde, the Project:</p> <ul style="list-style-type: none"> <li>• Organized a workshop on contributions and debt collection</li> <li>• Provided the necessary support for the development of new statutes for the INPS</li> <li>• Provided support for the development of a legal instrument related to social security funds investment management.</li> <li>• Produced a study with analysis and recommendations on the extent of social security coverage</li> <li>• In order to assist Cape Verde in the ratification process of the Convention No. 102 of the ILO, the Project has developed and disseminated a "Zero Report".</li> </ul> <p>2. In Mozambique, the Project:</p> <ul style="list-style-type: none"> <li>• provided assistance for the preparation of operating manuals</li> <li>• Provided support for setting up a National Program on Productive Social Action,</li> <li>• Developed a study to support the design of a unique mechanism of financing for Basic Social Security.</li> </ul>
	<p>3. Technical support aimed at improving the implementation and monitoring of policies and the extension of social protection</p>	<ul style="list-style-type: none"> <li>• In Cape Verde, the Project provided support for the preparation of an actuarial study and implemented a study entitled "Analysis of public spending and the performance of social protection</li> </ul>

Intermediate objective	Products	Main developments as of 2012
	programs	<p>in Cape Verde (SPER Analysis).</p> <ul style="list-style-type: none"> <li>In Mozambique, the Project supported the development of a “Social Charter”, the strengthening of the National Basic Social Security Council and the implementation of an actuarial study for the INSS.</li> </ul>
	4. Technical support for the evaluation of social protection policies and programs in the PALOPs	The Project supported the production of statistics of the CNPS in Cape Verde. Training was conducted on international experiences in social pension management in conjunction with the ITC-ILO.
	5. Trainings aimed at strengthening the institutional cadres in charge of defining, implementing, organizing and executing social protection policies and programs.	<p>Cape Verde: Several training events were conducted on: Debt management in social security, international experiences in managing social pensions, contribution collection, inspection, health sector financing, etc...</p> <p>Mozambique: trainings for technicians in charge of INAS program implementation, training on actuarial techniques, debt management, international experiences on social pension management, basic principles of social protection for journalists, communication and advocacy.</p>
	6. Instruments necessary to monitor social protection policies and programs	<p>Cape Verde: Support was provided to the INSP to produce statistical bulletins. Improvements were made to the information CNPS information system.</p> <p>Mozambique: Development of new basic social security management instruments.</p>
	7. Actions aimed at improving the coordination and coherence of national efforts in the area of social protection.	<p>Cape Verde: The subject of linking contributory and non-contributory social protection was included within the curriculum of a training session on international experiences in social pension management. In addition, Important steps were taken for the design and implementation of a platform of the single registry on social protection.</p> <p>Mozambique: The report on the implementation of the Programme in 2011 and the Action Plan for 2012 were approved and finalized. A considerable level of interaction with level unions was observed.</p>
	8. The new PRSP and UNDAF in Mozambique and Cape Verde incorporate actions concerning the extent of protection social assistance to the poor	The Project team was present at several meetings of the Group on Human Capital and the UNDAF contributed to the harmonization of the UN Plan for Social Protection.

Intermediate objective	Products	Main developments as of 2012
	and vulnerable to take into account the national experience developed with the support of STEP / Portugal.	
	9.The activities in the field of social protection are incorporated into programs for Decent Work	No activities for product 9 were undertaken in 2012.
2.At the end of the Project, all public and private stakeholders working on the extension of social protection in the PALOPs will have sufficient information, will know good practices and will have access to research at the international level, to improve the extent and effectiveness of programs and social protection mechanisms in which they are involved.	1.Biannual knowledge development plans available in the PALOPs	The biannual knowledge development plan for 2011/2012 was developed.
	2. Information in Portuguese, relating to the Extension of Social Protection in the PALOPs and the world are available and disseminated in those countries by the Information Centre for Information and Exchange on the Extension of Social Protection in Portuguese-Speaking Countries (CIPS)	As of July, 2012, the CIPS: <ul style="list-style-type: none"> <li>• Published 161 news bulletins,</li> <li>• Made 97 documents available at its library.</li> <li>• Sent its newsletter to 996 stakeholders in the PALOP.</li> <li>• Sent its English publication CIPS News to 101 international partners.</li> </ul>
	3.Availability and dissemination of studies on the extension of social protection, based on international experiences and including topics of interest for the PALOP	<ul style="list-style-type: none"> <li>• The study entitled ‘Analysis of social protection public expenditure and performance in Cape Verde’ was finalized and disseminated.</li> <li>• The document entitled ‘Linking contributory and non-contributory social protection systems’ is in its final review phase.</li> <li>• The study entitled ‘Fiscal Space and Social Protection Extension’ was concluded and disseminated.</li> <li>• International experiences on administrating social pensions</li> <li>• Good practices on extending social protection to the independent workers.</li> <li>• The ILO recommendation (No. 202) on social</li> </ul>



Intermediate objective	Products	Main developments as of 2012
		protection floors was translated into Portuguese and disseminated.
	4. Availability of educational and methodological instruments –based on international experiences- which respond to priority needs in the area of social protection extension in the PALOPs.	The educational materials, developed as part of the training efforts conducted in conjunction with the ITC-ILO, were made available via a virtual platform during training events.
	5. The Learning and Resource Center for Social Inclusion (CIARIS) is used by PALOP stakeholders and other stakeholders involved in the implementation of activities in these countries.	69 new news bulletins and two additional documents were made available. 75 new members were registered.

Source: Based on Relatório Progresso STEP Portugal for 2012

The following table presents the main challenges faced by the Project during the 2009-2012 period.

**Table 7 Main challenges faced during 2009-2012. Mozambique and Cape Verde.**

Country	2009	2010	2011	2012
<b>Mozambique</b>	<ul style="list-style-type: none"> <li>• Limiting the availability of the human resources team to meet the growing needs;</li> <li>• Lack of access to support in specific technical areas;</li> <li>• Delay in reaction time on the part of government partners (e.g. the case of the development process of the new information system INAS).</li> </ul>	<p>Limiting the availability of human resources team to meet the increasing needs and requests.</p> <ul style="list-style-type: none"> <li>• Delay in reaction time on the part of government partners.</li> </ul>	<ul style="list-style-type: none"> <li>• Changes in the management of INSS' Department of Social Security , which is the focal point for the implementation of STEP Project activities</li> <li>•Increasing number of partnerships interested in social protection, thus increasing the risk of fragmentation with respect to activities implemented by the Government.</li> <li>•Exponential increase in the volume of Project activities, which translates into an increased workloads for the team.</li> </ul>	<ul style="list-style-type: none"> <li>• In Mozambique, the main challenges experienced included changes in the management structure of the INSS and a growing number of partners interested in social protection, which increased the risk of fragmentation and disconnection with the activities of the Government</li> <li>• In Cape Verde, given the extent of the activity plan some activities were held later than planned and others will have to be completed in 2013.</li> <li>• Some problems with consultants created the need to extend the deadline for completion of certain activities and in other cases using the Project's own technical resources.</li> </ul>

<p><b>Cape [Verde]</b></p>	<ul style="list-style-type: none"> <li>• Approval of the late action plan by the government (only in September);</li> <li>• Change of address of the Ministry twice in three months, hindered communication with the Ministry;</li> <li>• Advances in CNPS slower because of institutional and regulatory framework and limited mobilization of technical NOSI on other Projects;</li> </ul>	<p>Lack of Project staff based in the country to support the coordination of activities.</p>	<ul style="list-style-type: none"> <li>• The two elections diverted attention from the authorities and the local technical resources and delayed the implementation of activities.</li> <li>• Lack of staff of the Project (associated expert) in the country to support local coordination of activities.</li> </ul>	
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Source: Projecto STEP Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2009; Projecto Step Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2010; Projecto Step Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2011; Projecto Step Portugal Fase II: Extensão da Protecção Social - Relatório de Progresso 2012.

## 5.2 Main findings from the literature review, which are relevant to the evaluation of the STEP/Portugal Phase II Project

### 5.2.1 Both countries

- ILO. Projeto Extensão da Proteção Social (STEP/Portugal Fase II).2012
  - One attainment of the Project was the approval of a six-month no-cost extension. The reasons for this extension, which was accepted by the Government of Portugal and the participating countries included the following:
    - Strong support and recognition of national stakeholders (especially high-level government officials) involved in management of the social protection system of the recipient countries
    - The achievement of a high level of coordination with recipient countries in the design and delivery of products.
    - Close work and coordination with other UN agencies and international organizations such as the World Bank and the IMF.
    - Strong support from the technical team of the ILO's Social Security Department for the implementation of activities.
    - Creation of a favourable Project deployment environment.
  - How the Project has contributed to the reinforcement of national competence and capacities on social protection via knowledge development activities. Some important products obtained as a result of the implementation of knowledge development activities include:
    - Studies and documents on the extension of social protection, based on international experience and covering topics of interest for the PALOPs were made available and disseminated. These included but were not limited to the following.
      - The document entitled 'Fiscal Space and the Extension of Social Protection: Lessons Learned from Developing Countries', which, in addition to representing a breakthrough in the production of knowledge in this area, was used to support dialogue on financing and creating fiscal space for the benefit of social protection in Mozambique and Cape Verde.
      - 'Systems of Social Security Governance in Selected Countries, which was considered very useful by the MJEDRH in Cape Verde;
      - the dossier of resources on the incorporation of social clauses in public contracts used by MMAS (Mozambique) and MJEDRH (Cape Verde);
      - the dossier of resources entitled 'Systematization of International Experiences in the Field of Creating Special Schemes for Micro and Small Businesses' used in Cape Verde;
      - the brief entitled 'The Extension of Social Insurance to Independent Workers: International Best Practices' including case-studies from seven countries;
      - the two technical notes entitled 'International Experiences in Social Pension Administration' and 'Experiences of information Systems for

- the Administration of Social Transfers in Latin America" used during a seminar in Cape Verde.
- Several translations into Portuguese of documents whose topics were considered relevant by the institutional stakeholders from participating PALOP were performed, with emphasis on the translation of Recommendation n. 202 concerning social protection floors (Session of the International Labour Conference in Geneva (2012)).
  - Support to the Information Center on Social Protection.
    - This center, developed in partnership with the Executive Secretariat of the CPLP and the ILO Office-Lisbon, proposed an Internet platform that allows users to share knowledge and resources in the field of social protection in the Lusophone space in order to enhance the skills and knowledge to support the formulation and implementation of policies in the countries of the Community of Portuguese Language Countries (CPLP). Among the results of this platform is the creation of a network of focal points in the different states of the CPLP that to ensure the national release of the platform and its power, contributed to developing ownership by participating countries. Its usefulness and relevance to the countries of the CPLP as a reference tool for social protection for the Lusophone space was attested by the focal points during the first meeting of focal points in 2010. It has also been mentioned by users of the platform during satisfaction surveys conducted twice a year, with a considerable increase in audience (which in 2012 was four times higher than in 2009).
  - Didactic instruments based on international experience and responding to the priority needs of PALOPs were developed, with emphasis on training modules on Foundations and Practices of Social Protection, which cover the main concepts and principles of the social protection agenda, current social protection instruments and practices and the issue of social protection financing. The developed content was used in the specialization course on Social Security Management, which was held in Angola; the course entitled 'Social Security Administration' and the training entitled 'National Strategy for Basic Social Security: Foundations and practice', offered by MMAS in Mozambique, benefiting about 400 coaches and officials throughout the country.
  - Several Project communication initiatives were Implemented including: the production and distribution of leaflets in English and French; the production of the Project's web pages in the Social Security Extension platform (GESS); regular dissemination of Project activities through the CIPS, the articles included in ILO publications and in the public website and the inclusion of references to the Project in numerous reports and speeches by ILO representatives.

## 5.2.2 Mozambique

- ILO. Towards a Mozambican Social Protection Floor : Consolidating a Comprehensive Social Protection System in Mozambique - Analysis of Policy Alternative and Costs (2012)
  - This study concluded that the progressive development of a Social Protection Floor – one of the main areas of focus of the STEP/Portugal Phase II Project-, did not present a threat to fiscal sustainability in the country (i.e. the existence of the necessary fiscal space). The study explains, however, that this extension would only be achievable if supported by a considerable investment in the development of more efficient systems for service delivery.
  - In addition, the study indicated that regardless of the different partnership arrangements (e.g. the partners' forum) present in the country, the most relevant feature behind the recent progress toward a National Social Protection Floor has been the strong ownership and leadership by the government. Such ownership has come about, primarily, because of the effective implementation of Project activities and the national recognition of its benefits. In fact, it is one of the reasons why the government of Portugal agreed to a six month extension of the STEP/Portugal Phase II Project.
- ILO. Nota sobre o Orçamento dos Programas do Instituto Nacional de Acção Social para 2013
  - For 2013, the INAS is expected to expand coverage to 371,000 households. The target for 2012 corresponds to a budget allocation of 1.09 Billion Meticaís. In terms of the GDP, the sector would go from representing 0.26% of the GDP in 2012 to 0.34% of GDP in 2013 (around 1.7 billion Meticaís), which, in spite of the planned extension of coverage, constitutes a quite modest increase, especially considering that, on average, developing countries spend approximately 1.0% of the GDP in non-contributory programs.
- ILO. Note on 2013 Budget Discussions on Social Protection
  - The MMAS approached the Ministry of Finance in order to be allocated additional budget that would allow an increase of the transfer to cover 1/3 of the Poverty Line. The rationale behind this request, which has been approved by the Ministry of Finance, was that this increase of transfer levels will enhance impact on household members' wellbeing, especially in a moment where an increase in global price of food is expected. This will then also enhance the visibility of Social Protection and therefore for the entire social protection/social welfare sector, which was one of the relevant objectives of the STEP/Portugal Phase II Project.
- IMF and the Social Protection System in Mozambique
  - Additional Fiscal space for 2011 -12 is around 0.6-0.8 percent of the GDP, which implies that between 1.0 and 1.5 percent of GDP could be allocated for social protection programs. Although modest, the magnitude of the fiscal space is promising as it would allow the government to provide more resources to social protection in order to provide benefits like food vouchers

and transport passes without putting the country's financial sustainability at risk.

### 5.2.3 Cape Verde

- ILO. A Proteção Social em Cabo Verde: Situação e Desafios.- Social Protection Public Expenditure Review (SPER) (2012)
  - In 2010, with the support of ILO STEP / Portugal, the INPS prepared the "Operational Plan for the Extension of Social Security to Independent and Domestic Workers" and a strategic plan on information and communication. These two activities are consistent with the Project objectives related to: i) extending social protection to those traditionally excluded and ii) increasing the visibility and availability of social protection information in the country. The first activity is especially important if one considers that, in 2009, for example, only 8.8% of independent workers were covered by the INSP<sup>25</sup>.
  - The SPER analysis concluded that the social protection network of Cape Verde, with 95 programs just in the Central Government, clearly indicates the historical commitment of the country in the pursue of better living standards of its population. However, the network is comprised of programs with large budgets and extensive coverage with others where there is no assessment of their social impact.
  - The analysis conducted by the SPER team also indicates the need to strengthen housing programs, the efficiency of education-related social protection programs (FICASE) and the mechanisms of resource allocation to improve equity.
  - Recently, the CNPS developed a list of possible indicators, with the support of ILO STEP / Portugal, which should be implemented in the coming years as part of a logical M&E model. The proposed indicators should comprise a wide range of areas including: coverage, access, efficiency, sustainability of funding, quality of services, impact on poverty and inequality. This list of indicators will provide the means to assess the progress (measured via different types of evaluations) with respect to some of the links of the results chain, namely, products, results and impacts(to be measured in the long run).
  - With the support of the ILO / STEP-Portugal, the INSP started a thorough analysis on the process of data production, as a whole, and moved forward with regard to the following topics: i) Design of the structure, functions and expected results of the new Unit for Statistical and Actuarial Studies, ii) the definition of contents of their Quarterly Bulletin and of the Statistical Yearbook, iii) the identification of new indicators and data collection needs, among others. This achievement will strengthen the evidence-based, decision-making process and will enhance the accountability of the INSP by providing the general public with data to assess the institute's performance.
- ILO. Diagnóstico do Centro Nacional de Pensões Sociais (CNPS) de Cabo Verde. (2012)

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<sup>25</sup>[https://portoncv.gov.cv/dhub/porton.por\\_global.open\\_file?p\\_doc\\_id=969](https://portoncv.gov.cv/dhub/porton.por_global.open_file?p_doc_id=969) based on data from The 2009 INE Employment Survey.

- With support from STEP, the CNPS was able to integrate its systems with the Notary Records Database, the Voter Registration Database, and the Human Resources Public Administration, allowing for real-time relevant information on applicants / recipients of Social Pensions. This Project achievement was especially important in terms of preventing fraud and guaranteeing information cross-referencing.
- ILO. Diagnostic Study on the Contributory Coverage of the INPS. (2012)
  - The factors that explain evasion and lack of contributory coverage include: the lack of companies and workers sufficient contributory capacity given their precarious economic and labor-related situations; the lack of a strong legal framework that punishes evasion, which creates a situation of low risk for non-complying employers; the fact that employers either prefer evasion or assign social security obligations a very small degree of priority; the workers perception that they should not pay contributions because they will not receive benefits in return; and the fact that social security institutions are unable to prevent evasion. In order to address the problems caused by these factors, some of the propose strategies, which are consistent with the general objective of the STEP/Portugal Phase II Project (increase the scope and effectiveness of social protection as a means of reducing poverty and social exclusion, human development and access to decent work) highlight the need to:
    - Formalize policies for micro and small enterprises
    - Develop and enforce policies and actions to cover specific groups which have traditionally been difficult to reach
    - Conduct legal reforms to strengthen legal coercion
    - Provide training and create a civic culture in social security
    - Strengthen the administration for increased coverage
- Meeting minutes of the STEP/Portugal Steering Committee
  - Some of the adjustments that were suggested in the programme implementation or specific country-findings emerging from Project Steering Committee meetings included:
    - In Mozambique:
      - The adjustment of 2011 operational plans so as to include non-finished activities from 2010<sup>26</sup>.
      - Despite some delays in the implementation of activities due to the change of government, the Project dynamics are very positive, especially in terms of the execution of basic social protection. The stable volume of financial resources continues to be expanded given the joint efforts of various donors<sup>27</sup>

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<sup>26</sup>Acta da 3a. reuniao dos comités de pilotagem do Projecto STEP e do Projecto de Formacao com o CIF/OIT

<sup>27</sup>Acta da 3a. reuniao dos comités de pilotagem do Projecto STEP e do Projecto de Formacao com o CIF/OIT



- In Cape Verde
  - The 2011 operational plans were adjusted so as to include non-finished activities from 2010<sup>28</sup>.
  - In 2011, the Steering Committee highlighted the existence of non-planned activities dedicated to the possible creation of a special regime for small companies<sup>29</sup>.

### 5.3 Main findings obtained from interviews conducted during field visits<sup>30</sup>

This section presents the main findings obtained from the interviews conducted during the field visits. They are organized by interviewee and according to the evaluation question categories, namely, relevance and strategic fit, efficiency, effectiveness and sustainability. As stated in the methodology section, the responses obtained from interviewees may be affected by value judgments.

#### Relevance and strategic fit

- The STEP/Portugal Project contributed to the realignment of priorities and the focus on social Protection in the country. In addition it contributed to the development of the National Strategy For Basic Social Security, which was approved in April 2010 and the Regulation for Basic Social Security (approved in December 2009).
- In Mozambique, a reviewed set of programmes (including a new Productive Safety Nets Programme) was developed and adopted by the Council of Ministers during 2011.
- The Project facilitated the social dialogue process for the involvement of social partners.
- Responses from the ILO coordinator in Mozambique:
  - The advantage of the Project was that it was designed on the basis of missions to the country and its scope was wide enough to allow the needed adaptations in the initial phase.
  - There were many non-realistic activities included within the conception of the Project, which were proposed by people who did not know the reality of the country.
  - Social Protection as a whole was not initially included in the PARP, a document that had many weaknesses and did not always reflected the needs of the country.
  - The Project required adjustments with regard to the high degree of initial dependence from its headquarters. Furthermore, the limitations of the design in terms of financial resources made it difficult to have a support team for the implementation of the Project. Another challenge was to harmonize the interests, expectations and missions of different partners, each with their own vision and strategy for intervention.

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<sup>28</sup>Acta da 3a. reuniao dos comités de pilotagem do Projecto STEP e do Projecto de Formacao com o CIF/OIT

<sup>29</sup>Acta da 3a. reuniao dos comités de pilotagem do Projecto STEP e do Projecto de Formacao com o CIF/OIT

<sup>30</sup>See the appendix section for the detailed, entity-specific answers.

- The work with partners in the development of a national strategy allowed for the inclusion of non-contributory social protection. The World Bank is currently interested in supporting the area of productive social protection, providing remuneration for small jobs for those people who can still work.
- Responses from UNICEF’s Social Protection Sector Director in Mozambique
  - With the support of all partners (UNICEF, WFP, DFID, Holland) the country established a platform with strategic results under the visionary leadership of the ILO. National strategies for social protection were approved, which were aligned with national policies and strategies via advocacy and lobbying.
- Responses from the INAS representatives:
  - One of the detected challenges was that, on the side of the ILO team, the Project had a very small number of staff, which translated into a large workload for the Project coordinator in Mozambique.
  - The implementation of the STEP/Project, which contributed to the harmonization of interventions, led to the dynamization of a Technical Group for Social Protection. This constitutes evidence that the Project effectively integrated the interests of different stakeholders.
  - The Project made it possible for the social sector to re-define the notion of social security to a broader concept of social protection by strengthening the focus on multiple areas of interventions aimed at households with elderly persons, disabled and chronically ill persons, and people living with HIV and AIDS and other chronic diseases.
  - Although work with the INSS -which is responsible for contributive social security- continues, there still remains much to be done.
  - There is a need to continue working to establish the Monitoring and Evaluation System and a robust information system (coupled with the acquisition of new information technology equipment). In addition, the area of technical human resources training remains a relevant issue.
- Responses from OTM/CONSILMO representatives in Mozambique:
  - The objectives outlined in jointly implementing the STEP Project were not only achievable but completely achieved because they were focused on raising the knowledge of the staff of OTM / CONSILMO on policies and legislation related to social protection.
  - The Project allowed labor union organizations to establish links with governmental institutions with which they had never had contact in the past.
  - The implementation of the Project enhanced the understanding of the need for guaranteeing social protection for all, including orphans and other vulnerable children, non-taxpayers, and for those who contribute.
- Responses from a Dutch Embassy Program Officer in Mozambique:
  - Through the Project, the ILO has put forward the concept of social protection floor, which is a concept that created the basis for the integration of various vulnerable groups that used to be left out.
- Responses from CNPS representatives in Cape Verde:

- The objectives of the Project were realistic because all interventions conducted in coordination with STEP were implemented to improve specific areas of CNPS where specific needs, such as a robust data base management system, had been identified.
  - These stakeholders commented on the absence of a CNPS-specific training plans.
- Responses from INPS representatives in Cape Verde:
  - The Project interventions are aligned with one of the main objectives of the institute, namely, increasing coverage.
  - All that was planned in terms of legislation was achieved by the Project.
  - The Project integrated the interests of different parties, namely, the managing agency (the IN'S) and the final beneficiaries.
  - There is a dire need to continue with efforts to raise awareness on the importance of social protection in Cape Verde.
- In Cape Verde, the Project is perceived to be aligned with the main objectives of beneficiary institutions which, together with STEP technicians, have identified their needs and defined their action plans on the basis of the diagnosis of their weaknesses.
- Also, the Government of Cape Verde designed and implemented, during the period of relevance for the Project, a series of long-run development policies in which the strengthening of social protection programs was a paramount area of work. For instance, the Government prepared the Documento de Estratégia de Crescimento e Redução da Pobreza I and II (DECRP-I and DECRP-II), which included, as part of the key pillars of action, the improvement of the efficiency and sustainability of the social protection network. In this regard, the Project under evaluation ran in line with the development objectives of the Cape Verdean government
- The introduction of Information Technology, the adequacy of the legislation affecting the efficiency and effectiveness of social protection, the structuring of the coverage extension process, and the new Project of statutes of the INPS of Cape Verde are clear examples of the integration of the interest of different stakeholders and beneficiaries.
- Thematic areas that should be scaled up in Cape Verde include i) training of human resources in the area of social protection, ii) computer development, iii) organization and production of statistics and information management, iv) actuarial valuation, v) ongoing legislative development and vi) the implementation of national development plans, which focus not only on solidarity but also on strengthening social protection as a mechanism to reduce poverty and inequality.

**Efficiency:**

- In the case of Cape Verde, it was agreed by ILO that the coordination and technical assistance of the STEP / Portugal Project would be provided by the ILO social security specialist based in Dakar. This implied that the ear-marked Project budget for hiring a local expert –like in the case of Mozambique- did not have to be included for these two countries. This explains part of the difference between the amount of budget allocated to Cape Verde and the one allocated to Mozambique. The rest of the difference is explained by considerations related to the fact that Cape Verde, having a higher level of robustness in its systems and more availability of external technical

assistance than Mozambique, would need less support from the STEP Project. In addition, the presence of a technical expert working full time for the STEP/Project in Mozambique, a country with a level of development and technical assistance considerably lower than Cape Verde would facilitate the implementation of a larger number of activities. This constitutes evidence that, despite having the same general objective for both countries, the country-specific interventions were adapted to national social development realities.

- Responses from the ILO Coordinator in Mozambique:
  - The main partnership arrangements in the implementation of the program at various levels include i) a Working Group on Social Protection –integrated by governmental organizations and bilateral and multilateral donors- and the ii) Development Observatory – a civil society forum-.
  - The ILO team was always at the service of the government and the partners. Furthermore, the trainings sponsored by the Project, in the country and abroad, were valuable experiences. The involvement of coaches and mentors was also highly valued by national stakeholders.
- Responses from INAS representatives:
  - One challenge that is inherent to the current partnerships has to do with the fact that some partners have considerable leverage. For example, the World Bank has particular standards and procedures that the INAS has to comply with in order to access the resources. Other challenges facing partnerships corresponds to the delays experienced by some partners in the implementation of activities.
  - Even though stakeholders of the INAS mentioned that a cost-effectiveness analysis has not been carried out, they recognized that with the few resources the Project had, it could significantly contribute to advocacy and to the advancement of a broader agenda of social protection in Mozambique, in addition to having contributed in developing a more holistic strategic plan in the area of social protection in the country, which is now under implementation.

### **Effectiveness**

- The Project created alliances that allowed the expansion of the range of programs and contents covered.
- Responses from representatives of OTM / CONSILMO:
  - The STEP Project encouraged the holding of tripartite meetings involving the Government, the private enterprise and Labor Unions, a significant effort in harmonizing multi-stakeholder activities and reaching consensus on specific topics.
  - The Project's monitoring and evaluation arrangements to ensure that the Project is on track with regard to the expected outcomes include the development of an information system for monitoring and evaluation and the meetings of the technical committee, which include three representatives of OTM, three from CONSILMO and staff from the ILO.

- One “surprising” achievement observed during the course of implementation of the Projects corresponds to the implementation of research related to the legal framework of social protection, which provided useful insights on the existence of various instruments, norms and laws with the potential to contribute to the extension of the social protection floor.
- Responses from INAS representatives:
  - Regarding the achievement of the immediate objectives of the Project, i) the country has developed a national strategic plan for social protection, ii) almost all the participants of the training programs have acquired new knowledge and competencies on the notion of social protection, iii) the trained computer technicians who were initially paid by the STEP Project continue to work on the replication of the training they received and are involved in the development of the information system for monitoring and evaluation, and iv) the national strategy on social protection ensured the visibility of the sector - For the first time, the country will be eligible for credit related to social protection as all stakeholders now understand what the country needs and the priorities that exist-.
- Responses from the ILO Coordinator in Mozambique:
  - The Project achievements in terms of improvements in the effectiveness and outcomes of social protection institutions in the PALOP (Cape Verde and Mozambique) include: the exchange of experiences that allowed people from one country to understand how the social protection sector works in other countries.
- Responses from CNPS representatives in Cape Verde:
  - Some of the surprising achievements during the course of implementation of the Project included: the focalization of coverage, the benefit adjustment process, and lobbying for obtaining a single census of beneficiaries.
- Responses from INPS representatives in Cape Verde:
  - Some of the surprising achievements during the course of implementation of the Project included legal framework and capacity building improvements.
- In Cape Verde, the exchange of regional and international experiences and the information exchange between technicians of the institutions, the topics introduced in the training sessions pinpointing the different realities and experiences on social protection, in general, and in particular on specific topics such as extending coverage and financing, provided a broader view to managers and workers with regard to the impact of social protection and its complexity.
- Also in Cape Verde, the issue of sustainability, the extent of contributions evasion, the recovery of debts, the control fraud in the reception of benefits, and good management of investment funds, should integrate a tripartite agenda so as to build consensus on mutual accountability.

### **Sustainability**

Measuring sustainability in a Project context implies assessing the extent to which the mechanisms set in motion during Project implementation will continue to produce the desired

effects after the Project has come to an end. Mechanisms set in motion within the STEP/Portugal Phase II Project include the created legislation and policy framework, the strengthening of national institutions in the social protection field, and the development of knowledge which took place during the Project period. With this in mind, the following are the main findings related to sustainability of the activities of the STEP/Portugal Phase II Project.

- Adoption and international consolidation of the resolution on the CIPS during the Tenth Meeting of Ministers of Labor and Social Affairs
- The considerable strengthening of the CIPS is a relevant element of sustainability in terms of the continued availability of information –in Portuguese- on country-specific social protection systems, as well as publications and relevant institutions and contact persons.
- According to INAS representatives:
  - The elements of the Project’s achievement that are not likely to be sustainable include the retention of personnel trained by the Project, which are likely to move from the public sector to NGOs and the private sector, which offer better compensation plans.
  - Through the STEP Project, the broader agenda of social protection in Mozambique reached new heights.
  - Continuing the debate on the detailed distinctions of beneficiary groups and the most adequate mechanisms for their identification and integration within the different lines of social security and protection, and maintaining the continuity of personnel, not only among partners but also within the government.
  - At the macro level, the activities related to advocacy have demonstrated the importance of social protection programs as strategic mechanisms to promote peace and reduction of social upheavals within the context of a global crisis. The INAS and its partners have advanced this agenda and there is already a great openness and sensitivity at the central government level, demonstrated by the increase of about 63.0%<sup>31</sup> (between 2012 and 2013) in the volume of resources allocated to programs.
- According to OTM/CONSILMO Representatives:
  - The elements of the Project’s achievement that are not likely to be sustainable include the ability to propagate the knowledge acquired at the provincial and regional level. There is great risk of a conceptual regression due to the difficulties related to the need for communicating the concepts in the multiple languages spoken in Mozambique.
  - The interviewed stakeholders indicated that the actions to be implemented by the ILO and other donors to ensure that the achievements of the Projects are realized need to focus on fostering the execution of training activities at the provincial level.
- According to UNICEF representatives in Mozambique:
  - Up to this point, all the activities of the Project are sustainable given that the Project will continue fostering new partnerships and mobilizing resources from other donors.
- Responses from CNPS representatives in Cape Verde:

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<sup>31</sup> Annual INAS reports and PES 2013

- The identified impacts<sup>32</sup> of the Project are related to improvements in terms of benefits provided to beneficiaries, reduction of fraud cases and reduction of inconsistencies.
- Responses from INPS representatives in Cape Verde:
  - The health area is the least sustainable in terms of financing.
- According to the interviewed stakeholders in Cape Verde, the existence of a legislative reform, the organization and structuring of the CNPS with the introduction of management tools in the context of major technological modernization, the design of the statistics production plan, and the actuarial valuation, provide the necessary yet still not sufficient factors to ensure sustainability of the achievements of the Project.
- Also in Cape Verde, the impacts of the Project are considered to be i) gains with regard to institutional visibility, ii) extension of benefits through the Mutual Benefit Fund, iii) improvement of the legal framework and its harmonization with institutional objectives in line with the Government's program and iv) the existence of indicators to evaluate the development of systems and programmes.

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<sup>32</sup>These, of course, are not quantitative impacts (measured by comparing actual performance to a counterfactual situation), but only opinions from interviewed stakeholders.

## 6. Conclusions

This section presents the general conclusions derived from the findings of the final evaluation of the STEP/Portugal Phase II Project. It is important to note that given the nature of the present evaluation, the conclusions are not based on quantitative surveys that use random samples of respondents, but only on opinions from the interviewed stakeholders –selected by convenience- and the results put forward in the available literature.

On the basis of this context, the evaluator concludes that the STEP/Portugal Phase II Project achieved its objectives and produced positive results in the area of social protection during the 2009-2012 period. But this success did not come without some obstacles and the identification of windows of opportunity and important lessons. First, in terms of the Project's performance and achievements, the available information indicates that the Project strengthened national social security strategies, regulations and the institutions in charge of social protection in the two countries included in this assessment. These activities, in particular, are part of the cornerstones on which any social protection enhancement process should be based, as national social security and social protection stakeholders act as catalyzers of proposed extension coverage interventions. In Mozambique, for example, the support provided by the Project was critical in the development of the Regulation for Basic Social Security (2009) and the National Strategy for Basic Social Security (2010), two milestones in Mozambican social history, which paved the road to the establishment of a National Social Protection Floor through interventions in four thematic areas, namely, direct social action, health social action, productive social action and education social action. In Cape Verde, on the other hand, the Project supported significant efforts with regard to financing?? programs and social protection systems and in implementing and consolidating the network of institutions responding to the different needs of the population. The establishment of a unified system of non-contributory pensions benefited from the support of the STEP Project, starting with the creation of the National Social Pensions Centre (CNPS) and continuing with the support provided to the CNPS in seeking an effective mechanism for the provision and management of pensions.

Secondly, the Project increased the visibility of social protection and underlined the relevance of 'social protection floors' among national and international stakeholders. This, in turn, proved especially useful in addressing some of the common problems associated with the lack of social security contributions by specific population segments, like the one comprised of independent and domestic workers who are frequently not aware of the existing regimes, within which they could obtain healthcare and social benefits or who prefer not to make contributions because they think they will never get those financial resources back in the form of social benefits. In Mozambique, the increased interest from national and international stakeholders resulting from STEP's activities provided social protection with a much higher profile within the new Poverty Reduction Strategy Framework for the 2010-2014 period, a considerable success of STEP in terms of the visibility of the subject and its alignment with national development policies. In Cape Verde, the area of basic social protection has continued gaining visibility within the national social policy arena. Nonetheless, the challenges of basic



social protection extend beyond the CNPS and require additional interventions involving other programs at the local level.

Third, in spite of having a general common goal for all countries, the Project adapted its interventions to allow for national realities and specificities, which has been identified as a good practice. By recognizing that in countries like Mozambique, the majority of interventions should be targeted to supporting the area of non-contributory social security and that in others, like Cape Verde, the focus of interventions should be on the contributory realm, the Project confirmed its identity as a dynamic, evidence-based effort instead of being a recipe-imposing enterprise.

Fourth, the Project united the voices of multisectoral stakeholders. The advent of the Technical Working Group on Social Protection in Mozambique, for example, proved critical as a partnership arrangement for the implementation of the Project at various levels.

Fifth, the Project provided opportunities for robust knowledge development activities. The numerous training events conducted both within the country (e.g. the implementation of seminars on the Contributory and Non-contributory social protection systems linking process in Cape Verde and on the concept of fiscal Space in Mozambique ) and abroad (e.g. the courses on Health System's Financing, Contribution Collection, Social Security Inspection and Debt Management, taught in Cape Verde between 2009 and 2012) provided national stakeholders with otherwise-impossible-to-acquire-tools and experiences in the area of social protection.

Sixth, knowledge development activities were also aided by the strengthening of the CIPS via the extension of domestic and international partnerships, the translation and publication of documents in Portuguese, the production of news and events, the enhancement of the visual identity of the CIPS and the fact that this instrument was considered to be relevant by beneficiary countries as it contributed to strengthening national social protection extension processes and supported the creation of a social protection focal point network in the PALOP which is still functional.

Although the aforementioned achievements have aided the Project in meeting its targets, there is still room for improvement in many particular areas. The first of these corresponds to the need to retain public sector personnel trained by the STEP Project, which remains a challenge as the private sector and NGOs offer better compensation plans. Furthermore, it is necessary to continue the debate on the detailed distinctions of beneficiary groups and the most adequate mechanisms for their identification and integration within the different lines of social security and protection, which is a clear demand of national stakeholders and international cooperation agencies. Also, ensuring that, in accordance with the Charter of Social Protection, the system of social protection includes non-contributory beneficiaries remains a challenge in Mozambique. Finally, while Cape Verde has taken important steps related to the extension of coverage to independent workers, strengthening of the inspection thematic area and improvements of information technology for the production of statistics on social security and protection, an additional and sustained effort will be needed from the INPS in consolidating these achievements.

## 7. Lessons learned

This section presents the lessons learned from the implementation of the activities of the STEP/Portugal Phase II Project in Mozambique and Cape Verde, which are relevant for people beyond those directly involved in the management of the Project. These have been extracted from the findings of the desk review, the meetings with Project representatives and the field visits.

- *Although not an easy task in practical terms, linking contributive and non-contributive realms is necessary and justified.* During the beginning stages of the STEP Project, there was no conscience among national institutions regarding the importance of linking non-contributive and contributive social security. The countries still face considerable problems in this area. Accordingly, more efforts from technical cooperation and Project implementers are needed to support the countries in tackling this issue. A specific lesson learned is that working with linking processes on practical issues is difficult (especially with administrative processes like exchanging data between the INPS and the CNPS). Although progresses were achieved in this area, they were not easy, as it took a good deal of effort to convince the different stakeholders on the need and the favorable impact that linking could have. Needless to say, the clear integration of contributive and non-contributive (horizontal vs. vertical) approaches –with emphasis on social protection floors- in developing countries is indispensable
- *Careful selection of countries (considering their social and political status) is critical to reduce the risks of Project implementation.* In Guinea Bissau, the problems created by political instability stopped the implementation of certain Project activities. Conversely, the stable political situation in both Cape Verde and Mozambique created an enabling environment for carrying out the different activities.
- *The definitions of social protection and social security in the PALOP are still restricted.* The current social security legal frameworks of the PALOP keep using a restricted definition of social protection that is not concordant with the considerably more ample definitions included in the social protection floor approach. *A broader picture of social protection allows for better focus of activities. The Project made it possible for the sector to re-define the notion of social security to a broader concept of social protection that integrates direct social action for health, social action in schools, and productive social action covering different groups of beneficiaries.*
- *Agreements cannot always be reached between the Project priorities, the national priorities and the priorities of ILO.* For example, an activity to be prioritized in Cape Verde was the implementation of Convention 102. While the members of labor unions and employers supported the endorsement of this Convention, the government did not consider it to be a political priority.
- *The combination of local knowledge and the expertise of international specialists is a very productive process and it is well perceived by the countries.*
- *The identification of priorities must be more selective in order to avoid creating a lengthy yet, less pragmatic plan and to avoid that the ‘voluntarism’ of beneficiaries disperses and dilutes the Project efforts.*

- *The alignment of partners fosters informed and harmonized decision-making and communications:* The alignment of partners has allowed the government to convey a single message in the area of social protection.
- *The M&E function is more effective when supported by adequate information technology:* The design and development of a robust information system to support the M&E function of the Project is critical in Project implementation and the achievement of its overall objectives. A well designed system and tools would ensure quality data to be used for decision-making.
- *Keeping personnel trained by STEP in the public sector is key to guaranteeing the sustainability of results:* The retention of personnel trained by the activities of the STEP Project in the public sector is still a difficult task and a problem for national authorities.
- *The importance of sustaining the training and knowledge-development activities:* Training provided with STEP support was considered as literacy improvement processes, which provided stakeholders with the ability to formulate social protection policies and programs.
- Through the systematization of international experiences regarding the extension of social protection, the knowledge-development component has emerged as an essential complement of technical assistance activities as it has contributed to the creation of a basic level of information and knowledge at the local level and to the establishment of solid foundations that favor domestic investment to increase the coverage of social protection.
- The availability of knowledge adapted in form and content to the needs of recipient countries favor their assimilation and application and create the potential to generate new practices related to the extension of social protection.
- *Sharing information with potential donors and partners creates new opportunities for funding and implementation:* There is a need to disseminate information on Project implementation and results in order to obtain commitments from the national and international partners to continue to support activities beyond June 2013.
- *The concrete analysis of the realities facing the potential beneficiaries of non-contributory social protection is the first step toward the extension of coverage:* The creation of conditions for the diagnosis of the situation of the possible beneficiaries of the non-contributory scheme—who are frequently overlooked- will allow for a fairer selection of applicants and therefore better equity.
- *The presence of an in-country ILO officer has made a difference on a day to day basis as he/she contributed to quick problem solving, periodic programmatic monitoring and the enhancement of the results chain.*
- *Maintenance of monitoring systems is essential, to prevent these systems from decaying and collapsing. It is important to know who will collect what kind of information and when, and to ensure that information is flowing horizontally and vertically in the system.*

## 8. Good practices

This section presents the identified good practices from the implementation of the activities of the STEP/Portugal Phase II Project. These are actionable practices useful for replication or up-scaling.

- *Annual programming and activity plans.* The development of annual and detailed activity plans including information on objectives, targets, stakeholders, products and performance indicators has been an important strength of the Project. Every year, these plans included a focus on knowledge development and detailed country-specific plans.
- *Permanent link with ILO's International Training Center on Social Protection (a training programme that is also financed by the Government of Portugal).* The permanent coordination links with this center for the design, programming and implementation of activities proved critical for the Project and facilitated the creation of synergy between the two Projects to aim for a single objective: extending the coverage of social protection in the PALOP.
- *The existence and work of a Piloting Committee to maintain a good relationship with donors: Meetings with this committee were held once a year in order to present reports and maintain a good relationship and coordination level, which, in turn, created the conditions for the extension of different versions of the Project for more than 10 years.*
- *Exposure of stakeholders to international realities, experiences and practices:* In the context of strengthening partnerships and training of officials from public institutions in charge of the development of social protection, beneficiaries had the opportunity to visit other countries to learn about the different approaches and aspects related to social protection.
- The provision of technical cooperation in the field of social protection among beneficiary countries facilitated the signing of South-South cooperation agreements, which exceeded the scope of the Project.
- *Closely following up and accompanying the implementation of activities at the field-level.* Following up and accompanying the implementation of activities at the field level, aiming at developing useful knowledge in the field.
- The participation of beneficiary-country technical staff in training and technical assistance activities of the Project in other beneficiary countries consolidates the expertise acquired by the countries, enhances the value of human resources and fosters the exchange of experiences.
- *Constant presence and support from ILO:* The permanent presence and technical support of the ILO staff contributed significantly to the success of partners in aligning and harmonizing interventions, which culminated in the development of a strategic plan with partners' buy-in and their commitment to implement the activities included in the plan.
- *Informing on quantitative and qualitative aspects of Project implementation is a good permanent monitoring and accountability practice.* The generation of a great quantity of detailed activity reports marked a difference with respect to other ILO experiences

- *The relevance of harmonized efforts:* With the support and participation of all partners (ILO, UNICEF, WFP, DFID, Holland) the country established a platform with strategic results under the visionary leadership of the ILO. National strategies for social protection were approved, which were aligned with national policies and strategies via advocacy and lobbying.
- *Promotion of trust:* One of the identified good practices was the promotion of trust between partners, which leads to ease in the implementation of activities.
- *Changes in cultural perceptions:* The change in the cultural perception of social protection, which became institutionalized as a relevant and comprehensive approach.
- *Information is power:* The implementation of research related to the legal framework of social protection as well as the implementation of studies and technical notes on priority issues for countries, provided useful insights on the existence of various instruments, practices, norms and laws with the potential to contribute to the extension of the social protection floor.
- Networking facilitates access to information and exchange of experiences between countries. The network of stakeholders involved in the area of social protection in Portuguese-speaking countries built around a tool for sharing knowledge and resources was consolidated and its maintenance came to be undertaken by the countries themselves.
- The investment in the harmonization of partners' interventions, through the designation of a dedicated team committed to working periodically and systematically with partners.
- *Beneficiary information cross-checking to enhance data quality and to avoid anomalies:* The use of computer platforms and systems proved critical in cross-checking information on beneficiaries in order to avoid duplication of rights to benefits and improve the quality of the social spending programmes.
- Although the Step/Portugal Phase II Project had a general common strategy, it was able to adapt the content and context of its interventions to the realities, priorities and space for increasing coverage in each country. While in Cape Verde interventions leaned toward contributory policies, the interventions for Mozambique aimed at supporting non-contributory regimes.

## **9. Recommendations**

This section presents a series of recommendations on specific issues which range from Project design, programmatic monitoring and the expansion of the social protection floor to the sustainability. It is important to note the some of these recommendations, such as the ones related to Project design issues and programmatic monitoring will be most relevant for future technical cooperation Projects to be implemented by ILO and not particularly for the STEP/Portugal Phase II Project.

### **9.1 Project design issues**

1. Aside from indicators using absolute numbers to depict the performance of the Project in a particular area, the Project design should rely on indicators using percentages or other relative measures. These indicators will offer more robust information on the quality and on the results of the particular interventions. For example, instead of presenting data on the number of persons who received training during a specific year, the Project should present information on the percentage of persons who received training on a particular subject and, after being evaluated, obtained a satisfactory mark.
2. The Project specificities of each country's population and the characteristics of their social security systems should continue to be assessed to guarantee that the proposed interventions are tailored to the identified needs. In this way, the Project will guarantee enhanced local ownership and will avoid the imposition of 'one-size-fits-all' solutions. This in turn, will yield a best-practice that could be 'exportable' to other fields of social development beyond social security in the PALOP.
3. The Project design should include a robust monitoring and evaluation plan focusing on units of analysis, data collection instruments, frequency of data collection, methods of data analysis, people in charge of collecting and analyzing information and information dissemination procedures.
4. The Project should determine the optimal amount of staff needed to support the implementation of activities so as not to create excessive workloads for Project coordinators. Hence, the Project's planning and budgeting activities could be enhanced by including sufficient staffing and adequate support systems.

### **9.2 Programmatic monitoring**

1. The substitution of Excel worksheets for more advanced information systems provides considerable room for improvement in terms of comparing planned versus actual interventions and achieving an integrated Project management by focusing on obtaining important changes by improving performance.
2. Aside from planned versus actual numbers for specific indicators, the Project monitoring efforts should also conduct variation analyses to assess the magnitude of implementation gaps. In addition, the Project programmatic monitoring should provide implementers with robust information on the time and financial implications of specific activity. An example of a monitoring report presenting information on the time and cost of a specific activity is presented in the following figure.

Figure 2 Example of a robust programmatic monitoring report.

<b>Activity name: Deploying a new pension information system at the INSS</b>				
<b>Activity code: C1.1.1</b>				
<b>Category</b>	<b>Start date</b>	<b>End date</b>	<b>Category</b>	<b>Cost</b>
<b>Planned</b>	10/25/2012	10/28/2012	<b>Planned</b>	EUR 5000
<b>Real</b>	10/30/2012	11/24/2012	<b>Real</b>	EUR 12500
<b>Variation</b>	3d	27d	<b>Variation</b>	+ EUR 7500
<b>Variation Analysis (cause-effect description)</b>				

### 9.3 Knowledge development

1. Future training and awareness raising activities to be conducted in Mozambique and Cape Verde during the first semester of 2013 with the support of either STEP<sup>33</sup> or national stakeholders should include aspects of the ILO's 2012 Social Protection Floors Recommendation<sup>34</sup>, particularly those related to National Social Protection Floors and Strategies for the Extension of Social Security.

### 9.4 Expansion of the social protection floor

1. To achieve a considerable expansion of the social protection floor, the Mozambican Government should make considerable investments in institutional development and capacity building, including systems strengthening and improving coordination among systems from different sectors. Furthermore, additional domestic budget allocations or development aid in the form of Technical Assistance –as planned in the extension of the STEP Project for the first semester of 2013–, Sector Budget Support (SBS) or General Budget Support (GBS) will be required during the next five years.

### 9.5 Sustainability

1. In order to contribute to guaranteeing the sustainability of its interventions, the STEP/Portugal Phase II Project should, in collaboration with national and international partners, consider the development of mechanisms to ensure a high level of retention of trained staff in the public sector.

2. It is critical for the sustainability of the social protection sector of Cape Verde to look at two main issues in the future: financing and sector restructuring. An active social insurance coverage policy could be one of the paramount actions to increase health funding while, in parallel, the Ministry of Health increases its budget to cover those without access to health insurance. On the other hand, the 95 social protection programs in place clearly reflect the commitment of the country to improve the living standards of its population. However, this extensive network combines programs with national impact with other with limited coverage and poor results. It is important, thus, to start a deep analysis of the different social protection

<sup>33</sup>Through the proposed extension of the Project for the first half of 2013.

<sup>34</sup>[http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100\\_INSTRUMENT\\_ID:3065524](http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:3065524)

programs and restructure those ones where the administrative cost is higher than the social benefits on the population.

3. Social security institutions from Mozambique and Cape Verde should make an effort to provide additional and continuous training to ensure that the results of the knowledge development activities are sustainable.



## 10. Appendices

### Appendix 1 – Terms of reference

#### I. Introduction and Rational for Evaluation

These Terms of Reference provide the framework for the final independent evaluation of the STEP Portugal Phase II Project. The Project has been implemented since January 2009 and it will be concluded at the end of December of 2012. During 2011 an independent external consultant conducted an exercise of analysis of the effects of the Project, covering the period 2009-2010 (see the paper “Análise dos Efeitos do Projecto STEP-Portugal Fase II (2009-2010)”. The final independent evaluation aims at examining the extent to which the Project objectives have been achieved. The final evaluation will also document lessons learned and possible good practices for sharing of knowledge and experiences. The final independent evaluation will take place in September-October 2012. The evaluation will be managed by an ILO evaluation manager who is independent of the STEP Project, and under the overall direction of the ILO Evaluation Unit. It will be conducted by an external independent consultant. The evaluation will comply with UN Norms and standards and those ethical safeguards will be followed<sup>35</sup>.

#### II. Background and Justification

1. The first Project STEP / Portugal was signed in 1999 focusing on issues of social inclusion. This Project consisted of three components: work at the international level to develop expertise on issues of social inclusion, strengthening the capacity of socially inclusive actors in the PALOP countries and implementation of pilot Projects in Guinea-Bissau and Cape Verde. With its global coverage, the Project STEP / Portugal 2 (January 2003) had three complementary objectives: a) to better understand social exclusion; b) to better combat social exclusion; c) to raise awareness on social exclusion.
2. Launched in January 2007, the STEP / Portugal 3 marked the passage of a relatively wide field of intervention, in terms of integrated approaches to social inclusion, to an increasing focus on the extension of social protection, such as social inclusion as an essential dimension of decent work. The intervention in the countries has been progressively reoriented, from a mainly targeted support to local civil society toward the support of the most important national social protection policies and government organizations responsible for them. Technical assistance was focused primarily on non-contributory systems. At operational level, the management of activities to support countries has gradually shifted to the field. Such developments have responded, among others, to the need felt by both beneficiary countries, Portugal and the ILO, of activities focused on issues of social protection. The explicit request of the concerned countries to support their efforts in national policies and the need for a better integration of the Project activities under initiatives of the ILO and the United Nations were developments that constituted the starting point for the definition of the STEP / Portugal Phase II.

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<sup>35</sup> UN Evaluation Norms and Standards and OECD/DACEvaluation Quality Standards. See <http://www.ilo.org/eval/policy>

3. Launched in January 2009, the Phase II of the Project established as a field of intervention the extension of social protection, addressed in the broader framework of promoting decent work and the fight against poverty. The effort includes supporting policies and mechanisms of non-contributory social protection and strengthening of the institutions responsible for them. The intervention endeavors to encourage reconciliation between contributory and non-contributory schemes and the establishment of a global vision of the national system of social protection as a whole. The support is in the context of national development processes, particularly in National Strategies for Poverty Reduction (PRSP) under the Country Program for Decent Work, and the instruments developed by the international community to support the implementation of these programs, including the Programs of the United Nations for Development Assistance.
4. The Project is designed to target the PALOP. The activities are focused on the direct assistance to Mozambique and Cape Verde. The other PALOP are beneficiaries of the technical assistance activities and they are also integrated in the development of knowledge activities. The support takes the form of technical assistance, capacity building and access to information and knowledge based on the experience of the Project STEP / Portugal 3 and requests made by the two countries. The overall objective of the intervention is to increase the extent and effectiveness of social protection as an instrument for reducing poverty and social exclusion, promote human development and access to decent work. The intended beneficiaries of the Project are the people excluded from social protection, especially the poor and vulnerable. The direct recipients are the PALOP and, more particularly, public institutions involved in the development of social protection.

### **Cape Verde**

5. In Cape Verde, the Project STEP/Portugal 3 jointly with the then Ministry of Labour, Family and Solidarity, contributed in 2007 for the creation and operationalization of the National Social Pensions Centre (CNPS) and a mutual health fund. The Project also supported the implementation of non-contributory social protection by strengthening the competencies of civil society actors.
6. In the Phase II of the Project the strategy focused on four areas of intervention: strengthening institutional capacity of the National Social Security Institute (INPS), consolidation of the CNPS (social pensions), development of articulations and consistency between the various components of social protection, and extension of social protection to unprotected groups. The Programme has been working to strengthen the capacity of the INPS in the fields of quantitative management and the extension of coverage to the self-employed, domestic workers and workers in Micro and small enterprises (MSEs), among others. It also provides support in areas such as the investment of social security funds and the monitoring and review of INPS statutes. The Programme is closely supporting the CNPS in an increasingly effective mechanism for the delivery and management of pensions which includes improving its information system, procedures and processes and systems for selecting beneficiaries.

7. Moreover, it is also involved in the Government's effort to set up a process of comprehensive assessment of the current welfare system by conducting a Social Protection Expenditure and Performance Review (SPER) aiming at increasing the coordination between the various components of social protection. Regarding the extension of social protection for unprotected groups, the Project is providing technical assistance to conduct a study on the contributory coverage of social insurance in order to develop and implement a Plan for the Extension of Coverage as well as to assess the possibilities of Cape Verde ratifying the ILO Convention n°. 102.
8. The establishment of partnerships is an integral part of the Project's strategy and it includes the different ministries involved in the area of social protection, the social partners and the team ONE-UN (UNICEF and WHO), particularly for the elaboration of UNDAFs.

## **Mozambique**

9. The Project STEP/Portugal 3 has been active in Mozambique since 2007. It has supported the Ministry of Women and Social Action and the National Institute of Social Action (INAS) on the reform of social assistance programs, the implementation of an appropriate information system, the definition of the strategy of INAS and training staff from national public institutions. It has also contributed to strengthening the skills of staff from the National Social Security Institute (INSS).
10. The intervention of STEP / Portugal Phase II is based on three pillars: support the extension of non-contributory social security, support the extension of contributory social security and promotion of a comprehensive and shared vision of social protection and expanding its space and contributions in the strategic framework of the country. Initially, the Project provided support to the Ministry of Women and Social Action and to the National Institute for Social Action for the formulation of the National Basic Social Protection Strategy (2010-2014). It is currently providing support for the implementation of the Strategy by assisting in the definition of its constituent programmes, strengthening effectiveness in the provision and management of benefits, advising national actors in terms of strategies for creation of fiscal space for social protection, improving the competencies of the national actors involved and facilitating the coordination of external support.
11. In what concerns the extension of contributory social security, STEP Portugal is also providing support to the National Social Security Institute (INSS). The Programme's support is based on the preparation of an exhaustive diagnosis of the Institute, and takes the form of training, technical assistance and specific studies.
12. With regards to the promotion of a shared vision of social protection and to facilitate the appropriate integration of social protection into the country's strategic action framework, STEP/Portugal is active in collaboration with other partners in Mozambique in activities relating to the Action Plan for the Reduction of Absolute Poverty (PARPA). STEP Portugal works in close collaboration with the other United Nations agencies involved in social protection, such as UNICEF, UNDP and the WFP in

the context of “Delivering as One”, and with UNDAF. Coordination of action within the United Nations system makes it possible to improve the relevance and effectiveness of the support provided. STEP Portugal also collaborates with the IMF and the World Bank on financial issues, social expenditure and the links between transfers and productive activity. STEP Portugal is also collaborating with the bilateral cooperation activities of several countries, such as the United Kingdom, Netherlands and Sweden. This collaboration is carried out in the context of various working groups associated with the PARPA, with UNDAF and other programmes which are valuable instruments for concerted action with the national authorities.

### **Knowledge development activities**

13. Since its inception, STEP/Portugal has pursued a substantial number of knowledge development activities. Several documents related to social inclusion and extension of social protection were published, training sessions were held based on the STEP teaching materials and the platform CIARIS was created. During Phase II of the Project, the intervention is more focused on social protection and the activities respond to specific information needs of the African Portuguese-speaking countries (PALOPs). The main objective is to facilitate the access of PALOP to international experience relating to the extension of social protection. These activities consist of the production of studies, tools, study visits, the capitalization, systematization and codification of experiences as well as the diffusion of reference documents.
14. A set of documents on various topics has been produced according to the needs and priorities determined by the PALOP. Some of the topics covered are: foundations and practices of social protection, social security governance, the extension of social security coverage to independent workers (international good practice), fiscal space for the extension of social protection, systematization of international experience in the creation of special schemes for micro and small enterprises, among others. The Project also supports an electronic platform: the Information Centre on Social Protection (CIPS) for the sharing of knowledge and resources in the field of social protection in Portuguese-speaking Countries and have contributed to establish a network of focal points in these countries. In addition, several articles about Cape Verde and Mozambique were published in various ILO documents, an independent study was conducted on the effects of the STEP/Portugal and some media supports were created to raise awareness about the Project.

## **III. Client, Scope and Purpose of the Evaluation**

### **Purpose**

17. The proposed evaluation will provide an independent assessment of the STEP/Portugal Phase II Project, with regards to the relevance and validity of Project design and the efficiency, effectiveness and sustainability of its outcomes.

18. The evaluation will be useful for accountability purposes by feeding lessons learned into the decision-making process of Project stakeholders, including donors and national partners, in order to further empower local actors and move the decision-making processes closer to the national partners.
19. The proposed evaluation will examine the Project's achievement as a whole, including intended or unintended impacts and lessons learned.
20. The evaluation will document lessons learned and good practices for knowledge sharing purposes.

### **Scope**

21. The proposed evaluation will examine the ILO STEP/Portugal Phase II Project in terms of its progress, adjustments in implementation arrangements, partnerships, achievements, challenges, good practices, and lessons learned from the implementation of the STEP/Portugal as per the Project Documents approved by the Government of Portugal.
22. The evaluation shall include all STEP/Portugal Project Phase II activities undertaken during 01 January 2009 to July 2012 and the planned activities for the remaining period of the Project (end of December 2012 and of the no cost extension period), as feasible.

### **Client**

23. The primary clients of the evaluation are the Ministry of Solidarity and Social Security of Portugal, the ILO. The evaluation findings and recommendations will confirm and validate the achievements of the Project, provide lessons learned and be instrumental in developing new Projects of similar nature in the Portuguese speaking countries in Africa (PALOP) and elsewhere. Secondary clients are the technical ministries of the beneficiary countries, Social Protection Floor Initiative members and national stakeholder who will benefit of the findings and recommendations of the evaluation.

## **IV. Key evaluation questions/analytical framework**

24. Suggested evaluation questions – to be refined and finalized by the evaluator in consultation with the evaluation manager– are as follows:

Relevance and strategic fit:

- Does the Project design effectively address the national development priorities, UNDAF, DWCP, and donor's specific priorities/concerns in Cape Verde and Mozambique?
- Were the Project's strategic elements (goals, outputs, implementation strategies, targets and indicators) achievable? Is the intervention logic realistic? If not, why? And what should have been done differently?
- Does the Project design effectively integrate the interests of different stakeholders and final beneficiaries of social protection programmes?
- To what extent does the Project design and implementation strategy is consistent with the Project's objective in terms of extension of social protection to vulnerable and non-covered population groups (poor children, informal economy workers, etc.)?
- To what extent the Project implementation strategy include the proper interventions to contribute with the objective of linking contributory and non-contributory social security programs?
- What are the areas for further scaling up and reinforcement of the Project achievements?
- Is the Project implementation coordinated with other ILO, UN and governments initiatives in social protection? What are those programmes?

Effectiveness:

- The extent to which the overall Project goals, immediate objectives, and expected outputs, qualitatively and quantitatively have been achieved or met.
- Examine the achievements of immediate objectives using specified products and activities indicators linked to each immediate objective.
- In particular, what are the Project achievements in terms of:
  - a. Improvements in the effectiveness and outcomes of social protection institutions in the PALOP (Cape Verde and Mozambique), achieved through the acquisition of new competencies, the definition of policies and programs, and the use of suitable management methods and an improved ability to coordinate efforts nationwide.
  - b. Guaranteeing access for the different actors involved in extending social protection to new resources of information on best practices and research worldwide, enabling them to learn and improve the extent and effectiveness of social protection.
- What are the adjustments that have been made in the programme implementation due to the recommendations from the Project Steering Committee? What motivated these adjustments? To what extent were these adjustments effective and enhanced the Project's outcome achievements?
- What are the Project's monitoring and evaluation arrangements to ensure that the Project is on track with regard to the expected outcomes?
- What are the "surprising" achievements and challenges in the course of the implementation?
- In which areas of Project implementation, tripartism could be integrated meaningfully?
- The extent to which the social partners have been involved in the implementation of the Project.
- The level of coordination and collaboration achieved with the International Training Centre of the ILO in Turin.

- What are the good practices and lessons learned noteworthy of documentation?

Efficiency:

- What are the partnership arrangements in the implementation of the Project at various levels, community, municipal, inter-ministerial, interdepartmental, and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships?
- Has the Project implementation benefited from the ILO's technical resources and international experiences efficiently and in what ways?
- What evidence is there of cost-effectiveness in the Project's implementation and management?
- What are the good practices and lessons learned noteworthy of documentation?

Sustainability and impact:

- Are the Project's achievements sustainable? What are they?
- What are the elements of the programme achievements that are not likely to be sustainable?
- What are the necessary actions/interventions by the ILO and donors to ensure that the achievements of the programme can be sustained and provide a meaningful platform for further capacity building of the Governments of Cape Verde and Mozambique?
- What are the impacts of the Project?
  - a) What are the emerging impacts of the Project and the changes that can be causally linked to the Project's intervention?
  - b) To what extent has the Project made a significant contribution to broader, longer term development impact?
  - c) What are the realistic long-term effects of the Project in terms of enhancing institutional capacity and extension of social protection?
- Have the risk factors that need to be mitigated to ensure maximum and sustainable capacity enhancement after the conclusion of the Project been addressed?
- What are the good practices and lessons learned noteworthy of documentation?

## V. Expected Outputs of the Review

### 25. An Evaluation report ( approximately 35-40 pages excluding executive summary and annexes):

The report will comprise an Evaluation Summary (in standard ILO template) and the Evaluation Report with necessary annexes. The report shall be written in English and follows the standard evaluation report outline:

- Title Page (using standard template)
- Table of Contents
- Executive Summary
- Acronyms

- Background and Project description (and progress to date)
- Purpose of evaluation
- Evaluation methodology and evaluation questions
- Project status, findings and recommendations by areas of evaluation (relevance and strategic fit; effectiveness; efficiency; and sustainability)
- Conclusion and recommendations by degree of importance
- Lessons learned and good practices on the intervention approaches and results
- Annexes, including but not limited to list of interviews, evaluation schedule, proceedings of stakeholders meetings, and other relevant information.

The Evaluation Summaries will be prepared as per the template attached in Annex II. An initial full draft of the report should be circulated for comments followed by a second final draft that addresses, as appropriate, the comments received.

26. The Evaluation Report and Evaluation Summary will be written in English and a Portuguese version will also be available. Their final forms will be submitted in electronic, print ready copy. **The final Evaluation Report will meet the minimum quality standards as per the evaluation report quality checklist as shown in Annex III (See also checklist 4: Formatting requirements for evaluation reports).** The final report is subject to final approval by the ILO Evaluation Unit.
27. Quality recommendations in the evaluation report must meet the following criteria as stated in the ILO Evaluation guidelines to results-based evaluation: Principles and rationale for evaluation and the ILO guidelines of formatting requirements for evaluation reports. They are as follows:
- a. recommendations are based on the findings and conclusions of the report
  - b. recommendations are clear, concise, constructive and of relevance to the intended user(s)
  - c. recommendations are realist and actionable (including who is called upon to act and recommended timeframe)
  - d. recommendations should be numbered (not in bullet points)
  - e. recommendations should not be more than 12
  - f. all recommendations must be presented at the end of the body of the main report, and the concise statement should be copied over into the Evaluation Summary (that is, the concise statement).
28. ILO management will prepare management responses to the evaluation recommendations and action measures based on the recommendations will be undertaken and reported to the ILO Evaluation Unit in due course.

## VI. Suggested Evaluation Methodology

29. ILO's Evaluation Guidelines provide the basic framework; the evaluation will be carried out in accordance with ILO standard policies and procedures.



30. The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the Evaluator in consultation with the Evaluation Manager. Several methods will be used to collect information in order to determine the questions.
31. The Evaluation Terms of Reference have incorporated inputs and recommendations from the programme donor, national counterparts, and ILO technical and programming units. Evaluation methods will include but are not limited to:
- Desk review of background documents listed below:
    - Project Documents
    - Document “Accord de coopération” Portugal-ILO
    - Annual activities plans (2009-2012).
    - Annual progress reports (2009-2011)
    - Steering Committee Meetings Reports (2009-2011)
    - Report “Análise dos Efeitos do Projecto STEP-Portugal Fase II (2009-2010), Setembro de 2011 (elaborated by Cristina Rodrigues)
    - UNDAF (2008-2011 and 2012-2016 for Cape Verde) and (2009-2011 and 2012-2015 for Mozambique).

The evaluation methodologies to be used for data collection, analysis and involvement of stakeholders should be appropriate to the subject to be evaluated, to ensure that the information collected is valid, reliable and sufficient to meet the evaluation objectives, and that the assessment is complete, fair and unbiased.

The limitation of the evaluation has been basically in country limited time

- An evaluation team composed of an International Evaluator , supported in each country (Cape Verde and Mozambique) by a national consultant , which will perform the following activities:
    - Two days mission in Geneva and one day in Lisbon, in order to meet with the STEP/Portugal Project staff, Evaluation Manager and the programme donor.
    - Field visits, interviews and focus group discussions in Cape-Verde and Mozambique. The evaluation mission will meet representatives of the main social protection institutions and other stakeholders involved directly and indirectly in the Project’s activities, which will give a representative picture of the STEP/Portugal Phase II Project. The planning for the field visits will be done by the ILO Program staff in Praia and Maputo.
    - Stakeholder briefing at the conclusion of the field mission, which will be organized by the Project’s national staff in Praia and Maputo, to discuss the overall findings, conclusions, and recommendations.
32. All data should be sex-disaggregated and different needs of women and men as well as different groups of beneficiaries of social protection programmes should be considered throughout the evaluation process.

33. The Team Leader will coordinate and facilitate the involvement of all key stakeholders throughout the evaluation process and will support all activities during the evaluation missions to Praia and Maputo. The Team Leader will further work closely with the ILO Evaluation Manager appointed specifically for this Programme Evaluation, who is not involved in the Project design, implementation, and monitoring/backstopping.

## **Appendix 2 – List of persons interviewed**

<b>Mozambique</b>		
<b>Interviewee</b>	<b>Position</b>	<b>Institution/Organization</b>
<u>Lucia Mairosse</u>	<u>National Director</u>	<u>INAS</u>
<u>Tania Vaz</u>	<u>Human Resources Coordinator</u>	<u>INAS</u>
<u>Claudia Lopes</u>	<u>Head of the Planning Department</u>	<u>INAS</u>
<u>Rafael Dava</u>	<u>Head of International Relations</u>	<u>OTM-CONSILMO</u>
<u>Albino Mareleco</u>	<u>Project Focal Point</u>	<u>OTM-CONSILMO</u>
<u>Miguel Mause</u>	<u>National Director</u>	<u>MMAS</u>
<u>Nuno Cunha</u>	<u>Coordinator</u>	<u>OIT</u>
<u>Denise Magalhães</u>		<u>OIT</u>
<u>Rubén Vicente</u>		<u>OIT</u>
<u>Hirondida Ernesto</u>	<u>Social Security Director</u>	<u>INSS</u>
<u>Mario Madime</u>	<u>Director of Studies and Planning</u>	<u>INSS</u>
<u>Mayke Huijbregts</u>	<u>Chief of the Social Protection Section</u>	<u>UNICEF</u>
<u>Eleásara Antunes</u>	<u>Program Officer</u>	<u>Dutch Embassy / DFID</u>
<u>Víctor Novele</u>		
<b>Cape Verde</b>		
<b>Interviewee</b>	<b>Position</b>	<b>Institution/Organization</b>
Rene Ferreira	Manager of the CNPS Administration Council	CNPS
Marcelino Monteiro	Director of Fiscal Oversight	INPS



### Appendix 3 – Detailed findings from the interviews

#### Mozambique

#### Relevance and Strategic Fit

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
Does the Project design effectively address the national development priorities, UNDAF, DWCP, and donor’s specific priorities/concerns in Cape Verde and Mozambique?	From the point of view of INAS, the Project is relevant. Before the implementation of STEP Project country stakeholders worked with basic operational plans and implemented the promotion of social security and social action in a fragmented manner. A thorough understanding of the broader concept of Social Protection was nonexistent. STEP contributed to the realignment of priorities and focus on Social Protection in the country and contributed to the	From the point of view of OTM / CONSILMO the Project is still relevant because Mozambique has several industrial areas not covered by social protection initiatives. The STEP Project fills a knowledge gap by addressing issues of social protection. Members of OTM / CONSILMO benefited from STEP's training and skills issues and topics related to social protection. In the context of the implementation of STEP Project, it was possible to implement an exhaustive survey of legislation on	Yes, the government's overall strategy is combating poverty. The MMAS has to address the needs of the poorest of the poor and the most vulnerable. The elaboration of the social protection strategy provided a guiding instrument with a logical framework on social protection. This strategy is already having positive impacts on almost all sectors, in terms of visibility of the role of MMAS and focus on social protection.	There are two approaches to assess the alignment of the Project design. One perspective would be the linear alignment with PARP (Action Plan for Poverty Reduction). In relation to this document the activities of STEP were not included in it. The PARP has many weaknesses and does not always reflect the needs. Before the design of the social protection strategy, there existed efforts on addressing vulnerability. That's when I recognized the	The support of the ILO is important because it has allowed the INSS to move forward with required studies focusing on estimations of the cost of entry of new beneficiaries, especially those in the mining industry.	With the support of the ILO and the participation of all partners (ILO, UNICEF, WFP, DFID, Holland) the country established a platform with strategic results under the visionary leadership of the ILO. National strategies for social protection were approved. These were aligned with national policies and strategies via advocacy and lobbying.	The Project implemented by the ILO is very relevant especially with regard to advocacy and lobbying on issues critical to social protection policy, reformulation of policies and creation of management information systems.	The ILO support is relevant for the definition of information systems and the reinforcement of the capacities of technical staff with regard to M & E

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	development of the National Strategic Plan on Basic Social Security.	social protection, and thus the OTM and its affiliates had access to a considerable pool of laws and entry points in the legal system for matters of social protection. It was possible to acknowledge the existence of laws and social protection policies ( e.g. free distribution of school books, infant feeding, prevention of vertical transmission of HIV and AIDS among others), although these are fragmented and dispersed.		need to incorporate the issue of social protection . The government and partner countries and organizations like England, Holland, UNICEF, and WFP were aware of the existence of a big gap, though this is not written on paper. The INAS wanted, in turn, to develop a national intervention plan. It was in this context that the need to have a strategic plan for social protection was jointly approved.				

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
<p>Were the Project's strategic elements (goals, outputs, implementation strategies, targets and indicators) achievable? Is the intervention logic realistic? If not, why? And what should have been done differently?</p>	<p>"Although I do not remember all the details of the Project document, I believe its activities were appropriately implemented. Also, the jointly implemented activities, goals and plans were achieved. One of the detected challenges was that, on the side of the ILO team, the Project had a very small number of staff, which translated into a large workload for the Project coordinator. This team was later strengthened with the addition of one or two people. In order to guarantee the effectiveness of future operations, the issue of the quantity of human resources should be addressed. It is important to mention, however, that the ILO team was very effective precisely because it was a small and very dedicated</p>	<p>From the point of view of the OTM / CONSILMO, the objectives outlined in jointly implementing the STEP Project were largely achieved because they were focused on raising the knowledge of the staff of OTM / CONSILMO on policies and legislation on social protection and this was done .</p>	<p>I can say that the strategy has achieved its objectives. The social protection topic has begun to be part of the agenda of forums that promote development in the country. The World Bank and the IMF have already discussed with us the issue of social protection.</p>	<p>After the strategy's implementation plans, we started to discuss what the baseline was before the implementation of the strategy. It should be noted that the budget allocated by STEP was very limited and did not include staffing and administrative support systems. Hence, it can be said that planning for the STEP Project was not realistic given the current developments.</p>	<p>The technicians worked jointly with this Project.</p>	<p>Important results have been achieved in the areas of active advocacy and lobbying. The government and its partners aligned their respective approaches. Whatever was not achieved in the past is most likely to be achieved in the future.</p>	<p>The ILO has always been very active in broadening the base of dialogue on protecting and boosting the activities of the social protection group, which is comprised by several partners.</p>	

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	<p>team.</p> <p>The INAS has data on the numbers and targets of the Project. This information was to be provided to the consultant team on November 13."</p>							



Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
Does the Project design effectively integrate the interests of different stakeholders and final beneficiaries of social protection programmes?	<p>Yes. One of the main areas in which the Project has contributed corresponds to the harmonization of interventions. The implementation of the Project lead to the development of a Technical Group for Social Protection, in which key stakeholders were invited to participate in regular meetings for planning and implementation of activities. Currently, the main partners of the INAS include UNICEF, WFP, UNDP, the DFID and the Royal Embassy of the Netherlands. They all align their interventions. Parallel plans of the INAS partners no longer exist. Instead, there is only a single plan of the INAS in which tasks and responsibilities are redistributed among the different partners. All activities included in the plan indicate</p>	<p>From the point of view of OTM / CONSILMO, the STEP Project allowed us to establish working partnerships with other institutions with which the workers' union had no connection, such as the Ministry of Women and Social Action, and some civil society organizations.</p> <p>In the context of strengthening partnerships and training of members of the OTM / CONSILMO, beneficiaries had opportunities to visit other countries such as India, South Africa, Cape Verde and others to learn about the different approaches and aspects related to social protection.</p>	<p>One of the most important changes in the sector is that the strategy enabled the visualization of the priorities of the sector and attracted partners. Currently, there is a broadening of the base of the program. Since the approval of the strategy the budget corresponding to this sector has grown. During the first year, the growth was 26% . During the second year, we had a 35% increase of financial contributions.</p>	<p>The implementation of STEP has increased the coverage of programs, after the dissolution of the individual and fragmented programs, which have begun to work within a broader plan developed jointly with the participation of all stakeholders. The participation of several stakeholders facilitated the alignment of the program.</p>	<p>The Project sought to expand the floor of social protection and it included miners. The sector is still working on this issue.</p>	<p>There is a group that discusses effective coordination and aligns the contents of the programs on a regular basis.</p>	<p>The ILO has put forward the concept of social protection floor, which is a concept that created the basis for the integration of various vulnerable groups that were not covered by the afore-mentioned actions of social protection. Their coordination constituted proof that it was possible to unite various actors within a harmonized system of coordination, with clear division of tasks.</p>	<p>The development of the information system has gone through different phases of identification of consultants. Right now we have the team and the various partners are trained to identify their needs within the system.</p>

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	which partner is to work as funder and/or implementer.							
To what extent does the Project design and implementation strategy is consistent with the Project's objective in terms of extension of social protection to vulnerable and non-covered population groups (poor children, informal economy workers, etc.)?	The Project made it possible for the sector to re-define the notion of social security to a broader concept of social protection that integrates social security by strengthening the focus on multiple areas of interventions that include: direct social action for health, social action in schools, and productive social action covering	From the point of view of OTM / CONSILMO, the implementation of the STEP Project enhanced the understanding of the social protection floor for all, including orphans and vulnerable children, social protection for non-taxpayers, and for those who contribute.	The design of the strategy was a participatory process involving various sectors and stakeholders in fruitful partnerships. The ILO has led the process of partnership coordination, which implies we have achieved our primary objective by covering vulnerable groups like orphans, people living with	We now have better visibility of actual problems concerning the social protection needs and response. It is possible to involve and engage people through training programs. Because of these activities and the notion of broader social protection, new groups of beneficiaries were identified, which include: people on	We do not know the details of the STEP Project., but we know that the participation of the ILO allowed the extension of the concept of social protection floor, which led to the identification of new groups of beneficiaries and programs, which are now included in the plan.	Through the information system that is being developed we will be able to better identify the beneficiaries and the coverage of programs.		

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	different groups of beneficiaries such as households with elderly persons, disabled and chronically ill persons, people living with HIV and AIDS and other chronic diseases (all of this to be achieved via the work of NGOs).		disabilities and all those in need of assistance. All these groups have been targeted for inclusion within the social protection strategy.	ART, children who are heads of households and others.				
· To what extent the Project implementation strategy include the proper interventions to contribute with the objective of linking contributory and non-contributory social security programs?	During the implementation of the STEP Project, the advocacy work allowed for a broader view of social security and for bringing diverse stakeholders together. Thanks to the work conducted by the STEP Project, many institutions like the IMF and the World Bank are interested in supporting our area. Nonetheless, there is still work to be done to align the approaches of those who are now	From the point of view of OTM / CONSILMO, the STEP Project has always sought to reconcile the interests of all stakeholders and established forums for joint planning and implementation of activities, including "Unions Cafes" where members of associations of workers meet and discuss the various topics of interest, thereby increasing the efficiency and coordination of	Although we do not yet have a connection with the INSS, the strategy developed with support from the ILO allowed for the coverage of the productive social action component.. The baseline coverage increased. Today we are talking about over 2000 beneficiaries. Even though we used to have problems at the centers for assistance of vulnerable persons, these now have	The dialogue process should be extended to the National Council for Social Security. Working with partners in the development of a national strategy allowed for the inclusion of non-contributory social protection, especially regarding the productive social protection program. We are still working to enhance the involvement of the contributory	With the work of harmonization and visualization of the area, the World Bank is currently interested in supporting the area of productive social protection, providing remuneration for small jobs for those people who can still work.			

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	entering the field of social protection. Working with the INSS, which is responsible for contributive Social Security continues, but much remains to be done.	planning. Furthermore, seminars and high-level sessions have been conducted with the Minister of Labour in order to discuss various topics related to the STEP Project.	the minimum conditions to conduct their work.	sector.				
What are the areas for further scaling up and reinforcement of the Project achievements?	Continue working to establish the monitoring and evaluation system, which is the next step for proper implementation of the strategic plan. The area of human resources training remains relevant because, with the current strengthening of the program, the number of staff in the regional offices of the INAS will require additional technical assistance for capacity building. The	The OTM / CONSILMO this currently preparing regional workshops to disseminate the Charter of Social Protection, within a range of activities reprogrammed to be implemented in mid-December. For OTM / CONSILMO, STEP is a very comprehensive Project that could include all levels of society that are the most vulnerable. In addition, it raised awareness on the issue of social	We are currently working on developing the operational plans and are about to disseminate the strategy at the provincial level. The first step was to introduce the program. Now many partners are INTERESTED and want to participate in the implementation of the strategy with new packages and programs. For example, the World Bank wants to support the	There is still need to further strengthen the financial area, which is currently supported by DFID. It is necessary to work with other stakeholders outside the MMAS, such as the National Directorate of Social Security and the National Directorate of Administration and Finance. It is still necessary to deepen the understanding of	Train the INSS team to help in the actuarial study. Continue with trainings and with the knowledge exchange process.	Coordination. The coordination was easier when we were a small group of stakeholder. Now, with the entry of other groups we should reinforce the systems to avoid losses and deviations from the original approaches. It is also time to support the roll out of the plan.	It is necessary to conduct a census of beneficiaries. This has been discussed for the last three years. This has limited the ability of INAS to incorporate more beneficiaries to date. The development of the information system must answer these questions.	The availability of computer equipment must be enhanced for the proper implementation of the information system. The equipment currently in place is obsolete. Trainings should also continue.

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	trainers already trained will also need retraining.	protection within the Mozambican society. The activities of STEP, which led to the creation of the National Council of Social Protection, raised awareness among civil society with regard to the dimensions of social protection. One of the major areas in need of enhancement corresponds to ensuring that, in accordance with the "Charter of Social Protection", the system of social protection includes non-contributory beneficiaries. The Regulation of Social Security is obsolete. There are currently several discussions about the need to review the values assigned in the context of social security and related benefits.	productive social protection. Work is currently being done to develop an information system that encompasses all other activities and communications. The establishment of a robust information system is an urgent need.	reforms to allow effective implementation of the concept of broader social protection. But above all the budget analysis is one of the main areas to be added and enhanced. Work in this direction is already underway.				
Is the Project implementation coordinated with other ILO, UN and governments initiatives in social protection? What are those programmes?				The INAS was to develop a comprehensive plan for human resources, including training				

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
				components.				

## Efficiency

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies and Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
<p>What are the partnership arrangements in the implementation of the Project at various levels, community, municipal, inter-ministerial, interdepartmental, and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships?</p>	<p>A Working Group on Social Protection was constituted, in which the main partners were invited to participate in regular meetings for planning and implementation of activities. The main partners of the INAS right now are UNICEF, WFP, and UNDP. DFID and the Royal Netherlands Embassy eventually became part of the group. Currently, a single plan of INAS exists in contrast to the previous situation in which several plans were developed by each partner. This single plan contains tasks and responsibilities, which are distributed among the different partners. In addition, each activity included in the plan contains information on who is to fund it or conduct it. The number of provincial and local delegations INAS intervening directly in the provision of assistance increased from 6 to 39 (check the numbers). The challenges inherent to</p>		<p>The STEP Project was very efficient in terms of partnerships. What happened is that MMAS sometimes experienced delays in the implementation of activities.</p>	<p>With regard to outcomes, STEP has been implemented with a high degree of fulfillment of the defined goals. A significant increase in the coverage of social protection programs was recorded. The PARP, which had almost nothing on social protection, now includes this topic. The Government, the World Bank and IMF became more interested and started including aspects of social protection when dealing with tax scenarios in the medium and long term. The Development Observatory, a civil society forum, highlighted the need to increase the budget for social protection. This forum now serves as a reference to monitor performance. In the case of the training component, considerable high</p>		<p>The interventions that have been made in the area of social protection in Mozambique represent a success in terms of leadership, breaking of negative barriers between partners, and the protection of the interests of the government. The partners of the government in the area of social protection are now united and able to speak as one voice. The comparative advantages of each organization continued to</p>	<p>There were significant challenges in terms of enforcing the partnership agreements with the government, even after we established memoranda of understanding. As an example, we can speak of delays with the rendering of accounts, resulting in delayed disbursement of funds by donors. Sometimes the evidence was presented with four to five months of delays. Often the audit reports were flawed. Before, one could not easily tell how much they spent and how many beneficiaries were covered by the programs. With the job</p>	



<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
	<p>the current partnerships have to do with the fact that some partners have considerable leverage. For example, the World Bank has particular standards and procedures that are to be complied with by INAS in order to access the resources. However, it must be stressed that consultations are ongoing to better articulate expectations and working mechanisms.</p>			<p>numbers of trainings and the formation of trainers of trainers (ToT) were recorded. There was also a significant production of support materials, with the technical assistance of Geneva. Finally, there is now an expanding pool of partners and stakeholders interested in issues of social protection.</p>		<p>be explored.</p>	<p>training that is being done by the group of partners, there are significant improvements in the quality and presentation of financial reports and evidence. At the central level, the level of knowledge increased in terms of objectives and the institutional mandate of MMAS.</p>	

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
· Has the Project implementation benefited from the ILO's technical resources and international experiences efficiently and in what ways?			The ILO provided its technicians with formation and supported the MMAS in training their trainers. Currently, some trainings are provided to other partners by MMAS, including the technical upgrading of staff of the Council of Ministers. The quality of products provided with the technical assistance of the ILO is very high. These products are approved at the level of the Council of Ministers.	The ILO team was always at the service of the government and the partners. Furthermore, the trainings sponsored by the Project within the country and abroad were valuable experiences. The involvement of coaches and mentors was also highly valued.	Yes, the Project implementation has all the support from ILO. Some stakeholders have already participated in some trainings outside the country.	All partners contributed their comparative advantages to enhance the necessary training activities.	A legal and fiduciary risk evaluation was implemented within the financial component at INAS. This evaluation detected weaknesses with regard to financial management systems. It is important to review the chart of INAS to assess the functional allocation of tasks and responsibilities. In general, the sources of difficulties have been properly identified.	

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies and Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
<p>· What evidence is there of cost-effectiveness in the Project's implementation and management?</p>	<p>They still do not feel able to carry out a cost effectiveness analysis of the Project. Nonetheless, they recognize that with the few resources the Project had, they could significantly contribute to advocacy and to the advancement of a broader agenda of social protection in Mozambique, in addition to having contributed in developing a more holistic strategic plan in the area of social protection in the country, which is now under implementation. Another aspect mentioned was that although they have managed to implement all the activities that were planned jointly with the ILO, they never had clarity on the total volume of resources allocated for the Project. This is why it cannot be assessed whether the effects of the total resources of the Project. The issue of budget transparency was not discussed over the lifecycle of the Project, but the INAS also</p>	<p>From the point of view of OTM / CONSILMO, although the STEP Project had very few human resources, it never lacked the willingness to provide technical support in a timely manner, and with a permanent openness for dialogue.</p>	<p>STEP met deadlines and has been pretty efficient. But there is one aspect that contributes to a delay: The system of approval of the activities of STEP takes a long time. The approval is done out of the country. This slows down the work process. Furthermore, the MMAS does not control the quotation process for the STEP Project nor has an exact notion of the volume of resources available.</p>	<p>The STEP Project started with a very limited budget. Although the Project is to be over soon and the fact that the ILO has already secured funds to continue to operate well demonstrates its cost-efficiency.</p>		<p>The level of development of the policy framework, advocacy and planning of the Project was quite effective. Even though the Project is coming to an end, the partners will continue to support and work with the ILO.</p>	<p>VERY effective with regard to coordination and implementation of training and planning.</p>	<p>Efficient with regard to the strategic plan and the training program. Nonetheless, it must be stressed that this Project is still being developed.</p>

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
	<p>recognizes that they did not insist in knowing the total budget of Project. In practical terms, the staff of INAS was focused on the planning process and the results they wanted to achieve. They conducted a needs assessment and referred its findings to the ILO for consideration and adjustment. After adjustments, they implemented the activities, which yielded good results.</p> <p>With regard to consultants hired under the auspices of the Project, INAS representatives stated they had no control of the financial aspects and only focused on the products.</p>							

<u>Evaluation question</u>	INAS National Human Resources Director	OTM - CONSILMO Director of International Relations - Project Focal Point	MMAS National Director	ILO Coordinator	INSS Social Security Director, Director of Studies and Planning	UNICEF Director of the Social Protection Section	Dutch Embassy /DFID Program Officer	INAS Director of the Planning Department
What are the good practices and lessons learned noteworthy of documentation?			One of the good practices of the Project relates to the promotion of trust between parties, which leads to ease in the implementation of activities.	Among the main benefits associated with the implementation of the STEP Project one can highlight the change in the cultural perception of social protection, which became institutionalized as a relevant and comprehensive approach. Furthermore, the reinforcement was initiated from a functional and organizational culture through the development of procedure manuals, the establishment of databases, improvements in payment systems (this is now done via banks) ... all this happened in the context of interaction with partners .			The alignment between the partners has allowed the government to convey a single message. During the period when this did not happen, the government would not know how to position themselves and act, because it was trying to meet the expectations of different donors, each with its agenda and priorities.	

## Effectiveness

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
· The extent to which the overall Project goals, immediate objectives, and expected outputs, qualitatively and quantitatively have been achieved or met.				There were many non-realistic activities included within the Project design. These were made by people who did not know the reality. Besides several tasks were made to support the government. This set of activities requested by different sectors, can hardly be counted.	The STEP Project demonstrated great capacity to mobilize additional resources, as proof of the efficient and effective way of mobilizing partnerships to support shared priorities established in a common agenda. The Project created alliances that allowed the expansion of the range of programs and contents covered. With the few existing resources it was possible to select the best venues for the implementation of training sessions, thus reducing training costs.	They don't know	They don't know	

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
<p>Examine the achievements of immediate objectives using specified products and activities indicators linked to each immediate objective.</p>	<p>Almost all the persons who have participated in training programs have acquired new competencies on the notion of social protection, and today the trained staff are called to the Council of Ministers to explain and guide members of other government institutions in understanding the approaches to social protection.</p> <p>They also stated they have developed a Strategic Plan, and continue to implement harmonized plans in coordination with other stakeholders and partners, which had not happened before.</p> <p>They also highlighted that the coaching and mentoring activities of the training processes allowed INAS to conduct a self-evaluation of their own weaknesses so as to select the best strategies to overcome them. The Staff of INAS currently feels more confident and acknowledges a sense of growth at the individual and human level .</p>		<p>The strategy ensured the visibility of the sector and this was very evident at the time of discussion of the basic basket in the context of demonstrations caused by increases in the cost of living. For the first time, the country will be eligible for credit related to social protection as all stakeholders now understand what the country wants and the priorities that exist. Increasing the visibility of the sector is one of the most important impacts.</p>	<p>The strategy ensured the visibility of the sector. The country will be eligible for credits related to social protection since all involved understand what the country wants and its priorities. The visibility of the sector is one of the most important impacts. The Project achieved its objectives.</p>		<p>It achieved its objectives.</p>	<p>Efficient coordination.</p>	

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
	The trained computer technicians who were initially paid by the STEP Project continue to work for the institution in order to replicate the training to other colleagues and assist in resolving any information problems in sector. Right now these technicians are involved in the design of the information system for monitoring and evaluation.							
· In particular, what are the Project achievements in terms of:								
a. Improvements in the effectiveness and outcomes of social protection institutions in the PALOP (Cape Verde and Mozambique), achieved through the acquisition of new competencies, the definition of policies and programs, and the use of suitable management methods and an improved ability to coordinate efforts nationwide.			A valuable exchange of experience. The Project showed that what seemed impossible was done in one country of the continent.	There have been improvements in both countries due to the exchange of experience that allowed people from one country to understand how things work in other countries.				
b. Guaranteeing access for the different actors involved in extending social protection to new resources of information on best practices and research worldwide,								



<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
enabling them to learn and improve the extent and effectiveness of social protection.								
<p>What are the adjustments that have been made in the programme implementation due to the recommendations from the Project Steering Committee? What motivated these adjustments? To what extent were these adjustments effective and enhanced the Project's outcome achievements?</p>				<p>A major challenge for the implementation of the Project was the high degree of dependence from its headquarters. At first everything had to be approved at the central offices and sometimes people did not have adequate knowledge about the circumstances and needs in the field. Furthermore, the limitations of the design in terms of financial resources made it difficult to have a support team for the implementation of the Project. Another challenge was to harmonize the interests, expectations and missions of different partners, each with their own vision and strategy for</p>			<p>The improvement of the capacity of the MMAS/INAS with regard to discussions related to social protection is undeniably evident. There is a great sense of ownership in the sector, especially with regard to the capacity to discuss and the selection of priorities in the area of social protection.</p>	

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
				intervention.				
· What are the Project's monitoring and evaluation arrangements to ensure that the Project is on track with regard to the expected outcomes?	According to the INAS, the frequent work meetings in which all partners participated were used as privileged forums for concertation of programs and activities. The development of an information system for monitoring and evaluation (M&E) is currently underway.	According to the OTM/CONSILMO the meetings of the technical committee , which include three representatives of OTM, 3 from CONSILMO and staff from the ILO and are held on the basis of monthly meetings preceded by preparatory quarterly meetings, are spaces used for monitoring the activities of the Project.						

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
· What are the “surprising” achievements and challenges in the course of the implementation?		According to the OTM/CONSILMO the implementation of research related to the legal framework of social protection provided useful insights on the existence of various instruments, norms and laws with the potential to contribute to the extension of the social protection floor. Nonetheless, the need for knowing and enhancing these instrument in order to conduct advocacy efforts to foster their use still remains.	The strategy ensured the visibility of the sector, which was evident during the discussion of the basic basket in the context of the demonstrations due to the increase in the cost of life. For the first time, the country is eligible for credits related to social protection.					
· In which areas of Project implementation, tripartism could be integrated meaningfully?								
· The extent to which the social partners have been involved in the implementation of the Project.			In the past, there were many different partners who implemented small activities that did not have visibility. With the STEP Project, the coordination between the					

<u>Evaluation question</u>	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
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			different partners (i.e. the Dutch Embassy, DFID, UNICEF, the WFP and others) became interested in belonging to the same planning platform.					
· The level of coordination and collaboration achieved with the International Training Centre of the ILO in Turin.	The INAS acknowledges the work it has conducted with the ILO office in Mozambique. Nonetheless, it has no clarity about the link with Geneva.	The OTM/CONSILMO acknowledges the work is has conducted with regional support from Lusaka and Pretoria, although it has not specified what the support entails.	The MMAS has benefited from the various training programs and experience exchange processes.					
· What are the good practices and lessons learned noteworthy of documentation?								

## Sustainability and impact

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
· Are the Project's achievements sustainable? What are they?								
· What are the elements of the programme achievements that are not likely to be sustainable?	INAS recognizes that the training component - through which many technicians were trained - was the one that generated the most value for the STEP Project. However, due to structural constraints affecting the State, which cannot offer competitive salaries, there is a risk of movement of trained personnel from the public sector to NGOs and the private sector, which offer better compensation plans. Accordingly, the retention of trained personnel remains a big challenge and threatens the achievements of the STEP Project.	For the OTM/CONSILMO, the end of the activities of the STEP Project could imply a reduction in the abilities to propagate the knowledge acquired at the provincial and regional level. There is great risk of a conceptual regression due to the difficulties related to the need for communicating the concepts in the multiple languages spoken in Mozambique. Given that literacy levels and the instrumentalization of the Portuguese language are still low, the OTM is aware that while concepts and messages are not conveyed in local languages, a great challenge will remain with regard to	The maintenance of skilled manpower is great challenge. Furthermore, we have a severe shortage of human resources in this sector. For example, in Nampula, one of the most populous provinces, they only have one technician in charge of district level health and social action services. Consequently, the first challenge would be the allocation of human	Up to this point, all the activities of the Project are sustainable given that the Project will continue fostering new partnerships and mobilizing resources from other donors.		Up to this point, all the activities of the Project are sustainable given that the Project will continue fostering new partnerships and mobilizing resources from other donors. This being one of the most successful interventions of the United Nations system, there is great interest to continue receiving support and participation from the ILO.		

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
		implementing the agenda of social protection.	resources. Furthermore, the issue of human resources is addressed in a decentralized way and this represents an additional challenge for the sector.					

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies and Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
What are the necessary actions/interventions by the ILO and donors to ensure that the achievements of the programme can be sustained and provide a meaningful platform for further capacity building of the Governments of Cape Verde and Mozambique?	According to INAS, there is currently a great challenge in continuing the debate on the detailed distinctions of beneficiary groups and the most adequate mechanisms for their identification and integration within the different lines of social security and protection.	From the perspective of OTM/CONSILMO, the training of activities at the provincial level would be an important progress in the dissemination and proper implementation of the social protection agenda.	At this moment we are collaborating with the Health Sciences Institute in order to train personnel who will be able to work in the sector, thus preserving the achievements of the Project in terms of human resource training.	Avoiding the loss of sources of technical and financial support for the consolidation of training efforts for the MMAS and the INAS. Avoiding that the entry of important stakeholders like the World Bank affects the achievements of the MMAS and the INAS in terms of coordination, the strategic approach and the logic of interventions. Avoiding institutional pressure and overload for the MMAS and the INAS as a result of its success in promoting a coherent social protection agenda that attracted many partners, some of which did so in search of publicity and not of the consolidation of a national agenda. Given the high level of staff turnover in public institutions, there is a challenge to maintain the continuity of personnel not only among partners but also within the			There is still a large deficit in the area of Monitoring and Evaluation. We must continue to invest in strengthening the technical skills and the capacity of intervention of government institutions. INAS is preparing the Development Plan for Human Resources and this may be a good starting point to address the issue of high staff turnover and the increased need of base personnel and employees of INAS.	There is still a large deficit in the area of Monitoring and Evaluation. We must continue to invest in strengthening the technical skills and the capacity of intervention of government institutions. INAS is preparing the Development Plan for Human Resources and this may be a good starting point to address the issue of high staff turnover and the increased need of base personnel and employees of INAS.

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
				government. This is especially important as trust is created with patience and time, particularly in the context of institutional fragility.				



Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
What are the impacts of the Project?	The INAS believes that this was one of the Projects in which they could work closely with the staff of STEP, having allowed a solid transfer of knowledge, experiences and concepts. Through the STEP Project, the broader agenda of social protection in Mozambique reached new heights and it is now considered proper knowledge, which is now integrated into strategic documents that should guide the interventions in the long term.	According to the INAS, there are still technical and financial support needs for implementation (roll-out).						
a) What are the emerging impacts of the Project and the changes that can be causally linked to the Project's intervention?		According to OTM/CONSILMO, the components supported by STEP are already integrated in their strategic plans and the activities are aligned.						
b) To what extent has the Project made a significant contribution to broader, longer term development impact?								
c) What are the realistic long-term effects of the Project in terms of enhancing institutional capacity and extension of social protection?								

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
· Have the risk factors that need to be mitigated to ensure maximum and sustainable capacity enhancement after the conclusion of the Project been addressed?	At the macro level, the activities related to advocacy should continue to demonstrate the importance of social protection programs as strategic mechanisms to promote peace and reduction of social upheavals within the context of a global crisis. The INAS and its partners have advanced this agenda and there is already a great openness and sensitivity at the central government level, demonstrated by the increase of about 60% in the volume of resources allocated to programs.'	"One aspect highlighted is the need to consider alternative mechanisms for encouraging trained personnel to remain in the sector, and extend through replication, the training to all levels.		At the macro level, the activities related to advocacy should continue to demonstrate the importance of social protection programs as strategic mechanisms to promote peace and reduction of social upheavals within the context of a global crisis. The INAS and its partners have advanced this agenda and there is already a great openness and sensitivity at the central government level, demonstrated by the increase of about 60% in the volume of resources allocated to programs.'				

Evaluation question	INAS	OTM - CONSILMO	MMAS	ILO	INSS	UNICEF	Dutch Embassy /DFID	INAS
	National Human Resources Director	Director of International Relations - Project Focal Point	National Director	Coordinator	Social Security Director, Director of Studies ad Planning	Director of the Social Protection Section	Program Officer	Director of the Planning Department
· What are the good practices and lessons learned noteworthy of documentation?	Among the good practices associated with the implementation of STEP, the INAS highlights the investments in the harmonization of partners' interventions, through the designation of a dedicated team committed to working periodically and systematically with partners. According to the INAS, the permanent presence of the ILO staff contributed significantly to the success of partners in aligning and harmonizing interventions, which culminated in the development of a strategic plan with partners' buy-in and their commitment to implement the activities included in the plan.	According to the OTM / CONSILMO, a big lesson learned from the implementation of STEP was that there are different possible ways to extend the platform of social protection. In addition, training provided with STEP support were "real literacy improvement processes, with the potential to develop policies and programs.		The capitalization of the linguistic proximity proved to be a key way to socially and culturally approach those involved. What often happens is that technical assistance tends to be provided by people who do not know the language, let alone the social and cultural idiosyncrasies of beneficiaries. The historical proximity of Portugal and Mozambique, associated with interpersonal relations, allowed for a greater acceptance of the STEP team and favored the creation of platforms for dialogue between the parties . Furthermore, this capitalization of networks is essential to the progress of work (policy networking) assuming an active role in the network.				

## Relevance and strategic fit

<u>Evaluation question</u>	<u>Response</u>
<ul style="list-style-type: none"> <li>Does the Project design effectively address the national development priorities, UNDAF, DWCP, and donor's specific priorities/concerns in Cape Verde and Mozambique?</li> </ul>	<p>The Project is aligned with the main objectives of beneficiary institutions which, together with STEP technicians, identified their needs and defined their action plans on the basis of the diagnosis of their weaknesses</p>
<ul style="list-style-type: none"> <li>Were the Project's strategic elements (goals, outputs, implementation strategies, targets and indicators) achievable? Is the intervention logic realistic? If not, why? And what should have been done differently?</li> </ul>	<p>The objectives are aligned with the goals that were set out. In the case of the INPS and the CNPS, the planned Projects were undertaken. In some cases, there are activities underway or nearing completion.</p>
<p>Does the Project design effectively integrate the interests of different stakeholders and final beneficiaries of social protection programmes?</p>	<p>Yes. The qualitative interventions in the fields of organization with the introduction of Information Technology, the adequacy of the legislation affecting the efficiency and effectiveness of social protection, the structuring of the coverage extension process, the new Project of statutes of the INPS are clear examples of the interest of the program for all stakeholders of the systems.</p>

<p style="text-align: center;"><u>Evaluation question</u></p>	<p style="text-align: center;"><u>Response</u></p>
<p>To what extent does the Project design and implementation strategy is consistent with the Project's objective in terms of extension of social protection to vulnerable and non-covered population groups (poor children, informal economy workers, etc.)?</p>	<p>The extension of social protection is an objective for moving towards universal coverage in CV. The Project enabled the obtention of systematic knowledge on social protection in the country, both in the contributory and not-contributory segments, as well as on the strengths and weaknesses of each sector. Institutions are now equipped with tools that allow, on one hand, to take action with regard to fostering the extension of coverage, and monitoring the extension process, on the other. The conditions were created for diagnosis of the situation of the possible beneficiaries of the non-contributory scheme, which allows for a fairer selection and therefore better equity.</p>
<p>· To what extent the Project implementation strategy include the proper interventions to contribute with the objective of linking contributory and non-contributory social security programs?</p>	<p>I do not think the interconnection of programs along the lines above was major objective. Nonetheless, it must be noted that the creation of computing platforms contributed to cross-checking information on beneficiaries in order to avoid duplication of rights to benefits and, in some cases, provide information on income, having an impact in the fight against opportunism and abuse by recipients.</p>

<u>Evaluation question</u>	<u>Response</u>
<ul style="list-style-type: none"> <li>What are the areas for further scaling up and reinforcement of the Project achievements?</li> </ul>	<p>The training of human resources in the area of social protection, computer development, organization and production of statistics and information management, actuarial valuation and ongoing legislative development.</p>
<p>Is the Project implementation coordinated with other ILO, UN and governments initiatives in social protection? What are those programmes?</p>	<p>The WHO appears appointed as a participant in the specific case of health financing and its impact on the disease management branch of the INPS</p>

## Efficiency

<u>Evaluation question</u>	Response
<ul style="list-style-type: none"> <li>What are the partnership arrangements in the implementation of the Project at various levels, community, municipal, inter-ministerial, interdepartmental, and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships?</li> </ul>	<p>With regard to the extension of coverage, there is a clear idea of the need for partnerships. Also, the most important partners of the Project have been identified (e.g. public institutions, NGOs and Churches). There is a need to operationalize the interventions needed to establish quantitative targets with each partner.</p>

<u>Evaluation question</u>	Response
<ul style="list-style-type: none"> <li>· Has the Project implementation benefited from the ILO's technical resources and international experiences efficiently and in what ways?</li> </ul>	<p>Different consultants, trainers and members of the technical team of the Project had an effective participation, which can be confirmed by the degree of implementation of Projects and quality of results. The mutual understanding between national and foreign technicians involved in Projects must be highlighted as this greatly contributes to the results.</p>
<ul style="list-style-type: none"> <li>· What evidence is there of cost-effectiveness in the Project's implementation and management?</li> </ul>	
<ul style="list-style-type: none"> <li>· What are the good practices and lessons learned noteworthy of documentation?</li> </ul>	<p>The quality of the designs of Projects, which is tailored to the needs of the institutions, contributes to the strengthening of beneficiary institutions and for the development of social protection of Cape Verde. The importance of meeting deadlines in Project execution showed several weaknesses and requires greater efforts from the different parties. Another aspect to highlight is the need to disseminate information on the Projects in order to obtain commitments from the partners.</p>

## Effectiveness

<u>Evaluation question</u>	Response
<ul style="list-style-type: none"> <li>· The extent to which the overall Project goals, immediate objectives, and expected outputs, qualitatively and quantitatively have been achieved or met.</li> </ul>	<p>The result is considered positive when analyzing the degree of implementation of the different Projects, although there might be some that need to be concluded. After analyzing the Projects to be completed, it can be said there is still time for their full completion, although in some cases there are strong dependencies of other entities, including the Government, for the cases of legislative nature.</p>
<ul style="list-style-type: none"> <li>· Examine the achievements of immediate objectives using specified products and activities indicators linked to each immediate objective.</li> </ul>	<p>The answers provided in question 1.6 apply.</p>
<ul style="list-style-type: none"> <li>· In particular, what are the Project achievements in terms of:</li> </ul>	
<ul style="list-style-type: none"> <li>a. Improvements in the effectiveness and outcomes of social protection institutions in the PALOP (Cape Verde and Mozambique), achieved through the acquisition of new competencies, the definition of policies and programs, and the use of suitable management methods and an improved ability to coordinate efforts nationwide.</li> </ul>	
<ul style="list-style-type: none"> <li>b. Guaranteeing access for the different actors involved in extending social protection to new resources of information on best practices and research worldwide, enabling them to learn and improve the extent and effectiveness of social protection.</li> </ul>	<p>The exchange of regional and international experiences and the information exchange between technicians of the institutions, the topics introduced in the training sessions pinpointing the different realities and experiences on social protection in general and in particular on specific topics such as extending coverage and financing provided a broader view to managers and workers with regard to the impact of social protection and its complexity.</p>



Evaluation question	Response
<ul style="list-style-type: none"> <li>What are the adjustments that have been made in the programme implementation due to the recommendations from the Project Steering Committee? What motivated these adjustments? To what extent were these adjustments effective and enhanced the Project's outcome achievements?</li> </ul>	
<ul style="list-style-type: none"> <li>What are the Project's monitoring and evaluation arrangements to ensure that the Project is on track with regard to the expected outcomes?</li> </ul>	
<ul style="list-style-type: none"> <li>What are the "surprising" achievements and challenges in the course of the implementation?</li> </ul>	<p>The results of the different Projects contributed to institutional strengthening, creating conditions for moving forward with the extension of coverage according to the defined schedule, based on the characterization of the different sectors of economic activities, and their potential.</p>
<ul style="list-style-type: none"> <li>In which areas of Project implementation, tripartism could be integrated meaningfully?</li> </ul>	<p>The issue of sustainability, the extent of tax evasion, the recovery of debts, control fraud in benefits, good management of investment funds, should integrate a tripartite agenda so as to so build consensus mutual accountability.</p>
<ul style="list-style-type: none"> <li>The extent to which the social partners have been involved in the implementation of the Project.</li> </ul>	<p>Overall, the involvement of the social partners is considered weak given the difficulties for information sharing and in establishing commitments to the Project.</p>
<ul style="list-style-type: none"> <li>The level of coordination and collaboration achieved with the International Training Centre of the ILO in Turin.</li> </ul>	<p>The training activities undertaken with the assistance of the Training Centre of Turin proved relevant both for the content and the quality of the trainers involved and the methodologies used.</p>
<ul style="list-style-type: none"> <li>What are the good practices and lessons learned noteworthy of documentation?</li> </ul>	

## Sustainability and impact

Evaluation question	Response
<p>· Are the Project's achievements sustainable? What are they?</p>	<p>Yes. This answer is justified by the existence of a legislative reform , the organization and structuring of the CNPS with the introduction of management tools in the context of major technological modernization, the design of the statistics production plan, and the actuarial valuation, which will show the way for ensuring sustainability.</p>
<p>· What are the elements of the programme achievements that are not likely to be sustainable?</p>	<p>Broadening the coverage of non-contributory and contributory schemes depends on certain variables and the Project, in and of itself, is not a guarantee of its implementation. The country's economic growth and the need to combat informality are crucial to the success of the extension of coverage and to the enhanced quality and quantity of benefits.</p>
<p>· What are the necessary actions/interventions by the ILO and donors to ensure that the achievements of the programme can be sustained and provide a meaningful platform for further capacity building of the Governments of Cape Verde and Mozambique?</p>	<p>The first consideration is that institutions have achieved progress with regard to their organization, a success that must be consolidated. The need to strengthen human resources in order to have experts in different fields of social protection, requires that the adequate training process be selected. This also requires the ILO to continue providing their support.</p>
<p>· What are the impacts of the Project?</p>	<ul style="list-style-type: none"> <li>• Gains with regard to institutional visibility.</li> <li>• Extension of benefits through the Mutual Benefit Fund,</li> <li>• Improvement of the legal framework and its harmonization with institutional objectives in line with the Government's program;</li> <li>• The existence of indicators to evaluate the development of systems</li> <li>• Conducting awareness campaigns</li> </ul>
<p>a) What are the emerging impacts of the Project and the changes that can be causally linked to the Project's intervention?</p>	

Evaluation question	Response
b) To what extent has the Project made a significant contribution to broader, longer term development impact?	
c) What are the realistic long-term effects of the Project in terms of enhancing institutional capacity and extension of social protection?	
· Have the risk factors that need to be mitigated to ensure maximum and sustainable capacity enhancement after the conclusion of the Project been addressed?	
· What are the good practices and lessons learned noteworthy of documentation?	

#### **Appendix 4 - Data collection instruments**

Name	
Organization	
Position	
Time in the organization	
Description of the organization	
E-mail	
Telephone	
<b>Relevance and strategic Fit</b>	
1.1 Does the Project design effectively address the national development priorities, UNDAF, DWCP, and donor's specific priorities/concerns in Cape Verde and Mozambique?	
1. 2. Were the Project's strategic elements (goals, outputs, implementation strategies, targets and indicators) achievable? Is the intervention logic realistic? If not, why? And what should have been done differently?	
1.3 Does the Project design effectively integrate the interests of different stakeholders and final beneficiaries of social protection programmes?	
1.4 To what extent does the Project design and implementation strategy is consistent with the Project's objective in terms of extension of social protection to vulnerable and non-covered population groups (poor children, informal economy workers, etc.)?	
1.5 To what extent the Project implementation strategy include the proper interventions to contribute with the objective of linking contributory and non-contributory social security programs? 1.5	

Name	
Organization	
Position	
Time in the organization	
Description of the organization	
E-mail	
Telephone	
1.6 What are the areas for further scaling up and reinforcement of the Project achievements?	
1.6.1a Is there a training plan?	
1.7 Is the Project implementation coordinated with other ILO, UN and governments initiatives in social protection? What are those programmes?	
<b>2. Efficiency</b>	
2.1 What are the partnership arrangements in the implementation of the Project at various levels, community, municipal, inter-ministerial, interdepartmental, and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships?	
2.2 Has the Project implementation benefited from the ILO's technical resources and international experiences efficiently and in what ways?	
2.3 What evidence is there of cost-effectiveness in the Project's implementation and management?	
2.4 What are the good practices and lessons learned noteworthy of documentation?	
3. Effectiveness:	

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3.1 The extent to which the overall Project goals, immediate objectives, and expected outputs, qualitatively and quantitatively have been achieved or met.	
3.2 Examine the achievements of immediate objectives using specified products and activities indicators linked to each immediate objective.	
3.3 In particular, what are the Project achievements in terms of:	
3.3a Improvements in the effectiveness and outcomes of social protection institutions in the PALOP (Cape Verde and Mozambique), achieved through the acquisition of new competencies, the definition of policies and programs, and the use of suitable management methods and an improved ability to coordinate efforts nationwide.	
3.3b. Guaranteeing access for the different actors involved in extending social protection to new resources of information on best practices and research worldwide, enabling them to learn and improve the extent and effectiveness of social protection.	
3. 4 What are the adjustments that have been made in the programme implementation due to the recommendations from the Project Steering Committee? What motivated these adjustments? To what extent were these adjustments effective and enhanced the Project's outcome achievements?	

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3.5 What are the Project's monitoring and evaluation arrangements to ensure that the Project is on track with regard to the expected outcomes?	
3. 6 What are the "surprising" achievements and challenges in the course of the implementation? In the short term , medium term.	
3. 7 In which areas of Project implementation, tripartism could be integrated meaningfully?	
3.8 The extent to which the social partners have been involved in the implementation of the Project.	
3. 9 The level of coordination and collaboration achieved with the International Training Centre of the ILO in Turin.	
3. 10. What are the good practices and lessons learned noteworthy of documentation?	
<b>4. Sustainability and Impact</b>	
4.1 What are the elements of the programme achievements that are not likely to be sustainable?	
4.2 What are the necessary actions/interventions by the ILO and donors to ensure that the achievements of the programme can be sustained and provide a meaningful platform for further capacity building of the Governments of Cape Verde and Mozambique?	
4.3 What are the impacts of the Project?	
4.3a What are the emerging impacts of the Project and the changes that can be causally linked to the Project's intervention?	
4.3b To what extent has the Project made a significant contribution to broader, longer term development	

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impact?	
4.4c What are the realistic long-term effects of the Project in terms of enhancing institutional capacity and extension of social protection?	
5. Have the risk factors that need to be mitigated to ensure maximum and sustainable capacity enhancement after the conclusion of the Project been addressed?	
6. What are the good practices and lessons learned noteworthy of documentation?	
General questions	
What institutional factors affected the timely implementation of the Project?	
Which of the risks identified at the beginning of the Project actually became a reality? What strategies were used to address them?	
Was the level of political support of the Project important?	
What other agencies participated in the area of social protection?	
What is the annual budget of the institution?	
In this last stage, what priority activities -to be supported by STEP- are needed for strengthening the technical assistance process?	
Is there an additional plan for fundraising?	
What will happen after the STEP Project comes to an end?	

Source: Evaluation team



## **Appendix 5 – List of publications cited**

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## **Appendix 6 – Findings corresponding to the training provided by the International Training Center (ITC-ILO)**

A course on Health Systems Financing took place in Praia, Cape Verde between October 15 and 17, 2012. Fifty participants took the course and evaluated its results. The majority of participants (81.0%) represented government institutions and only 2.0% represented the private enterprise sector. On average, nearly all participants indicated the course: i) had achieved its objectives with the highest quality, ii) had adequately integrated gender issues in the training program, iii) had used well-organized logistics, iv) would allow them to apply what they learned and would benefit the institutions they represented.