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Mid-Term Independent Evaluation of the Project Expanding Social Security to Support the Formalization of the Angolan Economy (ESSAFE)

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Acronyms

	English	Portuguese
AIA	Angola Industrial Association	Associação Industrial de Angola
ARSEG	Angolan Insurance Regulation and Supervision Agency	Agência Angolana de Regulação e Supervisão de Seguros
C102	ILO Social Security (Minimum Standards) Convention, 1952 (No. 102)	Convenção da OIT sobre Segurança Social (Norma Mínima), 1952 (N.º 102)
CCIA	Angola Chamber of Commerce and Industry	Câmara de Comércio e Indústria de Angola
CEFOJOR	Journalism Training Centre	Centro de Formação de Jornalistas
CO	ILO Country Office	Escritório Nacional da OIT
CPSFS-SINSE	Social Security Fund of the Employees of the State Intelligence and Security Service	Caixa de Proteção Social dos Funcionários do Serviço de Inteligência e Segurança do Estado
CPS-MININT	Social Protection Fund of the Ministry of the Interior	Caixa de Proteção Social do Ministério do Interior
DoA	Description of Action	Descrição da Ação
ENDE	National Strategy for the Development of Statistics	Estratégia Nacional de Desenvolvimento da Estatística
ESSAFE	Expanding Social Security to Support the Formalization of the Angolan Economy	Expansão da Segurança Social para Apoiar a Formalização da Economia Angolana
ET	Evaluation Team	Equipa de Avaliação
EU	European Union	União Europeia
EUD	EU Delegation	Delegação da União Europeia
EUR	Euros	Euros
FGD	Focus Group Discussions	Discussões em Grupo Focal
FMEA	Federation of Women Entrepreneurs of Angola	Federação das Mulheres Empreendedoras de Angola
FSA	Angolan Trade Union Force	Força Sindical Angolana
GDP	Gross Domestic Product	Produto Interno Bruto
GDPR	General Data Protection Regulation	Regulamento Geral sobre a Proteção de Dados
GITEPS	Interministerial Technical Working Group on Social Protection Statistics	Grupo Interministerial Técnico de Estatísticas de Proteção Social
GTRLBPS	Technical Group for the Revision of the Basic Law on Social Protection	Grupo Técnico de Revisão da Lei de Bases da Proteção Social
HDI	Human Development Index	Índice de Desenvolvimento Humano
ICLS	International Conference of Labour Statisticians	Conferência Internacional de Estatísticos do Trabalho
ICT	Information and Communication Technology	Tecnologias de Informação e Comunicação
IEA	Employment Survey in Angola	Inquérito ao Emprego em Angola
IGFSS	Institute for Financial Management of Social Security (Portugal)	Instituto de Gestão Financeira da Segurança Social
ILO	International Labour Organization	Organização Internacional do Trabalho
ILS	International Labour Standards	Normas Internacionais do Trabalho
INAPEM	Institute to Support Micro, Small and Medium Enterprises	Instituto de Apoio às Micro, Pequenas e Médias Empresas
INE	National Institute of Statistics	Instituto Nacional de Estatística
INSS	National Institute of Social Security	Instituto Nacional de Segurança Social
IOM	International Organization for Migration	Organização Internacional para as Migrações
IOPREI	Survey of Professional Organizations Representing Informal Economy Actors	Inquérito sobre Organizações Profissionais Representativas dos Agentes da Economia Informal
ISSA	International Social Security Association	Associação Internacional de Segurança Social
ISSFAA	Social Security Institute of the Angolan Armed Forces	Instituto de Segurança Social das Forças Armadas Angolanas
IT	Information Technology	Tecnologias de Informação
ITC-ILO	International Training Centre of the ILO	Centro Internacional de Formação da OIT
KII	Key Informant Interviews	Entrevistas com Informantes-Chave
LMIS	Labour Market Information System	Sistema de Informação do Mercado de Trabalho
M&E	Monitoring and Evaluation	Monitorização e Avaliação

MAPTSS	Ministry of Public Administration, Labour and Social Security	Ministério da Administração Pública, Trabalho e Segurança Social
MTE	Mid-Term Evaluation	Avaliação Intercalar
OECD/DAC	Organisation for Economic Co-operation and Development / Development Assistance Committee	Organização para a Cooperação e Desenvolvimento Económico / Comité de Ajuda ao Desenvolvimento
OEI	Observatory of Informal Economy	Observatório da Economia Informal
ONE	National Employment Observatory	Observatório Nacional do Emprego
P&B	ILO Programme and Budget	Programa e Orçamento da OIT
PDN	National Development Plan	Plano Nacional de Desenvolvimento
PREI	Informal Economy Reconversion Programme	Programa de Reconversão da Economia Informal
PSO	Mandatory Social Protection System	Sistema de Protecção Social Obrigatória
RBM	Results-Based Management	Gestão Baseada em Resultados
RCO	United Nations Resident Coordinator Office	Escritório do Coordenador Residente das Nações Unidas
SC	Steering Committee	Comité de Direcção
SDG	Sustainable Development Goals	Objetivos de Desenvolvimento Sustentável
SOCPRO	ILO Headquarters Social Protection Department	Departamento de Protecção Social da OIT (Sede)
SP&PFM	Improving Synergies Between Social Protection and Public Finance Management Programme	Programa sobre a Melhoria das Sinergias entre a Protecção Social e a Gestão das Finanças Públicas
TC	Technical Committee	Comité Técnico
ToC	Theory of Change	Teoria da Mudança
ToR	Terms of Reference	Termos de Referência
UN	United Nations	Nações Unidas
UNDP	United Nations Development Programme	Programa das Nações Unidas para o Desenvolvimento
UNEG	United Nations Evaluation Group	Grupo de Avaliação das Nações Unidas
UNICEF	United Nations Children's Fund	Fundo das Nações Unidas para a Infância
UNSDCF	United Nations Sustainable Development Cooperation Framework	Quadro de Cooperação das Nações Unidas para o Desenvolvimento Sustentável
UNTA	National Workers' Union of Angola	União Nacional dos Trabalhadores de Angola
USD	United States dollars	Dólar dos Estados Unidos

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1. Executive summary

BACKGROUND & CONTEXT

Summary of the project purpose, logic and structure: ESSAFE (Expanding Social Security to Support the Formalization of the Angolan Economy), a project implemented by ILO Angola (2023-2027) with European Union (EU) funding of €4.9 million, supports the transition from informal to formal employment through the expansion of contributory social security coverage and benefits in Angola. The project operates in a context marked by high informality rates and limited access to social protection, in which most workers remain outside the national social security system and public awareness of existing benefits is limited. Based on ILO Recommendations No. 202 and No. 204, ESSAFE supports policy development on employment and social security, strengthens INSS communication systems and digital services, reinforces technical capacities within public institutions, and supports consultation processes among government institutions and social partners. ESSAFE is part of a wider EU programme on economic formalization and social protection in Angola. Implementation is led by the ILO office in Angola in cooperation with MAPTSS, INSS, INE, INAPEM and MINPLAN (amongst others), together with employers' and workers' organisations.

Present situation of the project: ESSAFE started in July 2023 and runs until June 2027. At the time of the evaluation, two annual progress reports covering July 2023 to June 2025 had been produced, documenting project governance and coordination arrangements and the implementation of activities across the five outputs.

Purpose, scope and clients of the evaluation: The evaluation is intended to support decision-making during the remaining implementation period, strengthen accountability towards national stakeholders and the EU, and contribute to learning within the ILO and partner institutions. Its main users include government institutions, national tripartite constituents, the ILO, the EU, United Nations (UN) agencies, and organisations involved in social protection and economic formalization in Angola. The evaluation covers the period from July 2023 to December 2025 and assesses progress across the five project outputs at national and sub-national levels, including contributions to social dialogue, international labour standards, gender equality, non-discrimination, and disability inclusion.

Methodology of evaluation: The evaluation adopted a participatory and results-based approach aligned with ILO evaluation guidelines and integrated gender equality, human rights, disability inclusion, and social dialogue considerations throughout the process. It applied a mixed-methods design combining qualitative and quantitative data from primary and secondary sources, with triangulation across methods and stakeholder groups. Data collection included:

- Desk review of programme documents and external sources,
- 27 key informant interviews with representatives from the ILO, government institutions, employers' and workers' organisations, the EU, UN agencies, and partner institutions (10 women and 17 men), and
- 3 focus group discussions involving 21 participants in Luanda (10 women and 11 men).

Data collection took place through remote and in-person consultations between January and April 2026. Ethical standards, confidentiality, informed consent, and data protection requirements were applied throughout the evaluation. Two limitations affected the process. First, the project remains under implementation, which limited the assessment of longer-term results. Second, revisions to the project results framework reduced comparability with earlier reporting. These constraints were addressed through triangulation, adjustments to data collection tools, and the use of the revised theory of change and indicators.

MAIN FINDINGS & CONCLUSIONS

→ Relevance

Finding 1: ESSAFE demonstrates strong alignment with Angola's national development priorities, including national institutions priorities. National frameworks are explicitly referenced in the Description of Action (DoA) and informed the project's design and Theory of Change (ToC). At mid-term, the project remains relevant to ongoing national reforms on social security expansion, formalisation, digitalization, and financial sustainability. Implementation shows adaptation to institutional contexts, maintaining relevance. Alignment is strong with core government stakeholders, while for workers' and employers' organisations it is more limited and mainly reflected through participation in project-supported processes. Likewise, alignment is strongest at central institutions level compared to provincial level.

Finding 2: ESSAFE demonstrates strong strategic complementarity with national and international frameworks, namely the UNSDCF, SDGs, and successive ILO P&B cycles. The project addresses a gap within the UN system by focusing on the contributory dimension of social protection. Complementarity is strongest in relation to social protection outcomes, while contributions to formalisation and economic transformation remain, at mid-term, primarily indirect and policy-oriented, largely delivered through analytical work products. Emerging operational initiatives, such as the pilot with Grupo Carrinho (aligned with the EU's Global Gateway strategy), have the potential to strengthen ESSAFE's contribution to economic transformation through formalisation.

Finding 3: ESSAFE's design is appropriate to address the structural challenges of extending social protection coverage in Angola. It adopts a comprehensive, system-level approach that targets key constraints in policy, institutions, and data systems. Its emphasis on upstream, policy-oriented and analytical interventions results in an indirect pathway to impact at mid-term, which results in limited visibility of tangible results for the transition of workers into the formal economy. While the design enables coordination, flexibility, and alignment with institutional priorities, its system-level approach creates trade-offs in terms of focus, stakeholder understanding, and perceived added value.

ESSAFE remains highly relevant within Angola's evolving social protection reform agenda, demonstrating alignment with national priorities, international frameworks and strategic orientations of key stakeholders. The project responds coherently to the main constraints affecting the expansion of social security through a technically appropriate, system-level approach. Its emphasis on upstream, policy-oriented interventions has produced relevant and technically robust outputs, but has limited the visibility of tangible results for workers, particularly beyond central institutions and outside Luanda. Maintaining relevance over the remaining of the implementation will require stronger articulation between upstream analytical work and more operational and visible interventions, as well as clearer communication of results to a broader range of stakeholders.

→ Coherence

Finding 4: ESSAFE demonstrates strong internal coherence with other ILO interventions and structures. It built on the foundations established by ACTION/Portugal, with a complementary division of labour and shared outputs supported by regular coordination, information-sharing, and cumulative learning. ESSAFE also benefits from technical backstopping from SOCPRO, ITC-ILO, the Decent Work Technical Support Team, and CO-Kinshasa, which strengthens technical quality and continuity. The closure of ACTION/Portugal may increase pressure on ESSAFE, particularly in maintaining linkages between contributory and non-contributory social protection and areas such as South-South cooperation that are less developed within ESSAFE. This highlights the need to clarify how ESSAFE will sustain these functions, particularly given the ILO's recognition of linkages between contributory and non-contributory social protection.

Finding 5: ESSAFE demonstrates coherence with the EU-funded programme PREI, UNDP, and UNICEF at the design and strategic level, particularly due to ESSAFE's distinct focus on contributory social protection. At mid-term operational synergies remain underexploited with PREI. To strengthen coherence and reduce risks of duplication, ESSAFE could reinforce structured coordination with PREI actors.

ESSAFE demonstrates a coherent institutional positioning within the ILO portfolio in Angola, building on previous initiatives through continuity of technical support, cumulative learning and complementary areas of intervention. Coordination with ILO technical structures had reinforced consistency and technical quality across implementation. Coherence with EU-funded programmes and development partners is also well established, supported by a recognised niche in contributory social protection. At implementation level, however, operational synergies remain underexploited and largely dependent on informal collaboration mechanisms, which may limit continuity over time. Strengthening structured coordination with key partners and reinforcing operational linkages with PREI would support greater complementarity across interventions and consolidate ESSAFE's contribution to the expansion of contributory social protection in Angola.

→ Effectiveness

Finding 6: ESSAFE has made progress in delivering its planned outputs and strengthening the capacities of key national institutions. The project contributed to advances in the legal framework, social protection statistics and institutional collaboration, while also producing relevant tools and capacity building initiatives in communication, governance and digitalisation. However, the translation of these achievements into concrete results, particularly in terms of expanding contributory social security coverage, remains limited. Several interventions are still at the design or early implementation stage, and the uptake and use of technical outputs in policymaking and practice are not yet fully evident. While the project has strengthened the foundations for social protection expansion, tangible impacts on coverage are still emerging and will depend on the effective implementation and institutionalisation of its outputs.

Finding 7: ESSAFE made a significant contribution to strengthening the institutional capacities of key beneficiary institutions, with the strongest results observed in INSS and INE.

ESSAFE has achieved solid progress at mid-term in delivering planned outputs and strengthening the capacities of key national institutions. The strongest results are visible in legal and policy reform, social protection statistics, institutional capacity development, and interinstitutional coordination. Important achievements include support to the ratification of Convention No. 102, the production of Angola's first Social Protection Statistical Bulletins, the consolidation of GITEPS, and capacity building initiatives involving INSS, INE, MAPTSS and ONE. Progress was also observed in communication, governance and digitalisation through technical assistance, training and the development of operational tools. Nonetheless, progress has been uneven across outputs, with some activities still at design stage or early implementation. This is particularly the case for interventions with greater potential to contribute directly to formalisation and expanded contributory coverage. In addition, the use of some technical outputs in policy and operational processes is not yet fully evident.

→ Efficiency

Finding 8: ESSAFE has used financial, human, and technical resources efficiently at mid-term. Execution rates are on track, and resources have been directed towards legal reform support, analytical work, and institutional dialogue and strengthening. The staffing model combines a core project team, with specialised technical backstopping from regional and headquarters experts, which has been proportionate and adequate to achieve the intended results. Efficiency has been systematically constrained by administrative inefficiencies and procurement delays linked to the arrangements between the project and the CO-Kinshasa. The opening of CO-Luanda opens the opportunity for faster administrative efficiency and operational decision-making, when administrative arrangements transit completely to the CO-Luanda.

Finding 9: ESSAFE's management, coordination, and monitoring mechanisms have functioned effectively at operational level, by supporting adaptive management, institutional alignment, and transparent reporting. Strengthening efficiency may require resolving the gap between Technical Committee-level technical agreement and Steering Committee-level formal endorsement, operationalising the newly introduced monitoring survey, introducing intermediate outcome indicators, and strengthening outcome-level reporting to demonstrate the project's contribution to sustained institutional and social security system change.

Finding 10: Activities and outputs have been delivered with generally good technical quality, but implementation timeliness is uneven. Progress is strongest in policy reform, training, institutional strengthening, and analytical outputs, while activities requiring inter-institutional coordination, formal approvals, or counterpart-led implementation have experienced delays.

ESSAFE has used project resources efficiently: execution rates are consistent with the implementation period elapsed, resources have been directed toward priority outputs, and the staffing model has been proportionate to results achieved. Financial execution was stronger in technical assistance activities such as comparative studies, legal reform support, actuarial analysis, and institutional capacity building, and weaker where implementation depended on counterpart decisions, interministerial coordination, or external payments, such as the mediators' programme expansion and the National Journalism Prize. Administrative dependence on CO-Kinshasa has systematically affected recruitment, financial transfers, and output completion. At management level, the gap between Technical Committee technical agreements and Steering Committee formal endorsement, combined with limited participation of social partners, has reduced implementation speed, ownership, and visibility of results.

→ Sustainability and Impact (early signs)

Finding 11: Across ESSAFE's strategic areas, early signs of impact are strongest in institutional strengthening, policy reform and national interagency coordination. Sustainability prospects are generally positive, especially for results that are integrated into existing systems and aligned with institutional priorities, although in some areas they are still emerging.

Finding 12: There are limited but relevant early indications that ESSAFE is contributing to stronger foundations for formalisation and expanded social protection coverage in Angola. Despite this, measurable changes at population level cannot yet be attributed to the project.

Finding 13: ESSAFE has demonstrated an ability to adapt to emerging risks through flexible management and adjustments to workplans. The project shows very limited unintended effects, with one notable positive effect being stronger interinstitutional coordination for social protection issues.

ESSAFE shows early signs of impact mainly through stronger institutions, improved policy processes and better coordination between actors in the social protection sector. Effects on formalisation and expanded contributory coverage remain limited at mid-term. Sustainability prospects are stronger for results that are already embedded in national systems and institutional routines, particularly in legal reform processes, technical capacities and the production of social protection statistics. By contrast, initiatives that depend on continued external support, unresolved coordination arrangements or pending operational decisions face greater sustainability risks. ESSAFE has also shown flexibility in responding to implementation risks, although challenges linked to parallel initiatives remain unresolved. At mid-term, the project's main contribution has been to strengthen the conditions for future progress on formalisation and coverage.

→ Cross-cutting themes

Finding 14: ESSAFE has effectively promoted international labour standards and embedded social dialogue as a core implementation approach, with the strongest and most visible results linked to Convention No. 102. Project interventions are also broadly aligned with the principles of Convention No. 144 and Recommendations Nos. 202 and 204.

Finding 15: ESSAFE has effectively integrated social dialogue and tripartism as core implementation approaches. Gender equality has been incorporated with moderate results, while disability inclusion is more visible at design level than in demonstrated implementation results.

ESSAFE has integrated cross-cutting themes especially through the promotion of international labour standards and the systematic use of social dialogue mechanisms. Support to the ratification of Convention No. 102, together with broader alignment with other relevant ILO instruments, demonstrates a clear standards-based approach to reform and coverage expansion. Social dialogue has been consistently embedded in project implementation, and the participation of workers' and employers' organisations has remained stronger in consultation and validation stages. Gender equality has been incorporated with moderate results, while disability inclusion is more visible at design level than in demonstrated implementation results. Further efforts to mainstream gender and disability dimensions would strengthen the project.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Recommendations (R):

- ✓ **R1 | Relevance & Efficiency:** Prioritise actions that directly demonstrate results in supporting the transition of workers into the formal economy by leveraging existing policy and analytical work in the remaining implementation period. Scale targeted initiatives such as the Grupo Carrinho pilot to generate visible results on formalisation, and strengthen the visibility of private sector partnerships and alignment with the EU's Global Gateway strategy.
- ✓ **R2 | Coherence:** Formalise strategic coordination with PREI around shared priorities on formalisation and social protection. Clarify roles and responsibilities between ESSAFE, PREI, and OEI; establish regular coordination with MINPLAN, ONE, and PREI technical structures.
- ✓ **R3 | Effectiveness:** Prioritise and fast-track mature, implementation-ready interventions. Conduct a rapid internal prioritisation exercise, focus resources on high-impact initiatives (mediators' programme, social protection statistics, service delivery, digital transformation), set clear milestones, and reassess or deprioritise activities unlikely to be operationalised within the project period.
- ✓ **R4 | Effectiveness:** Clarify ESSAFE's role in the digitalisation of INSS services. Agree with INSS and the technological partner on a clear division of roles, position ESSAFE as strategic/technical advisor, and ensure that existing ESSAFE technical outputs (service workflows, process redesign proposals) are formally reviewed and integrated into the ongoing digitalisation process.

- ✓ **R5 | Efficiency:** Resolve administrative bottlenecks and improve decision-making between operational and strategic coordination levels. Fully transition administrative and financial processes to CO-Luanda (payment execution, procurement workflows), and prioritise resolution of long-pending outputs such as the Grupo Carrinho pilot, the strategy for the implementation of a social protection culture in Angola, and the National Journalism Prize.
- ✓ **R6 | Efficiency:** Strengthen the participation of social partners in project implementation, monitoring, and results communication. Develop accessible reporting tools for social partners; expand reflection spaces; design targeted capacity building for workers' and employers' organisations; and support dissemination of project outputs within their constituencies.
- ✓ **R7 | Sustainability & Impact:** Strengthen the institutionalisation and sustainability planning of key project processes and results. Develop a detailed exit strategy that promotes national resource allocation to sustain core functions (data production, interinstitutional coordination), defines transition arrangements with clear responsibilities and timelines, integrates key processes into existing institutional structures, and identifies sustainability risks with mitigation measures, particularly for GITEPS and the Social Protection Statistical Bulletin.
- ✓ **R8 | Cross-cutting theme:** Adopt a more systematic approach to integrating gender equality and disability inclusion across project interventions. Embed gender and disability analysis into analytical work; ensure coverage expansion interventions address barriers faced by women and persons with disabilities (particularly in informal and rural contexts); develop or adapt pilot initiatives to explicitly target these groups; and build the capacity of implementing partners on gender- and disability-sensitive approaches.

Lessons Learned (LL):

LL1: Flexible project design and adaptative management improves relevance when institutional priorities and capacities evolve during implementation, but incorporating unplanned activities also increased administrative and staff burden, a trade-off requiring budget and staff reserves from the start.

LL2: A strong upstream focus in the first phase of implementation needs to be complemented by visible downstream interventions to strengthen stakeholder ownership and demonstrate pathways to impact. Policy-oriented interventions should be progressively linked to more operational and visible actions.

LL3: The production of high-quality technical outputs does not guarantee their uptake without structured follow-up and alignment with institutional processes. Uptake should be planned from the beginning, aligning outputs with decision-making timelines, engaging responsible actors, and ensuring continued technical support to translate recommendations into action.

LL4: Project ambition needs to be matched with realistic delivery capacity, sequencing and prioritisation. An overly expansive scope in a complex institutional environment can reduce implementation depth and visibility of results. Future projects benefit from clearer prioritisation, phased sequencing of activities, and staffing proportionate delivery expectations.

Good Practices (GP):

GP1: Sequencing interventions and maintaining a clear division of labour across programmes strengthens coherence and accelerates institutional uptake, while avoiding duplication.

GP2: Using the Technical Committee as an operational co-management platform, with INSS, MAPTSS, ILO, and the EU jointly reviewing progress and make prioritisation decisions, improves implementation speed, inter-agency alignment, and institutional ownership.

GP3: Transparent and evidence-based reporting that consistently explains delays, causes, and corrective actions strengthens trust with strategic partners and supports adaptive project management.

GP4: Using international labour standards (ILS) as operational tools, and not only normative references, to guide policy dialogue and reform processes strengthens the technical quality and legitimacy of policy reforms (demonstrated through ESSAFE's support to C102 ratification).

GP5: Leveraging data production processes (e.g. the Social Protection Statistical Bulletin with GITEPS) to strengthen interinstitutional coordination and ownership, bringing together multiple institutions in the process of data collection, validation and analysis, breaks institutional silos and fosters collaboration and shared responsibility.

GP6: Combining technical assistance with capacity building and peer learning (e.g. Diploma in Social Protection Management and South-South exchanges) supports knowledge acquisition and its application to real institutional challenges.

2. Projects' background

2.1. Context

The International Labour Organization (ILO) is implementing the project Expanding Social Security to Support the Formalization of the Angolan Economy (ESSAFE) in Angola. The project started in July 2023 and runs until June 2027, with a budget of €4,904,716, from which the European Union (EU) funds €4,775,000 (97 *percent*). It has the overall objective of accelerating the transition from the informal to the formal economy by expanding contributory social security coverage and benefits¹.

The EU funding of ESSAFE is part of the broader EU programme in Angola, “Support for the formalization of the economy, including social protection and public financial management support”, with a total commitment of €60 million for 2020-2027/8. The programme includes budget support and three complementary interventions: (1) technical assistance to the government-led Informal Economy Reconversion Programme (PREI), (2) the ILO-led ESSAFE project, and (3) the Expertise France project “Support to Public Financial Management, State-Owned Enterprises, Public-Private Partnerships, and Financial Inclusion in Angola”².

Angola is classified as having medium human development, with a Human Development Index (HDI) of 0.616 in 2023. The HDI has increased steadily since 1999, although progress has decelerated since 2017³. Over the last 20 years, Gross Domestic Product (GDP), in constant 2015 United States dollars (USD), has followed an upward but volatile trend, with strong growth in the 2000s, contraction between 2015 and 2016, and gradual recovery since. GDP reached about USD 100 billion in 2024. The oil sector is the main driver of the economy, often accounting for over 30 *percent* of GDP. Income inequality, measured by the Gini index, increased from 42.7 in 2008 to 51.3 in 2018, indicating uneven distribution of economic gains⁴.

Social protection coverage remains low. In 2022, only 8.7 *percent* of the population received at least one social protection benefit, which is below the African average of 18.8 *percent* and slightly above the Central Africa average of 7.8 *percent*⁵. According to ILO estimates, labour force participation was around 76 *percent* in 2024, with a higher rate among men (78 *percent*) than among women (73 *percent*)⁶. ILO estimated that around 92 *percent* of the economically active population worked in the informal economy in 2022, with higher rates among women (95.4 *percent*) than men (88.7 *percent*)⁷. National statistics reported a slightly lower level of informality: around 80 *percent* in 2022, with higher rates in rural areas (95.6 *percent* compared with 66.7 *percent* in urban areas) and among women (88.4 *percent* compared with 71.0 *percent* among men)⁸. National statistics also indicate a slight decline in informality: in the fourth quarter of 2025 it accounted for 78.6 *percent*, 1.4 percentage points lower than in 2022. The decline occurred only among men, for whom informality fell to 69.5 *percent* (1.5 percentage points lower), while among women it increased slightly by 0.3 percentage points, reaching 88.7 *percent*⁹. This trend suggests a gradual but slow process of economic formalisation in the country, one in which women are benefiting less.

Analysis on the informal labour market indicate that low levels of literacy and younger age tend to increase the likelihood of informal employment. Agriculture and domestic work are the sectors with the highest levels of informality. Workers in the formal economy tend to earn higher wages compared to informal workers¹⁰.

National statistics indicate that 83 *percent* of people working in the informal economy were unaware of the benefits of enrolling in social security in 2022. The proportion was higher among women (88.6 *percent*) than among men (77.5 *percent*) and highest among young people (89.9 *percent*). More than 50 *percent* of those surveyed reported that they had never heard of the National Institute of Social Security (INSS), the country's main social security institution. This proportion was significantly higher in rural areas: 78 *percent*. This lack of awareness helps to explain why compulsory social protection under the INSS covered only 2,508,526 registered workers in 2022: the equivalent of around 14 *percent* of the economically active population^{11,12}.

¹ ILO (International Labour Organization): “Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action”, 2023.

² Reite, Torun et al.: “Avaliação Intercalar do Programa “Apoio à Formalização da Economia, Incluindo a Protecção Social e o Apoio à Gestão das Finanças Públicas”, 2025

³ UNDP (United Nations Development Programme): “Angola - Human Development insights”, 2023. Available at: <https://hdr.undp.org/data-center/country-insights#/ranks>, accessed in February 2026.

⁴ World Bank: “World Development Indicators (WDI) database”, last update January, 2026.

⁵ ILO (International Labour Organization): “World Social Protection Database – SDG Indicator 1.3.1: Effective coverage of the population by at least one social protection benefit”, 2025.

⁶ World Bank: “World Development Indicators (WDI) database”, last update January, 2026.

⁷ ILO (International Labour Organization): “SDG Indicator 8.3.1 - Proportion of informal employment in total employment by sex and sector (%) – Annual”, 2026.

⁸ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): “1.º Boletim de Estatísticas da Protecção Social de Angola”, 2024.

⁹ INE (Instituto Nacional de Estatística): “Inquérito Sobre o Emprego em Angola IC Trimestre de 2025. Indicadores de Emprego e Desemprego”, 2026.

¹⁰ Cravo, Tulio, et al: “Determinants of Labor Market Outcomes in Angola”, *African Development Bank Group Working Paper 771*, 2023.

¹¹ Calculations by the ET, based on data from the First Statistical Bulletin of Angola, used an economically active population (aged 15 years and above) of 18,229,152 and a total of 258,526 people registered with the INSS.

¹² GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): “1.º Boletim de Estatísticas da Protecção Social de Angola”, 2024.

The relatively low levels of social security coverage persist despite the Basic Law on Social Protection (Law No. 7/04, 2004)¹³, which establishes compulsory social protection and aligns with the ILO Social Security (Minimum Standards) Convention, 1952 (C102) and ILO Recommendation No. 202¹⁴. Expanding contributory social security coverage has been a national priority in Angola for several decades. The Long-Term Development Strategy for Angola (2025) identifies the need to reform the system and develop sustainable financing models¹⁵ and the National Development Plan (PDN) 2018-2022 set a target of 40 percent coverage of the economically active population¹⁶: a target far from being met.

2.2. Projects' description

2.2.1. Projects' purpose, logic, structure and objective

ESSAFE's Theory of Change (ToC) draws on ILO Recommendation No. 202 on Social Protection Floors and ILO Recommendation No. 204 on the Transition from the Informal to the Formal Economy.

The ToC described in ESSAFE's Description of Action (DoA) was assessed during an Evaluability Assessment in 2025¹⁷. Following the assessment, the Project Team and the EU Delegation (EUD) in Angola revised the ToC and key indicators, against which the present mid-term evaluation was conducted. No revisions were made at the impact and outcome levels, only at the output and indicators level. Main revisions at output level included reduction from six to five outputs through integration of digitalisation and governance into a single output, refocusing of diagnostic work from comprehensive assessment to targeted perception studies and thematic analysis, broadening of communication activities to involve wider stakeholders, and focus on ISSA-aligned internal processes and reform uptake. Digitalisation support was specifically adjusted from system-wide reforms to internal IT governance and service delivery processes. These revisions maintained consistency with the project's overall objectives while reflecting adaptive management to institutional context (see Annex 6 for ToC changes description). Based on the original DoA of 2023¹⁸, and the 2026 revision of the DoA¹⁹, outputs and indicators²⁰, the Evaluation Team (ET) reconstructs ESSAFE's ToC as follows.

ESSAFE's ToC departs from a contextual assessment in which Angola has a legal framework for social protection, including a compulsory pillar, and has undertaken efforts to accelerate the formalisation of economic operators through the PREI programme. At the same time, the social protection system remains structurally underdeveloped. Effective social security coverage remains limited, informality widespread, and registration levels at INSS relatively low *vis-à-vis* active population. From ESSAFE's perspective, these parallel dynamics reflect a disconnect between the formal framework, policy commitments, and effective coverage.

ESSAFE links the coverage gaps to the absence of a comprehensive and coherent policy framework, weak institutional and programme coordination, restricted fiscal space for social protection, inadequacy of systems, mechanisms and benefits, limited statistical and actuarial capacity, perceived low attractiveness of existing contributory schemes, low awareness of social protection by the public, and limited institutional capacities.

According to the DoA, persistent informality and limited social security coverage leave workers without access to contributory social protection and income security throughout their life cycle. Informality weakens domestic revenue mobilization and reduces the fiscal space required to finance the social protection systems. This situation constrains poverty reduction, inclusive sustainable economic development, and the effective transition of workers and economic operators from the informal to the formal economy.

ESSAFE responds to the limited social security coverage challenge with the impact-level objective of contributing to accelerating the transition from the informal to the formal economy in Angola. At outcome level, it seeks to contribute to the expansion of contributory social security coverage and benefits.

To pursue its impact and outcome objectives, ESSAFE builds on four strategic areas of intervention:

- **Strategic Area 1.** Support the development of an evidence-informed approach to extending social security coverage and strengthening policy design. The underlying hypothesis is that if the Government strengthens decision-making processes through improved data systems, analytical work, legal review, actuarial analysis and participatory

¹³ Assembleia Nacional: "Lei n.º 7/04 de 15 de Outubro – Lei de Bases da Proteção Social", Diário da República I Série. N.º 83, 2004.

¹⁴ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

¹⁵ Ministério do Planeamento: "Estratégia de Desenvolvimento a Longo Prazo para Angola (2025)", 2007.

¹⁶ Governo de Angola: "Plano de Desenvolvimento Nacional 2018-2022", 2018.

¹⁷ Rodrigues, Cristina: "Expanding Social Security to Support the Formalization of the Angolan Economy (ESSAFE Angola) International Labor Organization (ILO): Evaluability Assessment (EA) of the project's Monitoring and Evaluation (M&E) framework – Draft Final Report", 2025.

¹⁸ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

¹⁹ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", *Track Changes Version*, February, 2026.

²⁰ ILO (International Labour Organization): "ESSAFE Angola proposed changes to the outputs and indicators", March, 2026.

consultations, then evidence-based decision-making on social security and employment-related policies will improve and coherent, financially sustainable strategies for extending contributory coverage will be developed.

- **Strategic Area 2.** Strengthen INSS institutional systems for outreach, digital transformation and internal governance. The underlying hypothesis is that if outreach, digital transformation and internal governance are strengthened, then INSS's communication capacity, administrative processes and governance mechanisms will improve, thus contributing to better compliance, transparency and service delivery.
- **Strategic Area 3.** Build technical capacities for social protection formulation and delivery. The underlying hypothesis is that if technical capacities for social protection formulation and delivery are strengthened, then knowledge and implementation capacity will increase and reforms will be more effectively designed, implemented and monitored.
- **Strategic Area 4.** Promote inclusive social dialogue and participatory policy development. The underlying hypothesis is that if inclusive social dialogue and participatory policy development are strengthened, then consultation processes among social partners will improve and reforms will benefit from greater consensus, legitimacy, and coordination.

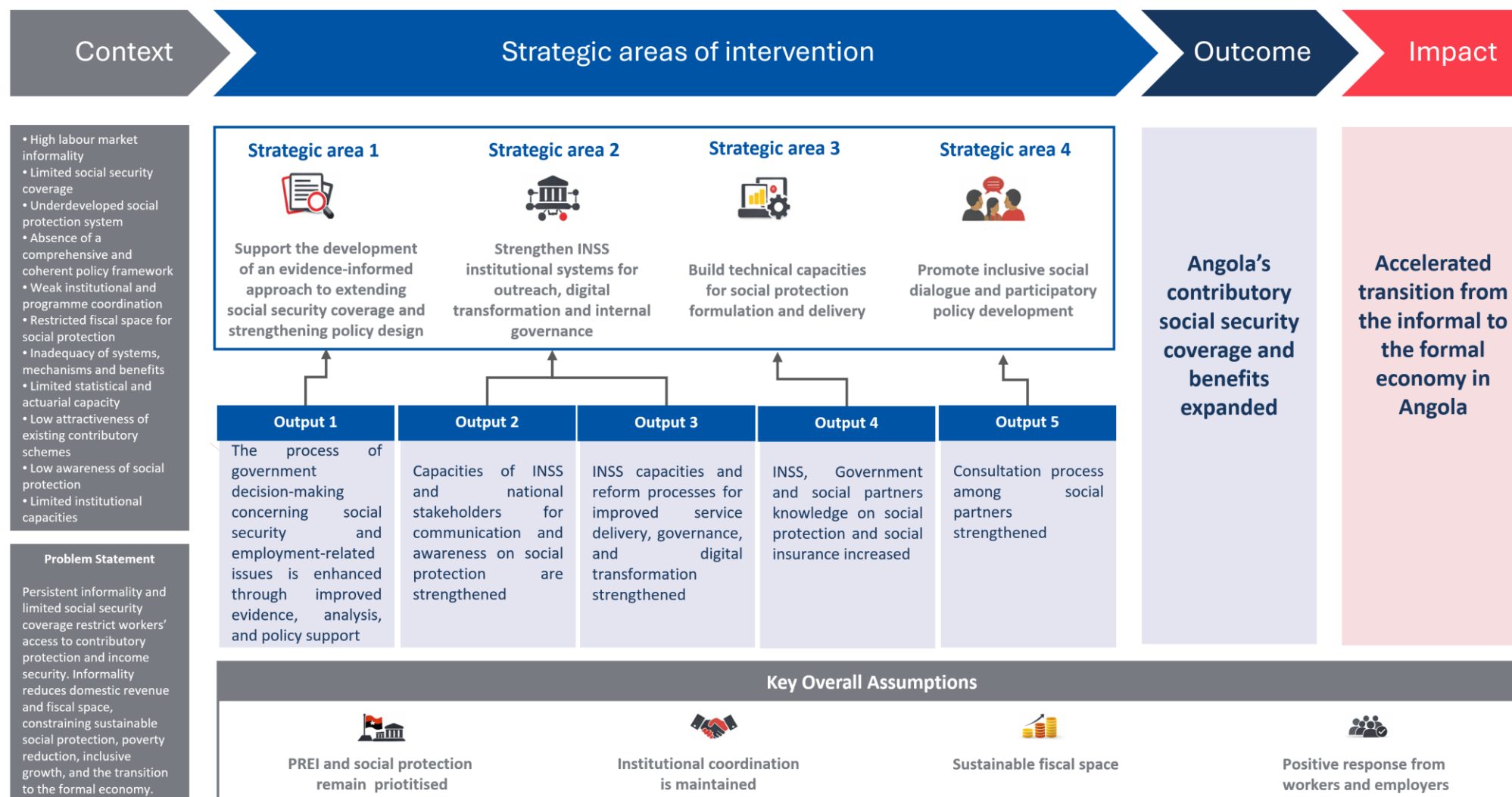
To achieve the objectives of the four strategic areas, ESSAFE designed a pathway with currently five outputs:

- **Output 1.** The process of government decision-making concerning social security and employment-related issues is enhanced through improved evidence, analysis, and policy support (supports strategic area 1). The project supports analytical work on informality, legal and regulatory review, actuarial and costing exercises, and the development of financing options, strategies and action plans. It also supports labour statistics, the Labour Market Information System (LMIS) and the National Employment Observatory (ONE).
- **Output 2.** Capacities of INSS and national stakeholders for communication and awareness on social protection are strengthened (supports strategic area 2). The project supports INSS and partners to develop and implement communication and awareness-raising initiatives, tools and materials to promote understanding of social protection, and encourage registration.
- **Output 3.** INSS capacities and reform processes for improved service delivery, governance, and digital transformation strengthened in line with relevant International Social Security Association (ISSA) guidelines and international good practices. (supports strategic area 2). The project supports improvements in internal IT governance, service delivery processes, administrative procedures and institutional capacity, as well as the development and uptake of ISSA-aligned tools and reform proposals.
- **Output 4.** INSS, Government and social partners knowledge on social protection and social insurance increased (cross-cutting output, supporting all strategic areas). The project provides technical assistance and capacity building on social protection statistics, actuarial analysis, monitoring and evaluation, and implementation of social protection policies.
- **Output 5.** Consultation process among social partners strengthened (cross-cutting output, supporting all strategic areas). The project promotes structured and inclusive social dialogue through support to consultation mechanisms and multi-stakeholder platforms such as the Observatory of Informal Economy (OEI).

The key overall assumptions of ESSAFE include that PREI and social protection remain key Government priorities, that institutional coordination is maintained, that the national fiscal space allows progressive implementation of coverage extension measures, and that workers and employers respond to improvements in governance, communication, and service delivery.

The ET reconstructed the ESSAFE ToC's diagram based on the changed agreed between the ILO and EUD in 2026 as presented in Figure 1.

Figure 1. ESSAFE's ToC diagram



2.2.2 Overview of present situation of the Project

The project started in July 2023 and runs until June 2027. At the time of the evaluation, two annual progress reports covering July 2023 to June 2025 had been produced, documenting project governance and coordination arrangements and the implementation of activities across the five²¹ outputs^{22, 23}.

2.2.3. Roles and contributions

According to the DoA, ESSAFE engages with core stakeholders across the ILO, national institutions, tripartite constituents and the EUD. The ILO project team leads implementation, coordination and technical backstopping, supported by the ILO Country Office in Kinshasa, the Decent Work Technical Support Team for Cameroon, São Tomé and Príncipe, and Equatorial Guinea, the ILO Headquarters Social Protection Department (SOCPRO), the International Training Centre of the ILO (ITC-ILO), and ILO ACTION/Portugal.

The project engages with multiple government counterparts. The main implementing partners are the Ministry of Public Administration, Labour and Social Security (MAPTSS), the INSS, the Institute to Support to Micro, Small and Medium Enterprises (INAPEM), and the National Institute of Statistics (INE). MAPTSS provides policy leadership and ensures interministerial coordination on social protection and employment, including oversight of the ONE. INSS acts as the main implementing partner, leading implementation across most outputs related to contributory social protection. INAPEM plays a central role in addressing informal economy issues through coordination and stakeholder engagement within the OEI. INE is the key technical partner on labour and social protection statistics, contributing to data production, LMIS-related work and interinstitutional coordination.

Employers' and workers' organisations participate through social dialogue and consultation mechanisms linked to the project. The EUD, as the cooperation partner, provides financial support and engages in monitoring and evaluation processes. A detailed stakeholder mapping is provided in Annex 12.

3. Evaluation background

3.1. Objective of the evaluation

As defined in the Terms of Reference (ToR), the evaluation's objective is to generate evidence-based findings and recommendations that inform the remaining implementation period and support learning, accountability, and adaptive decision-making²⁴. Specifically, the Mid-Term Evaluation (MTE):

1. Assesses the relevance of the project's design and objectives in relation to Angola's national priorities, the ILO's strategic outcomes, and the EU's development cooperation goals.
2. Evaluates the coherence and alignment of the project with other national and international initiatives, including PREI and the PDN.
3. Examines the project's effectiveness, so far, in achieving its planned outputs and some of the outcomes, including progress on social security coverage, institutional capacity, and stakeholder engagement.
4. Assesses the efficiency of resource use, implementation arrangements, and coordination mechanisms.
5. Identified early signs of impact and sustainability, particularly in terms of institutional ownership, policy uptake, and stakeholder participation.
6. Reviews the quality and use of the Monitoring and Evaluation (M&E) framework, including data collection tools, baseline information, and indicator tracking.
7. Provides forward-looking recommendations to improve project implementation, enhance results, and inform future programming and provide initial insights for a potential second phase.

3.2. Intended users and uses of the evaluation

The evaluation's primary clients are the project's key national stakeholders and beneficiaries, including the Government of Angola, relevant public institutions, national tripartite constituents, and those excluded from or inadequately covered by social protection schemes and programmes and their families. Other primary clients include ILO units involved in implementation, ILO Regional Office for Africa, the EU, United Nations (UN) agencies, and institutions with an interest in

²¹ ESSAFE progress reports were developed before the 2026 revision, meaning their structure covers the initially designed six outputs. The revision merged the original outputs 3 and 4, which reduced the overall number of outputs.

²² ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²³ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²⁴ ILO (International Labour Organization): "Terms of Reference Mid-term Independent Evaluation Project ""Expanding Social Security to Support the Formalization of the Angolan Economy""", 2025.

social protection and formalisation in Angola. Secondary clients include ILO Governing Body and relevant ILO units that may indirectly benefit from the knowledge generated by the MTE.

The evaluation is intended to support evidence-based decision-making during the remaining implementation period, strengthen accountability to stakeholders and the EU, and promote organisational learning within the ILO and among national partners. It is also intended to inform potential adjustments to project implementation and provide inputs for the design of future programming, including a possible second phase.

3.3. Scope of the evaluation

The evaluation covers the period from project inception, on 1 July 2023, until 31 December 2025. It assesses the five project outputs and their contribution to the overall outcome. It examines activities implemented at national and sub-national levels and assesses the project's contribution to the ILO's mandate and cross-cutting priorities, including International Labour Standards (ILS), with reference to recommendations Nos. 204 and 202, social dialogue and tripartism, and gender equality and non-discrimination, including disability inclusion.

Deliverables include 1) a draft and final inception report, 2) a PowerPoint presentation with preliminary findings and stakeholder' debriefing workshop, 3) a draft and final evaluation reports and its PowerPoint presentation, 4) a stakeholders online validation workshop, and 5) an evaluation report summary prepared in accordance with ILO standards and templates.

4. Criteria and questions

4.1. Evaluation criteria

The evaluation addressed the criteria of relevance, coherence, effectiveness, efficiency, and early signs of sustainability and impact, as defined in the ILO Policy and Guidelines for results-based evaluations²⁵ and by the Organisation for Economic Co-operation and Development, Development Assistance Committee (OECD/DAC)²⁶. In analysing the criteria, the evaluation integrates cross-cutting considerations related to ILS, gender equality and non-discrimination²⁷, as well as tripartism and social dialogue²⁸.

4.2. Evaluation questions

During the inception phase, the project team and the ET agreed on the following evaluation questions:

Question	
Relevance	
1.	To what extent is the project aligned with Angola's national development priorities, including the PDN, PREI, and Agenda 2025, as well as with institutional priorities of direct beneficiaries?
2.	Does the project complement and build on existing national and international frameworks, including the UNSDCF, SDGs, and ILO's P&B outcomes?
3.	Is the project design appropriate to address the identified challenges in extending social protection coverage?
Coherence	
4.	How coherent is the project with other ILO interventions? How well the potential synergies and interlinkages with other ILO interventions were exploited, complemented, harmonised and well-coordinated without duplication?
5.	How coherent is the project with EU-funded programmes (e.g., SP&PFM) and with initiatives of other development partners? How well the potential synergies and interlinkages with EU and other development partners were exploited, complemented, harmonised and well-coordinated without duplication?
Effectiveness	
6.	To what extent has the project achieved its intended outputs and contributed to the outcome of expanding contributory social security coverage?
7.	What progress has been made in strengthening the institutional capacities of key direct beneficiaries of the project: INSS, MAPTSS, INE and ONE?
8.	Are the project's communication, digitalization, and governance interventions producing the expected results?
Efficiency	
9.	Are project resources (financial, human, technical and time) being used in an efficient manner?
10.	How effective are the project's management, coordination, and monitoring mechanisms?
11.	Are activities and outputs being timely implemented/delivered with the expected quality?
Sustainability (early signs)	
12.	What are the prospects for sustaining project results beyond its duration?
13.	To what extent does the sustainability or exit strategy promote national institutional ownership and enhance the capacity to continue and scale up interventions?

²⁵ ILO (International Labour Organization): "ILO Policy Guidelines for Results-Based Evaluation", 4th edition, 2020.

²⁶ OECD (Organisation for Economic Co-operation and Development): "Applying Evaluation Criteria Thoughtfully", 2021.

²⁷ ILO (International Labour Organization): "Guidance Note 3.1: Integrating Gender Equality in Monitoring and Evaluation", 2020.

²⁸ ILO (International Labour Organization): "Guidance Note 3.2 Adapting Evaluation Methods to the ILO's Normative and Tripartite Mandate", 2020.

14. How well are risk mitigation strategies being implemented?

Impact (early signs)

15. Are there emerging indications that the project is contributing to the formalisation of the economy and improved social protection coverage?
16. What unintended effects (positive or negative) have been observed?

Cross-cutting themes

17. Are international labour standards (e.g., ILO Convention 144, and ILO Recommendations 202 and 204) being promoted and applied?
18. How effectively has the project integrated social dialogue and tripartism, gender equality, and disability inclusion?

4.3. Evaluation language

The main language of the evaluation is English, while Portuguese was used for data collection in Angola.

5. Methodology

5.1. Approach

The MTE adopted a participatory, collaborative, inclusive, and results-based approach, fully aligned with the ILO Policy and Guidelines for results-based evaluations²⁹. Throughout all phases, the ET integrated considerations of gender equality, human rights, and disability inclusion, in line with the guidance of the ILO³⁰, the United Nations Evaluation Group (UNEG)³¹, and OECD³². The evaluation also systematically incorporates social dialogue and tripartism, consistent with ILO principles³³. The approach was designed to ensure an independent and balanced critical analysis, complemented by active and systematic engagement with key stakeholders involved in project implementation.

The evaluation applied a Results-Based Management (RBM) approach to assess performance across the results chain^{34,35} and uses Contribution Analysis³⁶ to examine the projects' plausible contribution to observed outcomes. Following ILO guidance³⁷, the evaluation used information from the project's monitoring and evaluation system, secondary data, as well as primary data collected to support an accurate and critical assessment of implementation. The methodology applied source triangulation and a mixed-methods approach, integrating qualitative and quantitative data from primary and secondary sources. The evaluation followed a convergent mixed-methods design. In line with ILO Checklist 4 on validating methodologies³⁸, the ET presents the evaluation methodology matrix in Annex 13.

5.2. Methods

As detailed below, data was collected through desk review, Key Informant Interviews (KIIs), and Focus Group Discussions (FGDs). These were analysed using triangulation across sources and methods.

5.2.1. Inception meeting & follow-up

The ET conducted an inception meeting on 20 January 2026 with representatives from ESSAFE and ILO Monitoring and Evaluation representatives. The meeting aimed to align expectations and priorities for the evaluation, including evaluation standards, scope, timeline, and logistical arrangements. Throughout the evaluation process, the ET maintained regular follow-up exchanges with the ILO Evaluation Manager and ESSAFE project manager to coordinate primary and secondary data collection, clarify emerging issues, and to ensure compliance with quality standards

5.2.2. Desk Review

The ET conducted qualitative and quantitative desk review of ESSAFE-related documents, including programme proposal, programme execution reports, information and data collected through the M&E system and other relevant knowledge products developed by the interventions. The review also included external sources, such as scientific articles, news articles, and statistics produced by reputable organizations/agencies/entities. The documents included in the final evaluation are listed in Annex 6.

²⁹ ILO (International Labour Organization): "ILO Policy Guidelines for Results-Based Evaluation", 4th edition, 2020.

³⁰ ILO (International Labour Organization): "Guidance Note 3.1: Integrating Gender Equality in monitoring and Evaluation". 2020.

³¹ UNEG (United Nations Evaluation Group): "UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations", 2024.

³² OECD (Organisation for Economic Co-operation and Development): "Applying a Human Rights and Gender Equality Lens to the OECD Evaluation Criteria", 2023.

³³ ILO (International Labour Organization): "Guidance Note 3.2 Adapting Evaluation Methods to the ILO's Normative and Tripartite Mandate", 2020.

³⁴ Vähämäki, Janet and Chantal Verger: "Learning from Results-Based Management Evaluations and Reviews", *OECD Development Co-Operation Working Paper* 53, 2019.

³⁵ Mayne, John: "Challenges and Lessons in Implementing Results-Based Management", *Evaluation*, Vol. 13(1): 87-109, 2007.

³⁶ Apgar, Marina and Carlisle Levine: "Contribution analysis", *Betterevaluation*, 2025.

³⁷ ILO (International Labour Organization): "ILO Policy Guidelines for Results-Based Evaluation", 4th edition, 2020.

³⁸ ILO (International Labour Organization): "Checklist 4: Validating Methodologies", 2014.

5.2.3. Key Informant Interviews (KII)

The ET conducted KIIs with 27 stakeholders (10 women and 17 men) who were directly or indirectly involved in the implementation of the project, and who were considered to have comprehensive insights into project design, implementation processes, results, and challenges. Interviewees included representatives from the project team, ILO country office and headquarters, relevant government institutions, employers' and workers' organisations, and UN agencies.

During the inception phase, the ET conducted preliminary interviews with selected ILO and government stakeholders to inform the inception report and to test and refine the interview guides. The selection of key informants was agreed between ET and the ILO and followed a purposive sampling strategy.

Preliminary interviews were conducted between 27 January and 16 February 2026, and interviews between 19 March and 16 April 2026. Interviews took place remotely via Microsoft Teams or WhatsApp (63 *percent*) and in-person (37 *percent*). Some interviews were held in a hybrid format, with one evaluator in-person and other(s) remotely. A summary of KIIs by stakeholder type, entity, and sex is presented in Table 1. The full list of consulted stakeholders is provided in Annex 4, and the interview guides are provided in Annex 8.

Table 1 – Key informant interviewees by type, entity, and sex

Type	Entity	Female	Male	Total
ILO	ESSAFE Project	2	2	4
	ILO ACTION/Portugal	1	1	2
	ILO DWT/CO-Yaoundé	-	1	1
	ILO-ITC	-	2	2
	ILO SOCPRO	1	-	1
Subtotal		4	6	11
Cooperation Partner	EUD	-	1	1
Subtotal		0	1	1
Government	INAMPEM / OEI	-	1	1
	INE	1	2	3
	INSS	2	2	4
	MAPTSS	1	2	3
	OEI	1	-	1
Subtotal		5	7	12
UN Agency	United Nations Resident Coordinator Office (RCO)	-	1	1
	United Nations Development Programme (UNDP)	-	1	-
	International Organization for Migration (IOM)	-	1	-
	United Nations Children's Fund (UNICEF)	1	-	-
Subtotal		1	3	3
Total		10	17	27

5.2.4. Focus Group Discussions (FGD)

The ET conducted three FGDs in Angola, involving 21 participants (10 women and 11 men) directly involved in project activities. FGDs took place in-person on the 30th and 31st of March 2026 in Luanda. Each FGD lasted around 90 minutes. As present in Table 2, each FGD addressed a specific topic and type of stakeholder.

FGDs were conducted in-person using structured discussion guides (see Annex 9). Discussions focused on participants' experiences with project implementation, perceived relevance, and observed or anticipated changes resulting from the interventions, complementing evidence collected through key informant interviews. Participants were selected through purposive sampling. The project team supported participant outreach but were not present during the discussions. All FGDs were conducted under confidentiality assurances, and informed consent was obtained prior to participation. Written notes were taken during each session, and, where consent was granted, photographic documentation was collected.

Table 2 – Number of FGD and participants by stakeholder type and sex

#	Type of FGD	Stakeholders	Female	Male	Total
1	Tripartite Dialogue on Social Security Reform and Institutional Change	Employers' representatives: - Angola Industrial Association (AIA) - Federation of Women Entrepreneurs of Angola (FMEA) - Angola Industry and Commerce Chamber (CCIA)	3	2	5
		Worker's representatives - National Workers' Union of Angola (UNTA) - Angolan Trade Union Force (FSA)	3	1	4
		Subtotal	6	3	9
2	Communication, Awareness, Access to Social Security, and Social Security Culture	Government: - National Institute of Social Security (INSS) - Journalism Training Center (CEFOJOR)	1	1	2
		ANGOP	-	1	1
		Subtotal	1	2	3
3	Governance, Statistics, and Use of Evidence	Government: - Social Security Fund of the Employees of the State Intelligence and Security Service (CPSFS-SINSE) - Angolan Insurance Regulation and Supervision Agency (ARSEG) - Ministry of Public Administration, Labour and Social Security (MAPTSS) - Social Security Institute of the Angolan Armed Forces (ISSFAA) - Social Protection Fund of the Ministry of the Interior (CPS-MININT)	3	6	9
		Subtotal	3	6	9
		Total	10	11	21

5.3. Ethical Considerations and Quality Assurance

All evaluation steps followed the ethical guidelines and principles for evaluations defined by UNEG, namely the principles of integrity, accountability, respect, and beneficence³⁹. Throughout the process, the evaluation will integrate Human Rights and Gender Equality considerations in line with UNEG guidance⁴⁰ and in compliance with ILO guidelines^{41, 42}. All evaluators committed to the ILO Code of Conduct for Evaluators⁴³. Data collection and processing were covered by IMPACTE's Ethical Principles for Data Collection (Annex 10**Error! Reference source not found.**), intentionality, respect and dignity, informed consent, do-no-harm principles. The management of evaluation participants' personal information complies with General Data Protection Regulation (GDPR), and names of key informants are anonymised in this report. To ensure the quality of outputs, all ET members received training and a common briefing on the project scope, methods, and data collection standards. Data collection followed structured guides, and all key informant interviews and focus group discussions were systematically documented (Annex 11). Findings are grounded in triangulation across multiple sources (Annex 13).

5.4. Limitations and Mitigation Measures

The ET identified two limitations, which did not affect the overall quality and robustness of the analysis.

- The project is still under implementation, and several results are not yet fully observable at the time of the MTE. This limited the assessment of achievements beyond output-level indicators and constrained the analysis of outcomes, sustainability, and impact. As a mitigation strategy, the evaluation merged the sustainability and impact analysis and based its assessment on early observable signs of change, supported by available evidence and illustrative examples.
- During the MTE inception phase, the revision of the project's DoA reduced comparability between earlier project reporting and the current evaluation at output and indicators' level, which introduced challenges in tracking progress against the original framework. The ET received early updates on changes before data collection started, which allowed adjustments to the KIIs and FGD guides. The ET agreed with the ESSAFE project team to follow the revised ToC structure, outputs, and indicators to ensure alignment with the current project design.

³⁹ UNEG (United Nations Evaluation Group): "UNEG Ethical Guidelines for Evaluation", 2020.

⁴⁰ UNEG (United Nations Evaluation Group): "UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations", 2024.

⁴¹ ILO (International Labour Organization): "Guidance Note 3.1: Integrating Gender Equality in Monitoring and Evaluation", 2024.

⁴² ILO (International Labour Organization): "Supplementary Guidance Note: Integrating Gender Equality in ILO Monitoring and Evaluation", 2024.

⁴³ ILO (International Labour Organization): "Template 3.1: ILO Code of Conduct: Agreement for Evaluators" 2021.

6. Main findings

6.1. Relevance

✓ The finding(s) below addresses the following evaluation question:

1. To what extent is the project aligned with Angola's national development priorities, including the PDN, PREI, and Agenda 2025, as well as with institutional priorities of direct beneficiaries?

Finding 1. ESSAFE demonstrates strong alignment with Angola's national development priorities, including national institutions priorities. National frameworks are explicitly referenced in the DoA and informed the project's design and ToC. At mid-term, the project remains relevant to ongoing national reforms on social security expansion, formalisation, digitalization, and financial sustainability. Implementation shows adaptation to institutional contexts, maintaining relevance. Alignment is strong with core government stakeholders, while for workers' and employers' organisations it is more limited and mainly reflected through participation in project-supported processes. Likewise, alignment is strongest at central institutions level compared to provincial level.

According to key informants responsible for the ESSAFE's design, national priorities informed the project's design, particularly the Social Security Development Plan of Angola 2030 strategy⁴⁴. The DoA explicitly links its approach to expressed priorities of national documents and strategies. As now explained, documentary analysis, KII and FGD data confirms that this alignment remains valid at mid-term.

Alignment with national priorities is strong across the PDN cycles^{45,46}, PREI⁴⁷, and Angola 2025⁴⁸, particularly on social security expansion, formalisation, governance strengthening, digitalization, and financial sustainability. These priorities are reflected in ESSAFE's design and ToC⁴⁹. For example, expansion of contributory coverage and improved policy coherence are pursued through diagnostics, legal and regulatory review, actuarial analysis, and the development of a national extension strategy (Output 1). Institutional modernization and governance strengthening are addressed through administrative reforms aligned with ILS and complemented by capacity development within INSS and other government institutions (Outputs 3 and 4). Digital transformation and IT governance reforms further align with national priorities on modernization and interoperability. The linkage between social security expansion and formalisation, central to PREI, is integrated into the project's outcome logic and supported through communication, social dialogue, and work on LMIS, including support to ONE and OEI (Outputs 1, 2 and 5). According to key informants, while alignment is clear with PREI at design level, its operationalisation remains limited, particularly on translating ESSAFE's generated evidence into coordinated policy action or programme support.

Angola ratified eight⁵⁰ ILO Conventions in 2025, including C102, which was supported by ESSAFE. This is a significant increase compared to only five conventions ratified since the 2000s⁵¹. While only C102 ratification can be directly linked to the project, the broader set of ratifications reflects a wider policy shift towards strengthening labour conditions and expanding protection coverage, reinforcing the relevance of the project within the current national reform context.

Angola has recently passed social security legislation, including Presidential Decree No. 15/25 (2025), which established the legal framework for protection in cases of absolute invalidity⁵², and Presidential Decree No. 16/25 (2025), which created the invalidity verification service⁵³. Additionally, Presidential Decree No. 253/25 (2025) introduced a sustainability indicator for the mandatory social protection system⁵⁴, and Presidential Decree No. 11/26 (2026) established a legal framework for electronic communication and digital administrative procedures⁵⁵. These measures indicate a national prioritization of financial sustainability and digital modernization. While not attributable to ESSAFE, they align closely with the project's focus on actuarial analysis (Output 1), governance strengthening and digital

⁴⁴ "Plano de Desenvolvimento da Segurança Social de Angola 2030 - Síntese", 2021.

⁴⁵ Governo de Angola: "Plano de Desenvolvimento Nacional 2018-2022", 2018.

⁴⁶ Governo de Angola: "Plano de Desenvolvimento Nacional 2023-2027", n.d..

⁴⁷ Presidente da República: "Decreto Presidencial n.º 148/25 de 30 de Julho. Programa de Reconversão da Economia Informal", *Diário da República I Série*, N.º 142, 2025.

⁴⁸ Ministério do Planeamento: "Angola 2025. Estratégia de Desenvolvimento a Longo Prazo para Angola (2025)", 2007.

⁴⁹ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", *Track Changes Version*, 2026.

⁵⁰ i.e., C155, C187, C122, C102, C161, Maritime Labour Convention, C189, and C190, which will enter into force on 11 June 2026.

⁵¹ ILO (International Labour Organization): "NORMLEX – Ratifications for Angola", 2026.

⁵² Presidente da República: "Decreto Presidencial n.º 15/25 de 29 de Janeiro. Estabelece o Regime Jurídico da Protecção na Invalidez Absoluta Resultante de Causas não Profissionais no âmbito da Protecção Social Obrigatória.", *Diário da República I Série*, N.º 20, 2025.

⁵³ Presidente da República: "Decreto Presidencial n.º 16/25 de 29 de Janeiro. Estabelece as regras de funcionamento do Serviço de Avaliação e Verificação de Incapacidades, abreviadamente designado por «SAVI»", *Diário da República I Série*, N.º 20, 2025.

⁵⁴ Presidente da República: "Decreto Presidencial n.º 253/25 de 27 de Novembro. Estabelece o Indicador de Sustentabilidade de Protecção Social Obrigatória", *Diário da República I Série*, N.º 223, 2025.

⁵⁵ Presidente da República: "Decreto Presidencial n.º 11/26 de 8 de Janeiro. Regime Jurídico da Comunicação e Tramitação Eletrónica dos Procedimentos Administrativos da Protecção Social Obrigatória", *Diário da República I Série*, N.º 4, 2026.

transformation (Output 3), and institutional capacity building (Output 4), which further reinforces the project's continued relevance at mid-term.

At institutional level, ESSAFE shows strong alignment with the Social Security Development Plan of Angola 2030⁵⁶ and the INSS Communication Plan 2024⁵⁷, which prioritise expansion of contributory coverage, formalisation, compliance and revenue collection, and institutional modernization, digitalization, and communication. ESSAFE's implementation reflects these priorities through actuarial analysis and comparative studies supporting system reform and coverage extension (Output 1), communication and outreach efforts, including the design of a pilot with Grupo Carrinho to test formalisation approaches (Output 2), and digital and service redesign to improve administrative processes and interoperability (Output 3). Institutional capacity, governance, and communication are further strengthened through training, management tools, and support to internal processes and stakeholder engagement (Outputs 3, 4 and 5)^{58, 59}.

ESSAFE's support to social protection statistics under Output 4 shows strong alignment with the National Strategy for the Development of Statistics (ENDE) 2015-2025⁶⁰, which prioritises strengthening of the national statistical system, production of quality data, institutional coordination, modernization, and capacity development. The project contributes to these priorities through training of INE staff, support to the Social Protection Statistics Bulletin⁶¹, and reinforcement of interinstitutional coordination mechanisms, including the Interministerial Technical Working Group on Social Protection Statistics (GITEPS), which has been progressively expanded to include additional actors during project implementation⁶².

KIIs and FGDs indicate that alignment extends to other key public institutions, including MAPTSS, and to bodies established by ministerial decree, such as ONE and OEI, particularly in areas of policy development, labour market information, and coordination, reflecting ESSAFE's primary focus on government stakeholders. Alignment with workers' and employers' organisations is more limited, and is mainly achieved through participation in social dialogue, capacity building, and consultation mechanisms, with less direct focus on their core institutional priorities. Alignment is strongest at central institutional level, with more limited evidence of engagement at provincial levels.

Some stakeholders reported that, while the project aligns well with national and institutional strategies, which encompass a wide range of priorities, at the operational level ESSAFE focuses on a subset of priorities. For some key informants, the basis for selecting this subset was unclear, which was often linked to the perception that the ILO could have engaged more extensively with national institutions during the design phase.

ESSAFE's initial design was relatively broad because it was the first ILO programme supporting INSS, thus, according to key informants, the initial broadness coupled with a flexible approach was designed to allow adaptations throughout implementation. However, the original design proved to be overly ambitious, and was limiting the project's results visibility. As a result, the initial broad scope was progressively narrowed and refined to focus on priority areas aligned with INSS institutional capacities, constraints, and evolving needs. For example, according to key informants, initial plans to support the development INSS's digital transformation, digitalization, technological infrastructure and IT governance were revised, as development had already been contracted externally by INSS. ESSAFE's support was refocused on system mapping and preparation of ToR for IT audit and usability⁶³. A similar adjustment was made in communication, where support shifted from strategy development to tools and outreach following an INSS decision. Activities with INE were also refocused towards statistical capacity and data production, including revision of the Employment Survey in Angola. The implementation of the informal economy study was moved to 2026. These adjustments demonstrate adaptability to institutional arrangements, helping maintain the project's relevance and alignment with national government stakeholder's priorities.

Revisions to the project's ToC⁶⁴ and results framework in 2026⁶⁵, following an evaluability assessment⁶⁶ and consultations with the EUD, reflect this adaptive approach by inserting in the DoA the adaptations rendered necessary during

⁵⁶ "Plano de Desenvolvimento da Segurança Social de Angola – 2030 – Síntese", 2021.

⁵⁷ DCI (Departamento de Comunicação Institucional): "Plano de Comunicação", 2024.

⁵⁸ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

⁵⁹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

⁶⁰ Presidente da República: "Decreto Presidencial n.º 88/15 de 7 de Maio que aprova a Estratégia Nacional de Desenvolvimento da Estatística em Angola - ENDE 2015-2025". Diário da República I Série N.º 64, 2015.

⁶¹ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "1.º Boletim de Estatísticas da Protecção Social de Angola", 2024.

⁶² ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

⁶³ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

⁶⁴ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", *Track Changes Version*, February, 2026.

⁶⁵ ILO (International Labour Organization): "ESSAFE Angola proposed changes to the outputs and indicators", March, 2026.

⁶⁶ Rodrigues, Cristina: "Expanding Social Security to Support the Formalization of the Angolan Economy (ESSAFE Angola) International Labor Organization (ILO): Evaluability Assessment (EA) of the project's Monitoring and Evaluation (M&E) framework – Draft Final Report", 2025.

implementation. While the overall objective and outcome remain unchanged, adjustments at output level repositioned the project towards more selective and feasible interventions, including scaling down system-wide reforms, integrating outputs, and strengthening the focus on LMIS. These changes indicate a more targeted approach aligned with national government institutional capacities, which ensures the project's continued relevance at mid-term.

✓ The finding(s) below addresses the following evaluation question:

2. Does the project complement and build on existing national and international frameworks, including the UNSDCF, SDGs, and ILO's P&B outcomes?

Finding 2. ESSAFE demonstrates strong strategic complementarity with national and international frameworks, namely the UNSDCF, SDGs, and successive ILO P&B cycles. The project addresses a gap within the UN system by focusing on the contributory dimension of social protection. Complementarity is strongest in relation to social protection outcomes, while contributions to formalisation and economic transformation remain, at mid-term, primarily indirect and policy-oriented, largely delivered through analytical work products. Emerging operational initiatives, such as the pilot with Grupo Carrinho (aligned with the EU's Global Gateway strategy), have the potential to strengthen ESSAFE's contribution to economic transformation through formalisation.

ESSAFE shows strong complementarity with the United Nations Sustainable Development Cooperation Framework (UNSDCF) Angola 2024-2028 People pillar⁶⁷, through its focus on expanding contributory social security coverage, and institutional capacity building through strengthening social protection systems and access to quality services. Its support to LMIS through studies and support to ONE and OEI, formalisation efforts, and institutional coordination (e.g., GITEPS) also contributes to broader priorities on inclusive growth and effective governance.

ESSAFE is strongly aligned with core Sustainable Development Goals (SDG) priorities, particularly SDG 1 on social protection, SDG 8 on decent work and formalisation, and SDG 10 on reducing inequalities. Its emphasis on evidence-based policymaking, statistics strengthening, digitalization, and governance further supports the cross-cutting objectives of the 2030 Agenda⁶⁸, particularly in relation to effective institutions and inclusive development.

The project is relevant across the last three ILO Programme and Budget (P&B) cycles (2022-2023⁶⁹, 2024-2025⁷⁰, and 2026-2027⁷¹), with strong and consistent alignment to core outcomes on social protection, formalisation, and institutional strengthening. This alignment is direct in relation to social protection outcomes, where the project's focus on contributory system expansion and system sustainability responds to Outcome 8 in 2022-2023 and Outcome 7 in 2024-2025 and 2026-2027. The project's contribution is primarily delivered through analytical products, including diagnostics, actuarial analysis, legal and regulatory reviews, and policy-oriented studies that inform reform processes.

It also aligns with Outcome 3 on formalisation and employment of the three P&B through its integration of social security expansion as a mechanism to incentivise formalisation. At mid-term, the project's contribution to formalisation remains primarily indirect and policy-oriented, including through support to LMIS and the development of the OEI, aimed at strengthening the evidence base for formalisation policies. Activities related to the pilot with Grupo Carrinho, which according to key informants are currently in their early stages, have the potential to strengthen ESSAFE's contribution to Outcome 3, particularly if these initiatives lead to workers' formalisation.

Alignment with governance, institutional strengthening, and policy coherence outcomes (Outcome 1 and 8 in 2022-2023, Outcome 8 in 2024-2025, and Outcomes 2 and 9 in 2026-2027) is also present through support to interinstitutional coordination (e.g., GITEPS), and capacity development (e.g., INSS, INE). The project contributes more selectively to cross-cutting areas such as digitalisation and data systems, which function as enabling elements supporting the project's core objectives. The project has more limited alignment with outcomes on tripartism and social dialogue (Outcome 2 across P&B cycles). While ESSAFE supports social dialogue processes and engagement with workers' and employers' organisations⁷², according to key informants, these contributions are mainly through their participation in consultation mechanisms, capacity building, and dialogue platforms instead of sustained co-creation. ESSAFE also contributes to the Decent Work Country Programme Angola 2019-2022⁷³, with strong alignment on formalisation and social protection, and more limited contributions to employability and social dialogue priorities.

Key informants from ILO and UN counterparts consistently recognized that ESSAFE addresses a gap within the UN system by focusing on the contributory dimension of social protection, complementing the predominant non-contributory focus

⁶⁷ United Nations Angola: "United Nations Sustainable Development Cooperation Framework Angola 2024-2028", 2023.

⁶⁸ United Nations: "Transforming Our World: The 2030 Agenda for Sustainable Development." A/RES/70/1, 2015.

⁶⁹ ILO (International Labour Organization): "Programme and Budget for the biennium 2022-2023", 2021.

⁷⁰ ILO (International Labour Organization): "Programme and Budget for 2024-2025", 2023.

⁷¹ ILO (International Labour Organization): "Programme and Budget for 2026-2027", 2026.

⁷² ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

⁷³ "Angola Programme Pays Pour Le Travail D cent (PPTD) 2019-2022", 2019.

of other UN Agencies and development partners including UNICEF and the World Bank. This positioning reinforces the project's strategic complementarity within the UN system.

According to key informants, complementarity is operationalised through coordination mechanisms, such as the development partners' group on social protection established, which ILO chaired and currently co-chairs with UNICEF. The group brings together UN agencies and other partners to promote alignment, information sharing, and identify opportunities for synergies across interventions.

Looking ahead, key informants indicated that ESSAFE's contribution to the UN's objective of leaving no one behind remains, at mid-term, largely indirect and policy-oriented, particularly in relation to formalisation. The project could further strengthen its contribution by reinforcing linkages between social protection and economic transformation through more operational initiatives that support formalisation. The pilot with Grupo Carrinho offers a potential entry point in this direction. Agricultural workers in Angola are especially excluded from contributory social protection⁷⁴. As explained by the project team, this initiative will test how smallholder farmers linked to agricultural value chains can be progressively covered by contributory social insurance schemes. Carrinho Agri works with more than 160,000 small farmers, creating a unique opportunity to test registration, contribution and access to benefits in real conditions, initially targeting farmers in Benguela Province. This approach is also in line with the European Union's Global Gateway strategy for the Lobito Corridor, a €2 billion investment aimed at transforming the transcontinental transport link stretching from Angola to the DRC and Zambia. In Angola, this will involve agriculture value chains, vocational training, logistics, transport, renewable energy, and water supply⁷⁵. By linking social protection to private sector partnerships and agricultural value chains, ESSAFE creates tangible pathways for informal workers to formalise and access income security. Key informants emphasised that strengthening the visibility of this contribution would reinforce stakeholder understanding of the project's relevance.

♥ The finding(s) below addresses the following evaluation question:

3. Is the project design appropriate to address the identified challenges in extending social protection coverage?

Finding 3. ESSAFE's design is appropriate to address the structural challenges of extending social protection coverage in Angola. It adopts a comprehensive, system-level approach that targets key constraints in policy, institutions, and data systems. Its emphasis on upstream, policy-oriented and analytical interventions results in an indirect pathway to impact at mid-term, which results in limited visibility of tangible results for the transition of workers into the formal economy. While the design enables coordination, flexibility, and alignment with institutional priorities, its system-level approach creates trade-offs in terms of focus, stakeholder understanding, and perceived added value.

The design of the DoA is supported by a clear and logical pathway to accelerate the transition from the informal to the formal economy through the expansion of contributory social security coverage and benefits in Angola. It reflects and responds to key structural barriers, including low social protection coverage (only 8.7 percent in 2022)⁷⁶, high levels of informality (78.6 percent in 2025)⁷⁷, limited awareness of social security institutions and benefits⁷⁸, institutional fragilities, including in digitalization, service quality and outreach, and data limitations^{79,80}, and legal gaps, and gaps in the legal framework and coverage of social security branches⁸¹.

To address these barriers, the DoA adopts a multidimensional, system-level approach, combining legal and actuarial work, institutional strengthening, support for governance reforms including digitalisation, promotion of a social security culture, and support to data systems^{82, 83, 84, 85, 86}. According to key informants, this approach reflects several confluent contextual factors. First, ILO promotes a holistic perspective of social protection that encompasses both contributory and non-contributory systems, which requires action across multiple domains. Second, ESSAFE builds on and expands

⁷⁴ Cravo, Tulio, et al: "Determinants of Labor Market Outcomes in Angola", *African Development Bank Group Working Paper 771*, 2023.

⁷⁵ European Commission: "Lobito Corridor - Building the Future Together", International Partnerships, https://international-partnerships.ec.europa.eu/lobito-corridor-building-future-together_en

⁷⁶ ILO (International Labour Organization): "World Social Protection Database – SDG Indicator 1.3.1: Effective coverage of the population by at least one social protection benefit", 2025.

⁷⁷ INE (Instituto Nacional de Estatística): "Inquérito Sobre o Emprego em Angola IC Trimestre de 2025. Indicadores de Emprego e Desemprego", 2026.

⁷⁸ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "1.º Boletim de Estatísticas da Protecção Social de Angola", 2024.

⁷⁹ Governo de Angola: "Plano de Desenvolvimento Nacional 2018-2022", 2018.

⁸⁰ Governo de Angola: "Plano de Desenvolvimento Nacional 2023-2027", n.d..

⁸¹ OIT (Organização Internacional do Trabalho), Departamento de Protecção Social Universal: "Análise da legislação angolana em matéria de segurança social à luz da Convenção sobre Segurança Social (Normas Mínimas), 1952 (N.º 102)", 2025.

⁸² ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

⁸³ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", *Track Changes Version*, February, 2026.

⁸⁴ ILO (International Labour Organization): "ESSAFE Angola proposed changes to the outputs and indicators", March, 2026.

⁸⁵ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

⁸⁶ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

previous programmes, particularly ACTION/Portugal and Improving Synergies between Social Protection and Public Finance Management programme (SP&PFM), which focused mainly on non-contributory components. Third, ESSAFE served as an entry point for strengthened cooperation between the ILO and INSS, and its design draws from the INSS Strategic Plan 2020-2023. Finally, the project is embedded in a broader formalisation agenda led by the Government of Angola (e.g., PREI), the European Union which further supports a system-level approach.

ESSAFE's design aims to remove structural obstacles to the transition of informal workers, representing 92 percent of the economically active population⁸⁷, to formal employment and social security coverage. Based on the project's Theory of Change, strengthened policy frameworks and legal reform will expand the feasibility of contributory schemes, improved institutional outreach and service delivery will make enrolment more accessible, enhanced communication will increase understanding of available protections, and stronger data systems will ground policy decisions in evidence of informal workers' needs. Together, these dimensions create a pathway through which informal workers can gain access to social protection across their lifecycle. Key informants consider ESSAFE's design technically appropriate and relevant to the challenges of extending social protection coverage. Its broad scope enables the project to bridge sectors and institutions, contributing to coordination and the identification of synergies across policy areas. The design also provides flexibility to adapt to evolving institutional priorities and implementation context.

At the same time, the system-level approach created trade-offs. Some key informants reported that the wide scope can dilute focus across multiple domains, making it more difficult to prioritise interventions and articulate a coherent narrative of results. Adjustments to the DoA and results framework in 2026 address these limitations by narrowing the scope and better aligning interventions with institutional capacities and priorities.

Across KIIs and FGDs, key partners engaged in specific activities understand those components well, but the wider stakeholder landscape shows a more fragmented understanding. This limits the project's ability to communicate a clear and coherent narrative of its contribution and results. Strengthening the visibility and communication of ESSAFE's approach, objectives, and achievements could help address this gap. This may include more systematic communication of results, clearer articulation of the project's overall logic, and targeted engagement with stakeholders beyond core partners, particularly workers and employers' representatives.

The project's emphasis on upstream, government-linked, policy-oriented and analytical interventions also affects how stakeholders perceive its added value. The project supports legal and policy reforms (e.g., revision of the Basic Law on Social Protection and ratification of C102, produces analytical work such as comparative studies and actuarial analysis, generates evidence on informality and coverage gaps, and strengthens institutional capacity through training and technical assistance^{88, 89}. Some key informants link these contributions to improvements in government decision-making processes, statistical systems (e.g., Social Protection Bulletin and LMIS), and institutional capacity within MAPTSS, INSS, INE, ONE, and OEI. However, for other stakeholders, these links are less visible. The project's focus on upstream work, particularly studies, has been debated in the steering committee meeting of November 2025, where the ambassador of the EU urged the project to avoid excessive studies and consultancies that do not lead to practical results⁹⁰.

At mid-term, the project's pathway to change remains largely indirect. Operational mechanisms to directly support the transition of informal workers into the contributory system are still emerging, particularly through the pilot with Grupo Carrinho^{91, 92}. As a result, during KIIs, FGDs, and the stakeholder debriefing workshop, some stakeholders questioned what the project was concretely doing to support workers, particularly outside Luanda.

This perception does not undermine the clarity and logic of the design. Instead, it highlights the need to complement upstream interventions with more visible and direct results to the impact-level objective. In a context where social security culture remains limited, including among key stakeholders, demonstrating tangible benefits for workers is important to strengthen uptake and sustain stakeholder engagement.

⁸⁷ ILO (International Labour Organization): "SDG Indicator 8.3.1 - Proportion of informal employment in total employment by sex and sector (%) – Annual", 2026.

⁸⁸ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

⁸⁹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

⁹⁰ ESSAFE: "II Reunião do Comité de Direcção, Acta n.º 02/2025", 2025.

⁹¹ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

⁹² ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

6.2. Coherence

✓ The finding(s) below addresses the following evaluation question:

4. How coherent is the project with other ILO interventions? How well the potential synergies and interlinkages with other ILO interventions were exploited, complemented, harmonised and well-coordinated without duplication?

Finding 4. ESSAFE demonstrates strong internal coherence with other ILO interventions and structures. It built on the foundations established by ACTION/Portugal, with a complementary division of labour and shared outputs supported by regular coordination, information-sharing, and cumulative learning. ESSAFE also benefits from technical backstopping from SOCPRO, ITC-ILO, the Decent Work Technical Support Team, and CO-Kinshasa, which strengthens technical quality and continuity. The closure of ACTION/Portugal may increase pressure on ESSAFE, particularly in maintaining linkages between contributory and non-contributory social protection and areas such as South-South cooperation that are less developed within ESSAFE. This highlights the need to clarify how ESSAFE will sustain these functions, particularly given the ILO's recognition of linkages between contributory and non-contributory social protection.

Internal coherence within ILO interventions is a strong dimension of ESSAFE. According to key informants, ESSAFE built on the foundations established by the ILO's project ACTION/Portugal, which expanded the ILO's presence in Angola and initiated technical work, particularly in social protection statistics and non-contributory systems. ESSAFE then focused on scaling, operationalising, and institutionalising these efforts, with focus on contributory social protection. This sequencing created coherence from the design stage and ensured continuity in technical approach and alignment across interventions.

During implementation, ESSAFE and ACTION/Portugal operated in a largely complementary manner, supported by a functional division of labour and strong operational coordination. Teams maintained continuous engagement, shared information regularly, and built cumulative learning across interventions, including through South-South exchanges among Portuguese-speaking African countries (PALOP). These dynamics produced concrete synergies and several shared outputs. Both projects supported the formalisation of GITEPS and the training of its members, including MAPTSS, INSS, MEP, FAS, and INE⁹³. The first Social Protection Statistics Bulletin of Angola explicitly acknowledges the financial and technical support of both ESSAFE and ACTION/Portugal, including joint technical review with contributions from ITC-ILO⁹⁴.

Beyond statistics, both projects collaborated on the development of a social protection curriculum module for primary and vocational education and supported initiatives to strengthen social security culture, including the journalism prize. They also jointly contributed to the Global Campaign for the Ratification of C102, and co-financed the participation of national stakeholders in the Decent Work Academy in Lisbon in 2025⁹⁵.

According to the stakeholders consulted and the documentation reviewed, the collaboration between the two projects across multiple areas (e.g. statistics, curriculum development, C102 ratification) happened without overlap. Potential synergies were explored by both teams and duplication was avoided.

ESSAFE and ACTION/Portugal coordinated through operational practices. The complementarity between ACTION/Portugal and ESSAFE also created some dependence, particularly in technical areas such as statistics and South-South cooperation. For that reason, the closure of ACTION/Portugal in December 2025 creates challenges for ESSAFE. According to key informants, its conclusion may increase pressure on ESSAFE, particularly in maintaining linkages between contributory and non-contributory social protection. Some areas that were more prominent under ACTION/Portugal, such as South-South cooperation, are less developed within ESSAFE, despite being highly valued by national stakeholders. In the short term, elements of ACTION/Portugal's expertise remain accessible within the ILO, notably through SOCPRO and the ITC-ILO, allowing ESSAFE to draw on accumulated knowledge. In the longer term, this raises a strategic question for ILO regarding its continued engagement in non-contributory social protection, and points to the need to clarify how this dimension will be sustained, whether through new programming, partnerships with other agencies, or greater integration within existing interventions.

ESSAFE also benefits from broader ILO institutional support, which improves efficiency and resource use. ITC-ILO is a key partner through the Diploma in Social Protection Management and online technical courses (e.g., impact assessment for social protection analysis, actuarial modelling)⁹⁶. Furthermore, SOCPRO and regional technical support teams (i.e., the ILO Decent Work Technical Support Team for Cameroon, São Tome and Principe, and Equatorial Guinea, CO-Kinshasa)

⁹³ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

⁹⁴ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "1.º Boletim de Estatísticas da Protecção Social de Angola", 2024.

⁹⁵ Lapa, Maria, et al: "Avaliação Final do Projeto ACTION/Portugal (2015-2025): Reforço dos Sistemas de Protecção Social dos PALOP e Timor-Leste, no Quadro do Programa Mundial de Pisos de Protecção Social e dos Objetivos de Desenvolvimento Sustentável da Agenda 2030", IMPACTE Consultants for Dev, 2025.

⁹⁶ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

provide specialised backstopping on actuarial analysis, legal reform, and social protection policy. This support is reflected in technical products such as the analysis of Angola's legal framework in relation to C102⁹⁷.

✓ The finding(s) below addresses the following evaluation question:

5. How coherent is the project with EU-funded programmes (e.g., SP&PFM) and with initiatives of other development partners? How well the potential synergies and interlinkages with EU and other development partners were exploited, complemented, harmonised and well-coordinated without duplication?

Finding 5. ESSAFE demonstrates coherence with the EU-funded programme PREI, UNDP, and UNICEF at the design and strategic level, particularly due to ESSAFE's distinct focus on contributory social protection. At mid-term operational synergies remain underexploited with PREI, and inter-agency collaboration with UNICEF and UNDP take place mostly through informal mechanisms. To strengthen coherence and reduce risks of duplication, ESSAFE could reinforce structured coordination with PREI actors.

ESSAFE shows good coherence with EU-funded programmes at the design and strategic level, but operational synergies remain limited. The project was designed as a continuation of the SP&PFM⁹⁸, and as part of the wider EU support to the formalisation of the informal economy⁹⁹. ESSAFE's focus on contributory social protection complements PREI through its support to the labour market and informality data, strengthening of ONE, and technical support to the mediator's programme. Coherence at design level is also reflected in the results framework, which includes an outcome indicator on the number of economic operators formalised under PREI¹⁰⁰, which indicates intended alignment with the broader EU-supported formalisation agenda.

At implementation level, synergies with PREI remain limited at mid-term. PREI implementation itself faced institutional disruption¹⁰¹, including periods of paralysis¹⁰² linked to ministerial restructuring, which constrained operational synergies and limited the extent to which ESSAFE technical outputs could be translated into joint implementation at mid-term. At mid-term the Grupo Carrinho pilot is the main operational linkage between ESSAFE and PREI. The pilot is expected to support registration of informal workers and provide INSS with time to mobilise funding for the wider expansion of the mediator programme¹⁰³. Key informants consider that this pilot may assist in revitalizing PREI, although this remains partially outside the control of ESSAFE.

There is scope for ESSAFE to strengthen technical assistance to PREI, particularly as ESSAFE's Steering Committee members consider ESSAFE should remain aligned with the second phase of PREI¹⁰⁴. Some informants reported that economic operators enrolled during the early phases of PREI were insufficiently informed about their rights and obligations, creating an opportunity for ESSAFE to contribute through stronger awareness-raising, engagement with social partners, and improved communication mechanisms. Additionally, ESSAFE's analytical outputs can further support decision-making within PREI. In this regard, instances of unclear institutional roles between ESSAFE and OEI regarding support to PREI have emerged at implementation level. According to key informants, this ambiguity has limited operational impact, with OEI activities remaining largely discussion-focused rather than translating into concrete results at mid-term. Clarification of roles between OEI and ESSAFE in supporting PREI would improve coordination and operational effectiveness. Furthermore, regular inter-institutional coordination with institutions involved in PREI could also improve the use of ESSAFE's technical outputs in PREI implementation, and support broader institutional ownership beyond INSS.

Outside EU-funded programmes, the project is coherent and complementary with other interventions, particularly as it is the main project addressing the contributory social protection in Angola. Key informants from the UN consider this focus of ESSAFE to be a key element for its coherence and complementarity.

Coherence with UNDP was generally strong, particularly in the area of LMIS. ESSAFE, UNDP, and INE coordinated the development of the Survey of Professional Organizations Representing Informal Economy Actors (IOPREI) for Luanda¹⁰⁵ and, according to key informants, supported the adoption of recommendations from the 19th, 20th, and 21st International

⁹⁷ OIT (Organização Internacional do Trabalho), Departamento de Protecção Social Universal: "Análise da legislação angolana em matéria de segurança social à luz da Convenção sobre Segurança Social (Normas Mínimas), 1952 (N.º 102)", 2025.

⁹⁸ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

⁹⁹ Reite, Torun et al.: "Avaliação Intercalar do Programa "Apoio à Formalização da Economia, Incluindo a Protecção Social e o Apoio à Gestão das Finanças Públicas", 2025.

¹⁰⁰ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁰¹ Project reports and interviews identify structural constraints within PREI, including changes in institutional leadership, limited geographic coverage of the mediator programme, weak financial incentives affecting mediator retention, low visibility of programme results, and weak coordination across institutions.

¹⁰² ESSAFE: "Acta da 1.ª Reunião Técnica do ESSAFE", 12 June, 2024.

¹⁰³ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁰⁴ ESSAFE: "II Reunião do Comité de Direcção, Acta n.º 02/2025", 2025.

¹⁰⁵ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

Conferences of Labour Statisticians (ICLS). Within this collaboration, roles were clearly delineated: ESSAFE mobilised technical expertise on employment statistics, while UNDP financed the training of technical staff from INE, MAPTSS, and INSS. The Survey on Employment in Angola for the fourth trimester of 2025 incorporated the revised methodology and formally acknowledged the contributions of the ILO, UNDP, and the EU¹⁰⁶. The partnership also extended to capacity building for workers' and employers' organisations. ESSAFE and UNDP jointly delivered training for trade union members covering leadership, gender, SDGs, project management, and informality^{107, 108}.

At the strategic level, KIIs indicate a clear division of roles, with UNDP focusing predominantly on broader development programming and ESSAFE on tripartite social dialogue. To deepen this partnership, ESSAFE and UNDP could establish a regular technical exchange between their respective teams working on employment statistics and labour market governance.

Coherence with UNICEF was built on the foundation of the joint ILO-UNICEF SP&PFM and has been sustained through the Social Protection Development Partners Group, which both agencies co-chaired throughout the project. ESSAFE and UNICEF jointly conceived and organised the Social Protection Week, and established a practice of mutual invitation for capacity building activities. ESSAFE's progress reports do not systematically document these interactions, suggesting while the partnership is active and valued by both sides, it has remained largely informal and outside the project's formal reporting and monitoring framework.

According to key informants, the partnership presents concrete opportunities to deepen complementarity at the contributory/non-contributory interface, notably by linking INSS's disability certification capacity to broader non-contributory coverage and by strengthening operational connections with UNICEF's Kwenda cash transfer programme. To capitalise on these opportunities, ESSAFE and UNICEF could ensure that both projects' annual work plans explicitly reflect areas of shared intervention.

6.3. Effectiveness

✓ The finding(s) below addresses the following evaluation questions:

6. To what extent has the project achieved its intended outputs and contributed to the outcome of expanding contributory social security coverage?
8. Are the project's communication, digitalization, and governance interventions producing the expected results?

Finding 6. ESSAFE has made progress in delivering its planned outputs and strengthening the capacities of key national institutions. The project contributed to advances in the legal framework, social protection statistics and institutional collaboration, while also producing relevant tools and capacity building initiatives in communication, governance and digitalisation. However, the translation of these achievements into concrete results, particularly in terms of expanding contributory social security coverage, remains limited. Several interventions are still at the design or early implementation stage, and the uptake and use of technical outputs in policymaking and practice are not yet fully evident. While the project has strengthened the foundations for social protection expansion, tangible impacts on coverage are still emerging and will depend on the effective implementation and institutionalisation of its outputs.

ESSAFE's planned contribution towards expanding contributory social security coverage is based on five outputs: i) enhancing the government's decision-making on social security and employment issues, ii) improving communication and awareness raising capacities of INSS and national stakeholders, iii) improving INSS service delivery, governance and digital transformation, iv) increasing the government's and social partners knowledge on social protection, and v) strengthening consultation process among social partners¹⁰⁹. Based on the evidence gathered in the evaluation, the progress achieved at mid-term varies across the different outputs.

→ Output 1

The evidence indicates considerable progress at the policy and legal framework level, most notably through the ratification by the Angolan Government in June 2025 of ILO's Social Security (Minimum Standards) Convention, 1952 (No. 102), covering four of the nine branches (medical care, old-age, maternity and employment injury benefits). Convention No. 102, the "flagship of all ILO social security Conventions", sets universally-agreed minimum standards for all nine branches of social security systems, of which states are required to ratify three¹¹⁰. Leading up to the ratification, in April 2025, the project contributed to capacity building efforts on international social security standards, including C102, and

¹⁰⁶ INE (Instituto Nacional de Estatística): "Inquérito Sobre o Emprego em Angola IC Trimestre de 2025. Indicadores de Emprego e Desemprego", 2026.

¹⁰⁷ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁰⁸ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁰⁹ ILO (International Labour Organization): "ESSAFE Angola proposed changes to the outputs and indicators", March, 2026.

¹¹⁰ ILO (International Labour Organization): "ILO Social Security (Minimum Standards) Convention, 1952 (No. 102)", <https://www.ilo.org/resource/ilo-social-security-minimum-standards-convention-1952-no-102>, August, 2012.

facilitated a validation work with 40 representatives from government, employers and workers associations¹¹¹. In the workshop, tripartite participants discussed the extent to which Angola's legal framework was aligned with C102 and which branches were considered ready for formal acceptance, based on a preliminary assessment^{112, 113} developed by the project. The discussion resulted in a set of joint conclusions and recommendations¹¹⁴, suggesting a contribution of the project to more informed and participatory government decision-making process on social security issues, while also representing progress towards Output 5 and the promotion of dialogue amongst social partners. Beyond Convention No. 102, a further six ILO conventions¹¹⁵ were ratified by the Angolan Government during the first half of the project, demonstrating a favourable attitude towards strengthening the national legal framework around social security, labour rights and workplace safety¹¹⁶.

According to key informants, ESSAFE further contributed the national legal framework through its support to the revision of the Basic Law on Social Protection. An expert was hired by ESSAFE to collaborate with the Technical Group for the Revision of the Basic Law on Social Protection (GTRLBPS), led by the Secretary of State for Labour and Social Security¹¹⁷. To promote the relevance of the draft law, and considering that social partners were not part of GTRLBPS¹¹⁸, ESSAFE promoted a social dialogue session, allowing employers' and workers' representatives to discuss the draft legislation and share recommendations¹¹⁹ (also in line with Output 5). This revision, which brings Angolan law closer to international social security standards, has been subject to public consultation and awaits official endorsement^{120, 121}.

Secondly, there was relevant progress under Output 1 on the production of evidence, in particular through the development of three studies on sickness, unemployment and invalidity benefits, aimed at supporting INSS's analysis and decision-making on the effects of introducing these benefits in the Angolan social protection framework^{122, 123, 124}. These products presented international best practice, included benchmark analysis of comparable countries and presented specific recommendations. The project also promoted a bipartite discussion on the draft studies with employers' and workers' representatives to gather recommendations¹²⁵.

A key piece of work planned under Output 1 was the production, in collaboration with the government of Angola and INE, of a comprehensive diagnostic of workers and economic units in the informal economy, and identification of coverage gaps and barriers. However, due to capacity constraints at INE, as reported by the project team, this study as it was designed is yet to be implemented. As a way to partially address this knowledge gap, ESSAFE's Technical Committee agreed¹²⁶ to the development of a "Study on the Informal Economy for the Formulation of Recommendations on the Expansion of Social Security in Angola"¹²⁷, in consultation with employers' and workers' organizations (expanding the scope of a study originally planned under Output 2). Despite this mitigation measure, the comprehensive nature of the original study, now planned for 2026, is still seen by key informants, including the strategic partner, as especially pertinent, considering the purpose of the project ("It would be important to have nation-wide evidence on formalization", as one interviewee expressed).

¹¹¹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹¹² ILO (International Labour Organization): "Análise do quadro jurídico de Angola à luz da Convenção sobre Segurança Social (Normas Mínimas) da OIT, de 1952 (n.º 102)", April, 2025.

¹¹³ ILO (International Labour Organization): "Relatório técnico - Análise da legislação angolana em matéria de segurança social à luz da Convenção sobre Segurança Social (Normas Mínimas), 1952 (N.º 102)", 2025.

¹¹⁴ ESSAFE: "Conclusões e Recomendações do Workshop Técnico Tripartido: Workshop de validação tripartido sobre a compatibilidade da legislação angolana com a Convenção sobre Segurança Social (Normas Mínimas), 1952 (N.º 102)", 17 April, 2025.

¹¹⁵ Alongside C102, the Angola Government ratified the Violence and Harassment Convention, 2019 (No. 190), the Occupational Safety and Health Convention, 1981 (No. 155), the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), the Occupational Health Services Convention, 1985 (No. 161), the Employment Policy Convention, 1964 (No.122) and the Domestic Workers Convention, 2011 (No. 189).

¹¹⁶ ILO (International Labour Organization): "Angola strengthens its commitment to ILO with ratification of seven conventions", <https://www.ilo.org/resource/news/angola-strengthens-its-commitment-ilo-ratification-seven-conventions>, June, 2025.

¹¹⁷ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹¹⁸ Ministry of Public Administration, Labour and Social Security: "Relatório de actividades do Grupo Técnico para a Revisão da Lei de Bases da Protecção Social", September, 2024.

¹¹⁹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹²⁰ Jornal de Angola: "Novos diplomas da Segurança Social são analisados em consulta pública", <https://www.jornaldeangola.ao/noticias/3/sociedade/670531/novos-diplomas-da-seguran%C3%A7a-social-s%C3%A3o-analisados-em-consulta-p%C3%BAblica>, February, 2026.

¹²¹ Novo Jornal: "Lei de Bases da Protecção Social em Angola vai reformular sistema de segurança social para reforçar a protecção dos cidadãos e combater a fraude", <https://www.novojornal.co.ao/politica/detalhe/lei-de-bases-da-proteccao-social-em-angola-vai-reformular-sistema-de-seguranca-social-para-reforcar-a-proteccao-dos-cidadaos-e-combater-a-fraude-70150.html>, March, 2026.

¹²² ILO (International Labour Organization): "Estudo Comparativo sobre as Prestações de Doença para apoiar recomendações para Angola - Relatório final", April, 2025.

¹²³ ILO (International Labour Organization): "Estudo Comparativo sobre as Prestações de Desemprego para apoiar recomendações para Angola - Relatório final", April, 2025.

¹²⁴ ILO (International Labour Organization): "Estudo Comparativo sobre as Prestações de Invalidez para apoiar recomendações para Angola - Relatório final", April, 2025.

¹²⁵ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹²⁶ ESSAFE: "Acta da 1.ª Reunião Técnica do ESSAFE", 12 June, 2024.

¹²⁷ ILO (International Labour Organization): "Estudo da economia informal para a formulação de recomendações no âmbito do alargamento da segurança social de Angola – Relatório Final", December, 2025.

Key informants reported that, besides constraints in key partners' capacity, the production of evidence to inform government decision-making on social protection and employment issues was negatively affected by limitations in the quality and availability of national data, which delayed or hindered the production of planned actuarial studies. For example, the development of an actuarial valuation on sickness benefits was not possible as it required data that the Ministry of Health was unable to provide¹²⁸. Despite these challenges, an actuarial study of the current pension system and the inclusion of the absolute invalidity pension was carried out, as well as an actuarial study for the implementation of unemployment benefits, as explained by the project team. The studies were accompanied by on-the-job training for INSS staff. This was done, for example, through an ILO's international actuarial expert mission to Luanda, regular technical exchanges between ILO and INSS and the provision of training on the ILO/PENSIONS model for staff from the INSS Prospective Analysis and Statistics Department, which included practical tools to conduct projections and assess the financial implications of future social security reforms, increasing the sustainability prospects and continued use of the ILO/PENSIONS tool¹²⁹.

Despite the alignment of the different studies produced under ESSAFE with INSS's needs and with the development stage of the Angola's social protection system, there is limited evidence of effective integration of their findings and recommendations into policy making and implementation. A new presential decree on social protection for invalidity¹³⁰ was issued while the study on the same topic was being produced, creating an opportunity for the study to support policy implementation in the second part of the project.

Lastly, under Output 1, important results were observed relating to the strengthening of labour market information systems and national statistical capacity. ESSAFE provided technical assistance and capacity building initiatives aimed at the development of a Labour Market Information System (LMIS), in partnership with UNDP. This included the provision of targeted support and training to a specialized technical group supporting the National Employment Observatory (ONE) on international labour statistics standards, LMIS data production, and advanced analytical tools^{131, 132}. As a result, the government of Angola was equipped with knowledge and tools necessary to complete the process for LMIS Implementation, such as the LMIS Project Document and Masterplan.

Key informants consider that this process enabled the adoption by the Angolan government of internationally recognised methodologies and the production of more reliable and disaggregated labour market data, including on youth and gender. This represents a step forward in strengthening the national evidence base, addressing gaps in statistical information and contributing to more data-driven decision-making. Stakeholders noted that improved availability and quality of data resulting from ESSAFE's efforts have already enhanced the overall capacity of INE to analyse and use labour market information. For example, the more recent Employment Survey in Angola (IEA)¹³³, published in 2026, was produced using data collection methodologies in line with International Conferences of Labour Statisticians' Resolutions, adopted by INE following several training sessions supported by the project.

There is evidence that, under Output 1, the project has contributed to strengthening the policy and legal framework of social protection in Angola, as well as to improving the national evidence base and enhancing institutional capacities for data production. However, its contribution to evidence-based policymaking has not yet been fully realised, particularly due to gaps in data availability and delays in key analytical work.

→ Output 2

Evidence gathered suggests that the project contributed to effectively strengthening the capacity of INSS and other key stakeholders to communicate and raise public awareness on social protection issues. Progress in this area happened mainly through activities focused on i) capacity building, ii) promoting public debate, and iii) changing attitudes and behaviours by promoting a culture of social protection.

KIIs and FGDs indicate that ESSAFE promoted capacity building activities on communication and media that were highly valued by participants. These activities targeted three main groups with significant influencing capacity. Firstly, the project engaged journalists from Angolan media outlets, specifically through training on social protection¹³⁴. According

¹²⁸ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹²⁹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹³⁰ Presidente da República: "Decreto Presidencial n.º 15/25 de 29 de Janeiro. Estabelece o Regime Jurídico da Protecção na Invalidez Absoluta Resultante de Causas não Profissionais no âmbito da Protecção Social Obrigatória.", *Diário da República I Série*, N.º 20, 2025

¹³¹ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹³² ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹³³ National Institute of Statistics: "Inquérito Sobre o Emprego em Angola (IEA)", https://www.ine.gov.ao/Arquivos/arquivosCarregados/Carregados/Publicacao_639118346133135279.pdf, April, 2025.

¹³⁴ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

to one participant interviewed, the training sessions were productive and added value (“Some of the concepts were completed new to us.”) but did not result yet in observable changes in the way the Angolan media communicate on social protection. To achieve this, it was suggested that engagement by ESSAFE with the media happens at higher level (e.g. with News Editors or Information Directors), to ensure institutional buy-in from media outlets, which would facilitate a more sustained engagement from journalists. A participant in these trainings also suggested that these should be delivered more frequently and over more days, to allow participants to explore the issues in greater depth.

Another key piece in ESSAFE’s media engagement efforts was the launch of the country’s first social protection journalism prize, in partnership with CEJOR (Centre for Training of Journalists) and *Associação dos Comunicólogos de Angola* (Angolan Association of Communication Professionals). This initiative sought to encourage reporting on social protection issues and received submissions from television, radio and print media¹³⁵, which suggests interest from journalists to engage in this topic. However, due to administrative issues, at the time of this evaluation the award ceremony is yet to take place, as explained by the project team.

Secondly, the project invested in delivering training on communication and media to key governmental actors, namely INSS and MAPTSS¹³⁶. Amongst participants was the Secretary of State for Labour and Social Security, which indicates that this type of activity is seen as valuable and relevant by the Angolan Government.

Capacity building and collaboration with INSS on communication has also taken the form of technical support by the ESSAFE team. In this context, and as reported by the ESSAFE team and INSS staff, the project advocated for INSS to adopt a medium-term communication strategy (instead of annual plans), a recommendation that INSS rejected to preserve the flexibility of shorter-term planning¹³⁷. The project team explained that ESSAFE adapted its support and redirected its efforts towards the co-production of awareness raising materials, such as the Social Protection Booklet (“Cartilha”¹³⁸, under development at the time of this evaluation), which aims to be a practical and comprehensive guide on social protection for the general public.

Thirdly, ESSAFE invested in building the capacity of social partners. In collaboration with UNDP, ESSAFE delivered a programme for workers’ organisations, intentionally engaging female members through women’s committees. The training aimed at empowering trade union leaders and members to raise awareness on the importance of formalization and the benefits of social security¹³⁹.

Beyond capacity building, the project worked to promote public debate and raise awareness around social protection, through the Social Protection Week/Month. In 2024, this included a high-level roundtable on social protection in Angola with government representatives, members of academia, media and development partners¹⁴⁰. As explained by stakeholders consulted, this area of work struggled to ensure the necessary prioritization and interinstitutional coordination from governmental partners, which required adaptation in its delivery.

Finally, the project also sought to influence behaviours related to registration and contribution to social security by fostering a culture of social protection, particularly among informal workers. A key initiative was the development of a pilot project with INSS and Grupo Carrinho to extend contributory social protection to agricultural workers. By leveraging Carrinho’s network of small-scale farmers, ESSAFE aimed to test mechanisms for enrolment and contribution adapted to informal and rural contexts¹⁴¹.

This approach was perceived positively by multiple key stakeholders, who expressed that working through the private sector to reach informal workers is a strategic entry point to promote formalization. It is also seen as a way to increase social protection coverage among women, given their strong presence in the agricultural sector. Despite this, at the time of this evaluation the pilot had not yet been operationalized, as the details of the implementation are still under discussion by the different partners. Several stakeholders recommended the prioritization of this initiative by the project.

Building on the efforts of the ACTION/Portugal project, ESSAFE invested in the promotion of a culture of social protection in Angola: after a decision to broaden the original focus of including social protection as part of national education and

¹³⁵ ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹³⁶ ILO (International Labour Organization): “Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2024.

¹³⁷ ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹³⁸ INSS & ILO: “Cartilha da Segurança Social de Angola: Guia Simples para tua Protecção!”, 2025.

¹³⁹ ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹⁴⁰ ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹⁴¹ ILO, EU, INSS & Carrinho Agri: “Projecto-Piloto Carrinho Agri para a Extensão da Protecção Social Contributiva aos Trabalhadores Agrícolas - Nota Conceptual Preliminar Conjunta”, 2025.

training curriculum¹⁴², the Terms of Reference for a National Strategy to Promote a Culture of Social Protection in the country¹⁴³ were developed, in collaboration with a specialist from Uruguay. Key stakeholders expressed that they look forward to the results of this area of work, which is seen as necessary to achieve formalization (“I would like to see the integration of social protection into the curricula of training institutions. It is necessary to raise the culture of social protection across all stages of life.”, as one stakeholder expressed).

KIIs and FGDs indicate that Output 2 is considered pertinent, even if also ambitious, and that ESSAFE has laid the foundations for improved communication by key actors on social protection in Angola. However, the delay in key initiatives (especially the Journalism Prize and the pilot with Grupo Carrinho) may jeopardize some of the progress achieved thus far. As such, observable changes in perceptions and behaviours that lead to extended coverage in social security remain limited at the time of this evaluation.

→ Output 3

ESSAFE aimed to strengthen INSS capacities and support reform processes related to service delivery, governance and digital transformation, in line with ISSA guidelines and international good practices. To achieve that, the project focused essentially on capacity building and technical support to INSS^{144, 145}.

A key piece of ESSAFE’s capacity building efforts aligned with international standards was the development of a structured Diploma in Social Protection Management, in collaboration with the International Training Centre of the ILO (ITC-ILO) and the International Social Security Association (ISSA), targeting INSS staff and social protection institutions from other Portuguese-speaking countries¹⁴⁶. The professional training programme, which will run until the end of 2026, covers core areas such as Information and Communications Technology (ICT), good governance, service quality and digital transformation, and includes a capstone project aimed at applying course content to institutional challenges¹⁴⁷. This initiative is highly valued by several stakeholders, including the strategic partner¹⁴⁸, particularly due to its practical design and its focus on addressing real operational issues faced by participants, as key stakeholders explained. The training is delivered entirely in Portuguese to 35 participants, 31 of which from INSS Angola, alongside students from Cape Verde, Guinea-Bissau, São Tomé and Príncipe and Mozambique¹⁴⁹.

Further evidence of this type of support was the promotion of a training course on Financial Management in Social Security, in collaboration with ACTION/Portugal and the Social Security Financial Management Institute of Portugal (*Instituto de Gestão Financeira da Segurança Social de Portugal*, IGFSS)¹⁵⁰. The course was delivered in Portuguese, attended by 30 INSS staff and fostered the exchange of knowledge between professionals from Portugal and Angola¹⁵¹.

ESSAFE also provided technical assistance to help the redesign of INSS service delivery processes and strengthen governance practices, through workshops on service mapping and redesign¹⁵². To support the operationalisation of the changes identified as necessary in this process, two Terms of Reference were produced by the project, specifically on Technical Audit of Systems¹⁵³ and on Usability and Accessibility Analysis¹⁵⁴.

However, according to key informants, at mid-term these technical contributions remain at design level and are not fully operationalised. While the project generated detailed diagnostics and proposals for service improvement¹⁵⁵, their implementation has been limited. This is partly explained by the parallel involvement of an external technological partner leading INSS’s digital transformation process, which resulted in a reduction of ESSAFE’s scope and the transfer of key

¹⁴² ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹⁴³ ILO (International Labour Organization) & Government of Angola: “Termos de Referência - Elaboração de uma Estratégia Nacional para a Promoção da Cultura de Protecção Social em Angola”, 2025.

¹⁴⁴ ILO (International Labour Organization): “Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2024.

¹⁴⁵ ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹⁴⁶ ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹⁴⁷ ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹⁴⁸ ILO (International Labour Organization): “OIT e União Europeia lançam Diploma em Gestão de Protecção Social em Luanda”, <https://www.ilo.org/pt-pt/resource/noticias/oit-e-uniao-europeia-lancam-diploma-em-gestao-de-proteccao-social-em-luanda>, June, 2025.

¹⁴⁹ ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹⁵⁰ ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹⁵¹ ILO (International Labour Organization): “INSS Angola reforça capacidades em Gestão Financeira da Protecção Social”, <https://www.ilo.org/pt-pt/resource/noticias/inss-angola-reforca-capacidades-em-gestao-financeira-da-proteccao-social>, September, 2024.

¹⁵² ILO (International Labour Organization): “Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy”, 2025.

¹⁵³ ILO (International Labour Organization): “Termos de Referência (TdR) - Auditoria Técnica dos Sistemas de Informação do INSS”, 2025.

¹⁵⁴ ILO (International Labour Organization): “Termos de Referência (TdR) - Análise de Usabilidade e Acessibilidade das Plataformas Digitais do INSS”, 2025.

¹⁵⁵ ILO (International Labour Organization): “Expansão da Segurança Social para Apoiar a Formalização da Economia Angolana (ESSAFE) – Produto 3 Relatório Final Consolidado”, June, 2025.

implementation responsibilities to that partner. As a result, several of the solutions developed under the project were not taken forward within ESSAFE and are instead being considered under a separate digital transformation initiative. This has limited the project team's visibility over how far its technical inputs have been integrated into ongoing reforms.

Under Output 3, the project has contributed to strengthening institutional capacities and generating a set of proposals for improving service delivery, governance and digital transformation within INSS. However, given the limited level of implementation and institutional adoption of these proposals to date, and the project's indirect role in the digital transformation process, concrete improvements in service delivery and system performance remain difficult to assess at mid-term.

→ Output 4

ESSAFE aimed to increase the knowledge of national actors on social protection and strengthen their skills around statistics, actuarial analysis, monitoring and evaluation, and policy implementation. These efforts were primarily delivered through technical assistance, capacity building, and support to interinstitutional coordination mechanisms^{156, 157}.

Key informants consistently recognized that a significant result achieved by ESSAFE was the support to the formalization and capacity building of the Interministerial Technical Working Group on Social Protection Statistics (GITEPS), in collaboration with the ACTION/Portugal project. This group, composed of technical officials from key Angolan institutions working on social protection, became the main national platform for coordination and joint data production. KIIs and FGDs indicate that, prior to the project, social protection data systems were fragmented, with limited standardisation and weak coordination across institutions. Through a combination of training, technical workshops and support to data production processes^{158, 159}, ESSAFE contributed to strengthening institutional collaboration and promoting a more systematic and harmonised approach to data collection and analysis. According to key informants, ESSAFE played a central role in this process, as it "brought different actors to the same table, something that had long been expected" (as expressed by one member of GITEPS).

The support to GITEPS led to another significant achievement, namely the production and launch of Angola's first Social Protection Statistics Bulletin, followed by the preparation of a second edition (underway at the time of this evaluation). This process was widely recognised by stakeholders as a significant milestone in advancing evidence-based policymaking on social protection in the country. Beyond the publication itself, the process of data collection, validation and consolidation played a critical role in building technical capacities and fostering a culture of data sharing among institutions, as explained by members of GITEPS. Key informants also emphasised that the consolidation of previously dispersed information into a single platform has facilitated access to and use of data, making policy discussions more evidence-based and contributing to improving the public discourse on social protection. The formal expansion of GITEPS participation over time, with an increasing number of institutions contributing to data production, further reflects institutional engagement and ownership: the first bulletin involved 8 institutions, namely FAS-IDL, INE, INSS, MASFAMU, MAPTSS, MAT, MINFIN and MINPLAN¹⁶⁰; the second involved 12 institutions, with the addition of MININT, ISSFAA, IGT and ARSEG to those already engaged in the first edition¹⁶¹.

A comparison between the two editions of the bulletin indicates an improvement in the availability, scope and disaggregation of the data. While the first edition provided an overview of key demographic, labour market and social protection indicators¹⁶², the second presents a more comprehensive and disaggregated data structure, with a broader range of institutions and schemes¹⁶³. This allows for a more complete understanding of the system, including indicators from both contributory and non-contributory programmes, reflecting progress in capturing different dimensions of social protection. This is further evidenced by more detailed breakdowns by scheme and beneficiary type, particularly in relation to pension systems, as well as the introduction of additional indicators. Despite limitations in comparability between editions (e.g., due to a change in the definition of working-age population from 15 or over in the first bulletin to 18 or over in the second), the evolution between the two products reflects strengthened data production capacity, with more comprehensive coverage, improved institutional integration, and enhanced detail in the presentation of social protection statistics, to which ESSAFE significantly contributed, as explained by multiple key informants.

¹⁵⁶ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁵⁷ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁵⁸ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁵⁹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁶⁰ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "1.º Boletim de Estatísticas da Protecção Social de Angola", 2024.

¹⁶¹ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "2.º Boletim de Estatísticas da Protecção Social de Angola", 2026.

¹⁶² GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "1.º Boletim de Estatísticas da Protecção Social de Angola", 2024.

¹⁶³ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "2.º Boletim de Estatísticas da Protecção Social de Angola", 2026.

Despite this progress and the manifested willingness by GITEPS to continue the initiative, stakeholders expressed that the bulletin production process remains dependent on financial and technical support from the project, highlighting the need for further institutionalization to ensure sustainability.

Across KIIs and FGDs, capacity building activities, including international trainings, technical seminars and South-South exchanges, were highlighted as highly valuable. These initiatives facilitated exposure to international good practices, peer learning and networking opportunities. However, some stakeholders pointed to challenges in translating this knowledge into sustained institutional change, particularly in the absence of enabling organizational conditions and follow-up mechanisms.

Additional areas of capacity building under this output included monitoring and evaluation and actuarial analysis. Specialized trainings on actuarial analysis were delivered, including participation in ITC-ILO courses and on-the-job technical support^{164, 165}. As these activities were deliberately designed to build a dedicated actuarial team within INSS, they involved a smaller and consistent group of participants, as explained by the project team. Monitoring and evaluation activities are planned for the second half of the project.

Output 4 made a substantial contribution to strengthening the foundations of Angola's social protection data system, particularly in terms of institutional coordination, technical capacity and alignment with international standards. Key challenges include ensuring the sustainability and institutionalization of data production processes, strengthening internal capacities across all technical areas covered under this output, and reducing dependency on external technical and financial support.

→ Output 5

Finally, under Output 5, ESSAFE aimed to strengthen social dialogue mechanisms to support the development, reform and implementation of social protection policies and frameworks in Angola. To this end, the project facilitated and supported a range of structured dialogue processes involving government institutions, employers' and workers' organizations^{166, 167}.

Social dialogue was embedded as a cross-cutting approach in the implementation of technical assistance activities. In practice, this translated into the regular organization of consultation and validation workshops and technical meetings linked to specific outputs^{168, 169}. This allowed the project team to gather inputs, discuss methodological approaches and validate findings with social partners, while improving the relevance and contextualization of analytical outputs and enhancing transparency in the production of technical evidence.

The project also promoted tripartite and multi-stakeholder dialogue processes linked to major policy milestones. This included consultations and workshops around the ratification of Convention No. 102 and the draft Basic Law on Social Protection, providing a platform for stakeholders to engage with proposed legal reforms and contribute to their refinement¹⁷⁰. During FGDs, employers' and workers' associations highlighted the importance of the opportunities created by ESSAFE to have structured and regular interactions with the government.

Despite this, social partners expressed that, while they were consistently involved in consultation and validation stages, their engagement in other phases of the project was more limited. This indicates that dialogue mechanisms set up by ESSAFE function essentially as consultative spaces at particular points in the project, but there is interest among social partners in being engaged in a more sustained and collaborative manner throughout the different stages of the project implementation.

Under this output, the project also supported the reactivation of the Informal Economy Observatory (*Observatório da Economia Informal*, OEI), composed of representatives from government, trade unions, employers' organizations, civil society, academia and development partners, and aimed at promoting evidence-sharing and dialogue on informality and social protection in Angola¹⁷¹. ESSAFE supported the operationalization of the Observatory and the functioning of its

¹⁶⁴ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁶⁵ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁶⁶ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁶⁷ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁶⁸ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁶⁹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁷⁰ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁷¹ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

secretariat, including the organization of meetings¹⁷². However, key informants noted that the Observatory's functioning remains uneven, with limitations in terms of regularity, follow-up of discussions and reduced evidence of effective influence on policy processes, perceptions that are aligned with the stalling of activities around OEI discussed in ESSAFE's Technical Meetings. As such, OEI's role as a sustained and influential mechanism for social dialogue is yet to be fully realized^{173, 174}.

In summary, the combination of evaluation evidence gathered indicates that ESSAFE contributed to strengthening the infrastructure for social dialogue in Angola, by reactivating formal platforms, such as the OEI, and by embedding consultation practices in technical processes. However, these mechanisms are still in a consolidation phase and have not yet fully translated into sustained, institutionalized and influential participation of social partners in decision-making processes.

✓ The finding(s) below addresses the following evaluation question:

7. What progress has been made in strengthening the institutional capacities of key direct beneficiaries of the project: INSS, MAPTSS, INE and ONE?

Finding 7. ESSAFE made a significant contribution to strengthening the institutional capacities of key beneficiary institutions, with the strongest results observed in INSS and INE.

According to key informants and project reporting^{175, 176}, ESSAFE strengthened institutional capacities across several direct beneficiary institutions through a combination of technical assistance, specialised training, support to systems improvement and strengthening of coordination mechanisms.

Across KIIs and FGDs, **INSS** was consistently identified as having significantly benefited from ESSAFE's capacity building efforts. The project strengthened INSS human capital through multiple structured activities aimed at improving both technical and managerial capacities. A notable and frequently highlighted example was the Diploma in Social Protection Management, which trained 31 INSS staff, alongside colleagues from other PALOP countries, in areas including good governance, ICT, service quality and digital transformation^{177, 178}.

ESSAFE also supported organisational strengthening through workshops, technical exchanges and advisory support linked to service redesign, governance improvements, internal communication, complaints handling mechanisms and institutional modernisation^{179, 180} (as explored in section 6.3. Effectiveness). Stakeholders reported progress in internal management and service delivery, with one informant noting that "improvements in the quality of the services provided are already visible".

Perceived gains were also reported in communication and organisational culture. Key informants indicated that INSS "communicates better" and linked this progress to project-supported communication training and digital transformation efforts. Some stakeholders considered that these changes had become embedded in the institution's ways of working. Training promoted by ESSAFE is seen by stakeholders as a catalyst for change, helping to strengthen INSS's capacity to fulfil its mission, as improvements in institutional communication mean enhanced capacity for external stakeholder engagement.

KIIs, FGDs and project documentation^{181, 182} indicate that **INE** has also benefited considerably from ESSAFE's capacity building support. Key informants highlighted the value of training delivered through the project, which is seen as having strengthened the capacity of technical staff. One specific area of progress highlighted by stakeholders regards employment statistics methodologies. It was explained in KIIs that, thanks to ESSAFE and the support from an international ILO expert, INE revised concepts and calculation methods, and transitioned from SPSS to STATA for statistical processing, which improved the quality of the data produced.

¹⁷² ESSAFE: "Acta da 1.ª Reunião Técnica do ESSAFE", 12 June, 2024.

¹⁷³ ESSAFE: "Acta da 5.ª Reunião Técnica do Projecto ESSAFE", 23 May, 2025.

¹⁷⁴ ESSAFE: "Acta da 6ª Reunião Técnica do Projecto ESSAFE", 2025.

¹⁷⁵ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁷⁶ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁷⁷ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁷⁸ ILO (International Labour Organization): "OIT e União Europeia lançam Diploma em Gestão de Protecção Social em Luanda", <https://www.ilo.org/pt-pt/resource/noticias/oit-e-uniao-europeia-lancam-diploma-em-gestao-de-proteccao-social-em-luanda>, June, 2025.

¹⁷⁹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁸⁰ ILO (International Labour Organization): "OIT e União Europeia lançam Diploma em Gestão de Protecção Social em Luanda", <https://www.ilo.org/pt-pt/resource/noticias/oit-e-uniao-europeia-lancam-diploma-em-gestao-de-proteccao-social-em-luanda>, June, 2025.

¹⁸¹ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁸² ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

The project also strengthened analytical work within INE. According to key informants, ESSAFE contributed to improvements in data treatment, report preparation, presentation of results and the overall quality of statistical outputs, noting that recent reports had been produced to a higher standard. The project also promoted internal knowledge sharing and peer learning: as explained by key informants, training on STATA was replicated internally to other teams, allowing the benefits of that training to reach more INE staff.

ESSAFE's contribution to strengthening the institutional capacities of **MAPTSS** was more indirect than in the case of INSS or INE, but nonetheless relevant. A key area of support was around MAPTSS's engagement in policy and legislative processes. Stakeholders highlighted ESSAFE's contribution to the ratification of ILO Convention No. 102, the ongoing revision of the Social Protection Basic Law, and related legal reform efforts concerning social protection. These processes were viewed as important steps in strengthening the regulatory framework and improving the Ministry's ability to lead policy reform.

Key informants also highlighted ESSAFE's support to the National Employment Observatory (**ONE**), mainly through technical assistance linked to the implementation of a Labour Market Information System (LMIS). This included seminars on labour market information systems, methodologies for employment data treatment, training on statistical software, and technical courses at the ILO International Training Centre for staff supporting ONE¹⁸³. Stakeholders considered these activities beneficial for improving the ONE and MAPTSS's access to labour market evidence and for setting technical foundations for stronger employment monitoring.

6.4. Efficiency

✓ The finding(s) below addresses the following evaluation question:

9. Are project resources (financial, human, technical and time) being used in an efficient manner?

Finding 8. ESSAFE has used financial, human, and technical resources efficiently at mid-term. Execution rates are on track, and resources have been directed towards legal reform support, analytical work, and institutional dialogue and strengthening. The staffing model combines a core project team, with specialised technical backstopping from regional and headquarters experts, which has been proportionate and adequate to achieve the intended results. Efficiency has been systematically constrained by administrative inefficiencies and procurement delays linked to the arrangements between the project and the CO-Kinshasa. The opening of CO-Luanda opens the opportunity for faster administrative efficiency and operational decision-making, when administrative arrangements transit completely to the CO-Luanda.

At mid-term, the project has achieved satisfactory financial execution. As of 31 January 2026, it had spent approximately €3,008,211 out of the total approved budget of €4,904,716, representing an execution rate of 61.3 *percent*. ILO reported execution rates of 94 *percent* at the end of Year 1, 88 *percent* at the end of Year 2, and 78 *percent* as of January 2026. ESSAFE's projections indicate the execution will be at 90-95 *percent* by the end of Year 3 (see **Error! Reference source not found.**).

Financial data indicate resources were directed toward legal and policy reform support, C102 ratification, actuarial work, institutional strengthening (e.g., INSS, INE) and preparation of the mediator's pilot^{184, 185, 186}.

According to key informants and project progress reports^{187, 188}, financial execution was stronger in activities under stronger direct project control, particularly comparative studies, legal reform support, C102 ratification, actuarial work, and institutional strengthening (reflected in higher execution levels on budget lines dedicated to Outputs 1, 3 and 4¹⁸⁹). In contrast, expenditure was lower in activities that depended more on counterpart decisions, interministerial coordination, procurement processes, or external payments. For example, the National Journalism Prize award ceremony was postponed due to delays in transferring funds from CO-Kinshasa to Angola, while the expansion of the mediators' programme advanced more slowly because implementation depended on Steering Committee endorsement and broader institutional decisions (reflected in lower execution rates on budget lines dedicated to Output 2¹⁹⁰).

¹⁸³ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁸⁴ ESSAFE: Email communicating ESSAFE budget execution to 31 January 2026, 6 April 2026.

¹⁸⁵ ESSAFE: "Financial Statement for Income and Expenditure for the period 01 July 2023 - 30 June 2024 for the agreement NDCI AFRICA 2023/445-167", 2024.

¹⁸⁶ ESSAFE: "Financial Statement for Income and Expenditure for the period 01 July 2023 - 30 June 2025 for the agreement NDCI AFRICA 2023/445-167", 2025.

¹⁸⁷ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁸⁸ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁸⁹ ESSAFE: Email communicating ESSAFE budget execution to 31 January 2026, 6 April 2026.

¹⁹⁰ ESSAFE: Email communicating ESSAFE budget execution to 31 January 2026, 6 April 2026.

Table 3 – ESSAFE financial execution at mid-term, July 2023 to January 2026

Period	Total approved budget (EUR)	Current expenditure (EUR)	Execution rate
Jul 2023 – jun 2027	4,904,716	3,008,211	61.3%

Breakdown Period	Funds received (EUR)	Total expenditure (EUR)	Balance (EUR)	Execution rate
Jul 2023-Jun 2024 (year 1)	1,432,795	1,341,409	91,386	94%
Jul 2023 – Jun 2025 (year 2)	2,649,069	2,318,087	330,982	88%
Jul 2023 – jan 2026 (half year 3)	3,856,681	3,008,211	848,470	78%

Source: ET calculations based on: Email communicating ESSAFE budget execution to 31 January 2026, 6 April 2026.

Human and technical resources have supported efficient implementation. The project combines a core ESSAFE Angola project staff (a Project Manager, a National Programme Coordinator, a Social Protection technical Officer¹⁹¹, a Communication and Partnerships Officer and an Administrative and Financial Assistant)¹⁹² with specialised technical backstopping from regional and headquarters-based experts, particularly in social protection, actuarial analysis, and legal and policy reform¹⁹³. Key informants valued the support from ILO specialists in Geneva and regional offices, which were brought to the project at an effective cost-benefit. The efficiency and diligence of the core national team was consensually highlighted across KIIs and FGDs.

According to key informants and project reporting¹⁹⁴, efficiency was negatively affected by operational constraints linked to staffing and administrative arrangements, particularly the absence of a designated bank account in Angola. The project office is managed through the CO-Kinshasa, which created delays in recruitment, financial transfers, and administrative approvals. Recruitment of three project officers reportedly took around 7 months, which delayed the start of several planned activities. Dependence on CO-Kinshasa for financial processes has been delaying implementation, for instance, the journalist prize output is yet to be finalized because funds are not yet available for prize payment. As such, at mid-term, even if the overall financial execution of the project is adequate, the evidence collected clearly shows that administrative bottlenecks led to implementation delays and budget under-execution in activities dependent on fund transfers from CO-Kinshasa. The opening of the CO-Luanda in 2025 presents an opportunity to address these constraints.

Key informants generally considered that the project used resources proportionately to the results achieved, particularly given the progress on C102 ratification, the first Social Protection Statistics Bulletin, legal reform processes, and strengthened institutional dialogue.

✓ **The finding(s) below addresses the following evaluation question:**

10. How effective are the project's management, coordination, and monitoring mechanisms?

Finding 9. ESSAFE's management, coordination, and monitoring mechanisms have functioned effectively at operational level, by supporting adaptive management, institutional alignment, and transparent reporting. Strengthening efficiency may require, resolving the gap between TC-level technical agreement and SC-level formal endorsement, operationalising the newly introduced monitoring survey, introducing intermediate outcome indicators, and strengthening outcome-level reporting to demonstrate the project's contribution to sustained institutional and social security system change.

Project management demonstrated adaptive capacity and adjusted implementation in response to institutional constraints and emerging evidence throughout the project cycle. When INE became unavailable during the census period, the project replaced the originally planned comprehensive informal economy diagnostic with two targeted perception studies with workers and employers, complemented by legal, comparative, and actuarial analysis. Similarly, after identifying operational shortcomings for national expansion of the mediators' programme, the project refocused its support on the Grupo Carrinho pilot, and on technical redesign of the mediator model, while broader financing was expected^{195,196}.

According to key informants, while adaptive management was positive to ensure project's relevance and coherence, build trust with stakeholders and improve uptake (see 6.1 and 6.2), it also increased administrative and human resources

¹⁹¹ For a short period the project had two Social Protection technical Officers.

¹⁹² ESSAFE: "ESSAFE Angola Project Staff", *MSExcel file*, 2026.

¹⁹³ ESSAFE: "Financial Statement for Income and Expenditure for the period 01 July 2023 - 30 June 2025 for the agreement NDCI AFRICA 2023/445-167", 2025.

¹⁹⁴ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

¹⁹⁵ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

¹⁹⁶ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", *Track Changes Version*, February, 2026.

burden for the incorporation of unplanned activities. This, combined with dual reporting lines and administrative dependence on both CO-Luanda and CO-Kinshasa, slowed implementation.

For coordination, ESSAFE has implemented three key coordination mechanisms: Technical Committee (TC), Steering Committee (SC), and regular meetings with the EUD.

At operational level, the TC brings together INSS, MAPTSS, ILO, the EU, and other partners to review progress, assign responsibilities, and resolve implementation bottlenecks across workstreams. While progress reports indicate the TC was expected to meet every two months, analysis of meeting minutes reveals a less regular pattern in practice, closer to every three months^{197, 198, 199, 200, 201, 202}. Key informants report the TC functioned effectively as the main operational management mechanism, accelerating implementation, improving ownership and inter-agency alignment, and supporting prioritisation decisions such as the shift from national expansion of the mediators' programme to the Grupo Carrinho pilot. As a technical body, the TC prepares decisions for higher coordination bodies but does not hold authority to resolve political or institutional bottlenecks. Consequently, some implementation issues recurred across multiple meetings without resolution, namely the mediators programme, the INSS communication strategy and action plan, the education curriculum modules, and the informal sector perception studies.

At strategic level, the SC focuses on institutional alignment, strategic direction, and accountability for results. For example, it established the project governance model²⁰³, and reinforced strategic priorities such as private sector engagement, mediators, and implementation efficiency²⁰⁴. The DoA established the SC should meet annually. At its first meeting, SC members agreed to convene twice per year, which has not materialised. Available documentation confirms that only two SC meetings have been convened.

Key informants reported that SC meetings are necessary because major decisions involving INSS and MAPTSS require ministerial visibility and formal endorsement, but that the seniority of members makes SC-scheduling consistently difficult which has delayed SC. As a result, TC-level decisions on matters requiring formal institutional endorsement, particularly PREI linkages and institutional reforms, remain pending. To address the scheduling challenge, the second SC meeting proposed the establishment of a fixed meetings calendar, which would provide greater predictability for SC meetings and decisions. The gap between TC-level technical agreement and SC-level formal endorsement is a key coordination risk: as it contributes to delays in implementation of key activities. Increasing the frequency of SC meetings and establishing clearer delegation of decision-making authority between TC and SC could reduce decision bottlenecks.

Coordination with the EUD was described as relevant and effective, describing the relationship as grounded in mutual trust and flexibility. An open line of communication between the ESSAFE and EUD has allowed the project to discuss implementation challenges openly, negotiate adjustments to the workplan, and maintain strategic alignment with EU priorities.

Regarding M&E arrangements, the project has established relevant mechanisms, namely the TC and SC meetings, two annual progress reports^{205, 206}, a logical framework²⁰⁷, an evaluability assessment²⁰⁸, a project activity tracker tool²⁰⁹, and training and post-training tracking tools²¹⁰.

Project progress reports are strong in documenting technical work, adaptive management responses, stakeholder engagement, and institutional ownership. The reports explain delays, their causes, and corrective actions clearly, which strengthens credibility and transparency. While reporting is robust at output level, the narratives could benefit from making stronger links between outputs and outcome-level objectives. For example, training participation and capacity building activities are consistently documented, but the institutional application of acquired capacities is less systematically measured. This limits the reports' ability to demonstrate whether technical assistance translated into sustained institutional change. As implementation advanced, the second report began to provide stronger outcome-level

¹⁹⁷ ESSAFE: "Acta da 1.ª Reunião Técnica do ESSAFE", 12 June, 2024.

¹⁹⁸ ESSAFE: "Acta da 2.ª Reunião Técnica do Projecto ESSAFE", 18 September, 2024.

¹⁹⁹ ESSAFE: "Acta da 3.ª Reunião Técnica do Projecto ESSAFE", 09 December, 2024.

²⁰⁰ ESSAFE: "Acta da 4.ª Reunião Técnica do Projecto ESSAFE", 25 March, 2025.

²⁰¹ ESSAFE: "Acta da 5.ª Reunião Técnica do Projecto ESSAFE", 23 May, 2025

²⁰² ESSAFE: "Acta da 6.ª Reunião Técnica do Projecto ESSAFE", 24 September, 2025.

²⁰³ ESSAFE "Acta da Reunião do Comité de Direcção e do Lançamento do Projecto "Expansão da Segurança Social para Apoiar a Formalização da Economia Angolana", 13 December, 2023.

²⁰⁴ ESSAFE: "II Reunião Do Comité De Direcção", 5 November, 2025.

²⁰⁵ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁰⁶ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²⁰⁷ ILO (International Labour Organization): "ESSAFE Angola proposed changes to the outputs and indicators", March, 2026.

²⁰⁸ Rodrigues, Cristina: "Expanding Social Security to Support the Formalization of the Angolan Economy (ESSAFE Angola) International Labor Organization (ILO): Evaluability Assessment (EA) of the project's Monitoring and Evaluation (M&E) framework – Draft Final Report", 2025.

²⁰⁹ ESSAFE: "Updated Project Progress Tracker", *MSEExcel file*, 2026.

²¹⁰ The ET has not received nor reviewed the results of the applied training and post-training tracking tools.

evidence, notably through the C102 ratification, and progress toward new contributory benefit schemes. Strengthening the connection between outputs and outcomes would make the project's contribution to social security expansion and formalization more explicit.

The revision of the DoA and ToC following the evaluability assessment²¹¹, including DoA and ToC, may further assist in strengthening the understanding of how the project is contributing to its outcomes. The revision is a positive management milestone: it assisted on improving the project's M&E architecture. Key revisions included replacing activity-based indicators with indicators that capture the adoption and use of project-supported outputs. It introduced a frequency of data collection column across all indicators, strengthen the means of verification for selected indicators, and added an OPSYS core indicator to capture LMIS-related work previously absent from the framework. To exemplify, the project replaced the indicator "extent to which ESSAFE proposes digital solutions for improving interoperability of key social protection programmes, processes, and information systems" with "number of ESSAFE-supported service delivery, governance, or digital transformation proposals, tools, models, or recommendations aligned with relevant ISSA principles that are adopted, piloted, or integrated into INSS reform processes", which is technically appropriate as ESSAFE provides assistance, but does not control implementation^{212, 213, 214, 215}. These adjustments make for a more evaluable ToC.

To further improve the project's evaluability, the project may consider introducing external means of verification to indicators for OP2.2, which currently relies only on project self-reporting. The survey introduced to assist in measuring OP1.3, OP4.1, and OP5.1 may also cover OP2.2. Adding perception questions to stakeholder (e.g., INSS, MAPTSS, INE, ONE) can assist in better capturing the project's perceived contribution. The survey, which can become an effective measurement tool, still requires operationalisation²¹⁶, namely through the specification of who conducts the survey, to whom the survey will be applied, by what means (online survey, phone interview), which questions will be made, and how will the questions be analysed. A data collection plan for each indicator can be useful in this regard.

At outcome-level, indicators remain mostly outside the project's control which means that even if the project successfully implements all its outputs it may still fail on outcome-level indicators due to factors outside the project's control. For instance, the 350,000 PREI-registered operators depend primarily on INSS operational decisions, government policy, and the pace of PREI implementation which, as already noted, has fragilities.

According to key informants, participation of national stakeholders in project monitoring is asymmetrical. Core institutional counterparts, particularly INSS, are strongly involved in implementation follow-up and monitoring processes, while other stakeholders, notably social partners, participate more irregularly and often in more consultative than decision-making roles. Strengthening partners' capacities in M&E, clarifying their roles in monitoring processes, and involving them more systematically through accessible reporting tools, regular reflection spaces, and stronger feedback mechanisms could improve ownership, increase uptake, and generate a stronger understanding of the project's objectives and results.

Social partners require particular attention, as FGDs indicated limited awareness of the project's purpose, scope, and achievements. This partly reflects institutional and technical capacity constraints faced by some workers' and employers' organisations, which reduce their ability to engage consistently and meaningfully in monitoring processes. Sustained investment in organisational and technical capacities would support more effective participation and strengthen the link between project outputs and outcome-level change by incorporating broader institutional and field-level perspectives.

²¹¹ Rodrigues, Cristina: "Expanding Social Security to Support the Formalization of the Angolan Economy (ESSAFE Angola) International Labor Organization (ILO): Evaluability Assessment (EA) of the project's Monitoring and Evaluation (M&E) framework – Draft Final Report", 2025.

²¹² ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²¹³ ESSAFE: "Financial Statement for Income and Expenditure for the period 01 July 2023 - 30 June 2024 for the agreement NDCI AFRICA 2023/445-167", 2024.

²¹⁴ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", *Track Changes Version*, February, 2026.

²¹⁵ ILO (International Labour Organization): "ESSAFE Angola proposed changes to the outputs and indicators", March, 2026.

²¹⁶ ILO (International Labour Organization): "ESSAFE Angola proposed changes to the outputs and indicators", March, 2026.

✓ The finding(s) below addresses the following evaluation question:

11. Are activities and outputs being timely implemented/delivered with the expected quality?

Finding 10. Activities and outputs have been delivered with generally good technical quality, but implementation timeliness is uneven. Progress is strongest in policy reform, training, institutional strengthening, and analytical outputs, while activities requiring inter-institutional coordination, formal approvals, or counterpart-led implementation have experienced delays.

Project progress reports^{217, 218}, and KIIs indicate that, at mid-term, the project has either completed or substantially advanced key outputs (see 6.3). Key stakeholders perceive outputs to be relevant, technically robust, and aligned with national reform priorities. Institutional stakeholders repeatedly describe the project's technical assistance as high quality, particularly in statistics, actuarial analysis, legal reform, and institutional strengthening. Quality assurance appears to be strong and is supported through technical committees, tripartite validation workshops²¹⁹, formal consultations, and repeated stakeholder review processes (e.g., TC and SC meetings). On outputs intended to generate direct expansion of contributory coverage, particularly the Grupo Carrinho pilot, implementation is yet to produce tangible results as it remains in preparatory phase. On timeliness some activities were delayed. The original informal economy diagnostic was delayed due to INE's limited capacity and prioritization of the national census. The study was eventually replaced. Similarly, actuarial evaluations were delayed due to limited availability of administrative data from INSS and the Ministry of Health, especially for sickness benefits. As previously mentioned, administrative bottlenecks equally resulted in delayed implementation. For instance, funds transfer restrictions due to the absence of a fully operational CO-Luanda with a bank account has, according to key informants, been delaying the completion of relevant outputs, such as the journalist prize. Delays in ministerial approvals also reduced timely implementation. For example, the mediators programme remained unresolved from 2024 to late 2025 due to repeated clarification of scope and financing between the mediators initiative and the Carrinho project^{220, 221}. Similarly, curriculum modules were delayed despite finalized ToR because interministerial coordination did not advance^{222, 223}.

6.5. Sustainability and Impact (early signs)

✓ The finding(s) below addresses the following evaluation questions:

12. What are the prospects for sustaining project results beyond its duration?

13. To what extent does the sustainability or exit strategy promote national institutional ownership and enhance the capacity to continue and scale up interventions?

Finding 11. Across ESSAFE's strategic areas, early signs of impact are strongest in institutional strengthening, policy reform and national interagency coordination. Sustainability prospects are generally positive, especially for results that are integrated into existing systems and aligned with institutional priorities, although in some areas they are still emerging.

According to key informant interviews, focus group discussions and project documentation^{224, 225}, ESSAFE contributed to institutional and policy developments in Angola's social protection system. Stakeholders consulted also highlighted the relationships and collaboration promoted by the project between ILO, government institutions and social partners, including direct engagement with INSS. These relational gains represent a positive basis for continued collaboration beyond ESSAFE, and have created favourable conditions for the results discussed below.

Regarding Strategic Area 1, which focused on supporting the development of an evidence-based approach to extending social security coverage and strengthening policy design²²⁶, early indications of impact are particularly visible at policy level. The ratification of ILO Convention No. 102, the revision of the Basic Law on Social Protection and the establishment of a legal framework for protection in cases of absolute invalidity were consistently identified by stakeholders in KIIs and FGDs as important milestones supported by the project. These legislative developments translate into progress across

²¹⁷ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²¹⁸ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²¹⁹ ESSAFE: "Conclusões e Recomendações do Workshop Técnico Tripartido: Workshop de validação tripartido sobre a compatibilidade da legislação angolana com a Convenção sobre Segurança Social (Normas Mínimas), 1952 (N.º 102)", 17 April, 2025.

²²⁰ ESSAFE: "Acta da 2.ª Reunião Técnica do Projecto ESSAFE", 18 September, 2024.

²²¹ ESSAFE: "Acta da 6.ª Reunião Técnica do Projecto ESSAFE", 24 September, 2025.

²²² ESSAFE: "Acta da 3.ª Reunião Técnica do Projecto ESSAFE", 09 December, 2024.

²²³ ESSAFE: "Acta da 6.ª Reunião Técnica do Projecto ESSAFE", 24 September, 2025.

²²⁴ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²²⁵ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²²⁶ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

both dimensions targeted by the project and consistent with the principles of ILO Recommendation No. 202²²⁷: the extension of coverage and the strengthening of benefits, the latter reflected in improvements to both the adequacy of benefits (revision of minimum benefit levels) and their scope (incorporation of new contingencies into the system, notably the absolute invalidity pension). These results present a high degree of sustainability, as they are embedded in the national legal framework and aligned with government priorities (as explored in section 6.1. Relevance). Despite this, measurable effects on social security coverage expansion are not yet evident at mid-term.

Under Strategic Area 2, which aimed to strengthen INSS institutional systems for outreach, digital transformation and internal governance²²⁸, some early signs of impact are visible, although broader results are still emerging. Key informants reported improvements in organisational practices, communication and service delivery by INSS, thanks to capacity building activities facilitated by ESSAFE, indicating positive prospects for sustainability. At the same time, reforms linked to digital transformation remain in progress^{229, 230} and will require continued follow-up. Stakeholders also noted that project support on communication became more focused on shorter-term operational needs²³¹, limiting progress towards a more strategic medium-term approach. Regarding the project's aim to promote a culture of social protection, preparatory work towards a National Strategy may provide a valuable longer-term foundation for behavioural change and awareness-raising, but implementation had not yet started at the time of the evaluation, as explained by key stakeholders. KIIs further indicated that initiatives under this strategic area with potentially significant practical effects on formalisation and coverage expansion, notably the planned collaboration with Grupo Carrinho, had not yet been operationalised at the time of the evaluation.

With regard to Strategic Area 3, which focused on building technical capacities for social protection formulation and delivery²³², KIIs, FGDs and project reports^{233, 234} indicate early results especially in human capital development and data production. Specialised training, such as the Diploma for Social Protection Management for INSS staff, and specialised technical training for INSS, INE and MAPTSS (including ONE)^{235, 236}, were widely valued by stakeholders. Key informants reported examples of practical application of the capacities developed, including improvements in data treatment and reporting at INE, stronger management practices at INSS and enhanced technical capacity in less established institutions such as ONE. ESSAFE also contributed to strengthening the national evidence base on social protection, through its support to GITEPS and the production of the first and second Social Protection Statistical Bulletins. This support enabled more informed policy discussions and decision-making, with the potential for long-term impact: as one key informant noted, "statistics that could otherwise have remained dispersed are now consolidated, benefiting state institutions and civil society more broadly". The expansion of GITEPS from 8 to 12 institutions between the first and second bulletins^{237, 238}, and the commitment expressed by GITEPS members in FGDs to continue collaborating, indicate growing ownership of these processes.

Under Strategic Area 4, which aimed to promote inclusive social dialogue and participatory policy development²³⁹, project documentation^{240, 241} and key informants indicate early results around the creation of coordination spaces and strengthening of consultation processes that brought together actors that typically did not engage with each other on a regular basis. Specifically, stakeholders noted the value of ESSAFE's convening role in gathering representatives from ministries, technical bodies, employers' and workers' organisations to discuss policy reforms. These processes improved opportunities for dialogue and contributed to the legitimacy of ongoing reform efforts as these became more

²²⁷ ILO (International Labour Organization): "Recommendation No. 202 concerning National Floors of Social Protection", https://normlex.ilo.org/dyn/nrmlx_en/f?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:3065524, June, 2012.

²²⁸ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²²⁹ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²³⁰ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²³¹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²³² ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²³³ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²³⁴ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²³⁵ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²³⁶ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²³⁷ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "1.º Boletim de Estatísticas da Protecção Social de Angola", 2024.

²³⁸ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "2.º Boletim de Estatísticas da Protecção Social de Angola", 2026.

²³⁹ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²⁴⁰ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁴¹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

participatory. However, Informal Economy Observatory (OEI), as a mechanism for dialogue supported by ESSAFE, is still in consolidation at mid-term and evidence of long-term sustainability or policy influence remains limited.

Among ESSAFE's critical achievements for future expansion of contributory coverage are the revised legal framework and C102 ratification, strengthened statistics through GITEPS and enhanced technical capacities through training to national actors. This is in line with the approach expressed in the Project Document, which indicated that the sustainability of ESSAFE's results would be promoted through activities embedded in national partners' strategies and plans, and through capacity building of key social protection institutions in Angola in partnership with UN agencies and development partners²⁴².

The Project Document indicates, in its Sustainability section, that "as part of its exit strategy" a consultation with key stakeholders would be held to assess their institutional capacity to independently sustain key functions (such as statistics production) and to address any identified gaps²⁴³, which suggests that a detailed exit strategy would be developed at a later stage. The mid-point in implementation is a timely moment for a detailed exit strategy to be developed and discussed with national partners.

Key stakeholders recommended that sustainability efforts focus on three priorities: continued strengthening of national statistics production and use, sustained capacity development through medium/long-term training to national professionals, and operationalisation of the Grupo Carrinho pilot, a key formalisation initiative aligned with the EU's Global Gateway strategy for the Lobito Corridor.

✓ The finding(s) below addresses the following evaluation question:

15. Are there emerging indications that the project is contributing to the formalisation of the economy and improved social protection coverage?

Finding 12. There are limited but relevant early indications that ESSAFE is contributing to stronger foundations for formalisation and expanded social protection coverage in Angola. Despite this, measurable changes at population level cannot yet be attributed to the project.

Recent labour market statistics suggest small positive movement in formalisation trends. According to the Employment Survey in Angola²⁴⁴, in 2025 the informal employment rate was 78,8 percent, slightly below the 2024 rate of 79,8 percent. While this indicates gradual improvement, informality remains the dominant form of employment in the country, and is significantly higher amongst women (88,1 percent vs. 69,3 percent of men), rural populations (95,0 percent vs. 68,8 percent in urban areas) and young people between 15 and 24 years old (93,4 percent), confirming that barriers to formalisation remain substantial.

Regarding social protection coverage, the Second Social Protection Statistical Bulletin²⁴⁵ shows that, in 2024, 19,0 percent of the working age (18 or over) was covered by mandatory social protection, compared with 13,8 percent reported for 2022. Coverage was significantly higher among men (28,2 percent) than women (10,6 percent). As the Bulletin explicitly notes, this increase reflects both real growth in INSS-registered contributors and methodological improvements, namely the incorporation of previously unavailable data from additional institutions (ISSFAA and MININT) now part of GITEPS, and a refined denominator better reflecting the working-age population. These figures are therefore not directly comparable across editions but represent a more accurate approximation of actual coverage. In this sense, one of ESSAFE's tangible contributions has been to strengthen the national capacity to measure and understand social protection coverage, revealing it to be more extensive than earlier data suggested. The same bulletin indicates that 10,9 percent of the total population were covered by at least one social protection scheme, also with clear gender disparities (15,4 percent of men vs. 6,6 percent of women).

KIIs, FGDs and project reports^{246, 247} indicate that, through INSS capacity development, communication efforts, support to service delivery improvements and stronger social protection statistics, ESSAFE has helped create more favourable conditions for registration, compliance and evidence-based policy decisions. Despite this, project initiatives with potentially more direct and measurable effects on formalisation and enrolment, specifically the planned collaboration with Grupo Carrinho, has not been operationalised at the time of the evaluation²⁴⁸. ESSAFE's contribution at mid-term is

²⁴² ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²⁴³ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²⁴⁴ National Institute of Statistics: "Inquérito Sobre o Emprego em Angola (IEA)", https://www.ine.gov.ao/Arquivos/arquivosCarregados/Carregados/Publicacao_639118346133135279.pdf, April, 2025.

²⁴⁵ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "2.º Boletim de Estatísticas da Protecção Social de Angola", 2026.

²⁴⁶ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁴⁷ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²⁴⁸ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

more evident in laying the foundations for future progress on formalisation and coverage, while large-scale effects remain limited.

✓ The finding(s) below addresses the following evaluation question:

14. How well are risk mitigation strategies being implemented?

16. What unintended effects (positive or negative) have been observed?

Finding 13. ESSAFE has demonstrated an ability to adapt to emerging risks through flexible management and adjustments to workplans. The project shows very limited unintended effects, with one notable positive effect being stronger interinstitutional coordination for social protection issues.

KIIs and FGDs indicate that ESSAFE faced several risks affecting the implementation and sustainability of results. As discussed in previous sections, there is evidence that these risks were recognised by the project team and, as much as the design of the project allows, addressed through adaptive management and reprogramming of activities.

The more significant risks were identified under Output 3, specifically in the area of digitalisation of INSS services. Key informants explained that overlaps with work developed by INSS's technological partner reduced clarity of roles and limited the project's added value in this area. Although this challenge has been recognised, there is limited evidence of sufficiently strong coordination mechanisms to mitigate duplication of efforts or clarify how the two streams of work would complement each other.

The Mediators Programme (pilot initiative with Grupo Carrinho), under Output 2, has also faced implementation challenges. According to KIIs and project reports^{249, 250}, delays related to fund transfers and uncertainty regarding the operational model slowed progress in an initiative considered by several stakeholders to have significant potential for promoting formalisation and extending coverage.

Similarly, the Informal Economy Observatory (OEI) faced challenges affecting its consolidation and effectiveness. According to stakeholders and documentation consulted^{251, 252}, ESSAFE supported the reactivation of the OEI through secretariat support and coordination meetings. However, progress was constrained by low participation, unclear agendas and limited influence on policy processes related to informality. Stakeholders also reported a lack of clarity regarding roles and responsibilities between ESSAFE and the Technical Assistance to PREI (also funded by the EU, as explained in 2.1. Context), as both initiatives contribute to its functioning, which according to KIIs creates risks of duplication of efforts.

Conversely, risks associated with the production of social protection statistics appear to be more effectively managed. While some dependency on external technical support was expressed in KIIs and FGDs, particularly for the continued production of Statistical Bulletins, this was not viewed by stakeholders as a threat to implementation. Stakeholders responsible for project implementation reported an increasing focus on empowering GITEPS to lead the production of the bulletin, while GITEPS members demonstrated interest in gradually taking on that role.

The project's capacity to identify risks and adapt management responses was a notable strength, as explained by multiple stakeholders. Unexpected issues were regularly discussed in the Technical Committee, enabling timely adjustments to implementation strategies and workplans. Decisions requiring formal ministerial-level endorsement through the Steering Committee faced validation delays, inherent to high-level government governance processes, as explained in the Efficiency section.

Regarding unintended effects, the evaluation found limited evidence of significant positive or negative effects beyond those originally planned. One notable unintended positive effect relates to improved interinstitutional coordination, according to KIIs and FGDs. Through the development of the Social Protection Statistical Bulletins and the functioning of GITEPS, stakeholders reported that actors who previously operated in isolation were brought together, leading to increased dialogue, improved information sharing, and broader participation in social protection discussions. No clear unintended negative effects were identified at the time of the evaluation.

6.6. Cross-cutting themes

✓ The finding(s) below addresses the following evaluation question:

17. Are international labour standards (e.g., ILO Convention 144, and ILO Recommendations 202 and 204) being promoted and applied?

²⁴⁹ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁵⁰ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²⁵¹ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁵² Reite, Torun et al.: "Avaliação Intercalar do Programa "Apoio à Formalização da Economia, Incluindo a Protecção Social e o Apoio à Gestão das Finanças Públicas", 2025

Finding 14. ESSAFE has effectively promoted international labour standards and embedded social dialogue as a core implementation approach, with the strongest and most visible results linked to Convention No. 102. Project interventions are also broadly aligned with the principles of Convention No. 144 and Recommendations Nos. 202 and 204.

KIIs, FGDs and project documentation^{253, 254, 255} indicate that international labour standards were integrated into ESSAFE's design and implementation. The clearest example is the project's support to the ratification of Convention No. 102 in June 2025. Prior to ratification, the project supported a technical and tripartite validation process involving representatives of government, employers' and workers' associations. This process included a workshop held in Luanda in April 2025 with around 40 participants and produced formal conclusions and recommendations to support national decision-making²⁵⁶. The ratification of Convention No. 102 is a significant result, as it creates binding commitments for the progressive alignment of national legislation with internationally recognised minimum standards.

The project also promoted approaches consistent with Convention No. 144 on tripartite consultation²⁵⁷. The Convention No. 102 validation process explicitly referred to Convention No. 144 and involved consultations between government and representative organisations of employers and workers²⁵⁸. More broadly, ESSAFE regularly used tripartite consultation mechanisms in workshops linked to legal reform, analytical studies and policy proposals, helping strengthen consultation practices in the field of social protection.

Despite not always being explicitly referenced in project documentation, several interventions are also aligned with Recommendation No. 202 on Social Protection Floors²⁵⁹. This includes support to the revision of the Basic Law on Social Protection, strengthening social protection statistics, and efforts to improve policy coordination and evidence for extending coverage^{260, 261}. These actions are consistent with the Recommendation's principles of progressive extension, adequacy and nationally defined social protection systems.

Similarly, project activities focused on formalisation and the extension of coverage to informal workers are aligned with Recommendation No. 204 concerning the Transition from the Informal to the Formal Economy²⁶². Relevant examples include analytical work on informality, support to the Informal Economy Observatory, communication initiatives encouraging registration, and the planned collaboration with Grupo Carrinho to test coverage expansion mechanisms for agricultural workers^{263, 264}.

KIIs and FGDs confirm that stakeholders engaged substantively with these standards, particularly in the context of the tripartite validation process. Several informants highlighted that the process helped clarify the implications of international standards for national legislation and contributed to a more informed and structured discussion around reform options. In this sense, international labour standards were promoted by ESSAFE not only as reference frameworks but also as practical tools guiding dialogue and decision-making.

²⁵³ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁵⁴ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²⁵⁵ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²⁵⁶ ESSAFE: "Conclusões e Recomendações do Workshop Técnico Tripartido: Workshop de validação tripartido sobre a compatibilidade da legislação angolana com a Convenção sobre Segurança Social (Normas Mínimas), 1952 (N.º 102)", 17 April, 2025.

²⁵⁷ ILO (International Labour Organization): "Convention No. 144: Tripartite Consultation (International Labour Standards) Convention, 1976", ILO Normlex. https://normlex.ilo.org/dyn/nrmlx_en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C144 (n.d.)

²⁵⁸ ESSAFE: "Conclusões e Recomendações do Workshop Técnico Tripartido: Workshop de validação tripartido sobre a compatibilidade da legislação angolana com a Convenção sobre Segurança Social (Normas Mínimas), 1952 (N.º 102)", 17 April, 2025.

²⁵⁹ ILO (International Labour Organization): "The ILO Social Protection Floors Recommendation, 2012 (No. 202)", <https://www.ilo.org/resource/news/ilo-social-protection-floors-recommendation-2012-no-202>, August, 2012

²⁶⁰ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁶¹ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²⁶² ILO (International Labour Organization): "Recommendation No. 204 concerning the transition from the informal to the formal Economy", <https://www.ilo.org/resource/other/ilc/104/recommendation-no-204-concerning-transition-informal-formal-economy>, June, 215

²⁶³ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁶⁴ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

♥ The finding(s) below addresses the following evaluation question:

18. How effectively has the project integrated social dialogue and tripartism, gender equality, and disability inclusion?

Finding 15. ESSAFE has effectively integrated social dialogue and tripartism as core implementation approaches. Gender equality has been incorporated with moderate results, while disability inclusion is more visible at design level than in demonstrated implementation results.

To ensure social dialogue and tripartism were respected, ESSAFE systematically used consultation, validation and dialogue processes involving government institutions, workers' organisations and employers' organisations across several outputs^{265, 266, 267}. These included consultations linked to Convention No. 102, the revision of the Basic Law on Social Protection, analytical studies, and activities under the Informal Economy Observatory. Stakeholders generally valued these spaces as opportunities to contribute views and engage in policy discussions that had previously been more limited.

Nonetheless, as highlighted in FGDs, participation of social partners remains largely concentrated in validation stages of the project. While partners were regularly consulted and invited to provide feedback on draft outputs, their involvement in design, implementation and follow up phases is more limited. This reflects gaps in institutional and technical capacities of workers' and employers' organisations in Angola, as expressed by several key informants. As a result, although dialogue mechanisms are in place, their influence on decision-making processes and project direction remains partial. Continued capacity building and institutional strengthening of social partners would be important to support deeper and more sustained tripartite engagement. Despite institutional and technical capacity constraints, social partners recognised in the focus group discussion and the validation workshop the significant value of the project's training and capacity-building contributions, indicating interest in deeper engagement in ESSAFE.

Gender equality was incorporated through project design and selected targeted interventions^{268, 269, 270}. Based on available activity records²⁷¹ covering 1,051 participants with sex-disaggregated data across 43 activities, women represented approximately 44.7 percent of participants, indicating almost balanced gender distribution in project-supported initiatives (an additional 336 participants attended three training activities for which sex-disaggregated data were not available). The project also supported a specific workshop on women's leadership in trade unions²⁷², demonstrating targeted attention to women's participation and representation. Despite this, there is an opportunity to organise more activities intentionally targeting women, as the primary subjects of informality²⁷³.

Gender dimensions were further reflected in the production and dissemination of sex-disaggregated labour market and social protection data. For example, recent project-supported statistical outputs highlighted significant gender gaps in informal employment and social protection coverage, helping strengthen the evidence base for more gender-responsive policymaking^{274, 275, 276}.

Disability inclusion is present in planning documents and workplans²⁷⁷, where several activities explicitly refer to disability-sensitive outreach, inclusive approaches to coverage extension, and the need to disaggregate data by disability status²⁷⁸. For example, planned Mediator Programme activities also aimed to reach persons with disabilities (although not yet implemented). A comparative study on invalidity benefits was developed by ESSAFE to support INSS's analysis and decision, as well as an actuarial study on the absolute invalidity pension. KIIs and FGDs indicate that disability inclusion was more visible in project design than in systematic implementation measures or demonstrated results for persons with disabilities at mid-term. The approval of Presidential Decree No. 15/25, which established the legal

²⁶⁵ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²⁶⁶ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁶⁷ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²⁶⁸ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²⁶⁹ ILO (International Labour Organization): "Progress Report: July 2023-June 2024: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2024.

²⁷⁰ ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²⁷¹ ESSAFE: "Updated Project Progress Tracker", *MSEExcel file*, 2026.

²⁷² ILO (International Labour Organization): "Progress Report: July 2024-June 2025: EU/ILO/ Project on Expanding Social Security to Support the Formalization of the Angolan Economy", 2025.

²⁷³ National Institute of Statistics: "Inquérito Sobre o Emprego em Angola (IEA)", https://www.ine.gov.ao/Arquivos/arquivosCarregados/Carregados/Publicacao_639118346133135279.pdf, April, 2025.

²⁷⁴ National Institute of Statistics: "Inquérito Sobre o Emprego em Angola (IEA)", https://www.ine.gov.ao/Arquivos/arquivosCarregados/Carregados/Publicacao_639118346133135279.pdf, April, 2025.

²⁷⁵ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "1.º Boletim de Estatísticas da Protecção Social de Angola", 2024.

²⁷⁶ GITEPS-Angola (Grupo Interinstitucional de Trabalho em Estatísticas de Protecção Social de Angola): "2.º Boletim de Estatísticas da Protecção Social de Angola", 2026.

²⁷⁷ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²⁷⁸ ESSAFE: "Updated Project Progress Tracker", *MSEExcel file*, 2026.

framework for protection in cases of absolute invalidity²⁷⁹, creates an opportunity for ESSAFE to support policy implementation on disability inclusion in the second half of the project.

7. Conclusions

Conclusion 1 (Findings 1, 2, 3): ESSAFE demonstrates strong alignment with Angola's national development priorities and international frameworks at design and mid-term. The project addresses structural barriers to social security expansion through a technically appropriate, system-level approach that remains valid in the current reform context. Its emphasis on upstream, policy-oriented interventions has produced relevant and technically robust outputs, but has limited the visibility of tangible results for workers, particularly beyond central institutions and outside Luanda. Maintaining relevance will require stronger links between upstream analytical work and more operational and visible interventions, as well as clearer communication of results to a broader range of stakeholders.

Conclusion 2 (Findings 4, 5): ESSAFE demonstrates strong internal coherence with other ILO interventions, building effectively on ACTION/Portugal and SP&PFM through a clear division of labour, shared outputs, and cumulative learning. External coherence with EU-funded programmes and development partners is strong at design and strategic level, but operational synergies remain underexploited at mid-term, particularly with PREI. Collaboration with UNDP and UNICEF has been productive. Formalising coordination mechanisms with key partners and strengthening operational linkages with PREI would consolidate ESSAFE's position as the central contributor to contributory social protection in Angola.

Conclusion 3 (Findings 6, 7): ESSAFE has made solid progress at mid-term in delivering planned outputs and strengthening the capacities of key national institutions. The strongest results are visible in legal and policy reform, social protection statistics, institutional capacity development, and interinstitutional coordination. Important achievements include support to the ratification of Convention No. 102, the production of Angola's first Social Protection Statistical Bulletins, the consolidation of GITEPS, and capacity building initiatives involving INSS, INE, MAPTSS and ONE. Progress was also observed in communication, governance and digitalisation through technical assistance, training and the development of operational tools. However, progress has been uneven across outputs, with some activities still at design stage or early implementation. This is particularly the case for interventions with greater potential to contribute directly to formalisation and expanded contributory coverage. In addition, the use of some technical outputs in policy and operational processes is not yet fully evident.

Conclusion 4 (Findings 8, 9, 10): ESSAFE has used financial, human, and technical resources efficiently at mid-term. Execution rates are consistent with the implementation period elapsed, resources have been directed toward priority outputs, and the staffing model has been proportionate to results achieved. Financial execution was stronger in technical assistance activities such as comparative studies, legal reform support, actuarial analysis, and institutional capacity building, and weaker where implementation depended on counterpart decisions, interministerial coordination, or external payments, such as the mediators' programme expansion and the National Journalism Prize. Administrative dependence on CO-Kinshasa has systematically affected recruitment, financial transfers, and output completion. At management level, the gap between TC technical agreements and SC formal endorsement, combined limited participation of social partners, has reduced implementation speed, ownership, and visibility of results.

Conclusion 5 (Findings 11, 12, 13): ESSAFE shows early signs of impact mainly through stronger institutions, improved policy processes and better coordination between actors in the social protection sector. Effects on formalisation and expanded contributory coverage remain limited at mid-term. Sustainability prospects are stronger for results that are already embedded in national systems and institutional routines, particularly in legal reform processes, technical capacities and the production of social protection statistics. By contrast, initiatives that depend on continued external support, unresolved coordination arrangements or pending operational decisions face greater sustainability risks. ESSAFE has also shown flexibility in responding to implementation risks, although challenges linked to parallel initiatives remain unresolved. At mid-term, the project's main contribution has been to strengthen the conditions for future progress on formalisation and coverage.

Conclusion 6 (Findings 14, 15): ESSAFE has integrated cross-cutting themes especially through the promotion of international labour standards and the systematic use of social dialogue mechanisms. Support to the ratification of Convention No. 102, together with broader alignment with other relevant ILO instruments, demonstrates a clear standards-based approach to reform and coverage expansion. Social dialogue has been consistently embedded in project implementation, and the participation of workers' and employers' organisations has remained stronger in consultation and validation stages. Gender equality has been incorporated with moderate results, while disability inclusion is more

²⁷⁹ Presidente da República: "Decreto Presidencial n.º 15/25 de 29 de Janeiro. Estabelece o Regime Jurídico da Protecção na Invalidez Absoluta Resultante de Causas não Profissionais no âmbito da Protecção Social Obrigatória.", *Diário da República I Série*, N.º20, 2025.

visible at design level than in demonstrated implementation results. Further efforts to mainstream gender and disability dimensions would strengthen the project.

8. Recommendations

This section presents the evaluation's recommendations, based on the key findings, conclusions, lessons learned and good practices presented in previous chapters. The recommendations are forward-looking and aim to improve the design, implementation, effectiveness and sustainability of ESSAFE projects. Recommendations are primarily addressed to the ILO and its constituents.

Relevance, Efficiency

Recommendation 1. Prioritise actions that directly demonstrate results in supporting the transition of workers into the formal economy, by leveraging existing policy and analytical work in the remaining implementation period. ESSAFE should prioritise, in the remaining implementation period, the downstream application of its upstream, policy-oriented and analytical interventions to support the transition of workers into the formal economy. While the project's analytical outputs and policy support are relevant and appropriate, their contribution remains largely indirect at mid-term and not consistently visible to stakeholders, particularly beyond central institutions. To address this, ESSAFE should focus on translating analytical work into concrete implementation measures and scaling targeted initiatives, such as the Grupo Carrinho pilot, which demonstrates clear results in facilitating formalisation and is in line with the European Union's Global Gateway strategy for the Lobito Corridor. Strengthening the visibility of this alignment and communicating how ESSAFE connects private sector partnerships with social protection expansion would reinforce stakeholder understanding of the project's role in economic transformation and strengthen the link between policy and implementation.

Addressed to	Priority	Resource	Timing
ILO Country Office Angola; ILO Technical Units; Government of Angola (MAPTSS, INSS).	High	High	Short to medium term

Coherence

Recommendation 2. Formalise strategic coordination with PREI, UNDP and UNICEF around shared priorities on formalisation and social protection. Consider moving beyond activity-level collaboration and establish more structured coordination mechanisms with PREI and other relevant organizations. Although strategic coherence is strong, operational synergies remain underexploited with PREI where unclear institutional boundaries and limited coordination reduce the use of ESSAFE's technical outputs. Collaboration with UNDP and UNICEF is relevant and complementary, but is not systematically reflected in monitoring frameworks. ESSAFE could strengthen coordination and synergies by:

- Clarifying roles and responsibilities between ESSAFE, PREI, and OEI.
- Establishing regular coordination with MINPLAN, ONE and PREI technical structures to ensure that labour market data and analytical outputs inform implementation decisions.

Addressed to	Priority	Resource	Timing
ILO Country Office Angola; Government of Angola (MAPTSS, INSS, MINPLAN, ONE).	High	Medium	Short to medium term

Effectiveness

Recommendation 3. Prioritise and fast-track mature and "implementation-ready" interventions. While ESSAFE has delivered substantial outputs, several interventions remain at the design or early implementation stage. Given the remaining timeframe, the project should prioritise actions that are sufficiently developed to generate tangible results and strengthen the project's effectiveness at outcome level, in line with priorities from strategic partners. This should include:

- Conducting a rapid internal prioritisation exercise to identify interventions that are operationally ready and can deliver results within the project timeframe.
 - Key stakeholders recommended: i) operationalising the Mediators Programme, ii) continuing support for the production of comprehensive social protection statistics, and iii) continuing to facilitate capacity building opportunities through more robust training programmes.

- Focusing resources on a limited number of high-impact initiatives, including those linked to service delivery, digital transformation and registration mechanisms.
- Setting clear implementation milestones for priority interventions, with regular follow-up to ensure progress.
- Reassessing or deprioritising activities that are unlikely to be operationalised within the project period, to avoid dispersion of effort.

Addressed to	Priority	Resource	Timing
ILO Country Office Angola; ESSAFE Project Management; Government of Angola (INSS, MAPTSS)	High	Low	Short term

Recommendation 4. Clarify ESSAFE’s role and plans for future support in the digitalisation of INSS services. Overlaps with the INSS technological partner have reduced clarity of roles and limited the uptake of ESSAFE’s technical contributions in the digitalisation process. To enhance effectiveness, the project should attempt to understand whether there is space for future support, and understand whether the technical inputs already produced with INSS can be integrated into ongoing reforms. This should include:

- Agreeing with INSS and the technological partner on a clear division of roles, distinguishing between technical design, advisory support and implementation responsibilities.
- Positioning ESSAFE as a strategic and technical advisor, focusing on areas such as service design, governance, user experience and alignment with international standards.
- Confirming that ESSAFE’s existing technical outputs (e.g. service workflows, process redesign proposals) are formally reviewed and, where relevant, integrated into the digitalisation process.

Addressed to	Priority	Resource	Timing
ILO Country Office Angola; ESSAFE Project Management; Government of Angola (INSS)	High	Medium	Short term

Efficiency

Recommendation 5. Resolve administrative bottlenecks and improve decision-making between operational and strategic coordination levels. ESSAFE has demonstrated strong technical quality and adaptive management, but implementation timeliness remains uneven, particularly for activities requiring procurement, formal approvals, interministerial coordination, and counterpart-led implementation. To improve execution during the remaining implementation period, the project should prioritise reducing avoidable operational delays and accelerating decisions on outputs that are already technically mature but institutionally pending. This should include:

- Fully transitioning administrative and financial processes to CO-Luanda, particularly payment execution and procurement workflows, to reduce delays linked to dependence on CO-Kinshasa.
- Prioritising resolution of long-pending implementation areas, particularly the Grupo Carrinho pilot, the strategy for the implementation of a social protection culture in Angola, and communication outputs such as the Journalism Prize.

Addressed to	Priority	Resource	Timing
ILO Country Office Angola; ESSAFE Project Management;	High	Low	Short-term

Recommendation 6. Strengthen the participation of social partners in project implementation, monitoring and results communication. FGDs indicate that social partners have limited awareness of the project's purpose, scope, and achievements, and participate more irregularly and in consultative roles. This limits ownership and uptake of project outputs beyond central institutions. ESSAFE could consider:

- Developing accessible reporting tools tailored to social partners such as one-page results summary per semester in accessible language.
- Expand reflection spaces with social partners to review project progress, discuss results, and gather field-level perspectives that can inform outcome-level reporting.
- Designing targeted capacity building activities directed at workers' and employers' organisations to strengthen their institutional and technical capacity to engage meaningfully in project monitoring, social dialogue, and implementation processes.

- Supporting social partners to disseminate key project outputs within their constituencies through simplified communication materials and outreach channels.

Addressed to	Priority	Resource	Timing
ILO Country Office Angola; ESSAFE Project Management; Social Partners (workers' and employers' organisations)	Medium	Low	Short to medium term

Sustainability and Impact (early signs)

Recommendation 7. Strengthen the institutionalisation and sustainability planning of key project processes and results. ESSAFE has contributed to the establishment of important coordination mechanisms and data production processes, particularly through GITEPS and the Social Protection Statistical Bulletin. However, evidence suggests that these processes remain dependent on external technical and financial support and are not yet fully embedded within national institutional frameworks. While there are emerging signs of ownership, a structured approach to sustainability is not yet clearly defined, particularly in terms of formal mandates, resource allocation and clarity of responsibilities beyond the project period. To enhance sustainability, the project should prioritise both the institutionalisation of key processes and the development of a practical transition approach for the remaining implementation period. The development of a detailed exit strategy (expanding on the actions mentioned in the Sustainability section of the Project Document) should include:

- Promoting the allocation of national resources (financial and human) to sustain core functions, particularly data production and interinstitutional coordination.
- Defining transition arrangements with national counterparts, including clear responsibilities and timelines for progressive handover.
- Integrating key processes into existing institutional structures and workflows, reducing reliance on project-based support.
- Identifying sustainability risks and mitigation measures, particularly in areas with continued dependency on external support.

Addressed to	Priority	Resource	Timing
ILO Country Office Angola; ESSAFE Project Management; Government of Angola (INSS, MAPTSS, INE)	Medium	Medium	Short to medium term

Cross-cutting themes

Recommendation 8. Adopt a more systematic approach to integrating gender equality and disability inclusion across project interventions. While gender equality and disability inclusion are recognised as cross-cutting considerations, their integration remains uneven and not yet systematically embedded in the project's design, implementation and monitoring. To strengthen inclusiveness, ESSAFE should adopt a more structured and operational approach during the remaining implementation period, embedding these dimensions more consistently across ongoing and upcoming activities. This should include:

- Systematically integrating gender and disability analysis into analytical work and policy support, including studies, diagnostics and reform proposals.
- Ensuring that interventions aimed at expanding coverage explicitly address barriers faced by women and persons with disabilities, particularly in informal and rural contexts.
- Developing or adapting selected pilot initiatives to explicitly target women and persons with disabilities, including testing tailored approaches to registration, contribution and access to benefits.
- Building the capacity of implementing partners to apply gender- and disability-sensitive approaches, particularly within INSS, social partners and relevant government institutions.

Addressed to	Priority	Resource	Timing
ILO Country Office Angola; ESSAFE Project Management; Government of Angola (INSS, MAPTSS)	Medium	Medium	Short term

9. Lessons Learned and Good Practices

The **lessons learned** are based on triangulation of evidence from documentation, interviews and implementation experience across both projects. Full descriptions are provided in Annex 1.

Lesson Learned 1: Flexible project design and adaptative management improves relevance when institutional priorities and capacities evolve during implementation. ESSAFE's broad initial design allowed the project to adapt to changing institutional context, including shifts in INSS priorities, capacity constraints at INE, and the integration of new priorities such as support to the ONE. Especially first-time cooperation with new counterparts, maintaining flexibility in work planning and results frameworks is important to preserve relevance and ensure implementation remains feasible. However, incorporating unplanned activities, also increased the administrative and staff burden. This trade-off should be anticipated from project design through budget and staff reserves.

Lesson Learned 2: A strong upstream focus in the first phase of implementation needs to be complemented by visible downstream interventions to strengthen stakeholder ownership and demonstrate pathways to impact. ESSAFE's initial implementation focused primarily on upstream interventions, including legal reform, actuarial studies, institutional strengthening, and analytical work on labour market information and social protection statistics. While these interventions are technically appropriate and aligned with ILO standards, their contribution to workers' formalisation and protection remains indirect and was not always visible to stakeholders beyond central institutions. This created questions about what the project was concretely doing for workers, particularly outside Luanda. For this reason, upstream policy-oriented interventions should be progressively linked to more operational and visible actions, such as the Grupo Carrinho pilot and the mediators' programme, to strengthen stakeholder understanding, ownership, and perceived project value.

Lesson Learned 3: The production of high-quality technical outputs does not guarantee their uptake without structured follow-up and alignment with institutional processes. ESSAFE produced a range of analytical studies, tools and technical proposals aligned with national needs. However, evidence suggests that their use in policymaking and implementation remained uneven, particularly where follow-up mechanisms and institutional ownership were not clearly defined. This highlights the importance of planning for uptake from the outset, including aligning outputs with decision-making timelines, engaging responsible units early, and ensuring continued technical support to translate recommendations into action.

Lesson Learned 4: Project ambition needs to be matched with realistic delivery capacity, sequencing and prioritisation. ESSAFE was designed with a broad and ambitious scope, covering multiple strategic areas, diverse institutional counterparts, and a combination of policy reform, capacity building, digitalisation, communication and pilot initiatives. While this breadth increased the project's relevance and responsiveness to national needs, it also stretched available human and operational resources, requiring continuous reprioritisation and contributing to delays in some activities. In complex institutional environments, such as Angola's, an overly expansive scope can reduce implementation depth and visibility of results. Future projects of this nature benefit from clearer prioritisation, phased sequencing of activities, and staffing levels proportionate to the scale of expected delivery.

The **good practices** are based on triangulation of evidence from documentation, interviews and implementation experience across both projects. They reflect key patterns emerging from the findings and aim to inform future interventions. Full descriptions are provided in Annex 1.

Good Practice 1: Sequencing interventions and maintaining a clear division of labour across programmes strengthens coherence and accelerates institutional uptake. ESSAFE built on the foundations established by ACTION/Portugal and the joint ILO–UNICEF SP&PFM programme, particularly in social protection statistics, institutional strengthening, and the interface between contributory and non-contributory systems. A clear division of labour, regular coordination, and shared technical support from SOCPRO, ITC-ILO, and regional technical teams enabled the project to scale and operationalise previous, thus avoiding duplication. Continuity strengthened trust with national institutions, improved technical quality, and accelerated implementation.

Good Practice 2: Using the TC as an operational co-management platform improves implementation. ESSAFE structured its TC as a genuine operational co-management platform where INSS, MAPTSS, ILO, and the EU jointly reviewed progress, assigned responsibilities, and made prioritisation decisions. Key informants credit the TC with accelerating implementation, improving inter-agency alignment, and building institutional ownership, including consequential decisions such as the shift from national mediator expansion to the Grupo Carrinho pilot. The TC proved particularly valuable in a context marked by structural administrative constraints, including dual reporting lines, delayed Steering Committee endorsement, and complex payment processes, where it maintained operational momentum and prevented further implementation delays. This model of shared operational governance is particularly relevant for technical assistance projects where national counterpart ownership is critical for sustainability. Its effectiveness depends however

on the existence of a higher-level endorsement body, such as a Steering Committee, that can translate technical agreements into formal institutional commitments when decisions require political visibility or ministerial sign-off.

Good Practice 3: Transparent and evidence-based reporting strengthened trust and adaptive project management.

ESSAFE's progress reports consistently explained delays, their causes, and corrective actions rather than masking implementation constraints. For example, the reports clearly documented the postponement of the informal economy diagnostic due to INE's census commitments and justified the mitigation strategy through alternative analytical pathways. This approach strengthened credibility with the EUD and supported a relationship grounded in mutual trust and flexibility. It is a replicable model for ILO project reporting in contexts where institutional constraints are structural.

Good Practice 4: Using international labour standards as operational tools to guide policy dialogue and reform processes.

ESSAFE's support to the ratification of Convention No. 102 demonstrates how international labour standards can be used not only as normative frameworks but as practical tools to structure dialogue and inform decision-making. The project facilitated a participatory process that engaged government and social partners in assessing national legislation and identifying feasible reform pathways. This approach strengthened both the technical quality and legitimacy of policy reforms and can be replicated in other contexts seeking to align national systems with international standards.

Good Practice 5: Leveraging data production processes to strengthen interinstitutional coordination and ownership.

The development of the Social Protection Statistical Bulletin and the functioning of GITEPS illustrate how joint data production can serve as a platform for coordination, capacity building and ownership. By bringing together multiple institutions in the process of data collection, validation and analysis, ESSAFE contributed to breaking institutional silos and fostering a culture of collaboration. This approach goes beyond the production of outputs, creating sustained engagement and shared responsibility among stakeholders.

Good Practice 6: Combining technical assistance with capacity building and peer learning to strengthen institutional capacities.

ESSAFE's approach to capacity development, particularly through structured programmes such as the Diploma in Social Protection Management and South-South exchanges, reflects an effective combination of training, practical application and peer learning. This model supports not only knowledge acquisition but also the application of skills to real institutional challenges, increasing the relevance and potential sustainability of capacity building efforts.

10. Annexes

Annex 1. Lessons Learned

Mid-Term Independent Evaluation of the Project Expanding Social Security to Support the Formalization of the Angolan Economy (ESSAFE)

Project DC/SYMBOL: AGO/23/01/EUR

Name of Evaluator: Patrícia Carvalho, Maria Lapa, Iko Congo, João Silveira

Date: 04/05/2026

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

1.1. Lesson Learned 1

LESSON LEARNED	
Brief description of lessons learned (link to specific action or task)	Flexible project design and adaptive management improve relevance when institutional priorities and capacities evolve during implementation, but the administrative and staff costs of adaptation should be anticipated and budgeted from the outset.
Context and any related preconditions	ESSAFE was the first ILO programme supporting INSS, operating in a context of evolving institutional priorities, capacity constraints among national counterparts, and a broad initial project scope. The project was managed through CO-Kinshasa, with dual reporting lines that increased the administrative burden on the project team. The broad initial design was deliberate, intended to allow adaptation throughout implementation, particularly given the first-time cooperation with key counterparts such as INSS and INE, yet it ended being overly ambitious.
Targeted users /Beneficiaries	ILO project designers and managers working in contexts of first-time cooperation with national counterparts, particularly in social protection and related sectors in Angola and comparable country contexts.
Challenges /negative lessons - Causal factors	▪ The broad initial design proved overly ambitious and limited the project's results visibility, requiring progressive narrowing and refinement of scope during implementation. ▪ Incorporating unplanned activities such as support to ONE, redesign of the IOPREI scope, and merger of outputs increased the administrative and staff burden on a small project team already operating under dual reporting lines between CO-Luanda and CO-Kinshasa. ▪ The trade-off between flexibility and administrative capacity was not anticipated in the original project design, and no explicit budget or staff reserves were built in to absorb the costs of adaptation. ▪ Adaptive management, while positive for relevance and stakeholder trust, slowed implementation in several workstreams by adding workload without additional resources.
Success / Positive Issues - Causal factors	▪ Flexibility in work planning and results frameworks allowed the project to respond to shifting institutional priorities, including the integration of ONE support at the request of the Secretary of State and the refocusing of INE-related activities following the census period. ▪ Adaptive management improved stakeholder trust and ownership, particularly with INSS and MAPTSS, and contributed to stronger uptake of project outputs.

	▪ The revision of the DoA and results framework following the evaluability assessment demonstrated that adaptive management can be formalised and used to strengthen the project's monitoring and evaluation architecture. ▪ Maintaining a flexible approach was particularly important given first-time cooperation with new counterparts, where institutional capacities and priorities were not fully known at design stage.
ILO Administrative Issues (staff, resources, design, implementation)	▪ Future projects operating in similar contexts should build explicit flexibility reserves in both budget and staff time to absorb the administrative costs of adaptation without slowing implementation of core activities. ▪ Administrative dependence on a country office in a different country increases the cost of adaptation

1.2. Lesson Learned 2

LESSON LEARNED	
Brief description of lessons learned (link to specific action or task)	A strong upstream focus in the first phase of implementation needs to be complemented by visible downstream interventions to strengthen stakeholder ownership and demonstrate pathways to impact.
Context and any related preconditions	ESSAFE operates in a context where social security culture remains limited, including among key stakeholders, and where the transition from the informal to the formal economy is a stated national priority but progress depends on multiple actors beyond the project's control. At mid-term the project emphasised upstream, policy-oriented interventions as the pathway to expanding contributory social security coverage. These interventions are technically appropriate and aligned with ILO standards, but their contribution to workers' formalisation remains indirect and requires time to translate into visible results. The project's geographic concentration in Luanda further limited the visibility of its contribution at provincial level.
Targeted users /Beneficiaries	▪ ILO project designers and managers working on social protection and formalisation programme
Challenges /negative lessons - Causal factors	▪ The project's emphasis on upstream interventions (e.g., legal reform, actuarial studies, institutional strengthening, and analytical work) produced technically strong outputs but limited visibility of tangible results for workers and stakeholders beyond central institutions. ▪ During KIs, FGDs, and the stakeholder debriefing workshop, some stakeholders questioned what the project was concretely doing to support workers, particularly outside Luanda. ▪ Limited visibility of results reduced stakeholder understanding of the project's overall logic and contribution, particularly among workers' and employers' organisations and provincial-level stakeholders.
Success / Positive Issues - Causal factors	▪ Upstream interventions produced technically robust outputs, including comparative studies, actuarial analysis, legal reform support, and the first Social Protection Statistics Bulletin, which are valued by central government institutions and provide a strong evidence base for reform. ▪ The Grupo Carrinho pilot and the mediators' programme represent emerging operational entry points that, if scaled, have

	the potential to strengthen the project's contribution to workers' formalisation and increase visibility at field level. ▪ Key informants link upstream contributions to improvements in government decision-making processes, statistical systems, and institutional capacity within MAPTSS, INSS, INE, ONE, and OEI, demonstrating that the upstream pathway to impact is valid even if not always visible to all stakeholders.
ILO Administrative Issues (staff, resources, design, implementation)	▪ Future projects with a strong upstream focus should build in visible downstream interventions from the outset, or establish explicit milestones that link upstream outputs to operational results, to sustain stakeholder engagement and demonstrate the project's contribution to workers throughout implementation. ▪ Communication of results should be planned systematically from project design, with targeted products for different stakeholder groups, including workers and employers organisations and provincial-level actors, to ensure the project's logic and contribution remain visible beyond central institutions.

1.3. Lesson Learned 3

LESSON LEARNED	
Brief description of lessons learned (link to specific action or task)	The production of high-quality technical outputs does not guarantee their uptake without structured follow-up, ownership arrangements and alignment with institutional decision-making processes.
Context and any related preconditions	ESSAFE supported the production of multiple technical outputs during the first phase of implementation, including analytical studies, legal review inputs, actuarial work, diagnostic tools, service redesign proposals, and statistical products. These outputs responded to relevant national needs and were generally considered technically sound by stakeholders. Nonetheless, Angola's institutional environment involves multiple decision-making layers, changing priorities, limited implementation capacity in some institutions, and competing reform processes. In such contexts, technical products require active follow-up and institutional anchoring to translate into policy or operational change.
Targeted users /Beneficiaries	▪ ILO project designers and managers delivering technical cooperation projects ▪ Government counterparts receiving technical assistance ▪ National institutions responsible for reform implementation
Challenges /negative lessons - Causal factors	▪ Several technical outputs were delivered without sufficiently clear follow-up pathways for implementation, ownership or use. ▪ In some cases, institutional priorities shifted during implementation, reducing momentum for uptake of studies or proposals produced earlier. ▪ Where responsible units were not clearly identified or lacked implementation capacity, technically robust outputs were less likely to be operationalised. ▪ Parallel reforms and external initiatives occasionally reduced visibility over whether project-supported recommendations were adopted.
Success / Positive Issues - Causal factors	▪ Stakeholders broadly recognised the technical quality and relevance of ESSAFE outputs, particularly where products responded to immediate institutional needs. ▪ Outputs linked to active institutional processes, such as legal

	reform, social protection statistics, or ongoing technical working groups, showed stronger prospects of uptake. ▪ The Social Protection Statistical Bulletins and support to GITEPS illustrate how technical outputs combined with institutional processes can generate sustained use and ownership. ▪ Early engagement of counterparts during design and validation stages improved relevance and stakeholder buy-in.
ILO Administrative Issues (staff, resources, design, implementation)	▪ Future projects should plan for uptake from the outset, including identifying responsible users, implementation steps, timelines and support needs for each major technical output. ▪ Resources should be allocated not only to production of outputs, but also to post-delivery follow-up, dissemination and operationalisation support. ▪ Results frameworks should distinguish between delivery of technical products and effective use of those products in policy or practice. ▪ Regular follow-up with counterpart institutions is needed to track utilisation and address implementation bottlenecks.

1.4. Lesson Learned 4

LESSON LEARNED	
Brief description of lessons learned (link to specific action or task)	Project ambition needs to be matched with realistic delivery capacity, sequencing and prioritisation to ensure depth of implementation and timely results.
Context and any related preconditions	ESSAFE was designed with a broad and ambitious scope, covering multiple strategic areas, several institutional counterparts, and a mix of legal reform, communication, digitalisation, statistics, capacity building and pilot initiatives. This breadth increased alignment with national priorities and created multiple entry points for engagement. However, implementation depended on a relatively lean project structure operating in a complex institutional environment with evolving priorities and significant coordination demands.
Targeted users /Beneficiaries	▪ ILO project designers and managers ▪ Donors financing multi-component programmes ▪ Country offices managing complex technical cooperation portfolios
Challenges /negative lessons - Causal factors	▪ The wide scope of activities required continuous reprioritisation, which reduced implementation depth in some areas. ▪ Limited human and operational resources created pressure across simultaneous workstreams and increased transaction costs. ▪ Some initiatives with high potential relevance experienced delays or remained at preparatory stage at mid-term. ▪ Managing multiple counterparts and outputs increased coordination burdens for the project team.
Success / Positive Issues - Causal factors	▪ The project's broad scope allowed ESSAFE to remain responsive to emerging government priorities and opportunities. ▪ Multiple lines of engagement strengthened relationships with key institutions and increased the project's strategic relevance. ▪ Diversified interventions reduced dependency on any single reform track and enabled progress across different areas. ▪ Flexibility within the broad design allowed the project to adapt

	workplans when constraints emerged.
ILO Administrative Issues (staff, resources, design, implementation)	▪ Future projects of similar scale should prioritise a phased approach, sequencing activities according to available capacity and institutional readiness. ▪ Project scope should be matched with staffing levels and operational resources proportionate to expected delivery. ▪ Results frameworks should identify core priority outputs and secondary activities that can be adjusted if capacity constraints emerge. ▪ Regular strategic reviews should be built into implementation to reassess focus, workload and feasibility.

Annex 2. Emerging Good Practices

Mid-Term Independent Evaluation of the Project Expanding Social Security to Support the Formalization of the Angolan Economy (ESSAFE)

Project DC/SYMBOL: AGO/23/01/EUR

Name of Evaluator: Patrícia Carvalho, Maria Lapa, Iko Congo, João Silveira

Date: 04/05/2026

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

2.1. Emerging Good Practice 1

GOOD PRACTICE	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	ESSAFE built on the foundations established by ACTION/Portugal and the joint ILO-UNICEF SP&PFM programme, particularly in social protection statistics, institutional strengthening, and the interface between contributory and non-contributory systems. ESSAFE sequenced its interventions to scale and operationalise work initiated under previous programmes, maintaining a clear division of labour across projects. Regular coordination, information sharing, and shared technical support from SOCPRO, ITC-ILO, and regional technical teams enabled cumulative learning and avoided duplication. This sequencing strengthened trust with national institutions, improved technical quality, and accelerated implementation from the outset.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This good practice is most applicable in contexts where a prior ILO presence or related programme has already established institutional relationships, technical groundwork, and baseline data. Its replicability depends on the availability of documented outputs and institutional memory from previous programmes, active coordination between successive project teams, and a clear agreement on the division of labour between programmes operating in the same country. Where previous programmes have closed and institutional memory has been lost, additional investment in baseline work and relationship building will be required before sequencing can be effectively applied.
Establish a clear cause- effect relationship	Because ESSAFE built on established institutional relationships and technical outputs from ACTION/Portugal and SP&PFM, some national counterparts were already familiar with ILO working methods and standards, which reduced the time needed to establish trust and negotiate roles. The clear division of labour between programmes, with ACTION/Portugal focusing on non-contributory systems and ESSAFE on contributory social protection, meant both projects could deepen their respective areas without overlap, while shared outputs such as the Social Protection Statistics Bulletin and the C102 ratification process benefited from the combined technical and financial contribution of both programmes.
Indicate measurable impact and targeted beneficiaries	▪ The first Social Protection Statistics Bulletin of Angola, explicitly acknowledging the financial and technical contributions of both ESSAFE and ACTION/Portugal, was produced and disseminated,

	expanding the evidence base available to government decision-makers. ▪ Angola ratified C102 in June 2025, supported jointly by ESSAFE and ACTION/Portugal through the Global Campaign for Ratification. ▪ GITEPS was formalised and expanded under ESSAFE, building directly on statistical capacity development initiated under ACTION/Portugal, with participation from MAPTSS, INSS, MEP, FAS, and INE. ▪ National stakeholders from Angola participated in the Decent Work Academy in Lisbon in 2025, co-financed by both programmes, strengthening South-South and triangular cooperation among Portuguese-speaking African countries.
Potential for replication and by whom	ILO country offices and project teams designing new programmes in countries where previous ILO interventions have established institutional relationships and technical outputs. It is particularly relevant for ILO development cooperation projects in social protection, where system-level change requires sustained engagement over multiple programme cycles. Regional technical support teams, SOCPRO, and ITC-ILO can support replication by maintaining institutional memory, ensuring continuity of technical backstopping, and facilitating coordination across successive programmes.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	ILO P&B Outcome 7 and 8 on social protection and institutional strengthening across the 2022-2023, 2024-2025, and 2026-2027 cycles. It contributes to the UNSDCF Angola 2024-2028 People pillar through its support to expanding social security coverage and strengthening institutional capacity. It also aligns with the Decent Work Country Programme Angola priority on social protection and formalisation, and with SDG 1.3 on social protection systems and SDG 8 on decent work and formalisation.
Other documents or relevant comments	n.a.

2.2. Emerging Good Practice 2

GOOD PRACTICE	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	ESSAFE structured its Technical Committee as a genuine operational co-management platform where INSS, MAPTSS, ILO, and the EU jointly reviewed progress, assigned responsibilities, and made prioritisation decisions. The TC served as a shared governance mechanism that accelerated implementation, improved inter-agency alignment, and built institutional ownership. The TC proved particularly valuable in a context marked by structural administrative constraints, where it maintained operational momentum and prevented further implementation delays.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This model is most applicable in technical assistance projects where national counterpart ownership is critical for sustainability and where structural administrative constraints risk slowing implementation. Its effectiveness depends on the existence of a higher-level endorsement body, such as a Steering Committee, that can translate TC-level technical agreements into formal institutional commitments when decisions require political visibility or ministerial sign-off. Without this higher-level body meeting regularly, the TC risks becoming a forum where decisions accumulate without resolution.

Establish a clear cause- effect relationship	By bringing together INSS, MAPTSS, ILO, and the EU in a regular operational forum with shared responsibility for decisions, the TC created accountability and ownership among national counterparts. This reduced dependence on bilateral communications and accelerated the resolution of implementation bottlenecks. When the national mediator expansion proved operationally premature, the TC provided the platform to make the consequential decision to refocus support on the Grupo Carrinho pilot, maintaining implementation momentum without losing institutional alignment.
Indicate measurable impact and targeted beneficiaries	▪ Six TC meetings convened between June 2024 and September 2025, providing a regular operational coordination platform for INSS, MAPTSS, ILO, and the EU. ▪ The TC supported consequential prioritisation decisions, including the shift from national mediator expansion to the Grupo Carrinho pilot, which maintained implementation progress in a complex institutional context. ▪ Key informants across INSS, MAPTSS, and the EU Delegation consistently credited the TC with accelerating implementation and improving inter-agency alignment.
Potential for replication and by whom	This good practice is replicable by ILO country offices and project teams implementing technical assistance programmes in contexts where national counterpart ownership is a precondition for sustainability. It is particularly relevant where multiple government institutions are involved in implementation and where a single bilateral coordination channel would be insufficient to maintain alignment. ILO project managers and regional offices can support replication by building TC-type co-management structures into project governance frameworks from the outset.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This good practice supports ILO P&B outcomes on institutional strengthening and social protection governance across the 2024-2025 and 2026-2027 cycles. It contributes to the UNSDCF Angola 2024-2028 priority on effective institutions and inclusive governance, and aligns with the Decent Work Country Programme Angola priority on social protection and formalisation.
Other documents or relevant comments	n.a.

2.3. Emerging Good Practice 3

GOOD PRACTICE	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	ESSAFE's progress reports consistently explained delays, their causes, and corrective actions, presenting implementation constraints transparently and documenting mitigation strategies clearly. For example, the reports documented the postponement of the informal economy diagnostic due to INE's census commitments and justified the shift to alternative analytical pathways. This approach strengthened credibility with the EUD and supported a relationship grounded in mutual trust and flexibility, enabling open discussion of implementation challenges and negotiated adjustments to the workplan.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This good practice is most applicable in contexts where structural institutional constraints are predictable and where the relationship between the implementing agency and the donor is built on regular bilateral communication. Its effectiveness depends on the existence of a donor that

	values transparency and is willing to engage constructively with delays when these are clearly explained and accompanied by corrective action. Where donor relationships are more compliance-oriented, transparent reporting on delays may require additional negotiation to avoid being interpreted as underperformance.
Establish a clear cause- effect relationship	ESSAFE reported delays transparently, explaining causes and corrective actions systematically, the EUD maintained confidence in the project's management and was willing to negotiate workplan adjustments without penalising the project for structural constraints outside its control. This created a feedback loop where honest reporting enabled flexible responses, which in turn supported continued implementation momentum. Key informants from the EUD described the relationship as grounded in mutual trust and flexibility, directly linking this to the quality and honesty of project reporting.
Indicate measurable impact and targeted beneficiaries	- Two annual progress reports documented delays, causes, and corrective actions systematically, maintaining donor confidence and enabling workplan adjustments across two reporting cycles. - The EUD maintained strategic alignment with the project and supported adaptive management decisions, including the shift from the informal economy diagnostic to targeted perception studies and the refocusing of mediator support on the Grupo Carrinho pilot. - Key informants consistently described the EUD-ESSAFE relationship as effective, open, and grounded in mutual trust, which they linked to the transparency and quality of project reporting.
Potential for replication and by whom	This good practice is replicable by ILO project teams and country offices implementing EU-funded programmes in contexts where structural institutional constraints are likely to affect implementation timelines. It is particularly relevant where the implementing agency operates without a resident country office and where administrative constraints are systemic. ILO project managers, regional offices, and EVAL can support replication by incorporating transparent reporting standards into project management guidelines and progress report templates.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This good practice supports ILO results-based management principles and UNEG expectations on credibility and transparency in monitoring and evaluation. It contributes to ILO P&B outcomes on effective programme delivery and institutional governance, and aligns with the EU Delegation's priority on accountability and results-oriented project management.
Other documents or relevant comments	n.a.

2.4. Emerging Good Practice 4

GOOD PRACTICE	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	ESSAFE's support to the ratification of Convention No. 102 demonstrates how international labour standards can be used not only as normative reference points but also as practical operational tools to guide policy dialogue, assess legal readiness, and structure reform processes. The

	project facilitated a participatory process involving government institutions and social partners to review Angola's legal framework, identify areas of alignment, and determine feasible branches for ratification. This approach strengthened both the technical quality and legitimacy of reform decisions while advancing national commitment to international standards.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This good practice is most applicable in countries where governments are open to progressive legal and institutional reform, and where tripartite dialogue mechanisms can be mobilised to discuss international commitments. Its effectiveness depends on combining technical legal analysis with politically realistic sequencing and stakeholder consultation. Where institutional resistance or limited social dialogue space exists, additional trust-building and advocacy may be required before standards can be used effectively as reform tools.
Establish a clear cause- effect relationship	By using Convention No. 102 as a structured assessment framework rather than only a normative objective, ESSAFE enabled stakeholders to engage in practical discussions on legal gaps, institutional readiness, and feasible reform pathways. This reduced ambiguity around ratification requirements, strengthened ownership of the process, and supported informed decision-making. The participatory nature of the process increased legitimacy and helped build consensus among key actors.
Indicate measurable impact and targeted beneficiaries	▪ Angola ratified Convention No. 102 in June 2025, covering four social security branches. ▪ Around 40 representatives from government, employers' and workers' organisations participated in validation and consultation processes linked to ratification. ▪ National institutions benefited from improved understanding of international social security standards and reform implications. ▪ Workers and employers benefit indirectly through stronger alignment of national systems with minimum social security standards.
Potential for replication and by whom	This good practice is replicable by ILO country offices and project teams supporting social protection reforms in countries considering ratification of international labour standards. It is particularly relevant where governments seek structured pathways to reform rather than stand-alone technical advice. SOCPRO, regional specialists, and relevant ILO technical units can support replication through technical backstopping and facilitation of tripartite dialogue.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This good practice supports relevant ILO strategic priorities related to the promotion and application of international labour standards, extension of social protection, and support to formalization processes. It contributes to SDG 1.3 and SDG 8.
Other documents or relevant comments	n.a.

2.5. Emerging Good Practice 5

GOOD PRACTICE	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The development of the Social Protection Statistical Bulletin and support to the Interministerial Technical Working Group on Social Protection Statistics (GITEPS) illustrate how joint data production can be used as a platform for interinstitutional coordination, technical capacity building, and ownership. Rather than treating data production as a stand-alone technical output, ESSAFE embedded multiple institutions in the processes of data collection, validation, and analysis. This approach helped strengthen collaboration and improve the national evidence base for policymaking.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This good practice is most applicable in contexts where social protection data are fragmented across institutions and where coordination mechanisms are weak or informal. Its effectiveness depends on the willingness of institutions to share data, designate technical focal points, and participate regularly in joint processes. Replication may require initial facilitation and technical support where trust between institutions is limited.
Establish a clear cause- effect relationship	By convening institutions around a shared technical product with clear practical value, ESSAFE created incentives for cooperation that might not have emerged through coordination meetings alone. Joint work on data production strengthened relationships between technical teams, improved data harmonisation, and generated ownership of the final product. As institutions saw practical results from collaboration, participation broadened over time.
Indicate measurable impact and targeted beneficiaries	▪ Angola's first Social Protection Statistical Bulletin was produced and disseminated. ▪ A second edition was subsequently prepared with expanded institutional participation. ▪ GITEPS participation increased from 8 institutions in the first bulletin to 12 institutions in the second. ▪ Government institutions benefited from stronger access to consolidated data for planning and policy discussions. ▪ Citizens, researchers and development partners benefited from improved public access to social protection statistics.
Potential for replication and by whom	This good practice is replicable by ILO country offices, national statistical institutions, and ministries responsible for social protection in countries where data are dispersed across agencies. It is particularly relevant for multi-institutional policy areas requiring shared evidence. Regional technical teams and national statistics offices can support replication through methodological guidance and facilitation.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This good practice supports relevant ILO strategic priorities on social protection governance, institutional strengthening and evidence-informed decision-making. It is aligned with SDG 1.3, SDG 16 and SDG 17.
Other documents or relevant comments	n.a.

2.6. Emerging Good Practice 6

GOOD PRACTICE	
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	ESSAFE's approach to capacity development, particularly through structured initiatives such as the Diploma in Social Protection Management, specialised trainings, and South-South exchanges, reflects an effective combination of formal learning, practical application, and peer exchange. Rather than relying only on one-off workshops, the project supported longer-term learning processes linked to real institutional challenges. This increased the relevance and potential sustainability of capacity-building efforts.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This good practice is most applicable where counterpart institutions require sustained technical capacity development rather than isolated training events. Its effectiveness depends on selecting participants with relevant institutional roles, ensuring management support for application of learning, and adapting training content to operational realities. Where staff turnover is high or institutional incentives are weak, post-training follow-up becomes especially important.
Establish a clear cause- effect relationship	By combining structured learning programmes with practical assignments and peer exchange, ESSAFE increased the likelihood that participants would apply acquired knowledge to workplace challenges. Longer-duration training also allowed deeper learning than short workshops, while exchanges with peers from other countries exposed participants to workable institutional solutions.
Indicate measurable impact and targeted beneficiaries	▪ The Diploma in Social Protection Management engaged participants from Angola and other Portuguese-speaking countries, with the majority drawn from INSS Angola. ▪ Additional specialised trainings supported staff from INSS, MAPTSS, INE and other institutions. ▪ Key informants reported practical improvements in management practices, technical analysis, and data treatment capacities. ▪ National institutions benefited from strengthened human capital in core social protection functions.
Potential for replication and by whom	This good practice is replicable by ILO country offices and technical cooperation projects supporting institutional reform and capacity development. It is particularly relevant where partner institutions need medium-term professionalisation rather than short-term awareness training. ITC-ILO, regional offices, and specialised departments can support replication through certified programmes and blended learning models.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This good practice supports relevant ILO strategic priorities on institutional strengthening, skills development and stronger social protection systems. It is aligned with SDG 4, SDG 8 and SDG 1.3.
Other documents or relevant comments	n.a.

Annex 3. Terms of Reference

Call for Expressions of Interest **Mid-term independent evaluation for the project** **“Expanding Social Security to Support the Formalization of** **the Angolan Economy”**

ILO/EVAL is looking for a consultancy firm to conduct the mid-term independent evaluation of the project **“Expanding Social Security to Support the Formalization of the Angolan Economy”**, funded by the European Union and implemented by the ILO in Angola.

Application deadline: November 14th, 2025

For further details about the consultancy, please see the ToRs below.

Candidate firms intending to submit an expression of interest must supply the following information:

1. A copy of the company's profile and the evaluation team's curriculum vitae, including the CV for the national evaluator hired by the company.
2. A list of previous evaluations conducted by the company and the lead evaluator, preferably related to the context and theme of this call.
3. At least two contacts for recent references, including email and phone number.
4. A statement from the company attesting to their availability to conduct this evaluation in Somalia.
5. A statement attesting that the company and the evaluation team have not been involved in the design or implementation of the projects in question, or do not have a privileged personal relationship with ILO officials in Somalia.
6. A statement specifying that the evaluation will comply with ILO and UN standards.
7. Technical proposal consisting of 4-5 pages, reflecting on the methodology and approach to be deployed, considering the project's scope and context.
8. A financial offer, including daily fee rates, travel expenses, etc. (the financial offer must be expressed in USD)
9. Copies of two evaluation reports in which the evaluation lead was a team leader or team member in the last five years.

Please note that only applications from companies with a national evaluator hired by the company and who have access for data collection will be considered in the selection process.

If you are interested in this expression of interest, please send your application by email **no later than November, 14th, 2025**, with the subject header **‘MTE Social Security – Angola’** to the evaluation manager, robalo@ilo.org, copying the Regional Evaluation Specialist (elmoulat@ilo.org).



Terms Of Reference

Mid-term Independent Evaluation

Project “Expanding Social Security to Support the Formalization of the Angolan Economy”

Key facts

Title of project being evaluated	Expanding Social Security to Support the Formalization of the Angolan Economy
Implementation period (duration)	July 1, 2023 till June 30, 2027 (48 months)
Project DC Code	AGO/23/01/EUR
Type of evaluation (e.g. independent, internal)	Independent evaluation
Timing of evaluation (e.g. midterm, final)	Mid-term
Donor	European Union (EU) Delegation in Angola
Administrative Unit in the ILO responsible for administrating the project	ILO Country Office (Co-Kinshasa) for the Democratic Republic of Congo, Angola, Central African Republic, Chad, Congo and Gabon
Technical Unit(s) in the ILO responsible for backstopping the project	- ILO Decent Work Technical Support Team for Cameroon, São Tome and Principe, and Equatorial Guinea, based in Yaoundé - ILO Social Protection Department (SOCPRO) in Geneva
P&B outcome (s) under evaluation	Outcome 8: Comprehensive and sustainable social protection for all (P&B 2022-2023) Outcome 7: Universal social protection (P&B 2024-2025)
Decent Work Country Programme (DWCP) Outcomes	Angola implements decent work promotion programs and strategies with an emphasis on job creation and social protection.
Country Programme Outcome (CPO's)	AGO101
SDG(s) under evaluation	- Goal 1 - End poverty in all its forms everywhere - Goal 3 - Ensure healthy lives and promote well-being for all at all ages - Goal 5 - Achieve gender equality and empower all women and girls - Goal 8 - Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all - Goal 10 - Reduce inequality within and among countries
Budget	€ 4 904 716 (estimated at \$ 5,348,654.30, at the UN exchange rate of May 2023)

Project background and context

Angola faces persistent challenges in extending social protection coverage, with over 80% of its economically active population engaged in informal employment, mainly due to the absence of a comprehensive and coherent social protection policy framework, weak institutional and programme coordination, restricted fiscal space, inadequacy of systems, mechanisms, tools and benefits, and limited institutional capacities.

This high level of informality is particularly prevalent among women and rural populations and is closely linked to limited access to social security, health services, and financial inclusion. Despite Angola's classification as a middle-income country, the social protection system remains underdeveloped, with only about 10% of the population covered by any form of social protection.

In response to these challenges, the Government and social partners of Angola, with the financial support from the European Union (EU) and technical support from the International Labour Organization (ILO), launched the project "Expanding Social Security to Support the Formalization of the Angolan Economy" (ESSAFE Angola) on July 1, 2023.

This four-year, €4.9 million initiative, implemented by the ILO, is structured around the following strategic areas¹:

1. Evidence-based policy development - support the development of an evidence-informed national strategy for extending social security coverage;
2. Institutional system strengthening - strengthen Angola Social Security Institute (INSS) institutional systems for outreach, digital transformation, and internal governance;
3. Capacity building - of technical capacities for social protection formulation and delivery; and
4. Inclusive social dialogue - promoting inclusive social dialogue and participatory policy development.

It aims to accelerate the transition from the informal to the formal economy by expanding contributory social security coverage and benefits, through the following 6 outputs:

1. The process of decision-making of the Government concerning social security issues is enhanced;
2. INSS capacities for communication and awareness upgraded;
3. INSS digital transformation process strengthened through improved IT governance and technical capacity;
4. Governance and administration in INSS shaped by international best practices;
5. INSS, Government and social partners knowledge on social protection and social insurance increased;
6. Consultation process among social partners strengthened.

It supports the development of a national strategy for social security extension, enhances the digital transformation and governance of the INSS, and promotes stakeholder engagement through platforms such as the Informal Economy Observatory (IEO) and the National Employment Observatory (NEO).

¹ These strategic areas were revised during the inception phase and the first year of implementation, to reflect institutional priorities and implementation realities.

The project is strategically aligned with Angola's national development priorities and international frameworks. It supports key national strategies, such as the Agenda 2025, the National Development Plans (PDN) 2018–2022 and 2023–2027, and the Informal Economy Reconversion Programme (PREI). These frameworks emphasize economic diversification, social protection reform, and the formalization of informal economic actors. The project also contributes to the Global Partnership for Universal Social Protection (USP2030) and aligns with the ILO's Programme and Budget (P&B), the Decent Work Country Programme (DWCP), and the Country Programme Outcomes (CPOs), particularly in promoting decent work and expanding social protection.

Internationally, the project supports the United Nations Sustainable Development Cooperation Framework (UNSDCF) for Angola, especially its goals to improve access to social and productive services and empower vulnerable groups. It also aligns with the Sustainable Development Goals (SDGs), particularly SDG 1.3 on implementing social protection systems for all. The project is consistent with the ILO Recommendation No. 202 on Social Protection Floors and the Abidjan Declaration, which calls for expanding social protection and removing barriers to formalization. It also supports the ILO's Global Flagship Programme on Building Social Protection Floors for All and the Global Accelerator on Jobs and Social Protection for a Just Transition.

In terms of complementarity, the project builds on and complements several EU and donor-funded initiatives. It aligns with the EU-funded SP&PFM Programme (Improving Synergies between Social Protection and Public Finance Management), which promotes compliance with international social protection standards. It also builds on the APROSOC Project and the Kwenda cash transfer programme, both of which laid the groundwork for social protection expansion in Angola. The project benefits from synergies with the UNDP-led initiative on informal economy formalization and the ACTION/Portugal project, which promotes universal social protection in Portuguese-speaking African countries.

Finally, the project is embedded in a broader EU support framework for Angola's economic diversification and formalization agenda. It is part of a comprehensive programme that includes budget support and technical assistance to key institutions like the INSS and the Ministry of Finance. The project also benefits from coordination mechanisms such as the ILO-led Development Partners Group on Social Protection, ensuring coherence and strategic alignment with other donor efforts and national priorities.

The institutional arrangements for the project involve two key governance structures: a National Steering Committee and a High-Level Steering Committee. The National Steering Committee, composed of representatives from various ministries, institutions, social partners, and donors, meets at least twice a year to ensure alignment with Angola's national priorities, provide strategic direction, monitor progress, and facilitate coordination among stakeholders. The High-Level Steering Committee, which includes the EU, ILO, and key Angolan ministries, meets annually to oversee project implementation, approve work plans and budgets, and resolve strategic issues. Additionally, the project team maintains regular technical-level meetings with the EU Delegation and participates as an observer in the PREI Working Group, reinforcing its integration into Angola's broader formalization efforts.

The project management is based in Luanda and reports to the ILO Country Office in Kinshasa. It will begin reporting to the new ILO Country Office for Angola, Equatorial Guinea, Cabo Verde, Guinea-Bissau, Mozambique and São Tomé and Príncipe from October 2025. It is led by a Project Manager with expertise in social protection, responsible for overall coordination, technical

guidance, and financial oversight. The project team also includes a Social Protection Technical Officer, a National Programme Officer, a National Communication Officer for outreach and visibility, and an Administrative and Finance Officer for operational support.

The project also benefits from technical backstopping by the ILO's Decent Work Team in Yaoundé and the Social Protection Department in Geneva, ensuring high-quality implementation and alignment with international standards.

An Evaluability Assessment (EA) conducted in 2025 confirmed the project's relevance and coherence, while also identifying areas for improvement in the monitoring and evaluation (M&E) framework, including the need for more robust baseline data, clearer indicators, and enhanced risk mitigation strategies.

The project has achieved significant institutional milestones, most notably the ratification of ILO Convention on Social Security (Minimum Standards), 1952 (No. 102), in June 2025, the publication of Angola's first Social Protection Statistics Bulletin led by MAPTSS and INE, and the approval of a new legal decree, establishing an invalidity pension scheme. Together, these results mark important progress in strengthening Angola's social protection framework, enhancing transparency, and expanding benefit coverage. In parallel, the project piloted an integrated digital transformation and governance reform initiative at the National Institute of Social Security, supported the launch of a Diploma in Social Protection Management, to build institutional capacity, and delivered comparative studies on unemployment, sickness, and invalidity benefits, to inform future policy reforms.

Evaluation background

The ILO's evaluation policy and its implementation are guided by internationally accepted norms and standards, such as the UNEG Norms and Standards for Evaluation (UNEG, 2016) and the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC) principles for evaluation of development cooperation. Further guidance is provided by ILO's Declaration on Social Justice for a Fair Globalization and the associated resolution on Advancing Social Justice through Decent Work with emphasis on results-based management.

ILO aims at ensuring the independence, credibility, utility, impartiality, transparency and independence of evaluation, through adherence to the following six core principles:

1. Adherence to international good practice;
2. Upholding the ILO mandate and mission;
3. Ensuring professionalism;
4. Transparency and learning;
5. Independence of process; and
6. Gender equality and non-discrimination.

ILO considers evaluation an integral part of the implementation of technical cooperation projects and programmes. The purposes of evaluations in the ILO are accountability, organizational learning, and project performance improvement.

It should be conducted in the context of criteria and approaches for international development assistance as established by the OECD/DAC Evaluation Quality Standard and the UNEG Code of Conduct for Evaluation in the UN System.

This project will go through two independent evaluations: this mid-term evaluation; and a final evaluation. Both evaluations are managed by an ILO evaluation manager (EM) and implemented by independent evaluators.

The present ToR, along with the ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations emerging from the evaluation, should be strongly and logically linked to the findings and conclusions of the evaluation and, along with lessons learned and good practices, should provide clear guidance to stakeholders moving forward.

Purpose, objectives, and scope of the evaluation

Purpose

The purpose of this mid-term independent evaluation is to assess the relevance, coherence, effectiveness, efficiency, and early signs of sustainability and impact of the ESSAFE Angola project. The evaluation will provide evidence-based findings, conclusions, and actionable recommendations to inform the remaining implementation period and enhance the project's contribution to the formalization of the Angolan economy through expanded social protection.

The evaluation will also serve as a learning tool for the ILO, the EU, and national stakeholders, ensuring accountability and supporting adaptive management and strategic decision-making.

Objectives

The specific objectives of the evaluation are to:

1. Assess the relevance of the project's design and objectives in relation to Angola's national priorities, the ILO's strategic outcomes, and the EU's development cooperation goals.
2. Evaluate the coherence and alignment of the project with other national and international initiatives, including PREI, the PDN, and the Global Accelerator on Jobs and Social Protection.
3. Examine the project's effectiveness, so far, in achieving its planned outputs and some of the outcomes, including progress on social security coverage, institutional capacity, and stakeholder engagement.
4. Assess the efficiency of resource use, implementation arrangements, and coordination mechanisms.
5. Identify early signs of impact and sustainability, particularly in terms of institutional ownership, policy uptake, and stakeholder participation.
6. Review the quality and use of the M&E framework, including data collection tools, baseline information, and indicator tracking.
7. Provide forward-looking recommendations to improve project implementation, enhance results, and inform future programming.

Scope

The evaluation will cover the period from the project's inception on July 1, 2023 to its mid-point on June 30, 2025. It will assess all six outputs and their contribution to the overall outcome of expanding contributory social security coverage. The evaluation will consider activities

implemented at national and sub-national levels, with a particular focus on Luanda and other areas where pilot interventions or stakeholder engagement might have taken place.

The evaluation is also expected to assess the extent to which ILO's mandate and cross-cutting issues were used, addressed and mainstreamed across project implementation, with special focus on:

- International Labour Standards, especially in what concerns the ILO's Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204) and Social Protection Floors Recommendation, 2012 (No. 202).
- Social dialogue and tripartism.
- Gender equality and non-discrimination, including disability inclusion.

Evaluation clients

Main recipients of the evaluation include primary and secondary clients. While the latter include ILO's Governing Body and other ILO units that can indirectly benefit from the knowledge generated by the evaluation, the former include the project main stakeholders, comprising:

1. Government of Angola and public institutions, in particular:
 - a. Ministry of Public Administration, Labour and Social Security (MAPTSS);
 - b. National Institute for Social Security (INSS), responsible for the management of the mandatory social protection pillar;
 - c. Ministry of Territory Administration (MAT)/Social Assistance Fund (FAS);
 - d. Ministry of Social Action, Family and Women Promotion (MASFAMU);
 - e. Ministry of Finance (MINFIN), all three responsible for operationalizing, regulating and financing the basic social protection pillar;
 - f. Informal Economy Reconversion Programme (PREI, Programa de Reconversão da Economia Informal) Multisectoral Commission:
 - i. Ministry of Planning (MINPLAN);
 - ii. Ministry of Justice and Human Rights (MINJUSDH);
 - iii. Ministry of Agriculture and Fisheries (MINAGRIP);
 - iv. Ministry of Industry and Commerce (MINDCOM);
 - v. Ministry of Education (MED);
 - vi. Ministry of Higher Education, Science, Technology and Innovation (MESCTI);
 - vii. General Tax Administration (AGT); and
 - viii. Institute of Support to Micro, Small and Medium Enterprises (INAPEM).
 - g. National Institute of Statistics (INE);
 - h. National Institute for Professional Training (INEFOP);
 - i. National School for Administration and Public Policies (ENAPP).
2. National Tripartite constituents involved in the development and implementation of the National Social Protection Floor in Angola and the processes of formalization of the informal economy and reduction of social exclusion in Angola;
3. Ultimate beneficiaries: people who are excluded or inadequately covered by social protection schemes and programmes and their family members (with special emphasis on women and youth, which are the most affected by informality in Angola);
4. National Commission for the International Labour Organization (CNOIT), composed by:
 - a. Ministry of Public Administration, Labour and Social Security;

- b. Representatives of employers:
 - i. Angola Industrial Association (AIA);
 - ii. Angola Industry and Commerce Chamber (CCIA).
 - c. Representatives of workers:
 - i. Angola Workers National Union (UNTA);
 - ii. General Centre of Independent and Free Trade Unions of Angola (CGSILA);
 - iii. Angolan Trade Union Force (FSA).
- 5. Relevant parliament committees;
- 6. Informal Economy Observatory (OEI – Observatório da Economia Informal);
- 7. National Employment Observatory (ONE);
- 8. European Union Delegation (EUD) in Angola (donor);
- 9. Project team;
- 10. ILO relevant departments: ILO Country Office (CO-Kinshasa) for the Democratic Republic of the Congo, Angola, Central African Republic, Chad, Congo and Gabon; ILO Decent Work Technical Support Team for Cameroon, São Tome and Príncipe, and Equatorial Guinea, based in Yaoundé; ILO Regional Office for Africa; and ILO HQ Social Protection Department (SOCPRO), in Geneva;
- 11. Members of civil society organizations (associations, national and international NGOs), including:
 - a. Federation of Women Entrepreneurs of Angola (Federacao das Mulheres Empreendedoras de Angola);
 - b. Association of Young Street Vendors and Street Vendors of Angola (Associacao dos Jovens Ambulantes e Zungueiras de Angola).
- 12. Implementing partners (other projects and international organizations):
 - a. ILO ACTION/Portugal;
 - b. International Training Centre of the ILO (ITC-ILO);
 - c. United Nations Development Program (UNDP);
 - d. United Nations International Children Funds (UNICEF);
 - e. World Bank (WB);
 - f. International Monetary Fund (IMF);
 - g. African Development Fund (AFDB);
 - h. United Nations Program on HIV/AIDS (UNAIDS);
 - i. Food and Agriculture Organization (FAO).

Limitations

As a mid-term evaluation, the assessment of sustainability and impact will be limited to early signs and trends, while attribution may be constrained by the complexity of the intervention and external factors.

Evaluation criteria and questions (including Cross-cutting issues - issues of special interest to the ILO)

This mid-term evaluation will apply the OECD/DAC evaluation criteria, to assess the project's performance and inform future implementation. The evaluation will also integrate ILO cross-cutting themes such as the application of international labour standards, social dialogue, tripartism, gender equality, and disability inclusion.

The evaluation is expected to provide answers for the following stakeholders' questions:

Relevance

- To what extent is the project aligned with Angola's national development priorities, including the PDN, PREI, and Agenda 2025?
- Does the project complement and build on existing national and international frameworks, including the UNSDCF, SDGs, and ILO's P&B outcomes?
- How well does the project respond to the needs of the ultimate beneficiaries, particularly informal economy workers, women, and youth?
- Is the project design appropriate to address the identified challenges in extending social protection coverage?

Coherence

- How coherent is the project with other ILO interventions? How well the potential synergies and interlinkages with other ILO interventions were exploited, complemented, harmonised and well-coordinated without duplication?
- How coherent is the project with EU-funded programmes (e.g., SP&PFM) and with initiatives of other development partners? How well the potential synergies and interlinkages with EU and other development partners were exploited, complemented, harmonised and well-coordinated without duplication?

Effectiveness

- To what extent has the project achieved its intended outputs and contributed to the outcome of expanding contributory social security coverage?
- What progress has been made in strengthening INSS systems, institutional capacities, and stakeholder engagement?
- Are the project's communication, digitalization, and governance interventions producing the expected results?

Efficiency

- Are project resources (financial, human, technical and time) being used in an efficient manner?
- How effective are the project's management, coordination, and monitoring mechanisms?
- Are activities and outputs being timely implemented/delivered with the expected quality?

Sustainability (early signs)

- What are the prospects for sustaining project results beyond its duration?
- To what extent does the sustainability or exit strategy promote national institutional ownership and enhance the capacity to continue and scale up interventions?
- How well are risk mitigation strategies being implemented?

Impact (early signs)

- Are there emerging indications that the project is contributing to the formalization of the economy and improved social protection coverage?
- What unintended effects (positive or negative) have been observed?

Cross-cutting Issues

- Are international labour standards (e.g., ILO Convention 100, 111, 144, and ILO Recommendations 198, 202 and 204) being promoted and applied?
- How effectively has the project integrated social dialogue and tripartism, gender equality, and disability inclusion?

The evaluation team may adapt the evaluation criteria and questions. However, any fundamental changes should be agreed between the evaluation manager and the evaluation team and reflected in the inception report.

Methodology

This evaluation will follow the ILO policy guidelines for results-based evaluations and the OECD/DAC evaluation principles, as well as the ILO EVAL Policy Guidelines Checklist 3 "Preparing the inception report", Checklist 4 "Validating methodologies", and Checklist 5 "Preparing the evaluation report".

The evaluation will adopt a mixed-methods approach, combining qualitative and quantitative data collection and analysis to ensure triangulation, strengthening the validity, credibility and robustness of the findings, and should be able to capture intervention's contributions to the achievement of expected and unexpected outcomes

Data collection, analysis, and presentation should be responsive to and explicitly address key cross-cutting issues, including the ILO's normative framework, social dialogue and tripartism, gender equality and non-discrimination, including disability inclusion.

In line with these priorities, all data and information should be collected, analysed, and presented with appropriate gender disaggregation, even in cases where gender considerations were not explicitly integrated into the original project design. This ensures that gender-related dynamics and disparities are adequately captured and inform the evaluation findings.

The methodology shall include examining the intervention's Theory of Change (as refined in the Evaluability Assessment), with particular attention to the identification of assumptions, risks and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

The methodology shall clearly state the limitations of the chosen evaluation methods, including those related to representation of specific group of stakeholders.

The approach will be participatory and inclusive and will ensure the engagement of key stakeholders (including government institutions, INSS, social partners, relevant national institutions, civil society organizations, development partners, and ultimate beneficiaries) in the implementation as well as in the dissemination processes (e.g. stakeholders' debriefing, stakeholders' workshop).

The evaluation will be utilization-focused, to ensure that its findings, conclusions and recommendations are actionable and inform decision-making for the remainder of the project.

The evaluation team may adapt the described methodology, but any fundamental changes should be agreed between the evaluation manager and the evaluation team and reflected in the inception report.

The detailed approach and methodology, including the workplan, should be part of the inception report.

Data Collection Methods

The following data collection methods are foreseen:

1. **Desk review** of relevant documents, in particular:
 - a. Project documents (and their updated versions), including the Project Document, Theory of Change, Logical Framework, Work Plan, Budget, Risk Register and, where available, Monitoring Matrix and Evaluation Matrix
 - b. Initial M&E appraisal (EVAL) and annual reviews
 - c. Project Reports, including the Project Inception Report and the Project Progress Reports (for the period 1 Jul 2023 till 30 Jun 2024; and for the period 1 Jul 2024 till 30 Jun 2025)
 - d. The Evaluability Assessment (EA) of the project's Monitoring and Evaluation (M&E) framework report
 - e. Initial report of the "Interim evaluation of the program 'Support for the formalization of the economy, including social protection and support for public finance management'"
 - f. Performance Plan, ILO Monitoring Results Tools and relevant M&E tools outputs
 - g. Relevant national development strategies, plans, and frameworks, e.g.: Agenda 2025, National Development Plan (PDN) 2018-2022 and 2023-2027, Informal Economy Reconversion Programme (PREI), and DWCP Angola (2019-2022):
 - h. Relevant project outputs (research, studies, recommendations, analysis, etc.)
 - i. Activities reports
 - j. Mission reports
 - k. List of names and positions of current and former project staff and contacts
 - l. List of suggested key stakeholders to be interviewed with contact details
 - m. Any other relevant documents available

The desk review will include debriefing interviews with the project team and development partners, which may yield preliminary insights that can help refine or adjust the evaluation questions.

2. **Key informant interviews:**

Semi-structured interviews with project staff, ILO technical units, EU Delegation, government officials, and social partners.

3. **Focus group discussions:**

Focus group discussions with beneficiaries and stakeholders, including women and youth in informal economy.

4. **Surveys:**

Where feasible, survey will be conducted to assess knowledge gains, satisfaction with services (e.g., INSS digital platforms), and stakeholders' perceptions.

5. Field visit:

The evaluation team is expected to carry out a field visit to selected locations (e.g., Luanda and other areas where pilot interventions or stakeholder engagement might have taken place) to engage and discuss progress, challenges and expectations with key stakeholders. The duration of field visit, which might be from one to up two weeks, will be determined during the inception phase.

An indicative list of persons to be interviewed will be prepared by the Project in consultation with the Evaluation Manager.

Sampling

A purposive sampling strategy will be used to ensure representation of key stakeholder groups and geographic diversity. Disaggregation by gender, age, and disability will be applied where relevant.

Stakeholders' debriefing workshop

A stakeholders' debriefing will be held on the last day of the field visit with key stakeholders, ILO staff, and partners. This debriefing will present preliminary findings, validate them through participants' feedback, and identify any potential gaps.

Stakeholders' online validation workshop

Following the stakeholders' debriefing, the evaluation team will prepare a draft evaluation report, incorporating the information obtained till then, including the feedback gathered during and after the debriefing. This draft will undergo a methodological review by the evaluation manager. After any necessary revisions and ILO's approval, the draft evaluation report will be circulated among stakeholders for written comments, as well as for discussion and validation at the stakeholders' online workshop.

The stakeholders' online validation workshop will be held toward the end of the evaluation, bringing together key stakeholders, ILO staff, and partners. This workshop will serve as a platform to present, discuss and validate the draft evaluation report through participants' feedback.

Following the stakeholders' online validation workshop, the evaluation manager will consolidate all received written comments and forward them to the evaluation team. The latter will prepare the final evaluation report, considering the feedback obtained during the online validation workshop and taking due account of the stakeholder's written comments (forward by the evaluation manager), by either integrating them to the extent possible, or providing a clear rationale for any that are not incorporated through a comment log.

Main deliverables

The evaluation team is expected to produce the following deliverables in line with ILO evaluation standards and quality criteria:

1. Inception Report

- Desk review of relevant documents, including debriefing interviews with the project team and other key stakeholders that may provide preliminary insights.
- Preparation of the inception report, detailing the evaluation methodology, data collection and analysis tools, sampling strategy, stakeholder engagement plan, and work plan, duly aligned with [ILO Evaluation Office Checklist 4.8 Writing the Inception Report](#). The inception report must be submitted to the Evaluation Manager within one month of contract signature.

2. PowerPoint presentation, and stakeholders' debriefing workshop

- The evaluation team is expected to carry out a one to two weeks field visit to selected locations in Angola, to discuss progress, challenges and expectations with key stakeholders, and to collect additional data, through key informant interviews, focus group discussions, survey and/or other appropriate methods. The duration and dates of the field visit will be defined in the inception report, considering the methodology proposed and the availability of the key stakeholders.
- During the field visit, the evaluation team is expected to prepare a PowerPoint presentation of the evaluation preliminary findings. In the last day of the field visit, the evaluation team must conduct a stakeholders' debriefing workshop to present and validate such preliminary findings, and to identify any potential gaps.

3. Draft Evaluation Report and its PowerPoint presentation

- Following the stakeholders' debriefing workshop, the evaluation team will prepare a draft evaluation report (full draft evaluation report with annexes, incorporating the information obtained and analysed, including the information and feedback gathered during and after the debriefing), along with its summarized PowerPoint presentation, and submit it to the evaluation manager for review and approval.
- This draft evaluation report must be structured and developed according to the [ILO Evaluation Office Checklist 5 - Preparing the evaluation report](#), including an executive summary, methodology, findings, conclusions, actionable recommendations, lessons learned, and good practices in ILO's templates. In doing so, the [UNEG Norms and Standards for Evaluation](#), [OECD/DAC evaluation criteria](#), [ILO policy guidelines for evaluation](#), [ILO policy guidelines for results-based evaluation](#) will be adhered to.
- After ILO's review and approval, the draft evaluation report will be circulated among stakeholders for written comments, as well as for discussion and validation at the stakeholders' online workshop. It will be presented at this online workshop through the aforesaid PowerPoint presentation.
- The draft evaluation report, along with its summarized PowerPoint presentation, must be submitted to the evaluation manager within one month after the stakeholders' debriefing workshop.

4. Stakeholders' online validation workshop

- The evaluation team is expected to conduct a stakeholders' online validation workshop, bringing together key stakeholders, ILO staff, and partners, to present, discuss and validate the draft evaluation reports' findings, conclusions, and emerging recommendations, through participants' feedback, and identify any remaining gaps.

- The stakeholders' online validation workshop must be held within three weeks after the ILO's approval of the draft evaluation report.

5. Final Evaluation Report and Evaluation Report Summary

- Within two weeks after stakeholders' online validation workshop, the evaluation manager will consolidate all received stakeholders' written comments to the circulated draft evaluation report and forward them to the evaluation team.
- The evaluation team, following the reception of the stakeholders' written comments, will finalize the evaluation report, taking due account of the comments by either integrating them or providing a clear rationale for any that are not incorporated. All actions taken will be reflected in the comment log.
- This final evaluation report, must be elaborated in accordance with the relevant ILO Templates and duly aligned with [UNEG Norms and Standards for Evaluation](#), [OECD/DAC evaluation criteria](#), [ILO policy guidelines for evaluation](#), [ILO policy guidelines for results-based evaluation](#), [ILO Evaluation Office Checklist 5 - Preparing the evaluation report](#), including an executive summary, methodology, findings, conclusions, actionable recommendations, lessons learned, and good practices.
- The Evaluation Report Summary, which should be limited to four pages, summarizes the evaluation report, usually extracted from the evaluation report's executive summary, presenting the information in a precise and concise manner, based in a specific ILO template and elaborated in accordance with [ILO's EVAL Checklist 4.4: Preparing the Evaluation Report Summary](#).
- The Final Evaluation Report and the Evaluation Report Summary must be submitted within one week after receiving the stakeholders' consolidated comments from the Evaluation Manager.

The inception report, draft evaluation report and final evaluation report should be delivered using the **ILO specific templates and structure**, in **English language**, in **Microsoft Word format**, and their **length (excluding annexes)** should be within the following limits:

- **Inception report:**
 - Word count: 3,000 to 5,000 words
 - Page count: 10 to 15 pages
- **Draft and final evaluation reports:**
 - Word count: 6,000 to 10,000 words
 - Page count: 25 to 35 pages
- **Evaluation Report Summary:**
 - Word count: 1,500 to 2,000 words
 - Maximum number of pages: 4 pages

The quality of the Inception Report, Draft Evaluation Report, Final Evaluation Report and Evaluation Report Summary will be assessed against the relevant EVAL checklists.

Management arrangements

1. The evaluation will be managed by an ILO official based at the ILO HQ, acting as the Evaluation Manager, with the support and guidance from the responsible ILO Regional Monitoring and Evaluation Specialist for the ILO Africa Region (REO) and

from the ILO's Evaluation Office (EVAL), and in coordination with the project team in Luanda, the EU Delegation in Angola, and relevant ILO departments (SOCPRO, DWT Yaoundé, CO-Kinshasa, CO-Luanda).

2. The evaluation will be carried out by a company and should include a lead international evaluator, supported by a national evaluation consultant. The firm will be responsible for conducting the desk review at inception phase, field visits, data collection, and country-specific analysis, drafting and completing the evaluation deliverables. The lead evaluator will coordinate the overall evaluation process, synthesize inputs from the national evaluation consultant, and ensure delivery of high-quality outputs.
3. In practice:
 - The lead evaluator will guide methodology design, develop data collection tools, and consolidate findings into a unified analytical framework.
 - The National evaluation consultant will conduct in-country fieldwork, facilitate stakeholder consultations, and provide localized insights.
 - The Evaluation Manager will ensure that deliverables meet ILO quality standards and timelines, while facilitating access to documentation and stakeholders.

Main responsibilities of the evaluation manager

1. Conducts a desk review of project documents and initiates consultations with tripartite constituents, project partners and stakeholders to define purpose and scope of the evaluation, with the support of the project team.
2. Prepare the draft Terms of Reference and circulate them, with the support of the project team, REO and EVAL.
3. Searches and selects the evaluation consultant(s), who will conduct the evaluation, in consultation with REO, EVAL and project team.
4. Undertakes an initial briefing with the evaluation consultant, with guidance and support from the REO.
5. Is informed or consulted by the evaluator(s) on their preparation of the inception report, where the evaluation methodology and work plan are detailed.
6. Is informed or consulted by the evaluator, who conducts and leads the evaluation, on data collection and processing.
7. Reviews the inception report in articulation with REO and in consultation with EVAL and the project team.
8. Coordinates and manages the evaluation process, in consultation with the REO.
9. Is informed or consulted by the project team on the support provided to the evaluator(s) as regards evaluation debriefings, workshops, meetings and logistical inputs.
10. Is informed or consulted by the evaluator(s) on the preparation of the draft evaluation report.
11. Reviews and circulate the draft evaluation report.
12. Review the quality of the evaluation report, to verify if it meets international standards, in consultation with REO and EVAL.
13. Is informed or consulted by the evaluator(s) on their integration of inputs, comments, and opinions or on justifications concerning some elements of the report to finalise it.
14. Is informed or consulted by EVAL on the approval of the final evaluation report.

Main responsibilities of the evaluation team

1. Conduct a desk review and prepare an inception report that details the evaluation methodology and work plan.
2. Conduct and lead the evaluation and ensure data collection, processing and analysis, in consultation with the evaluation manager.
3. Conduct data collection, including a field visit, prepare the preliminary findings presentation, and conduct the stakeholders' debriefing and workshop.
4. Prepare the draft evaluation report.
5. Prepare the Final Evaluation Report and Evaluation Report Summary, integrating inputs, comments, and opinions or justifications regarding some of its elements.

Main responsibilities of the project team

1. Is informed on the appointment of the evaluation manager.
2. Provides the evaluator manager and the evaluator(s) with all the necessary and relevant documentation and supports the evaluation manager desk review, consultation with tripartite constituents, project partners and stakeholders to define purpose and scope of the evaluation.
3. Supports the preparation of the draft Terms of Reference by the evaluation manager and its circulation among project stakeholders.
4. Where necessary, supports the review of the inception report.
5. Organizes and participates in the evaluation workshops, meetings and provides logistical support to the evaluator(s).
6. Provide inputs to the evaluator(s), as a project stakeholder.
7. Respond to the evaluation's recommendations

Main responsibilities of other stakeholders

1. Are informed on the appointment of the evaluation manager.
2. Provide the evaluator manager and the evaluator(s) with all the necessary and relevant information and documentation.
3. Provide comments and inputs to the evaluation ToR.
4. Are informed or consulted on the evaluation manager's search and selection for the evaluator(s).
5. Are informed or consulted on the review of the inception report.
6. Participate in the evaluation workshops, meetings and provide the required information and data to the evaluator(s).
7. Where applicable, respond to the evaluation's recommendations.

Technical qualification of the firm and evaluation team members

The evaluation will be conducted by a team of independent consultants who have diverse and relevant experiences in the evaluation of similar projects. This team will be composed of a **Lead International Evaluator** supported by a **National Evaluator**. The bidding firms should present, as part of their technical proposals, an evaluation team, including a lead international consultant and national consultant.

Lead evaluator (International)

The Lead Evaluator will assume overall responsibility for the quality, coherence, and timely delivery of the evaluation, serving as the primary focal point for the ILO. S/he will coordinate the work of the national evaluator, lead the analysis and synthesis of findings, and submit the final deliverables to the Evaluation Manager.

The Lead Evaluator must meet the following qualifications and requirements:

- No links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.
- Advanced university degree in social sciences, public policy, economics, development studies, or a related field.
- At least 10 years of professional experience in conducting evaluations of development cooperation projects, preferably in the fields of social protection, labour market policies, or formalization of the informal economy.
- Demonstrated experience in applying OECD/DAC evaluation criteria and results-based management (RBM) approaches.
- Demonstrated experience conducting evaluations in Africa, with at least three completed assignments in relevant thematic areas such labour rights, social protection, or informality.
- Proven Experience in design and implementation of qualitative, quantitative mixed-method evaluations, including participatory evaluation with communities and gender-sensitive methodologies.
- Strong command of, including data triangulation and participatory approaches.
- Proven knowledge of gender and non-discrimination principles in evaluation.
- Familiarity with ILO's normative framework, including ILO Recommendations [No. 202](#) and [No. 204](#).
- Familiarity with [UNEG Norms and Standards for Evaluation](#), [OECD/DAC evaluation criteria](#), [ILO policy guidelines for evaluation](#), [ILO policy guidelines for results-based evaluation](#) and ILO's EVAL relevant Guidance, Checklists, Templates and Tools.
- Proven knowledge of gender and non-discrimination principles in evaluation.
- Excellent analytical, communication and report-writing skills in English; working knowledge of Portuguese is highly desirable.
- Completion of the [ILO self-induction programme for evaluation consultants](#) (optional).
- [UNDSS BSAFE security awareness training](#) (optional; certificate required, if international travel is foreseen within this assignment).
- Adherence to the [ILO Code of Conduct for Evaluation](#).

National evaluator

The lead evaluator will be assisted by a National Evaluator who will support data collection, stakeholder engagement, and contextual analysis. The National Evaluator will work under the guidance of the Lead Evaluator and contribute to both the fieldwork and the drafting of the country-specific inputs to the final evaluation deliverables.

The National Evaluator should meet the following qualifications and requirements:

- No links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.
- University degree in social sciences, public policy, economics, development studies, or a related field.
- At least 5 years of relevant experience in evaluation of development projects or programmes, preferably with the UN or other international organizations.
- Familiarity with [UNEG Norms and Standards for Evaluation](#), [OECD/DAC evaluation criteria](#), [ILO policy guidelines for evaluation](#), [ILO policy guidelines for results-based evaluation](#) and ILO's EVAL relevant Guidance, Checklists, Templates and Tools.
- Demonstrated experience with mixed-method evaluations, stakeholder consultations, and participatory research.
- Proven knowledge of gender and non-discrimination (including disability inclusion) principles in evaluation.
- Familiarity with ILO's normative framework, including ILO Recommendations [No. 202](#) and [No. 204](#).
- Solid understanding of national labour, education, or social protection systems and local context.
- Fluency in the English and Portuguese is necessary.
- Completion of the [ILO self-induction programme for evaluation consultants](#) (optional).
- [UNDSS BSAFE security awareness training](#) (optional; certificate required, if international travel is foreseen within this assignment).
- Adherence to the [ILO Code of Conduct for Evaluation](#).

Together, the evaluation team must bring a balanced combination of technical expertise, regional and local knowledge, gender-responsive and inclusive evaluation experience, and proven ability to deliver high-quality, actionable evaluations aligned with ILO's Evaluation Policy and UNEG norms and standards.

Workplan, time frame and expected workload

TASK		RESP.	WEEKS																											
			0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	
1.	Contract signature between ILO and ET.	EM, ET, REO, PM																												
2.	Inception phase: briefing EM-ET, data collection, desk review, preparation & submission of inception report.	ET, PM, EM																												
3.	Review and preliminary approval of inception report.	EM, PM, REO																												
4.	Circulating, revising and final approval of inception report.	EMREO																												
5.	Data collection, debriefing with stakeholders, preparation of field visit.	ET, PM, EM																												
6.	Field work: interviews, focus group.	ET, EM																												

TASK	RESP.	WEEKS																										
		0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26
survey, preliminary findings PPP, stakeholders' debriefing workshop.																												
7. Writing of the Draft Evaluation Report (full draft with annexes) and PPP for online workshop and submission to EM for review and approval.	ET, EM																											
8. Review and approval of draft evaluation report and PPP.	EM, REO																											
Circulating the draft evaluation report among stakeholders for written comments and to inform stakeholders' online validation workshop.	EM																											
9. Stakeholders' online validation workshop.	ET, EM																											
10. Consolidation of the written comments received and forward them to ET.	EM																											
11. Preparation of Final Evaluation Report and Evaluation Report Summary and submission to EM for review and approval.	ET																											
12. Review and approval of the Final Evaluation Report and Evaluation Report Summary by ILO	EM, REO, EVAL																											

Legend: EVAL – ILO Evaluation Office; REO – Regional Evaluation Official; EM – Evaluation Manager; ET – Evaluation Team; PM – Project Manager

The evaluation team workload is estimated at 39 workdays, as follows:

- **Inception report** (6 days in total):
 - Lead international evaluator's work time: 5 days
 - National evaluator's work time: 1 day
- **Field Visit and Stakeholders' Debriefing** (11 days in total):
 - Lead international evaluator's work time: 1 day
 - National evaluator's work time: 10 days
- **Draft Evaluation Report and Stakeholder's Workshop PPP** (17 days in total):
 - Lead international evaluator's work time: 15 days
 - National evaluator's work time: 2 days
- **Final Evaluation Report and Evaluation Summary** (5 days in total):
 - Lead international evaluator's work time: 4 days

- National evaluator's work time: 1 day

Application Process

Interested bidders are invited to submit a **Technical Proposal** and a **Financial Proposal** as two separate documents. The proposals should be submitted electronically by the deadline indicated in the call for expression of interest.

- **Technical Proposal** should include:
 - Understanding of the assignment and context
 - Proposed methodology and approach
 - Composition and qualifications of the evaluation team
 - Work plan and timeline
 - Examples of previous relevant evaluations
- **Financial Proposal** should include:
 - Detailed budget in USD, including daily rates, travel costs, and any other expenses
 - Breakdown of costs by deliverable and team member
 - Any applicable taxes or fees

Incomplete or late submissions will not be considered.

Legal and ethical matters

The evaluation will be conducted in accordance with the following legal and ethical standards:

1. The evaluation team members must sign the [ILO Code of Conduct for Evaluation](#) and abide by the EVAL's Code of Conduct for carrying out the evaluation.
2. The evaluation will comply with the United Nations Evaluation Group (UNEG) ethical standards and guidelines, including:
 - Informed consent of all participants
 - Confidentiality and data protection
 - Respect for human rights and dignity
 - Avoidance of harm and conflict of interest
3. The evaluator(s) should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.
4. The evaluation will apply gender-sensitive and disability-inclusive approaches in data collection, analysis, and reporting, ensuring that the voices of women, youth, and marginalized groups are adequately represented.
5. All data collected will be securely stored and used solely for the purposes of this evaluation. The evaluator, or evaluation team leader and all team members where applicable, will not share or publish any data without prior written consent from the ILO.
6. All deliverables and data collected during the evaluation are and will remain property of the ILO.

Annex - ILO/EVAL Guidelines & Templates

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
3. Checklist 5 Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
4. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
5. Template for lessons learned and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
6. Guidance Note 7: Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
9. Template for evaluation summary:
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

Annex 4. List of Persons Interviewed

The list of persons interviewed follows Checklist 4.2. In line with IMPACTE's Code of Conduct and Ethical Guidelines for data collection (see Annex 10), the evaluation ensures the strict confidentiality and anonymity of all participants. This approach is grounded in the principles of confidentiality, privacy, informed consent, and do-no-harm, which require that no personal information or responses be linked to identifiable individuals without explicit consent. Ensuring anonymity is also essential to create a safe and non-judgmental environment in the data collection process, encouraging open and honest contributions from participants, particularly in institutional contexts. As such, the list of persons interviewed is presented using anonymised codes. No personal contact details are disclosed, and the table instead provides non-identifiable contextual information as a way to balance transparency with the protection of participants' privacy.

A4.1. Key Informant Interviews

S.N.	Name /code	Organisation	Designation	Email	Mode of interview
1	MTE-ESSAFE604	EUD	Cooperation Partner	n/a	In-person
2	MTE-ESSAFE338	ILO - ACTION/Portugal	ILO	n/a	Online
3	MTE-ESSAFE756	ILO - ACTION/Portugal	ILO	n/a	Online
4	MTE-ESSAFE482	ILO	ESSAFE Project	n/a	Online
5	MTE-ESSAFE917	ILO	ESSAFE Project	n/a	Online
6	MTE-ESSAFE063	ILO	ESSAFE Project	n/a	Online
7	MTE-ESSAFE754	ILO	ESSAFE Project	n/a	Online
8	MTE-ESSAFE275	ILO DWT/CO-Yaoundé	ILO	n/a	Online
9	MTE-ESSAFE354	ILO-ITC	ILO	n/a	Online
10	MTE-ESSAFE104	ILO-ITC	ILO	n/a	Online
11	MTE-ESSAFE846	ILO-SOCPRO	ILO	n/a	Online
12	MTE-ESSAFE416	INAMPEM/OEI	Government	n/a	In-person
13	MTE-ESSAFE285	INE	Government	n/a	In-person
14	MTE-ESSAFE701	INE	Government	n/a	Online
15	MTE-ESSAFE753	INE	Government	n/a	In-person
16	MTE-ESSAFE519	INSS	Government	n/a	Online
17	MTE-ESSAFE072	INSS	Government	n/a	In-person
18	MTE-ESSAFE933	INSS	Government	n/a	In-person
19	MTE-ESSAFE461	INSS	Government	n/a	In-person
20	MTE-ESSAFE083	IOM	UN Agency	n/a	In-person
21	MTE-ESSAFE204	MAPTSS	Government	n/a	In-person
22	MTE-ESSAFE920	MAPTSS	Government	n/a	Online
23	MTE-ESSAFE857	MAPTSS	Government	n/a	In-person
24	MTE-ESSAFE568	OEI	Government	n/a	In-person
25	MTE-ESSAFE753	RCO	UN Agency	n/a	Online
26	MTE-ESSAFE174	UNDP	UN Agency	n/a	Online
27	MTE-ESSAFE225	UNICEF	UN Agency	n/a	Online

A4.2. Focus Group Discussions

S.N.	Name /code	Organisation	Designation	Email	Mode of FGD
Tripartite Dialogue on Social Security Reform and Institutional Change					
1	MTE-ESSAFE640	AIA	Employers' representatives	n/a	In-person
2	MTE-ESSAFE805	CCIA	Employers' representatives	n/a	In-person
3	MTE-ESSAFE718	FMEA	Employers' representatives	n/a	In-person
4	MTE-ESSAFE744	FMEA	Employers' representatives	n/a	In-person
5	MTE-ESSAFE901	FMEA	Employers' representatives	n/a	In-person
6	MTE-ESSAFE672	FSA	Worker's representatives	n/a	In-person
7	MTE-ESSAFE878	FSA	Worker's representatives	n/a	In-person
8	MTE-ESSAFE956	FSA	Worker's representatives	n/a	In-person
9	MTE-ESSAFE618	UNTA	Worker's representatives	n/a	In-person
Communication, Awareness, Access to Social Security, and Social Security Culture					
10	MTE-ESSAFE495	ANGOP	Civil Society	n/a	In-person
11	MTE-ESSAFE512	INSS	Government	n/a	In-person
12	MTE-ESSAFE530	CEFOJOR	Government	n/a	In-person
Governance, Statistics, and Use of Evidence					
13	MTE-ESSAFE193	ARSEG	Government	n/a	In-person
14	MTE-ESSAFE111	CPSFS-SINSE	Government	n/a	In-person
15	MTE-ESSAFE142	CPSFS-SINSE	Government	n/a	In-person
16	MTE-ESSAFE354	CPS-MININT	Government	n/a	In-person
17	MTE-ESSAFE389	CPS-MININT	Government	n/a	In-person
18	MTE-ESSAFE309	ISSFAA	Government	n/a	In-person
19	MTE-ESSAFE237	MAPTSS	Government	n/a	In-person
20	MTE-ESSAFE264	MAPTSS	Government	n/a	In-person
21	MTE-ESSAFE427	MAPTSS	Government	n/a	In-person

Annex 5. Evaluation Questions Matrix (EQM)

Evaluation Question	Measure(s) or indicator(s)	Data sources	Data collection method	Stakeholder / informants	Analysis and assessment
Relevance					
1. To what extent is the project aligned with Angola's national development priorities, including the PDN, PREI, and Agenda 2025, as well as with institutional priorities of direct beneficiaries?	a) Alignment of ESSAFE objectives/results with PDN, PREI and Agenda 2025 priorities. b) Evidence that PDN, PREI and Agenda 2025 informed project design. c) Stakeholder perception that the project addresses national priorities.	a), b) PDN, PREI, Agenda 2025; DOA, ToC, logframe, workplans. c) key informants.	a), b) Desk review. c) KIIs.	ILO, Government,	Assess the degree of alignment and responsiveness of the project to national priorities and institutional needs of direct beneficiaries. Verify whether national priorities meaningfully informed project design rather than being referenced retrospectively. Use KIIs to validate relevance. Conclude whether alignment is strong, partial, or weak, and identify key gaps.
2. Does the project complement and build on existing national and international frameworks, including the UNSDCF, SDGs, and ILO's P&B outcomes?	a) Evidence of alignment between project objectives and results and priorities articulated in the UNSDCF, relevant SDG targets, and ILO P&B outcomes. b) Evidence that these frameworks informed key project design choices (objectives, outcomes, outputs). c) Perception among ILO, RCO, and UN agencies that the project is well positioned and complementary within these frameworks.	a), b) UNSDCF document; SDG framework, ILO P&B (relevant outcomes/outputs); DOA, ToC, logframe; workplans. c) key informants.	a), b) Desk review. c) KIIs.	ILO, RCO, UN Agencies	Assess the degree of strategic alignment and complementarity between the project and relevant frameworks. Verify whether these frameworks meaningfully informed project design, rather than being referenced ex post. Use KIIs to test strategic positioning. Conclude whether alignment is strong, partial, or weak, and identify key gaps.
3. Is the project design appropriate to address the identified challenges in extending social protection coverage?	a) Evidence that the project design is grounded in a clear and credible analysis of barriers to extending social security coverage. b) Evidence of coherence between identified barriers and the selected objectives, outputs, and activities. c) Stakeholder perception that the project's design and approach are technically appropriate to address these barriers.	a), b) DOA, ToC, logframe, workplans, progress reports. c) key informants.	a), b) Desk review. c) KII, FGD	ILO, Government, RCO, UN Agencies, IOs, EUD, Workers and employer's representatives	Assess whether the project design is clearly informed by an analysis of key barriers to coverage expansion. Examine the internal logic linking barriers, objectives, outputs, and activities. Use KIIs to validate technical appropriateness. Conclude on the strengths, weaknesses, and gaps of the design at mid-term.
Coherence					
4. How coherent is the project with other ILO interventions? How well the potential synergies and interlinkages with other ILO interventions were exploited, complemented, harmonised and well-coordinated without duplication?	a) Evidence of coordination with other ILO interventions (e.g. joint planning, information sharing, joint activities). b) Evidence of complementarities and synergies with other ILO interventions (e.g. division of thematic focus, use of outputs across projects, sequencing of support). c) Stakeholder perception that coordination and harmonisation with other ILO interventions are effective.	a), b) DOA, workplans, progress reports, and other project documentation. c) key informants.	a), b) Desk review. c) KIIs, FGD	ILO, Government, RCO, UN Agencies, IOs, EUD	Identify concrete evidence of coordination, complementarities and joint or sequenced work with other ILO interventions through document review. Assess whether coordination is systematic or ad hoc and whether risks of duplication are mitigated. Use KIIs to validate collaboration quality. Conclude whether coherence is strong, partial or weak and identify key gaps based on triangulated evidence.
5. How coherent is the project with EU-funded programmes (e.g., SP&PFM) and with initiatives of other development partners? How well the potential synergies and interlinkages with EU and other development partners were exploited, complemented, harmonised and well-coordinated without duplication?	a) Evidence of coordination with EU-funded programmes and other development partner initiatives (e.g. joint planning, information sharing, joint activities). b) Evidence of complementarities and synergies with EU and other partners' initiatives (e.g. division of thematic focus, use of outputs across programmes, sequencing of support). c) Stakeholder perception that coordination and harmonisation with EU-funded programmes and other partners are effective.	a), b) DOA, workplans, progress reports, and other project documentation. c) key informants.	a), b) Desk review. c) KIIs, FGD	ILO. Government, RCO, UN Agencies, IOs, EUD	Identify concrete evidence of coordination, complementarities and joint or sequenced work with EU-funded programmes and other partners through document review. Assess whether coordination is systematic or ad hoc and whether duplication risks are mitigated. Use KIIs to validate collaboration quality. Conclude whether coherence is strong, partial or weak and identify key gaps based on triangulated evidence.

Evaluation Question	Measure(s) or indicator(s)	Data sources	Data collection method	Stakeholder / informants	Analysis and assessment
Effectiveness					
6. To what extent has the project achieved its intended outputs and contributed to the outcome of expanding contributory social security coverage?	a) Overview of planned outputs delivered to date, their validation status, and whether they meet expected technical quality standards by December 2025 (in line with the adapted intervention logic). b) Examples of how project outputs are being used or referenced in strategies, procedures, policy discussions, and internal institutional processes. c) Indications of early changes in institutional focus or practice that participants plausibly associate with project support, without implying direct attribution. d) Stakeholder perceptions of whether the project is on a credible pathway toward contributing to expanded social security coverage, and why.	- a-b) Workplans, logframe, progress reports, deliverables, institutional documents; key informants. d) INSS data (where available), institutional reports; key informants. e) key informants.	a) Desk review. - b)-e) Desk review and KIIs, FGD	ILO, Government, RCO, UN Agencies, IOs, EUD, Workers and employer's representatives	Examine the extent to which delivered outputs meet expected technical standards and how they are being used in institutional or policy contexts. Analyse whether and how the use of these outputs is associated with early changes in institutional focus or practice. Use stakeholder perspectives to assess the credibility of the project's contribution pathway toward expanded coverage. Conclude on the strength of progress to date and the main gaps or constraints observed at mid-term.
7. What progress has been made in strengthening the , institutional capacities of key direct beneficiaries of the project: INSS, MAPTSS, INE and ONE?	a) Examples of how INSS, MAPTSS, INE and ONE staff apply skills acquired through project-supported activities in their daily work, including in terms of statistical development, and any observable operational changes linked to this application. b) Examples of changes in INSS, MAPTSS, INE and ONE procedures, routines, or internal practices that reflect strengthening or formalisation linked to project support. c) Examples of how stakeholders have participated in project-related processes beyond attendance, including their role in discussions, validation, or decision-making. d) Examples where stakeholder inputs can be linked to specific decisions, procedural changes, or project outputs. e) Indications of changes in stakeholder perceptions of INSS (e.g. trust, accessibility, responsiveness) that participants associate with project-supported engagement.	- a,b) Technical reports, progress reports, training records, internal procedures, institutional documents, workshop outputs. - c,d) Meeting minutes, participant lists, consultation and validation reports, project documentation; key informants. e) Perception studies, key informants.	a), b), c), d), e), f) Desk review and KIIs. FGD	ILO, Government, , Workers and employer's representatives	Analyse examples and indications of changes in INSS, MAPTSS, INE and ONE systems, capacities, and practices. Examine the depth and influence of stakeholder engagement beyond participation. Use KIIs to assess the credibility of institutional and perception-level change. Conclude on areas of strong progress, emerging change, limited progress, and key gaps at mid-term.
8. Are the project's communication, digitalization, and governance interventions producing the expected results?	a) Evidence that communication and awareness actions reached intended audiences and how these audiences engaged with or used the information provided. b) Indications of changes in understanding, trust, or willingness to engage with social security among those exposed to communication activities. c) Examples of how digitalisation interventions have changed, simplified, or improved how social security services or procedures function in practice. d) Evidence that governance-related outputs (e.g. procedures, protocols, frameworks) are being applied or referenced in institutional practice. e) Stakeholder perceptions of whether and how these interventions contribute to practical improvements in how the system operates.	- a), c), d) Workplans, progress reports, technical and consultancy deliverables, communication products, frameworks, procedures, workshop outputs, project documentation. - b), e) key informants. - workshop or participant feedback (where available), selected progress reports.	- a), c), d) Desk review. - b), e) KIIs. FGD	ILO, Government, , Workers and employer's representatives	Analyse how communication, digitalisation, and governance outputs translate into practical or functional changes in how the system operates. Distinguish between activities completed and outputs that are tested, validated, and used in practice. Use stakeholder perspectives to assess perceived usefulness and early effects. Conclude where functional results are evident, where progress remains at activity level, and where gaps persist at mid-term
Efficiency					

Evaluation Question	Measure(s) or indicator(s)	Data sources	Data collection method	Stakeholder / informants	Analysis and assessment
9. Are project resources (financial, human, technical and time) being used in an efficient manner?	a) Indications of how financial and human resources are aligned with priority outputs and implementation needs in practice. b) Overview of budget execution and implementation timeliness relative to the approved workplan. c) Examples of how staffing structure and technical expertise support delivery, monitoring, and coordination. d) Stakeholder assessment that resource use is proportionate to results achieved to date.	a–c) Workplans, budgets and budget execution reports, financial monitoring data, progress reports, staffing plans, TORs, project documentation. d) KIIs.	- a), b), c) Desk review. - a), b), c), d) KIIs.	ILO, Government, RCO, EUD	Analyse how financial, human, and technical resources support or constrain priority outputs and implementation needs. Examine budget execution and timeliness in relation to observed progress. Use KIIs to assess whether staffing and expertise are appropriate for current implementation demands. Conclude on efficiency strengths, bottlenecks, and corrective opportunities at mid-term.
10. How effective are the project's management, coordination, and monitoring mechanisms?	a) Examples of how management roles, responsibilities, and decision-making arrangements function. b) Examples of how coordination among key actors leads to follow-up actions or joint decisions. c) Indications that monitoring systems are used to track progress and inform understanding of results. d) Examples of how monitoring information informs decisions, adjustments, or corrective actions, and e) Stakeholder assessment of the effectiveness of management, coordination, and monitoring arrangements.	a–d) Governance documents, meeting minutes, progress reports, workplan revisions, management responses. e) KIIs.	- a), b), c), d) Desk review. - a), b), c), d), e) KIIs.	ILO, Government, RCO, EUD	Analyse how management, coordination, and monitoring mechanisms operate and how they support follow-up, decision-making, and adaptation. Examine whether monitoring information is used beyond reporting to inform adjustments or corrective actions. Use KIIs to assess effectiveness. Conclude on strengths, weaknesses, and priority improvements at mid-term.
11. Are activities and outputs being timely implemented/delivered with the expected quality?	a) Overview of planned activities and outputs delivered to date in relation to approved timelines. b) Indications that key deliverables meet expected technical quality standards. c) Nature and implications of implementation delays, where present. d) Examples of how deliverables are validated, accepted, or used by intended users, and stakeholder assessment of the relevance, usability, and quality of outputs.	- a), c) Workplans, implementation tracking tools, progress reports, delivery schedules. - b), d) Deliverables, validation workshop reports, feedback documents, acceptance correspondence. d) key informants.	- a), b), c), d) Desk review. - b), c), d), e) KIIs.	ILO, Government, RCO, EUD	Analyse how timeliness, quality, and validation of activities and deliverables influence their relevance and usability in practice. Examine the implications of any delays on implementation and uptake. Use KIIs to assess perceived relevance and usability. Conclude on areas of strong performance, mixed delivery, and priority concerns at mid-term.
Sustainability (early signs)					
12. What are the prospects for sustaining project results beyond its duration?	a) Indications that project-supported tools, procedures, or approaches are beginning to be integrated into institutional routines or practices. b) Indications of institutional ownership, including leadership engagement and instances where outputs are used beyond immediate project requirements. c) Indications that capacities developed through the project are being applied and are likely to be retained within institutions. d) Indications of plans, intentions, or emerging arrangements to continue or scale activities. e) Stakeholder perceptions of whether and why results achieved to date are likely to be maintained.	a–d) Institutional and official documents (procedures, guidelines, strategies, plans, policy documents), workplans, progress reports, meeting minutes, statements of commitment, internal documentation. e) key informants.	a), b), c), d), e) Desk review and KIIs. FGD	ILO, Government, RCO, EUD, Workers and employer's representatives	Analyse indications of institutional embedding, ownership, and retention of capacity associated with project-supported results. Examine how forward-looking intentions, plans, or emerging arrangements suggest prospects for continuation. Use KIIs to assess the plausibility of these sustainability signals. Conclude on the strength of emerging sustainability patterns, key risks, and conditions required for continuation.
13. To what extent does the sustainability or exit strategy promote national institutional ownership and enhance the	a) Whether a sustainability or exit approach is articulated in project or institutional documents, and how roles and responsibilities for national actors are described.	a), b) Project documentation (DoA, progress reports, workplans, strategy or exit	a), b), c) Desk review and KIIs. FGD	ILO, Government, RCO, EUD, Workers and	Analyse how sustainability or exit considerations are articulated across project. Examine how current project approaches and stakeholder perspectives suggest pathways toward institutional ownership and

Evaluation Question	Measure(s) or indicator(s)	Data sources	Data collection method	Stakeholder / informants	Analysis and assessment
capacity to continue and scale up interventions?	b) Indications that current project approaches support gradual transfer of responsibilities, institutional embedding, or capacity for continuation or scale-up. c) Stakeholder perceptions of how realistic sustainability arrangements are, and whether institutions appear prepared to assume ownership beyond project support.	documents where available), internal guidance notes, meeting minutes, institutional documents. c) key informants.		employer's representatives	continuation beyond project support. Use KIIs to assess realism, understanding, and preparedness. Conclude on the strength and limitations of sustainability arrangements observed at mid-term.
14. How well are risk mitigation strategies being implemented?	a) Evidence of how key implementation and sustainability risks are identified, discussed, and followed up in practice. b) Examples of how project management responds to identified or emerging risks through adjustments in plans, approaches, or activities.	a), b) Risk registers, progress reports, management notes, workplan revisions, internal communications, meeting minutes, decision logs. a), b) key informants.	a), b) Desk review and KIIs.	ILO, Government, RCO, EUD	Analyse how implementation and sustainability risks are identified, discussed, and addressed over time. Examine examples of how project management adjusts plans, approaches, or activities in response to identified or emerging risks. Use KIIs to assess whether risk management appears proactive and responsive in practice. Conclude on the effectiveness and limitations of risk management at mid-term.
Impact (early signs)					
15. Are there emerging indications that the project is contributing to the formalization of the economy and improved social protection coverage?	a) Indications of early changes in practices, policies, or behaviours that participants plausibly associate with project support and that relate to formalisation or coverage expansion. b) Stakeholder perceptions of whether and how the project has influenced priorities, approaches, or commitment related to formalisation and social protection.	a) Policy documents, meeting minutes, official communications, project deliverables (studies, diagnostics, strategies), progress reports, records of initiatives or pilots; KIIs. b) key informants.	a), b) Desk review and KIIs, FGD	ILO, Government, RCO, EUD, Workers and employer's representatives	Analyse indications of early changes in policies, practices, or behaviours that participants associate with project support. Use KIIs to assess the credibility of the contribution narrative and distinguish influence from coincidence. Examine whether these signals extend beyond output use toward broader institutional or stakeholder change. Conclude on the strength and plausibility of early contribution at mid-term.
16. What unintended effects (positive or negative) have been observed?	a) Examples of unintended positive effects that participants associate with project activities or engagement. b) Examples of unintended negative effects that participants associate with project activities or engagement.	a), b) Progress reports, risk registers, internal communications, meeting minutes, stakeholder feedback, project documentation.	a), b) Desk review and KIIs.	ILO, Government, RCO, EUD	Analyse examples of effects not anticipated at the design stage. Use KIIs to assess the plausibility of their linkage to project activities. Distinguish unintended effects from planned results and from external influences. Conclude on the relevance and significance of observed unintended effects at mid-term.
Cross-cutting themes					
17. Are international labour standards (e.g., ILO Convention 144, and ILO Recommendations 202 and 204) being promoted and applied?	a) Evidence that relevant ILS inform the content of project design, products, or activities, beyond formal reference. b) Indications that stakeholders are aware of, and engage with, relevant ILS in ways that influence discussions, tools, or practices supported by the project.	a) Project documentation, training materials, guidelines, strategies, technical products, workshop documentation. b) key informants.	a) Desk review. b) Desk review and KIIs.	ILO, Government, RCO, EUD	Analyse how relevant ILS influence project design, outputs, and stakeholder engagement. Use KIIs to assess stakeholder awareness and engagement with ILS. Distinguish between formal citation and substantive influence on tools, discussions, or practices. Conclude on whether ILS promotion is symbolic or meaningfully.
18. How effectively has the project integrated social dialogue and tripartism, gender equality, and disability inclusion?	a) Evidence that social dialogue/tripartism, gender equality, and disability inclusion shape the content of project activities, tools, or participation.. b) Examples of how these principles are applied in practice, including how social partners, women, and persons with disabilities participate and influence project-related processes.	a) Project documentation, training materials, guidelines, strategies, technical products. b) key informants, meeting minutes. documentation.	a) Desk review. b) Desk review and KIIs, FGD	ILO, Government, RCO, EUD, Workers and employer's representatives	Analyse how cross-cutting principles influence project design, content, and participation in practice. Use KIIs to identify concrete examples of how these principles shape discussions, tools, or processes. Distinguish formal inclusion from substantive influence. Conclude on the depth and consistency of integration at mid-term, based on triangulated evidence.

Annex 6. ESSAFE description of key changes in the DoA and ToC

Comparing the initial ToC in the DoA²⁸⁰, the revised DoA²⁸¹, and revised outputs and indicators²⁸², the ET assesses that no revisions were made at the impact and outcome levels. Changes were introduced at output level, including adjustments to outputs, activities and indicators, while preserving the overall objective of the action.

The revisions reposition the scope of the project in response to the implementation context and evolving institutional priorities. Under Output 1, the originally planned comprehensive assessment led by INE was replaced by more limited analytical inputs, including perception studies, thematic analysis on informality, and legal and actuarial work. Output 1 was also restructured to include support to LMIS, including ONE, which was previously under Output 6. According to key informants, this reflects a repositioning and not an addition, as the functions of ONE align with the objective of strengthening evidence-based decision-making under Output 1.

The results structure was simplified through the merger of Outputs 3 and 4 into a single output, reflecting their integrated implementation. Under the revised Output 3, the scope of digitalisation was reduced from system-wide reforms, such as interoperability and portability, to a more limited focus on internal IT governance, service delivery processes and technical capacity within INSS.

Governance-related support under the former Output 4 was streamlined, with the removal of activities related to inspection mechanisms, and grievance and appeals systems. Under the revised Output 3, governance support focuses on the alignment of INSS processes with International Social Security Association (ISSA) guidelines on service and process mapping, administrative procedures, accountability mechanisms, and the integration of governance-related tools and recommendations.

Under Output 2, adjustments reflect a shift from a planned communication strategy to a broader set of communication and awareness-raising activities involving a wider range of stakeholders. Under Output 5 (renumbered Output 4), activities were consolidated to reflect implementation, including integration of statistical and actuarial support. Under Output 6 (renumbered Output 5), the scope was adjusted with the removal of ONE-related activities and the continued focus on social dialogue mechanisms.

Across outputs, indicators were revised to align with implemented activities, with greater emphasis on uptake of project-supported outputs and the introduction of OPSYS core indicators.

Box 1. Summary of ESSAFE outcomes and outputs revision (version 2026)

Area of change	Original design	Revised design
Impact and Outcome	Unchanged.	Unchanged.
Overall scope	Broad, including comprehensive diagnostics and system-wide reforms.	More selective scope, with some areas reduced and others expanded.
Output 1 (Decision-making)	Focus on social security policy, including comprehensive diagnostic led by INE.	Expanded to include employment-related decision-making, labour statistics, LMIS, and ONE.
Output 1 (diagnostic)	Large quantitative and qualitative diagnostic of informality.	Diagnostic not implemented replaced by perception studies, thematic analysis, legal and actuarial work.
ONE placement	Under Output 6.	Moved to Output 1.
Output 2 (communication)	Development of communication strategy and action plan.	Broader set of communication and awareness-raising activities and tools involving wider stakeholders.
Outputs 3 and 4 (digitalisation and governance)	Separate outputs: digitalisation (Output 3) and governance (Output 4).	Merged into revised Output 3.
Output 3 (digitalisation scope)	System-wide reforms (interoperability, portability, administrative simplification).	Focus on internal IT governance, service delivery processes, and technical capacity
Output 4 (governance scope)	Included inspection mechanisms, grievance and appeals systems, broader governance reforms.	Inspection-related activities removed, grievance and appeals not pursued, focus on

²⁸⁰ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", 2023.

²⁸¹ ILO (International Labour Organization): "Expanding Social Security to Support the Formalization of the Angolan Economy, Description of Action", *Track Changes Version*, February, 2026.

²⁸² ILO (International Labour Organization): "ESSAFE Angola proposed changes to the outputs and indicators", March, 2026.

		ISSA-aligned internal processes and reform uptake under revised Output 3.
Output 5 ► Output 4 (capacity building)	Separate activities on statistics, actuarial work, and capacity building.	Activities consolidated, including integration of statistical and actuarial support.
Output 6 ► Output 5 (social dialogue)	Included support to OEI and ONE.	ONE removed, continued focus on social dialogue mechanisms within OEI.
Indicators (across outputs)	Mix of output indicators, some less directly attributable.	Revised indicators with stronger focus on uptake, measurability, and OPSYS core indicators.
Output numbering	Outputs 1-6.	Outputs renumbered: (1 unchanged), (2 unchanged), (3 and 4 merged into 3), (5 becomes 4), and (6 becomes 5).

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Annex 8. Key Informant Interview Guide

A8.1. ILO (Project team, ILO-DWT, SOCPRO, ACTION/Portugal, ITC-ILO)

Evaluation Question	Stakeholder	KII Question
EQ 1 (Relevance)	ILO - All	1. EN: To what extent does ESSAFE respond to the institutional priorities and operational needs of its direct beneficiary institutions, and how were these priorities identified and reflected in the project's design and implementation?
		1. PT: Em que medida o ESSAFE responde às prioridades institucionais e às necessidades operacionais das suas instituições beneficiárias diretas, e de que forma essas prioridades foram identificadas e refletidas no desenho e na implementação do projeto?
EQ 2 (Relevance)	ILO - All	2. EN: Which elements of the UNSDCF, relevant SDG targets, or the ILO Programme and Budget do you see reflected in ESSAFE, and how do these frameworks shape the project's positioning or added value?
		2. PT: Que elementos do UNSDCF, dos ODS relevantes ou do Programa e Orçamento da OIT identifica como estando refletidos no ESSAFE, e de que forma estes quadros moldam o posicionamento estratégico ou o valor acrescentado do projeto?
EQ 3 (Relevance)	ILO - All	3. EN: Which key barriers to expanding social protection coverage does the project design address, and how well do the objectives and activities respond to those barriers?
		3. PT: Que principais barreiras à expansão da proteção social considera que o desenho do projeto aborda, e de que forma os objetivos e as atividades respondem a essas barreiras?
EQ 4 (Coherence) EQ 5 (Coherence):	ILO - All	4. EN: How does ESSAFE interact with other ILO, EU or other partner interventions? Where do you see complementarities, coordination, or risks of overlap?
		4. PT: Como é que este projeto interage com outras intervenções da OIT, UE, ou outros parceiros e onde identifica complementaridades, coordenação ou riscos de sobreposição?
EQ 6 (Effectiveness)	ILO – All	5. EN: What outputs or changes linked to this project have you observed so far, and how are they being used in relation to expanding social security coverage?
		5. PT: Que produtos ou mudanças associadas a este projeto observou até agora, e de que forma estão a ser utilizados em relação à expansão da cobertura da segurança social?
EQ 7 (Effectiveness)	Project Team, ILO ACTION/Portugal, ILO-DWT, SOCPRO	6. EN: What concrete changes in INSS, MAPTSS, INE and ONE, capacities, or stakeholder engagement have you observed so far that are linked to ESSAFE?
		6. PT: Que mudanças concretas relacionadas com o projeto observou, nas capacidades institucionais ou no envolvimento do INSS, MAPTSS, INE e do ONE?
	ICT-ILO	6a. EN: From the training activities supported by ESSAFE, do you have evidence or indication that the learned capacities are being translated into institutional or procedural change?
		6a. PT: A partir das atividades de formação apoiadas pelo ESSAFE, tem evidências ou indícios de que as capacidades adquiridas estão a ser traduzidas em mudanças institucionais ou processuais?
EQ 8 (Effectiveness)	Project Team, ILO ACTION/Portugal, ILO-DWT, SOCPRO	7. EN: What results or functional changes have you observed from the project's communication, digitalisation, and governance interventions, and where do you see limited or no effects so far?
		7. PT: Na sua opinião, em que medida as intervenções do projeto nas áreas de comunicação, digitalização e governação estão a conduzir a melhorias no funcionamento do sistema de segurança social?
EQ 9 (Efficiency)	ILO-All	8. EN: How are the project's financial, human, technical, and time resources being allocated and used in practice, and where do you see strengths or inefficiencies in relation to the results achieved so far?
		8. PT: Como estão a ser alocados e utilizados, na prática, os recursos do projeto (financeiros, humanos, técnicos e tempo), e onde identifica pontos fortes ou ineficiências face aos resultados alcançados até ao momento?

EQ 10 (Efficiency)	ILO-All	9. EN: How do the project's management, coordination, and monitoring mechanisms function in practice, and how do they influence implementation, decision-making, and results?
		9. PT: Como é que os mecanismos de gestão, coordenação e monitorização do projeto funcionam na prática, e de que forma influenciam a implementação, a tomada de decisões e os resultados?
EQ 11 (Efficiency)	ILO-All	10. EN: In your view, to what extent are the project's activities and outputs being delivered on time and with the expected level of quality?
		10. PT: Na sua opinião, em que medida as atividades e os produtos do projeto estão a ser implementados ou entregues atempadamente e com o nível de qualidade esperado?
EQ 12 (Sustainability (early signs))	ILO-All	11. EN: Based on what you have observed so far, what are the prospects for sustaining the project's results beyond the duration of project support?
		11. PT: Com base no que observou até ao momento, quais são as perspetivas de manutenção dos resultados do projeto após o fim do apoio do projeto?
EQ 13 (Sustainability (early signs))	Project team, SOCPRO	12. EN: In your view, to what extent does the project have a clear and realistic sustainability or exit approach that promotes national ownership and the capacity to continue or scale interventions beyond project support?
		12. PT: Na sua opinião, em que medida o projeto dispõe de uma abordagem de sustentabilidade ou de saída clara e realista que promova a apropriação nacional e a capacidade de dar continuidade ou escalar as intervenções após o fim do apoio do projeto?
EQ 14 (Sustainability (early signs))	Project team, SOCPRO	13. EN: In your view, how effectively are the project's key risks being identified, monitored, and mitigated in practice?
		13. PT: Na sua opinião, o projeto tem identificado, acompanhados e mitigados os riscos de implementação?
EQ 15 (Impact (early signs):	ILO-All	14. EN: Based on what you have observed so far, are there any emerging indications that the project is contributing to changes related to the formalisation of the economy or improved social protection coverage?
		14. PT: Com base no que observou até ao momento, existem indícios de que o projeto está a contribuir para mudanças relacionadas com a formalização da economia ou a melhoria da cobertura da proteção social?
EQ 16 (Impact (early signs):	Project team, SOCPRO	15. EN: Based on what you have observed so far, have there been any unintended positive or negative effects associated with the project?
		15. PT: Com base no que observou até ao momento, existiram efeitos não intencionais, positivos ou negativos, associados ao projeto?
EQ 17 (Cross-cutting themes)	Project team, SOCPRO	16. EN: Based on your experience so far, to what extent are relevant international labour standards reflected in the project's activities or outputs?
		16. PT: Com base na sua experiência até ao momento, em que medida as normas internacionais do trabalho relevantes estão refletidas nas atividades ou produtos do projeto?
EQ 18 (Cross-cutting themes)	Project team, SOCPRO	17. EN: Based on your experience so far, to what extent are social dialogue and tripartism, gender equality, and disability inclusion integrated into the project's design and implementation?
		17. PT: Com base na sua experiência até ao momento, em que medida o diálogo social e o tripartismo, a igualdade de género e a inclusão da deficiência estão integrados no desenho e na implementação do projeto?
		Orientações durante a entrevista (se necessário)
<i>Lessons Learned and Recommendations</i>	All	18. EN: Considering everything we discussed today, what key recommendations or lessons learned would you highlight?
		18. PT: Tendo em conta tudo o que discutimos hoje, que principais recomendações ou lições aprendidas gostaria de destacar?
<i>Closing question: the voice of the participant</i>	All	19. EN: We like to end our conversations by giving the last word to the participants. Is there any information, statement, or anything else you would like to share that you consider important for our team to know and that we have not covered?
		19. PT: Gostamos de terminar as nossas conversas dando a última palavra aos participantes. Existe alguma informação, comentário ou qualquer outro aspeto que considere importante partilhar com a nossa equipa e que ainda não tenhamos abordado?

A8.2. Government (MAPTSS, DNE/ONE, DNSS, INSS, INAMPEM/OEI, INE)

Evaluation Question	Stakeholder	KII Question
EQ 1 (Relevance) EQ 3 (Relevance)	Government - All	1. EN: To what extent does ESSAFE respond to the institutional priorities and operational needs of your institution, and how were these priorities identified and reflected in the project's design and implementation?
		1. PT: Em que medida é que o ESSAFE responde às prioridades institucionais e às necessidades operacionais das suas instituições beneficiárias diretas, e de que forma essas prioridades foram identificadas e refletidas no desenho e na implementação do projeto??
EQ 4 (Coherence) EQ 5 (Coherence)	Government - All	2. EN: To what extent is ESSAFE aligned and coordinated with other initiatives or programmes you know that aim to extend social protection coverage?
		2. PT: Até que ponto o ESSAFE está alinhado e coordenado com outras iniciativas ou programas que conhece e que visam a extensão da cobertura da proteção social?
EQ 6 (Effectiveness)	Government - All	3. EN: What do you see as the project's main achievements to date?
		3. PT: Quais considera serem as principais realizações do projeto até ao momento?
EQ 7 (Effectiveness)	Government - All	4. EN: What changes in your institution's, capacities, or stakeholder engagement have you observed so far that are linked to ESSAFE?
		4. PT: Que mudanças observou na sua instituição relacionadas com o projeto em termos de capacidades institucionais?
	INAMPEM, INE, OEI, ONE	4a. EN: As an external observer what changes in the INSS, capacities, or stakeholder engagement have you observed so far that are linked to ESSAFE?
		4a. PT: Enquanto observador externo, que mudanças INSS, nas capacidades institucionais ou no envolvimento dos stakeholders observou até agora que estejam associadas a este projeto?
	Government - All	4b. EN: Have you or anyone in your entity received training supported by ESSAFE? If yes, what has changed in your organization since the training?
		4b. PT: O/A (nome do/a entrevistado) ou alguém da sua entidade recebeu formação apoiada pelo ESSAFE? Se sim, o que mudou na sua entidade desde essa formação?
EQ 8 (Effectiveness)	Government - All	5. EN: What results or functional changes have you observed from the project's communication, digitalisation, and governance interventions, and where do you see limited or no effects so far?
		5. PT: Na sua opinião, em que medida as intervenções do projeto nas áreas de comunicação, digitalização e governação estão a conduzir a melhorias no funcionamento do sistema de segurança social?
EQ 9 (Efficiency) EQ 10 (Efficiency) EQ 11 (Efficiency)	Government - All	6. EN: How well do the project's use of resources and its management, coordination, and monitoring mechanisms support the timely delivery of good quality results?
		6. PT: Até que ponto a utilização dos recursos do projeto e os seus mecanismos de gestão, coordenação e monitorização apoiam a entrega atempada de resultados com boa qualidade?
EQ 12 (Sustainability (early signs))	Government - All	7. EN: Based on what you have observed so far, what are the prospects for sustaining the project's results beyond the duration of project support?
		7. PT: Com base no que observou até ao momento, quais são as perspetivas de manutenção dos resultados do projeto após o fim do apoio do projeto?
EQ 13 (Sustainability (early signs))	Government - All	8. EN: In your view, to what extent does the project have a clear and realistic sustainability or exit approach that promotes national ownership and the capacity to continue or scale interventions beyond project support?
		8. PT: Na sua opinião, em que medida o projeto dispõe de uma abordagem de sustentabilidade ou de saída clara e realista que promova a apropriação nacional e a capacidade de dar continuidade ou escalar as intervenções após o fim do apoio do projeto?
EQ 14 (Sustainability (early signs))	Government - All	9. EN: In your view, how effectively are the project's key risks being identified, monitored, and mitigated in practice?
		9. PT: Na sua opinião, o projeto tem identificado, acompanhados e mitigados os riscos de implementação?

EQ 15 (Impact (early signs))	Government - All	10. EN: Based on what you have observed so far, are there any emerging indications that the project is contributing to changes related to the formalisation of the economy or improved social protection coverage?
		10. PT: Com base no que observou até ao momento, existem indícios de que o projeto está a contribuir para mudanças relacionadas com a formalização da economia ou a melhoria da cobertura da proteção social?
EQ 16 (Impact (early signs))	Government - All	11. EN: Based on what you have observed so far, have there been any unintended positive or negative effects associated with the project?
		11. PT: Com base no que observou até ao momento, existiram efeitos não intencionais, positivos ou negativos, associados ao projeto?
EQ 17 (Cross-cutting themes)	Government - All	12. EN: Based on your experience so far, to what extent are relevant international labour standards reflected in the project's activities or outputs?
		12. PT: Com base na sua experiência até ao momento, em que medida as normas internacionais do trabalho relevantes estão refletidas nas atividades ou produtos do projeto?
EQ 18 (Cross-cutting themes)	Government - All	13. EN: Based on your experience so far, to what extent are social dialogue and tripartism, gender equality, and disability inclusion integrated into the project's design and implementation?
		13. PT: Com base na sua experiência até ao momento, em que medida o diálogo social e o tripartismo, a igualdade de género e a inclusão da deficiência estão integrados no desenho e na implementação do projeto?
<i>Lessons Learned and Recommendations</i>	All	14. EN: Considering everything we discussed today, what key recommendations or lessons learned would you highlight?
		14. PT: Tendo em conta tudo o que discutimos hoje, que principais recomendações ou lições aprendidas gostaria de destacar?
<i>Closing question: the voice of the participant</i>	All	15. EN: We like to end our conversations by giving the last word to the participants. Is there any information, statement, or anything else you would like to share that you consider important for our team to know and that we have not covered?
		15. PT: Gostamos de terminar as nossas conversas dando a última palavra aos participantes. Existe alguma informação, comentário ou qualquer outro aspeto que considere importante partilhar com a nossa equipa e que ainda não tenhamos abordado?

A8.3. Other (EUD, UNDP, UNICEF, RCO, UNAIDS, FAO, IMF, AFDB, WB)

Evaluation Question	Stakeholder	KII Question
Relevance		
EQ 2 (Relevance)	RCO, UNDP, UNICEF	1. EN: Which elements of the UNSDCF or relevant SDG targets, do you see reflected in ESSAFE, and how do these frameworks shape the project's positioning or added value?
		1. PT: Que elementos do UNSDCF, e dos ODS relevantes ou do Programa e Orçamento da OIT identifica como estando refletidos no ESSAFE, e de que forma estes quadros moldam o posicionamento estratégico ou o valor acrescentado do projeto?
EQ 1 (Relevance)	All	2. EN: To what extent does ESSAFE respond to the institutional priorities and operational needs of its direct beneficiary institutions, and how were these priorities identified and reflected in the project's design and implementation??
		2. PT: Em que medida o ESSAFE responde às prioridades institucionais e às necessidades operacionais das suas instituições beneficiárias diretas, e de que forma essas prioridades foram identificadas e refletidas no desenho e na implementação do projeto??
EQ 3 (Relevance)	UNDP, UNICEF, UNAIDS, FAO, IMF, AFDB, WB	3. EN: From your perspective, what are the main barriers to expanding social security coverage in Angola?
		3. PT: Na sua perspetiva, quais são as principais barreiras à expansão da cobertura da segurança social em Angola?
	EUD, RCO	3a. EN: Which key barriers to expanding social protection coverage does the project design address, and how well do the objectives and activities respond to those barriers?

		3a. PT: Que principais barreiras à expansão da proteção social considera que o desenho do projeto aborda, e de que forma os objetivos e as atividades respondem a essas barreiras?
EQ 4 (Coherence)	All	4. EN: To what extent is ESSAFE aligned and coordinated with other initiatives or programmes you know that aim to extend social protection coverage?
EQ 5 (Coherence)		4. PT: Até que ponto o ESSAFE está alinhado e coordenado com outras iniciativas ou programas que conhece e que visam a extensão da cobertura da proteção social?
EQ 6 (Effectiveness)	UNDP, UNICEF, UNAIDS, FAO, IMF, AfDB, WB	5. EN: In the last two years, what main changes have you observed in the social security system in Angola? Do you link any of these changes to ESSAFE?
		5. PT: Nos últimos dois anos, quais foram as principais mudanças que observou no sistema de segurança social em Angola? Associa alguma dessas mudanças ao ESSAFE?
	EUD, RCO	5a EN: From your perspective, what results or changes linked to the project have you observed so far, and where do you see the main gaps or underperformance?
		5a. PT: Do seu ponto de vista, que resultados ou mudanças associadas ao projeto foram observados até agora, e onde identifica as principais lacunas ou desempenhos abaixo do esperado?
EQ 9 (Efficiency)	EU, RCO	6. EN: How are the project's financial, human, technical, and time resources being allocated and used, and where do you see strengths or inefficiencies in relation to the results achieved so far?
		6 PT: Como estão a ser alocados e utilizados os recursos do projeto (financeiros, humanos, técnicos e tempo), e onde identifica pontos fortes ou ineficiências face aos resultados alcançados até ao momento?
EQ 10 (Efficiency)	EU, RCO, UNDP	7. EN: How do the project's management, coordination, and monitoring mechanisms function, and how do they influence implementation, decision-making, and results?
		7. PT: Como é que os mecanismos de gestão, coordenação e monitorização do projeto funcionam, e de que forma influenciam a implementação, a tomada de decisões e os resultados?
EQ 11 (Efficiency)	EU, RCO	8. EN: In your view, to what extent are the project's activities and outputs being delivered on time and with the expected level of quality?
		8. PT: Na sua opinião, em que medida as atividades e os produtos do projeto estão a ser implementados ou entregues atempadamente e com o nível de qualidade esperado?
EQ 12 (Sustainability early signs)	RCO, EU	9. EN: Based on what you have observed so far, what are the prospects for sustaining the project's results beyond the duration of project support?
		9. PT: Com base no que observou até ao momento, quais são as perspetivas de manutenção dos resultados do projeto após o fim do apoio do projeto?
EQ 13 (Sustainability early signs)	RCO, EU	10. EN: In your view, to what extent does the project have a clear and realistic sustainability or exit approach that promotes national ownership and the capacity to continue or scale interventions beyond project support?
		10. PT: Na sua opinião, em que medida o projeto dispõe de uma abordagem de sustentabilidade ou de saída clara e realista que promova a apropriação nacional e a capacidade de dar continuidade ou escalar as intervenções após o fim do apoio do projeto?
EQ 14 (Sustainability early signs)	RCO, EU	11. EN: In your view, how effectively are the project's key risks being identified, monitored, and mitigated in practice?
		11. PT: Na sua opinião, o projeto tem identificado, acompanhados e mitigados na prática os riscos à implementação?

EQ 15 (Impact early signs)	RCO, EU	12. EN: Based on what you have observed so far, are there any emerging indications that the project is contributing to changes related to the formalisation of the economy or improved social protection coverage?
		12. PT: Com base no que observou até ao momento, existem indícios de que o projeto está a contribuir para mudanças relacionadas com a formalização da economia ou a melhoria da cobertura da proteção social?
<i>Lessons Learned and Recommendations</i>	All	13. EN: Considering everything we discussed today, what key recommendations or lessons learned would you highlight?
		13.PT: Tendo em conta tudo o que discutimos hoje, que principais recomendações ou lições aprendidas gostaria de destacar?
<i>Closing question: the voice of the participant</i>	All	14. EN: We like to end our conversations by giving the last word to the participants. Is there any information, statement, or anything else you would like to share that you consider important for our team to know and that we have not covered?
		14. PT: Gostamos de terminar as nossas conversas dando a última palavra aos participantes. Existe alguma informação, comentário ou qualquer outro aspeto que considere importante partilhar com a nossa equipa e que ainda não tenhamos abordado?

Annex 9. Focus Group Discussion Guides

A9.1. FGD - Tripartite Dialogue on Social Security Reform and Institutional Change

Evaluation Question(s)	FGD Question
EQ 6 (Effectiveness) EQ 15 (Impact – early signs) EQ 18 (Cross-cutting)	1. EN: How has the way employers, workers, and government discuss social security reforms changed over the past two years, and what role has ESSAFE played in this? 1. PT: Como mudou, nos últimos dois anos, a forma como empregadores, trabalhadores e o governo discutem as reformas da segurança social, e que papel teve o ESSAFE nesse processo?
EQ 3 (Relevance) EQ 6 (Effectiveness) EQ 18. (Cross-cutting)	2. EN: Can you recall situations where discussions or technical work supported by ESSAFE influenced thinking or decisions related to laws, policies, or studies on social security? 2. PT: Conseguem-se lembrar de situações em que discussões ou trabalho técnico apoiado pelo ESSAFE acabaram por influenciar o pensamento ou decisões relacionadas com leis, políticas ou estudos sobre segurança social?
EQ 7 (Effectiveness) EQ 8 (Effectiveness)	3. EN: To what extent do you consider that the capacity of INSS and other institutions such as INE, MAPTSS, INAMPEM, OEI, and ONE has improved compared to two years ago? 3. PT: Até que ponto considera que a capacidade do INSS e de outras instituições como o INE, MAPTSS, INAMPEM, OEI, e ONE melhoraram face há dois anos?
EQ 12 (Sustainability – early signs) EQ 13 (Sustainability – early signs) EQ 18. (Cross-cutting)	4. EN: Do you consider that the changes and discussions supported by ESSAFE are already part of, or are becoming part of, the way social security reforms are being carried out in Angola? 4. PT: Consideram que as mudanças e discussões apoiadas pelo ESSAFE já fazem parte ou se estão a tornar parte da forma como as reformas da segurança social são conduzidas em Angola?
Lessons Learned and Recommendations	5. EN: Considering everything we discussed today, what key recommendations or lessons learned would you highlight? 5. PT: Tendo em conta tudo o que discutimos hoje, que principais recomendações ou lições aprendidas gostaria de destacar?
Closing question: the voice of the participant	6. EN: We like to end our conversations by giving the last word to the participants. Is there any information, statement, or anything else you would like to share that you consider important for our team to know and that we have not covered? 6. PT: Gostamos de terminar as nossas conversas dando a última palavra aos participantes. Existe alguma informação, comentário ou qualquer outro aspeto que considere importante partilhar com a nossa equipa e que ainda não tenhamos abordado?

A9.2. FGD - Communication, Awareness, Access to Social Security, and Social Security Culture

Evaluation Question(s)	FGD Question
EQ 8 (Effectiveness) EQ 17 (Cross-cutting) EQ 18 (Cross-cutting)	1. EN: In your view, how did the communication and awareness activities supported by ESSAFE respond to the needs of workers, youth, women, people with disabilities, or those in the informal economy? 1. PT: Na sua perspetiva, de que forma as atividades de comunicação e sensibilização apoiadas pelo ESSAFE responderam às necessidades reais dos trabalhadores, jovens, mulheres, pessoas com deficiência ou da economia informal?
EQ 8 (Effectiveness) EQ 15 (Impact – early signs)	2. EN: Have you noticed any change in how workers, students, trainees, or the general public perceive social security or INSS over the past two years? 2. PT: Notaram alguma mudança na forma como trabalhadores, estudantes, formandos ou o público em geral compreendem ou conhecem a segurança social ou o INSS nos últimos dois anos?
EQ 3 (Relevance) EQ 7 (Effectiveness) EQ 15 (Impact – early signs)	3. EN: Are you aware of or have you observed how mediators, campaigns, or simplified processes have helped people access social security more easily? 3. PT: Tem conhecimento ou observou de que forma os mediadores, campanhas ou a simplificação de processos ajudaram as pessoas a aceder mais facilmente à segurança social?

EQ 8 (Effectiveness) EQ 7 (Effectiveness)	4. EN: In your interaction with INSS or with the public, have you noticed any reference to digital changes, simplification of procedures, or new ways to access services? 4. PT: Na vossa interação com o INSS ou com o público, notaram alguma referência a mudanças digitais, simplificação de procedimentos ou novas formas de acesso aos serviços?
EQ 7 (Effectiveness) EQ 8 (Effectiveness)	5. EN: When problems or complaints related to INSS arise, do you feel that today there are clearer ways for people to seek solutions than before? 5. PT: Quando surgem problemas ou reclamações relacionados com o INSS, considera que hoje existem formas mais claras para as pessoas procurarem solução do que anteriormente?
EQ 13 (Sustainability – early signs) EQ 14 (Sustainability – early signs) EQ 15 (Impact (early signs))	6. EN: Do you believe that the communication and awareness efforts on social security initiated with ESSAFE support can continue through the roles of your institutions after the project ends? 6. PT: Considera que os esforços de comunicação e sensibilização sobre a segurança social iniciados com o apoio do ESSAFE podem continuar através do papel das vossas instituições após o término do projeto?
Lessons Learned and Recommendations	7. EN: Considering everything we discussed today, what key recommendations or lessons learned would you highlight? 7. PT: Tendo em conta tudo o que discutimos hoje, que principais recomendações ou lições aprendidas gostaria de destacar?
Closing question: the voice of the participant	8. EN: We like to end our conversations by giving the last word to the participants. Is there any information, statement, or anything else you would like to share that you consider important for our team to know and that we have not covered? 8. PT: Gostamos de terminar as nossas conversas dando a última palavra aos participantes. Existe alguma informação, comentário ou qualquer outro aspeto que considere importante partilhar com a nossa equipa e que ainda não tenhamos abordado?

A93.3 Governance, Statistics, Actuarial Capacity, and Use of Evidence

Evaluation Question(s)	FGD Question
EQ 1 (Relevance) EQ 4 (Coherence) EQ 5 (Coherence) EQ 6 (Effectiveness)	1. EN: Over the past two years, which change have you noticed in how social security, formalisation, and social protection are discussed or coordinated across public institutions? 1. PT: Nos últimos dois anos, que mudanças observaram na forma como a segurança social, a formalização e a proteção social são discutidas ou coordenadas entre as instituições públicas?
EQ 3 (Relevance)	2. EN: In your view, how did the studies, statistical and analytical work supported by ESSAFE addresses the key information gaps needed to understand and expand social security coverage? 2. PT: Na vossa perspetiva, de que forma é que os estudos, trabalho estatístico e analítico apoiado pelo ESSAFE respondeu às principais lacunas de informação necessárias para compreender e expandir a cobertura da segurança social?
EQ 4 (Coherence) EQ 5 (Coherence) EQ 7 (Effectiveness)	3. EN: Which changes did you noticed in how institutions share data, coordinate, or work together on social protection evidence over the past two years? Is that linked to ESSAFE? 3. PT: Que mudanças observam na forma como as instituições partilham dados, coordenam-se ou trabalham em conjunto na produção de evidência sobre proteção social nos últimos dois anos? Considera que isso está relacionado com o ESSAFE?
EQ 6 (Effectiveness) EQ 15 (Impact – early signs)	4. EN: Can you recall situations or documents where the studies, data, statistics, actuarial analysis, or the Social Protection Bulletin informed discussions, decisions, or planning related to social security? 4. PT: Conseguem-se lembrar de situações ou documentos em que estudos, dados, estatísticas, análises atuariais ou o Boletim de Proteção Social informaram discussões, decisões ou planeamento relacionados com a segurança social?
EQ 7 (Effectiveness) EQ 13 (Sustainability – early signs)	5. EN: How do the actuarial and statistical skills developed with ESSAFE support are being applied in your daily work? 5. PT: De que forma é que as competências atuariais e estatísticas desenvolvidas com o apoio do ESSAFE estão a ser aplicadas no vosso trabalho diário?
EQ 18 (Cross-cutting)	6. EN: Do current data and analysis practices make women, youth, persons with disabilities, and informal workers more visible in social protection discussions?

	6. PT: As práticas atuais de produção e análise de dados tornam mais visíveis as mulheres, os jovens, as pessoas com deficiência e os trabalhadores da economia informal nas discussões sobre proteção social?
EQ 13 (Sustainability – early signs)	7. EN: Do you believe that the way institutions work with data and evidence on social security today will continue beyond ESSAFE?
EQ 14 (Sustainability – early signs)	7. PT: Consideram que a forma como as instituições trabalham hoje com dados e evidência sobre segurança social poderá continuar para além do ESSAFE?
EQ 3 (Relevance)	8. EN: Do you see stronger links today between formalisation policies, employment promotion, SME support, and social security than in the past? Can you provide examples?
EQ 15 (Impact – early signs)	8. PT: Observam hoje ligações mais fortes entre políticas de formalização, promoção do emprego, apoio às PME e segurança social do que no passado? Pode dar exemplos?
Lessons Learned and Recommendations	9. EN: Considering everything we discussed today, what key recommendations or lessons learned would you highlight?
	9. PT: Tendo em conta tudo o que discutimos hoje, que principais recomendações ou lições aprendidas gostaria de destacar?
Closing question: the voice of the participant	10. EN: We like to end our conversations by giving the last word to the participants. Is there any information, statement, or anything else you would like to share that you consider important for our team to know and that we have not covered?
	10. PT: Gostamos de terminar as nossas conversas dando a última palavra aos participantes. Existe alguma informação, comentário ou qualquer outro aspeto que considere importante partilhar com a nossa equipa e que ainda não tenhamos abordado?

Annex 10. Ethical Guidelines

All internal and external collaborators of IMPACTE are committed to adhering to the following ethical guidelines throughout all processes of data collection.

CODE OF CONDUCT

All those involved in data collection methods must read, sign, and send a Code of Conduct developed specifically for each assignment. IMPACTE will send the Code of Conduct to interviewers, facilitators, enumerators. It is the responsibility of the professionals to review the code of conduct, understand its content, and fill in the fields intended for the data collection professional (name, position, location, date, and signature). The Code of Conduct - Data Collection Professionals can be signed manually or digitally. If signed manually, it is the responsibility of the data collection professional to scan or photograph and send it. Failure to send the properly signed and dated code of conduct prevents the start of functions. It is the professional's responsibility to scrupulously adhere to the Code of Conduct.

RESPECT AND DIGNITY

All interactions with participants are guided by principles of appropriate and respectful engagement, confidentiality and anonymity assurance, respect for dignity and diversity, human rights, gender equality, non-discrimination, and harm prevention. All participants must be treated with respect, dignity, and sensitivity, regardless of their sex, gender, age, ethnicity, sexual orientation, degree of disability, or any other characteristic. It is the responsibility of the data collection professional to ensure a safe and non-judgmental environment for all participants, respecting their limitations, dignity, and diversity, human rights, gender equality, and harm prevention.

INFORMED CONSENT

Throughout the recruitment process of participants and application of data collection methods, informed consent of participants must be ensured before carrying out any activities related to the assignment. The purpose of the assignment should be clearly explained, any doubts addressed, and it should be made clear that participation is voluntary and refusal to participate does not incur any harm to the participant.

To facilitate the informed consent process, essential information for participants' informed consent is included in the scripts of the various methods, regarding the study's object and objectives, contracting party of the study, executing party of the study, intended contribution, duration, confidentiality assurances, and explicit request for participation consent. It is the responsibility of the data collection professional to follow the script provided by IMPACTE in all interactions with participants to ensure informed consent for notetaking, audio, video, photographic, or other records. In the case of participants under 18 years of age, informed consent should be obtained from the child's caregiver.

VOLUNTARY PARTICIPATION

Participation in any data collection activity is voluntary. No participant is obliged to participate. Not participating has no consequences. At any time, any participant can decide to discontinue collaboration without the need for justification and without any prejudice to themselves.

CONFIDENTIALITY & PRIVACY

The complete confidentiality of all participants must be maintained. No personal information or response obtained may be disclosed to anyone outside the IMPACTE team without explicit consent, except when required by law or to prevent harm to the individual or participant.

In the application of data collection methods, no personal information beyond what is stated in the forms will be collected. Unless otherwise specified, the information collected is analysed in aggregate, preventing a direct or indirect connection between responses and participants. It is the responsibility of the data collection

professional to respect the confidentiality of the data, as well as the privacy of the participants; committing not to use or store a copy of the collected data beyond what is strictly necessary for contract fulfilment.

SAFETY AND WELL-BEING

The safety and well-being of all participants, especially children, people with disabilities, and marginalized or vulnerable individuals, must be prioritized.

Whenever necessary and possible, the language used in data collection instruments should be adapted. Special care must be taken to ensure the inclusion of participants with disabilities. Any concerns or reports of abuse or violence detected should be reported to the Team, which will initiate the appropriate response.

HARASSMENT, INCLUDING SEXUAL HARASSMENT

There is a Zero Tolerance policy on harassment, including sexual harassment. IMPACTE unequivocally reject any form of sexual harassment or violence within our organization or any context in which we operate. Such behavior undermines the fundamental rights and dignity of individuals and is antithetical to our values.

MINOR'S POLICY (LESS THAN 18 YEARS OLD)

Special care must be taken when in contact with those under 18 years of age to ensure child protection. It must be ensured that any physical interaction with children is in accordance with local culture. Whenever possible, the "two adults" rule should be followed, whereby two or more adults should supervise all activities involving children, always being visible, even at a distance, to ensure the confidentiality of children's responses. Non-violent and positive methods should be adopted to deal with children's behavior.

Key ethical principles of the Ethical Research Involving Children (ERIC) will be respected, namely:

- Ensuring informed consent from parents and children.
- Permission will be requested to record audio and/or photographs in all project interactions.
- Confidentiality and anonymity will be respected.

CULTURAL SENSITIVITY

It is the responsibility of the data collection professional to act in a culturally sensitive manner and be aware of the cultural context in which the evaluation is conducted. The approach and language must be properly adapted to respect cultural norms and practices, as well as the limitations of participants, to ensure that the questions are understood by all participants.

IMPARTIALITY AND OBJECTIVITY

It is the responsibility of the data collection professional to conduct activities impartially and objectively, without bias or prejudice. The professional must not impose or disclose their beliefs, ideologies, perspectives, or personal opinions to the participants.

PROFESSIONALISM

A high standard of professionalism must be maintained in all interactions with participants and stakeholders. Appropriate dress codes for functions and the surrounding environment must be observed, as well as communication codes marked by respect, integrity, dignity, non-offense, and non-discrimination. Any concerns, suggestions, or complaints arising during work should be addressed to the Team.

DATA INTEGRITY

Collected data must be collected accurately and impartially. Established protocols for data collection, recording, and storage must be followed. No response may be altered or manipulated under any circumstances.

CONTINUOUS TRAINING

All IMPACTE professionals are required to participate in continuous training activities for the development of their skills and knowledge about data collection, as well as specific topics.

COMMITMENT TO SUSTAINABILITY

IMPACTE recognizes the critical importance of sustainability in all aspects of our operations. Our commitment to sustainability is deeply ingrained in our values and guides our decision-making processes every step of the way.

We are dedicated to minimizing our environmental footprint and preserving natural resources for future generations. Through proactive measures and innovative initiatives, we strive to reduce waste, conserve energy, and promote responsible consumption throughout our operations.

Furthermore, we are committed to fostering social responsibility within the communities we work with. We believe in supporting local economies, promoting diversity and inclusion, and investing in the well-being of our employees and stakeholders. Whenever possible IMPACTE resorts to local partners.

Annex 11. Quality Assurance Procedure

The ET implemented the following quality assurance mechanisms:

Training and briefing. All members of the ET conducting data collection have extensive experience in qualitative data collection. Prior to data collection, team members signed the ILO code of conduct outlining key ethical commitment. Moreover, all team members were trained on the Projects activities, expected outputs, and targets, evaluation objectives, data collection tools and protocols, ethical commitment and standards in data collection, Gender Based Violence (GBV) and gender-sensitive data collection.

Structured guides. The ET has developed structured guides to ensure consistency across all KII, and FGD.

Note taking and documentation. Facilitators took detailed notes during each KII and FGD to ensure that key points are captured accurately. When authorized, the ET recorded interviews and FGD.

Data validation and triangulation of sources. The ET compared responses from different key informants and FGD participants to identify common themes, inconsistencies, or areas of divergence. Findings from the KIIs, FGD, and literature review will be compared to confirm the accuracy of information and strengthen the credibility of conclusions. Regular debriefings among facilitators were conducted to compare insights, address inconsistencies, and refine facilitation techniques as needed.

Ongoing review and adaptation. As KII and FGD progress, the ET reviewed data collection tools to identify emerging themes that may require further exploration. Moreover, the team leader ensured quality control throughout the data collection through in-depth training of team members and regular contacts.

Feedback from the interested parties. Upon delivery of the inception and final reports, the contracting party and interested stakeholders had a designated period to provide comments and suggest improvements. All feedback should be consolidated in a single file, either through tracked changes and comments in the report itself or in a separate document. The contracting party should ensure that submitted comments are not contradictory. To support a clear understanding by the ET, comments must be direct and specific, and when applicable, accompanied by supporting evidence. The ET will revise the report based on the comments and supporting evidence received. After the delivery of the second version of the report, the contracting party may provide follow-up suggestions only when it considers that comments or suggestions from the first review cycle were not sufficiently addressed. This second round of feedback must focus exclusively on issues raised during the first round. No new information or new comments may be added after the first review cycle. The second review is intended only to verify whether the comments from the first round have been addressed; it should not introduce new issues.

Annex 12. Project stakeholders and their role

Type	Stakeholder	Role in the project
ILO	1. Project Team.	Coordinates implementation, monitoring, reporting, and risk management of ESSAFE, supports partners through technical assistance, and services the Technical and Steering Committees with ILO backstopping.
	2. ILO Decent Work Technical Support Team for Cameroon, São Tome and Principe, and Equatorial Guinea, based in Yaoundé.	Provides technical backstopping to the project, ensuring alignment with ILO standards and supporting implementation through specialized social protection expertise.
	3. SOCPRO - ILO HQ Social Protection Department.	Provides specialized technical backstopping on social protection to ensure methodological quality and alignment with ILO standards across project outputs.
	4. ILO ACTION/Portugal.	Collaborates with the project in capacity building and social protection statistics activities, creating synergies for training, technical assistance, and production of the social protection statistical bulletin.
	5. ITC-ILO - International Training Centre of the ILO.	Delivers certified training and long-term capacity development for INSS and government officials, including the Social Protection Management Diploma, social protection statistics, labour statistics and Labour Market Information System (LMIS), actuarial modelling, impact assessment, and financial management of social security systems.
	6. ILO-CO Kinshasa - Country Office for the Democratic Republic of Congo, Angola, Central African Republic, Chad, Congo and Gabon.	Provides administrative oversight and operational management for the project, including financial processing, recruitment, and institutional supervision from the responsible ILO Country Office.
Tripartite constituent - Government	7. MAPTSS – Ministry of Public Administration, Labour and Social Security - DNSS – National Social Protection Department.	Leads and participates in policy and technical work related to social protection, including actuarial studies, revision of the Social Protection Base Law, comparative studies on benefits (invalidity, unemployment, sickness), promotion of C102, and activities to build a social protection culture. Contributes to interministerial coordination through GITEPS and technical working sessions.
	8. MAPTSS - DNT / ONE – National Labour Department / National Employment Observatory.	Leads and coordinates the implementation of the ONE and contributes to labour statistics, LMIS development, and interinstitutional data work.
	9. INSS - National Institute for Social Security.	Main implementing partner, involved across most project outputs. Responsible for the management of the mandatory social protection pillar of the project. Collaborates with the project on digital transformation, governance reforms, service redesign, statistics, communication, actuarial work, and capacity development, and co-coordinates GITEPS.
	10. INAPEM - Institute to Support to Micro, Small and Medium Enterprises / OEI - Informal Economy Observatory	Member and Secretariat of the OEI, supporting coordination and engagement of stakeholders on informal economy issues.
	11. INE - National Institute of Statistics	Key partner on labour and social protection statistics, co-coordination of GITEPS with INSS, and technical work related to LMIS and the ONE.
	12. MAT - Ministry of Territorial Administration and State Reform - FAS - Social Assistance Fund .	Member of GITEPS and participant in technical working sessions on social protection culture and the Social Protection Base Law supported by the project.
	13. MASFAMU - Ministry of Social Action, Family and Women Promotion.	Member of GITEPS and participant in technical working sessions on social protection culture and the Social Protection Base Law supported by the project.
	14. CNAS - National Social Action Council.	Participates in consultation and social dialogue processes through representation of employers and workers in technical groups linked to the project, including engagement with the IEO.

	15. MINFIN - Ministry of Finance.	Member of GITEPS and the OEI, contributing to technical coordination on social protection statistics and informal economy issues supported by the project.
	16. MINFIN – AGT - General Tax Administration.	Member of GITEPS, the ONE, and the OEI, contributing to technical coordination on statistics and informal economy issues supported by the project
	17. PREI - Informal Economy Reconversion Programme.	Participates in the project through representation in the IEO, contributing to dialogue and coordination on informal economy and social protection issues.
	18. MINPLAN - Ministry of Planning (former MEP).	Member of GITEPS and the OEI, contributing to interministerial coordination on social protection statistics and informal economy issues supported by the project.
	19. MINDCOM - Ministry of Industry and Commerce.	Member of the OEI, contributing to dialogue and coordination on informal economy issues supported by the project.
	20. CEFOJOR - Journalism Training Center	Facilitated the journalism trainings and the journalism prize.
Tripartite constituent – Representatives of Employers	21. AIA - Angola Industrial Association.	Participates in social dialogue and consultation through groups (e.g., OEI), and partners in studies and trainings.
	22. CCIA - Angola Industry and Commerce Chamber.	Participates in social dialogue and consultation through groups (e.g., OEI), and partners in studies and trainings.
	23. FEMEA - Federation of Women Entrepreneurs of Angola	Participates in social dialogue and consultation through groups (e.g., OEI), and partners in studies and trainings.
Tripartite constituent – Representatives of Workers	24. UNTA - Angola Workers National Union.	Participates in social dialogue and consultation through groups (e.g., OEI), and partners in studies and trainings.
	25. CGSILA - General Centre of Independent and Free Trade Unions of Angola.	Participates in social dialogue and consultation through groups (e.g., OEI), and partners in studies and trainings.
	26. FSA - Angolan Trade Union Force	Participates in social dialogue and consultation through groups (e.g., OEI), and partners in studies and trainings.
Other – Cooperation partner	27. EUD – European Union Delegation in Angola.	Donor of the project, participates in evaluation processes and is consulted in key assessment and monitoring milestones.
Other – UN System	28. UNDP - United Nations Development Program.	Partner in selected activities, including employment statistics and capacity building, and member of the social protection development partners group and the OEI.
	29. UNICEF - United Nations International Children’s Fund.	Co-leads the social protection development partners group and participates in coordination with other partners on social protection issues linked to the project.
	30. RCO - UN Resident Coordinator Office.	Participates in coordination and partnership dialogue on social protection issues linked to the project.

Annex 13. Evaluation Methodology Matrix

Evaluation Methodology Matrix based on ILO Checklist 4: Validating methodologies.

Mid-Term Independent Evaluation of the Project <i>Expanding Social Security to Support the Formalization of the Angolan Economy (ESSAFE)</i>		Desk Review	Key Informant Interviews	Focus Group Discussions
Evaluation criteria	Evaluation questions			
1. <u>Relevance</u>				
The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donor' policies. The extent to which the approach is strategic and the ILO uses its comparative advantage.	1. To what extent is the project aligned with Angola's national development priorities, including the PDN, PREI, and Agenda 2025 , as well as with institutional priorities of direct beneficiaries?	X	x	X
	2. Does the project complement and build on existing national and international frameworks, including the UNSDCF, SDGs, and ILO's P&B outcomes?	X	x	
	3. Is the project design appropriate to address the identified challenges in extending social protection coverage?	X	x	x
2. <u>Coherence</u>				
The extent to which the design is logical and coherent.	1. How coherent is the project with other ILO interventions? How well the potential synergies and interlinkages with other ILO interventions were exploited, complemented, harmonised and well-coordinated without duplication?	X	x	
	2. How coherent is the project with EU-funded programmes (e.g., SP&PFM) and with initiatives of other development partners? How well the potential synergies and interlinkages with EU and other development partners were exploited, complemented, harmonised and well-coordinated without duplication?	X	x	
3. <u>Effectiveness</u>				
The extent to which the intervention's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.	1. To what extent has the project achieved its intended outputs and contributed to the outcome of expanding contributory social security coverage?	X	x	x
	2. What progress has been made in strengthening the , institutional capacities of key direct beneficiaries of the project: INSS, MAPTSS, INE and ONE?	X	x	x
	3. Are the project's communication, digitalization, and governance interventions producing the expected results?	X	x	x
4. <u>Efficiency</u>				
A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.	1. Are project resources (financial, human, technical and time) being used in an efficient manner?	X	x	x
	2. How effective are the project's management, coordination, and monitoring mechanisms?	X	x	x

	3. Are activities and outputs being timely implemented/delivered with the expected quality?	X	x	
5. <u>Sustainability (early signs)</u>				
The likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed.	1. What are the prospects for sustaining project results beyond its duration?	X	x	x
	2. To what extent does the sustainability or exit strategy promote national institutional ownership and enhance the capacity to continue and scale up interventions?	X	x	x
	3. How well are risk mitigation strategies being implemented?	X	x	x
6. <u>Impact (early signs)</u>				
The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes.	1. Are there emerging indications that the project is contributing to the formalization of the economy and improved social protection coverage?	X	x	x
	2. What unintended effects (positive or negative) have been observed?	X	x	x
7. <u>Cross-cutting themes</u>				
	1. Are international labour standards (e.g., ILO Convention 144, and ILO Recommendations 202 and 204) being promoted and applied?	X	x	x
	2. How effectively has the project integrated social dialogue and tripartism, gender equality, and disability inclusion?	X	x	x