



INTERNATIONAL LABOUR ORGANIZATION
Project Final Evaluation Report
 on
Social Security Quantitative Training for Africa (QUATRIN AFRICA)

1	Project title	Social security quantitative training for Africa (QUATRIN AFRICA)
2	Themes	QUATRIN AFRICA is a capacity building project with the objective to establish academic and continuing education programmes to strengthen the financial governance of social security schemes in African countries.
3	Country	Project location: Geneva, Addis Ababa and Mauritius
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5	Donor	RBSA Fund (Government of the Federal Republic of Germany)
6	Project start	1 July 2008
7	Project completion date	30 June 2012
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9	Implemented by	ILO Regional Office for Africa, Addis Ababa, with technical backstopping by the Social Security Department, Geneva
10	Responsible ILO Officials	Mr. Christoph Schumacher-Hildebrand; Mr. Andrew Allieu
11	Collaborating ILO Units/Offices	ITC-ILO, Turin
12	Geographical coverage	Burundi, Cameroon, Guinea, Lesotho, Madagascar, Mozambique, Namibia, Nigeria, Rwanda, Senegal, Sierra Leone, Zambia
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a.	<i>Type of evaluation</i>	Independent evaluation
b.	<i>Evaluation Manager</i>	Mr. Gugsu Yimer Farice, Senior M&E Office, ROAF
c.	<i>Evaluation period</i>	October 14 - November 23, 2011
d.	<i>Name of evaluator</i>	Prof. Oladele O. Arowolo
e.	<i>Evaluation report submitted</i>	24 November 2011

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List of Acronyms and Abbreviations

AERC	African Economic Research Consortium
AFD	Agence Francaise de Development
ARM	Africa regional Meeting
AU	African Union
CSAE	Centre for Studies of African Economies
CTA	Chief Technical Advisor
DFiD	Department of International Development
DSA	Daily Subsistence Allowance
DWAA	Decent Work Agenda in Africa
FRG	Federal Republic of Germany
GDP	Gross Domestic Product
HRD	Human Resource Department
ILO	International Labour Office
ITC	International Training Centre
ITUC	International Trade Union Confederation
MGSoG	Graduate School of Governance of Maastricht University
M.Sc.	Master of Science
MU	Maastricht University
QA	QUATRIN AFRICA
SDC	Swiss Agency for Development and Cooperation
ROAF	Regional Office for Africa
SECSOC	Social Security Department
SPF	Strategic Policy Framework
TOR	Terms of Reference
UoM	University of Mauritius
MoU	Memorandum of Understanding
OECD	Organization of Economic Development and Cooperation
QUATRIN	Social Security Quantitative Training
UN	United Nations
UNECA	United Nations Economic Commission for Africa
UNICEF	United Nations Children's Fund

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Prof. Oladele O. Arowolo
External Collaborator

Executive summary

Introduction

The third Strategic Objective in the 2008/09 ILO Programme and Budget is 'Enhance the coverage and effectiveness of social protection for all'. In support of this objective, a project on 'Social security quantitative training for Africa' (QUATRRAIN AFRICA) was developed by the ILO in 2008. It is a Master of Science (MSc) in Social Protection Financing Programme, established through a partnership between the ILO and the University of Mauritius (UoM), with the financial support of the Federal Republic of Germany. It is expected that the knowledge acquired from the Programme would strengthen the management, financial governance and sustainability of existing social protection schemes, lead to future improvements in the schemes, develop new financially sustainable and well-managed schemes where gaps exist, and, as a consequence, reduce poverty and enhance welfare in African countries.

Purpose of evaluation

The purpose of the evaluation is to assess the extent to which the project has achieved its objectives with special focus on its relevance, effectiveness, impact, sustainability and efficiency. The evaluation covered the full project period from commencement to end (1 July 2008 – 31 December 2011). The principal clients for this evaluation are: the constituents and project partners in target countries and regions, the donor (Republic of Germany), the ILO implementation unit at the Regional Office for Africa, the technical backstopping unit at Headquarters SECSOC, ACTRAV, ACTEMP, ILO field offices.

Methodology

The evaluation has been based on data and information collected by the External Collaborator (EC) from both primary and secondary sources. Information gathering from secondary sources consisted of a desk review of project documents, progress reports, mission reports, records of discussion, the Agreement (and Annexes) between the ILO and the University of Mauritius for the establishment of the Masters Programme, and related documents. Data collection from primary sources involved field visits by the EC first, to the project office in ROAF in Addis Ababa, where the staff, including the CTA and Project Officer, were engaged in useful discussions; and second, to UoM where the EC had discussions with the project management, Office staff and the Vice-Chancellor of the University. Although, the limited time available for this study did not permit extensive consultations as initially designed, it was still possible to collect materials and first-hand information required for this evaluation, thereby assuring the integrity of the data base for this report.

Evaluation Findings

Project performance

Significant progress has been made in achieving the first two outputs of the project; the third output was speculative and no budget provision was made for this output at the design stage. Budgetary constraints required project management to prioritize outputs and to identify ones which would only be done if additional resources can be found; this was the output that has been so identified. The ROAF was not able to generate the additional resources needed to address this output, which was to train 100 social

security managers. Since a good number of the trainees for the Executive Masters programme are already managers, programme management thought that implementation of this output would have been a duplication.

Initial project efforts focused on output 1: Programmes for members of administrative and supervisory bodies of social security systems designed and 200 members of such bodies trained in the financial monitoring of social security systems. Project office locations were established in ROAF (Addis Ababa); SECSOC (Geneva), with support by ILO-ITC; and UoM (Mauritius). Project Office at ROAF has been supported by officials from SECSOC, Geneva in preparing the take-off of the project and its effective functioning, while the office at UoM has been managing the recruitment and training of students Executive Masters Programme. The ILO office of the project has been staffed with two experts each and have contributed immensely to the production of technical Guides and Manual for the planned seminars and training. On its part, the project office at UoM Trust has been managed by a Director, an Assistant Director and one Administrative Assistant. The Oversight Board, constituted in terms of the Agreement between UoM and ILO, has been serving as the coordinating body for the QA programme. As planned the training programme for Governors was developed, and all the series of Governors' seminars were held successfully and additional request from the constituents were honored.

The training of social security "governors" consisted of six (6) seminars, held in English, French, and Portuguese as follows: December 2008, Turin, two parallel sessions in English and French, 40 participants; May 2009, Livingstone (Zambia), in English, 40 participants; August 2001, Bujumbura (Burundi), in French, 47 participants; July 2010, Lomé (Togo), in English and French, for workers' representatives on boards of directors of social security institutions; organized at the request of and in partnership with the Africa office of the International Trade Union Confederation, 24 participants; September 2010, Maputo (Mozambique), in Portuguese, for Portuguese-speaking African countries, 47 participants. In all, 198 social security "Governors" have been trained from 27 African countries - Angola, Benin, Burkina Faso, Burundi, Cameroon, Cape Verde, Democratic Republic of Congo, Côte d'Ivoire, Gambia, Ghana, Guinea, Kenya, Lesotho, Madagascar, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, South Africa, Togo, Tunisia, Uganda and Zambia.

On Output 2 (A Masters Programme and a Distance Learning Programme for Financial Management of Social Security Systems designed and established at two African universities), the ROAF and SECSOC considered universities in Ghana, Mauritius, Namibia, Senegal, South Africa and Uganda as possible sites of the QA Programme. Following their analysis, it was concluded that only the University of Mauritius (UoM) fully met all the criteria, and was thus selected. The UoM undertook some initial investments in office infrastructure and supplies to establish its Secretariat. To this end, the Programme purchased and installed 30 new computers, with all necessary programmes and accessories, Internet access, and standard ergonomic furniture; enlarged the existing computer lab and library facilities; purchased books for the library; and renovated the teachers' room.

Initially, 50 students were targeted for admission in the 2010/11 academic year, with

priority given to serving officials from African social security institutions and ministries. Advertisements were placed in a number of media, including the *Economist*, *Jeune Afrique*, *New African*, *ISSA Newsletter*, and two websites designed and hosted for the programme by the ITC-ILO and the UoM. Admissions Committee comprising UoM and ILO selected qualified candidates. Out of 60 applications received (from 12 countries: Burundi, Cameroon, Cape Verde, Gabon, Lesotho, Madagascar, Mauritius, Nigeria, Palestine, Sierra Leone, Tanzania, Zambia), 32(53.3%) were enrolled for 2010/11 academic year: comprising 29(91%) international and 3 local (Mauritian); in terms of gender, 26 (81.25%) males and 6(18.75%) females. The programme was offered in English and French.

In terms of materials for training, the UoM prepared a course outline and detailed course 'blockbooks' for each of the 10 modules were developed and are being used by students and staff. The principal texts for the Masters Programme from series on *Quantitative Methods in Social Protection*, were produced by the ILO and ISSA. As planned, QA website was developed: www.uom.ac.mu/uomtrust/ilo and linked to the UoM website. ILO also established a link: www.quatrain-africa.itcilo.org. The Secretariat has been managing the course website and other communications in relation to the programme; the local application of the on-line social security modelling tool has been finalized and applied for training; in the long-term, the tool will be also be available to ILO constituents. The programme also planned to organize and finance 24 internships in OECD countries for African experts. The purpose of the internships was the give the Msc graduates hands-on experience. The first cohort "officially" graduated in October 2011, and it has been agreed that the Social Security Department in Geneva will organize the internships later.

Validity of the design

The absence of a comprehensive, single project document points at a gap in the design of this project. Located in ROAF (Addis Ababa), SESOC (Geneva), UoM (Mauritius), and without a single comprehensive document in which related activities, budget allocations and expenses are jointly defined, project implementation appears fragmented and management has been a little challenging, and more so for this evaluation. No doubt, all the elements of a project document are there in the management records; however, the need to put the disparate objectives, outputs and their definitions together in a logical frame for an efficient project management, including monitoring and evaluation, has not been addressed by project management.

The expected outcomes of QUATRAN AFRICA (QA) are the long-term reduction of poverty and the improvement of welfare in African countries. The overall objective of QA project is to establish academic and continuing education programmes to strengthen the financial governance of social security schemes in Africa. The project outputs are: i) Programmes for members of administrative and supervisory bodies of social security systems designed and 200 members of such bodies trained in the financial monitoring of social security systems; ii) A Masters Programme and a Distance Learning Programme for Financial Management of Social Security Systems designed and established at two African universities and 40 experts trained; and iii) Programme for social security managers from ministries, institutions and organizations of workers and employers in selected countries designed and 100 managers trained.

The outcomes, objectives and outputs of the QA are quite relevant and together they address needs at country and regional levels in Africa.

Sustainability

The major factor in the sustainability of the QA programme is finance. The QA project itself has the built-in strategy of making the best of its revenue sources, which consist of three items: tuition fees, financial support from the ILO through QA, and financial and in-kind contributions by the UOM Trust. The tuition fee amounts to USD 8,000 per student; and the various scenarios considered under the *Business Plan for the period, 1 October 2009 to 31 July 2015* reveal that the Programme will have no financial problems as long as there are always at least 25 students (Base and Steady Scenarios), and it will be able to survive with only 22 students enrolled each year but it will not be able to pay fellowships. Analysis of the situation has revealed that the UoM is not in a position to provide substantial financial and in-kind contributions to the Programme, especially in light of recent budget cuts. Perhaps, focusing on the social security institutions from where potential students are attracted, rather than the potential students themselves could produce a better guarantee of more fee-paying students in the future.

One of the cost saving measures recommended in the Business Plan (2009-2015) is to explore the possibility of reducing the participation of international guest lecturers, while increasing the international attractiveness of the programme in order to promote the growing enrolment of fee-paying students.

The German donation which started off this programme must be commended; but the rather narrow focus on the same donor for the future of QA project is not justifiable, particularly since there is no guarantee of continued support by the Donor to this programme after the 2011. The evaluation has revealed that quite a number of international institutions have already been contacted by QA `management and further discussions are awaited with institutions such as SfDB, WB, UNDP, UNICEF; EU, DFiD; GIZ; USAID; AusAID; SDC; UNECA; OPEC; UNESCO; AU; COMESA; and SADC. Some of these agencies have unofficially expressed an interest in supporting QA programme, and this should be further explored by programme management.

Effectiveness

Following the take-off of the project, the ILO team has been consistent and effective in providing technical and management support to the project. Technical support included part-time teaching by selected staff and contribution to the development of the Training Manual for Governors and Modules for the delivery of the Masters programme at UoM.

In order to facilitate the training of Governors as scheduled in the QA programme of work, ILO prepared and published a book: *Governance of social security systems: A guide for board members in Africa*, in 2010, and an accompanying training manual. The *Guide* is available in paper and electronic form in English and French and in electronic form in Portuguese and Arabic. More than 3,000 copies of the paper version have been distributed. Copies of the *Guide* and training manual are available from the International Training Centre of the ILO in Turin.

The training of students is a major output of the QA programme. The original intent of this output was to have two Masters Programmes, one at an English-speaking African university and the second at a French-speaking university. However, due to financial and logistical challenges, it was decided by project management that only one Masters programme would be established, and that it would be located in a bilingual institution. The training of students under this programme originally included a Distance Learning Programme. However, because of the limitations on Internet broadband width in Africa, project management concluded in the project planning phase that a Distance Learning Programme would not be technically feasible in the time period of the project. Accordingly, the Distance Learning Programme was dropped; but as the programme expands in the years to come, Distance Learning could be re-considered given its flexibility to students and tutors as well.

The fellowship award to 28 deserving students proved to be particularly effective in attracting students to the QA programme. Although 30 students were targeted for admission during the current (2011/2012) academic session (2nd in the programme), only 12 were enrolled, largely because of lack of financial support. Such a sharp decline in subscription to the programme is rather too early and difficult to extrapolate; but should such a trend continue, it could undermine the sustainability of the programme. This is why this evaluation suggests that the revenue generation base of the programme should be radically expanded by enlisting the interest of potential institutions in collaborating with ILO on this programme.

Overall pass rate among the graduating students was 100%, although 3 students were required to re-sit Modules 2 and 3 respectively. Feedback on the quality of the final projects/dissertations (module 10) was also excellent. As a quality assurance measure, the University of Mauritius, appointment Professor Jan Vranken, of Universiteit Antwerpen, as External Examiner to the programme. His report has given a very positive assessment of the programme and quality of candidates. As intended by the ILO and donors, the majority of the graduates are personnel of social security institutions and government departments, and have all returned to serve in different capacities in their countries. ILO and UoM plan to conduct a tracer study to follow up on the performance of granduands on their jobs.

Efficiency

The QUATRRAIN AFRICA (QA) project was set up with a donation of US\$3,948,279 by the Government of the Federal Republic of Germany, and placed in the ILO RBSA Fund category; this placement has negative cost implications, as opposed to a TC project. Project implementation has been shared by ROAF, SECSOC and UoM. The overall financial implementation rate was slightly higher for SECSO (74.6%) than ROAF (70.8%); SECSOC implementation was largely concentrated on 'International staff' payments and ILO travels. On the other hand, ROAF's expenditures were mainly on 'Seminars', staff payments and contract awards.

In terms of efficiency, given the way the project has been financed (extensive use of international staff and award of service and non-service contracts) it is difficult to determine the degree of prudence in the management of funds, except to assume that since these services were given under the established ILO conditions and were found to be satisfactory, the financial transactions must have been efficiently managed. However,

there are indications that the implementation of the project has been made more complicated by the delay in the release of funds and the absence of clearly defined ILO internal procedures for RBSAs.

Under the terms of the Service Contract, the ILO provided the UoM with US\$ 612,320 to cover the programme's start-up costs and its delivery in the first academic year (August 2010 through May 2011). The largest part of the ILO financing - US\$ 470,000 - was for fellowships. The ILO also undertook to provide 75 percent of the lecturers for the first year of the programme (25 percent from its own resources/staff and 50 percent through a contract with Maastricht University). QA financed fellowships were awarded to all 28 admitted candidates from QA countries, amounting to a total of US\$ 296,000, this leaves a total of USD 174,000, which has been re-profiled for award in the second/or subsequent years.. The rather skewed distribution of recipients of the fellowship awards, with half of them from Zambia, is hardly justifiable; management should take appropriate measures to avoid such an obvious allocation bias.

To its credit, UoM has been adopting some cost-cutting measures in the delivery of modules in the past year. For example, the delivery of modules taught by international resource persons has been streamlined in such a way that the delivery of a standard module has been reduced, where possible, from 4 weeks to 2 or 3 weeks. Overall, the ILO funds allocated to UoM for the management of the QA programme have been well managed and efficiently utilized under the prevailing conditions.

Deployment of high-quality human resources (experienced and technically competent) has been the major characteristic of the QA programme; from ROAF, SECSOC, ILO-ITC, UoM and MU, all contributed to this training programme through resources and materials development, training and/or delivery of modules. Although the point has been raised by ILO and UoM about the relatively high cost of attracting international experts and teachers to the programme, this is inevitable at the start of this type of programme. UoM has suggested that teaching capacity, if supported, could be built locally, and this would be much cheaper and should ensure the sustainability of the programme in the longer-term. To cut down suddenly and drastically on international teachers' interventions could damage the quality of the programme; however, a gradualist approach, predicated on local capacity building, should prove more effective.

Main recommendations and follow-up

- a) Given that the QA project will officially end in December 2011, (although the Agreement between UoM and ILO defined the first 5 years of the QA programme as covering the period from August 2010 through July 2015), project management (ILO and UoM) should design a comprehensive project document for the bridging period (2012-2015) based on the current Agreement between the ILO and UoM under the Section POST QUATRRAIN PHASE.
- b) A resource mobilization strategy should be designed and implemented by ILO and UoM, building upon information already accumulated by project management, in the interest of sustainability.
- c) Programme management should continue to pursue alternative sources of revenue for QA, particularly with agencies that have signaled interest in supporting this programme in one form or another, in order to assure the sustainability of the programme.
- d) In order to promote increasing subscription of fee-paying students to the Executive Masters Programme, management should focus more on the social security institutions across Africa rather than the potential students.
- e) ILO should mobilize resources for the training of trainees who are not managers, as such an output is relevant to the QA objectives.
- f) The ILO (Social Security Department in Geneva) should organize the internships for the QA graduates as planned.

Possible future directions

- a) The UoM and ILO should consider an expanded phase of the Executive Masters Programme, which incorporates the Social Security Financing Programme into the Graduate School of Governance of UoM.
- b) Given that the programme is in favor of one language (English) at UoM, the ILO should explore the replication of the Executive Masters Programme in a French Speaking African country.

Important lessons learned

- a) The use of international staff for the delivery of modules at UoM and training at seminars, though rather expensive, is inevitable during the initial phase of this programme; but it provides an opportunity for management to reflect on cost-saving measures and resource mobilization strategies for the sustainability of the programme.
- b) The German donation which started off this programme must be commended; but the rather narrow focus on the same donor for QA project is not justifiable, particularly since there is no guarantee of continued support by the Donor to this programme after the 2011.

Main report

1. Background on the project and its logic

It has long been established that social security is a fundamental human right through numerous international instruments¹. However, the exercise of the right to social security and social protection is not universal; such right is being denied to vast numbers of persons in Africa, and has constituted a major factor in the persistence of widespread poverty of significant proportions of the population.

The African Social Protection Floor Declaration was adopted by the highest levels of tripartite representation at the Second African Decent Work Symposium in 2010². The Social Protection Floor is a global concept which represents “a certain minimum level of social protection, a set of basic social rights, services and facilities that the global citizen should enjoy.” As a coherent social policy it is aimed at promoting national strategies for minimum level of access to essential services and income transfers for all. The idea behind the concept is that employment has to be accompanied by social protection in order to enable one to exit the crisis and hence break out of poverty and vulnerability. The ILO has observed that the absence of social protection for a vast majority of Africa’s population leaves them at the mercy of economic downturns, worsened by the global economic crisis. The crisis has reinforced the perception that the extension of social protection should be a high priority³.

The Yaoundé Tripartite Declaration on the implementation of the Social Protection Floor (2010) recognized, among others, that social security is a human right that needs to be realized; and the implementation of the Social Protection Floor can best be determined in a national decision-making and social dialogue process. The Declaration noted that, while there are glaring social security coverage gaps in Africa, notably in the informal economies, and rural areas, casual work and cultural work, together with severe inequities in particular in relation to gender, the realization of the Social Protection Floor with all its elements depends on a strong and sustained political commitment. The Symposium concluded with a number of far-reaching commitments by the African delegates.

¹ Namely, the *Declaration of Philadelphia* (1944) which is an integral part of the Constitution of the International Labour Organization, the *Universal Declaration of Human Rights* (1948) adopted by the General Assembly of the United Nations, and the *ILO Declaration on Social Justice for a Fair Globalization* (2008) adopted by the International Labour Conference.

² ILO, 2nd African Decent Work Symposium 2010, 06-08 October 2010, Yaoundé, Cameroon.

³ At its 100th Session, the International Labour Conference (June 2011) adopted a Resolution on social protection (social security) which reconfirms the role of social security as a human right and a social and economic necessity for countries at all levels of development. The Conference stressed that social dialogue is essential in identifying and defining priority policy objectives; the design of the corresponding benefits, entitlements and delivery methods; the allocation of the financial burden between generations and between contributors and tax payers; and the need to find a fair balance between social expectations and financial constraints. [ILO, Global Extension of Social Security: www.ilo.org/gimi/gess]

ILO recognizes that sound governance of social protection schemes, particularly their effective financial governance, is an essential prerequisite for the enhancement of the coverage and effectiveness of social protection. The ILO Decent Work Agenda in Africa (2007–2015) has among its 17 targets: *All African countries adopt coherent national social security strategies, including for the introduction or extension of a basic social security package that includes essential health care, child support for school age children and a minimum pension.* Following the adoption of DWAA in 2007, ILO endorsed the ‘*Strategic Policy Framework 2010–15 (SPF): Making decent work happen*’ document in 2009. The SPF represents ILO’s medium-term planning framework, an expression of the ‘strategic orientation of the Organization, what it aims to achieve and how’. It was developed in response to the needs of ILO constituents, to enable them deliver effectively on the Agenda, including the DWAA.

The third Strategic Objective in the 2008/09 ILO Programme and Budget is ‘Enhance the coverage and effectiveness of social protection for all’. Under Intermediate Outcome 3a – ‘more people have access to better managed social security benefits’ – Immediate Outcome 3a.2 is ‘Improve member State capacity to manage social security schemes and to implement policies focused on improving social security systems’. One of the three components of the Outcome 3a, the campaign on extending social security, is “The building of administrative and organizational capacity in developing countries to enhance good governance as a necessary condition for implementing the plans.” To this end, a project⁴ on ‘Social security quantitative training for Africa’ (QUATRAN) was developed by the ILO in 2008. QUATRAN AFRICA is designed to strengthen the governance of social protection schemes in Africa, an essential prerequisite for the enhancement of the coverage and effectiveness of social protection – a strategic objective of the Decent Work agenda. The project encompasses several interventions aimed at enhancing capacities of policymakers, administrators, tripartite partners and financial analysts responsible for the planning and management of social protection schemes.

It is expected that the knowledge acquired from the Programme will help strengthen the management, financial governance and sustainability of existing social protection schemes, lead to future improvements in the schemes, develop new financially sustainable and well-managed schemes where gaps exist, and, as a consequence, reduce poverty and enhance welfare in African countries.

2. Purpose, scope and clients of the evaluation

2.1 Purpose

The purpose of the evaluation is to assess the extent to which the project has

⁴ Project: Strengthening Financial Governance of Social Security in Africa, July 2008-December 2009.

achieved its objectives with special focus on its relevance, effectiveness, impact, sustainability and efficiency. Based on the assessment, the evaluation will also highlight lessons learnt from the project and draw up recommendations. The evaluation will also highlight lessons for projects covered by the RBSA funding.

2.2 Scope

The evaluation will cover the full project period from commencement to end (1 July 2008 – 30 June 2012). Key evaluation questions include the project's contribution to social security administration and governance, contribution to Decent Work Agenda Outcomes, social security/protection –related P&B outcomes, and constraints and difficulties encountered in achieving the project outcomes.

2.3 Clients

The principal clients for this evaluation are: the constituents and project partners in target countries and regions, the donor (Republic of Germany), the ILO implementation unit at the Regional Office for Africa, the technical backstopping unit at Headquarters SECSOC, ACTRAV, ACTEMP, ILO field offices.

3. Methodology

3.1 Approach

The evaluation has been based on data and information collected by the External Collaborator from both primary and secondary sources (see Work Schedule, Annex 1). The study commenced information gathering from secondary sources, consisting of a desk review of project documents, progress reports, mission reports, records of discussion, the Agreement (and Annexes) between the ILO and the University of Mauritius for the establishment of the Masters Programme, External Collaborator and Service Contract outputs produced under the project, tools and materials developed under the project. In addition, the study explored the internet to see how the QUATRIN programme has been reflected in the University of Mauritius site, and also to seek additional relevant publications on this and related programmes by ILO and other sources (see Annex 2).

Regarding data and information from primary sources, the original plan, much of which could not be carried out due to time constraint, was to administer questionnaires by email and telephone/video interview/conferences with stakeholders (managers and board members of social security institutions, government ministries and departments, alumni of project training programmes, ILO Social Security Specialists, tripartite partners in project countries, other development partners in social protection, etc.). This approach was to be complimented by visits to project office (Addis Ababa) and Mauritius for consultations with ILO management and staff and implementation partners, beneficiaries and other key stakeholders. The External Collaborator visited the relevant ILO Department in the Regional Office (RO) in Addis Ababa and had

useful discussions with the two project managers, the CTA and the Project Officer.

As regards field visit to the University of Mauritius, it was thought that since the flagship product of the project is the Masters Programme in Social Protection Financing at the University of Mauritius (UoM), it would be worthwhile to visit the University to get a first hand assessment of the programme and conduct interviews with students, the programme secretariat and lecturers. The External Collaborator for this evaluation (EC) visited UoM and had discussions with the project management (Project Director and Assistant Director), Office staff and the Vice-Chancellor of the University. The visit also provided an opportunity to collect much needed documents in support of the desk review process.

3.2 Limitations

There was a delay in getting the execution of the contract for this exercise actually started, and this cut down on the time available for the field work. Additional constraint was imposed by the logistic difficulty in getting the EC from his duty station to Addis Ababa and to Mauritius within a short period. Perhaps due more to their response to an emerging students' welfare issue than to time constraint, it was not possible for the EC to meet with the students and have a discussion about their experience with the programme as scheduled. Nevertheless, it was still possible to collect materials and first-hand information required for this evaluation, thereby assuring the integrity of the data base for this report.

4. Findings:

4.1 Summary of Project achievements

This section of the report presents the findings of the evaluation in accordance with the TOR. The first part sums up the achievements made so far in implementing the objectives of the project and is presented in a Logical Framework (LogFrame) format in Table 4.1 to show clearly how the project outputs and their indicators relate to specific objectives, and the progress made toward achieving respective indicator targets since the project started. This approach presupposes that the project document is clear in defining all the elements in the framework; but the evaluation found that it is by putting together the various papers that emerged in the process of concept definition, project definition (including MoUs) and progress reporting that such a LogFrame could be constructed.

Table 1: QA Programme - Summary of progress achieved

Outcome: Academic and continuing education programmes established and the financial governance of social security schemes in Africa strengthened				
Output	Output Indicator	Baseline/ Target	Progress achieved	Remarks
Output 1: Training programmes for members of administrative and supervisory bodies of social security systems developed and selected members of such bodies trained in the financial monitoring of social security systems.	1.1 QUATRAN project office established	<u>Baseline:</u> No project; 1 ILO Technical Officer, Social Security <u>Target:</u> Project Office; four staff	Project office established in ROAF; project has appointed/ deployed staff as follows: 1 CTA, located in ROAF, Addis Ababa; 1 Project Implementation Officer, located in ROAF, Addis Ababa; 1 Technical Officer, located in SECSOC, Geneva; and an IT Specialist, located in SECSOC, Geneva.	Project Office at ROAF has been supported by officials from SECSOC, Geneva in preparing the take-off of the project and its effective functioning
	1.2 Governance of Social Security System document produced	<u>Baseline:</u> 0 for Africa <u>Target:</u> 1 Training Guide for Africa and; 1 Manual based on the Guide	<i>“Governance of Social Protection System: A Guide for Board Members in Africa”</i> , and an accompanying training manual. The <i>Guide</i> is available in paper and electronic form in <u>English</u> and <u>French</u> and in electronic form in <u>Portuguese</u> and <u>Arabic</u> . More than 3,000 copies of the paper version have been distributed. Copies of the Guide and training manual are available from the International Training Centre of the ILO in Turin.	Drafts of the Guide used at Governors’ Seminars series I to IV and revised after each Seminar to reflect comments made by participants. The Guide developed in response to requests received from participants at the Governors’ Seminars in Livingstone and Bujumbura.
	1.3 Governors trained in social security administration	<u>Baseline:</u> 0 for Project training of Governors <u>Target:</u> 200 tripartite governors trained	Training programme for Governors developed. Series of Governors’ seminars held: a) Governors' Seminars 1 and 2 in English and French, conducted in Turin, 8-12 December 2008, with 40 participants; b) Governors' Seminar 3 was in English, at Livingstone, Zambia	Governors’ Seminars 1&2 included an assessment of the training needs of the social security institutions and ministries of each of the QUATRAN AFRICA countries. Seminar 3 brought together participants from the English-

			<p>25-29 May 2009, with 40 participants;</p> <p>c) Governors' Seminar 4 was in French and held in Bujumbura, Burundi 10-14 August 2009, with 47 participants. Project conducted ;</p> <p>d) Governors' Seminar 5 was in Portuguese, conducted in Maputo, Mozambique, September 20-24, 2010, with 47 participants. Workshop on actuarial reports for worker representatives, Lomé, July 5 -9, 24 participants.</p>	<p>speaking QUATRIN AFRICA countries. Seminar 4 brought together participants from the French-speaking QUATRIN AFRICA countries.</p> <p>Workshop on actuarial reports organized in response to request from Africa office of the International Trade Union Confederation (ITUC), in Lomé.</p>
<p>Output 2: A Masters Programme and a Distance Learning Programme for Financial Management of Social Security Systems designed and established at two African universities.</p>	<p>2.1 Partnership established with an African University</p>	<p><u>Beeline:</u> 0</p> <p><u>Target:</u> 1 suitable University in Africa</p>	<p>ROAF and SECSOC proposed the UoM as the location of the Executive Masters Programme to the Assistant Director-General and Regional Director for Africa; the proposal was approved on behalf of the Director-General.</p> <p>On 8 December 2009 the ILO and UoM concluded an agreement under which the UoM established a Master of Science Programme in Social Protection Financing.</p>	<p>The ROAF and SECSOC considered universities in Ghana, Mauritius, Namibia, Senegal, South Africa and Uganda as possible sites of the Programme. Analysis conducted by officials of the ROAF and SECSOC showed that only the University of Mauritius (UoM) fully met criterion (2). The UoM also fully met the other three criteria.</p>
	<p>2.2 Masters Programme Secretariat established at UoM to provide technical, organizational and administrative support to the planning, implementation</p>	<p><u>Baseline:</u> 0</p> <p><u>Target:</u> Programme Secretariat with appropriate management structure</p>	<p>Under the UoM Trust, the Programme Secretariat was established, and staffed by the Programme Director, the Assistant Director and an Administrative Assistant, working at 50% of standard time.</p>	<p>The Secretariat provided admin. services and processes, including visas, accommodation, admissions, logistic arrangements for lecturers & students; managed teaching contracts, and academic processes;</p>

				provided students' support and counselling; held regular meetings with students; and organized meetings of the Oversight Board.
	2.3 Start-up investments undertaken by UoM in support of the Programme	<p><u>Baseline:</u> UoM office structure</p> <p><u>Target:</u> Expanded structure and facilities adequate to the Programme.</p>	The Programme purchased and installed 30 new computers, with all necessary programmes and accessories, Internet access, and standard ergonomic furniture; enlarged the existing computer lab and library facilities; purchased books for the library; and renovated the teachers' room.	Programme management provided health insurance was provided to international students and the Secretariat facilitated access to services.
	2.4 Candidates recruited and trained for the Masters programme	<p><u>Baseline:</u> 0</p> <p><u>Target:</u> Recruit a minimum of 40 candidates for the Masters Programme and guarantee the tuition fees for their participation (MoU of 08 December 2008, Section 2D).</p>	50 students were targeted for admission in the 2010/11 academic year, with priority given to serving officials from African social security institutions and ministries; advertisements placed in number of media, including the <i>Economist</i> , <i>Jeune Afrique</i> , <i>New African</i> , <i>ISSA Newsletter</i> , and two websites designed and hosted for the programme by the ITC-ILO and the UoM. Admissions Committee comprising UoM & ILO selected qualified candidates. Out of 60 applications received (from 12 countries: Burundi, Cameroon, Cape Verde, Gabon, Lesotho, Madagascar, Mauritius, Nigeria, Palestine, Sierra Leone, Tanzania, Zambia), 32(53.3%) were enrolled for 2010/11 academic year: comprising 29(91%)	Under the terms of the Service Contract, the ILO provided the UoM with USD 612,320 to cover the programme's start-up costs and its delivery in the first academic year (August 2010 through May 2011); USD 470,000 was provided for fellowships to at least 30 candidates of the Programme in its 1st academic year. Fellowships were awarded to 28 admitted candidates from QA countries amounting to a total of USD 296,000.

			international and 3 local (Mauritian); in terms of gender, 26 (81.25%) males and 6(18.75%) females. The programme was offered in English and French.	
	2.5 Masters programme course content developed in English and French	<u>Baseline:</u> 0 <u>Target:</u> Course outline and detailed course 'block books' for each module available.	A course outline and detailed course 'block books' for each of the 10 modules developed and available. The principal texts for the Masters Programme from series on <i>Quantitative Methods in Social Protection</i> , produced by the ILO & ISSA.	Course outline, Modules and texts available in English and French.
	2.6 Internet platform created for the follow-up support of the trainees.	<u>Baseline:</u> UoM website <u>Target:</u> Special website for the Executive Masters Programme, also for <i>on-line social security modeling tool</i>	Linked to the UoM website, the Programme created its website: www.uom.ac.mu/uomtrust/ilo ILO also established a link: www.quatrian-africa.itcilo.org Design and development of on-line social security modeling tool Implementation of on-line social security modeling tool	The Secretariat managed the course website and other communications in relation to the programme; The local application of the on-line social security modelling tool finalized and applied for training; in the long-term, the tool will be also be available to ILO constituents.
	2.7 OECD internships organized and financed	<u>Baseline:</u> None <u>Target:</u> 24 internships in OECD countries organized & financed for African experts	The purpose of the internships was the give the Msc graduates hands-on experience. The first cohort "officially" graduated in October 2011. In our programme review mission in Mauritius in August 2011, it was agreed that the Social Security Department in Geneva will organize the internships. So this output is still on course. Part of the resources were	The internships were to give graduates of the Executive Masters Programme a 'hands-on' experience in applying what they learned in the Programme. The programme to be managed by ROAF /SECSOC allocated US\$96,000 to this output. Additional resources anticipated because the

			used to finance more fellowships for the master programme and to fund short term training in actuarial techniques for public pension systems at the ITC. Fellowships were granted to some participants from Africa.	implementation of the internships would extend beyond the end of the project.
Output 3: Training programme for managers designed and selected managers trained.	3.1 Managers' Workshop programme designed and selected managers trained	<u>Baseline:</u> Quite a significant number of potential trainees already managers. <u>Target:</u> 100 selected managers trained	Budgetary constraints required project management to prioritize outputs and to identify ones which will only be done if additional resources can be found; this was the output that has been so identified. The ROAF was not able to generate the additional resources needed to address this output. The list of graduates of the MSc programme and the summary of participants of the seminars, show that a good number of them are already managers in social security institutions.	Since a good number of the trainees for the Executive Masters programme are already managers, programme management thought that this output would have been duplication. Nevertheless, for trainees who are not managers, such a programme should be considered relevant, and ROAF should mobilize needed resources.

4.2 Analysis of progress achieved

This evaluation addressed the overall ILO evaluation criteria defined in the *ILO Guidelines for Planning and Managing Project Evaluation*. The criteria for evaluation, under which this section is presented, include project effectiveness; relevance and strategic fit of the project; the validity of the design; effectiveness of the management arrangements; efficiency of resource use and; project impact orientation and sustainability.

4.2.1 Effectiveness of programme

M.Sc SPF programme secretariat at the UoM

The establishment of a project office at ROAF was critical to the take-off of project activities. Between the project staff in ROAF and Geneva, from about July 2008, initial project document was formulated, negotiations with potential universities initiated, and ILO concluded partnership with University of Mauritius (UoM) with the Agreement signed 8 December 2009. Following the take-off of the project, the ILO team has been consistent and effective in

providing technical and management support to the project. Technical support included part-time teaching by selected staff and contribution to the development of the Training Manual for Governors and Modules for the delivery of the Masters programme at UoM.

Training of Governors

In order to facilitate the training of Governors as scheduled in the QA programme of work, ILO-ITC (Turin) prepared and published a book, *Governance of social security systems: A guide for board members in Africa*, 2010. The Guide has been made available in English and French and has been effectively to address the output on training programmes for members of administrative and supervisory bodies of social security systems in the financial monitoring of social security systems. In addition, a Training Manual based on the Guide was developed by the ITC, Turin, also available in English and French. The training involved a series of Seminars for 'Governors' (members of tripartite boards of directors of social security institutions, senior officials of such institutions, senior officials of government ministries involved in social security, and other decision-makers).

The first two Governors' Seminars, held concurrently in English and French, took place on 8-12 December 2008 at the ITC in Turin and 40 governors were trained. The training included an assessment of the training needs of the social security institutions and ministries of each of the QUATRRAIN AFRICA countries, and all presentations and papers from the Seminar are available on the 'virtual campus' of the ITC website. There is a link between the 'virtual campus' and other ILO websites, including that of the ROAF and GESS, which made the workshop output accessible to a much larger audience than the participating governors. The third Governors' Seminar brought together 40 participating governors from the English-speaking QUATRRAIN AFRICA countries in Livingstone, Zambia, on 25-29 May 2009, at the invitation of the Ministry of Labour and Social Security of Zambia. The fourth Governors' Seminar was held in Bujumbura, Burundi, on 10-14 August 2009, at the Invitation of the Ministère de la Fonction publique, du Travail et de la Sécurité Sociale. It brought together 47 participants from the French-speaking QUATRRAIN AFRICA countries. Again, all the presentations and papers at the English and French language Seminars are available on the 'virtual campus' of the ITC website to ensure a wider reach. The 5th Governors' Seminar was in Portuguese, and was conducted in Maputo, Mozambique, September 20-24, 2010, with 47 participants; while the Workshop on actuarial reports for worker representatives, was held in Lomé, July 5 -9, 2010 with 24 participants demonstrates the growing popularity of the training programme under this project. The Africa office of the International Trade Union Confederation (ITUC) in Lomé, requested the ROAF to organize and finance a seminar on 'Renforcement des capacités des leaders syndicaux dans le domaine de l'actuariat en tant que partenaires sociaux pour une meilleure contribution

aux systèmes de protection sociale en Afrique.' Accordingly, ROAF responded positively to the ITUC proposal.

QA also planned to organize and finance 24 internships in OECD countries for African experts. The purpose of the internships was to give the Msc graduates hands-on experience. The first cohort "officially" graduated in October 2011; and programme management has decided that the Social Security Department in Geneva will organize the internships at a later time.

The project has a third output which was to design and implement a training programme for 100 selected managers. However, due to budgetary constraints, project management had to prioritize outputs and to identify ones which will only be done if additional resources could be found. Since a good number of the trainees for the Executive Masters programme are already managers, programme management thought that this output would have been a duplication. Nevertheless, for trainees who are not managers, such a programme should be considered relevant, and ROAF should mobilize needed resources.

The Masters programme

M.Sc SPF programme secretariat at the UoM

As required by the terms of the agreement, the UoM established a Secretariat to provide technical, organizational and administrative support to the planning, implementation and continued operation of the M.Sc. Social Protection Financing Programme. It is staffed by the Programme Director, the Assistant Director and an Administrative Assistant, working at 50% of standard time and well equipped with office equipment and supplies. The Secretariat has been quite effective in providing the required services, including administration (assisting foreign students with visa processing, accommodation, admissions, travel arrangements for lecturer and students, airport pick-up, facilitated local travel of students by free bus passes, managed teaching contracts, communications with students and lecturers, examinations, etc.); attending to students' welfare, including consultations and counselling; and managing the course website and other communications relation to the programme. The Secretariat has also supported the organization of the meetings of the Oversight Board.

Part of the start-up investments made by UoM in support of the programme's institutionalization process required the purchase of laboratory equipment and renovation of office facilities. Specifically the programme purchased and installed 30 new computers, with all necessary programmes and accessories, Internet access, and standard ergonomic furniture, enlarged the existing computer lab and library facility; purchased books for the library; and renovated the teachers' room. The start-up investments in programme office space, human

resources and lab facilities has proved effective in supporting the programme and should be seen as a long-term investment

Training of students

The training of students is a major output of the QA programme. The original intent of this output was to have two Masters programmes, one at an English-speaking African university and the second at a French-speaking university. However, due to financial and logistical challenges, it was decided by project management that only one Masters programme would be established, and that it would be located in a bilingual institution. The training of students under this programme also originally included a Distance Learning Programme. However, because of the limitations on Internet broadband width in Africa, project management concluded at the project planning phase that a Distance Learning Programme would not be technically feasible in the time period of the project. Accordingly, the Distance Learning Programme was dropped; but as the programme expands in the years to come, Distance Learning could be re-considered given its flexibility to students and tutors as well.

The process of determining the actual university location for this programme was jointly undertaken by ROAF and SECSOC; consideration was given to universities in Ghana, Mauritius, Namibia, Senegal, South Africa and Uganda as possible sites of the Programme. Following their analysis, the University of Mauritius (UoM) was selected to be the location of the Masters Programme. Discussions between the ILO and the UoM resulted in an agreement setting out the terms and conditions of a partnership between the ILO and the UoM for the establishment and implementation of the Masters Programme.

A maximum of 50 students were targeted for admission in the 2010/11 academic year⁵, with priority given to serving officials from African social security institutions and ministries (managers, actuaries, financial and policy analysts), and from organizations representing African workers and employers. A total of 60 applications were received from 12 countries: Burundi, Cameroon, Cape Verde, Gabon, Lesotho, Madagascar, Mauritius, Nigeria, Palestine, Sierra Leone, Tanzania, Zambia, comprising 75% from QUATRAN Africa (QA) Countries⁶ and the remaining 25% from non-QA countries. Although programme was well advertised with clear details on admission requirements/eligibility, application procedure, course description, etc in number of media (including the *Economist*, *Jeune Afrique*, *New African*, *ISSA Newsletter*, as well as through two websites designed and hosted for the programme by the ITC-ILO and the UoM), the representation of students in the 1st year of graduation was skewed. Out of the 32 students enrolled (including 3 from Mauritius), all the 28 admitted candidates from QA countries were awarded QA fellowships, 14 of them from Zambia, 5

⁵ 1st academic Year of the QA programme

⁶ Burundi, Cameroon, Guinea, Lesotho, Mozambique, Madagascar, Namibia, Nigeria, Rwanda, Senegal, Sierra Leone and Zambia

from Cameroon, 4 from Sierra Leone, 3 from Burundi and 2 from Lesotho. The training was open to all in Africa in the first year. However, to meet the project design fellowships were awarded to the candidates in the project countries; but once the required numbers have been trained in the project countries, fellowships are now (2nd yr and beyond) open to all.

The fellowship award to 28 deserving students proved to be particularly effective in attracting students to the QA programme. Although 30 students were targeted for admission during the current academic session (2nd in the programme), only 12 were enrolled, largely because of lack of financial support. Such a sharp decline in subscription to the programme is rather too early and difficult to extrapolate. The ILO observed a similar pattern when the Maastricht programme was set up; it is hoped that enrolment will pick in the 3rd as in Maastricht. The evaluation suggests that the revenue generation base of the programme should be radically expanded by enlisting the interest of potential institutions in collaborating with ILO on this programme.

Training Modules

The programme required the development of training modules tailored to the need of QA, apart from other resources for the training. UoM in collaboration with ILO and Maastricht University (MU) produced 10 Modules for the QA Masters Programme and the Modules were applied under a one year course composed of 2 semesters, each semester comprising of four modules (blocks) of four weeks, each (see Box 1).

Box 1: MSc. SPF Modules

Module 1: Foundations to Empirical analysis

Module 2: Public economics

Module 3: The socio-economics of social protection

Module 4: Social protection financing

Module 5: Risk management

Module 6: Quantitative social protection analysis

Module 7: Modelling and social budgeting

Module 8: Social protection administration and policy implementation

Module 9: Comparative analysis of social protection

Module 10: Applied project in Social Protection

According to the designers, the modules follow a logical sequence throughout the course, with each laying the basis for the next: in the first semester, the streamed module (*Module 1: Foundations to empirical analysis*) provides students with the minimum formal mathematical and statistical knowledge necessary to understand the block-modules of both semesters; in the second semester, the streamed module (*Module 10: Applied project in social protection*) is an applied project in social protection, in which students apply their acquired knowledge and skills.

After administering the Modules in the 1st year of the programme, both students and staff⁷ expressed satisfaction with their contents and the ability of the lecturers to deliver.

Students' performance

Overall pass rate was 100%, although 3 students were required to re-sit Modules 2 and 3 respectively. Feedback on the quality of the final projects/dissertations (module 10) was also excellent. As a quality assurance measure, the University of Mauritius, appointment Professor Jan Vranken, of Universiteit Antwerpen, as External Examiner to the programme. His report has given a very positive assessment of the programme and quality of candidates. As intended by the ILO and donors, the majority of the graduates are personnel of social security institutions and government departments, and have all returned to serve in different capacities in their countries. ILO and UoM plan to conduct a tracer study to follow up on the performance of graduates on their jobs.

4.2.2 Relevance and strategic fit

Numerous ILO and UN instruments have long recognized social security as a fundamental human right. The reality in Africa, however, is that the exercise of the right to social security and social protection is denied to vast numbers of citizens because they do not have access to most of the existing schemes. One of the objectives of QUATRIN Africa is to establish academic and continuing education programmes to strengthen the financial governance of social security schemes in Africa so that Governments and social partners can plan coherent social protection priorities and effectively monitor the performance of social security systems in order to take timely and effective action to ensure that national systems are sustainable and responsive to the social protection needs of the population.

The ILO 11th African Regional Meeting (24-27 April 2007) recognized that social protection for the vulnerable and needy is key in reducing poverty; regrettably, only about 10 per cent of Africa's labour force, principally those in the formal economy, is covered by statutory social security schemes, mostly old-age pensions. In addition, the ARM noted that ILO research on a number of African countries shows that universalizing old-age pensions and child benefits for school children and orphans could reduce poverty by as much as 40 per cent while requiring a financial transfer representing only 3.5 per cent of GDP. That

⁷ From the ILO and Maastricht University: Mr. Edward Tamagno, Mr. Christoph Schumacher-Hilderbrand, Mr. Michael Cichon, Prof. Chris de Neubourg, Mr. Andrew Allieu, Mr. Charles Crevier, Mr. Wolfgang Scholz, Ms. Anne Drouin and Mr. Nunkoomar Deerpalsing. From the University of Mauritius: Prof. Jugessur, Prof. Morgan, Prof. Gurib Fakim, Dr. Matadeen, Dr. Juwaheer, Mr. Lamport, Mr. Subadar, Dr. Seetanah, Ms. Rita Parthyneviko, and Mrs. Vedna.

was why the ARM in its DWAA set a specific target for social security strategies for all African countries.

It should be obvious from the above that the enhancement of the coverage and effectiveness of social protection is an indispensable part of a Fair Globalization. Needless to emphasize, it will be impossible to realize a Fair Globalization as long as the vast majority of workers in Africa and the members of their families continue to be denied access to social protection, which is now the case. QUATRRAIN AFRICA seeks to put in place one of the essential foundation stones for extending coverage and reversing the current unacceptable situation. Thus, the objectives of QUATRRAIN AFRICA and the common principle of a Fair Globalization are inextricably linked.

In terms of its relevance to the Africa region, African countries have come to appreciate the need for social protection (covering health, maternity, child support, disability and minimum pension) for all, but the challenge is how to cover the informal sector which constitutes about 70% of the workforce in most African countries. Although still largely at policy level, many African countries are making efforts, with ILO support, to strengthen their resource and technical capacity to address the imbalance in the delivery of and access of the population to social protection. The implementation and administration of social transfers requires capacities that are promoted in development programmes concerned with good governance, and also specific training to build up capacities in financial planning, controlling and management of social benefits. QUATRRAIN Africa project supports the building of administrative and organizational capacity in developing countries to enhance good governance as a necessary condition for implementing the plans.

The project interventions, including tools and knowledge development/sharing have been designed to maximize ILO's comparative strengths in the field of social protection/security. The ILO in the past decade or so has invested in developing skills and in pilot activities under its QUATRRAIN programme, thereby laying the ground for a broad initiative to improve the quantitative training of tripartite social security boards of directors, planners and managers in developing countries. Deriving from the QUATRRAIN programme, the ILO has published textbooks in the *Quantitative Methods in Social Protection Series* dealing with social security financing, actuarial practice, health financing and social budgeting. Since 2001, the University of Maastricht, in cooperation with the ILO Social Security Department, has offered a Masters Programme on Social Security Financing. Since 2005, the ILO has provided the social security component of the Master of Actuarial Science programme at the Université de Lausanne. To date, these programmes have graduated about 100 persons who are now applying their skills in their countries. The ILO plans to regionalize the QUATRRAIN programme by adding QUATRRAIN programmes in other regions to the QUATRRAIN AMERICAS programme so that specific regional contexts can be

addressed. QUATRRAIN Africa is the latest addition to this programme worldwide.

4.2.3 Validity of the design

a) Draft project document

The QUATRRAIN Africa project has not been addressed by a comprehensive project document. Through a series of related project papers, the evaluation pieced together the form of a conventional project document with stated aim/objective, outcome, strategy, outputs, output indicators, baselines and targets. An 'Interim Narrative Report' (covering the period 1 July 2008 to 31 December 2009) prepared by the 1st project CTA prior to his departure provides a glimpse into the activities carried out under the QA project and budget summary that supported project activities during its initial phase of the programme, including the establishment of the project office at ROAF, the search for an institution to house the programme, training seminars organized for Governors and preparation of technical documents on QUATRRAIN.

A final report on "2010/2011 Programme Implementation" prepared by the Programme Director at UoM provides additional information (otherwise available in a number of MoUs, Agreements, Service Contracts, and papers) on the design and structure of the QA project document. Agreement on the component of the project addressing academic training was concluded on 8 December 2009 between ILO and UoM, under which the UoM established a Master of Science Programme in Social Protection Financing. The Agreement included a Business Plan for the period 1 October 2009 to 31 July 2015, the Course Outline of the Masters Programme, a Letter of Agreement on fellowships, a Programme Budget, the Terms of Reference of the Programme Secretariat, and a Service Contract between the ILO and the UoM for the implementation of the programme. Under the terms of the Service Contract, the ILO provided the UoM with USD 612,320 to cover the programme's start-up costs and its delivery in the first academic year (August 2010 through May 2011). The largest part of the ILO financing - USD 470,000 - was for fellowships. The ILO also undertook to provide 75 percent of the lecturers for the first year of the programme (25 percent from its own resources/staff and 50 percent through a contract with Maastricht University).

Within the framework of the Service Contract, the UoM undertook to carry out the following: i) Make all necessary arrangements for the implementation of the Executive Masters Programme in the academic year starting in August 2010, in accordance with the terms and conditions of the *Agreement between the University of Mauritius and the International Labour Organization*; ii) Implement the Executive Masters Programme during its first academic year, in accordance with the Agreement; and iii) Award an aggregate total of US\$ 470,000 in scholarships to at least 30 candidates of the Executive Masters Programme in its first academic

year⁸.

In terms of the overall budget for the QA project, the CTA's interim report (2008-2009) provides a summary but without an elaborate justification. The available documents indicate that activities were reviewed and updated from time to time, including the last updated in February 2011 before the departure of the first CTA. All project activities were approved and justified through internal emails and minutes to the DRD in charge of the project. In addition, another document (Executive Masters of Science in Social Protection Financing: Business Plan for the period 1 October to 31 July 2015), possibly prepared at a later date in collaboration with the University of Mauritius (MoU), is devoted to "scenario calculations that demonstrate the financial and organizational sustainability of the Executive Masters Programme" from 2010 to 2015. Additional budget-related paper is available from Annex 6 to the Maastricht Graduate School of Governance prepared (MGSOG) for ILO and UoM by Maastricht.

The absence of a comprehensive, single project document points a gap in its design and operation. Located in ROAF (Addis Ababa), SESOC (Geneva), Mauritius (UoM and Maastricht (MGSOG), and without a single reference document in which related activities and expenses and jointly defined, project implementation appears fragmented and management has been a little challenging, and more so for this evaluation. No doubt, all the elements of a project document are there in the management records; however, there is the need to put these disparate objectives, outputs and their definitions together in logical frame for an efficient project management, including monitoring and evaluation.

b) Project Outcomes, Objectives and Outputs

Outcomes

The expected outcomes of QUATRRAIN AFRICA are the long-term reduction of poverty and the improvement of welfare in African countries.

Long-term objectives

QUATRRAIN AFRICA's overall objective is to establish academic and continuing education programmes to strengthen the financial governance of social security schemes in Africa so that:

- Governments and social partners can plan coherent social protection priorities and effectively monitor the performance of social security

⁸ Execution of the programme at UoM was concluded first by an Agreement between UoM and ILO (8 December 2009), second, a Service Contract between ILO and UoM (8 December 2009), and third, a Service Contract between ILO and the UoM Trust (8 December 2009). The Course Outline for the programme was also executed under ILO Service Contract with MGSOG, while UoM prepared the Modules in collaboration with MGSOG and ILO.

systems in order to take timely and effective action to ensure that national systems are sustainable and responsive to the social protection needs of the population;

- Managers and officials of social security institutions and responsible line ministries can efficiently project financial and fiscal implications of social policy choices and evaluate experience over time;
- Financial specialists in social security institutions responsible for the budgeting and actuarial and economic modeling of social security systems can support managers in evaluating and monitoring performance and to respond to the demands of policymakers.

Immediate objectives

The immediate objectives the QA project (2009-2011) are to:

- a) Develop programmes for members of administrative and supervisory bodies of social security systems and train 2000 members of such bodies trained in the financial monitoring of social security systems.
- b) Design and establish a Masters Programme and a Distance Learning Programme for Financial Management of Social Security Systems at two African universities and train 40 experts.
- c) Design programme for and train 100 social security managers from ministries, institutions and organizations of workers and employers in selected countries.

Outputs (in relation to their objectives)

Objective (a):

- 1.1 QUATRRAIN project office established
- 1.2 Governance of Social Security System training document produced
- 1.3 Governors trained in social security administration

Objective b):

- 2.1 Partnership established with an African University
- 2.2 Masters Programme Secretariat established at UoM to provide technical, organizational and administrative support to the planning, implementation.
- 2.3 Start-up investments undertaken by UoM in support of the Programme.
- 2.4 Candidates recruited and trained for the Masters programme.
- 2.5 Masters programme course content developed in English and French.
- 2.6 Internet platform created for the follow-up support of the trainees.
- 2.7 OECD internships organized and financed for 24 trainees.

Objective c):

- 3.1 Managers' Workshop programme designed
- 3.2 Selected managers trained

The baselines and targets set for this evaluation (see Table 1) were also derived from documents prepared for the project at different phases of its evolution.

The outcomes, objectives and outputs of the QA are quite relevant and together they address needs at country and regional levels. The challenge of capacity shortages in African countries to address the potential demand for social security services to all is daunting. The active and enthusiastic participation of representatives of workers, employers and governments in the Governors' Seminars organized within the framework of QUATRAN AFRICA has demonstrated the buy-in and commitment of constituents. In addition, the Africa branch of the International Trade Union Confederation (ITUC) requested the Regional Office for Africa (ROAF) to organize a workshop to train worker representatives on the boards of directors of social security schemes to read and interpret actuarial reports; the ROAF agreed to this request, with the greater part of the financing coming from QUATRAN AFRICA and the remainder from the budgetary resources of the ROAF and the Social Security Department (SECSOC) in Geneva. In July 2010, a Seminar was organised in Lomé (Togo), in English and French, for workers' representatives on boards of directors of social security institutions; it was organized at the request of and in partnership with the Africa office of the International Trade Union Confederation with 24 participants. Also, at the QUATRAN AFRICA Governors' Seminar held in Bujumbura in August 2009, the chair of the social security institution of Madagascar, who heads the Madagascar employers' federation, informally requested the ILO to organize a similar seminar in Madagascar, with financing provided by the Madagascar scheme. The QA programme has been gaining recognition and receiving enthusiastic support from countries and sub-regional organizations across the continent within its short span of operation.

c) Tripartite involvement

The target beneficiaries of QUATRAN AFRICA (QA) include various groups at national level: policymakers and tripartite partners, managers, financial specialists, and also a university in Africa. Specifically, training programmes on social security financing and on the actuarial mathematics of social insurance systems has been designed for three target groups: i) Governors - Political decision-makers, policymakers and tripartite representatives on social security boards; ii) Managers - Managers in social security institutions and in line ministries responsible for social security policy and finances; and iii) Budget and modelling technicians - specialists responsible for financial projections, budgeting and actuarial modelling. The ultimate beneficiaries will be persons covered by social security schemes, in particular persons living in poverty who do not now have access to social security protection.

The need for such a programme has been well discussed among tripartite constituents at national level and is articulated in some of the DWCPs. At

regional level, the various Symposia held in Africa since 2000, including the 11th ARM (2006), suggest that the constituents have had adequate consultations to justify the QA project.

Selecting the potential students involved advertisements in number of media, including the *Economist*, *Jeune Afrique*, *New African*, *ISSA Newsletter*. In addition, two websites were designed and hosted for the programme by the ITC-ILO and the UoM. These media strategy also provided a mechanism for consultation with the tripartite constituents.

Based on agreed criteria for selection of a university, the ILO Regional Office for Africa (ROAF) in Addis Ababa and the Social Security Department (SECSOC) in Geneva considered universities in Ghana, Mauritius, Namibia, Senegal, South Africa and Uganda as possible sites of the Programme. Information from consultations and an analysis conducted by officials of the ROAF and SECSOC showed that only the University of Mauritius fully met all the criteria, hence its selection. Following the selection of UoM, the ILO and the UoM engaged in extensive discussions which resulted in an agreement setting out the terms and conditions of a partnership between the ILO and the UoM for the establishment and implementation of the Masters Programme.

d) Strategy for sustainability

The major factor in the sustainability of the QA programme is finance. The QA project itself has the built-in strategy of making the best of its revenue sources, which consist of three items: tuition fees, financial support from the ILO through QA, and financial and in-kind contributions by the UOM Trust. The tuition fee amounts to USD 8,000 per student; and the various scenarios considered under the *Business Plan for the period, 1 October 2009 to 31 July 2015* reveal that the Programme will have no financial problems as long as there are always at least 25 students (Base and Steady Scenarios), and it will be able to survive with only 22 students enrolled each year but it will not be able to pay fellowships. Analysis of the situation has revealed that the UoM is not in a position to provide substantial financial and in-kind contributions to the Programme, especially in light of recent budget cuts. Therefore, unless other sources are explored with success, the financial burden will fall heavily on the ILO in the first academic year of the Programme (and to a lesser extent, in the second year) and on the Programme's students in subsequent years.

The overall financial design of the QUATRIN AFRICA project is such that all available funds must be spent by the end of the year 2011. Programme revenues have been estimated assuming that the number of participating students will be especially high during the first two academic years of the Programme because of the high initial financial support provided by the ILO through QA. As it turned out, provision was made for 30 candidates of the Programme in its 1st academic year, but Fellowships were awarded to 28 admitted candidates from QA

countries, amounting to a total of US\$ 296,000. Under the terms of the Service Contract, the ILO provided the UoM with US\$ 612,320 to cover the programme's start-up costs and its delivery in the first academic year (August 2010 through May 2011). The largest part of the ILO financing - US\$ 470,000 - was for fellowships, up to US\$ 370,000 was to be spent in the first year, and the remaining USD 100,000 in subsequent years. With the disbursement of US\$ 296,000 in the first year, a total of US\$ 174,000 has been re-profiled for award in the second/or subsequent years. In the second year of the programme, enrolment in the programme dropped to 12 students due to lack of effective demand and poor motivation for sending managers to training institution.

Another factor in the sustainability of the QA programme is to cut down on expensive international staff deployment by exploring the possibility of staff recruitment from Africa and encouraging local capacity building at UoM itself⁹. The teaching allocation is in two categories: a) local: 25% by UoM professors; b) international: 25% by ILO employees, and 50% by experts recruited by the ILO, namely from Maastricht university¹⁰. One of the cost saving measures recommended in the Business Plan (2009-2015) is to explore the possibility of reducing the participation of international guest lecturers, while increasing the international attractiveness of the programme in order to promote the growing enrolment of fee-paying students.

The project management should reflect on the students' social and welfare issues, particularly separation from work and family for 9 months even if the employer is supportive. A more flexible programme that delivers the modules, one or two at a time, at short intervals, would probably encourage the employers to grant release and remove the social and psychological effects of long family separation. That way, an increasing number of fee-paying students might be willing to subscribe to the QA programme.

The evaluation also found that the rather narrow focus on German donation for QA project is not justifiable, particularly since there is no guarantee of continued support by the Donor to this programme after the 2011. Yet, QA is a potentially big programme given projected future demand for its services.

A commissioned research report by Dr B. Seetanah, UoM indicates that a number

⁹ One of such measures is to encourage existing Masters Students in the Sociology and Social Work and other related fields to undertake research and dissertation in the field of Social Protection Financing. This need to be discussed with the appropriate deans of faculties. Resource persons (external) on the Masters Programme in Social Protection Financing may be very useful too (see B. Seetanah's report).

¹⁰ It has been estimated that air travel and DSA for a 2-week stay in Mauritius by ILO employee will cost about US\$10,000; the costs of experts recruited by ILO will amount to about US\$7,500 in DSA plus fees of US\$5,000; while Local tutors are paid at a rate of \$1,500 per two-week module.

of international institutions have already been contacted and the QA consultant is awaiting meetings and further correspondences for discussion. These include: African Development Bank, Director of the Training Department; World Bank (local Office), Mr Sawkut Rojid, Economist (already had a preliminary meeting); UNDP, Asha Kannan, Officer in Charge Mauritius Office (request already forwarded to regional office with a note); EU, Achim SCHAFFERT, Chief of Delegation (awaiting the Chief return from a mission to start discussion); Agence Francaise de Development (AFD), Mr Ben Patten, Project Manager (already had a preliminary meeting); Centre for Studies of African Economies (CSAE), University of Oxford, Prof Collier, Director (a meeting is scheduled later at Oxford University). In addition, the following donor institutions and ministries have also been identified for potential assistance and they will be formally contacted in the coming days: Ministry of Social Security, for selected African countries; UNICEF; Department for international development (DFiD; GIZ; USAID; AusAID; Swiss Agency for Development and Cooperation (SDC); African Economic Research Consortium (AERC); United Nation Economic Commission for Africa (UNECA); OPEC Fund for International Development; UNESCO; African Union; COMESA; and SADC.

The evaluation also found that interest in supporting QA programme has indeed been unofficially expressed by UNECA through its MDGs Section, Social and Human Development Section and Governance and Public Administration Division; the African Union (AU), through its Social development Division; IDEP (Dakar); and UNICEF with the possibility of replicating the French version of QA in Senegal. What ILO needs to do is develop and implement a coherent resource mobilization strategy for QA as an integral part of the second generation of QA project document formulation, which should serve as a bridge for the continued operation of this project till 2015. Thereafter, sufficient interest and financial support would have been given to this project to assure its sustainability in the longer-term.

4.2.4 Project efficiency

Financial Resources

The QUATRRAIN AFRICA (QA) project was set up with a donation of US\$3,948,279 by the Government of the Federal Republic of Germany, and placed in the ILO RBSA Fund category. The RBSA, according ILO planning, provides a way for donors to make *lightly* earmarked voluntary contributions instead of project or programme funding¹¹. The report of the 1st CTA has noted that the outputs of QA project deserve more than 'light' earmarking. In addition, it is argued that if QUATRRAIN AFRICA were a TC project rather than an RBSA,

¹¹ ILO, *Programme and Budget for the Biennium 2010-11*, see para. 48

staff costs would be based on (adjusted) real costs rather than the standard costs of regular budget activities. Estimates produced by project staff with assistance from BUDEFIN show that if the staff costing techniques used for TC projects were used for QUATRAN AFRICA instead of standard costs, some USD 360,000 in additional resources would be available to the project. This would provide all the resources required for activities such as the workshop on modelling for financial specialists, the workshops for managers, and would also make possible an increased number of fellowships for the Executive Masters Programme and related costs.

As of November 2009, ILO project management determined six major cost items for QA and allocated resources for programme operations in ROAF, SECSOC and UoM as follows:

<i>Item</i>	<i>Description</i>	<i>Allocation (US\$)</i>
1	Staff	1,276,379
2	Missions	298,000
3	Services & Sub-Contracts	1,465,200
4	Materials	65,000
5	Furniture & Equipment	18,000
6	Seminars	825,700
	TOTAL	3,948,279

These `allocations were based on financial inputs into QA programme predicated on three 'Outcomes' for Improving social security quantitative training in Africa: General: US\$1,392,112; Governors: US\$909,600; and Managers & financial specialists: US\$1,646,567.

Perhaps more useful for understanding the implementation of QA is the ILO implementation plan, which defines programme outputs in relation to responsibility for action, collaborating partners and specific budget provisions shown in Table 2.

Table 2: QA Project Implementation Plan (November 2009)

Output	Responsibility	Partners	Budget (US\$)
1.1 Project initiated and managed	ROAF/SECSOC	ILO-ITC	1,392,112
2.1 Training programme for governors designed, 200 governors trained	ROAF	ILO-ITC SECSOC ITUC (Africa)	\$909,600
3.1 Masters programme & Distance Learning Programme designed and Established	ROAF/ SECSOC	UoM/MU	678500
3.2 Thirty scholarships to Masters Programme awarded	ROAF/ SECSOC	UoM	486,000
3.3 Fifty financial and actuarial experts trained	ROAF/ SECSOC	UoM/MU	295,000
3.4 Training programme for managers designed, 100 managers trained	ROAF	ILO-ITC SECSOC	0
3.5 Twenty-four OECD internships organizes and financed	ROAF/ SECSOC	OECD	96,000
3.6 Internet platform created	SECSOC		91,067
TOTAL			3,948,279

The ILO implementation Plan in reference also provides detail of specific activities to be carried out in order to achieve specified outputs, and this makes it easy to follow subsequent printouts on allocations and expenditures by the concerned parties (ROAF, SECSOC and MoU).

It is noteworthy that the output 3.4 (Training programme for managers designed, 100 managers trained) had zero budget provision; for its achievement, ROAF was expected to mobilize adequate resources. Budgetary constraints required project management to prioritize outputs and to identify ones which will only be done if additional resources can be found; this was the output that has been so identified. But ROAF was not able to generate the additional resources needed to address this output. However, the list of graduates of the MSc programme and the summary of participants of the governors seminars, show that a good number of them are already managers in social security institutions. It probably would have been mere duplication of efforts if this output had been addressed as designed. However, should a few of the trainees fall through the crack (not being managers), QA management should still consider the implementation of this output in the future.

In terms of allocation, (as shown in Table 3) project management allocated a total of US\$2,600,455 to project implementation, US\$1,912,636 allocated to ROAF, and

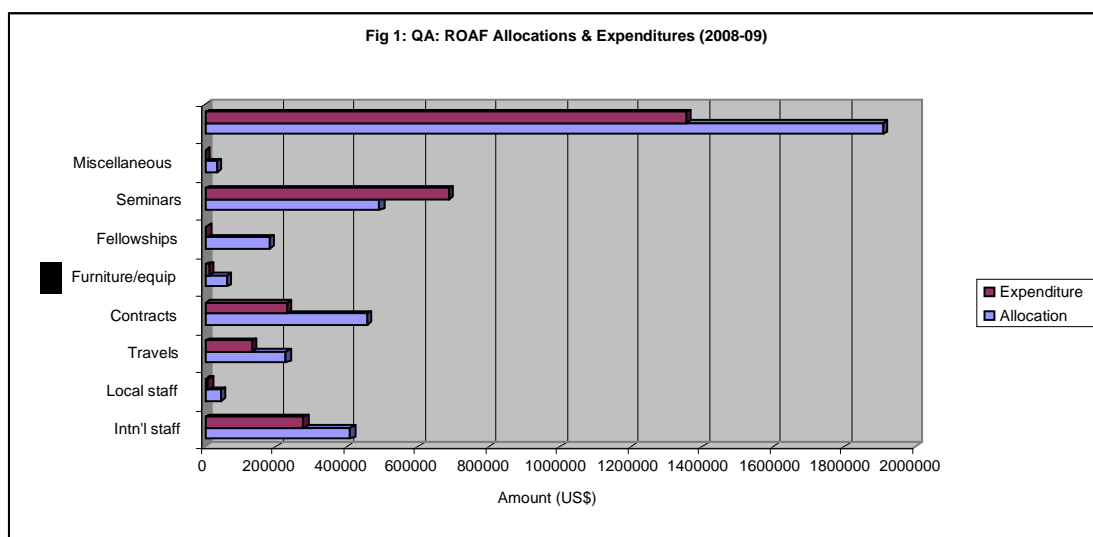
687,819 to SECSOC during the period 2008-2009, out of the total budget of US\$3,948,279. During the period expenditures totalled US\$1,868,251.

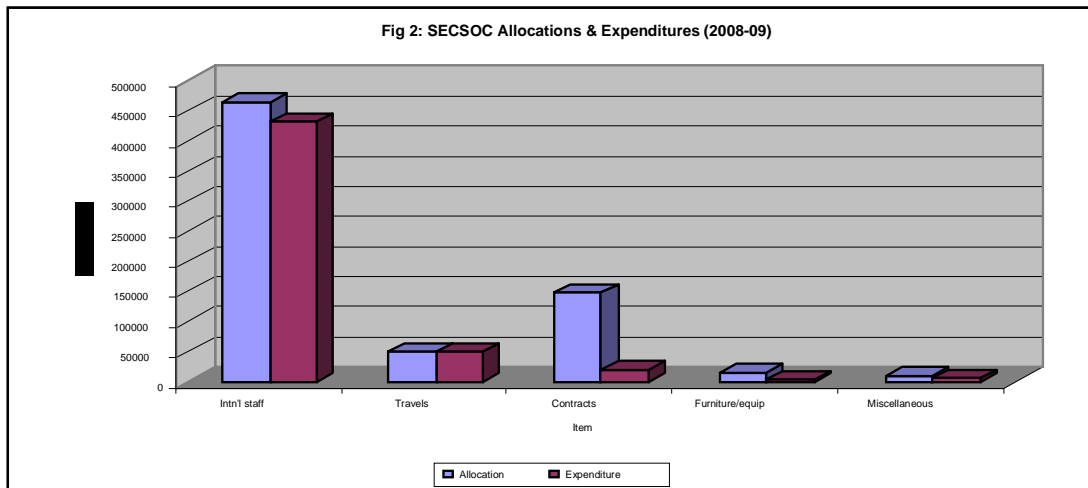
Table 3: Programme allocations and expenditures to ROAF & SECSOC, 2008-2009

ROAF (2008-09) Allocations and Expenditures				SECSOC (2008-09): Allocations and Expenditures			
	Allocation	Expenditure	Rate *		Allocation	Expenditure	Rate *
Intrn'l staff	410587	278065	67.7	Intrn'l staff	463949	432545	93.2
Local staff	43125	9865	22.9	Travels	50880	50238	98.7
Travels	229463	132822	57.9	Contracts	147990	20689	13.9
Contracts	457274	230058	50.3	Furniture/ equip	15000	3437	22.9
Furniture/equip	60000	11294	18.8	Miscellaneous	10000	6448	6.4
Fellowships	184353	4217	2.3	TOTAL	687819	513357	74.6
Seminars	492938	686481	139.3				
Miscellaneous	34896	2092	6.0				
TOTAL	1912636	1354894	70.8				

* Financial implementation rate, %

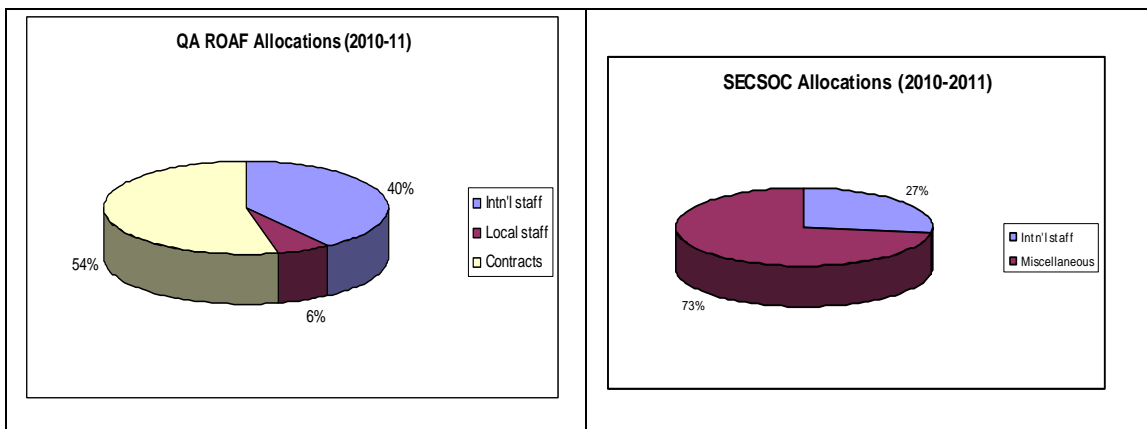
The overall financial implementation rate was slightly higher for SECSO (74.6%) than ROA (70.8%); SECSOC implementation was largely concentrated on 'International staff' payments and ILO travels. On the other hand, ROAF's expenditures were mainly on 'Seminars', staff payments and contract awards (see Figures 1 and 2).





The pattern of subsequent allocations (2010-2011) reflects a shift in project operations, from the initial establishment of project office, design and implementation of the training programme through a series of seminars, and production of training materials, to implementation of the Executive Masters degree programme and the support services for the delivery of training by MoU, MU and ILO. For the period 2010-2011, ROAF was allocated US\$555,853, 54% for contract costs, 40% for payments to International Staff, and 6% for local staff. Total allocations to SECSOC (2010-11) amounted to US\$171,527, shared between International staff, US\$46,723 and Miscellaneous expenses US\$124,804.

In terms of efficiency, given the way the project has been financed (extensive use of international staff and award of service and non-service contracts) it is difficult to determine the degree of prudence in the management of funds, except to assume that since these services were given under the established ILO conditions and were found to be satisfactory, the financial transactions must have been efficiently managed. However, there are indications that the implementation of the project has been made more complicated by the delay in the release of funds and the absence of clearly defined ILO internal procedures for RBSAs.



Under the terms of the Service Contract, the ILO provided the UoM with US\$ 612,320 to cover the programme's start-up costs and its delivery in the first academic year (August 2010 through May 2011). The largest part of the ILO financing - USD 470,000 - was for fellowships. The ILO also undertook to provide 75 percent of the lecturers for the first year of the programme (25 percent from its own resources/staff and 50 percent through a contract with Maastricht University).

The Executive Masters programme at UoM had a budget of US\$600,00; but as at 30 June 2011, US\$500,000 had been received by UoM broken down as follows: \$400,000 for fellowship monies and \$100,000 for investment monies. Of the total programme budget, \$470,000 of \$600,000 was, earmarked for fellowships. Table 4 shows the pattern of expenditure regarding the administration of fellowships.

Table 4: UoM: Prior to 1st Operational year (Aug 09 to 30 June 2010)

<i>Total Inflows</i>	Amount (US\$)
Revenues (tuition fees from fee-paying students)	
Fellowship monies received (Note 2)	300,000
Insurance monies from ILO (Note 2)	0
Sponsorship monies from employers	0
Other precontract income (approx figure at Rs30 to 1 USD)	18,500
Investment monies	100,000
Sub Total	418,500
<i>Total Outflows</i>	
Secretariat	20,486.32
Director	7,811.91
Assistant Director	5,858.93
Administrative assistant	4,124.65
Advertising	1,782.50
Sundries	890.50
Sub Total	40,954.81

Under the Service Contract, a total of USD 470,000 was allocated for the award of fellowships. In awarding the fellowships, programme management adhered strictly to the set of “Guiding Principles” established in conjunction with the Service Contract. QA financed fellowships were awarded to all 28 admitted candidates from QA countries, amounting to a total of USD 296,000. Table 5 shows the details on fellowships administration by management.

Table 5: UoM Executive Masters Programme: 1st Year (July 2010-June 2011, USD)	
Fellowship monies received to date (line 8)	400,000
Total fellowship monies including insurance monies received	412,320
Fellowship monies spent on:	
Travel (Line 36)	58,012
Health (line 37)	9,440
Library (line 38)	6,187
Living (line 39)	35,160
Notional tuition expenses (USD8000x Rs30 x 27 students)	216,000
Notional Balance	87,522

Two types of fellowships were awarded: (i) “Base” amount of USD 10,000, and (ii) “Base Plus” amount of USD 14,000. Details are shown in Table 5. The rather skewed distribution of recipients of the fellowship awards, with half of them from Zambia is hardly justifiable; management should take appropriate measures to avoid such an obvious allocation bias.

Table 5. QA Fellowship awards , 2010/2011*

Country	Number of awards		Total
	“Base” (USD 10,000)	“Base” plus (USD 14,000)	
Burundi	2	1	3
Cameroon	5	-	5
Lesotho	1	1	2
Sierra Leone	4	-	4
Zambia	12	2	14
TOTAL	24 (USD 240,000)	4 (USD 56,000)	28 (USD 296,000)

* Although 30 students were targeted for admission during the current (2011/2012) academic session (2nd in the programme), only 12 were enrolled

In line with the Letter of Agreement on Fellowships, of the total amount of US\$ 470,000 allocated to fellowships, up to US\$ 370,000 was to be spent in the first year, and the remaining US\$ 100,000 in subsequent years. With the disbursement of US\$ 296,000 in the first year, a total of US\$ 174,000 has been re-profiled for award in the second/or subsequent years.

As per the business plan for the first operational year, local teaching budgeted costs amounted to a total of US\$38,133 which were made of three items, namely, US\$17,333 for professors, US\$17,333 for teaching assistants and US\$43,467 for associated overheads. It has already been noted that the sustainability of the programme would depend on finding other sources of revenues as much as reducing over time the participation of expensive international teachers. To its credit, UoM has been adopting some cost-cutting measures in the delivery of modules in the past year. For example, the delivery of modules taught by international resource persons has been streamlined in such a way that the delivery of a standard module has been reduced, where possible, from 4 weeks to 2 or 3 weeks. This change means that UoM, approved by the Oversight Board, saved money both in terms of airfare and DSA costs. To further reduce costs without diluting in any way the quality or content of the programme, UoM has tapped local resources as far as possible. Overall, the funds allocated to UoM for the management of the QA programme have been efficiently utilized under the prevailing conditions.

Human resources

Deployment of high-level human resources (experienced and technically competent) has been the major characteristic of the QA programme; from ROAF, SECSOC, ILO-ITC, UoM and MU, all contributed to this training programme through resources and materials development and/or delivery of modules.

The project at ILO involves a staff of four: A Chief Technical Advisor (P5), located in ROAF, Addis Ababa; a Project Implementation Officer (P2) located in ROAF, Addis Ababa; a Technical Officer (P3), located in SECSOC, Geneva; and an IT Specialist (P2), located in SECSOC, Geneva. The Technical Officer started technical intervention in July 2008; while the CTA began work in November 2008¹². The other two project staff began work on 1 April 2009.

Technical and support services have been provided by a broad range of experts and professionals at ILO, MU and UoM. From the ILO and Maastricht University: Mr. Edward Tamagno, Mr. Christoph Schumacher-Hilderbrand, Mr. Michael Cichon, Prof. Chris de Neubourg, Mr. Andrew Allieu, Mr. Charles Crevier, Mr. Wolfgang Scholz, Ms. Anne Drouin and Mr. Nunkoomar Deerpalsing. And from the University of Mauritius: Prof. Jugessur, Prof. Morgan, Prof. Gurib Fakim, Dr. Matadeen, Dr. Juwaheer, Mr. Lamport, Mr. Subadar, Dr. Seetanah, Ms. Rita Parthyneviko, and Mrs. Vedna. Some of the listed persons include QA teachers who have demonstrated excellence in the handling of their respective assignments, and members of the Oversight Board who have met periodically to provide much needed management support to the operations of QA.

Although the point has been raised by ILO and UoM about the relatively high cost of attracting international experts and teachers to the programme, this is inevitable at the start of this type of programme. UoM has suggested that teaching capacity, if supported, could be built locally, and this would ensure the sustainability of the programme in the longer-term. To cut down suddenly and drastically on international teachers' interventions could damage the quality of the programme; however, a gradualist approach, predicated on local capacity building, should prove more effective.

4.2.5 Effectiveness of management arrangements

The available reports indicate that the QA project is a complex one that more resembles a classic Technical Cooperation (TC) project than an RBSA. Mention has been made of the financial disadvantage of such a programme classification.

The QA programme has been managed by ILO and in part by UoM. The ILO structure consists of the project office at ROAF, supported by one CTA and one Project Officer. Both experts have worked closely together and have managed the demands of the project in terms of administration and technical interventions,

¹² It should be noted that the CTA of QUATRAN AFRICA is also the CTA of another German-funded RBSA, *Strategies for extending social security to migrant workers and their families from and within Africa* (MIGSEC). The CTA's salary is paid 60 percent by QUATRAN AFRICA and 40 percent by MIGSEC, thus creating synergies between the two projects and generating savings for both.

including missions to Mauritius to teach and/or to attend the Oversight Board meetings. The QA project is also technically managed from ILO Geneva; it comprises a Technical Officer and an IT Specialist, located in SECSOC, Geneva. Both experts have also undertaken missions to Mauritius, and in the collaboration with ILO-ITC have supported the production of resources (Guidelines and Manuals) for QA.

However, there are indications that complications have arisen from the parallel implementation of the project in ROAF, Addis Ababa, and SECSOC, Geneva, and the dual backstopping interventions. Part of the problem has also been that roles and responsibilities appear not to have been clearly defined, agreed and documented from the start of the project. As the programme implementers interacted more, these initial shortcomings were being progressively addressed in the interest of the programme.

The QA programme at UoM Trust has a Secretariat; it was established to provide technical, organizational and administrative support to the planning, implementation and continued operation of the M.Sc. Social Protection Financing Programme. It is staffed by the Programme Director, the Assistant Director and an Administrative Assistant, working at 50% of standard time. Among others, the Secretariat provided, among others, all administrative services and processes, including visas, accommodation, admissions, travel arrangements for lecturer and students, airport pick-up, facilitated local travel of students by free bus passes, managed teaching contracts, communications with students and lecturers, examinations, etc. The Secretariat also handled all student complaints, and managed the course website and other communications in relation to the programme.

In terms of programme coordination, an Oversight by Board was established in UoM in accordance with the Terms of Agreement between UoM and ILO. The Board is made up 3 representatives of the UoM, including the Programme Director, and 3 representatives of the ILO. The Oversight Board was established to oversee the application of the Agreement and the development, implementation and ongoing operation of the Executive Masters Programme.

The Board has met as often as deemed necessary and the ILO mission reports show that the role being played by the Board has been constructive and beneficial to the smooth operation of the programme. The Board has been dealing with technical issues ranging from delivery of the modules and standard setting to programme management issues, including resource mobilization engagements and student and staff matters. The parties are in agreement that the Oversight Board constitutes a vital management mechanism and should be encouraged to function as the programme moves from the initial stage-setting to an established programme of UoM serving (all) African countries.

5. Conclusions

Following the take-off of the project, the ILO team has been consistent and effective in providing technical and management support to the project. Technical support included part-time teaching by selected staff and contribution to the development of the Training Manual for Governors and Modules for the delivery of the Masters programme at UoM.

Significant progress has been made in achieving the first two outputs of the project. Initial project efforts focused on output 1: Programmes for members of administrative and supervisory bodies of social security systems designed and 200 members of such bodies trained in the financial monitoring of social security systems. In all, 198 social security “Governors” have been trained from 27 African countries as follows:

- Soc. Security Institutions - 85
- Government Ministries - 48
- Workers' Organizations - 44
- Employers' Organizations - 15
- Others - 6

Equally important was the development of a Social Security Governance Book – *“Governance of Social Protection System: A Guide for Board Members in Africa”*, and an accompanying training manual. The *Guide* is available in paper and electronic form in English and French and in electronic form in Portuguese and Arabic. More than 3,000 copies of the paper version have been distributed. Copies of the *Guide* and training manual are available from the International Training Centre of the ILO in Turin.

On Output 2 (A Masters Programme and a Distance Learning Programme for Financial Management of Social Security Systems designed and established at two African universities). The University of Mauritius was selected as the site for the Executive Masters Programme, and has proved to be a well-deserved choice. The fellowship award to 28 deserving students proved to be particularly effective in attracting students to the QA programme.

The first cohort of 32 students from social security institutions, government ministries and other organizations from 8 African countries (Burundi, Cameroon, Cape Verde, Lesotho, Mauritius, Sierra Leone, Tanzania, and Zambia), graduated in June 2011 and are all serving in various capacities in their countries. The second academic year will end in June 2012 with 12 graduates from 8 countries (Ethiopia, Liberia, Kenya, Sierra Leone, South Africa, Rwanda, Zambia and Zimbabwe).

QA financed fellowships were awarded to all 28 admitted candidates from QA countries, amounting to a total of US\$ 296,000, this leaves a total of USD 174,000, which has been re-profiled for award in the second/or subsequent years.

Although 30 students were targeted for admission during the current academic session (2nd in the programme), only 12 were enrolled, largely because of lack of financial support. Overall pass rate among the graduating students was 100%, although 3 students were required to re-sit Modules 2 and 3 respectively. Feedback on the quality of the final projects/dissertations (module 10) was also excellent, and this was confirmed by the report of the External Examiner to the programme.

The third output of this project was speculative and no budget provision was made for it at the design stage. The ROAF was not able to generate the additional resources needed to address this output, which was to train 100 social security managers. Since a good number of the trainees for the Executive Masters programme are already managers, programme management thought that implementation of this output would have been a duplication, but this should be pursued further.

The QA programme is faced with the challenge of sustainability. Apart from exploring measures to could cut down operational costs, programme management should continue to pursue alternative sources of revenue for QA, particularly with agencies that have indicated interest in supporting this programme in one form or another, in order to assure the sustainability of the programme.

The support from the Government of Germany within the framework of QUATRRAIN Africa is, in many respects, a pioneer investment in social security governance in Africa. Governance is an on-going process. The outcome of QUATRRAIN Africa – more effective and better managed social protection systems – should continue beyond the three-year lifespan of the project.

QUATRRAIN'S experience has been requested to support similar interventions in the region. UNICEF has expressed interest in a partnership which could see a French-language track offered at a university in West Africa starting in 2012, the Ministry of Labour, Employment and Social Security in Algeria has requested ILO for assistance, in establishing a similar programme in Algeria for North and French-speaking Africa. The Vice-Chancellor of the University of Mauritius has also proposed an expansion of the current programme into a Centre for Governance in the region.

6. Lessons Learned and good practices

- a) The use of international staff for the delivery of modules at UoM and training at seminars, though rather expensive, is inevitable during the initial phase of this programme; but it provides an opportunity for

management to reflect on cost-saving measures and resource mobilization strategies for the sustainability of the programme.

- b) The German donation which started off this programme must be commended; but the rather narrow focus on the same donor for QA project is not justifiable, particularly since there is no guarantee of continued support by the Donor to this programme after the 2011.

Recommendations

- 1) Given that the QA project will officially end in June 2012, (although the Agreement between UoM and ILO defined the first 5 years of the QA programme as covering the period from August 2010 through July 2015), project management (ILO and UoM) should design a comprehensive project document for the bridging period (2012-2015) based on the current Agreement between the ILO and UoM under the Section POST QUATRRAIN PHASE.
- 2) A resource mobilization strategy should be designed and implemented by ILO and UoM, building upon information already accumulated by project management, in the interest of sustainability.
- 3) Programme management should continue to pursue alternative sources of revenue for QA, particularly with agencies that have signalled interest in supporting this programme in one form or another, in order to assure the sustainability of the programme.
- 4) In order to promote increasing subscription of fee-paying students to the Executive Masters Programme, management should focus more on the social security institutions across Africa rather than the potential students.
- 5) ILO should mobilize resources for the training of trainees who are not managers, as such an output is relevant to the QA objectives.
- 6) The ILO (Social Security Department in Geneva) should organize the internships for the QA graduates as planned.

8. Possible future directions

The UoM and ILO should consider an expanded phase of the Executive Masters Programme, which incorporates the Social Security Financing Programme into the Graduate School of Governance of UoM.

Given that the programme is in favour of one language (English) at UoM, the ILO should explore the replication of the Executive Masters Programme in a French Speaking African country.

Annexes

Annex Table 1: Evaluation Work schedule

Phase	Tasks	Responsible Person	Timing
I	<ul style="list-style-type: none"> Preparation of TOR, consultation with relevant partners and staff 	Evaluation manager	1st October
II	<ul style="list-style-type: none"> Identification of independent international evaluator Entering contracts and preparation of budgets and logistics 	Evaluation manager	12 th October
III	<ul style="list-style-type: none"> Telephone briefing with evaluation manager Desk review of project related documents Evaluation instrument designed based on desk review 	Consultant	14 th – 21 st October
IV	<ul style="list-style-type: none"> Consultations with Project staff/management Consultations with stakeholders in the field Consultations with ROAF, ILO DWT/COs HQ Units Debriefing and presentation of preliminary findings to ILO ROAF and Project management 	Consultant	24 th October – 3 rd November
V	<ul style="list-style-type: none"> Draft evaluation report based on desk review and consultations from field visits 	Consultant	4 th – 11 th November
VI	<ul style="list-style-type: none"> Circulate draft evaluation report to key stakeholders Consolidate comments of stakeholders and send to evaluation team leader 	Evaluation manager	Circulate 14 November Deadline for comments 21 November.
VII	<ul style="list-style-type: none"> Finalize the report including explanations on if comments were not included 	Consultant	22 – 23 November
VIII	<ul style="list-style-type: none"> Approval of report by EVAL 	EVAL	24-29 November
IX	<ul style="list-style-type: none"> Official submission to the PARDEV 	Evaluation manager	30 November

Annex Table 2: List of persons met

Mr. Christoph Schumacher-Hildebrand, CTA, ROAF, Addis Ababa
 Mr. Andrew Allieu, Project Officer for QA, ROAF, Addis Ababa
 Mr. Elleni Haddis, ROAF, Addis Ababa
 Mr. Bayou Mulat, ROAF, Addis Ababa
 Ms. Rahel Mamo, ROAF, Addis Ababa
 Mr. Gugsu Yimer Farice, Senior M&E Officer, ROAF, Addis Ababa
 Dr. Raja Vinesh Sannasee, Programme Director, UoM
 Mr Matthew Lamport, Assistant Programme Director, UoM
 Dr. B. Seetanah, Research Consultant, UoM
 Prof. R.K.M. Morgan, Vice-Chancellor of UoM
 Ms Rita Parthyneviko, Administrative Office, UoM Trust
 Ms Vedna Lulith, Confidential Secretary, UoM Trust

Mr R. Kitaruth, Office Attendant, UoM Trust.

Annex 3: List of project outputs examined

- ITC, ILO: 2010. Governance of Social Security Systems: a Guide for Board Members in Africa, *Quatrain Africa, ILO Geneva*.
- University of Mauritius, Curriculum for the Executive Masters Programme in Social Protection Financing.
- University of Mauritius: Modules for the Executive Masters Programme in Social Protection Financing. The following Modules were examined:

Module 1: Foundations to Empirical analysis

Module 2: Public economics

Module 3: The socio-economics of social protection

Module 4: Social protection financing

Module 5: Risk management

Module 6: Quantitative social protection analysis

Module 7: Modeling and social budgeting

Module 8: Social protection administration and policy

Module 9: Comparative analysis of social protection

Module 10 : Applied project in Social Protection

Bibliography

- Agreement between University of Mauritius and ILO, 8 December 2009.
- Executive Masters of Science in Social Protection Financing: Letter of Agreement between ILO and the UoM Trust concerning fellowships, 8 December 2008.
- Service Contract with University of Maastricht: 5 June 2010-30 June 2011.
- QUATRIN Africa: Executive Masters of Science in Social Protection Financing: Course Outline.
- Executive Masters of Science in Social Protection Financing: Terms of Reference – Programme Secretariat.
- Terms of Reference QUATRIN Africa: Executive Masters Programme.
- Input and Budget Maastricht University, Maastricht Graduate School of Governance, ILO-QUATRIN Africa: Executive Masters of Science in Social Protection Financing.
- Executive Masters of Science in Social Protection Financing: Business Plan for the Period 1 October 2009 to 31 July 2015.
- Raja Vinesh Sannasee (Programme Director). Master of Science in Social Protection Financing, 2010/2011: Programme Implementation, The University of Mauritius Trust and the International Labour Organization.
- Pal, Behrendt, et. al: Can low income countries afford basic social protection – first results of a modelling exercise, Discussion Paper No. 13, June 2005;

- Gassmann and Behrendt: *Cash benefits in low-income countries: Simulating the effects on Poverty reduction for Senegal und Tanzania*, Discussion Paper 15, August 2006;
- Mizunoya, Behrendt et al: *Costing of basic social protection benefits for selected Asian countries: first results of a modelling exercise*, Discussion Paper 17, September 2006;
- Townsend: *The right to social security and national development: lessons from OECD experience for low income countries*, Discussion Paper 18, January 2007;
- Pal, Cattaert et al.: *Affordable and not an illusion. Costing of basic social protection benefits for Nepal 2007-2034*, Technical Note, June 2007.

Annex 4: Evaluation TOR

INTERNATIONAL LABOUR ORGANIZATION (ILO)



Terms of Reference
Independent Evaluation

Title:	Social security quantitative training for Africa (QUATRIN AFRICA)
Project Code:	
Donor:	RBSA Fund (Government of the Federal Republic of Germany)
Start date:	1 July 2008
End date:	31 December 2011
Budget:	
Type of Evaluation:	Independent
Evaluation Period:	October 14 – November 23, 2011
Countries covered:	Burundi, Cameroon, Guinea, Lesotho, Madagascar, Mozambique, Namibia, Nigeria, Rwanda, Senegal, Sierra Leone, Zambia
Implemented by:	Regional Office for Africa, Addis Ababa
Technical Unit	Social Security Department, Geneva
Evaluation Manager	Gugsa Yimer Farice, Senior Monitoring and Evaluation Office, ROAF
Evaluation Team	
Date of Completion	

1. Introduction and rationale for evaluation

The ILO plans to conduct an independent final evaluation of the project “Extending social security to African migrant workers and their families” (hereafter referred to as *RBSA Germany Program*)

The terms of reference for the evaluation have been prepared in line with the ILO’s guidelines in the 2006 ILO PARDEV Technical Cooperation Manual Version 1 and the ILO’s evaluation framework, endorsed by the Governing Body in November 2005 (GB.294/PFA/8). The project evaluation will address the extent to which the project objectives have been met and also try to assess how the project outcomes have contributed to the overall ILO’s P&B strategic objectives and the DWCP priorities.

QUATRRAIN AFRICA directly supports Intermediate Outcome 3a of the *Programme and Budget for the Biennium 2008-09* (*‘more people have access to better managed social security benefits’*), Immediate Outcome 3a.1 (*‘increase member State capacities to develop policies focused on improving social security systems’*), and Immediate Outcome 3a.2 (*‘improve member State capacity to manage social security schemes and to implement policies focused on improving social security systems’*). QUATRRAIN AFRICA further supports Outcome 4 of the *Programme and Budget for the Biennium 2010-11* (*‘Social security: More people have access to better manage and more gender equitable social security benefits’*).

Although the project was expected to cover three years (2008-10), it was extended for one additional year. The RBSA agreement between the ILO and the Federal Republic of Germany was signed on 18 March 2008 and the project started in October 2008 with the recruitment of international staff.

An interim narrative report of the first phase (October 2008 - November 2009) of the project was carried out in November 2009. The final evaluation of the project is scheduled for October - November 2011.

2. Background and context of QUATRRAIN Africa

Social security is a fundamental human right recognized in numerous international instruments, in particular the *Declaration of Philadelphia* (1944) which is an integral part of the Constitution of the International Labour Organization, the *Universal Declaration of Human Rights* (1948) adopted by the General Assembly of the United Nations, and the *ILO Declaration on Social Justice for a Fair Globalization* (2008) adopted by the International Labour Conference. However, the exercise of the right to social security and social protection is denied to vast numbers of persons in Africa because of the limited coverage of existing schemes in many countries of the continent.

Governments of Africa agreed in 2007 at the 11th African Regional Meeting that ‘the construction of durable social security systems requires a national and long-term term commitment’. The enhancement of the coverage and effectiveness of social protection for all is one of the four strategic objectives of the ILO Decent Work agenda that guides the Programme of the International Labour Office (ILO). The critical importance of extending and strengthening social protection was also underscored in the *Global Jobs Pact* that was adopted by the International Labour Conference in June 2009.

The effective governance of social protection schemes – particularly their financial governance – is an essential prerequisite for the enhancement of the coverage and effectiveness of social protection. For this reason, the ILO, with funding from the Federal Republic of Germany, has

implemented the RBSA project *social security quantitative training for Africa* (QUATRRAIN¹³ AFRICA).

QUATRRAIN AFRICA's objective is to establish academic and continuing education programmes to strengthen the financial governance of social security schemes in Africa so that:

- Governments and social partners can plan coherent social protection priorities and effectively monitor the performance of social security systems in order to take timely and effective action to ensure that national systems are sustainable and responsive to the social protection needs of the population;
- Managers and officials of social security institutions and responsible line ministries can efficiently project financial and fiscal implications of social policy choices and evaluate experience over time;
- Financial specialists in social security institutions responsible for the budgeting and actuarial and economic modeling of social security systems can support managers in evaluating and monitoring performance and to respond to the demands of policymakers.

QUATRRAIN AFRICA supports the *Decent Work Agenda in Africa (2007-2015)* which includes as a target: 'All African countries adopt coherent national social security strategies, including for the introduction or extension of a basic social security package that includes essential health care, child support for school age children and a minimum pension.'

This ToR relates to an independent evaluation of the project. Capacity-building initiatives such as QUATRRAIN AFRICA, by their nature, are not easily amenable to readily visible and easily quantifiable measures of the results achieved. Besides tangible outputs such as number of partners trained, their success can be measured in the medium- and long-term in relation to intangibles such as strengthened governance and improvements in corporate cultures in ministries and institutions responsible for social security. The absence of immediately quantifiable measures could also be balanced against the tangible results that better governance (the aim objective of the capacity building intervention) will yield – in particular, in the extension of the coverage of social protection to the vast majority of the African population not now covered, the establishment of new schemes, and the improvement of existing schemes. The proposed independent evaluation is preceded by an interim narrative report for the period 1 July 2008 to 31 December 2009. A final evaluation of the project is scheduled for December 2011.

¹³ The acronym QUATRRAIN stands for quantitative training.

The QUATRRAIN Project activities encompass several interventions aimed at enhancing capacities of policymakers, administrators, tripartite partners and financial analysts responsible for the planning and management of social protection schemes.

- **Training of tripartite “Governors”** (members of tripartite boards of directors of social security institutions, senior officials of such institutions, senior officials of government ministries involved in social security, and other decision-makers) of Social Security institutions across Africa, in the financial governance of social protection systems.
- **Development of resource materials.** Sound financial governance depends on the capacity and knowledge base of persons supervising and managing social protection schemes. In this regard and to ensure broader knowledge sharing, QUATRRAIN AFRICA developed resource materials:
 - A Guide Book (*Governance of social security systems: A guide for board members in Africa*), and an accompanying training manual. The Guide is a strategic financial governance tool designed to assist those supervising and managing social protection schemes in Africa to better understand and carry out their roles.
 - Translation into French of three of the most important of the *Quantitative Methods in Social Protection* produced by the ILO in collaboration with the International Social Security Association. The *Quantitative Methods in Social Protection Series* are the standard ILO Texts on social protection.
 - Course materials for the Masters programme, designed to be of value beyond the classroom.
- **Establishment of a Master of Science in Social Protection Financing.** In partnership with the University of Mauritius, QUATRRAIN AFRICA has established a Masters of Science in Social Protection Financing at the University of Mauritius. Commenced in August 2010, the Masters Programme is designed to enhance national capacities of managers and financial specialists responsible for the financial planning and management of social protection schemes, including cash transfers and social insurance programmes, as well as personnel working in government ministries in charge of social protection policy and financial management and in organizations representing workers and employers.

The Executive Masters, the first formal academic/university training on ILO social protection ideals, tools and concepts in Africa, is a key ILO/QUATRRAIN AFRICA legacy.

It is expected that the knowledge to be acquired from the Programme will help strengthen the management, financial governance and sustainability of existing social protection schemes, their improvement in the future, the development of financially sustainable and well-managed new schemes where gaps now exist, and, as a consequence, the long-term reduction of poverty and the enhancement of welfare in African countries.

3. Project implementation

The project is implemented and located in the Regional Office for Africa, Addis Ababa, Ethiopia. It is supported technically by the Social Security Department (SECSOC) at ILO Headquarters, Geneva.

The project is also supported by Social Security Specialists in the African Region, the ILO/ITC

and other ILO Units and Offices.

4. Purpose, scope and clients of the evaluation

Purpose:

The purpose of the evaluation is to assess the extent to which the project has achieved its objectives with special focus on its relevance, effectiveness, impact, sustainability and efficiency. Based on the assessment, the evaluation will also highlight lessons learnt from the project and draw up recommendations. The evaluation will also highlight lessons for projects covered by the RBSA funding.

Scope:

The evaluation will cover the full project period from commencement to end (1 July 2008 – 31 December 2011). Key evaluation questions include the project's contribution to social security administration and governance, contribution to Decent Work Agenda Outcomes, social security/protection –related P&B outcomes, and constraints and difficulties encountered in achieving the project outcomes.

Clients:

The principal clients for this evaluation are: the constituents and project partners in target countries and regions, the donor (Republic of Germany), the ILO implementation unit at the Regional Office for Africa, the technical backstopping unit at Headquarters (SECSOC), ACTRAV, ACTEMP, ILO field offices.

5. Evaluation framework and key issues to be addressed.

The evaluation should address the overall ILO evaluation criteria defined in the *ILO Guidelines for Planning and Managing Project Evaluation*. The following key questions are meant as a guide to the evaluator for information gathering and analysis and related conclusions, recommendations and identify lessons learnt and good practices. The evaluator can modify or drop some questions which may not be of high relevance to the project in consultation with the evaluation manager.

A. Relevance and Strategic fit

- How did the project means of action align and support the implementation of the priorities, ideals and declarations of the ILO towards extending of social security?
- How did the project support or contribute to DWCPs in the project countries?
- How well has the project promoted coherence with, and complemented and fitted in with other ILO projects/programmes in the country or countries of intervention and in the region?
- How does the project support national development strategies?
- Have the project interventions, including tools and knowledge development/sharing been designed to maximize ILO's comparative strengths in the field of social protection/security?

B. Validity of design

- Has the project effectively addressed constituents' needs at the country and regional levels? Where the interventions demand-driven?
- Has the project provided for adequate tripartite involvement and consultations in project planning, implementation, monitoring and evaluation?
- Considering the results that were achieved, was the project design realistic?
- Did the project design include a strategy for sustainability?
- To what extent the project objectives/outcomes were realistic.
- How appropriate and useful has been the draft project document in assessing project achievements?

C. Efficiency

- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
- Have resources been used efficiently?
- What aspects of project activities were the most cost-efficient? What factors influenced decisions to fund certain proposed project activities, and not others?
- Have the funds and activities been delivered in a timely manner?
- To what extent have the projects been able to build on other ILO initiatives and create synergies, thereby maximising efficiency in use of resources?

D. Project progress and effectiveness

- Did the project activities and interventions attract the desired target group?
- Has outputs been satisfactory in terms of content, pass rates, feedback from students/participants and resource persons?
- Are the stakeholders, in particular social partners, involved in the project?
- What can be identified as areas of success in project interventions? What factors have contributed to this success?
- In which areas have the interventions had least success? What have been the constraining factors and why? How can these be overcome?

E. Effectiveness of management arrangements

- Was there adequate technical, programmatic, administrative and financial backstopping, as initially envisaged?
- Was there adequate guidance and support from relevant ILO units (SECSOC, PARDEV, PROGRAM, HRD, ROAF, etc)
- Did the project management structure facilitate good results and efficient delivery?
- Was there a clear understanding of roles and responsibility by all parties involved, particularly key stakeholders, country level partners (Social Security Department (SECSOC) at ILO HQ, Regional Office for Africa, ILO sub-regional and country Offices, and other relevant offices?
- Were the project management capacities adequate?
- Does the project have a functional monitoring and evaluation systems? How effective was it?

F. Impact and Sustainability

- What has been the impact at the country and regional levels?

- Have the project activities made a significant contribution to the administration and financial governance of social protection systems in the targeted countries?
- To what extent were sustainability considerations taken into account in the execution of project activities?
- Has the capacity of implementing partners been sufficiently strengthened to ensure sustainability of achievements beyond the project phase?
- Has there been acceptance and ownership of the project interventions?
- Should there be some sort of a continued means of action to consolidate achievements?
- How will ILO field specialists and other ILO initiatives continue to support the work and the ILO partners to ensure sustainability?

G. Lessons learned

- What good practices can be learned from the project that can be applied to similar future projects?
- What should have been different, and should be avoided in similar future projects?
- Can the project approach be replicated and scaled up to cover more countries in Africa or elsewhere?

6. Methodology

The evaluation will be carried out through a desk review and visits to project office (Addis Ababa) and Mauritius for consultations with ILO management and staff and implementation partners, beneficiaries and other key stakeholders.

- **Desk review:** project documents, progress reports, mission reports, records of discussion, the Agreement (and Annexes) between the ILO and the University of Mauritius for the establishment of the Masters Programme, External Collaborator and Service Contract outputs produced under the project, tools and materials developed under the project
- **Email questionnaires and telephone/video interview/conferences** with stakeholders (managers and board members of social security institutions, government ministries and departments, alumni of project training programmes, ILO Social Security Specialists, tripartite partners in project countries, other development partners in social protection, etc.)
- **Field visit:** since the flagship product of the project is the Masters Programme in Social Protection Financing at the University of Mauritius, it would be worthwhile to visit the University to get a first hand assessment of the programme and conduct interviews with students, the programme secretariat and lecturers.

7. Main outputs of the evaluation

The evaluator will prepare the following reports in the course of executing his/her assignment:

1. Inception Report for each component, not more than ten (10) pages, outlining work method, and key questions to answer;
2. An evaluation summary according to the ILO's template for summaries of independent evaluation reports
3. First Draft Report (by November 11, 2011)
4. Final Report incorporating comments (by November 23, 2011) Evaluation summary (according to ILO standard template. See Annex 3) (by November 23, 2011)

The final report should conform to the following outline:

- Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of Evaluator(s), date of submission of Evaluation Report).
- Abstract
- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Findings (This section's content should be organized around the TOR questions)
- Lessons Learned and good practices
- Conclusions
- Recommendations (including to whom they are addressed)
- Possible future directions
- Annexes
 - Work schedule and persons interviewed
 - List of project outputs examined
 - Other documents consulted
 - TOR

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

8. Management arrangement

Evaluator: The evaluation will be conducted by an external independent evaluator responsible for conducting a participatory and inclusive evaluation process. The external evaluator will produce the evaluation outputs listed above based on the methodology outlined above.

Evaluation Manager

The evaluator will report to the evaluation manager (Mr. Gugsu Yimer Farice, farice@ilo.org) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support and services of the project and with the administrative support of the ILO Regional and Country Offices.

Project team: The team will provide logistic and administrative support to the evaluation throughout the process.

- Ensuring project documentations are up to date and easily accessible;
- Provide support to the Evaluator during the evaluation mission.

Work plan & Time Frame

The total duration of the evaluation process is estimated to 24 working days over a 7 week period from 14 October to 23 November 2011. The independent consultant will spent a maximum of 8 working days for field visit.

9. Evaluation Work Plan and Time Frame.

The evaluation is foreseen to be undertaken in the following main phases and time period.

Phase	Tasks	Responsible Person	Timing
I	<ul style="list-style-type: none"> Preparation of TOR, consultation with relevant partners and staff 	Evaluation manager	1st October
II	<ul style="list-style-type: none"> Identification of independent international evaluator Entering contracts and preparation of budgets and logistics 	Evaluation manager	12 th October
III	<ul style="list-style-type: none"> Telephone briefing with evaluation manager Desk review of project related documents Evaluation instrument designed based on desk review 	Consultant	14 th – 21 st October
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V	<ul style="list-style-type: none"> Draft evaluation report based on desk review and consultations from field visits 	Consultant	4 th – 11 th November
VI	<ul style="list-style-type: none"> Circulate draft evaluation report to key stakeholders Consolidate comments of stakeholders and send to evaluation team leader 	Evaluation manager	Circulate 14 November Deadline for comments 21 November.
VII	<ul style="list-style-type: none"> Finalize the report including explanations on if comments were not included 	Consultant	22 – 23 November
VIII	<ul style="list-style-type: none"> Approval of report by EVAL 	EVAL	24-29 November
IX	<ul style="list-style-type: none"> Official submission to the PARDEV 	Evaluation manager	31 November

10. Key qualifications and experience of the Consultant

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

- Master degree in Business Management, Economics or related graduate qualifications
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives in the area of employment, social security, education programmes, and management of development programmes, preferably in Africa.
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System
- Understanding of the development context of Africa would be a clear advantage.

- Excellent communication and interview skills **in English and French**
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.