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ACTION/Portugal (Phase 2): Strengthening of the Social Protection Systems of the PALOP and Timor-Leste - Final evaluation

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ACRONYMS AND ABBREVIATIONS

ACTION/Portugal	Projeto de Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste – Fase 2
CENFOUS	Centro de Formação para Sindicatos
CIF/OIT	Centro Internacional de Formação da OIT
CNPS	Centro Nacional de Prestações Sociais
CPLP	Comunidade de Países de Língua Portuguesa
DGSS	Direção Geral da Segurança Social
DPSS	Direção de Proteção Social e Solidariedade
ENPS	Estratégia Nacional para a Proteção Social
FAS	Fundo Apoio Social (Instituto de Desenvolvimento Local)
GEP-MTSSS	Gabinete de Estratégia e Planeamento do Ministério do Trabalho, Solidariedade e Segurança Social de Portugal
IDH	Índice de Desenvolvimento Humano
IGFCSS	Instituto de Gestão dos Fundos de Capitalização da Segurança Social
IGFS	Instituto de Gestão Financeira da Segurança Social
IGT	Inspeção Geral do Trabalho
ILO	<i>International Labour Organization</i>
INAC	Instituto Nacional da Criança
INAS	Instituto Nacional de Ação Social
INE	Instituto Nacional de Estatística
INPS	Instituto Nacional de Previdência Social
INSS	Instituto Nacional de Segurança Social
ISS	Instituto de Segurança Social
KSTL	Konfederacao Sindicato de Timor-Leste
KUFMET	Kiosque Único de Formalização de Microempresas e Trabalhadores
M&A	Monitoria e Avaliação
MAPTSS	Ministério da Administração Pública, Trabalho e Segurança Social
MASFAMU	Ministério da Ação Social Família e Promoção da Mulher
MFIDS	Ministério da Família, Inclusão e Desenvolvimento Social
MGCAS	Ministério do Género, Criança e Ação Social
MMFSS	Ministério da Mulher Família e Solidariedade Social
MSSI	Ministério da Solidariedade Social e Inclusão
MTSSS	Ministério do Trabalho, Solidariedade e Segurança Social
OCDE/CAD	Organização de Cooperação e de Desenvolvimento Económico – Comité de Ajuda ao Desenvolvimento
ODS	Objetivos de Desenvolvimento Sustentável
OIT	Organização Internacional de Trabalho
PALOP	Países Africanos de Língua Oficial Portuguesa
PRODOC	Documento de Projeto
PTDP	Programas de Trabalho Digno por País

SOCPRO/OIT	Departamento de Proteção Social da Organização Internacional do Trabalho
TdR	Termos de Referência
UN-SWAP	<i>United Nations System Wide Action Plan for Gender Equality and Empowerment of Women</i>
UNEG	Grupo das Nações Unidas para a Avaliação
UNICEF	Fundo das Nações Unidas para a Infância

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EXECUTIVE SUMMARY

1. Background and scope of the evaluation

The final evaluation of the Project on Strengthening the Social Protection Systems of the PALOP and Timor-Leste - Phase 2 (ACTION/Portugal) implemented in Angola, Cape Verde, Guinea-Bissau, Mozambique, São Tomé and Príncipe and Timor-Leste 2019-2022), took place between November 2021 and February 2022. The Project, implemented by the Social Protection Department of the International Labour Organization (SOCPRO/ILO) and the International Training Centre (ITCILO) with financial support from the Office of Strategy and Planning of the Ministry of Labour, Solidarity and Social Security of Portugal (GEP-MTSSS), aimed at strengthening social protection, including the improvement of social protection statistics in the PALOP and Timor-Leste. The project had a budget of 3,198,290 EUR.

2. Objectives of the evaluation

The final evaluation aims at examining the extent to which the project ACTION/Portugal Phase 2 foreseen results have been achieved, focusing the analysis of relevance, strategic congruence and appropriateness, validity of intervention design, efficiency, effectiveness in terms of management, resource efficiency, sustainability orientation and impact.

The following specific evaluation objectives have been defined: to analyse the project's achievements; implementation format; how it is perceived and valued by target groups and stakeholders expected results; the appropriateness of the project design; the actions taken on the recommendations of the midterm review; the effectiveness of the project's management structure; to assess the degree to which project objectives are sustainable, bearing in mind relevant contextual and political factors; the partnerships and management systems necessary to ensure the fulfilment of the outputs and objectives and capacity of government and other main counterparts were sufficient to sustain the support received.

3. Evaluation standards and procedures

The evaluation was carried out in accordance with the ILO standard policies and procedures established in the ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 4th edition (2020), namely: Relevance, coherence and strategic fit of the project; Validity of the project design; Project effectiveness; Efficiency of resources use; Sustainability of project outcomes and Impact orientation. Gender and non-discrimination considerations were also appreciated as a cross-cutting themes, and included in all criteria.

4. Evaluation methodology

The Contribution Analysis approach was used to provide information on the Project's contribution to the expected results, based on mixed methods for information collection and analysis, consisting of a desk review, a primary qualitative data analysis (interviews), primary quantitative data analysis (online surveys addressed to the beneficiary partners and the Portuguese Social Security training experts), and secondary quantitative data (relevant statistical data from national and international sources, e.g. ILOstats). All primary data was collected digitally (through Zoom Platform and Google Surveys). The selection of key informants was done based on snowballing sampling techniques. Interviews were conducted with 35 key informants (18 women and 17 men) from implementing agencies, Project team and beneficiary partners. Surveys were completed by 22 participants belonging to beneficiary organisations in beneficiary countries and 7 expert trainers. Participants for the application of the surveys were purposively identified based on the recommendations of the project team. Qualitative data analysis was carried out through a systematic review of the data collected from the interviews, using the semi-automatic content analysis software Dedoose. Quantitative data were analysed using descriptive statistics.

5. Findings (by criteria):

5.1. Relevance, congruence and strategic fit: The evidence gathered during this evaluation allows us to assess the relevance of the project in the context of the PALOP and TL, as well as the full alignment of the project objectives with national development priorities, with the objectives of the donor and implementing entities, and with the Sustainable Development Goals (SDGs). Indicator 1.3.1 of target 1.3 of SDG 1 - Percentage of the population covered by social protection systems or floors - indicates a tendency towards low coverage in the various areas of social protection in the PALOP countries and Timor-Leste. In fact, at the time of the beginning of the Project, only two indicators surpassed the 50% mark for social protection coverage in some countries, namely: 1) the percentage of people above the legal retirement age receiving an old age pension and/or subsidies to support the elderly in Cape Verde, São Tomé and Príncipe and Timor-Leste and 2) the Percentage of people in poverty covered by a social protection system in Timor-Leste.

In parallel, the visible gaps existing in the availability of statistical data on social protection in the PALOP countries and Timor-Leste highlight the strategic relevance of the Project, whose action devotes resources to improving the process of data collection and statistical production in the sector. This data is essential to strengthen the decision-making capacity of leaders and policy makers, as well as the adaptation of programmes and policies to national realities.

Listening to beneficiaries and stakeholders indicates a similar conclusion regarding alignment with the needs of their respective institutions. It was consistently reported that there was consultation and dialogue in the preparation of project activities, which favoured the participation of beneficiary institutions in the actions and activities that were most aligned with their strategic orientations. The documentary analysis of key strategic documents reinforced the relevance, congruence and strategic fit of the project for the context and priorities of the beneficiary countries.

5.2. Validity of the design: Methodologically, the Project adopted a flexible stance in the preparation of its annual country work plans. Flexibility presupposed an active dialogue and consultation with the project beneficiaries in the definition of the annual results expected in each country. This dialogue and consultation process allowed the project activities to be better adapted to the different stages of development of the social protection systems in the beneficiary countries. Although different strategic priorities were defined for the various countries, this did not translate into the definition of indicator targets at the level of the immediate objectives of the logical framework. Additionally, in the current configuration of the project design, the project indicators are exclusively defined at the level of the immediate objectives, and no indicators have been defined at the level of the overall objective and the products which would allow for an understanding of the level of achievement of the project in the long term (development objective) and in the short term (products). The establishment of baselines could also contribute to a more informed definition of the indicators' targets. Taking into account the context and idiosyncrasies of each intervened country, the development of country targets could more clearly guide the Project's work. In some countries, ACTION/Portugal contributed to improving the national statistical system on social protection data. In a next phase, this work could be leveraged to include indicators to monitor the long-term achievement of the project in each country.

5.3 Effectiveness: The Project contributed effectively to advances in the coverage of social protection and the availability of statistical data in all beneficiary countries, without allowing a setback caused by the pandemic COVID-19. With regard to Goal 1, the targets were met for all beneficiary countries except Guinea-Bissau, i.e. the Project contributed to the improvement in social protection coverage in at least one of the guarantees of the social protection floors, as well as in the benefits and/or administration of at least one of the social security schemes in Angola, Cape Verde, Mozambique, São Tomé and Príncipe and Timor-Leste. With regard to Goal 2, the evaluation found that the project's capacity-building activities produced positive results in terms

of developing the capacities and skills of professionals and beneficiary institutions, which strengthened institutional capacities, skills and structures in the area of social protection in its various aspects. Objective 3 resulted in improved statistical data on social protection available for the relevant indicators in all countries. However, only Mozambique and Cape Verde were able to make data available for all relevant social protection indicators. The case of Mozambique is paradigmatic in terms of the improvement of statistical data, with emphasis on the creation of statistical bulletins on social protection, but the cases of Angola, Cape Verde and Guinea-Bissau provide good indications for the creation of such bulletins in these countries. On the other hand, in São Tomé and Príncipe and Timor-Leste, significant progress has not yet been made with regard to the effective implementation of statistical bulletins. With regard to Goal 4, the targets were fully met, producing a positive impact on the availability of accessible knowledge in Portuguese, as well as strengthening South-South and triangular cooperation schemes.

The evaluation concludes that despite the different contexts in which the project operates, the countries with the effective presence of an expert allocated to the project or a local focal point had a more visible evolution in relation to the achievement of the proposed objectives. Despite the existence of transversal constraints linked to the COVID-19 pandemic, political instability and staff turnover, among other challenges, the data collected indicate that local face-to-face monitoring would have contributed effectively to overcoming these constraints and strengthening the Project's intervention through an improvement in the quantity and quality of activities in the countries with the greatest challenges. The dynamism of activities is substantially greater in countries where there is total or partial allocation of an expert to the ACTION/Portugal project or where there is a focal point, with the exception of São Tomé and Príncipe, where it was not possible to delve into the reasons linked to the level of implementation of activities in the country, given the low level of participation of beneficiary partners in the evaluation consultations.

5.4 Effectiveness of Management Arrangements: The evaluation found that the project team format proved to be adequate in quality and quantity to the needs of ACTION/Portugal, given that no relevant constraints were identified that prevented the completion of planned activities resulting from the team composition. However, in countries where there is no permanent physical presence of an expert allocated to ACTION/Portugal or an ILO focal point involved in the project (Angola until 2021 and Guinea-Bissau for the entire implementation period), the progress of activities is lower when compared to other countries. Despite the complex configuration of the project management, the team format is quite functional due to its excellent coordination, which acts as an interlocutor with the donor, ensures communication and articulation between the different parts of the project, namely between the ICF/ILO and SOCPRO-ILO, as well as with the experts in the field. From the point of view of coordination with the donor (MTSSS), it was observed that there is constant dialogue very focused on the project's responses to the countries' needs, as well as a high level of involvement in project implementation, whether through the participation of MTSSS experts in capacity building activities or through technical support. This dialogue is very relevant for ensuring coherence between the donor's bilateral and multilateral cooperation with the PALOP countries and Timor-Leste.

5.5 Efficiency of resource use: The Project has used 2,471,199.13 EUR between 2019 and 2021, which corresponds to 76% of the total budgeted amount, and it is the intention of the Project to execute the remaining 24% within the extension period of the project. With regard to the distribution of the budget by type of expenditure, 51% of the budget executed to date is essentially linked to personnel costs: i) international staff in Lisbon, Geneva, Dili, Maputo and Praia (43%); ii) national and international consultants (7%), and iii) local staff support (1%). In addition, 19% of the executed budget was used for training, capacity building and exchange activities; 13% was used for Program support expenses; 11% for subcontracting; and 6% for other expenses. From the point of view of the analysis of the budget per Sub-project, the low execution rate in São Tomé and Príncipe (36%) stands out. This is justified by the fact that the planned activities executed in São Tomé and Príncipe were essentially financed by a project financed through the regular fund of the ILO office in Yaoundé dedicated to social protection activities in the country (RBSA). In the case of the Global Sub-project, with an execution rate of 66%, the item

related to human resources has the lowest execution rate so far, with a balance of about 177 945 EUR, which is partly justified by the fact that there are remaining funds from the previous phase of ACTION/Portugal that have been carried over to phase 2, amounting to 115 000 USD (approximately 96 255 EUR). However, the reallocation of these funds is planned for 2022. According to the data collected, ACTION/Portugal sought a strategic approach to prioritization in its interventions, supported by the level of flexibility needed to respond to the constraints caused by COVID-19. In this sense, technical assistance in the countries sought to adopt a logic of support in seeking additional funding, leveraging existing resources.

5.6. Sustainability and Impact Orientation: The data collected indicates that the strategies and actions developed have been producing lasting positive effects on the social protection systems in the PALOP and Timor-Leste, both in the medium and long terms. The adoption of a flexible and collaborative approach for the identification of annual work plans according to the needs of the institutions ensures both the effective participation of the beneficiaries and a greater ownership of the results. The project's contribution to national priorities is a key indicator to ensure that the results will be sustained over the long term. However, it is fundamental to promote a holistic vision of the project results by the beneficiary partners, which can be promoted through a formal presence of the partners in the project's governance structure, as well as a structured communication and visibility plan, both in the beneficiary countries and internationally, which can potentiate the positive effects resulting from the project in the long term.

The promotion of institutional and legal reforms in the countries ensures that reforms related to contributory and non-contributory social protection are effectively institutionalized in the countries. This will also be promoted through the adherence of countries to ILO Convention 102 on Minimum Standards of Social Security. With regard to improving social protection statistics to monitor their progress, the establishment of inter-institutional working groups will promote the integration of statistical bulletins into their long-term work plans. From the point of view of capacity building, the improvements in the staffing of partners through the continued work of ACTION/Portugal, contributes to the sustainability of the project. We would like to highlight the project's appropriation by the governments, the improvement in the partners' staffing levels, the existence of a set of resources which favour the institutionalisation and durability of the actions carried out, as well as the receptiveness of the actions by the beneficiaries, with special focus on Cape Verde, Mozambique and Timor-Leste.

The impact of the Project has also been seen in the extension of coverage and the improvement of social security systems in the beneficiary countries. On the one hand, the number of social protection branches under SDG indicator 1.3.1 has increased since the beginning of ACTION/Portugal or has been maintained in all countries where data is available, e.g. Angola, Cape Verde and Mozambique; on the other hand, existing data for monitoring the evolution of SDG indicator 1.3.1 show that Angola, Cape Verde, Mozambique, São Tomé and Príncipe and Timor-Leste have increased their social protection coverage in at least one of the guarantees of the social protection floors. For Guinea-Bissau it was not possible to measure the evolution, which indicates the need for greater focus on improving the social protection system in this country. The positive impact of the Project is essentially verified in the countries where this Project (and its previous phases supported by Portugal) has consistently intervened in promoting an integrated vision of the contributory and non-contributory regimes.

6. Lessons learned (LA) and good practices (GP): The evaluation process allowed the identification of a set of LA and GP, which are systematized below:

LA1. The physical presence of experts dedicated to the project in beneficiary countries favours the establishment of relationships of trust with beneficiary entities, and promotes more significant and sustainable advances in the proposed objectives, especially in the pandemic context.

LA2. In the context of beneficiary countries at different stages of sector development, as well as with different levels of political commitment, the establishment of differentiated annual goals is relevant to enable all beneficiaries to achieve tangible results.

LA3. The absence of a structured communication and visibility strategy hinders the correct national and international projection of the project, donor, and beneficiaries, as well as the good practices generated during implementation. This limits, on the one hand, the appropriation of results by beneficiary entities, and on the other, the potential replicability of the project in contexts outside the CPLP.

GP1. South-South and triangular cooperation mechanisms (field visits, exchanges, joint training) between countries with the same language area are highly valued and relevant from a political, legal and institutional point of view, since they promote a system of mutual aid and exchange of information and experience (including bilateral cooperation agreements between countries) which fosters the adoption of institutional solutions for the promotion of social protection floors.

GP2. The adoption of integrated approaches to the expansion of social protection in the contributory and non-contributory components promotes the integration of the various areas of social protection, as well as coordination and interoperability among the various national institutions with responsibility in the area of social protection.

GP3. The donor's continuous involvement in the project, through a participatory approach and technical contribution, as well as the levels of flexibility provided are relevant to improve the intervention from the point of view of relevance (adjustment of the project to the changing needs of the beneficiaries) and effectiveness (through the additional technical support provided by the donor institution itself), as well as in achieving coherence between bilateral and multilateral cooperation between the donor and the beneficiary countries.

7. Recommendations (R): Based on evidence, findings, lessons learned and good practices, as well as on the collection of suggestions for recommendations through stakeholder consultations, the evaluation identified a set of recommendations addressed to the Project, SOCPRO/ILO, ITCILO and GEP-MTSSS, as well as to the direct beneficiary partners.

R1. Integrate the main beneficiary entities in the Project Steering Committee, or create technical committees per country. This recommendation aims to increase the levels of knowledge and ownership of the Project by the beneficiaries, as well as to contribute to the adaptability of the annual targets to the idiosyncratic realities of the beneficiary countries.

R2. Define targets for the distinct indicators for the different countries at the level of impact, objectives and outputs of the Logical Framework, which allow, on the one hand, to realistically reflect the contexts and strategic priorities of each country; and on the other hand, to understand the level of achievement of the project in the long term (impact/development objective), medium term (specific/immediate objectives) and short term (outputs). In addition, trying to define, as much as possible, the baselines for each indicator, in order to sustain the definition of the targets, as well as to measure more clearly the causal relationship of the Project's intervention with the achievement of the targets.

R3. Strengthen South-South and triangular cooperation activities to enhance interaction between technical staff from different countries, including training, exchanges and sharing of experiences, especially in a face-to-face format.

R4. Continue to strengthen the reporting capacity of beneficiary countries in relation to social protection data available (e.g. coverage, gender breakdown), as well as the integration of all data available in the countries in ILO databases, more frequently.

R5. Strengthen the Project team to ensure the permanent physical presence of an expert or focal point in each beneficiary country. The presence of experts increases the engagement of countries with Project activities, and favours the establishment of synergies that can be important for the pursuit of Project objectives. If not possible, identify strategies to compensate for the smaller local support in the countries with more difficulties in implementing activities, e.g. to increase the frequency of missions or to find stronger national synergies aligned with the Project objectives.

R6. Diversify the pool of trainers for the Project, taking into account the importance of the training and capacity building component of the Project, in order to compensate for the lower availability of specialists in the area of social protection from the MTSSS.

R7. Strengthen the involvement of sub-regional offices in the Project, in order to address the difficulties identified in terms of lack of administrative support in the field and, in some cases, lack of communication between sub-regional offices and country experts.

R8. Develop a Communication and Visibility Strategy. An effective visibility strategy promotes greater understanding and ownership of the Project among stakeholders, allows projection of the Project's successes, as well as beneficiary and donor countries. Furthermore, it promotes the replicability of good practices developed by entities outside the scope of the Project.

1. INTRODUCTION

The Final Evaluation of the Project on Strengthening the Social Protection Systems of the PALOP countries and Timor-Leste - Phase 2 (ACTION/Portugal), implemented in Angola, Cape Verde, Guinea-Bissau, Mozambique, São Tomé and Príncipe and Timor-Leste, was carried out between November 2021 and February 2022.

The evaluated project was jointly implemented by the Social Protection Department of the International Labour Organization (SOCPRO/ILO) and the International Training Centre of the ILO (ITC/ILO), and received financial support from the Office of Strategy and Planning of the Ministry of Labour, Solidarity and Social Security of Portugal (GEP-MTSSS). ACTION/Portugal Phase 2 started in January 2019 and will end in April 2022. It aimed to contribute to the strengthening and monitoring of national systems for social protection. Additionally, it addressed the inclusion of PALOP countries and Timor-Leste in a network of information, practices and resources in Portuguese that facilitate the improvement of Social Protection systems. The Project had a total budget of 3,198,290 EUR.

The Final Evaluation covered the entire project cycle, including project design, implementation, management and sustainability. The objective of the final evaluation is to analyse the extent to which the ACTION/Portugal project has achieved its expected results. The evaluation model used was based on the evaluation criteria defined in the ILO guidelines for policy evaluation, as well as the OECD/DAC Quality Standards for Development Evaluation.

Structurally, this evaluation report begins with the evaluation framework, which contextualizes the project to be evaluated, as well as the evaluation objectives. Next, the methodology followed is explained, including the evaluation criteria and questions, the methods of data collection and analysis, the sample, the ethical considerations observed, as well as the limitations experienced during the course of this evaluation, and the mitigation measures planned. After the contextual and methodological framework, the report continues with the explanatory assessment of the evaluation findings, following a logic of segmentation by evaluation criteria, which include: relevance, congruence and strategic fit, validity of the design, effectiveness, efficiency of management, efficiency of resource use, Impact orientation and sustainability of the outcomes, and analysis of the implementation of midterm evaluation recommendations. Finally, the conclusions are presented, and the main lessons learned, good practices, and recommendations emerging throughout the evaluation are systematized.

As a supplement to this report, a set of data and relevant documents are presented in annex, namely: timeline of the evaluation, list of interviews with beneficiaries, data collection tools (interview guide and surveys to beneficiaries and expert trainers), evaluation matrix, logical framework, planned versus achieved results, lessons learned and good practices following the

ILO model, evaluation summary sheet following the ILO model, literature consulted, and the Terms of Reference for this evaluation.

2. EVALUATION FRAMEWORK

2.1. PROJECT FRAMEWORK

The ACTION/Portugal project was designed and developed to address needs identified at the level of social protection systems in Portuguese-speaking African Countries (PALOP) - Angola, Cape Verde, Guinea-Bissau, Mozambique and São Tomé and Príncipe - as well as in Timor-Leste. With due regard for national idiosyncrasies, the beneficiary countries have common contexts and challenges in terms of the coverage, extension and monitoring of their social protection systems, as well as the protection of the most vulnerable populations. Some key indicators help to highlight the common contexts and challenges, as well as their own particularities. For example, the beneficiary countries ranked in 2018 and 2019 at medium or low levels of the Human Development Index (HDI) (see Table 1)¹.

Table 1 - Human Development Index (HDI), PALOP and Timor-Leste, 2018 and 2019

Country	2018	2019	Annual Change
Angola	0.574	0.581	+ 0.007
São Tomé and Príncipe	0.609	0.625	+ 0.160
Cape Verde	0.651	0.665	+ 0.014
Guinea-Bissau	0.461	0.480	+ 0.019
Mozambique	0.446	0.456	+ 0.010
Timor-Leste	0.626	0.606	- 0.020

HDI rankings. **Very high:** 0.800 to 1, **High:** 0.700 to 0.799, **Medium** 0.550 to 0.699, **Low:** 0 a 0.549.

Source: Evaluator, based on: UNDP, "Human Development Report" 2019 and 2020

In terms of social protection, coverage levels remain below 50% for most social protection floors, with the exception of coverage of old age pensions and/or subsidies to support the elderly, which in Cape Verde and Timor-Leste² registered, in 2020, high coverage of 84.8% and 100%, respectively³. The labour market is also fragile, with high percentages of workers living in poverty⁴, as well as high incidence percentages of informal employment. In the last year for which data are available, in the cases of Mozambique (2015) and Guinea-Bissau (2018) the incidence of informal employment was over 90%, in Angola (2011) over 80%, in Timor-Leste over 70%, and in

¹ UNDP (United National Development Programme), "Human Development Report 2019", 2019.; UNDP (United National Development Programme), "Human Development Report 2020", 2020.

² In Timor-Leste this is the SAll-Subsidy to Support the Elderly and Invalids.

³ ILO (International Labour Organization): "SDG indicator 1.3.1 – Proportion of population covered by social protection floors/system (%) – Annual", SDG_0131_SEX_SOC_RT_A, June 2021, <https://ilostat.ilo.org/data/#> (consulted the 06/01/2022).

⁴ ILO (International Labour Organization): "SDG indicator 1.1.1 - Working poverty rate (percentage of employed living below US\$1.90 PPP) (%) - Annual", SDG_0111_SEX_AGE_RT_A, January 2022, <https://ilostat.ilo.org/data/#> (consulted the 18/01/2022).

Cape Verde (2015) over 60%⁵. Additionally, considering that the pandemic period COVID-19 highlighted the link between access to health services and social protection, it should be noted that the coverage rates of universal access to health services in beneficiary countries still present some weaknesses⁶.

It is in this context of weaknesses in the social protection systems of the PALOP countries and Timor-Leste that the Project ACTION/Portugal (Phase II) was developed between January 2019 and April 2022 (expected). Consistent with the Global Programme for Social Protection floors, as well as with the Sustainable Development Goals (SDGs) of the 2030 Agenda, the Project defined four main lines of intervention, namely: 1) assistance to national institutions in the design, implementation and evaluation of national social protection floors; 2) training and institutional strengthening; 3) access to information and educational resources in the area of social protection in Portuguese; and 4) exchange of good practices between the countries of the Community of Portuguese-Speaking Countries (CPLP) on social protection floors.

For the second phase of ACTION/Portugal, a budget of 3,198,290 EUR was stipulated, financed by the GEP-MTSSS of Portugal. Its implementation was the responsibility of SOCPRO/ILO and ITCILO.

More than an ad hoc project, ACTION/Portugal is the legacy of a systematic and ongoing process of improving social protection systems in beneficiary countries. This process has been developed over the last decades through an important partnership between GEP-MTSSS and ILO. Briefly, in 1999 the first project between the ILO and Portugal was agreed and implemented, focusing on social inclusion issues. At the time, the Project was implemented in articulation with the PROSOCIAL Project, one of the first-generation programmes developed by the ILO in PALOP countries. Between 2003 and 2009, 3 more projects in the area of social protection were agreed between ILO and Portugal: STEP Portugal 2 (2003), STEP Portugal 3 (2007) and STEP/Portugal Phase II (2009-2013) . Following this, the first phase of the ACTION/Portugal project was developed between September 2015 and December 2018. During the first phase, the project focused on the extension of social protection and the promotion of social policies. ACTION/Portugal (Phase II) is therefore a project of continuity, representing a long-term commitment to improving the social protection systems of the PALOP countries and Timor-Leste.

In the second phase of ACTION/Portugal (2019-2022) the development objective was defined as “to contribute to improving the social protection coverage and the quality of statistics in Angola, Cape Verde, Guinea-Bissau, Mozambique, São Tomé and Príncipe and Timor-Leste”. The strengthening of protection coverage is perceived by the Project - and by the ILO - as a mechanism to strengthen the social contract, as well as to reinforce the economic and social stabilizers of beneficiary countries. As contributors to the development objective, and as per the Project's logical framework (see Annex 5) the project has four immediate objectives:

- **Immediate objective 1** - Governments have developed and implemented policies, plans and programmes to extend social protection (including health) coverage and/or modified the legal framework to extend social protection in line with the guarantees of social protection systems and floors, within the framework of the SDGs of the United Nations 2030 Agenda.
- **Immediate objective 2** - The countries, and in particular their social protection institutions and workers' and employers' organizations, have developed, through training activities, their capabilities and skills for implementing, monitoring and evaluating

⁵ ILO (International Labour Organization): “SDG indicator 8.3.1 - Proportion of informal employment in total employment by sex and sector (%) – Annual”, SDG_0831_SEX_ECO_RT_A, January 2022, <https://ilostat.ilo.org/data/#> (consulted the 18/01/2022).

⁶ WHO (World Health Organization): “UHC Service Coverage Index (SDG 3.8.1)”, UHC_INDEX_REPORTED, November 2021, <https://www.who.int/data/gho/data/indicators/indicator-details/GHO/uhc-index-of-service-coverage> (consulted the 07/01/2022).

policies, strategies and programmes related to strengthening and extension of social protection systems and programmes.

- **Immediate objective 3** - The countries have improved their social protection statistics, including the collection, preparation, analysis and dissemination of reliable and quality data to monitor their progress in achieving the SDGs.
- **Immediate objective 4** - Social protection actors have improved access to knowledge and their ability to participate in the global campaign for the extension of social protection, and have transferred good practices to other countries in the field of South-South and Triangular Cooperation.

The overall coordination of the project fell to SOCPRO/ILO and ITC/ILO, and two management mechanisms were defined: Steering Committee, and Technical Team.

- **Steering Committee.** It meets annually at the headquarters of GEP-MTSSS Portugal. It is composed of three members of the GEP/MTSSS, one representative of SOCPRO/ILO, one representative of the ITC/ILO, as well as two representatives of the ILO Office in Lisbon.
- **Technical Team.** The execution of the Project was assigned to the technical team and the configuration was divided into subprojects which are presented below:
 - Global Subproject, SOCPRO/ILO, ILO Headquarters (Switzerland) - responsible for the technical coordination of the project, with the Coordinator in Lisbon.
 - ITC/ILO Subproject, Turin (Italy) - responsible for training, capacity building and exchange of experiences.
 - Lusaka Subproject (Zambia) - responsible for decentralized budget management of activities in Mozambique.
 - Yaoundé Subproject (Cameroon) - in charge of decentralised budget management of activities in Sao Tome e Principe.
 - Dakar (Senegal) subproject - in charge of decentralised budget management of activities in Cape Verde and Guinea-Bissau.
 - Jakarta Subproject (Indonesia) - responsible for the decentralized budget management of activities in Timor-Leste.
 - Additionally, at the technical level, ILO field experts were defined, responsible for the implementation of the Project in the PALOP countries and Timor-Leste. One technician was assigned to Cape Verde and Guinea-Bissau, one to Mozambique, and one to Timor-Leste. These were supported (backstopping) by Decent Work teams in Dakar (Senegal), Jakarta (Indonesia), Yaoundé (Cameroon), and Bangkok (Thailand). The Project was also supported by ILO focal points in São Tomé and Príncipe and Angola (starting in 2021).

2.2. OBJECTIVES OF THE EVALUATION

2.2.1. DEVELOPMENT OBJECTIVE

The final independent evaluation aims at examining the extent to which the project objectives, outcomes outputs and activities have been achieved, regarding efficiency, effectiveness and sustainability. The final evaluation will also formulate conclusions and recommendations, as well as will generate lessons learned and good practices. The intended uses relate to accountability, organisational learning and sharing of results with SOCPRO/ILO, the ITCILO, the GEP-MTSSS of Portugal, as well as with the project beneficiaries themselves.

According to the Terms of Reference (ToR), the immediate objectives of the evaluation include:

- Project achievements;
- How it has been implemented;
- How it is perceived and valued by target groups and stakeholders;
- Expected results;
- Appropriateness of the project design;
- Measures taken in response to the recommendations of the mid-term review;

- Effectiveness of the project's management structure;
- Sustainability of the project objectives bearing in mind relevant contextual and political factors;
- Management of the project activities;
- Partnerships and management systems necessary to ensure the fulfilment of the outputs and objectives;
- Capacity of government and other main counterparts were sufficient to sustain all the support received.

2.2.2. EVALUATION SCOPE

In accordance with the ToR, the following thematic, geographic and chronological scope of the Project was determined:

- **Thematic:** The evaluation focused on the Project's contribution to strengthening the social protection systems at national level in the PALOP countries and Timor-Leste.
- **Geographic:** comprised the Project's areas of intervention in the PALOP countries and Timor-Leste.
- **Chronological:** comprised the project implementation period from January 2019 to December 2021, also considering relevant actions that will take place during the Project extension period until 30 July 2022.

2.2.3. EVALUATION USERS

The intended users of this evaluation are SOCPRO/ILO, ITCILO, GEP-MTSSS as well as the beneficiaries and partners of the project in the PALOP countries and Timor-Leste.

2.2.4. EVALUATION CHRONOGRAMME

The evaluation was conducted between November 2021 and February 2022. The detailed work plan is presented in Annex 1.

3. CRITERIA AND EVALUATION QUESTIONS

The Evaluation was based on the criteria defined in the ILO Guidelines for Policy Evaluation: Principles, Justification, Planning and Management of Evaluations, 3rd ed. (August 2017). The evaluation also followed the approaches to international development assistance defined by the Organization for Economic Cooperation and Development-Development Assistance Committee (OECD/DAC) Quality Standard for Development Evaluation, and the United Nations Evaluation Group (UNEG) Code of Conduct for Evaluations. In addition, the checklists developed by the ILO for the orientation of evaluations were considered, namely Checklist 3 for "Preparation of the inception report", Checklist 5 "Preparation of the evaluation report", as well as Checklist 6 "Evaluation of the quality of the evaluation report".

The evaluation criteria followed were:

- Relevance, coherence and strategic fit of the project
- Validity of the project design
- Effectiveness
- Efficiency of management
- Efficiency of resources use
- Impact orientation and Sustainability of the outcomes

Gender and non-discrimination considerations were also weighed as part of the evaluation. In addition, two issues were taken into consideration across the board throughout the evaluation:

- What are the Project good practices and lessons learned that can be applied to future projects?
- What could have been different and should have been avoided?

In addition to these, a set of questions were developed in the ToRs to guide the evaluation. These have been revised by the Evaluator, as set out below.

Relevance, coherence and strategic fit

- Does the Project design effectively address the national development priorities, DWCP (if available), UNDAF/UNSDCF and donor's specific priorities/concerns in the PALOP and Timor-Leste?
- Does the Project design effectively integrate the interests of different stakeholders and final beneficiaries of social protection programmes?
- To what extent does the Project implementation strategy include the proper interventions to contribute to the objective of linking contributory and non-contributory social security programs?

Validity of intervention design

- Is the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- Are the indicators of the achievements clearly defined, describing the changes to be brought about? Is the project Theory of Change comprehensive, integrate external factors and is based on systemic analysis?
- To what extent has the Project integrated ILO cross cutting themes (Gender, non-discrimination, disability and environmental sustainability) in the design?
- To what extent are the output and outcome indicators of the project gender-inclusive?

Effectiveness

- To what extent have the overall Project goals, immediate objectives, and expected outputs, qualitatively and quantitatively been achieved?
- What kind of assessment can be made of the Project's achievements in terms of:
 - Improvements in the effectiveness and outcomes of social protection institutions in the PALOP and Timor-Leste, achieved through the acquisition of new competencies, the definition of policies and programs, and the use of suitable management methods and an improved ability to coordinate efforts nationwide.
 - Guaranteeing access for the different actors involved in extending social protection to new resources of information on best practices and research worldwide, enabling them to learn and improve the scope and effectiveness of social protection.
 - Improvements in the social protection statistics of social protection institutions, and quality data to monitor their progress in achieving the SDGs.
- What were the achievements and challenges registered during the course of the implementation?
- In which areas has tripartism been integrated successfully?
- To which extent have the social partners been involved in the implementation of the project?
- To what extent the Project respond in a timely and relevant manner to the needs and priorities of constituents in the context of COVID-19?
- To what extent has the COVID-19 Pandemic influenced project results and effectiveness and how the project have addressed this influence to adapt to changes? Does the intervention models used in the project suggest an intervention model for similar crisis (COVID-19) response?
- To what extent is the implementation of the Project coordinated with other ILO, UN and government initiatives in social protection, as well as other cooperation partners and projects?
- What was the level of coordination and collaboration achieved with the GEP-MTSSS in the implementation of the Project, and with the ITC-ILO and the ILO field experts?

Efficiency of management

- Are management capacities adequate and facilitate good results and efficient delivery? Is there a clear understanding of the roles and responsibilities by all parties involved?
- Does this Global project receive adequate political, technical and administrative support from its national partners, the ILO, and the donor?
- Has cooperation with the project's implementing partners been efficient? Has a participatory/consultative approach been applied?
- How effectively does the project management monitor performance and results? Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
- How strategic are the implementing partners in terms of mandate, influence, capacities and commitment?
- Is relevant information and data systematically being collected and collated? Is data disaggregated by sex (and by other relevant characteristics, if relevant) and properly communicated?
- What are the partnership arrangements in the implementation of the Project at various levels, community, municipal, inter-ministerial, interdepartmental, and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships?

Efficiency of resource use

- Has the Project implementation benefited from the ILO's technical resources and international experiences efficiently and in what ways?
- What evidence is there of cost-effectiveness in the Project's implementation and management? (Have project's funds and outputs been used and delivered in a timely manner)? Are there more time and cost efficient alternatives?
- To what extent have synergies and complementarity with other cooperation projects/agencies been promoted in terms of resources?

Impact orientation and Sustainability of the outcomes

- Are the Project's achievements sustainable, including on gender equality? What are the elements of the programme achievements that are not likely to be sustainable?
- To what extent have the beneficiaries taken ownership of the project results?
- What are the necessary actions/interventions by the ILO and donors to ensure that the achievements of the programme can be sustained and provide a meaningful platform for further capacity building of the national partners of the PALOP and Timor-Leste?
- What are the impacts of the project?
 - What are the emerging impacts of the project and the changes that can be causally linked to the project's intervention?
 - What are the realistic long-term effects of the project in terms of enhancing institutional capacity and the extension of social protection?
 - To what extent has the project made a significant contribution to broader, longer-term development impact?
- Have the risk factors that need to be mitigated to ensure maximum and sustainable capacity enhancement after the conclusion of the Project been addressed?
- How likely will the ILO project lead to results that will be sustained or integrated in other post-pandemic response over time? Has the ILO project developed a sustainability strategy and worked with constituents and other national counterparts to sustain results during the recovery stage?

4. METHODOLOGY

4.1. DATA COLLECTION METHODS AND SAMPLE

The evaluation used a mixed methodology, combining qualitative and quantitative data from various sources. It followed a participatory approach in accordance with *ILO Guidance Note 7: Stakeholder participation*. The data collection methods are now explained.

4.1.1. METHODOLOGICAL BRIEFING SESSION WITH OIT EVALUATION MANAGERS

A methodological briefing session was held on November 12, 2021 between the independent evaluator and the Evaluation Manager to brief the evaluator on the ILO guidelines for evaluations as well as the expectations of the evaluation.

4.1.2. DESK REVIEW

The desk review included information from Project documents, progress reports, and grey literature. This information was important to obtain an overview of the initiative, identify knowledge gaps, and help develop hypotheses about the evaluation criteria. The documents consulted are presented in *Appendix 8 - Bibliography*.

4.1.3. SECONDARY QUANTITATIVE DATA ANALYSIS

The Evaluation consulted and analyzed data collected throughout project implementation, which was shared by the project team. In addition, the evaluation collected relevant statistical data from reputable and reliable national and international sources (e.g., ILOstats). As with the desk review, the sources used are duly identified in the body of the document and organized in the bibliography attached to this report.

4.1.4. QUALITATIVE SEMI-STRUCTURED INTERVIEWS

As part of the evaluation, videoconference interviews were conducted with 35 key informants (18 women and 17 men) from implementing agencies, project team and beneficiary partners. Participants were purposively identified based on recommendations from the Project team and through the snowballing sampling technique. The questions for the interviewees were specifically designed to reveal the extent of the interviewees' awareness of the activities, as well as their perceptions about changes or improvements resulting from the Project activities. The interview scripts and list of interviewees can be found in Annexes 3 and 2, respectively.

4.1.5. ONLINE SURVEYS

The evaluation formulated two typologies of survey. One typology addressed to the beneficiaries of the Project, and one typology addressed to the expert trainers in the Project.

Surveys of beneficiary partners. This type of survey collected information on the results of ACTION/Portugal interventions from beneficiary partners. The questionnaire was based on the questions used in the beneficiary survey for the mid-term evaluation exercise of ACTION/Portugal in 2020, with the aim of comparing results. The aim was to gather quantitative data, which were complementary to the qualitative data collected during the semi-structured interviews carried out individually with the beneficiaries. The survey was sent by e-mail to 49 participants in the project activities, belonging to the beneficiary organizations in all the beneficiary countries, of which 22 responded (see Table 2). The participants for the survey application were identified by the Project Management. Participation in the survey was dependent on having an email address, access to a computer with internet access, and availability to respond to the survey. The survey guides and the list of completed surveys can be found in Appendices 3 and 2, respectively.

Table 2 - Participants of the beneficiary organizations' surveys

	Surveys Sent	Surveys answered	
		#	%
Angola	7	2	28%
Cape Verde	8	2	25%

Guinea-Bissau	5	3	60%
Mozambique	22	14	63%
São Tomé and Príncipe	2	1	50%
Timor-Leste	5	-	0%
Total	49	22	44%

Survey of expert trainers. The aim was to collect information from the expert trainers from the MTSSS, the Institute of Social Security (ISS), the Directorate General of Social Security (DGSS), and the Institute of Financial Management of Social Security (IGFSS) of Portugal who participated in the preparation and implementation of the Project activities related to capacity building of human resources of the institutions of the social protection system in the beneficiary countries. The Expert Trainers were purposively identified based on the recommendations of the Project Team. Surveys were sent to 10 expert trainers who were involved in the activities, of which 7 responded (i.e. 70%).

Both surveys were applied online (Google survey software). Invitations were sent by e-mail to each beneficiary. The survey included a section with the respondents' information in order to analyse and identify the results by different categories, namely: age, gender, nationality, country and institution/organization (see Annex 3.3).

4.1.6. PRESENTATION/DEBRIEFING WORKSHOP

After the written presentation of the preliminary assessment report to the stakeholders, and after collecting feedback from them, an online presentation workshop will be held, with the presence of representatives of the entities involved, to present the main findings of the Evaluation.

4.2. DATA ANALYSIS

The evaluation conducted a systematic review and analysis of all data, identifying key themes, patterns, causal relationships, and explanations relevant to the evaluation questions and indicators. The evaluation used different lines of evidence and triangulation of sources.

Qualitative data

Content analysis techniques were used for the analyses of the interviews. The content analysis process was composed of two sequential steps: 1) direct content analysis for identification of the themes addressed by the interviewees by evaluation criteria, and 2) conventional content analysis, for identification of emerging themes and patterns within the categories previously selected through the direct content analysis. In this process, the semi-automatic content analysis software Dedoose was used.

Quantitative data

Data collected through the surveys applied to beneficiaries and expert trainers, as well as secondary data, were analyzed using descriptive statistics and, when possible, disaggregated by country and gender.

4.3. ETHICAL CONSIDERATIONS

Data collection and processing were carried out in full compliance with the following documents: International Labour Organization (ILO) Code of Conduct: Agreement for Evaluators and UNEG Ethical Guidelines for Evaluation, which include the following principles:

- **Intentionality:** take into consideration the usefulness and necessity of an evaluation from the outset;
- **Conflict of Interest:** commitment to avoid conflicts of interest in all aspects of the work, thus upholding the principles of independence, impartiality, credibility, honesty, integrity and accountability;

- Obligations with participants: appropriate and respectful engagement with participants in assessment processes, upholding the principles of confidentiality and anonymity and their limitations; dignity and diversity; human rights; gender equality; and prevention of harm;
- Evaluation processes and products: ensuring accuracy, integrity and reliability; inclusiveness and non-discrimination; transparency; and fair and balanced reporting that recognises different perspectives; and
- Omissions and wrongdoing: discreetly reporting the discovery of any apparent misconduct to a competent body.

The evaluation took into consideration the integration of cross-cutting elements of human rights, equity and gender equality, based on the Guiding Document *Integrating Human Rights and Gender Equality in Evaluations* and *United Nations System Wide Action Plan for Gender Equality and Empowerment of Women (UN-SWAP)*.

The evaluator took the following steps to respect these ethical principles:

- Ensure informed consent from interviewees;
- Respect confidentiality and anonymity;
- Integrate specific evaluation questions to address gender and equity issues in the evaluation design.

4.4. LIMITATIONS AND MITIGATION MEASURES

The limitations of the evaluation were mainly related to the data collection process.

The interviews with the project team and beneficiaries occurred exclusively remotely through the Zoom platform. Overall, the use of the online platform allowed for an agile and efficient collection of information. However, it should be noted that sometimes connection breakdowns interrupted the logical thinking of the respondents, which may have caused losses. Additionally, the absence of field visits negatively influences the engagement process of the beneficiary partners in carrying out the consultations. At this point we highlight the reduced number of interviews with beneficiaries from São Tomé and Príncipe, as well as with beneficiaries from workers' organizations and representatives of entrepreneurs.

With regard to the collection of quantitative data, the surveys applied to the beneficiaries show some disparity in terms of the number of responses per country. This is due to the fact that the number of beneficiaries per country identified by the project management team for consultation is also disparate. In this sense, this evaluation has not analyzed survey responses by country, but rather globally.

Given the absence of targets in the indicators of the logical framework of the Project Document (PRODOC) and/or annual activity plans, the evaluation considered the targets defined in the annual activity reports for the purpose of analyzing the project results.

5. EVALUATION FINDINGS

5.1. RELEVANCE, CONGRUENCE AND STRATEGIC FIT

The evidence gathered during this evaluation allows us to assess the relevance of the project in the context of the PALOP countries, as well as the full alignment of the project's objectives with national development priorities, with the objectives of the funding and implementing entities, and with the SDGs.

This evaluation was based on three types of indicators. Firstly, it used statistical data made available in databases of recognised quality. Secondly, it considered the perceptions of the various stakeholders and beneficiaries of the Project, expressed in the survey applied, as well as in the interviews conducted. Thirdly, it analysed key national and international strategic documents in the field of social protection.

As shown in Table 3, the social protection and labour market context in the beneficiary countries revealed weaknesses that the project sought to address.

With regard to social protection, the **indicators** relating to target 1.3 of the SDGs - Percentage of the population covered by social protection systems or floors -, collected by the ILO, indicate that coverage tends to be low in the various areas of social protection (e.g. disability assistance, maternity, unemployment) in the PALOP countries and Timor-Leste. In fact, at the time of the beginning of the Project, only two indicators exceeded the 50% mark of social protection coverage in some countries, namely: 1) the percentage of people above the legal retirement age receiving an old age pension and/or subsidies to support the elderly which recorded a coverage of 92.1% in Cape Verde in 2017, 52.5% in São Tomé and Príncipe in 2016, and 89.7% in Timor-Leste in 2016; and 2) the percentage of people in poverty covered by a social protection system which recorded a coverage of 94.9% in Timor-Leste in 2018⁷. Despite a positive evolution in the coverage rates in 2020, coverage tended to remain low, so the relevance of the Project remains.

Similarly, some labour indicators indicated the need for the expansion of social protection systems. For example, the rate of workers in poverty was quite high in Guinea-Bissau, Mozambique and Angola in 2017, with values above 30%⁸. Additionally, the labour market in the PALOP countries and Timor-Leste showed an incidence of over 60% informal employment⁹. In addition to negative effects on working conditions and labour rights, informal employment status negatively influences access to social protection¹⁰. The situation in these indicators, for which data is available, has not changed significantly in 2019.

The pandemic situation COVID-19 highlighted the link between health and social protection. In this sense, this assessment considered it pertinent to analyse the coverage index of universal access to health services. As with the other indicators, the coverage indices in the PALOP countries and Timor-Leste are relatively low. This situation highlights potential gaps in the social protection systems of the beneficiary countries, for which social responses may be necessary.

The gaps in the data in Table 3 could suggest the absence of programmes or initiatives in the various branches of social protection systematized under SDG indicator 1.3.1. Such an interpretation would be partially misleading. For example, the ILO's World Social Protection Report 2017-2019 noted that Angola provided social protection in six branches (i.e., child and family, maternity, accidents at work and occupational diseases, disability/disability, survivor, old age), but for Angola, the report presented data only for the old age branch (the list of branches of social protection in beneficiary countries is presented in Table 5). Thus, it is clear that there are gaps in the availability of statistical data on social protection in the PALOP countries and in Timor-Leste. Statistical data on social protection is essential to strengthen the decision-making capacity of policy makers and decision makers, as well as the adequacy of programmes and policies to national realities. Thus the insufficiencies in the availability of social protection statistics reinforce the relevance of the Project, whose action also devotes resources to improving

⁷ ILO (International Labour Organization): "SDG indicator 1.3.1 – Proportion of population covered by social protection floors/system (%) – Annual", SDG_0131_SEX_SOC_RT_A, June 2021, <https://ilostat.ilo.org/data/#> (consultado a 06/01/2022).

⁸ ILO (International Labour Organization): "SDG indicator 1.1.1 - Working poverty rate (percentage of employed living below US\$1.90 PPP) (%) - Annual", SDG_0111_SEX_AGE_RT_A, January 2022, <https://ilostat.ilo.org/data/#> (consultado a 18/01/2022).

⁹ ILO (International Labour Organization): "SDG indicator 8.3.1 - Proportion of informal employment in total employment by sex and sector (%) – Annual", SDG_0831_SEX_ECO_RT_A, January 2022, <https://ilostat.ilo.org/data/#> (consultado a 18/01/2022).

¹⁰ ILO (International Labour Organization): "Women and men in the informal economy: a statistical picture (third edition)", ISBN 978-92-2-131581-0, 2018.

the process of data collection and production of social protection statistics. In 2020, the availability of social protection statistics has increased in beneficiary countries, but weaknesses remain.

The external indicators thus suggest that the Project addressed relevant aspects in the various PALOP and TL, namely the strengthening of national social protection structures in order to expand supply, as well as the objective of reinforcing the statistical component of social protection data.

Table 3 - Social Protection Indicators, disaggregated by country, base year and most recent year

	Angola		Cape Verde		Guinea-Bissau		Mozambique		São Tomé and Príncipe		Timor-Leste	
	Base year	2020	Base year	2020	Base year	2020	Base year	2020	Base year	2020	Base year	2020
SDG Indicator 1.1.1 – Worker poverty rate (percentage of workers living below US \$1.90 PPP), 25+ years (%) - Annual (Working poverty rate)¹	39.3 (2017)	45.9 (2019) +6.6	1 (2017)	0.6 (2019) -0.4	59.8 (2017)	58.1 (2019) -1.7	58.5 (2017)	58.5 0	-	-	16.8 (2017)	16.4 (2019) -0.4
SDG Indicator 1.3.1 – Proportion of population covered by social protection floors/systems (%) – Annual												
▪ <i>Population covered by at least one social protection benefit</i>	9.9 (2017)	10.5 +0.36	30.4 (2017)	39.2 +8.8	-	0.9	10.9 (2016)	13.4 +2.5	-	11.5	-	30.6
▪ <i>Persons above retirement age receiving a pension</i>	14.5 (2012)	-	92.1 (2017)	84.8 -7.3	-	0.2	17.3 (2016)	52.5 +35.2	52.5 (2016)	71.5 +19	89.7 (2016)	100 +10.3
▪ <i>Persons with severe disabilities collecting disability social protection benefits</i>	-	-	30.2 (2017)	30.1 -0.1	-	0.2	2.6 (2017)	-	-	1.6	19.9 (2017)	21.6 +1.7
▪ <i>Unemployed receiving unemployment benefits¹¹</i>	-	-	0.9 (2017)	3 +2.1	-	-	-	-	-	-	-	-
▪ <i>Mothers with newborns receiving maternity benefits</i>	-	-	-	19.3 (2020 or more recent) ⁵	-	-	-	0.3 (2020 or more recent) ⁵	-	2.0 (2020 or more recent) ⁵	-	-
▪ <i>Employed covered in the event of work injury</i>	-	-	-	50	-	-	-	6.2	-	20.9	-	31.3
▪ <i>Children/households receiving child/family cash benefits</i>	-	-	38.2 (2017)	37.9 ¹² -0.3	-	-	-	0.3	-	-	-	38.2
▪ <i>Poor persons covered by social protection systems</i>	-	-	-	11.1	-	-	-	-	-	0.9	94.9 (2018)	-
▪ <i>Vulnerable persons covered by social assistance</i>	5.5 (2017)	5.1 -0.4	5.8 (2016)	19.8 +14	-	-	8.2 (2016)	10.1 +1.9	-	-	-	26.5
SDG Indicator 3.8.1 – UHC service coverage index³	38.53 (2017)	38.69 (2019)	67.73 (2017)	69.41 (2019)	37.92 (2017)	37.1 (2019)	46.17 (2017)	46.8 (2019)	60.08 (2014)	60.25 (2019)	50.26 (2017)	52.51 (2019)

¹¹ Valid only for Cape Verde.

¹² This percentage does not yet reflect the value provided in the Statistical Bulletin of the Social Protection System in Cabo Verde, 2016 – 2020 (42.3% in 2020).

		+0.16		+1.68		-0.82		+0.63		+0.17		+2.25
SDG Indicator 8.3.1 – Proportion of informal employment in total employment , by sex – total -, and sector – Agriculture, Non-Agriculture: Total⁴	84.3 (2011)	-	63.8 (2015)	-	94.8 (2018)	-	95.7 (2015)	-	-	-	71.6 (2013)	-

Fonte: The evaluator, based on:

¹ ILO (International Labour Organization): “SDG indicator 1.1.1 - Working poverty rate (percentage of employed living below US\$1.90 PPP) (%) - Annual”, DG_0111_SEX_AGE_RT_A, January 2022, <https://ilostat.ilo.org/data/#>

² ILO (International Labour Organization): “SDG indicator 1.3.1 – Proportion of population covered by social protection floors/system (%) – Annual”, SDG_0131_SEX_SOC_RT_A, June 2021, <https://ilostat.ilo.org/data/#>

³ WHO (World Health Organization): “UHC Service Coverage Index (SDG 3.8.1)”, UHC_INDEX_REPORTED, November 2021, <https://www.who.int/data/gho/data/indicators/indicator-details/GHO/uhc-index-of-service-coverage>

⁴ ILO (International Labour Organization): “SDG indicator 8.3.1 - Proportion of informal employment in total employment by sex and sector (%) – Annual”, SDG_0831_SEX_ECO_RT_A, January 2022, <https://ilostat.ilo.org/data/#>

⁵ ILO (International Labour Organization): “World Social Protection Report 2020-2022”, 2021. Nota-se que os valores constantes neste relatório se referem a 2020 ou ao último ano disponível, não sendo possível distinguir os mesmos, daí ter-se optado pela introdução da a formulação “2020 ou mais recente”.

The consultation with beneficiaries and stakeholders indicates a similar conclusion. According to the results of the **online survey** applied by this evaluation to the beneficiary partners, 80% of the respondents declared they 'agree' or 'strongly agree' that the project activities were aligned with the needs of their respective institutions. Only 5% disagreed, and 15% remained neutral. In addition, 81% of the respondents declared they 'agree' or 'strongly agree' that the project activities corresponded to the mission and objectives of their respective institutions. No respondents disagreed. These results are in line with the results obtained by the survey applied during the mid-term evaluation of November 2021¹³.

During **interviews** with beneficiaries, it was consistently reported that there was consultation and dialogue in the preparation of project activities, which favoured the participation of beneficiary institutions in actions and activities that were more aligned with their strategic orientations. Transversally, the focus on capacity building for human resources and the project's participation in the development, adaptation or improvement of national sector strategies were highlighted as examples of alignment with the respective institutional strategies.

The analysis of key strategic documents reinforces the relevance, congruence and strategic adaptation of the Project to the context and priorities of the beneficiary countries. Specifically, the Project aligns with the following strategies:

Angola: The Project is aligned, for example, with the National Development Plan 2018-2022. In its Axis I - Human Development and Welfare - the Plan defined as an intervention priority the modernization of the social protection system. It defined the objectives as increasing the personal and material coverage of the mandatory social protection system, ensuring the financial sustainability of the system, and promoting the quality of public service provision¹⁴.

Cape Verde: The Project is aligned with the Strategic Plan for Sustainable Development 2017/2021, namely with Goal 3, whose intervention axes included access to income and basic social services (e.g., implementation of the Social Inclusion Income), care system for dependents, socioeconomic inclusion of people with disabilities, comprehensive attention to families in vulnerable situations, integration of immigrant families, as well as the protection of children and adolescents against situations of personal and social risk¹⁵.

Guinea-Bissau: The Project is aligned with the Strategic and Operational Plan 2015-2020 "Terra Ranka" which, among several objectives, aimed at strengthening the country's social protection system¹⁶. Additionally, the Project is aligned with the National Development Plan 2020-2023, namely with Strategic Objective 1 (Consolidate the democratic rule of law, reform and modernise public institutions) which, among other objectives, aims to improve the capacity building of human resources, including in the area of social protection¹⁷.

Mozambique: The Project is in line with the National Development Strategy 2015-2035, specifically in the pillars "Development of human capital" which provided for the implementation of basic social protection and assistance programmes for the most vulnerable population groups. The plan included as a target the extension of social protection from a coverage rate for this group of 9% in 2014 to 75% in 2035¹⁸. Other documents have set relevant objectives for social protection coverage such as the Strategic Plan for Public Finance 2016-2019, notably aiming to develop and strengthen the state social security area, which included the establishment of the National Institute of Social Security (INPS) at the national level, as well as improvement in the system and sustainability, including at the management level, of the pension system¹⁹. Similarly,

¹³ ACTION/Portugal: "Mid-Term Evaluation Report", 2021.

¹⁴ Angola: "National Development Plan 2018-2022 Vol. I", 2018.

¹⁵ Cabo Verde: "Strategic Sustainable Development Plan 2017/2021", 2018.

¹⁶ Guinea-Bissau: "Guinea-Bissau 2025 Strategic and Operational Plan 2015-2020 "Terra Ranka"", 2015.

¹⁷ Guinea-Bissau (Ministry of Economy, Planning and Regional Integration): "National Development Plan 2020-2023", 2020.

¹⁸ Mozambique: "National Development Strategy (2015-2035)", 2014.

¹⁹ Mozambique (Ministry of Economy and Finance): "Public Finance Strategic Plan 2016-2019". 2016.

the Five-Year Government Programme: 2020-2024 established the goal of expanding the number of beneficiaries of the Social Protection Programmes, under the Strategic Objective "Promote gender equality and equity, Social Inclusion and protection of the most vulnerable segments of the population".²⁰

São Tomé and Príncipe: The Project aligns with Development Plan 2017-2021, specifically with the objective of "developing and extending the sustainable system of mandatory and contributory social protection that effectively covers the risks of disability, old age and death for all families participating in the system"²¹. More recent documents such as São Tomé and Príncipe's National Sustainable Development Plan 2020-2024 maintain the goal of strengthening the social protection system²².

Timor-Leste: Regarding Timor-Leste, the Project falls under the Strategic Development Plan 2011-2030. The plan set as a goal the establishment of a universal social security system through contributions, the development of social safety net packages for vulnerable families²³. More recently, the National Strategy for Social Protection (ENPS) for the period 2021 - 2030, elaborated with support from the Project, listed as strategic objectives the reduction of poverty, the improvement and social expansion of social security for workers and institutional development²⁴.

ILO: The Project falls within the scope of a wide range of ILO Conventions and Recommendations, in particular the Social Security (Minimum Standards) Convention, 1952 (C102), and the Social Protection Floor Recommendation, 2012 (R202)²⁵. It also aligns with the objectives of the Global Campaign for Social Protection floors²⁶, as well as with the priorities expressed in the ILO Work Programme and Budget for the Biennium 2018-2019, with particular focus on *Outcome 3*²⁷. The ILO Work Programme and Budget for the Biennium 2022-2023 maintains the focus on improving social protection floor systems in *Outcome 8*²⁸. Specifically for beneficiary countries, the Project fits into the Decent Work Country Programmes (DWCP) of Angola (2015-2018), Cape Verde (2012-2015), Guinea-Bissau (2012-2015), Mozambique (2011-2015), São Tomé and Príncipe (2018-2021)²⁹, and Timor-Leste (2016-2020).

SDG: The project mainly addresses SDG 1 (goal 1.3). Directly or indirectly, it also contributes to SDG 3 (target 3.8), 5 (target 5.4), 8 (target 8.5), 10 (target 10.4).

Sponsor - GEP-MTSSS: The Project is aligned with the Strategic Concept of Portuguese Cooperation 2014-2020, namely with Axis II - "Human development and global public goods", paragraph E - "Promotion of social protection, social inclusion and employment"³⁰.

From the foregoing, then, we conclude that the Project was relevant, congruent and adequate at the time of its approval. Furthermore, it is verified that its relevance was maintained.

²⁰ Mozambique: "Five Year Government Programme: 2020-2024", 2020.

²¹ Sao Tome and Principe: "Development Plan 2017-2021", November 2017.

²² Sao Tome and Principe: "National Sustainable Development Plan of Sao Tome and Principe 2020-2024", 2019.

²³ Timor-Leste: "Plano Estratégico de Desenvolvimento 2011-2030", 2010.

²⁴ Timor-Leste: "Meeting of the Council of Ministers of 11 November 2021", 2021.

²⁵ ILO (International Labour Organization): "Building Social Protection Systems: International Standards and Human Rights Instruments", 2020.

²⁶ <https://www.social-protection.org/gimi/Flagship.action>

²⁷ ILO (International Labour Organization): "Programme and Budget for the Biennium 2018-19", 2017.

²⁸ ILO (International Labour Organization): "Programme and Budget for the Biennium 2022-23", 2021.

²⁹ São Tomé and Príncipe and ILO (International Labour Organization): "São Tomé and Príncipe Decent Work Promotion Programme 2018-2021", 2018.

³⁰ Portugal (Presidency of the Council of Ministers): 'Council of Ministers Resolution No. 17/2014', Diário da República, 1st Series, No. 47, 7 March 2014.

5.2. VALIDITY OF THE PROJECT DESIGN

The PRODOC defines a results framework with a Development Objective, four Immediate Objectives and a set of causally related Outputs and Activities. The objectives and outputs clearly contribute to the Project's overall objective: "To contribute to improving social protection coverage and the quality of its statistics in Angola, Cape Verde, Guinea-Bissau, Mozambique, São Tomé and Príncipe and Timor-Leste".

The Project design, based on Convention 102 and Recommendation 202, and framed within the Global Campaign for Social Protection floors, clearly assumed the contextual differences in the various beneficiary countries, and methodologically adopted a flexible stance in the preparation of its annual work plans by country. Flexibility presupposed an active dialogue and consultation with the project beneficiaries in defining the annual results expected in each country. This dialogue and consultation process allowed project activities to be better adapted to the different stages of development of social protection systems in the beneficiary countries. This option favoured the relevance and suitability of the project, as it allowed, on the one hand, maintaining a common core among all beneficiaries and, on the other, adapting to the specific demands of each beneficiary.

This methodological option was a great success with the beneficiaries. Furthermore, the flexibility imbued in the project design was recognised at the international level. In a meta-analysis conducted by the ILO Evaluation Office, the design of ACTION/Portugal was referred to as one of the most successful interventions involving beneficiaries at different stages of development of the social protection system³¹.

Although the methodological basis of the Project's design has great merit that should be replicated in future iterations of the Project, this evaluation detected a number of possible improvements that may be relevant in the future, notably at the level of the logical framework.

Although different strategic priorities were set for different countries, this did not translate into the setting of indicator targets at the level of the immediate objectives of the logical framework. The lack of country targets limits the management of expectations by country and may lead to avoidable imbalances in expectations. The evaluation also found that project indicators are defined exclusively at the immediate objective level. No indicators were defined at the level of the general objective and outputs which would allow an understanding of the level of achievement of the project in the long term (development objective) and in the short term (outputs). Some of the indicators defined at the level of the immediate objective are of an operational nature, for example, Indicator 2.1: "*Number of training, capacity building and experience sharing activities carried out*". This type of indicators relating to the number of training sessions and/or participants could be referred to product indicators, reserving for the immediate objectives indicators that reflect the actual changes in partners and beneficiaries to which the Project has contributed and which allow this contribution to be analysed (for example, Indicator 3.1: "*Level of statistics and indicators made available and updated by the countries for monitoring social protection policies and programmes and for monitoring progress towards the Sustainable Development Goals*").

Taking into account the context and idiosyncrasies of each country covered, the development of country targets could more clearly guide the work of the project, allowing project management, donor and stakeholders to have a clear understanding of the objectives established for each country. In this sense, this evaluation suggests the definition of indicators and targets at the level of the development objective, which could include the rates of coverage of social protection in the PALOP countries and Timor-Leste, particularly at the level of the SDG indicators relevant to

³¹ ILO (International Labour Organization): "Decent Work Results and Effectiveness of ILO Operations: An Ex-post Meta-analysis of Development Cooperation Evaluations 2019-2020", September 2020, ISBN 978-92-2-033095-1, https://www.ilo.org/wcmsp5/groups/public/--ed_mas/--eval/documents/publication/wcms_756537.pdf.

the theme of the project, such as the *percentage of the population covered by social protection systems or floors (SDG Indicator 1.3.1)*, the number of new subscribers to the social protection system in each country, or others. The second phase of ACTION/Portugal contributed to improving the national statistical system on social protection data, mainly in Cape Verde and Mozambique. In the next phase, this work could be leveraged to include indicators to monitor the long-term implementation of the project.

In the current project design configuration, the indicators do not contain baselines, given the limited availability of statistical data on social protection in the countries covered by the project. The targets of the immediate objectives are reported annually in the Annual Activity Reports, rather than being identified upfront in the PRODOC and/or the Annual Activity Plans. In the future, it would be important to identify the baseline of indicators and define the targets that the Project proposes to achieve based on this baseline data. This will allow a clearer perception of the evolution of the results and the contribution of the project.

5.3. GENDER MAINSTREAMING AND NON-DISCRIMINATION

Regarding the integration of gender and non-discrimination issues, although the initial design of the Project does not integrate interventions specifically aimed at gender equality and non-discrimination, its objective is to increase the coverage of social protection, contributing to the reduction of poverty, inequalities, social exclusion and gender equality³².

Thus, the project sought, as far as possible, to find a balance at the level of participants in capacity building. As shown in the Effectiveness section, although there was a gender balance among participants (men - 52%; women - 48%), some disparities were detected in the cases of Mozambique (men - 80%; women - 20%), and Guinea-Bissau (men - 73%; women - 27%), which demonstrates the need to design a specific strategy for gender mainstreaming in each country. Apart from the participants' data, where the disaggregation of data by gender was carried out, there were no gender-sensitive indicators in the project design.

On the other hand, the work of ACTION/Portugal on social protection statistics and actuarial studies has promoted a greater focus on the disaggregation of statistical data by gender, in order to address gaps and constraints in women's access to social protection. The statistical bulletins developed in Mozambique and Cape Verde already present this disaggregation.

In addition, specific training materials have been developed on the constraints faced by women in extending the coverage of social protection, such as the Seminar - *Strengthening the Role of Social* in partnership with the United Nations Spotlight Initiative.

5.4. EFFECTIVENESS

5.4.1. ACHIEVEMENT OF PROJECT OBJECTIVES

The General Objective of ACTION/Portugal was to "Contribute to improving social protection coverage and the quality of its statistics in Angola, Cape Verde, Guinea-Bissau, Mozambique, São Tomé and Príncipe and Timor-Leste". This objective is broken down into four Immediate Objectives that contributed to improving the social protection systems in these countries, for which the level of achievement is presented below.

³² OIT: "Report of the first phase 2018-2020: Building Social Protection Floors for All - ILO Global Flagship Programme", 2020.

As systematized in Table 4, of the four immediate objectives, two were fully achieved and two were partially achieved, according to the indicators defined. The details of the objectives achieved in relation to the defined goals are presented systematically in Annex 5 of this report. At this point, we proceed with the evaluation of the achievement of the proposed objectives.

Table 4 - Achievement of Immediate Objectives

Immediate objective 1 - Governments have developed and implemented policies, plans and programmes to extend social protection (including health) coverage and/or modified the legal framework to extend social protection in line with the guarantees of social protection systems and floors, within the framework of the SDGs of the United Nations 2030 Agenda.

- Indicator 1.1. – Number of countries that have extended and/or improved coverage and adequacy of social protection benefits in at least one of the social protection floor guarantees, in line with Recommendation no. 202 and in line with the implementation of SDG target 1.3.
- Indicator 1.2. – Number of countries that have improved benefits or the administration of at least one of their social security schemes, in accordance with Convention no. 102 and the SDGs.

Immediate objective 2 - The countries, and in particular their social protection institutions and workers' and employers' organizations, have developed, through training activities, their capabilities and skills for implementing, monitoring and evaluating policies, strategies and programmes related to strengthening and extension of social protection systems and programmes.

- Indicator 2.1. Number of training, exchange of experience and capacity building activities organised.
- Indicator 2.2. Number of civil servants and members of social partners supported by governments to receive training in the areas of extending social protection and the application of ILO social protection international standards.
- Indicator 2.3. Satisfaction level of the participants involved in training, exchange of experience and capacity building activities.
- Indicator 2.4. Number of governments that design, update and implement initiatives to improve their social protection programmes by improving the performance of institutions, increasing funding and identifying fiscal space, and improving their administrative processes.

Immediate objective 3 - The countries have improved their social protection statistics, including the collection, preparation, analysis and dissemination of reliable and quality data to monitor their progress in achieving the SDGs.

- Indicator 3.1. Level of statistics and indicators provided by countries for monitoring social protection policies and programmes, preferably gender-disaggregated.

Immediate objective 4 - Social protection actors have improved access to knowledge and their ability to participate in the global campaign for the extension of social protection, and have transferred good practices to other countries in the field of South-South and Triangular Cooperation.

- Indicator 4.1. Number of social protection policy support materials disseminated and/or made available in Portuguese.
- Indicator 4.2. Number of countries formally adhering to the global campaign for the extension of social protection, through official public announcements and declarations.
- Indicator 4.3. Number of good social protection practices shared and adapted by CPLP Member States, in the context of South-South and Triangular Cooperation, through the support provided by the Project.
- Indicator 4.4. Number of social protection activities/initiatives/seminars implemented to enhance the capabilities of the public sector, of workers' and employers' organisations and of civil society in CPLP Member States via South-South and Triangular Cooperation.

Goal achieved
 Goal partially achieved
 Goal not achieved

Overall, the Project has effectively contributed to advances in social protection coverage and statistical data availability in all beneficiary countries, and has not allowed a setback caused by the COVID-19 pandemic. Its presence has been essential to support the social protection agenda in all the immediate objectives defined.

In relation to Goal 1, the targets were met for all beneficiary countries with the exception of Guinea Bissau, i.e. the Project contributed to the improvement in social protection coverage in at least one of the guarantees of the social protection floors, as well as in the benefits and/or administration of at least one of the social security schemes in Angola, Cape Verde, Mozambique, São Tomé and Príncipe and Timor-Leste.

With regard to Objective 2, the project's capacity building activities produced positive results in terms of developing the capacities and skills of professionals and beneficiary institutions, which strengthened institutional capacities, skills and structures in terms of social protection in its various aspects.

Under Goal 3, all countries benefited from an improvement in the social protection statistical data available for the relevant indicators according to each country's legislation. However, only Mozambique and Cape Verde were able to make data available for all relevant social protection indicators. The case of Mozambique is paradigmatic in terms of the improvement of statistical data, with emphasis on the creation of statistical bulletins on social protection. The cases of Angola, Cape Verde and Guinea-Bissau provide good indications for the creation of statistical bulletins. Differently, in São Tomé and Príncipe and Timor-Leste, no significant progress has yet been made, so that the goals of this Goal have been partially achieved.

With regard to Goal 4, the targets were fully met, producing a positive impact on the availability of accessible knowledge in Portuguese, as well as strengthening South-South and triangular cooperation schemes.

This evaluation concluded that, despite the different contexts in which the project operated - which naturally influenced the results achieved - the countries with the effective presence of an expert allocated to the project or focal point in the country showed more visible progress in achieving the proposed objectives. Despite the existence of transversal constraints linked to the COVID-19 pandemic, which altered the countries' priorities and, consequently, the availability of their human resources, such as political instability, frequent turnover in decision-making and technical positions, as well as less political interest in the ACTION/Portugal intervention (in the case of Angola), among other challenges mentioned throughout this evaluation, the data collected indicates that on-site local monitoring would have effectively contributed to overcoming these constraints and boosting the project intervention through an improvement in the quantity and quality of activities in the countries with the greatest challenges. In tendency, it was found that the dynamism of activities is substantially greater in countries where there is an expert allocated to ACTION/Portugal.

In the case of Guinea-Bissau, there were limitations in the solidity of the intervention. Although progress was made in relevant activities, which will be analysed below (such as the preparation of the statistical bulletin), most of the planned activities were partially carried out or not carried out/reprogrammed, due to some relevant factors: the political instability in the country; the fact that there was no local monitoring and the impossibility of carrying out missions to the country since the beginning of the pandemic. For this reason, a new mission was carried out in December 2021 to define strategic lines of work with the beneficiary actors in order to overcome the constraints verified.

In São Tomé and Príncipe, the number of activities fully implemented so far, compared to what was foreseen in the initial design, is also reduced, as is the number of beneficiaries involved. Apart from the training activities, the work carried out has essentially been at the INSS level,

unlike the other countries, as there is a project in the country dealing with the non-contributory area (SDG Fund for Social Protection). However, given the low level of participation of the beneficiary partners invited to the consultations, it was not possible to delve into the reasons linked to the level of implementation of the activities and the achievement of the objectives in the country.

The key informants consulted believe that the forecast for the next phase is very positive in terms of political commitment and availability to ensure the same implementation and execution capacity in the different countries. In Angola, the project has seen a positive evolution since 2021, when an ILO expert was established in the country, through the project Improving synergies between social protection and Public Finance Management (funded by the EU), contributing positively to the creation of closer relationships with partners and, consequently, a greater dynamism in activities related to the creation of the statistical bulletin on social protection.

The results obtained in each of the immediate objectives are analysed in greater detail below.

5.3.1. IMMEDIATE OBJECTIVE 1

The PRODOC defined as Objective 1 that “Governments have developed and implemented policies, plans and programmes to extend social protection (including health) coverage and/or modified the legal framework to extend social protection in line with the guarantees of social protection systems and floors, within the framework of the SDGs of the United Nations 2030 Agenda”. The results obtained for Objective 1 differed between beneficiary countries. The differentiated achievement of immediate objective 1 was expected because the starting point of the beneficiary countries' social protection systems was considerably different, as was the number of activities planned per country.

The Project logical framework (see Annex 5) established two indicators for measuring achievement of immediate objective 1. The first indicator (indicator 1.1.) set the target that by 2021 all beneficiary countries had extended and/or improved the coverage and adequacy of social protection benefits in at least one of the guarantees of social protection floors, in line with Recommendation 202, and in line with SDG 1.3 targets. The second indicator (indicator 1.2.) set a target that by 2021 all beneficiary country governments have improved benefits or the administration of at least one of their social security schemes, in line with Convention 102 and the SDGs.

As follows, evidence from international databases³³, in the 2019 Final Project Reports³⁴ and 2020³⁵, in the mid-term evaluation³⁶, as well as information reported during the interview process made it possible to assess that both indicators were met for all beneficiary countries with the exception of Guinea-Bissau; a country for which important progress was reported but which, at the time of this evaluation, had not yet produced the desired results. Thus, Immediate Objective 1 is assessed as having been partially met.

With regard to the targets under the first indicator of Immediate Objective 1, the standardized external data collected and published by the ILO in the World Social Protection Reports 2014-2015, 2017-2019 and 2020-2022 (see Table 5) indicate different dynamics in beneficiary countries with regard to the extent of social protection coverage, when considering the number of branches of social protection with legal coverage in the countries. On the one hand, Angola

³³ <https://www.social-protection.org/>

³⁴ ACTION/Portugal: “Relatório Final 2019 do ACTION/Portugal - Projeto de Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste”, 2020.

³⁵ ACTION/Portugal: “Relatório Final 2020 do ACTION/Portugal - Projeto de Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste”, 2021.

³⁶ ACTION/Portugal: “Relatório de Avaliação Intermédia ACTION/Portugal - Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste (Fase 2)”, 2020.

increased the branches of coverage from six to seven between the 2017-2019 and 2020-2022 reports, with the branch referring to sickness protection having been added. On the other hand, Mozambique and São Tomé and Príncipe have stagnated in the number of legally covered branches at six. The data available for 2020-2022 are not available for Timor-Leste and therefore it is not possible to verify the evolution through this indicator. Similarly, data is only available for Guinea-Bissau for 2020-2022. Cape Verde already responded to all eight branches of social protection under SDG indicator 1.3.1. A disaggregated analysis by branch typology reveals that all the PALOP countries and Timor-Leste offer coverage in the branches disability and invalidity, survivor, as well as old age³⁷.

Table 5 - Number of Social Protection Branches, selected years, disaggregated by country

	# of covered branches			Branches
	2014-2015	2017-2019	2020-2022	
Angola	-	6	7	Child and family, Maternity, Illness, Work accidents and occupational diseases, Disability, Survival, Old age
Cape Verde	7	8	8	Child and family, Maternity, Illness, Unemployment, Work accidents and occupational diseases, Disability, Survival, Old age
Guinea-Bissau	-	-	3	Work accidents and occupational diseases, Disability, Survival, Old age
Mozambique	6	6	6	Child and family, Maternity, Illness, Disability, Survival, Old age
São Tomé and Príncipe	6	6	6	Maternity, Illness, Maternidade, Work accidents and occupational diseases, Disability, Survival, Old age
Timor-Leste	-	4	-	Maternity, Disability, Survival, Old age

Source: The evaluator based on:

¹ ILO (International Labour Organization): "World Social Protection Report 2014-2015", 2015.

² ILO (International Labour Organization): "World Social Protection Report 2017-2019", 2017.

³ ILO (International Labour Organization): "World Social Protection Report 2020-2022", 2021.

⁴ <https://www.social-protection.org/>

In addition to the number of branches for which beneficiary countries have legal provisions, it is relevant to assess the improvements in coverage, as well as the adequacy of benefits. In terms of coverage, and as previously mentioned and shown in Table 3, the existing data for monitoring the evolution of the SDG 1.3.1 indicator are insufficient for a detailed analysis. There are, however, indications of improvement in the percentage of people covered by at least one social benefit in Angola, Cape Verde and Mozambique. Also the percentage of people above the legal retirement age receiving an old age pension has increased in Mozambique, São Tomé and Príncipe and Timor-Leste. In the case of Cape Verde, the percentage declined slightly (i.e., 7.3 percentage points between 2017 and 2020). The percentage of severely disabled people receiving benefits increased slightly in Timor-Leste. Similarly, the percentage of unemployed people receiving unemployment cash benefits increased in Cape Verde. Finally, the percentage of vulnerable population receiving cash benefits increased in Cape Verde and Mozambique, and decreased very slightly in Angola (i.e., 0.4 points between 2017 and 2020)³⁸.

It can thus be seen that Angola, Cape Verde, Mozambique, São Tomé and Príncipe and Timor-Leste have increased their social protection coverage in at least one of the guarantees of the social protection floors. For Guinea-Bissau, there are only indicators for three functions, and only

³⁷ ILO (International Labour Organization): "World Social Protection Report 2014-2015", 2015.; ILO (International Labour Organization): "World Social Protection Report 2017-2019", 2017.; ILO (International Labour Organization): "World Social Protection Report 2020-2022", 2021.; <https://www.social-protection.org/>.

³⁸ ILO (International Labour Organization): "SDG indicator 1.3.1 – Proportion of population covered by social protection floors/system (%) – Annual", SDG_0131_SEX_SOC_RT_A, June 2021, <https://ilostat.ilo.org/data/#>

for 2020. Thus, it is not possible to measure the evolution. In any case, the limited data available indicate coverage of less than 1%, which indicates the need for greater focus on improving the social protection system in Guinea-Bissau.

Because of the pandemic situation COVID-19, the health issue has risen on the global political agenda, including in its connection with social protection given that situations of state of emergency have limited access to income (formal or informal) for parts of the population. On this point, data collected by the World Health Organization indicate that the coverage index of universal access to health services improved, albeit very slightly between 2017 and 2019 - or between 2014 and 2019 in the case of São Tomé and Príncipe - in all beneficiary countries except Guinea-Bissau, which saw a slight decline of 0.82 points³⁹.

Turning now to the adequacy of existing social responses, this evaluation found that the project's technical support allowed for improvements and/or adaptations in national policies and strategies in the sector, again in all countries except Guinea-Bissau.

The project's technical support to Cape Verde to ratify Convention 102⁴⁰. After a long process, Cape Verde became a signatory in January 2020, having accepted the three minimum parts required to become a signatory of Convention 102, namely parts III, V, and VII. This positive development in Cape Verde, made possible only with the technical support of the Project, adds greater sustainability to the results obtained in the country, as it represents an international commitment of the country to the Convention. This step - even though there are parts that have not been ratified (parts II, IV, VI, VIII, IX and X) - is very significant in the CPLP space, since Cape Verde became the third CPLP country to ratify the convention, after Portugal (1994) and Brazil (2009)⁴¹. In this sense, the example of Cape Verde can serve as a beacon for other members of the CPLP that have not yet ratified. Awareness-raising campaigns on Convention 102 in São Tomé and Príncipe also aim to promote the ratification of the Convention by the country.

In terms of improving/adapting responses, the Project provided technical support in defining strategies and monitoring the implementation of response measures to COVID-19 in Angola, Cape Verde, Mozambique and Timor-Leste.

In its focused work with beneficiary countries, the Project has supported the (re)definition of national plans and strategies. Here are just a few examples of the work undertaken. In Angola, the Project supported the development of the National Policy for Social Action. In Cape Verde, the Project supported the preparation of the restructuring document of the Solidarity Fund. In Mozambique, it supported the preparation of the National Strategy for Compulsory Social Security, which is pending approval by the Council of Ministers. The project also supported the reform proposal for the country's health insurance system, as well as the revision of the investment strategy and capitalization of the national pension system's reserve funds. In São Tomé and Príncipe, it supported the elaboration of a financing plan for the universal health coverage system. In Timor-Leste, the Project provided technical support for the restructuring of the National Strategy for Social Protection 2021-2030, as well as supported the development of the first annual implementation plan of this strategy and the governance structure for its management and monitoring. In addition, at the time of this evaluation, it was providing technical support for the development of a social protection framework law. In the case of Guinea-Bissau, the Project supported the establishment of a national dialogue for the definition and adoption of a national social protection policy. This is an important step for the future improvement of the country's policy and strategy framework.

³⁹ WHO (World Health Organization): "UHC Service Coverage Index (SDG 3.8.1)", UHC_INDEX_REPORTED, November 2021, <https://www.who.int/data/gho/data/indicators/indicator-details/GHO/uhc-index-of-service-coverage> (consultado a 07/01/2022).

⁴⁰ ACTION/Portugal: "Relatório Final 2019 do ACTION/Portugal - Projeto de Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste", 2020.

⁴¹ ILO (International Labour Organization): "Ratifications of C102 – Social Security (Minimum Standards) Convention, 1952 (No. 102)", https://www.ilo.org/dyn/normlex/en/f?p=1000:11300:0::NO:11300:P11300_INSTRUMENT_ID:312247 (consultado a 03/01/2022).

With regard to indicator 1.2 of Immediate Objective 1, the information gathered indicates improvements in benefits or in the administration of at least one of the social security systems in Angola, Cape Verde, São Tomé and Príncipe and Timor-Leste. In Angola it was reported that the Project assisted in the implementation of a social support system based on cash transfers rather than transfers through goods and products. In Cape Verde, for example, improvements were noted in the approval of unemployment benefits - albeit with low coverage - as well as the introduction of the Social Inclusion Income. In São Tomé and Príncipe, the process of extending contributory social protection to independent workers has begun. Finally, in Timor-Leste, a temporary non-contributory benefit was introduced in response to COVID-19, the Bolsa Mãe program was reformed, and several components of the Monetary Support for Families program were developed.

5.3.2. IMMEDIATE OBJECTIVE 2

According to the PRODOC, immediate objective 2 was to develop a set of training actions aimed at social protection institutions in the PALOP and Timor-Leste, as well as workers' and employers' organizations. The training actions aimed to develop capacities and skills for implementation, monitoring and evaluation of policies and programmes related to the extension of social protection programmes in beneficiary countries.

The Project's logical framework established annual targets for Immediate Objective 2 for indicators 2.1, 2.2, and 2.3. Indicator 2.1 was aimed at conducting ten (10) training, capacity building and exchange activities. Indicator 2.2 was aimed at the annual training of 200 civil servants, as well as the training of 5 social partners. Finally, indicator 2.3 aimed for 80% of trainees to rate the training offer as very good. Finally, indicator 2.4 of the PRODOC established that all beneficiary countries should have designed, updated or implemented initiatives to improve their social protection projects by improving the performance of institutions, strengthening financing and identifying fiscal space, and improving their administrative processes. According to the evidence gathered, the objectives outlined were fully met.

According to data sent by the Project Management to this evaluation, between 2019 and 2021 the Project developed at least 39 training actions, including training courses, seminars, round tables and symposia⁴². Of the 39 actions, 31 (79%) involved participants from only one beneficiary country, and eight (21%) involved more than one beneficiary country. The volume of training activities thus reached the annual targets set.

The actions that brought together participants from more countries were the "Distance learning course on the actuarial model of pensions" that brought together 135 participants from all the PALOP countries, Timor-Leste, and Portugal in 2020. The issue of actuarial studies was also the target of actions more restricted in volume and participants (between 4 to 7), and directed only to Cape Verde and Mozambique. The "Course on Social Protection Statistics - Phase IV", brought together participants from all the PALOP countries, from Timor-Leste, Timor-Leste and Mozambique. Bringing together participants from at least two of the beneficiary countries, the Project also developed an E-Coaching training on social protection, for 9 participants from all PALOP countries except Guinea-Bissau, on the financial management of a social security institution, which brought together participants from Cape Verde (25) and Guinea-Bissau (7). In addition, this training was delivered individually in Cape Verde, Guinea-Bissau and Timor-Leste. All other areas of capacity building were limited to national participants, although there were occasional participants from Portugal. As explored under "Immediate Objective 4", capacity building actions with nationals from several CPLP countries aimed to strengthen ties between countries, as well as promote South-South and triangular cooperation. Additionally, in 2019, a workshop to validate the zero report of ILO Convention 102 (which demonstrates the conditions for ratification) was held with the participation of the social partners.

⁴² Excluded here are webinars which will be dealt with separately.

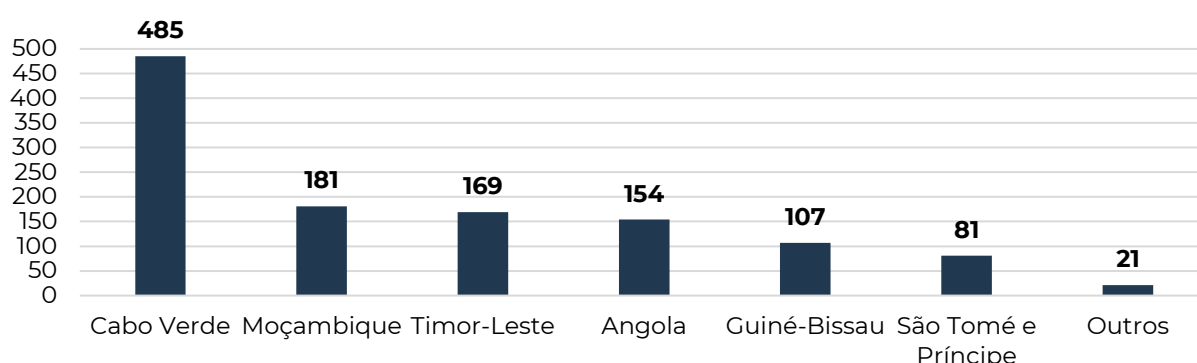
The common and transversal matrix for all countries that benefited from the project's capacity building was based on matters related to the production of statistical data, actuarial studies and the financial management of social security institutions; areas in which the project identified weaknesses and which were identified as priorities by the countries.

The remaining capacity building actions addressed national participants. For example, in Angola the Project developed actions on the National Policy for Social Action, as well as on how to extend social protection to workers in the informal economy. In Cape Verde, actions were developed within the scope of capacity building for the use of the Single Social Register application for some of the country's social benefits - Social Pension, Solidarity Income (COVID-19 emergency), the setting up of the Care Management and Information System, as well as within the scope of the Social Charter. In Guinea-Bissau a seminar was held to optimise the internal processes of the National Social Security Institute (INSS) - Guinea-Bissau. In Mozambique specific actions were developed within the scope of interoperability and cross-checking of information, as well as on the governance of welfare fund investments. In Timor-Leste seminars and symposiums were organised on the future of Social Security in Timor-Leste, on the general bases of social protection, and on the role of social protection in supporting victims of gender violence. For São Tomé and Príncipe no actions were carried out beyond the courses on statistics and actuarial model.

Thus, the project followed a double model. On the one hand, it focused on transversal capacity building in areas of interest and need common to the PALOP countries and Timor-Leste. This crosscutting action made it possible to slightly foster South-South relations in the areas of social protection statistics, actuarial modeling and, partially, financial management of social security institutions. On the other hand, the project focused on capacity building in areas of specific needs in the various beneficiary countries, which allowed the project to align its mission with the different stages of development of the national structures and systems linked to social protection.

Although the project developed capacity building actions in all the PALOP countries and Timor-Leste, the number of participants in the various training actions was unbalanced in terms of nationality. As shown in Figure 1, around 40% of the participants were Cape Verdean, 15% Mozambican, 14% from Timor-Leste, 13% Angolan, 9% from Guinea-Bissau and 7% from São Tomé and Príncipe. The remaining 2% represent unspecified nationals.

Figure 1 - Total number of participants in ACTION/Portugal capacity building actions, disaggregated by nationality of participant, 2019-2021



Source: Evaluator, based on data from ACTION/Portugal

The sum of participants in the various training actions (excluding webinars) for the period 2019-2021 indicates that at least 1,198 professionals received training or participated in training actions. It is noted, however, that some professionals (about 10%) participated in more than one action. Thus, after verification, this evaluation estimates that the project has effectively reached a minimum of 1050 professionals⁴³. Capacity building of civil servants and social partners achieved exceeded targets⁴⁴.

Considering the number of participants, this evaluation verified a relative gender balance, with 631 men (53%) and 567 women (47%) participating in the actions. However, this global balance hides relevant disparities at national level. In fact, as shown in Table 6, only Angola registered a gender balance in the professionals assigned to the actions, while in Mozambique and Guinea-Bissau there were significant disparities.

Table 6 – Total number of participants in ACTION/Portugal capacity building actions, disaggregated by nationality of participant and gender, 2019-2021

	Women	Men	Total	Women %	Men%
Angola	75	79	154	49%	51%
Cape Verde	305	180	485	63%	37%
Guinea-Bissau	29	78	107	27%	73%
Mozambique	41	140	181	23%	77%
São Tomé and Príncipe	33	48	81	41%	59%
Timor-Leste	68	101	169	40%	60%
Other / Unidentified	16	5	21	76%	24%
Total	567	631	1198	47%	53%

⁴³ This evaluation sought to measure the number of individuals reached by the project by analysing the full name (first and last names). The data provided for this evaluation indicates that there were 903 distinct full names, indicating that the project reached 903 people. However, this figure may not be completely accurate, as typos or the recording of a distinct surname may produce duplication. Thus, this evaluation is only comfortable in stating that the project reached about 900 people.

⁴⁴ In the logical framework (Annex 5) the number of trained civil servants presented exceeds the number of participants presented here. This is not due to an error, but to the option of presenting in this section only the figures referring to the training activity, leaving the issue of webinars to be analysed separately in the sub-chapter "Project adaptation to the COVID-19 Pandemic". The option to separate is due to the fact that webinars have a different dynamic from the other capacity building actions.

In institutional terms, the various training courses covered professionals from more than 200 entities ⁴⁵, including government entities (e.g. Ministries, Institutes, Municipal Councils, Embassies), workers' and employers' organisations, as well as NGOs. When considering the number of professionals participating in the actions by entity of origin, it is clear that training was more incisive among government entities. In fact, only 17 public entities concentrated around 65% of the participants in the various training actions, namely: INPS (Cape Verde and Mozambique), INSS (Angola, Guinea-Bissau, Mozambique, São Tomé and Príncipe, and Timor-Leste), National Statistics Institute (INE) (Angola, Cape Verde, Guinea-Bissau, São Tomé and Príncipe) / Direção Geral Estatística (Timor-Leste), FAS (Social Support Fund), Ministry of Social Action, Family and Promotion of Women (MASFAMU), Ministry of Public Administration, Labour and Social Security (MAPTSS) (Angola), Ministry of Family, Inclusion and Social Development (MFIDS) (Cape Verde), and MSSI (Mozambique, Timor-Leste).

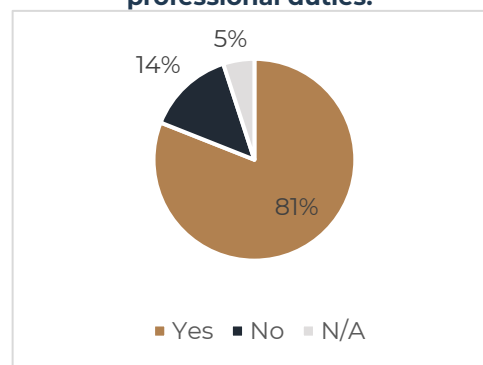
According to the data provided, the evolution of the number of participants over the 3 years of implementation of the Project (see Table 7) reveals that 2020 was the year with the most participants in training actions (45%), followed by 2021 (28%), and 2019 (27%). These numbers do not, however, reflect the participants of the webinar series held by the Project (about 700 participants).

According to the interviews carried out with the beneficiaries, the training courses were perceived as being of quality and useful for the development of their professional activities. The survey applied mirrors the perception conveyed during the interview process. When asked whether they were satisfied with the level of quality of the activities, 86% agreed or strongly agreed, and 14% expressed neutrality. More importantly, 77% of the respondents agreed or strongly agreed that the Project activities contributed to increasing their professional competencies. The impact of the competences acquired was also questioned, with 81% of the respondents stating that they had already applied the competences acquired in the training courses in their professional functions. Only 14% stated that they had not yet applied the knowledge acquired (see Figure 2).

The high levels of satisfaction reported in this evaluation are in line with the degree of satisfaction that trainees reported with the project. According to the information provided for this evaluation, the evaluation questionnaires applied by the project indicated that, on average over the three years, 85.6% of participants indicated a satisfaction index of very good, which exceeds the established target of 80%. Indicator 2.3 has therefore been met.

The survey also asked respondents to identify one or two competencies acquired that they considered most relevant. From the range of responses, the most relevant were the collection and analysis of social protection data, the preparation of statistical bulletins, the financial management of social security institutions, as well

Figure 2 - Question beneficiary survey: "I have already applied the acquired skills in my professional duties."



Source: Evaluation survey

Table 7 - Total number of participants in ACTION/Portugal capacity building actions, disaggregated by year, 2019-2021

Year	# participants
2019	324
2020	540
2021	334

Source: Evaluator, based on data from ACTION/Portugal

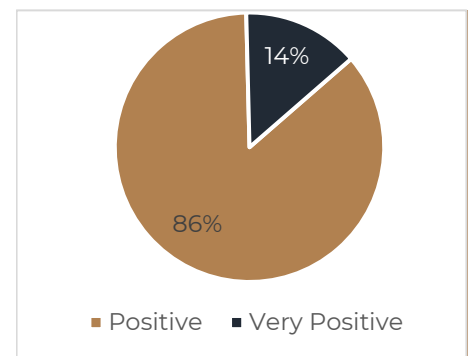
⁴⁵ Tal como no número de beneficiários não foi possível a esta aval apenas um número aproximado.

as the capacity for inter-institutional articulation and networking.

The positive assessment by the beneficiaries was equivalent to that expressed by the expert trainers. In response to the survey applied for this evaluation, all expert respondents agreed that it was possible to tailor the training activities to the knowledge levels of the participants. Furthermore, all of them rated as positive or very positive the level of relevance of capacity building for the participating beneficiaries (see Figure 3).

At this point it is important to note the importance of conducting training activities in Portuguese. According to the information provided by beneficiaries during the interview process, outside of the actions promoted by ACTION/Portugal, training at the ITC-Turin is usually conducted in English or Spanish, which limits the capacity of professionals from beneficiary entities to participate due to language limitations. Thus, the delivery of courses in Portuguese was perceived by beneficiaries as an essential factor for the dissemination of knowledge and practices in matters of social protection extension. The action of the GEP-MTSSS (donor) was indispensable for the development of training in Portuguese language, through expert trainers for the trainings given at the ITC-Turin in Portuguese, namely technicians from the MTSSS, ISS, IGFSS, DGSS and the Institute for the *Instituto de Gestão dos Fundos de Capitalização da Segurança Social (IGFCSS)* - Management of Social Security Capitalization Funds. On the other hand, in the specific case of Timor-Leste, there are also difficulties in capacity building in the classroom and in the work context of the beneficiary participants in the Portuguese language, since not all participants (both at the technical and management level) speak the language fluently. To mitigate this constraint, the project resorts to translating working documents into Tetum and carries out on-the-job training in the same language.

Figure 3 - Expert trainer survey question: "How do you rate the level of relevance of the capacity building activities for the beneficiary participants?"



Source: Evaluation survey

Equally relevant was the on-the-job training, which allowed monitoring of the implementation of the contents transmitted during the training activities. This activity was important, for example, in supporting Cape Verde municipalities in the use of social benefit management tools administered by MFIDS.

With regard to 2.3, this evaluation found that all beneficiary countries have designed, updated or implemented initiatives to improve their social protection projects by enhancing the performance of their institutions, strengthening funding, identifying fiscal space and improving their administrative processes. In addition to capacity building through training and on-the-job monitoring, the project's support also took the form of studies, technical-institutional support, increased funding, and awareness-raising campaigns.

With regard to studies, this evaluation found that the project supported the Cape Verde National Institute for Social Protection (INPS) in the preparation of actuarial studies of investments and expenditures in health to improve the management of the sickness and maternity branch; as well as studies and legal support for the restructuring of external evacuations carried out by the CNPS. In Guinea-Bissau, three field missions were carried out in 2019 that contributed to the production of a document with recommendations on the structure, including constraints, of INSS - Guinea-Bissau. In Mozambique ACTION/Portugal supported in the analysis of the impact of COVID-19 for the formalisation strategy of informal workers. It also supported a new actuarial study, including recommendations, for INSS - Mozambique, as well as a study on the obstacles to the enrolment of Mozambican citizens in social security. For São Tomé and Príncipe, on the extension of social protection, and contributed to the identification of changes to be made to

integrate self-employed and domestic workers into the INSS. Finally, in Timor-Leste, the Project contributed to the development of actuarial studies.

With regard to technical institutional support, the Project provided diversified support. In Cape Verde the Project supported the strengthening of the information system and database of the National Centre for Social Benefits (CNPS). In the implementation of the MFIDS and CNPS programmes, the implementation of the Cadastro Social Único - Single Social Cadastre - (jointly with the World Bank), including the development of computer applications, as well as strengthening the CNPS computer system for the institutionalisation of diaspora pensions. In Guinea-Bissau, the Project supported the elaboration of detailed flowcharts of internal financial management procedures, monitoring their implementation based on previously defined recommendations. It helped improve the work of the INSS - Guinea-Bissau at the organisational and process level. In addition, it provided technical assistance to improve the coercive collection system of the INSS - Guinea-Bissau. In São Tomé and Príncipe it provided support - albeit limited - to the Direção de Proteção Social e Solidariedade (DPSS) - Social Protection and Solidarity Directorate - to assist the elderly, and to INSS to develop tools to extend social protection to domestic workers and the self-employed. In Timor-Leste, it supported INSS - Timor-Leste in the complete review of internal processes and the preparation of new flowcharts, in partnership with bilateral cooperation initiatives.

Regarding financial strengthening, during 2021 the Project developed efforts to identify partnerships between the ILO and UNICEF to develop a new Project for the preparation of diagnostic studies to support the process of extending social security coverage. In Cape Verde, together with UNICEF, it helped raise funds (USD 300,000) to strengthen payment of the Emergency Social Inclusion Income. In Timor-Leste it worked to raise finance for the *Programa de Apoio Monetário às Famílias* - Family Cash Support Programme - through the Multi Partner Trust Fund.

Finally, at the level of awareness-raising campaigns, in Cape Verde, the Project contributed to the promotion of the ILO's 100 years of social protection. In São Tomé and Príncipe, awareness-raising actions on Convention 102 are planned for the first quarter of 2022. In Timor-Leste, the project focused on awareness-raising campaigns on the relevance of compulsory and voluntary social security, as well as support for the formalisation of informal sector workers. The Project is pioneering in this area, and this evaluation was informed of the future intention to prepare a study on the effects of these campaigns, as well as the establishment of synergies with partners in the United Nations complex so that the issue of formalisation of workers is included in their initiatives. Additionally, the Project raised awareness about the importance of the Social Security Budget. These types of campaigns are relevant for generating critical mass to support the development of strategies and initiatives in the field of social protection.

It can therefore be concluded that the capacity building activities of the project had a positive impact on capacity building and skills development of beneficiary professionals and institutions, which strengthened institutional capacities, skills and structures in terms of social protection in its various aspects.

5.3.3. IMMEDIATE OBJECTIVE 3

Immediate Objective 3 aimed to improve beneficiary countries' social protection statistics, including the collection, development, analysis and availability of reliable and quality data to monitor their progress in achieving the SDGs. As a target, it established the availability and timeliness of SDG-relevant indicators in accordance with each country's legislation regarding comprehensive coverage; accidents at work; children; unemployment; maternity; disability; old age; and vulnerable population.

The focus on improving the collection, analysis and availability of statistical data on social protection is important given its necessity for informed policy and strategic decisions. Moreover, the existence of reliable indicators allows for the monitoring of progress and/or setbacks. According to what was reported in this evaluation, during the first phase of ACTION/Portugal,

serious gaps were noted in this area. A relevant part of the existing social protection data for the beneficiary countries was collected by international organizations such as the ILO, due to the weaknesses of the national systems of social protection statistics. Thus, the second phase of the Project aimed at building capable and reliable national systems of social protection statistics. This objective was pioneering in the context of the beneficiary countries.

To achieve this objective, the Project outlined a strategy based on two main axes: the training of technicians in social protection statistics, and the establishment of inter-institutional groups for the collection, production, analysis and dissemination of social protection statistics. The effort was intended to ensure that all beneficiary countries would constitute a national system that would produce quality statistical bulletins on a regular basis.

In terms of capacity building, the Project developed three training courses which trained around 200 civil servants in all the beneficiary countries in Phase 2, and an additional process in the course of Phase 1. In terms of the number of training actions, all participated in three, with the exception of Timor-Leste, which participated in two. At the institutional level, different countries involved more or less public institutions in the trainings. As collected in Table 8, the Project trained at least one technician in between three and six institutions in each country. The institutions involved included institutions dedicated to social protection (e.g., INPS, INSS), the national statistical institutes (INE) of the respective countries or counterpart institution in the case of Timor-Leste, ministries of finance, as well as the ministry of health in the case of Timor-Leste.

The trainings included technicians from different institutions in order to establish knowledge, interpersonal relations, and dialogue among the various national institutions involved in the constitution of a national system of social protection statistics.

In the same vein, the Project supported the creation and formalization of inter-institutional groups in the area of social statistics. These groups, formally or informally, have been established in Angola, Cape Verde, Guinea-Bissau, São Tomé and Príncipe, and Mozambique. According to information reported to this evaluation, in Timor-Leste the formalization of this group is imminent.

Table 8 - Number of institutions trained for social protection statistics, disaggregated by country 2019-2021

	Total	Institutions
Angola	6	FAS (Instituto de Desenvolvimento Local), INSS (Instituto Nacional de Segurança Social), MAPTSS (Ministério da Administração Pública, Trabalho e Segurança Social), MASFAMU (Ministério da Ação Social Família e Promoção da Mulher), INE (Instituto Nacional de Estatística) e INAC (Instituto Nacional da Criança).
Cape Verde	6	CNPS (Centro Nacional de Prestações Sociais), IGT (Inspeção Geral do Trabalho), INE (Instituto Nacional de Estatística), INPS (Instituto Nacional de Previdência Social), MFIDS (Ministério da Família, Inclusão e Desenvolvimento Social), e Ministério das Finanças.
Guinea-Bissau	3	INSS (Instituto Nacional de Segurança Social), MMFSS (Ministério da Mulher Família e Solidariedade Social), INE (Instituto Nacional de Estatística)
Mozambique	6	INAS (Instituto Nacional de Ação Social), INE (Instituto Nacional de Estatística), INPS (Instituto Nacional de Previdência Social), Ministério da Economia e Finanças, MGCAS (Ministério do Género, Criança e Ação Social), Ministério do Trabalho, Emprego e Segurança Social
São Tomé and Príncipe	3	INE (Instituto Nacional de Estatística), INSS (Instituto Nacional de Segurança Social), Direção da Proteção Social Solidariedade e Família
Timor-Leste	6	Comissão da Função Pública, Direção Geral de Estatística, INSS (Instituto Nacional de Segurança Social), Ministério da Educação, Juventude e Desporto, Ministério da Saúde, MSSI (Ministério da Solidariedade Social e Inclusão), Konfederacao Sindicato de Timor-Leste (KSTL)

Source: The evaluator, based on data from the Project (i.e., attendance at statistics training courses).

This groundwork has produced positive developments in all the beneficiary countries, but the impact of the trainings and inter-institutional groups has differed in each country. Because there have been different results, a brief explanation of the situation in each country is provided here.

In **Angola**, it was reported to this evaluation that the trainings fostered improvements in pre-existing data collection systems at the institutional level. For example, the data collected tended to be aggregated. After the trainings, data collection started to include some disaggregation of data (e.g., gender). Regarding the constitution of the inter-institutional group, this promoted dialogue among the various public institutions (e.g., INE, INSS, MAPTSS and MASFAMU), and favored the performance of the various institutions. There were deadlocks in the formalization of the multisectoral team that made up the group, but its formalization by ministerial dispatch took place during this evaluation. The goal of publishing a Statistical Bulletin on Social Protection in 2021 was not achieved.

Cape Verde is identified as one of the countries where the advances were most notable. As in the case of Angola, the trainings were perceived as positive and generating institutional improvements. For example, the INPS-Cape Verde has improved the regularity with which it publishes available data, having stipulated quarterly publications. Effectively, quarterly bulletins are available on the INPS-Cape Verde website from the first quarter of 2019 to the first quarter of 2021. The bulletin of the first quarter of 2021, for example, disaggregates data according to the type of support provided, gender, territory, among others. With regard to the Statistical Bulletin of Social Protection, the Ministry of Finance coordinated the interinstitutional group created. According to the information gathered, the Bulletin is expected to be launched in March 2022.

In **Guinea-Bissau** the trainings were positively received, and it was reported that they allowed increasing institutional autonomy in this field, notably at the level of methodological conceptualization. Regarding the constitution of inter-institutional groups with the purpose of elaborating the Statistical Bulletin on Social Protection, it was reported that the group was constituted and is chaired by INSS and the General Directorate of Social Solidarity. There was, however, the need to hire a team of consultants to support the construction of the statistical bulletin and facilitate the interlocution between the various entities. The launching of the Bulletin is scheduled for the end of the first quarter of 2022. However, currently, looking at the statistical data on social protection available in the country, it is understood that so far no verifiable tangible effects have been produced, as shown in Table 3, where, compared to the other PALOP and TL, Guinea-Bissau is the country with the lowest number of indicators with available data. The absence of a permanent project technician in the country, as well as weak institutional capacity and political instability, are identified as relevant factors for the delay in achieving the project objectives.

Mozambique has been a great success story in this regard. The training provided by the project was well received and resulted in both the ambition to elaborate the Social Protection Bulletin and the ambition to include new indicators on, for example, the informal economy, labour force and child labour. As in the other countries, an inter-institutional group was set up for the elaboration of the Bulletin. The first Report Card was published in 2019⁴⁶. It includes social protection statistics, disaggregated by theme, gender, territory, among others. In subsequent years, 2020⁴⁷ and 2021⁴⁸ Mozambique continued to publish the Bulletin, which is now in its third edition. The three bulletins, open to all stakeholders, acknowledge the support of ACTION/Portugal for their development. The continuity indicates a strong impact of the project, as well as indicating the sustainability of the practice. Mozambique was thus the only beneficiary country to meet the Bulletin publication target up to the date of this evaluation. Mozambique's success and process in this area has been considered as a Good Practice in monitoring progress

⁴⁶ Mozambique: "1º Boletim Estatístico sobre Proteção Social", 2019.

⁴⁷ Mozambique: "2º Boletim Estatístico sobre Proteção Social", 2020.

⁴⁸ Mozambique: "3º Boletim Estatístico sobre Proteção Social", 2021.

of the extension of social protection coverage in 2021 by the ILO. This recognition enhances the country, as well as the Project, as it was an integral part of the success achieved. It also projects the country and the project's practices and methods internationally⁴⁹.

In relation to **São Tomé and Príncipe**, the process has been relatively lengthy. The trainings were well received and there is a clear awareness that the absence of social protection statistics is an impediment to the advancement of social policies. The constitution of the inter-institutional group was effected, first under the INSS and later INE. It was reported to this evaluation that the change in the tutelage of the inter-institutional group was positive, and allowed some progress. At the time of this assessment, the process for the preparation of the Statistical Bulletin on Social Protection was in the phase of identifying indicators. The introduction of videoconferencing technology (Zoom) has enabled progress to be made in this area.

As in the case of São Tomé and Príncipe, the process in **Timor-Leste** is still in its primary phases. The training provided by the Project was perceived as positive, having been pioneering in the country. This training led to the preparation of a roadmap on the potential of the country to extend its statistical coverage. The serious gaps in the country in terms of capacity building, as well as human and physical resources for the preparation of statistical products are clearly assumed. With regard to the inter-institutional groups, efforts have already been initiated, namely through the creation of a Whatsapp group for this purpose. Once again, the introduction of information technology has enabled progress. According to information reported to this assessment, it is estimated that the formalization of the team will be completed during the first quarter of 2022.

According to the logical framework, the metric for the evaluation of Immediate Objective 3 focused on the availability and timeliness of relevant SDG indicators in relation to global coverage; accidents at work; children; unemployment; maternity; disability; old age and vulnerable population. The logical framework did not present a baseline, in that sense this evaluation stipulated the available data for the aggregate indicator of SDGs 1.3.1, as collated by the ILO and presented in Table 3, as a measure of progress. In this sense, as expressed in Table 9, it can be seen that, with the exception of Angola, the availability of social protection indicators has increased in all beneficiary countries. In terms of gender disaggregation, it is noticeable that this is not yet uniform, with such disaggregation only available for some indicators.

It is clarified, however, that the available data may nevertheless be higher than those expressed in Table 9. For example, in the case of Mozambique, the 3rd Statistical Bulletin on Social Protection (2021) refers to coverage in the disability indicator, but the existence of such data is not yet reflected in ILO databases (used for this evaluation), as these are updated annually. Similarly, INSS-Angola releases online data on old age (disaggregated by month, year and old age) for the years 2020 and 2021.

Table 9 - Availability of indicators, disaggregated by country, selected years

Country	Base Year	Last year	Total last year
Angola	<ul style="list-style-type: none"> ▪ Old age (2012) 	<ul style="list-style-type: none"> ▪ Global Coverage (2020) ▪ Vulnerable Population (2020) 	2
Cape Verde	<ul style="list-style-type: none"> ▪ Global Coverage (2017) ▪ Old age (2017) ▪ Children (2017) ▪ Vulnerable Population (2017) 	<ul style="list-style-type: none"> ▪ Global Coverage (2020) ▪ Old age (2020) ▪ Disability (2020) ▪ Unemployment (2020) ▪ Occupational Accident (2020) ▪ Children (2020) 	8

⁴⁹ ILO (International Labour Organization): "The Mozambican Statistical Bulletin: a best practice in monitoring the progress of the extension of social protection coverage", 2021.

		<ul style="list-style-type: none"> ▪ Poverty (2020) ▪ Vulnerable Population (2020) 	
Guinea-Bissau	Old age (Year N/A)	<ul style="list-style-type: none"> ▪ Global Coverage (2020) ▪ Old age (2020) ▪ Disability (2020) 	3
Mozambique	<ul style="list-style-type: none"> ▪ Global Coverage (2016) ▪ Vulnerable Population (2016) ▪ Old age (2016) ▪ Disability (2017) 	<ul style="list-style-type: none"> ▪ Global Coverage (2020) ▪ Old age (2020) ▪ Occupational Accident (2020) ▪ Children (2020) ▪ Vulnerable Population (2020) 	5
São Tomé and Príncipe	<ul style="list-style-type: none"> ▪ Old age (2016) 	<ul style="list-style-type: none"> ▪ Global Coverage (2020) ▪ Old age (2020) ▪ Disability (2020) ▪ Occupational Accident (2020) ▪ Poverty (2020) 	5
Timor-Leste	<ul style="list-style-type: none"> ▪ Old age (2016) ▪ Disability (2017) ▪ Poverty (2018) 	<ul style="list-style-type: none"> ▪ Global Coverage (2020) ▪ Old age (2020) ▪ Disability (2020) ▪ Occupational Accident (2020) ▪ Children (2020) ▪ Vulnerable Population (2020) 	6

Source: The evaluator, based on: ILO (International Labour Organization): “SDG indicator 1.3.1 – Proportion of population covered by social protection floors/system (%) – Annual”, SDG_0131_SEX_SOC_RT_A, June 2021, <https://ilostat.ilo.org/data/#> and e ILO (International Labour Organization): “World Social Protection Report 2017-2019”, 2017.

In sum, all countries have benefited from improved data availability for the relevant indicators in accordance with each country's legislation. However, compared to the target set, only Cape Verde was able to make data available for all relevant indicators, reaching the target in its entirety. Thus, considering that the area of social statistics is in embryonic stages in some of the beneficiary countries, such as Guinea-Bissau and Timor-Leste, this assessment considers Immediate Objective 3 to have been partially achieved. Despite the setbacks that were pointed out in due time, the strong indication that the approach (capacity building and inter-institutional groups) followed to achieve the objective proved to be correct and effective contributed to this assessment. The case of Mozambique is paradigmatic, but the cases of Angola and Cape Verde provide good indications of the success of the approach. Where, comparatively speaking, the Project was less successful, in São Tomé and Príncipe, Guinea-Bissau and Timor-Leste, no significant advance could realistically be expected, considering the strong fragilities at the level of structures, technical knowledge, human and other resources. Thus, this assessment values and highlights the work method followed, to the detriment of the metric stipulated in the logical framework.

It is therefore clear that the project needs to establish differentiated goals for the beneficiary countries. It is necessary that the stipulated targets be based on the understanding - evident in the project documents - that the countries are at different stages of involvement.

5.3.4. IMMEDIATE OBJECTIVE 4

Immediate Objective 4 was aimed at improving the access and knowledge of social protection actors for their participation in the global campaign for the extension of social protection, as well as the transfer of good practices to other countries in the field of South-South and Triangular Cooperation. To this end, the project set four goals: the provision of social protection materials in Portuguese (10 per year), adherence to the global campaign for the extension of social protection - through declarations or concordant actions -, the sharing of at least four good practices in the context of the CPLP, and finally, the implementation of at least four initiatives to strengthen the

social protection capacities of public sector institutions, workers' representatives, companies and civil society in the CPLP through South-South and triangular cooperation.

According to information in the 2020 Final Report⁵⁰, As well as information provided by the project team to this evaluation, ACTION/Portugal provided over ten social protection materials in Portuguese annually, exceeding the target. According to the data provided in the Project Results Framework, the project provided 128 training materials, reports, working documents, tools and publications in Portuguese. For example, in 2020 the project made available in Portuguese the compendium "Building Social Protection Systems: international standards and human rights instruments" (originally published in 2019 in English)⁵¹, and in 2022 the report "Extending social security to workers in the informal economy" (originally published in English in 2019 and revised in 2021)⁵². In addition to documents made available in the scope of the project, the ACTION/Portugal website provides materials whose elaboration and/or translation into Portuguese was supported (from a financial and/or technical point of view) by the GEP-MTSS and/or the ILO office in Lisbon, such as the study "Guide on Labour Inspection and Social Security" (originally published in English in 2020) made available in 2021⁵³, or the 2019 report "Working for a Better Future"⁵⁴.

At this point, the adaptation of the Project to the pandemic situation should be highlighted, which, as will be discussed in the next section, resulted in the availability of more than several resources aimed at fighting the pandemic. The project's activities focus mainly on providing resources in Portuguese from the ILO. However, the project also contributes to the translation of resources from the International Social Security Association (ISSA)⁵⁵.

Additionally the project produced 19 videos and 6 web pages between 2019 and 2021. This evaluation found that the resources generated are publicly accessible, for example on the ILO website. In addition to availability and accessibility, the Project promoted and publicized these resources through its Facebook group ⁵⁶, as well as, more recently, on its website, where you can find a library with the multiple resources (written and video)⁵⁷. The launch of the Project's website in January 2022 - with an online library that gathers the resources generated in Portuguese - constitutes a positive evolution in the dissemination and accessibility of the resources in Portuguese. Until then, the resources were dispersed across several websites (i.e., ILO website, social protection platform, ILO Lisbon page). Additionally, the Project directly distributed the resources to the experts for distribution either to entities in the beneficiary countries or on social networks. To encourage access to these resources, the project promoted events to discuss and disseminate the various resources. These actions are positive, but the organisation of all the resources produced on the project website could improve access to information.

According to information reported to this evaluation, the existence of resources on social protection in Portuguese is fundamental to the advancement of social protection in beneficiary countries, given that language limitations prevent technical staff in beneficiary institutions from accessing content and knowledge in foreign languages. In this sense, it was equally important to make the Social Protection Dashboard available in Portuguese⁵⁸. The dashboard includes social protection measures undertaken by the various countries, including the response measures to the pandemic COVID-19. Similarly, and as previously mentioned, the development of training in

⁵⁰ ACTION/Portugal: "Relatório Final 2020 do ACTION/Portugal - Projeto de Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste", 2021.

⁵¹ ILO: "Construir Sistemas de Proteção Social: Normas Internacionais e Instrumentos de Direitos Humanos", 2020.

⁵² ILO "Estender a Segurança Social aos Trabalhadores da Economia Informal", 2022.

⁵³ ILO: "Guia sobre a inspeção do Trabalho e a Segurança Social", 2021

⁵⁴ ILO: "Trabalhar para um Futuro Melhor – Comissão Mundial sobre o Futuro do Trabalho", 2019.

⁵⁵ ISSA: " Diretrizes da ISSA: Erro, evasão e fraude nos sistemas de segurança social". 2020.

⁵⁶ <https://www.facebook.com/groups/620237081466171>

⁵⁷ <https://www.actionportugal.org/>

⁵⁸ <https://www.social-protection.org/gimi/ShowWiki.action?id=3542&lang=EN>

Portuguese adds to the contribution of the project in projecting the Portuguese language, which enhances greater accessibility to knowledge about social protection.

In fact, the existence of resources in Portuguese is positively valued by project beneficiaries. With regard to the resources produced, according to the survey applied for this evaluation, 81% of the respondents declared that they had already downloaded or consulted the resources made available by the project. Of these, 29% considered that the consultation had been very useful, 32% of reasonable usefulness, 29% not very useful and 11% did not answer. The diversity of classifications reflects the great diversity of the institutions included in the project, and may indicate that the project has not yet made niche but structuring material available to all the beneficiary countries. From a linguistic point of view, it is also relevant to mention the effort made by the project to provide documentation and training material in Tetum. During the interview, it was reported that in Timor-Leste the existence of material in Tetum facilitated communication between the project and the partners and beneficiaries.

According to what was reported in this evaluation, due to the successes achieved and the will to project the good practices followed by the beneficiaries, the Project started a process of translation of documents from Portuguese to English, e.g. "Good Practices in monitoring the extension of social protection coverage: the case of the Mozambique Statistical Bulletin". In this way, it sought to establish itself as an issuer of knowledge. This activity is relevant for the international projection and recognition, both of the Project and the beneficiary countries, and is therefore considered a practice worthy of continuity in future iterations of the Project.

With regard to the target of **adhering to the global campaign for the extension of social protection** - through declarations or agreed actions - this evaluation verified that this was met. For example, the joint statements of all CPLP Ministers of Labour and Social Affairs at the 108th (2019)⁵⁹ and 109^a (2021)⁶⁰ International Labour Conference reaffirmed the commitment to extend social protection in CPLP countries. Similarly, the social protection measures implemented as a response to COVID-19 contributed to the extension of social coverage, both in contributory and non-contributory regimes. On an individual level, various activities are evidence of the achievement of this goal, such as the eight editions of the "Social Protection Week in Mozambique", the approval of the Social Security Budget by the Government and Parliament of Timor-Leste, among others.

According to information reported to this evaluation, the **sharing of good practices** between the beneficiary countries, as well as between the CPLP Member States, was also a successful goal of the project. The target of four shared good practices was exceeded in 2019 (6 good practices), and 2020 (9 good practices), and reached in 2021 (four good practices). For example, in 2019 Mozambique drew on the practical case of Portugal to initiate improvements in the interoperability of databases and cross-checking of information in the social protection system. In 2020, the lessons learned in Mozambique, Ecuador, and with the GEP-MTSSS enhanced the preparation of actuarial assessments in all PALOP countries, Portugal and Timor-Leste. Finally, in 2021, Cape Verde shared with the other countries its successful experience with the Cadastro Social Único (Single Social Cadastre), an experience derived from examples in Latin America. The examples listed - which are reinforced in Annex 5 - allow us to verify the existence of sharing good practices in a context of South-South and triangular cooperation, which promote a system of mutual aid and exchange of information and experience between countries.

Equally aimed at fostering South-South and triangular cooperation, with a focus on capacity building in the public sector, workers' and employers' organisations and civil society in the CPLP Member States, the Project aimed to hold at least four **actions/initiatives/seminars** per year. The target was exceeded in 2019 (five actions) and 2020 (eleven actions), but was not achieved in 2021

⁵⁹ "Declaração dos Ministros do Trabalho e Assuntos Sociais da CPLP por ocasião da 108ª Conferência Internacional do Trabalho", Genebra, 17 de Junho de 2019.

⁶⁰ "Declaração dos Ministros do Trabalho da CPLP por ocasião da 108ª Conferência Internacional do Trabalho", conferência virtual, 11 de Junho de 2021.

(three actions). Although the annual target for 2021 was only partially achieved, the overall objectives of the three years were exceeded, which is why this target is considered to have been met.

According to what was reported in interviews for this evaluation, the focus on initiatives to promote South-South and triangular cooperation was well received by the beneficiaries. The beneficiaries consider the exchange of experiences between the structures of various countries to be positive, and expressed a desire to expand the field mission components. Field missions were considered important to assess the daily practices and infrastructure of counterpart institutions in other countries, and this was considered relevant to replicate good practices in recipient countries in an adapted manner. Examples of how this exchange of information encouraged improvements in social protection systems were reported to this evaluation. For example, in Guinea-Bissau a cash transfer pilot project was developed which supported around 1 200 families. The idea for the pilot project came from a visit to the Cape Verde MFIDS.

According to the questionnaire, 76% of the respondents considered that the project activities facilitated the establishment of contacts between the various institutions and between counterpart institutions in the various CPLP countries. The remaining 24% expressed neutrality. This neutrality is explained by the fact that not all beneficiaries benefited from initiatives involving other countries. In the interview, some experts expressed that they had not had contact with experts from other countries, but that this would be positive, as it would enhance the exchange of information in terms of work organisation, processes and overcoming common obstacles.

The pandemic caused many obstacles to the development of field missions; however, the adaptation of the project to digital format (e.g. distance learning, ESTAMOS ON! Webinars) mitigated the negative effects of this fact. Furthermore, it was reported in this evaluation that the sessions in digital format fostered healthy exchanges of information that helped beneficiary entities to adapt their social protection systems in response to COVID-19,

It can therefore be concluded that the goals set for Immediate Objective 4 were achieved, and that they had a positive impact on the availability of accessible knowledge in Portuguese, as well as on the strengthening of South-South and Triangular cooperation schemes.

5.3.5. ADAPTATION OF THE PROJECT TO THE COVID-19 PANDEMIC

As a result of the serious constraints caused by COVID-19 in terms of changes in country priorities and the impossibility of carrying out international trips, the project had to adapt its activities and actions. As partially explained above, the project initiated/powered actions to support beneficiary countries in adapting their national responses to the pandemic situation, particularly in adapting their respective social protection systems. These actions took place outside the scope of the PRODOC and the annual activity plans, which demonstrates the project's good capacity to adapt to unforeseen circumstances.

The evaluation verified adaptations at various levels, of which the most important are technical support for the adaptation of national social protection strategies and instruments (immediate objective 1), adaptation of planned capacity building actions (immediate objective 2), and translation of strategic and information documents (immediate objective 4).

Related to **Immediate Objective 1** the following adaptations stand out:

Technical advice. The Project developed several technical support initiatives to support beneficiary countries in their response to the pandemic context. The pandemic situation highlighted weaknesses and resulted in the adaptation of national strategies (e.g. relevance of social protection in the health domain). Among the various actions of the project we highlight,

for example, in Mozambique the Project participated in the preparation of a study on the impact of COVID-19 on the informal economy. The study formulated a set of recommendations based on the data collection carried out with organisations representing informal sector workers⁶¹. According to the Project's 2020 Final Report, the knowledge produced by the study served as a basis for the development and implementation of the COVID-19 Response Plan in Mozambique - Social Protection⁶². In effect, the Mozambican plan included the expansion of protection for low-income informal workers⁶³, which was recommended in the study supported by ACTION/Portugal as a measure to mitigate and prevent social instability. Other examples include technical support for the development of the Monetary Support Programme for Families implemented by Timor-Leste's MSSI, as well as technical assistance for the design and implementation of Cape Verde's Rendimento Solidário (Solidarity Income) and United Nations support for a COVID-19 response and recovery coordination platform, including the Ministries of Finance, Health and Social Security, Family and Social Inclusion, in articulation with other sectoral ministries (Education, Agriculture and Environment, Maritime Economy (a platform where the ILO was represented, in particular through social protection).

Monitoring and dissemination of social protection measures in response to COVID-19. The Project developed efforts to disseminate, in Portuguese, the measures undertaken by beneficiary countries in their response to the pandemic crisis. To this end, it created a space in the ILO Social Department's platform entitled: "Social Protection Monitor". The monitor tried to collect in a single space the measures started at the global level. In the monitor it is possible to see the different measures that have been undertaken, their function (e.g., sickness, unemployment, income support), the type of programme (e.g., contributory or non-contributory), as well as the type of adjustment (e.g., new programme, administrative adjustment)⁶⁴.

Rapid social protection calculator for COVID-19. Given the urgency of adequate and rapid monitoring of the impact of the pandemic on the costs of social protection programmes, the Project provided a tool to assist countries to make rapid assessments of the impact of the pandemic on their accounts. In normal times these evaluations are based on comprehensive information and sophisticated actuarial models, however, the demands of the pandemic forced a greater speed in this type of evaluation. Thus, the Project made available in Portuguese a software (Excel file) where, by filling in pre-defined parameters, interested countries could monitor and assess the financial impact of the pandemic on social support programmes, as well as make rapid adjustments to their social protection systems in response to the crisis COVID-19⁶⁵.

ACTION/PORTUGAL ESTÁ ON! Webinar Series As part of the response to the pandemic, the Project created the ACTION/PORTUGAL ESTÁ ON! webinars series. These webinars were intended as spaces for dialogue and information exchange between entities in the beneficiary countries. The logic of the webinars was characterised by thematic presentations and discussion of possible solutions and strategies to address the social protection problems caused and/or exacerbated by the pandemic. For example, the second webinar, held on 24 June 2020, focused on extending social protection coverage to informal workers. The webinar series continued in 2021.

⁶¹ ILO (International Labour Organisation): "Uma Avaliação Rápida do Impacto da COVID-19 no Sector da Economia Informal em Mozambique", August 2020, https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---ilo-lusaka/documents/publication/wcms_755922.pdf.

⁶² ACTION/Portugal: "Relatório Final 2020 do ACTION/Portugal - Projeto de Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste", 2021.

⁶³ MGCAS (Ministério do Género, Criança e Acção Social) e INAS (Instituto Nacional de Acção Social): "Plano de Resposta À COVID-19 em Mozambique – Proteção Social", October 2020.

⁶⁴ OIT (Organização Internacional do Trabalho): "Monitor de Proteção Social", 2020, <https://www.social-protection.org/gimi/ShowWiki.action?id=3542&lang=EN>, (consultado a 05/01/2022).

⁶⁵ ILO (International Labour Organization): "Calculadora Rápida de Proteção Social para COVID-19", 2020, <https://www.social-protection.org/gimi/ShowResource.action?id=56436>.

In 2020 the webinars included nationals from PALOP countries, Timor-Leste, Brazil, Spain and Portugal. In total, there were 90 participations from these nine countries. While initially the webinars focused on the countries already identified, in 2021 the geographical scope and number of participations expanded considerably as the 2021 webinars included 704 participants from 66 nationalities. According to this evaluation, the webinars reached about 762 participants: 253 women (33%) and 509 men (67%). Of these, around 4% registered for more than one webinar⁶⁶. In terms of nationality, excluding the beneficiary countries, the five most representative nationalities were: Egypt (44), Portugal (43), Morocco (36), Nigeria (28), and Mauritania (27). The list of nationalities includes mostly nationals from Africa and Asia, but participation extended to nationals from the Americas, and Europe.

This type of activity thus enabled the internationalisation of the project, as well as the dissemination of the social protection practices and processes included in the project. During the interviews, the beneficiaries of the Project positively valued this initiative. They expressed that the webinars gave them a sense of proximity to their institutional counterparts. Additionally, they indicated that the discussions and presentations in the webinars were helpful to them in developing their own responses to the pandemic situation.

With regard to **Immediate Objective 2**, the Project's capacity to adapt its training offer from face-to-face to e-learning format stands out. The transition to an e-learning format entailed some difficulties, including the weakness of the internet infrastructure in some beneficiary countries, as well as the IT skills of the professionals targeted for training. In fact, some beneficiaries of the training actions pointed out to this evaluation that the use of online tools, such as the Zoom platform, was a challenge they had to overcome. Additionally, as traditionally occurs in distance training, the practical components, support from the trainer, and interactions between participants was hindered when compared to face-to-face actions. In spite of the inherent difficulties, the consulted beneficiaries expressed satisfaction with the e-learning model, despite their preference for face-to-face models.

Also with regard to Immediate Objective 2, the Project decided to apply the methodology of on-the-job training. This activity was adapted from face-to-face support to distance support. The change in format of this type of support increased the frequency of contacts, as well as inter-institutional communication. This had positive effects in terms of accelerating ongoing processes. For example, the working groups dedicated to the improvement of the social security statistics component, transitioned to distance monitoring and improvements in the process were reported. According to what was reported to this evaluation, the improvements are related to the increase of communications, having been reported that the presential accompaniment produced other type of benefits at the level of interaction and proximity. Thus, in the future, a mixed model combining field presence with distance support may be considered.

Diversification of international funding sources. The increased need for social protection in the face of the pandemic situation, combined with the economic fragility of some beneficiary countries resulted in a strong commitment from the Project to increase sources of funding to support beneficiary countries in expanding social protection. According to the information gathered, ACTION/Portugal's activity was relevant in attracting new sources of funding for Timor-Leste (e.g. support for the Family Monetary Support Programme through the Multi Partner Trust Fund), and Cape Verde (e.g. the joint ILO/UNICEF initiative that secured approval of a USD 300,000 project to strengthen payment of the Emergency Social Inclusion Income and support the recovery of small businesses and their formalisation for 150 women on the islands of Fogo and Santo Antão).

⁶⁶ Contabilização feita através da análise do nome completo (nome e sobrenome) dos participantes. Subtrai-se nesta contabilização o número de pessoas que se inscreveram em mais do que um webinar, por forma a aferir o número de pessoas que o Projeto efetivamente alcançou.

Under Immediate Objective 4, the Project proposed to increase access to knowledge from the PALOP countries and Timor-Leste through the development or translation of documents relevant to social protection. This evaluation found that the Project has undertaken efforts to provide resources dedicated to better understanding the effects and impacts of the pandemic COVID-19 in Portuguese. On the ILO website dedicated to the Project, there are over 20 publications in Portuguese addressing the pandemic situation, including sectoral concerns (e.g., maritime transport and fisheries, agriculture, retail, tourism, automotive industry, civil aviation), as well as macro issues such as social dialogue on occupational safety and health, social protection financing, social protection responses, among others⁶⁷. Part of this set was made available under the ACTION/Portugal project ⁶⁸. Others were provided within the scope of the ILO Lisbon office, with funding from all MTSSS.

5.3.6. INTEGRATION OF SOCIAL DIALOGUE AND TRIPARTISM

As mentioned above, the Project was designed under the aegis of ILO social protection standards, with a view to extending social protection coverage, in accordance with ILO Convention 102 and Recommendation 202 on Social Protection Floors, adopted by the representatives of governments, workers and employers of ILO member states.

The evaluation found that tripartism was generally taken into account in the activities carried out. In addition to the work carried out by STEP in creating a tripartite approach in the governing bodies of all the social security institutes, which remains in all the countries where the Project intervenes, the Project sought to listen to and involve the social partners, with special attention to trade unions and employers' organisations in each country in the development of social protection strategies and instruments. In Mozambique, the Project worked with CONSILMO on an advocacy strategy for the approval of the National Strategy for Mandatory Social Security and supported the launch of the Kiosque Único de Formalização de MicroEmpresas e Trabalhadores (KUFMET) to support the formalisation of businesses. In Cape Verde specific training actions were carried out with the Training Centre for Trade Unions (CENFOS) and in all the events that took place in the country, both the central trade union organisations of the country and the employers' organisations were represented.

The social partners were also involved in training and webinars in the areas of extending social protection and implementing the ILO's international standards on social protection, such as, for example, the Course "Como Alargar a Proteção Social aos trabalhadores da Economia Informal"; the training on formalising the economy for the ILO National Commission in Angola (consisting of MAPTSS, trade unions and Angolan employers); and the Webinar Series "ACTION/Portugal está ON!".

5.3.7. COHERENCE WITH OTHER SOCIAL PROTECTION INITIATIVES

The implementation of the Project benefited from the establishment of various partnerships with other social protection initiatives and development cooperation actors in order to complement their intervention, catalyse new financing and create coherence between the various actions carried out in the beneficiary countries, avoiding duplication of activities and resources.

⁶⁷ ILO (International Labour Organization): "Action/Portugal (Phase 2): Strengthening of the Social Protection Systems of the PALOP and Timor-Leste - Global Component", 2021: <https://www.usp2030.org/gimi/Contribution.action?id=396> (consultado a 17/01/2022).

⁶⁸ For example, the following publications under ACTION/Portugal were detected: (1) "Responses to the crisis caused by COVID-19 within Social Protection: country responses and policy considerations" (April 2020); (2) "Social Protection responses to the COVID-19 pandemic in developing countries: strengthening resilience by building universal social protection" (May 2020); (3) "Social protection financing gaps: Global estimates and strategies for developing countries in the context of the COVID-19 crisis and beyond" (September 2020); (4) "Unemployment protection in the context of the COVID-19 crisis: Country responses and policy considerations" (September 2020).

Overall, the project has been successful in establishing synergies with other initiatives in almost all countries, seeking to add resources to ACTION/Portugal interventions. In Mozambique, ACTION's intervention joins other projects that support the social security portfolio of the joint UN social protection programme, specifically in the areas of statistics, interoperability and actuarial issues. In Angola and Cape Verde, synergies have been explored with the Improving Synergies Between Social Protection and Public Finance Management project (implemented jointly with UNICEF, and financed by the European Union), enabling the presence of ACTION/Portugal in Angola to be strengthened by 2021, which resulted in the delineation of a joint work plan to promote greater dynamism of the project in the country. In Cape Verde, this project mobilised 200,000 euros for activities in 2021 in close collaboration with ACTION/Portugal.

In the case of São Tomé and Príncipe, the implementation of a large part of the activities was done in complementarity with other initiatives. This was the case for the study to identify the appropriate tools and procedures for the implementation of the social security scheme for the self-employed, which was conducted with the support of the ILO's RBSA Project in São Tomé and Príncipe; and for the definition of the minimum health package, which benefited from the support of the WHO. This will also be the case for the TRANSFORM training on leadership in the construction and management of social protection floors scheduled for March 2022, for which the costs will be shared with UNICEF; and also in the promotion of sharing on social pension management between the CNPS of Cape Verde and the DPSS of São Tomé and Príncipe to be held in February 2022, which will be financially supported by the United Nations SDG Fund.

No relevant synergies have been identified in Guinea-Bissau established by the Project to date, although a mission was carried out in December 2021 which sought to explore opportunities for collaboration and leverage synergies with local and international institutions within and outside the UN system, namely for support in the creation of the Single Social Registry with support from UNICEF. This can be explained by the fact that the vast majority of existing initiatives in the area of social protection only started after the pandemic crisis (as for example in the case of the initiatives of the World Bank, UNDP; UNICEF and WFP), and also by the blocking of missions in the African region between March 2020 and May 2021, creating added difficulties to foster partnerships (taking into account that the ILO is not present in the country).

As mentioned above, new sources of funding were secured by the Project to support countries in the response to the pandemic COVID-19, to support the Monetary Support to Families Programme in Timor-Leste for USD 748,000; and the reinforcement of the payment of the Emergency Social Inclusion Income for 1000 households and business recovery support to 150 women in the informal sector in Cape Verde for USD 300,000 (distributed between ILO and UNICEF).

The presence of ILO experts in the countries leverages the establishment of local synergies and mobilization of funds, creating a multiplier effect. Strengthening the search for synergies with other initiatives is not yet done systematically in all countries, so it is recommended to create a systematic dialogue with key partners and funders to foresee opportunities for coordination at the time of planning, possibly through the creation of a consultative body.

5.5. EFFICIENCY OF MANAGEMENT

5.5.1. PROJECT MANAGEMENT CAPACITY AND COORDINATION WITH THE MTSSS, ILO, ITCILO AND FIELD EXPERTS

According to the data collected, the evaluation found that the format of the project team was adequate in quality and quantity to meet the needs of ACTION/Portugal, to the extent that no relevant constraints were identified that prevented the implementation of the planned activities in accordance with the project plan. However, in countries where there is no permanent physical presence of an expert allocated to the project or an ILO focal point (namely Angola until 2021 and Guinea-Bissau throughout the implementation period), the progress of the activities tends to be

less when compared to the other countries. This situation is also verified in São Tomé and Príncipe. In the case of Guinea-Bissau, there was a need to guarantee more face-to-face monitoring given the weak institutional capacity, which could be translated into an increase in the number of missions to the country, the allocation of a Project resource in the country and/or greater synergy with other initiatives in the field. According to the interviews carried out, having a person present in the country is crucial to guarantee the commitment of the partners and maintain the network of contacts, as can be seen in the case of Angola, where the presence of the ILO expert in the country contributed to the establishment of a closer dialogue with the partners.

The project has also benefited from the technical support of a social protection expert from the ILO Lisbon office who supports the area of social protection statistics and who has been reinforcing the work of the team in Guinea-Bissau. In addition, despite not having been contemplated in the project design, the support of the ILO office in Lisbon has been consolidated with regard to the support in promoting the visibility of the Project, namely at the CPLP level; and the dissemination of knowledge, through the support in publications and technical notes, in close coordination with the donor, creating synergies between the budget made available for translations by GEP/MTSSS to the ILO Office in Lisbon and the translation activities foreseen in ACTION/Portugal.

With regard to ACTION/Portugal experts in beneficiary countries, it was found that there are difficulties linked to the decentralisation of technical supervision and budget in the respective sub-regional offices. This can be seen in some cases in the frequency of communication between sub-regional offices and country experts; and in other cases, in the lack of administrative support on the ground, which constrains the availability of experts on the ground, as technical assistance to beneficiary partners is essentially provided* by ACTION/Portugal experts, with occasional recourse to consultancies, as in the case of support for the preparation of the statistical bulletin in Guinea-Bissau.

Despite the complex configuration of the project management, which includes various components in different countries, the data collected by the evaluation indicates that in general the team format is quite functional due to the excellent coordination of the project, which acts as an interlocutor with the donor, ensures communication and articulation between the different parts of the project, namely between the ICF/ILO and SOCPRO-ILO, as well as with the experts in the field. However, constraints were identified with regard to the exclusive dedication of the experts whose salary is entirely financed by the Project, such as in the preparation of applications for additional funds.

From the point of view of collaboration with SOCPRO-ILO, ACTION/Portugal has, on the one hand, allowed SOCPRO-ILO to deepen its work in the Lusophone network, both in the contributory and non-contributory areas. On the other hand, it has made available tools, publications and technical resources for application in the project's beneficiary countries, such as the development of the ILO actuarial pension model (ILO Pensions) and training in its use, while also creating greater visibility for the work of the PALOP and TL in social protection.

The good coordination between SOCPRO-ILO and the ITC-ILO in terms of the synergies achieved between the technical assistance and capacity building and training activities also stands out. This coordination has evolved along with the different phases of the project, having achieved, for example, the joint presentation of the activity reports.

From the point of view of coordination with the donor (MTSSS), it was observed that there is dialogue focused on the Project's responses to the countries' needs, as well as a high level of involvement in the implementation of the Project, whether through the participation of MTSSS experts in capacity building activities, or through technical support, such as for example the revision of the ILO's actuarial pension model. This dialogue is very relevant to ensure coherence between the donor's bilateral and multilateral cooperation with the PALOP countries and TL. However, the use of specialists from the MTSSS to carry out capacity building activities has been

quite frequent, and some difficulty has been identified in the availability of specialists in the area of social protection, which is why it is recommended to identify other trainers who can support the training processes.

5.5.2. COORDINATION WITH NATIONAL PARTNERS AND VISIBILITY

According to the beneficiaries consulted, the project accommodated the strategic guidelines and priorities of the beneficiary partners in its activities, through a process of consultation and dialogue in the design and implementation of the project. Consultation processes are carried out annually during the planning of activities, but, very often, informally throughout the implementation of the activities. However, the configuration of the project's governance model does not foresee formal mechanisms for involving national partners in the joint discussion of annual work plans, as well as in the follow-up and monitoring of their implementation, preventing, on the one hand, a greater transversal understanding of the project's objectives and results. On the other hand, this configuration did not promote coherence between the agendas of the donor's bilateral and multilateral cooperation with the beneficiary countries. It is therefore relevant to promote a more inclusive governance structure for national partners.

ACTION/Portugal's interventions in the PALOP countries and Timor-Leste are used by the ILO as international good practices in the consolidation of social protection systems, promoting their visibility as pioneers of, for example, the ILO's work with social protection statistics, for use in other contexts.

The beneficiary partners consulted showed a good level of understanding of the project's financing and execution dynamics, i.e. the contributions of the MTSSS and the ILO. However, there was also a low level of knowledge of the project's activities and achievements as a whole and by country, especially among beneficiaries in Guinea-Bissau and Angola. According to the consultations, there should be greater dissemination of ACTION/Portugal actions. It is therefore important to strengthen the dissemination and visibility of ACTION/Portugal with partners in order to promote its recognition, ensuring greater commitment and political ownership, particularly through the development and implementation of a communication and visibility strategy.

5.5.3. MONITORING AND EVALUATION MECHANISMS

With regard to the project's Monitoring and Evaluation (M&E) tools, the team uses an innovative tool (the Smartsheet) that allows all activities carried out by product, objective and country to be recorded in great detail. Taking into account the level of decentralisation of the team, this tool supports the monitoring of activities through simultaneous use at any time and continuously. Data is collected and recorded systematically. In addition to the use by the project team, Smartsheet promotes transparency for the donor and/or any other stakeholder, who has the possibility to follow the activities simultaneously. The registration of training and capacity building activities is carried out by CIF Turin in a systematic way, including data on the type of training, participants' characteristics, agendas, training contents and photographic records. The data are disaggregated by gender and country. All information is made available to participants on the ITC/ILO e-campus.

With regard to reporting activities to the donor, every year the project sends an Action Plan and an Activity Report with the main results and strategic achievements of each year and a progress report on the activities of each country and the logical framework indicators. In addition to the Steering Committee meetings held annually, where the plans and activity reports are validated, periodic meetings are also held, whenever necessary, between the Project Management and the donor.

With regard to financial reporting, it was noted that the financial reports do not present a level of detailed disaggregation that would allow an in-depth analysis of financial achievement by country.

5.6. EFFICIENCY OF RESOURCE USE

The project had a total budget of EUR 3 232 839.67, divided between the Global Subproject (managed by SOCPRO), country subprojects (managed by the respective ILO regional offices) and the ICF/ILO. According to the data provided, it was possible to ascertain that the amount of EUR 2 471 199.13 was used in the period 2019 to 2021 (see Table 10). The financial execution of the project corresponds to 76% of the total budgeted amount, and the project intends to execute the remaining 24% within the extension period, which indicates an efficient use of financial resources compared to the budget provided for in the project design. The Project benefited from a 4 months' extension to close Phase 2 and ensure staff continuity until the start of the next phase which is currently under negotiation with the MTSSS. Some staff costs will be used to ensure their permanence in their current functions.

With regard to the distribution of the budget by type of expenditure, 51% of the budget executed to date is essentially linked to staff costs: i) international staff in Geneva and Lisbon, Dili, Maputo and Praia (43%); ii) national and international consultants (7%), and iii) local staff support (1%). In addition, 19% of the executed budget was used for training, capacity building and exchange activities; 13% was used for Programme support costs; 11% for subcontracting; and 6% for other costs.

Table 10 - Budget Forecasted vs Actual (EUR)⁶⁹

	Foreseen	Implemented	Implementation rate
ILO Sub-projects			
<i>International Professional Staff</i>	1 167 199,29 €	913 306,94 €	78%
<i>International Consultants</i>	203 445,97 €	125 650,64 €	62%
<i>Local Support Staff</i>	14 545,24 €	14 545,24 €	100%
<i>National Professional Staff</i>	9 719,24 €	9 015,37 €	93%
<i>Consultants / National Professional Staff</i>	54 836,06 €	42 825,66 €	78%
<i>Travel Project Staff</i>	23 040,17 €	11 160,30 €	48%
<i>Travel Other Staff</i>	31 081,24 €	19 543,47 €	63%
<i>Subcontracts</i>	350 844,80 €	265 053,51 €	76%
<i>General Operating Expenses</i>	90 095,58 €	49 661,47 €	55%
<i>Furniture and Equipment</i>	14 452,14 €	12 494,54 €	86%
<i>Seminars</i>	112 878,20 €	43 123,21 €	38%
<i>Training Activities</i>	20 001,73 €	18 729,54 €	94%
<i>Grants</i>	95 211,49 €	95 210,59 €	100%
<i>Programme Support Costs</i>	284 691,84 €	210 641,66 €	74%
<i>Provision for Cost Increases or Contingencies</i>	10 796,71 €	0,00 €	N/A
Sub-Total OIT Sub-projets	2 482 839,67 €	1 830 962,13 €	74%
ITCILO			

⁶⁹ This budget reflects the figures provided in the Project's financial reports in USD. so there are some differences in the amount provided compared to the total amount of funding.

Training, capacity building and exchange activities directed at countries benefiting from the Project	561 714,00 €	471 052,00 €	84%
Coordination and administrative support to the Project's activities and participation in Steering Committees	188 286,00 €	169 185,00 €	90%
Sub-Total ITCILO	750 000,00 €	640 237,00 €	85%
Total	3 232 839,67 €	2 471 199,13 €	76%

From the perspective of the analysis of the budget by Sub-project, the low execution rate in Angola and São Tomé and Príncipe (36%) stands out for the fact that the activities executed in São Tomé and Príncipe were essentially financed by the ILO office in Yaoundé, due to the fact that there was a project financed through the ILO regular fund dedicated to social protection activities in the country (RBSA), to which priority was given in the execution. However, according to the project team, these remaining funds have already been allocated to new activities in 2022, together with staff time expenses in the country, so full financial execution is expected by the end of the extension period.

In the case of the Global Sub-project, with an execution rate of 66%, the human resources item has the lowest execution rate to date, with an available balance of approximately 177 945 EUR. It should be noted, however, that remaining funds from the previous phase of ACTION/Portugal that were carried over to phase 2, amounting to 115 000 USD (approximately 96 255 EUR), will be used in the extension period of the Project in 2022. In this case, the use of the remaining funds is also planned in the extension phase.

Table 11 - Budget by Sub-projects, excluding ITCILO (EUR)

Country	Foreseen	Implemented	Balance	Execution Rate
Global Sub-project	914 856,91 €	605 005,61 €	309 851,30 €	66%
São Tomé and Príncipe	41 043,84 €	14 950,15 €	26 093,68 €	36%
Cape Verde e Guinéa-Bissau	605 829,81 €	529 273,49 €	76 556,31 €	87%
Mozambique	283 263,62 €	220 468,24 €	62 795,38 €	78%
Timor-Leste	637 845,49 €	461 264,63 €	176 580,86 €	72%
Total	2 482 839,67 €	1 830 962,13 €	651 877,54 €	74%

No more time- and cost-efficient alternatives were identified for implementing the planned activities, with the exception of the need to allocate experts or focal points in the countries covered to ensure the achievement of results in all countries. Budget execution accurately reflects that countries with experts on the ground had a higher level of achievement.

Furthermore, according to the data collected, ACTION/Portugal sought a strategic prioritization approach in its interventions to leverage existing financial resources, supported by the level of flexibility needed to respond to the constraints caused by COVID-19. In this sense, the technical assistance in the countries also sought to adopt a logic of support in seeking additional financing, leveraging existing resources. As described above, this was the case in Timor-Leste (e.g. support for the Family Monetary Support Programme) and Cape Verde (e.g. reinforcing payment of the Emergency Social Inclusion Income). This issue was particularly important in the case of São Tomé and Príncipe, Mozambique and Angola where, despite the lack of human resources fully allocated to the project, the presence of ILO experts in countries with funding from other projects supported the implementation of activities in these countries.

5.7. IMPACT ORIENTATION AND SUSTAINABILITY OF THE OUTCOMES

The data collected during this evaluation indicates the existence of strategies, actions and developments leading to the sustainability of the intervention, as described in the chapter on

Effectiveness. The strategies and actions developed have been producing lasting positive effects on the social protection systems in the PALOP and Timor-Leste, both in the medium and long term. In the analysis of the guidelines for sustainability and impact, the process that preceded the implementation of ACTION/Portugal (phase II) must be mentioned. The project inherited a set of sequential projects that have been implemented in the area of social protection in beneficiary countries since 1999. For more than two decades a strategic partnership has been established between the GEP-MTSSS (financier), the ILO (implementer) and the beneficiary countries in order to gradually improve the social protection systems. This means that the logic of implementing projects with relatively short timeframes is combined with a logic of long-term action. In this sense, ACTION/Portugal is a piece in a long journey, which is assumed to be long-term by all those involved. Thus, the project fulfils a specific function within a broader and longer-term spectrum of intervention. In fact, the end of the second phase of ACTION/Portugal coincides with the conceptualisation process of the next phase, whose design and implementation is awaited and encouraged by all stakeholders.

This evaluation highlights some factors that contribute to sustainability. Firstly, the adoption of a flexible and collaborative approach to the identification of annual work plans according to the needs of the institutions. This type of approach ensures, on the one hand, the effective participation of beneficiaries and, on the other, greater ownership of results. Secondly, the Project is aligned with sector and national public policies and strategies (such as, for example, the Strategic Sustainable Development Plan in Cape Verde or the National Development Plan 2018 - 2022 in Angola). This alignment indicates that the Project is responding to the structural needs of the beneficiary countries; needs that have been identified and assumed by the beneficiaries themselves. The project's contribution to national priorities is a fundamental indicator to guarantee that the results will be sustained in the long term, since they are results sought by the beneficiaries, for which there are national public commitments.

However, as mentioned previously, it is essential to promote a holistic vision of project results by beneficiary partners, which can be promoted through a formal presence of partners in the project's governance structure. In addition, strengthening the strategic visibility of ACTION/Portugal, through a structured communication and visibility plan, both in the beneficiary countries and at international level, could potentiate the positive effects resulting from the project in the long term.

The promotion of institutional and legal reforms in the countries (such as the approval of the National Strategy for Social Protection 2021 - 2030 in Timor-Leste, the implementation of the National Strategy for Mandatory Social Security 2019-2024 in Mozambique, among others) ensures that reforms related to contributory and non-contributory social protection are effectively institutionalised in the countries. This will also be promoted through countries' ratification of ILO Convention 102 on Minimum Standard of Social Security. With regard to improving social protection statistics to monitor progress, the establishment of inter-institutional working groups will promote the integration of statistical bulletins into their long-term workplans.

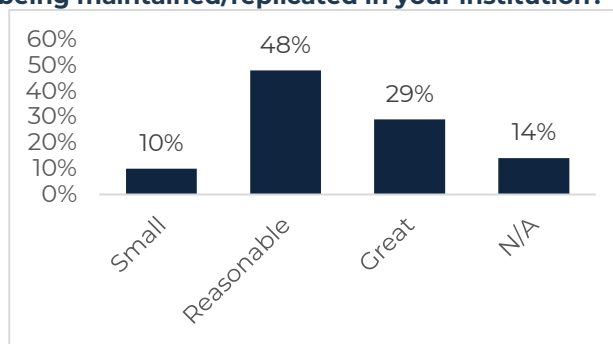
The long-term impact can be seen in the countries where this project (and the previous phases), supported by Portugal, has consistently promoted an integrated vision of the contributory and non-contributory schemes. In the case of Mozambique, the continued presence of the staff on the ground, which has resulted in the Project's recognition by the government, allows it to advance the priority agenda in the area of social protection more effectively. On the other hand, in Angola and Guinea-Bissau there are still challenges in terms of commitment and ownership of the project's actions.

This is also a reality for the social partners, as the support provided in their capacity building aims to foster their involvement in the development of social protection strategies and instruments, such as the launch of the Single Kiosk for the Formalisation of Micro Enterprises and Workers, which will support the transition from the informal to the formal economy in Mozambique.

From the point of view of capacity building, the improvement in the partners' staff through the continuous work of ACTION/Portugal favours the sustainability of the project. The appropriation of the project by the government, improvements in the partners' staffing levels, the existence of a set of resources that favour the institutionalisation and durability of the actions implemented, and the receptiveness of the actions by the beneficiaries, especially in Mozambique, Cape Verde and Timor-Leste, should be highlighted. With regard to the acquisition and sharing of knowledge, the data from the evaluation survey applied indicates that the skills acquired by 77% of the beneficiaries consulted are maintained or replicated in their institution to a great or reasonable extent, while 10% are applied/maintained in a small way.

Throughout its development, ACTION/Portugal has built up an important collection of resources that have been transferred to the various partners in beneficiary countries. This includes publications in Portuguese, as well as tools for monitoring and disseminating social protection measures and the response to COVID-19, such as the Social Protection Monitor and the Social Protection Calculator for COVID-19. The permanence and transfer of the acquis generated to the website that is currently under development and on the ILO's Social Protection website allows the prospect of the constitution of an institutional memory that favours sustainability. Data collected through the evaluation survey indicate that 81% of the beneficiaries consulted have already consulted the documents or instruments made available by the project, while 19% have not yet done so.

Figure 4 - Beneficiary Survey Question: "To what extent are the skills acquired in the activity you participated in being maintained/replicated in your institution?"



Source: Evaluation survey

The impact of the project has been seen in the extension of coverage and the improvement of social security schemes in beneficiary countries, which, although slow, has been positive. On the one hand, the number of branches of social protection within the target of SDG 1.3 has increased since the beginning of ACTION/Portugal Phase 2 or has been maintained in all countries where data is available, e.g., Angola, Cape Verde and Mozambique; on the other hand, the existing data for monitoring the evolution of this indicator shows that Angola, Cape Verde, Mozambique, São Tomé and Príncipe and Timor-Leste have increased their social protection coverage in at least one of the guarantees of the social protection floors. For Guinea-Bissau, it was not possible to assess the evolution, which indicates the need for greater focus on improving the social protection system of this country.

With regard to the beneficiary partners, the consultations made it possible to verify that, globally, the beneficiaries consider their participation in the project to have been positive, both in terms of improvements in technical and institutional skills. When questioned about future recommendations, they indicated the need to continue technical assistance in response to COVID-19, deepen the analysis of statistical data on social protection and intensify the capacity building and empowerment of institutions according to training needs.

The evaluation found that the Project's approach to South-South and triangular cooperation promoted an exchange of knowledge and experiences that would not have occurred otherwise. It provided opportunities for different beneficiaries to learn from each other and share good practices, as described in the Effectiveness chapter. These experiences were described as relevant for strengthening the dialogue between social protection actors in beneficiary countries. Furthermore, the consultations carried out pointed to a growing interest on the part of partners to increase interaction with their peers in other countries. In addition, the synergies created with the International Social Security Association (ISA), namely the creation of a focal point for Portuguese-speaking countries to promote technical cooperation between these countries and design activities to address the needs identified, as well as the integration of PALOP countries as

members, will strengthen the sustainability of practices in beneficiary countries, as well as the exchange of experiences in Portuguese and ongoing training.

Despite the challenges mentioned here for the continuity of the project's actions - the lack of ownership in some countries, the constraints in the availability of statistical data, the need for greater focus on communication and visibility - the indicators presented here indicate a strategic direction for continuity whose proper implementation can guarantee the effective sustainability of the results achieved. In this sense, good coordination of the sector as a whole by national and international public authorities is a key element for the proper alignment of the various projects with national commitments, rationalisation of resources (human, technical and financial) and sustainability.

5.8. ANALYSIS OF THE IMPLEMENTATION OF THE MID-TERM EVALUATION RECOMMENDATIONS

The mid-term evaluation held in December 2020⁷⁰ presented a set of recommendations, for which the extent to which the Project responded to them is analysed below.

Mid-Term Evaluation Recommendation	Project Response
<i>"Improve prior information on training activities, for example by collecting in advance the names of the participants nominated by each country and establishing direct communication with them, providing them in advance with all the details of the action in which they will participate, disseminating - where possible - the calendar of trainings at the beginning of each year to facilitate the availability of national technicians and thus providing them with time to programme themselves properly for these activities."</i>	<p>According to the data collected, the training activities are discussed in the annual work plans, allowing the necessary time for the programming of training activities by the participants. From the beneficiaries' point of view, no constraints were identified in the timely dissemination of information on capacity building.</p> <p>According to the evaluation survey applied to the expert trainers, the level of information provided in the preparation phase of the training was rated very highly (57% of the respondents rated it very positive and 43% as positive), allowing for the tailoring of the training activities to the level of knowledge of the participants (100% of the respondents agreed with this statement).</p>
<i>"To improve the involvement of key people in national decision-making on social protection, by intervening with those responsible in governments and countries experiencing difficulties, with a view to identifying possible ways in which the project's objectives of strengthening and broadening the Social Protection floors can be effectively achieved."</i>	The Project's intervention had greater expression in certain countries, namely Cape Verde, Mozambique and Timor-Leste. In the case of Angola, the country has been more open to the Project since 2021, the year in which the ILO established its physical presence in the country. Since then it has been possible to start planning strategic activities on social protection. In São Tomé and Príncipe and Guinea-Bissau, several constraints linked to the lack of on-site human resources are still

⁷⁰ ACTION/Portugal: "Relatório de Avaliação Intermédia ACTION/Portugal - Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste (Fase 2)", 2020.

	<p>identified, which prevent a smooth implementation with expressive results, despite the existence of a focal point in the case of São Tomé and Príncipe.</p>
<p><i>"Promote greater awareness among workers' and employers' representatives especially in the importance of the non-contributory area for the fight against poverty and for inclusion (e.g. through the involvement of ACT/EMP and ACTRAV in some training activities) and increase the holding of tripartite discussions on social protection."</i></p>	<p>The project sought to listen to and involve the social partners in the beneficiary countries, with special attention to trade unions and employers' organisations, in the development of social protection strategies and instruments, as well as in capacity-building actions. However, no clear strategy was identified for systematically involving social dialogue actors, such as NGOs, especially in the non-contributory area.</p>
<p><i>"To stimulate, despite the existing structural problems in this field, an even greater participation of women in the Project's activities and, above all, to reinforce the treatment of gender issues in the manuals and support documents for training activities, placing more emphasis on overcoming gender inequalities (i.e. to strengthen capacities so that gender inequalities are detected and eliminated at the level of policies and strategies and programmes in the field of Social Protection)."</i></p>	<p>The initial design of the project did not integrate interventions specifically targeting gender equality or gender-sensitive indicators. However, the involvement of women in project activities was promoted through their participation in capacity building, where there was a balance in the overall number of participants.</p> <p>In addition, work on social protection statistics has promoted a greater focus on the disaggregation of statistical data by gender, allowing for a more informed analysis of the specific challenges women face in accessing social protection.</p> <p>There is also great potential for exploring new gender-sensitive activities that promote more inclusive social protection policies and strategies.</p>
<p><i>"Include new themes (linked to the issue of unemployment benefits, computerisation of services, etc.) and deepen themes already dealt with in previous activities (e.g. collection and processing of data in social protection/statistics and the extension of protection coverage to all and throughout the life cycle, Single Social Register, Social Charter, etc.)."</i></p>	<p>The project has broadened the scope of its work, notably with the production of resources to adapt the social protection systems (contributory and non-contributory) of the beneficiary countries to the pandemic situation. Additionally, a greater concern with health issues became evident.</p>
<p><i>"Reinforce online activities, such as distance learning courses, webinars, provision of relevant documents and information and technical assistance (via Zoom-type platforms, Skype, Teams, etc.); above all, maintain regular contacts via internet with countries that do not have a permanent presence of Project Technicians."</i></p>	<p>The Project's capacity to adapt its training offer from face-to-face to e-learning format was highlighted as very positive by the beneficiaries consulted, despite their preference for face-to-face models. The on-the-job training was also adapted to distance learning, allowing an increase in the frequency of contacts, as well as inter-institutional communication.</p>
<p><i>"Strengthen assistance and capacity building</i></p>	<p>In addition to the technical support provided by ACTION/Portugal to beneficiary countries in</p>

of services in **protection measures under COVID and post COVID** and work on the regulation of emergency measures implemented during the Pandemic crisis."

their response to the pandemic context, e.g. support for the development and implementation of the COVID-19 Response Plan in Mozambique - Social Protection; technical support for the development of the Monetary Action for Families programme implemented by the MSSI in Timor-Leste; among others, a next phase of the Project should provide for the strengthening of technical assistance in protection measures in response to COVID-19, namely in supporting economic and social recovery and in building resilient social protection systems.

"Improve the **dissemination of knowledge** products to national technicians, fostering the use of the different available platforms (ACTION/Portugal on Facebook, SOCPRO, ILO Lisbon Office, ...) for greater and easier access/dissemination of these products."

The Project has recently adopted an official website. On the website there is an online library space, where various resources in Portuguese generated by the Project and/or in partnership with the ILO Lisbon office, with funding from the MTSSS, are gathered. The systematization of all information on the website allows centralizing the information/resources available, which contributes to ease access and dissemination of materials.

"Continue and strengthen **collaboration with other initiatives** to aid the development of social protection systems (bi- or multilateral), always seeking the generation of synergies, complementarity and non-duplication of efforts."

In general, the project has been successful in establishing synergies with other initiatives in almost all countries in order to complement its intervention, seeking to add resources to ACTION/Portugal interventions, with the exception of Guinea-Bissau.

6. CONCLUSIONS

According to the evidence collected, this evaluation verified that the project actions made a positive contribution to the general objective of the project. The immediate objectives, as well as the proposed activities, were related to each other and constituted cornerstones in the pursuit of the general objective, having produced positive results in the beneficiaries, including in terms of changes in practices, methods and the offer of social protection.

The project was aligned with the national priorities of the beneficiary countries, the implementing entity and the donor. Furthermore, it responded to verifiable needs in terms of the extension of social protection. Despite the improvements noted throughout the implementation period in multiple social protection indicators, the objectives and practices of the project remain relevant. This continued relevance is not unconnected to the relatively low baseline in terms of social protection coverage.

The project's flexible methodological approach, notably the definition of annual work plans, contributed positively to the dialogue and consultation with the beneficiaries, and produced positive effects in terms of adaptation of activities to the needs of the beneficiaries, as well as in terms of ownership. The project design has already been identified as a good practice; however, it should be improved in order to establish distinct goals for each beneficiary country.

The Project's activities and actions produced positive results and were effective in the objective of improving social protection systems in beneficiary countries, including expansion of coverage, as well as the existence of statistical data on social protection. The positive impact has not only withstood the COVID-19 pandemic but has been reinforced through, for example, additional mechanisms for dialogue and consultation among beneficiary countries. Across the board, there were improvements in human resource capacity building in beneficiary institutions. The improvements in human resources enabled changes to be made at the organisational level of the institutions, as well as in the social responses available. Furthermore, the Project promoted a spirit of interoperability between national institutions, which enhanced improvements in the system as a whole. These improvements are particularly visible in the systems for producing social protection statistics.

In addition to national mechanisms for cooperation and inter-institutional coordination, the Project was able to promote and implement South-South and triangular cooperation mechanisms. These mechanisms enhanced the transfer of knowledge and triggered movements to expand the supply of social protection and/or improve existing systems. Regarding the impact of the project, the strong contribution to the promotion of knowledge in Portuguese should also be highlighted, which favoured the access of professionals from the beneficiary entities to knowledge that was previously closed due to language barriers.

The Project was efficient in carrying out the proposed activities. The budget execution was 76%, with prospects of reaching 100% by the end of the project. The project team proved to be adequate. It was found that the physical presence of project experts or ILO focal points in the beneficiary countries tends to help achieve better results and financial execution. Conversely, their absence is one of the factors explaining lower levels of success in some countries. Therefore, the allocation of at least one expert or focal point permanently in each beneficiary country should be considered. Additionally, it is relevant to promote a more inclusive governance structure of national partners.

Coordination between the implementing organisation and the donor produced positive results. The strong articulation, dialogue, and participation of the donor in the various project activities contributed to the project's capacity for agile adaptation to changes in the conjunctural context. It also contributed to ensure coherence between bilateral and multilateral cooperation. The

coordination and complementarity between the ILO and the GEP-MTSSS is a good project practice which should be replicated in other contexts.

In the same sense, the coordination with the beneficiary entities was globally positive. However, there were some mismatches that should be addressed through greater participation of beneficiaries in project monitoring and evaluation mechanisms. Increased participation could take the form of a steering committee in which the various beneficiary entities are represented.

The data collected allows for the perspective that the strategies and actions developed have been producing positive and lasting effects on the social protection systems of the PALOP countries and Timor-Leste, both in the medium and long term; and the sustainability of the actions developed can be envisaged. Contributing to the prospect of sustainability is the ownership of the results by the beneficiaries, the legislative changes initiated, the national and international political commitments made, the increased capacity building of the various institutions' technical staff, the strengthening of the institutions' methods and processes, as well as the creation of an important collection of resources on social protection in Portuguese, which will continue after the Project.

7. LESSONS LEARNED E GOOD PRACTICES

This chapter focuses on lessons learnt and good practices from the implementation of the ACTION/Portugal project, based on the evidence gathered in the evaluation process, and aims to build on the experience gained from the project to identify clues for improving relevance, effectiveness, efficiency and sustainability, for the expansion of the project or for future projects in different contexts.

Lesson Learned (LL)

LL1. The physical presence of experts dedicated to the Project in the beneficiary countries favours the establishment of relationships of trust with the beneficiary entities, and potentiates more significant and sustainable advances in the proposed objectives, especially in the pandemic context.

LL2. In the context of beneficiary countries at different stages of sector development, as well as with different levels of political commitment, the establishment of differentiated annual targets is relevant so as to enable all beneficiaries to achieve tangible results.

LL3. The absence of a structured communication and visibility strategy hinders the correct national and international projection of the project, donor and beneficiaries, as well as the good practices generated during implementation. This limits, on the one hand, the appropriation of results by beneficiary entities, and on the other hand, the potential replicability of the project in contexts outside the CPLP.

Good Practice (GP)

GP1. South-South and triangular cooperation mechanisms (field visits, exchanges, joint training) between countries with the same language area are highly valued and relevant from a political, legal and institutional point of view, because they promote a system of mutual assistance and exchange of information and experience (including bilateral cooperation agreements between countries) that fosters the adoption of institutional solutions for the promotion of social protection floors.

GP2. The adoption of integrated approaches to the expansion of social protection in the contributory and non-contributory components promotes the integration of the various social protection areas, as well as coordination and interoperability between the various national institutions with responsibility in the area of social protection.

GP3. The continuous involvement of the donor in the project, through a participatory approach and technical contribution, as well as the levels of flexibility provided are relevant for improving the intervention from the point of view of relevance (adjustment of the project to the changing needs of the beneficiaries) and effectiveness (through the additional technical support provided by the donor institution itself), as well as achieving coherence between the bilateral and multilateral cooperation between the donor and the beneficiary countries.

8. RECOMMENDATIONS

The recommendations presented are supported by evidence, conclusions, lessons learned and good practices, and addressed to the users of the evaluation (SOCPRO/ILO, ITC/ILO, the GEP-MTSSS from Portugal and beneficiary entities in each country). The evaluation team collected suggestions for recommendations through consultations with stakeholders.

Recommendation (R)	Target	Priority Level	Time Horizon	Resources involved
Criteria: Relevance, congruence and strategic fit				
R1. Integrate the main beneficiary entities in the Project Steering Committee or create technical committees per country. This recommendation aims to increase the levels of knowledge and ownership of the Project by the beneficiaries, as well as to contribute to the adaptability of the annual targets to the idiosyncratic realities of the beneficiary countries.	SOCPRO/ILO ITC-ILO GEP-MTSSS Beneficiary Entities	High	Short-term	Representatives of the institutions: financing, implementing, and beneficiary
Criteria: Validity of Intervention Design				
R2. Define targets for the distinct indicators for the different countries at the level of impact, objectives and outputs of the Logical Framework, which allow, on the one hand, to realistically reflect the contexts and strategic priorities of each country; and, on the other hand, to understand the level of achievement of the project in the long term (impact/development objective), medium term (specific/immediate objectives) and short term (outputs). In addition, trying to define, as far as possible, the baselines for each indicator, in order to sustain the definition of targets, as well as to measure more clearly the causal relationship of the project intervention with the achievement of the targets.	SOCPRO/ILO ITC-ILO GEP-MTSSS	Medium	Short-term	Expert in Monitoring and Evaluation
Criteria: Effectiveness				
R3. Strengthen South-South and triangular cooperation activities in order to enhance interaction	SOCPRO/ILO	Medium	Medium-Long	N/A

between technical staff from different countries, including training, exchanges and sharing of experiences, especially in a face-to-face format.	GEP-MTSSS ITC/ILO Beneficiary Entities		Term	
R4. Continue to strengthen the reporting capacity of beneficiary countries in relation to their social protection data (e.g. coverage, gender breakdown), as well as the integration of all available country data into ILO databases, more frequently.	SOCPRO/ILO ITC-ILO Beneficiary Entities	Medium	Medium-Long Term	N/A
Criteria: Effectiveness of the provisions in terms of management				
R5. Strengthen the Project team to ensure the permanent physical presence of an expert or focal point in each beneficiary country. The presence of experts increases country engagement with project activities, and favours the establishment of synergies that may be important for the achievement of project objectives. If not possible, identify strategies to compensate for a smaller local support in countries with more difficulties in implementing activities, e.g. increase the frequency of missions or find stronger national synergies aligned with the project objectives	SOCPRO/ILO ITC-ILO GEP-MTSSS	High	Short-term	Increase in human resources allocated to the Project
R6. Diversify the pool of trainers for the Project, taking into account the importance of the training and capacity building component of the Project, so as to compensate for the lower availability of specialists in the area of social protection from the MTSSS.	SOCPRO/ILO ITC-ILO GEP-MTSSS	Medium	Medium-Term	Pool of trainers
R7. Strengthen the involvement of sub-regional offices in the Project in order to overcome the difficulties identified in terms of lack of administrative support in the field and, in some cases, lack of communication between sub-regional offices and country experts.				

Criteria: Sustainability and Impact Orientation

<p>R8. Develop a Communication and Visibility Strategy. An effective visibility strategy promotes greater understanding and ownership of the project among stakeholders, and allows the project's successes to be projected, as well as the beneficiary and donor countries. It also promotes the replicability of good practices developed by entities outside the scope of the project.</p>	<p>SOCPRO/ILO ITC-ILO GEP-MTSSS</p>	<p>Medium</p>	<p>Short-term</p>	<p>Communication specialist</p>
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Annexes

1. EVALUATION SCHEDULE
2. LIST OF INTERVIEWS AND SURVEYS WITH BENEFICIARIES
3. DATA COLLECTION INSTRUMENTS
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1. EVALUATION SCHEDULE

PHASE and ACTIVITY	PRODUCT	DATES
1 PREPARATION OBJECTIVE: Documentary analysis and preparation of data collection		
1.1 Kick-off meeting with project team		15.11.2021
1.2. Preliminary analysis of the documentation		19.11.2021
1.3. Preparation of the initial report	P1. Initial report	23.11.2021
<i>Feedback and validation by the project team</i>		<i>24.11.2021 - 10.12.2021</i>
2 DATA COLLECTION OBJECTIVE: Data collection and analysis for evaluation		
2.1. Online surveys - beneficiaries and experts		13.12.2021 – 31.12.2021
2.2. Qualitative interviews ILO and donor team		13.12.2021 – 31.12.2021
2.3. Qualitative Interviews Beneficiaries		3.01.2022 – 14.1.2022
2.4. Debriefing of the project team and relevant stakeholders of the main findings.	P2. Debriefing of the main findings	17.1.2022
3 REPORT PREPARATION OBJECTIVE: Preparation of the preliminary and final report		
3.1. Preparation and submission of the preliminary report	P3. Preliminary Report	28.01.2022
Feedback and validation by the project team		18.02.2022
3.2. Preparation and delivery of the final version, incorporating the gathered feedback.	P4. Final Report	22.02.2022

2. LIST OF INTERVIEWS AND SURVEYS WITH BENEFICIARIES

2.1. LIST OF INTERVIEWS WITH KEY INFORMANTS

TYPE/COUNTRY	ORGANIZATION	NAME
Donator	GEP – Gabinete de Estratégia e Planeamento	Hugo Curado
Donator	GEP – Gabinete de Estratégia e Planeamento	Manuela Afonso
Strategic partner	ILO Lisboa	Mafalda Troncho
Strategic partner	ILO Lisboa	Mariana Pereira
Project team	ILO – SOCPRO	Helmut Schwarzer
Project team	ILO Lisboa	Nuno de Castro
Project team	ILO – SOCPRO	Zhiming Yu
Project team	ILO – SOCPRO	Ana Carolina De Lima Vieira
Project team	ITC-ILO (Turin)	Inês Fragoso Mendes
Project team	ILO CO-Dakar (Cidade da Praia)	Fernando de Sousa Jr.
Project team	ILO CO-Jakarta (Timor-Leste)	Rita Fernandes
Project team	ILO CO-Lusaka (Mozambique)	Ruben Vicente
Project team	ILO CO-Yaoundé (São Tomé)	Lurdes Viegas Santos
Project team	ILO CO-Kinshasa (Angola)	Denise Monteiro
ILO technical backstopping	ILO DWT-Yaoundé (covering Angola and São Tomé and Príncipe)	Joana Borges Henriques
ILO Jakarta Office	ILO CO Jakarta responsible for the activities in Timor-Leste	Michiko Miyamoto
Angola	Instituto Nacional de Estatística (INE)	Patrick Pedro
Angola	Ministério da Acção Social, Família e Promoção da Mulher (MASFAMU)	Ercília Sacoco
Angola	Ministério da Acção Social, Família e Promoção da Mulher (MASFAMU)	Ester Santiago
Angola	Ministério da Acção Social, Família e Promoção da Mulher (MASFAMU)	Lucas João
Angola	Ministério da Administração Pública, Trabalho e Segurança Social (MAPTSS)	Édmio Fernando
Cape Verde	Centro Nacional de Prestações Sociais (CNPS)	Elisandra de Pina
Cape Verde	Instituto Nacional de Previdência Social (INSS)	Orlanda Ferreira
Cape Verde	Ministério da Família, Inclusão e Desenvolvimento Social (MFIDS)	Mónica Furtado
Guinea-Bissau	Ministério da Mulher, Família e Solidariedade Social (MMFSS)	Lúcio Balencante Rodrigues
Guinea-Bissau	Ministério da Mulher, Família e Solidariedade Social (MMFSS)	Feliciano Mendes
Guinea-Bissau	Instituto Nacional de Segurança Social (INSS)	Mamadu Udi Ba
Guinea-Bissau	Instituto Nacional de Segurança Social (INSS)	Tufigo Mendes
Mozambique	INSS	Hermenegilda Carlos
Mozambique	INSS	Calisto Recama
Mozambique	MITSS	Assa Guambe
Mozambique	CONSILMO	Anésio de Castro
São Tomé and Príncipe	Instituto Nacional de Segurança Social	Juvenal do Espírito Santo
Timor-Leste	Instituto Nacional de Segurança Social	Aida Maria Soares Mota
Timor-Leste	Ministério da Solidariedade Social e Inclusão	João Coimbra

2.2. SURVEYS FOR THE BENEFICIARIES

	Sent surveys	Answered surveys
Angola	7	2
Cape Verde	8	2
Guinea-Bissau	5	3
Mozambique	22	14
São Tomé and Príncipe	2	1
Timor-Leste	5	-
Total	49	22

2.3. SURVEYS FOR THE EXPERTS TRAINERS

	Sent surveys	Answered surveys
MTSSS	1	1
ISS	3	3
DGSS	2	1
IGFSS	3	1
Outra	2	1
Total	11	7

3. DATA COLLECTION INSTRUMENTS

3.1. QUALITATIVE INTERVIEW SCRIPT

Interview duration: 45 min.

Semi-structured interview supported by a script which determines the thematic axes of the dialogue, being flexible in the development of the specific questions to be asked.

The interviewee's reaction should be induced from a generic, but very clear interrogative sentence. For the purposes of the questions asked, new complementary data, opinions and judgments should be requested whenever necessary, mainly through the use of questioning and rephrasing techniques.

Procedures

The objectives of the evaluation should be presented at the beginning of the meeting.

Participants must decide if they want to take part in the evaluation and can withdraw from participation at any time.

The data collected should be recorded on this interview protocol sheet. This form will be part of the project library. This form should include all comments considered relevant for a better interpretation of the participants' interventions. Care should be taken to avoid subjective and abusive interpretations of the interviewee's words.

All sentences that due to their potential uniqueness or because they reveal a very personal approach by the participant should, whenever possible, be reproduced in the terms used by the participant.

SECTION A - Presentation of the discussion

Presentation of the purpose of the interview

- State the objectives of the ACTION Project evaluation.
- Note that discussion will take approximately 45 minutes.
- Ask if there is a need for further clarification

SECTION B - Questions for the Project Team

Relevance, coherence and design:

1. How does the project integrate national development priorities, UNDAF/UNSDCF priorities, donor priorities and the 2030 agenda?
2. How have the beneficiaries of the intervention been identified?
3. Was a preliminary assessment of the beneficiaries' needs carried out? How were partners and beneficiaries involved in this process?
4. How were stakeholders involved in the design of the project and activities?
5. Were the planned activities appropriate to achieve the project objectives and do they adequately address the needs of the beneficiaries?
6. How does the project design integrate the conventions and recommendations of

international labour standards and tripartism?

Effectiveness:

7. What results has the project achieved?
8. How do the results differ between the different project countries?
9. What have been the greatest challenges faced by the project? How have they been overcome?
10. What adjustments have been made in the course of the project, and why?
11. To what extent has the project responded to the recommendations of the mid-term evaluation carried out in 2020?
12. How did the project respond to COVID-19? Was it adequate to the new needs emerging from the pandemic?
13. Are you aware of the project's monitoring and evaluation mechanisms? How are these relevant for implementing adjustments and corrective measures?

Efficiency:

14. Were project resources sufficient and adequate?
15. What advantages and constraints were identified at the level of project management?
16. How was ILO and ICF/ILO backstopping support relevant to the achievement of project objectives?

Impact and Sustainability:

17. What will be the impact of the project in terms of institutional capacity building and extension of social protection?
18. To what extent will the impact of the interventions be sustained in the long term?
19. How will institutions take ownership of the project results?
20. What is the project exit strategy?
21. In what ways could the project be replicated and/or expanded to other countries/regions?

Cross-cutting:

22. How does the project integrate gender and non-discrimination issues?
23. How has the project addressed the needs of the most vulnerable groups (youth and women)?
24. What strategies have been included in the project to ensure that partners are aware of and informed about gender equality, promotion of human rights and non-discrimination?
25. What are the lessons learned/good practices of the project, in your opinion?
26. Do you have any recommendations? Which ones?

SECTION C - Questions for the Beneficiaries

Relevance, coherence and design:

1. How does the project integrate the national development priorities of your country?
2. Has a preliminary diagnosis of the needs of your institution been carried out?
3. Do the planned activities adequately address the needs of your institution?

Effectiveness:

4. What results have been achieved in your institution with the support of the project?
5. What are the biggest challenges that the project has faced? How have they been overcome?
6. What adjustments were made to the planned activities during the course of the project and why?
7. What has been the project's response to COVID-19? Was it adequate to the new needs emerging from the pandemic?

Efficiency:

8. Were project resources sufficient and adequate?
9. What advantages and constraints were identified at the level of project management?

Impact and Sustainability:

10. What will be the impact of the project in terms of institutional capacity building and extension of social protection in your organisation in particular and in the country in general?
11. To what extent will the impact of the interventions be sustained in the long term?
12. In what way has your institution taken ownership of the project results?
13. What do you know about the project exit strategy?

Cross-cutting:

14. What are the lessons learned/good practices of the project, in your opinion?
15. Do you have any recommendations? What is it?

3.2. SURVEY FOR THE BENEFICIARIES

This questionnaire is based on the questions used in the beneficiary survey for the ACTION 2020 mid-term evaluation exercise. The survey aims to gather quantitative data, which will complement the qualitative data gathered through the semi-structured interviews conducted individually with beneficiaries.

Procedures

This questionnaire aims to evaluate the results obtained by the ACTION/Portugal Project (Phase 2) - Strengthening the Social Protection Systems of the PALOP countries and Timor-Leste, in the framework of the Global Programme for Social Protection floors and the Sustainable Development Goals of the 2030 Agenda.

Participation in this survey is optional and the data collected will be confidential.

Sex: F/M/Other

Institution: (put options for selection)

Country: CV, MZ, TL, AO, STP, GB

On a scale of 1 to 5, please indicate how you evaluate the following statements:

1- Strongly disagree; 2- Disagree; 3- Neither agree nor disagree; 4- Agree; 5- Strongly agree

1. The activities corresponded to the mission and objectives of my institution and its intervention

1 2 3 4 5

2. The activities were aligned with the needs of my institution.

1 2 3 4 5

3. My participation in this activity allowed networking and subsequently facilitated/improved contacts with other participants and their institutions.

1 2 3 4 5

4. I was satisfied with the quality level of the activities?

1 2 3 4 5

5. The activities contributed to increase my professional skills.

1 2 3 4 5

6. What were the most important skills that you acquired in the activities? (Give one or two examples)
-

7. I have already applied the acquired skills in my professional duties.

Yes

No

8. To what extent are the skills acquired in the activity in which you participated being maintained/replicated in your institution?

Small

Reasonable

Big

9. Have you already downloaded/ consulted documents and tools made available by the ACTION/Portugal project?

Yes

No

10. If yes, the usefulness of your consultation was:

Small

Reasonable

Big

11. What training/technical assistance needs and specific topic(s) should be considered in a future ACTION/Portugal intervention? (Please give one or two examples).
-

12. What final suggestions/recommendations would you give to the managers of this project to improve/complement the activities in a future intervention? Keep in mind the COVID-19 context that we are unfortunately experiencing. (You can give one or two suggestions).
-

3.3. SURVEY FOR THE EXPERT TRAINERS

This questionnaire is based on the questions used in the beneficiary survey for the ACTION 2020 mid-term evaluation exercise. The survey aims to gather quantitative data, which will complement the qualitative data gathered through the semi-structured interviews conducted individually with beneficiaries.

Participation in this survey is optional and the data collected will be confidential.

Sex: F/M/Other
Institution: (put options for selection)

**On a scale of 1 to 5, please indicate how you evaluate the following statements/questions:
1- Very negative ; 2- Negative ; 3- Neutral ; 4- Positive ; 5- Very positive**

1. How do you rate the support of the project management in the identification and planning of capacity building activities?

1 2 3 4 5

2. How do you rate the level of adequacy of information provided by the project management for the preparation of capacity building activities?

1 2 3 4 5

3. How do you rate the support provided by the project management in the implementation of the activities?

1 2 3 4 5

4. Was it possible to tailor the training activities to the level of knowledge of the participants?

Yes No

- 1.1. If no, why?
-

5. How do you rate the level of relevance of the capacity building activities for the beneficiary participants?

1 2 3 4 5

6. Have evaluation mechanisms been implemented for capacity building activities?

Yes No

- 6.1. If yes, in what ways have these mechanisms been useful for gathering lessons learned and feedback?
-

- 6.2. If not, what has failed?
-

7. What final suggestions/recommendations would you give to the managers of this project to improve/complement the activities in a future intervention? Keep in mind the COVID-19 context that we are unfortunately experiencing. (You can give one or two suggestions).
-

4. EVALUATION MATRIX

Criteria	Evaluation Question	Indicator	Method and source of data	Who will collect and analyse?
Relevance, coherence and strategic fit	<ol style="list-style-type: none"> Does the Project design effectively address the national development priorities, DWCP (if available), UNDAF/UNSDCF and donor's specific priorities/concerns in the PALOP and Timor-Leste? To what extent does the Project design effectively integrate the interests of different stakeholders and final beneficiaries of social protection programmes? To what extent does the Project implementation strategy include the proper interventions to contribute to the objective of linking contributory and non-contributory social security programs? To what extent has the Project provided a timely and relevant response to constituents' needs and priorities in the COVID-19 context? 	<ul style="list-style-type: none"> Evidence of project alignment with national and international policies and strategies, and the 2030 Agenda. Evidence of consultations held with beneficiaries and partners. Level of relevance of the planned activities and products for the achievement of the expected results. Evidence of the use of participatory approaches in planning and implementation Evidence of programme alignment and complementarity with other ILO, UNDP, UNS interventions in general, as well as with other partners in the countries Existence of a baseline study, which has correctly identified and mapped out the needs of the beneficiaries. Criteria for selecting beneficiaries Identification of mitigation measures in the project to respond adequately to any adaptations that may be encountered. 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
Validity of the intervention design	<ol style="list-style-type: none"> Validity of the project design To what extent were the strategic elements of the project (objectives, outputs, implementation strategies, targets and indicators) achievable given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy? Are the indicators of the achievements clearly defined, describing the changes to be brought about? Is the project Theory of Change comprehensive, integrate external factors and is based on systemic analysis? To what extent has the design of the project integrated the ILO's cross-cutting themes such as gender, non-discrimination and disability? To what extent are the output and outcome indicators of the project gender-inclusive? 	<ul style="list-style-type: none"> Correlation between baseline survey data and project objectives Existence of a theory of change with a clear and coherent vertical and horizontal intervention logic, defining appropriate baselines and targets. Evidence that a thorough analysis was done to identify the most disadvantaged and vulnerable groups. Evidence of the use of international (national and regional) human rights and gender equality normative frameworks. 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Surveys 	External Evaluator
			<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
Effectiveness	<ol style="list-style-type: none"> To what extent have the overall project goals, immediate objectives and expected outputs been qualitatively and quantitatively achieved? 	<ul style="list-style-type: none"> Evidence of achieved vs expected results. Changes in knowledge, attitudes and behaviour of beneficiaries in key areas of the Project. 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator

	<p>2. What kind of assessment can be made of the project's achievements in terms of:</p> <p>a) Improvements in the effectiveness and outcomes of social protection institutions in the PALOP and Timor-Leste, achieved through the acquisition of new competencies, the definition of policies and programs, and the use of suitable management methods and an improved ability to coordinate efforts nationwide.</p> <p>b) Guaranteeing access for the different actors involved in extending social protection to new resources of information on best practices and research worldwide, enabling them to learn and improve the scope and effectiveness of social protection.</p> <p>c) Improvements in the social protection statistics of social protection institutions, and quality data to monitor their progress in achieving the SDGs.</p> <p>3. What were the achievements and challenges registered during the course of the implementation?</p> <p>4. In which areas has tripartism been integrated successfully?</p> <p>5. To which extent have the social partners been involved in the implementation of the project?</p> <p>6. To what extent has the COVID-19 Pandemic influenced project results and effectiveness and how the project have addressed this influence to adapt to changes? Can the model used to respond to COVID-19 be replicated?</p> <p>7. To what extent is project implementation coordinated with other ILO, UN and government initiatives in social protection, as well as other cooperation partners and projects?</p> <p>8. What was the level of coordination and collaboration achieved with the MTSSS in the implementation of the project, and between the ILO and the ITC/ILO and ILO experts in the field?</p>	<ul style="list-style-type: none"> • Evidence of unintended outcomes • Evidence of achieved vs expected results at the level of youth and women beneficiaries. • Involvement of tripartite constituents. • Identification of normative social dialogue in Project approaches. <p>Evidence of adaptations implemented in the context of unexpected constraints</p>	<p>Surveys</p>	
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Effectiveness of management arrangements	<ol style="list-style-type: none"> 1. Are management capacities adequate and facilitate good results and efficient delivery? Is there a clear understanding of the roles and responsibilities by all parties involved? 2. Does this project receive adequate political, technical, and administrative support from its national partners, the ILO, and the donor? 3. Has cooperation with the project's implementing partners been efficient? Has a participatory/consultative approach been applied? 4. How effectively does the project management monitor performance and results? Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined? 5. How strategic are the implementing partners in terms of mandate, influence, capacities, and commitment? 6. Is relevant information and data systematically being collected and collated? Is data disaggregated by gender (and by other relevant characteristics, if relevant) and reported appropriately? 7. What are the partnership arrangements in the implementation of the Project at various levels, community, municipal, inter-ministerial, interdepartmental, and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships? 	<ul style="list-style-type: none"> • Level of support from ILO services to the programme. • Frequency of interaction between the different competent services. • Level of functionality of the management structure at central and local level. • Existence and use of monitoring mechanisms to collect implementation data • Existence of dialogue between the Project and strategic partners. • Existence and use of monitoring mechanisms to collect implementation data. • Frequency and level of detail of monitoring mechanisms. 	<ul style="list-style-type: none"> • Desk Review • Semi-structured interviews 	External Evaluator
Efficiency of resource use	<ol style="list-style-type: none"> 1. Did project implementation benefit from the ILO's technical resources and international experiences efficiently? If yes, in what way(s)? 2. What evidence is there of cost-effectiveness in project implementation and management (use of funds and timely delivery of products)? Are there more time and cost-effectiveness alternatives? 3. To what extent have synergies and complementarity been promoted with other cooperation projects/agencies at the level of resources? 	<ul style="list-style-type: none"> • Cost-benefit ratio • Evidence of adequacy of resources to planned activities, including resource planning. • Complete and accurate financial information. 	<ul style="list-style-type: none"> • Desk Review • Semi-structured interviews • 	External Evaluator

Sustainability and Impact orientation	<ol style="list-style-type: none"> 1. Are the project achievements sustainable, including in terms of gender equality? Which are the elements of the project achievements that are unlikely to be sustainable? 2. To what extent have the beneficiaries taken ownership of the project results? 3. What are the necessary actions/interventions by the ILO and donors to ensure that the achievements of the programme can be sustained and provide a meaningful platform for further capacity building of the national partners of the PALOP and Timor-Leste? 4. What are the impacts of the project? <ol style="list-style-type: none"> a) What are the emerging impacts of the project and the changes that may be causally linked to the project's intervention? b) What are the realistic long-term effects of the project in terms of enhancing institutional capacity and the extension of social protection? c) To what extent has the project made a significant contribution to broader and longer-term development impact? 5. Have the risk factors that need to be mitigated been addressed to ensure maximum and sustainable capacity building after project completion? 6. How likely will the ILO project lead to results that will be sustained or integrated in other post-pandemic response over time? Has the ILO project developed a sustainability strategy and worked with constituents and other national counterparts to sustain results during the recovery stage? 	<ul style="list-style-type: none"> • Level of commitment and appropriation of beneficiaries and partners to Project approaches. • Level of social and political approval or stability of leaders • Evidence of commitment from beneficiaries and implementing partners. • Evidence of planned activities for post-Project continuity • Existence of adequate technical and financial resources for the sustainability of results • Evidence of an exit strategy adapted to the current context, with COVID-19 mitigation measures. • Evidence of integration of equity, gender and human rights strategies in Project conception and/or implementation • Evidence of the identification of risks and mitigation measures 	<ul style="list-style-type: none"> • Desk Review • Semi-structured interviews • Surveys 	External Evaluator
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5. TABLE OF PLANNED RESULTS VS. ACHIEVED

Project Structure	Indicators	Targets	Achievements		
Development objective/expected impact					
Contribute to improving the social protection coverage and the quality of statistics in Angola, Cape Verde, Guinea-Bissau, Mozambique, São Tomé and Príncipe and Timor-Leste.					
Immediate Objective 1 Governments have developed and implemented policies, plans and programmes to extend social protection (including health) coverage and/or modified the legal framework to extend social protection in line with the guarantees of social protection systems and floors, within the framework of the SDGs of the United Nations 2030 Agenda.	Number of countries that have extended and/or improved coverage and adequacy of social protection benefits in at least one of the social protection floor guarantees, in line with Recommendation no. 202 and in line with the implementation of SDG target 1.3.	Target 2021: All six (6) Project beneficiary countries	Target achieved for 5 of the 6 beneficiary countries (Angola, Cape Verde, Mozambique, São Tomé and Príncipe and Timor-Leste)		
	Number of countries that have improved benefits or the administration of at least one of their social security schemes, in accordance with Convention no. 102 and the SDGs.	Target 2021: All six (6) Project beneficiary countries	Target achieved for 5 of the 6 beneficiary countries (Angola, Cape Verde, Mozambique, São Tomé and Príncipe and Timor-Leste)		
Project Structure	Indicators	Targets	Achievements		
Immediate Objective 2 The countries, and in particular their social protection institutions and workers' and employers' organizations, have developed, through training activities, their capabilities and skills for implementing, and monitoring and	Number of training, exchange of experience and capacity building activities organised.	Annual target: 10 training activities, capacity building and exchange of experiences	2019	2020	2021
	Number of civil servants and members of social partners supported by governments to receive training in the areas of extending social protection and the application of ILO social protection international standards.	Annual target: - 200 civil servants - 5 social partners.	12 training activities, capacity building and exchange of experiences carried out.	16 training, capacity building and experience sharing activities carried out, (excludes webinars)	11 training, capacity building and exchange of experience activities carried out (excludes webinars)
			308 civil servants 10 social partners (5 trade unions and 5 employers) (includes webinars)	679 civil servants 24 social partners (14 trade unions and 10 employers) 46 international organisations 11 representatives from Portuguese Social Security 4 members of Portuguese Embassies (includes webinars)	287 civil servants 11 social partners (7 trade unions and 4 employers) 21 international organisations 0 representatives from Portuguese Social Security 2 members of Portuguese Embassies (includes webinars)

evaluating policies, strategies and programmes related to strengthening and extension of social protection systems and programmes.	Satisfaction level of the participants involved in training, exchange of experience and capacity building activities.	Target for end 2021: At least 80% of the participants indicate a very good satisfaction rate.	Average of evaluations between 2019 and 2021: 85,6%		
	Number of governments that design, update and implement initiatives to improve their social protection programmes by improving the performance of institutions, increasing funding and identifying fiscal space, and improving their administrative processes.	Target for end 2021: all six (6) Project beneficiary countries	6 out of 6 beneficiary countries. (Angola, Guinea-Bissau, Cape Verde, Mozambique, São Tomé and Príncipe e Timor-Leste)		
Project Structure	Indicators	Targets	Achievements		
Immediate Objective 3 The countries have improved their social protection statistics, including the collection, preparation, analysis and dissemination of reliable and quality data to monitor their progress in achieving the SDGs.	Level of statistics and indicators provided by countries for monitoring social protection policies and programmes and to monitor the progress of SDGs related either directly or indirectly to social protection, preferably gender-disaggregated.	Target for end 2021: Data available and updated for relevant indicators (comprehensive coverage; accidents at work; children; unemployment; maternity; disability; old age and vulnerable population) in accordance with each country's legislation.	2019	2020	2021
			Angola - data available for 2 of the 8 indicators relevant according to national legislation (comprehensive coverage and maternity) - Sex breakdown available for some indicators		
			Cape Verde - Data available for 8 of the 8 indicators relevant according to national legislation (comprehensive coverage, accidents at work, children, unemployment, disability, old age, vulnerable population and maternity) - Sex breakdown available.		
			Guinea-Bissau - data available for 3 of the 5 indicators relevant according to national legislation (comprehensive coverage, old age and disability) - Breakdown by function and sex not available for beneficiaries.		
			Mozambique - data available for 5 of the 6 indicators relevant according to national legislation according to national legislation (comprehensive coverage, accidents at work, children, maternity, disability, old age and vulnerable population) - Gender breakdown partially available.		
			São Tomé and Príncipe - Data available for 5 of the 6 relevant indicators according to national legislation (comprehensive coverage, maternity, accidents at work, disability, old age pension and vulnerable population) - Beneficiary data unavailable for children. - Sex breakdown not available.		
			Timor-Leste - data available for 2019 for 6 of the 7 relevant indicators according to national legislation (global coverage, accidents at work, children, disability, old age and vulnerable population) - Gender breakdown unavailable. - Beneficiary data unavailable for maternity		
Project Structure	Indicators	Targets	Achievements		

Immediate Objective 4 Social protection actors have improved access to knowledge and their ability to participate in the global campaign for the extension of social protection, and have transferred good practices to other countries in the field of South-South and Triangular Cooperation.	Number of social protection policy support materials disseminated and/or made available in Portuguese.	Annual target: 10 new materials made available in Portuguese.	2019	2020	2021		
	Number of countries formally adhering to the global campaign for the extension of social protection, through official public announcements and declarations.	Target for end 2021: all six (6) Project beneficiary countries	21 new training materials, reports, guides, working documents and publications	57 new training materials, 9 videos, 4 web pages and 23 documents and tools available in Portuguese.	15 new training materials, 10 videos, 2 websites and 12 documents and tools available in Portuguese.	6 out of 6 beneficiary countries. Highlights in 2019: <ul style="list-style-type: none"> - The joint declaration of all the CPLP Ministers of Labour and Social Affairs at the 108th International Labour Conference. - Within the framework of the ILO Centenary Ratification Campaign, the work developed for the ratification of ILO Convention 102 (already approved by Cape Verde and about to be approved by São Tomé and Príncipe). - The approval of the new regime for independent workers by the INSS of São Tomé and Príncipe. - The holding of two Conferences organised by the Ministry for the Family and Social Inclusion and the Cape Verde INPS in which new instruments and new policies for the reinforcement and extension of social protection were publicly presented. - The inclusion of the extension of social security coverage as one of the objectives in the electoral programme of the party that won the elections in Mozambique). 	6 out of 6 beneficiary countries. Highlights in 2020: <ul style="list-style-type: none"> - The measures implemented by all the beneficiary countries in the field of Social Protection, both contributory and non-contributory, to reduce the impact of COVID-19. - Mozambique's Social Protection Week, in which the government clearly reaffirmed the strategic importance of investing in Social Protection. - The capacity-building activities and symposiums held by the Cape Verde Ministry for the Family and Social Inclusion to prepare and monitor the implementation processes of the new Social Protection measures and instruments. - The approval of the Social Security Budget by the Government and Parliament of Timor-Leste.
Number of good social	Annual target:	6 working areas:	9 working areas:	4 working areas:			

	<p>protection practices shared and adapted by CPLP Member States, in the context of South-South and Triangular Cooperation, through the support provided by the Project.</p>	<p>At least 4 good practices</p>	<ul style="list-style-type: none"> - Statistics with the global activities of sharing experiences and technical support. - Financial management of social security institutions with the INSS of Guinea-Bissau based on the experiences and knowledge accumulated in Portugal and Cape Verde. - New social security system for independent workers in São Tomé and Príncipe based in part on the experience of Portugal and Cape Verde. - Governance of social security reserve fund investments in Mozambique with the support of Portugal's IGFCSS - Interoperability of databases and cross-checking of information in the Social Protection system in Mozambique based on the practical cases in Portugal. - Single Social Register in Cape Verde based on experiences in Latin America. 	<ul style="list-style-type: none"> - Social Protection measures associated with the response to COVID-19 among all the PALOP, Portugal and Timor-Leste based also on international experiences. - Social Protection Statistics with the global experience-sharing activities, carried out in partnership with GEP-MTSS and based in part on the experience accumulated by Mozambique. - Financial management of social security institutions with the Timor-Leste INSS, based on the experiences, tools and knowledge accumulated in Portugal by the IGFCSS. - Actuarial assessments between all the PALOP countries, Portugal and Timor-Leste, based on the lessons learnt from the work done in Mozambique, Ecuador and with Portugal's GEP-MTSS. - The role of social dialogue in the development of the Social Protection system with the sharing of the Timor-Leste experience. - Investment of Social Security reserve funds in Mozambique with the support of IGFCSS from Portugal. - The Social Charter in Cape Verde based on Portugal's experience. - Care Plan with the sharing of Portugal's experience by the ISS. - Basic principles of Social Security for Cape Verde's trade unions based on the experience accumulated by ITCILO/ACTRAV with Latin American countries, especially Uruguay. 	<ul style="list-style-type: none"> - Social Protection Statistics with the overall experience sharing activities, carried out in partnership with GEP-MTSS and based in part on the experience accumulated by Mozambique. - Promotion of exchanges on how to manage social pensions: instruments and procedures between the CNPS in Cape Verde and the DPSS in São Tomé and Príncipe. - Systematisation of Cape Verde's experience with the Cadastro Único (Single Registry) and sharing with the other countries. - ACTION/Portugal we are ON!" series of webinars on current topics of interest in the field of social protection
	<p>Number of social protection</p>	<p>Annual target:</p>	<p>5 trainings / seminars /</p>	<p>11 trainings / seminars /</p>	<p>5 trainings / seminars /</p>

	<p>activities/initiatives/seminars implemented to enhance the capabilities of the public sector, of workers' and employers' organisations and of civil society in CPLP Member States via South-South and Triangular Cooperation.</p>	<p>4 actions/ initiatives/ seminars</p>	<p>study visits:</p> <ul style="list-style-type: none"> - Global Course on Social Protection Statistics - Phase II - Study visit to Lisbon of a delegation from Mozambique on the Interoperability of databases and crossing of information in the Social Protection system - Course on Financial Management of a social security institution for the INSS of Guinea Bissau - Seminar on governance of investments of social security system funds for the Mozambican entities that manage reserve funds (INSS, INPS and Banco de Mozambique) - Seminar on database interoperability and information crossing in the Social Protection system in Mozambique - Global Social Protection Week in Geneva. 	<p>webinars:</p> <ul style="list-style-type: none"> - Global course "Statistics in Social Protection - Phase III" - Global e-learning course on "ILO's Actuarial Model of Pensions: The Future of Actuarial Studies" - Course "E-Coaching in Social Protection: Responses for Reactive Systems" - Webinar "Responses in the field of Social Protection to COVID-19" - Webinar "COVID-19 and the extension of social protection coverage to workers in the informal economy" - Webinar "Social protection responses to COVID-19 in PALOP countries: Lessons learnt". - Webinar "Fiscal space for social protection: Possible options and concrete cases" - Seminar on Optimising the Internal Processes of INSS Guinea-Bissau and Improving Services to Citizens - National Symposium Next Steps for the Future of Social Security in Timor-Leste. - Course on Financial Management of a social security institution for the INSS of Timor-Leste. - Round Table on the Care Management and Information System in Cape Verde. 	<p>webinars</p> <ul style="list-style-type: none"> - Training on financial management of a social security institution - Phase II - ACTION/Portugal (Phase 1 and 2 of the training) - Course on Social Protection Statistics - Phase IV - ACTION/Portugal - Webinars Series "ACTION/Portugal estamos ON!" (2 webinars)
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6. LESSONS LEARNED AND GOOD PRACTICES

ILO Lesson Learned Template

Project Title: ACTION/Portugal (Fase 2) - Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste

Project TC/SYMBOL: GLO/19/50/PRT

Name of Evaluator: Patrícia Carvalho

Date: 28/01/2022

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The physical presence of experts dedicated to the Project in the beneficiary countries favours the establishment of relationships of trust with the beneficiary entities, and potentiates more significant and sustainable advances in the proposed objectives, especially in the pandemic context.
Context and any related preconditions	The Project Management structure did not include permanent experts posted in all beneficiary countries.
Targeted users / Beneficiaries	SOCPRO/ILO, GEP-MTSSS
Challenges /negative lessons - Causal factors	In countries where there was no permanent physical presence of project experts (e.g. Angola, Guinea-Bissau) there tended to be less progress in relation to the project's objectives.
Success / Positive Issues - Causal factors	In countries where there was a permanent physical presence of ILO project experts or focal points (e.g. Cape Verde, Mozambique) there tended to be more progress, such as the Statistical Bulletin on Social Protection, published in Mozambique, and in imminent publication in Cape Verde.
ILO Administrative Issues (staff, resources, design, implementation)	n.a.

ILO Lesson Learned Template

Project Title: ACTION/Portugal (Fase 2) - Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste

Project TC/SYMBOL: GLO/19/50/PRT

Name of Evaluator: Patrícia Carvalho

Date: 28/01/2022

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	In the context of beneficiary countries at different stages of sector development, as well as with different levels of political commitment, the establishment of differentiated annual targets is relevant so as to enable all beneficiaries to achieve tangible results.
Context and any related preconditions	The Project acknowledged that beneficiary countries have idiosyncratic realities, with social protection systems at different stages of development. However, it did not establish differentiated targets for countries in its results framework.
Targeted users / Beneficiaries	SOCPRO/ILO, GEP-MTSSS
Challenges /negative lessons - Causal factors	The establishment of the same targets in all beneficiary countries does not allow the targets to be adapted to the specific realities of the countries. Thus, the targets set do not match the capacities of the beneficiary countries to meet the targets.
Success / Positive Issues - Causal factors	The establishment of differentiated targets (i.e. with differentiated degrees of demand depending on the stage of development of the social protection systems and the respective baseline), taking into consideration participatory processes with the beneficiary countries, allows for an improvement in the appropriateness of the targets, as well as a more incisive monitoring of progress through the Project.
ILO Administrative Issues (staff, resources, design, implementation)	n/a

ILO Lesson Learned Template

Project Title: ACTION/Portugal (Fase 2) - Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste

Project TC/SYMBOL: GLO/19/50/PRT

Name of Evaluator: Patrícia Carvalho

Date: 28/01/2022

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The absence of a structured communication and visibility strategy hinders the correct national and international projection of the project, donor and beneficiaries, as well as the good practices generated during implementation. This limits, on the one hand, the appropriation of results by beneficiary entities, and on the other hand, the potential replicability of the project in contexts outside the CPLP.
Context and any related preconditions	The Project did not establish a Communication and Visibility strategy, which caused constraints in the internal and external projection of the positive results obtained, namely at the level of international projection of good practices outside the CPLP space.
Targeted users / Beneficiaries	SOCPRO/ILO, GEP-MTSSS
Challenges /negative lessons - Causal factors	The sharing of the Project's good practices was more evident within the CPLP, with limitations on its projection beyond the CPLP.
Success / Positive Issues - Causal factors	A communication and visibility strategy may favour the appropriation of the project results by the beneficiary entities, as well as the replicability of good practices outside the CPLP space and the international projection of the project, funder and beneficiaries. The Project has addressed this issue through the publication in English of the good practices followed. However, this activity does not include a systematic model for international communication.
ILO Administrative Issues (staff, resources, design, implementation)	n/a

ILO Emerging Good Practice Template

Project Title: ACTION/Portugal (Fase 2) - Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste

Project TC/SYMBOL: GLO/19/50/PRT

Name of Evaluator: Patrícia Carvalho

Date: 28/01/2022

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	South-South and triangular cooperation mechanisms (field visits, exchanges, joint training) between countries with the same language area are highly valued and relevant from a political, legal and institutional point of view, because they promote a system of mutual assistance and exchange of information and experience (including bilateral cooperation agreements between countries) that fosters the adoption of institutional solutions for the promotion of social protection floors.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The channels for dialogue, cooperation and communication between the institutions of the beneficiary countries were strengthened by the South-South and triangular cooperation mechanisms developed by the project. The introduction of information and communication technologies (e.g., Zoom) increased contact, but the pandemic situation limited the capacity for physical exchanges. These are indispensable for cementing interpersonal relations and enabling the on-site assessment of the processes and practices followed in other countries in the area of social protection.
Establish a clear cause-effect relationship	The interviews conducted during the evaluation indicated that the contact between experts from peer institutions in other countries, as well as the sharing of good practices, served as a driving force for the development and/or improvement of national social protection initiatives.
Indicate measurable impact and targeted beneficiaries	South-South and triangular cooperation practices have led to improvements in the social protection systems of beneficiary countries. The evaluation found evidence of a direct link between sharing good practices and the improvement/adaptation of social protection systems.
Potential for replication and by whom	High potential for replication. Good practice can be implemented in cooperation projects involving partners from linguistic proximity regions
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<i>Programme and Budget (P&B) 2018-2019: "Outcome 3: Creating and extending social protection floors"</i>

Other documents or relevant comments	n/a
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ILO Emerging Good Practice Template

Project Title: ACTION/Portugal (Fase 2) - Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste

Project TC/SYMBOL: GLO/19/50/PRT

Name of Evaluator: Patrícia Carvalho

Date: 28/01/2022

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The adoption of integrated approaches to the expansion of social protection in the contributory and non-contributory components promotes the integration of the various social protection areas, as well as coordination and interoperability between the various national institutions with responsibility in the area of social protection.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Social protection focuses on multiple areas of action (e.g. children, old age, occupational accidents), including contributory and non-contributory, to which various national institutions contribute. In order to save resources and provide better social protection responses, integrated approaches are needed.
Establish a clear cause-effect relationship	An integrated approach allows for the best allocation of existing resources, which enables responses to be expanded and/or improved.
Indicate measurable impact and targeted beneficiaries	In an integrated system approach, social protection institutions communicate and dialogue with each other in order to formulate and achieve nationally defined goals.
Potential for replication and by whom	High replication potential in projects that focus on more than one social protection floor.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<i>Programme and Budget (P&B) 2018-2019: "Outcome 3: Creating and extending social protection floors"</i>
Other documents or relevant comments	n/a

ILO Emerging Good Practice Template

Project Title: ACTION/Portugal (Fase 2) - Reforço dos Sistemas de Proteção Social dos PALOP e Timor-Leste

Project TC/SYMBOL: GLO/19/50/PRT

Name of Evaluator: Patrícia Carvalho

Date: 28/01/2022

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The continuous involvement of the donor in the project, through a participative approach and technical contribution, as well as the levels of flexibility provided are relevant for improving the intervention from the point of view of relevance (adjustment of the project to the changing needs of the beneficiaries) and effectiveness (through the additional technical support provided by the donor institution itself), as well as achieving coherence between the bilateral and multilateral cooperation between the donor and the beneficiary countries.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The project funder has human resources with recognised technical capacity. This technical capacity was put at the service of the project, namely in the appointment of expert trainers. Because the donor has specific technical knowledge in the area it finances, it is able to better perceive fluctuating needs, allowing the necessary flexibility and adaptation of the project to changing contexts.
Establish a clear cause-effect relationship	The presence and direct participation of the funder in the various project activities allowed the project to adapt quickly to new demands and favoured the relevance and effectiveness of the project in its various aspects. The project's response to the COVID-19 pandemic is exemplary, as a significant part of the response activities were not included in the PRODOC but were supported by the funder.
Indicate measurable impact and targeted beneficiaries	The funder has a direct follow-up and participates in the development of activities and project strategy.
Potential for replication and by whom	High replication potential, for all funders with specific technical skills in the area where the project is developed.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<i>Programme and Budget (P&B) 2018-2019: "Outcome 3: Creating and extending social protection floors"</i>
Other documents or relevant comments	n/a

7. SUMMARY FOR ILO WEBSITE

Sent in separate.

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9. TERMS OF REFERENCE



Final Independent Evaluation

ACTION/Portugal (Phase 2) – Strengthening of the Social Protection Systems of the PALOP and Timor-Leste, within the framework of the Global Flagship Programme on Social Protection Floors and Sustainable Development Goals of the 2030 Agenda

Project Title:	ACTION/Portugal (Phase 2) – Strengthening of the Social Protection Systems of the PALOP and Timor-Leste, within the framework of the Global Flagship Programme on Social Protection Floors and Sustainable Development Goals of the 2030 Agenda
Project Code	GLO/19/50/PRT ⁷¹
Administrative Unit	HQ-Geneva
Technical Back stopping Units	SOC/PRO
Development Partner	Ministry of Labour, Solidarity and Social Security of Portugal
Implementation period	January 2019 to December 2021
Beneficiary Countries	Angola, Cabo Verde, Guiné-Bissau, Moçambique, São Tomé e Príncipe and Timor-Leste
Budget	3.198.290 EUR
Type of evaluation	Independent Final Evaluation
Date of evaluation	October to December 2021
Evaluation Manager	Egídio Simbine – National Project Coordinator

I. BACKGROUND AND JUSTIFICATION

The Social Protection Department of the ILO (SOCPRO/ILO) and the International Training Centre of the ILO (ITC/ILO), in joint collaboration with the Offices in Lisbon, Dakar, Yaoundé, Kinshasa, Lusaka, Bangkok, Maputo, Dili and Jakarta, is implementing the project “ACTION/Portugal - Strengthening of the Social Protection Systems of the PALOP and Timor-Leste within the framework of the Global Flagship Programme on Social Protection Floors and Sustainable

⁷¹ This code refers to the Umbrella project. The components of the umbrella project are: Geneva (GLO/19/50/PRT), ITC-Turin (P9512245), Lusaka (Mozambique: MOZ/19/50/PRT), Dakar (Cape Verde and Guinea-Bissau: RAF/19/50/PRT), Yaoundé (São Tomé and Príncipe: SPT/19/50/ PRT), and Jakarta (Timor-Leste: TLS/19/50/PRT).

Development Goals of the 2030 Agenda”.

The project intervention seeks to contribute to improving the social protection coverage and the quality of statistics in Angola, Cabo Verde, Guiné-Bissau, Moçambique, São Tomé e Príncipe and Timor-Leste, and is structured around four interrelated lines of intervention: (i) supporting national institutions in the design, implementation and evaluation of social protection programmes for the implementation of comprehensive national social protection systems, including floors, contributing to a process of national dialogue on the extension of coverage; (ii) strengthening the capacity and skills of national institutions for the implementation of comprehensive and integrated social protection systems, the improvement of social protection statistics and the ability to monitor the progress of SDGs, through training and capacity building activities and technical assistance; (iii) facilitate the access by the PALOP and Timor-Leste to the information, practices and educational resources required to support the implementation or extension of social protection available at regional and international level and (iv) contribute to the exchange of knowledge on innovations and good practices adopted within the scope of the CPLP regarding the implementation and strengthening of Social Protection Floors

1. Final Independent Evaluation Background

Under the ILO evaluation policy, ACTION/Portugal (Phase 2) project needs to be evaluated throughout its duration. Two rounds of evaluation need to be conducted. First, a mid-term internal evaluation aiming at strengthening the analysis capacities of project staff and providing recommendations for the remaining period (concluded in the in the 2nd semester of 2020). Second and last, a final independent evaluation aiming at analysing the project results.

This final independent evaluation will be undertaken from 27 September 2021 to 15 December 2021. An ILO Evaluation Manager, who is independent of the ACTION/Portugal project and who is under the overall direction of the ILO Evaluation Unit, will manage the evaluation process. An external independent consultant will conduct the evaluation while complying with UN Norms and standards and those ethical safeguards.

The final independent evaluation will be focused on the project's results in terms of achievement of the immediate objectives, outcomes, outputs and activities through the project selected indicators as summarized below.

Immediate objectives and indicators

Immediate Objective 1: Governments have developed and implemented policies, plans and programmes to extend social protection (including health) coverage and/or modified the legal framework to extend social protection in line with the guarantees of social protection systems and floors, within the framework of the SDGs of the United Nations 2030 Agenda.

Indicators:

- Number of countries that have extended and/or improved coverage and adequacy of social protection benefits in at least one of the social protection floor guarantees, in line with Recommendation no. 202 and in line with the implementation of SDG target 1.3.
- Number of countries that have improved benefits or the administration of at least one of their social security schemes, in accordance with Convention no. 102 and the SDGs.

Immediate Objective 2: The countries, and in particular their social protection institutions and workers' and employers' organizations, have developed, through training activities, their capabilities and skills for implementing, monitoring and evaluating policies, strategies and programmes related to strengthening and extension of social protection systems and programmes.

Indicators:

- Number of training, exchange of experience and capacity building activities organised.
- Number of civil servants and members of social partners supported by governments to receive training in the areas of extending social protection and the application of ILO social protection international standards.
- Satisfaction level of the participants involved in training, exchange of experience and capacity building activities.
- Number of governments that design, update and implement initiatives to improve their social protection programmes by improving the performance of institutions, increasing funding and identifying fiscal space, and improving their administrative processes.

Immediate Objective 3: The countries have improved their social protection statistics, including the collection, preparation, analysis and dissemination of reliable and quality data to monitor their progress in achieving the SDGs.

Indicators:

- Level of statistics and indicators provided by countries for monitoring social protection policies and programmes, preferably gender-disaggregated.
- Level of production of indicators to monitor the progress of SDGs related either directly

or indirectly to social protection, preferably gender-disaggregated.

Immediate Objective 4: Social protection actors have improved access to knowledge and their ability to participate in the global campaign for the extension of social protection, and have transferred good practices to other countries in the field of South-South and Triangular Cooperation.

Indicators:

- Number of social protection policy support materials disseminated and/or made available in Portuguese.
- Number of countries formally adhering to the global campaign for the extension of social protection, through official public announcements and declarations.
- Number of good social protection practices shared and adapted by CPLP Member States, in the context of South-South and Triangular Cooperation, through the support provided by the Project.
- Number of social protection activities/initiatives/seminars implemented to enhance the capabilities of the public sector, of workers' and employers' organisations and of civil society in CPLP Member States via South-South and Triangular Cooperation.

Outputs and activities

OUTPUTS	ACTIVITIES
1.1 Technical reports on national policies, plans and legislative reforms to extend social protection coverage, prepared and submitted through a tripartite social dialogue.	<ul style="list-style-type: none"> – Collect, analyse and validate, through social dialogue, the current needs expressed by different national institutions in terms of technical assistance, capacity building and knowledge development and sharing.
1.2 Conducting social dialogue processes at the national level through ILO-developed methodologies.	<ul style="list-style-type: none"> – Conduct and validate, through tripartite dialogue, diagnoses of the levels of articulation and coordination of social security systems and floors and propose recommendations for improvement in these areas that increase the effectiveness and efficiency of social protection systems and floors.
1.3 Institutional analyses to improve the articulation, coordination and supervision of contributory and non-contributory social protection programmes.	<ul style="list-style-type: none"> – Elaborate and validate, through social dialogue, national diagnoses aimed at identifying gaps in social protection (legal,

	<p>coverage, policies, governance, gender equality, etc.), applying the technical tools provided by SOCPRO (SPER, costing tools, good practice guides, monitoring, evaluation, fiscal space creation and actuarial studies).</p>
<p>1.4 Providing technical assistance to countries in the administrative implementation of social protection policies, strategies and programmes.</p> <p>1.5 Technical assistance to review national legislation to improve its implementation and advance in the ratification of ILO conventions.</p>	<ul style="list-style-type: none"> - Based on the previous activity, elaborate and validate a baseline on the state of social protection in the PALOP and Timor-Leste, including analysis of gaps in the implementation of the floor, always with a gender perspective. - Prepare and disseminate, to the social partners and the public, the comparative analyses of national legislation on the application of ILO international standards. - Present and disseminate legal analyses at tripartite meetings to promote the adoption of ILO Conventions on social security and the 2030 Agenda objectives, directly or indirectly related to SDGs. - Propose evaluations and recommendations for improving the management of social protection institutions, financing aspects, investment management, delivery of benefits and other provisions, among others. - Conduct analyses of the management capabilities of social protection institutions and propose improvements to their administration in order to extend social protection coverage, with emphasis on groups that are difficult-to-cover (domestic workers, informal economy, migrants, etc.), always with a gender perspective. - Develop analyses of gender inequalities in the access to social protection and formulate and discuss recommendations to reduce inequalities.

<p>2.1 Analysis of the training needs of social protection institutions.</p> <p>2.2 Implementation of training programmes (PALOP and Timor-Leste) for managers and technicians of institutions, workers' and employers' organizations and civil society (ITC-ILO coordinated courses, seminars and workshops).</p>	<ul style="list-style-type: none"> - Organise national seminars and workshops to present and discuss the diagnoses, analysis and recommendations developed with the support of the Project, with the participation of managers and technicians from the institutions responsible for social protection and tripartite constituents. - Design and implement national and interregional training activities, in collaboration with the ITC-ILO, to strengthen the ability of actors involved in social protection management and policies, including representatives of workers' and employers' organisations and civil society partners. - Organise national, regional and global academies, seminars and workshops to present and discuss the diagnoses, analyses and recommendations developed with the support of the Project, with the participation of managers and technicians from the institutions responsible for social protection and tripartite constituents. - Prepare and implement activities for exchanging/sharing experiences and good practices.
<p>3.1 Análise das necessidades de assistência técnica das instituições nacionais envolvidas na recolha, análise, tratamento e divulgação de dados estatísticos dos diferentes ramos da proteção social.</p> <p>3.2 Fortalecimento das capacidades operacionais das instituições de proteção social na gestão, em</p>	<ul style="list-style-type: none"> - Conduzir exercícios para análise das necessidades nacionais de assistência técnica no domínio da produção de estatísticas dos diferentes ramos da proteção social. - Analisar as agendas nacionais de estatística para a produção de informação estatística e identificar os principais desafios para uma efetiva consolidação de dados sobre o sistema de proteção social. - Propor medidas para que os países

<p>termos da utilização de plataformas de tecnologias da informação e comunicação (TIC), sistemas estatísticos, bem como no desenvolvimento de indicadores e na monitorização do progresso dos ODS.</p> <p>3.3 Reforço dos mecanismos nacionais de coordenação interinstitucional, incluindo as agendas nacionais de estatística para a produção e consolidação de dados sobre os pisos do sistema de proteção social.</p> <p>3.4 Conceção e implementação de um programa de formação a nível nacional para os técnicos envolvidos na produção de estatísticas fiáveis e de qualidade de proteção social (em colaboração com o CIF/OIT).</p> <p>3.5 Relatórios sobre os indicadores de proteção social dos ODS e estatísticas sobre proteção social atualizados e disponíveis.</p>	<p>estabeleçam mecanismos de coordenação, de partilha e de consolidação de dados relativos aos diferentes ramos da proteção social.</p> <ul style="list-style-type: none"> - Realizar avaliações e disponibilizar recomendações para melhorar as questões de tecnologias da informação e comunicação (TIC), das estatísticas e indicadores, entre outros. - Organizar atividades de formação, a nível nacional e regional, em colaboração com o CIF/OIT, destinadas a reforçar a capacidade dos técnicos diretamente ligados à produção de estatísticas de proteção social. - Prestar assistência técnica às instituições nacionais envolvidas na produção de estatísticas de proteção e, em particular, na monitorização do progresso nacional nos ODS. - Apoiar as instituições nacionais no preenchimento dos Inquéritos sobre Segurança Social (ISS) que a OIT realiza periodicamente. - Contribuir para que os países beneficiários possam monitorizar anualmente e de forma efetiva os seus progressos nos ODS e, em particular, na meta 1.3.1.
<p>4.1. Materiais de apoio à gestão de políticas de proteção social produzidos, traduzidos e difundidos em língua portuguesa.</p> <p>4.2. Um conjunto de recursos audiovisuais, sistematizando as experiências na criação e extensão de Sistemas e Pisos de Proteção Social na CPLP, produzidos e difundidos em língua portuguesa</p>	<ul style="list-style-type: none"> - Identificar e traduzir os principais recursos didáticos e documentos produzidos pela OIT cobrindo temas de interesse para os países beneficiários do Projeto. - Traduzir um conjunto de resumos técnicos nas seguintes áreas: extensão da proteção social no quadro das estratégias da formalização, extensão da proteção social em saúde, implementação de pisos nacionais de proteção social.

<p>e inglesa.</p> <p>4.3.Seminários inter-regionais (PALOP e Timor-Leste) para o intercâmbio de experiências inovadoras e boas práticas adotadas no âmbito da CPLP em matéria de implementação e reforço dos Pisos de Proteção Social (em colaboração com o CIF/OIT).</p>	<ul style="list-style-type: none"> - Difundir os documentos correspondentes, através da Plataforma de Proteção Social da OIT, do E-campus do ACTION/PORTUGAL do CIF/OIT e do grupo ACTION/Portugal no Facebook. - Identificar e sistematizar as experiências de criação e extensão de Pisos de Proteção Social na CPLP na forma de resumos técnicos. - Produzir recursos audiovisuais sobre a situação atual da proteção social nos países da CPLP. - Sistematizar as experiências dos países da CPLP relacionadas com a extensão da proteção social a grupos específicos da população de difícil cobertura. - Traduzir e difundir amplamente os recursos audiovisuais produzidos, através da plataforma de Proteção Social da OIT, do E-campus ACTION/Portugal do CIF/OIT e do grupo ACTION/Portugal no Facebook. - Articular com o CIF/OIT, ações para o intercâmbio/partilha de experiências e boas práticas nas atividades de formação e capacitação.
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II. PURPOSE AND SCOPE OF EVALUATION

Purpose

The final independent evaluation aims at examining the extent to which the project objectives, outcomes outputs and activities have been achieved, regarding efficiency, effectiveness and sustainability. The final evaluation will also formulate conclusions and recommendations, as well as will generate lessons learned and good practices. Specifically, this final independent evaluation aim at ascertain what the project has or has not achieved; how it has been implemented; how it is perceived and valued by target

groups and stakeholders; whether expected results are occurring (or have occurred) based on performance and interview data; the appropriateness of the project design; and the effectiveness of the project's management structure. This evaluation also aims to assess the degree to which project objectives are sustainable, bearing in mind relevant contextual and political factors. Finally, the evaluation will investigate how well the project team managed project activities and whether it had in place the partnerships and management systems necessary to ensure the fulfilment of the outputs and objectives. It is also important to analyse whether the capacity of government and other main counterparts were sufficient to internalise, apply and sustain all the support received. If not, the evaluation will highlight the obstacles and constraints identified.

Scope

The scope of the final independent evaluation includes a review and assessment of all outcomes, outputs, and activities carried out under the project ACTION/Portugal (Phase 2).

This final independent evaluation should focus on the project's achievements and contribution to the overall national efforts of the PALOP and Timor-Leste to strengthen their respective social protection systems so far. It should focus on the components of the project managed by ILO-Geneva, ITC-Turin, the project teams in Cabo Verde, Moçambique and Timor-Leste, which deal with the PALOP and Timor-Leste.

The timeframe to be considered is from January 2019 to December 2021. Considering the extension of the project until the end of April 2022 the evaluation should have a forecast analysis component.

The final independent evaluation will consider the project as a whole, including any issues in the initial project design or during the project implementation, as well as will look at lessons learned, replicability of some good practices and will provide recommendations for current and future programming. The contribution of the project to the strengthening of social protection systems and its implementation, as well as the degree to which this contribution has been achieved as expected (i.e. planned) and/or unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities) will be also considered.

The analytical scope will include the identification of the levels of achievement of objectives, expected outcomes and explaining how and why they have been attained in

such a way. It is recommended to examine the interventions' theory of change, specifically in the light of 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 main purpose is to help the stakeholders and national partners to learn from this technical cooperation experience and on this basis pave the ground for the way forward and next developmental phases of the project.

III. CRITERIA AND KEY EVALUATION QUESTIONS

Review criteria

In general, the analysis of the Independent Evaluation Consultant on the following two questions should be interlinked throughout the observations, conclusions and recommendations:

- What good practices and lessons can be learned from the project that can be applied to future projects?
- What could have been different, and should have been avoided?

The evaluation should address the overall ILO evaluation concerns such as relevance and coherence, effectiveness, efficiency, sustainability and impact as defined in the ILO Policy Guidelines for results-based evaluation 2017, following OECD-DAC evaluation criteria:

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/--eval/documents/publication/wcms_571339.pdf

The review will address the following ILO evaluation concerns;

- Relevance, coherence and strategic fit of the project;
- Validity of the project design;
- Project effectiveness;
- Efficiency of resources use;
- Sustainability of project outcomes; and
- Impact orientation;

The ILO crosscutting themes should be integrated in the evaluation question as necessary during the inception phase and reflected in the Inception report.

Key Evaluation Questions

a) Relevance, coherence and strategic fit,

- Does the Project design effectively address the national development priorities, DWCP (if available), UNDAF/UNSDCF and donor's specific priorities/concerns in the PALOP and Timor-Leste?
- How does the Project fit within the ILO's Global Policy Outcomes and the SDGs and relevant targets, especially those identified as priority in the national development strategies (or their equivalent)?
- Were the Project's strategic elements (objectives, outputs, implementation strategies, targets and indicators) achievable? Is the intervention logic realistic? If not, why? And what should have been done differently?
- Does the Project design effectively integrate the interests of different stakeholders and final beneficiaries of social protection programmes?
- To what extent is the Project design and implementation strategy consistent with the project's objectives in terms of extension of social protection in the PALOP and Timor-Leste?
- To what extent does the Project implementation strategy include the proper interventions to contribute to the objective of linking contributory and non-contributory social security programs?
- What are the areas for further scaling up and reinforcement of the Project achievements?
- Is the Project implementation coordinated with other ILO, UN and governments initiatives in social protection?
- To what extent did the Project take into consideration gender specific analysis and provide specific recommendations on gender equality and/or on other non-discrimination issues?
- To what extent has the Project provided a timely and relevant response to constituents' needs and priorities in the COVID-19 context?

b) Validity of intervention design

- Is the project realistic (in terms of expected outputs, outcome and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- To what extent has the Project integrated ILO cross cutting themes (Gender, non-discrimination, disability and environmental sustainability) in the design?
- To what extent are the output and outcome indicators of the project gender-inclusive?
- Are the indicators of the achievements clearly defined, describing the changes to be brought about? Were the indicators designed and used in a manner that they enabled reporting on progress under specific SDG targets and indicators?
- Is the project Theory of Change comprehensive, integrate external factors and is based on systemic analysis?

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c) Effectiveness

- To what extent have the overall Project goals, immediate objectives, and expected outputs, qualitatively and quantitatively been achieved?
- What kind of assessment can be made of the Project's achievements in terms of:
 - a. Improvements in the effectiveness and outcomes of social protection institutions in the PALOP and Timor-Leste, achieved through the acquisition of new competencies, the definition of policies and programs, and the use of suitable management methods and an improved ability to coordinate efforts nationwide.
 - b. Guaranteeing access for the different actors involved in extending social protection to new resources of information on best practices and research worldwide, enabling them to learn and improve the scope and effectiveness of social protection.
 - c. Improvements in the social protection statistics of social protection institutions, and quality data to monitor their progress in achieving the SDGs.
- What were the achievements and challenges registered during the course of the implementation? Including in which areas the project has under-achieved its objectives (explain the constraining factors, the reasons behind them and how they can be overcome) ?
- In which areas has tripartism been integrated successfully?
- To which extent have the social partners been involved in the implementation of the project?
- What was the level of coordination and collaboration achieved with the ITC-Turin and the ILO field experts?
- What are the good practices and lessons learned noteworthy of documentation?

- To what extent has the COVID-19 Pandemic influenced project results and effectiveness and how the project have addressed this influence to adapt to changes?
- Does the (adapted) intervention models used in the project suggest an intervention model for similar crisis (COVID-19) response?

d) Effectiveness of management arrangements

- Are management capacities adequate and facilitate good results and efficient delivery? Is there a clear understanding of the roles and responsibilities by all parties involved?
- Does this Global project receive adequate political, technical and administrative support from its national partners, the ILO, and the donor? Do implementing partners provide for effective project's implementation?
- How effectively does the project management monitor performance and results? Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
- Has cooperation with the project's implementing partners been efficient? Has the project's management approach been perceived positively by ILO technical backstopping units? Has a participatory/consultative approach been applied?
- How strategic are the implementing partners in terms of mandate, influence, capacities and commitment?
- Did the project communicate effectively its gender-related objectives, results and knowledge?
- Is relevant information and data systematically being collected and collated? Is data disaggregated by sex (and by other relevant characteristics, if relevant)? Is information being regularly analysed to feed into management decisions?
- To what extent has the project been effective and timely in providing an adapted COVID-19 response and guidance to constituents through the intervention?

e) Efficiency of resources use

- What are the partnership arrangements in the implementation of the Project at various levels, community, municipal, inter-ministerial, interdepartmental, and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships?
- Has the Project implementation benefited from the ILO's technical resources and

international experiences efficiently and in what ways?

- What evidence is there of cost-effectiveness in the Project's implementation and management?
- Have project's funds and outputs been used and delivered in a timely manner?
- What evidence is there of cost-effectiveness in the Project's implementation and management?
- Including what time and cost efficiency measures could be introduced to improve the achievement of results?
- To what extent did the project leverage resources to promote gender equality and nondiscrimination; and inclusion of people with disability?

f) Sustainability and Impact orientation

- Are the Project's achievements sustainable? Which ones?
- What are the elements of the programme achievements that are not likely to be sustainable?
- What are the necessary actions/interventions by the ILO and donors to ensure that the achievements of the programme can be sustained and provide a meaningful platform for further capacity building of the national partners of the PALOP and Timor-Leste?
- What are the impacts of the project?
 - a) What are the emerging impacts of the project and the changes that can be causally linked to the project's intervention?
 - b) What are the realistic long-term effects of the project in terms of enhancing institutional capacity and the extension of social protection?
 - c) To what extent has the project made a significant contribution to broader, longer-term development impact?
- Have the risk factors that need to be mitigated to ensure maximum and sustainable capacity enhancement after the conclusion of the Project been addressed?
- What are the possible long-term effects on gender equality?
- How likely will the ILO project lead to results that will be sustained or integrated in other post-pandemic response over time? Has the ILO project developed a sustainability strategy and worked with constituents and other national

counterparts to sustain results during the recovery stage?

Intended users

The primary stakeholders of the evaluation are the ILO, the Ministry of Labour, Solidarity and Social Security of Portugal and the ILO constituents in the PALOP and Timor-Leste. The evaluation findings, conclusions and recommendations will also serve to inform stakeholders in the design and implementation of subsequent projects in the country, region, and elsewhere as appropriate. The final evaluation serves as an important accountability and organizational learning function for the ILO and the Ministry of Labour, Solidarity and Social Security of Portugal.

IV. EVALUATION METHODOLOGY AND TIMELINE

The ILO's Evaluation Guidelines⁷² provide the basic framework. The evaluation will be carried out in accordance with ILO standard policies and procedures.

The evaluation should be carried out in context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard and abide by the Code of Conduct for Evaluation of the UN System.⁷³

The evaluation methodology will consist of the following activities and approaches:

A. Approach

The evaluation will address the areas of project relevance, effectiveness, efficiency, impact and sustainability. The evaluation will assess the positive and negative changes produced by the project – intended and unintended, direct and indirect – as reported by respondents and as evidenced in project data. The final report should provide findings and recommendations derived from evidence and observation and should also identify good practices/good models of intervention that have the potential for replication and/or scaling.

The evaluation fieldwork will be qualitative and participatory in nature. Qualitative information will be obtained through remote interviews and focus groups as appropriate. Opinions coming from stakeholders will improve and clarify the quantitative data obtained from project documents and performance measurements. The participatory

⁷² List of all Guidance notes, templates, checklists and tools: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/--eval/documents/publication/wcms_176814.pdf

⁷³ The ILO policy guidelines for results-based evaluation and technical and ethical standards are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Ref: ILO EVAL Policy Guidelines Checklists 5 and 6: "Preparing the evaluation report" and "Rating the quality of evaluation reports".

nature of the evaluation will contribute to the sense of ownership among stakeholders. Quantitative data will be drawn from project documents, namely the Progress Reports and the mid-term internal evaluation.

The evaluation should also follow these principles:

- the approach ought to be constructive;
- the data collection should follow the principles of representation i.e. all stakeholders get a chance to voice their opinion;
- to the extent possible, women and people with disabilities should be integrated in the respondents group. To the extent possible, data collection and analysis will be disaggregated by gender as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes. The evaluation will integrate gender equality, disability inclusion and other non-discrimination issues as cross-cutting concern throughout its methodology and all deliverables, including the final report;
- findings should be presented in an analytical rather than descriptive manner and be evidence-based and triangulated;
- it should follow the UN recommended ethical guidelines, including confidentiality issues.

B. Evaluation Methodology

The current COVID-19 pandemic severely restricts the mobility of staff and consultants. Therefore, following the new ILO Evaluation Office operating procedures⁷⁴ this final independent evaluation will be totally remote.

The evaluation will be primarily qualitative in nature, but will incorporate quantitative summative target values tracked and reported by the project. Qualitative analysis will be grounded primarily on interviews with key project personnel, partners, and stakeholders in the PALOP and Timor-Leste, and include the review of project documents and reports. The project will be evaluated through the lens of a diverse range of stakeholders that participate in and are intended to benefit from the project's interventions.

Methods to be considered for the evaluation process of ACTION/Portugal include desk review of background documents, remote interviews with key informants and stakeholders.

⁷⁴ ILO, 2021. Implications of COVID-19 on evaluations in the ILO. Practical tips on adapting to the situation. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf

1. Document Review

- Project Document
- Annual activities plans
- Annual progress reports
- Internal Midterm Evaluation Final Report
- Other reports and publications undertaken by the Project

2. Interviews with the project team

The purpose of this phase is to get a first-hand account of the project's nature, approach, progress and challenges, as well as to identify key stakeholders who should be interviewed as part of data collection.

3. Inception Report

(To be attached to TOR as Annex)

Based on the desk review and initial briefing, an inception report will be prepared. The inception report will:

- Describe the conceptual framework that will be used to undertake the evaluation;
- Present the key findings from the desk review and briefing; the evaluation approach and methodology. The Evaluator may adapt the evaluation criteria and questions as well as the proposed evaluation methodology indicated in this TOR, but any fundamental changes should be agreed between the Evaluation Manager and the Evaluator, and reflected in the Inception report. A Question Matrix, which outlines the source of data from where the consultant plans to collect information for each evaluation question will be included;
- Set out the detailed work plan for the evaluation, which indicates the phases in the evaluation, their key deliverables and milestones;
- Set out the list of key stakeholders at HQ and at the country levels to be interviewed - interview checklists are customized by stakeholder groups. A plan for the interviews and discussions will also be incorporated;

The Inception Report shall be submitted by the consultant to the ILO before starting the field work and is deliverable under this TORs. Field missions will take place after approval of the inception report by the Evaluation Manager.

4. Interviews with stakeholders

Technically, stakeholders are all those who have an interest in a project, for example, project implementers, direct and indirect participants/recipients, employers' and workers' organization representatives, civil society organizations, donors, and government officials. Interviews will be held with as many project stakeholders as possible to successfully inform the evaluation. The interview schedule is a deliverable under this TOR and should be submitted for review to the ILO evaluation manager in conjunction with the Question Matrix, which includes a list of interview questions for each type of stakeholder.

Interviews will be scheduled by designated project staff based on the availability of interviewees. The interviews should be conducted using IT tools (Zoom, Skype, Microsoft Teams, e-mails, etc.). Depending on the circumstances, these interviews will be held in a one-to-one format or in-group interviews. At country level, interviews with the ILO constituents involved and social partners involved in the project will be scheduled by the project staff and coordinated by the designated ILO expert. If post-fieldwork interviews or follow-up questions are needed to help inform findings and conclusions, they should be required of Key Informants/Interviewees on an as-needed basis only.

5. Survey

A digital on-line survey can be administered to all stakeholders (including ministries and social security national institutions and civil society institutions involved in the project activities) in an effort to ensure that all have the opportunity to share their experiences, particularly if they were unable to participate in a direct interview. The survey will be developed, administered and managed by the evaluator. For this purpose, the evaluator could take into account the survey implemented during the mid-term evaluation of the project.

6. Stakeholder workshop

A virtual debriefing with stakeholders including members the ILO project staff, donors and development partners will be organised to present the main preliminary finding sand recommendations, relay any issues and request for clarification or further information from stakeholders prior to the circulation of the draft report. The evaluator will be expected to input into the drafting of the agenda,

to present the key findings and recommendations, to collect feedback from participants and to integrate it into the draft report.

The project staff will facilitate the organisation of the workshop (setting up online meeting, inviting participants, sharing documentation with participants). The meeting's agenda will be prepared by the evaluator in consultation with project staff and the evaluation manager. The agenda is expected to include, but is not limited to, the following items:

- Presentation by the evaluator on the preliminary main findings;
- Discussion of possible recommendations; and
- Questions and feedback from the stakeholders related to the findings.

C. Ethical Considerations and Confidentiality

The evaluation will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners and stakeholders, the project staff will generally not be present during interviews. However, project staff may accompany the Independent Evaluation Consultant to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the Independent Evaluation Consultant to observe the interaction between the project staff and the interviewees.

D. Timetable

The Evaluation is scheduled to take place from 27 September 2021 to 15 December 2021. The tentative schedule for the evaluation, subject to modification following discussions with the Evaluation Manager, is the following:

Output	Description	Number of work days	Tentative Dates	Responsible Person
Desk review	Read and review the core set of project documents. Request any additional documentation required	3 days	October	Evaluator

Interviews with the project team and key stakeholders within the ILO	Remote meetings with the project team and core project stakeholders at ILO-Geneva and ITC-Turin	1 day	October	Evaluator
Inception Report	An operational work plan which indicates the phases of the evaluation, finalizes the set of evaluation questions, the approach, the timing, key deliverables and milestones, aligned with this TOR	5 days	October	Evaluator
Remote interviews and survey with the donor (Ministry of Labour, Solidarity and Social Security of Portugal) and identified stakeholders	Conduct remote interviews with project staff in the field, donor representative and other partners and stakeholders identified during the inception phase.	13 days	October and/or November	Evaluator
Draft report	A short (no more than 30 pages) report (templates and annexes not counted in the page numbers) addressing the evaluation questions.	12 days	November	Evaluator
Stakeholder workshop	A virtual debriefing with stakeholders including members the ILO project staff, donors and development partners will be organised to present the main preliminary finding and recommendations	3 days	December	Evaluator
Finalization of the Report	The draft will be revised by the evaluator, based on the feedback received, edited and formatted as per ILO template. The executive summary will also be reproduced in a separate document, the template for which will be provided by the Evaluation Manager.	3 days	December	Evaluation Manager and Evaluator
Translations	The report should be in Portuguese and translated to English			
	Total	40 days		

V. EXPECTED OUTPUTS AND DELIVERABLES

The inception report, the draft evaluation report, the final evaluation report and a standalone Evaluation Summary in ILO recommended template are the milestone deliverables. The Evaluation report will comprise an Evaluation Summary (in standard ILO template) and necessary annexes.

As mentioned in the Scope section, the report must link findings/observations to recommendations and conclusions and should use the following structure:

- I. Table of Contents including list of figures and tables.
- II. List of Acronyms.
- III. Executive Summary - providing a brief overview of the evaluation including sections IV- IX and key recommendations (5 pages at most): To include brief project description, key findings, challenges, recommendations and key lessons learned.
- IV. Background and Project Description, including Context (1-2 pages).
- V. Evaluation Objectives and Methodology - 2 pages maximum; including the list of Evaluation Questions and Intended Audience.
- VI. Evaluation Findings, including: (15 pages)
 - Findings – Answers to each of the evaluation questions, organized around the TOR key areas (relevance and strategic fit; effectiveness; efficiency; and sustainability and effects), with supporting evidence cited.
- VII. Recommendations - identifying in parentheses the stakeholder(s) to which the recommendation is directed (2-3 pages⁴).
 - Recommendations – must link to findings critical for successfully meeting project objectives and judgments on what changes need to be made for future programming.
 - Conclusions – interpretation of the facts, including criteria for judgments
- VIII. Conclusions, Lessons Learned and Good Practices (2-4 pages⁵).
- IX. Annexes, including but not limited to:
 - TOR
 - Question Matrix
 - List of documents reviewed
 - List of interviews, meetings and site visits

Quality recommendations in the evaluation report must meet the following criteria as stated in the ILO Evaluation guidelines to results-based evaluation: Principles and rationale for evaluation and the ILO guidelines of formatting requirements for evaluation reports. They are as follows:

- a. recommendations are based on the findings and conclusions of the report
- b. recommendations are clear, concise, constructive and of relevance to the intended user(s)
- c. recommendations are realistic and actionable (including who is called upon to act and recommended timeframe)
- d. recommendations should be numbered (not in bullet points)
- e. recommendations should not be more than 12
- f. all recommendations must be presented at the end of the body of the main report, and the concise statement should be copied over into the Evaluation Summary

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes. **For ease of communication between all the stakeholders, all reports, including drafts, will be written in Portuguese. The final report should have an English version**, which should be of SOCPRO's responsibility. The final Evaluation Report will meet the minimum quality standards as per the evaluation report quality checklist as shown in Annex III (See also checklist 4: Formatting requirements for evaluation reports). The final report is subject to final approval by the ILO Evaluation Unit.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultant. The copyrights of the evaluation report rest exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

Report Management Process: The management of the report review process will proceed according to the procedures described below in Section V. All components of the evaluation should be completed in a timely fashion, according to the timelines agreed upon by the ILO and the consultant in the TOR. As noted below, if a component cannot be completed according to the schedule outlined in the TOR, the consultant must inform the ILO Evaluation Manager as soon as possible and propose an alternative timeline.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the consultant, the report is subject to final approval by the Ministry of Labour, Solidarity and Social Security of Portugal for contractual compliance and to the ILO for compliance with ILO Evaluation Policy and guidelines.

VI. EVALUATION MANAGEMENT AND SUPPORT

The evaluation will be managed by an ILO Evaluation Manager who will manage the recruitment of the consultant for final approval from EVAL. Egidio Simbine, National Project Coordinator, will be the Evaluation Manager, who will manage the evaluation process as per the ILO policy guidelines for evaluations.

In order to ensure independence of all deliverables, all submissions will be made through the Evaluation Manager (simbine@ilo.org). The Evaluator will work closely with both the Evaluation

Manager, and the project team. The role of the project team will be limited to providing relevant documents and information, logistical support as required.

EVAL will provide quality control of the evaluation process and report. SOCPRO will handle all contractual arrangements with the consultant.

The Evaluator will report to the Evaluation Manager and should discuss any technical, methodological or organizational matters with the Evaluation Manager, who will consult with the relevant counterparts, as appropriate.

VII. PROFILE AND QUALIFICATION

The following qualifications and profile are required for the independent evaluator:

- Knowledge of the ILO's role and mandate, tripartite structure and gender policies.
- Demonstrated experience, especially within the UN system, in project cycle management and logical framework approaches as well as on results-based management.
- Prior knowledge of the ILO's roles and activities and understanding of social protection/social security issues;
- Demonstrated analytical skills are essential; and
- Strong evaluation and related applied research background;
- Prior experience in evaluating large multi-country programmes would be an asset.
- Experience in the evaluation function of national and international organizations and a full understanding of the UN evaluation norms and standards.
- Technical background in social protection projects and/or social protection policies and governance related matters.
- Working knowledge in Portuguese. For ease of communication between all the stakeholders, all reports, including drafts will be written in Portuguese. The final report would be translated into English by SOCPRO.
- No relevant involvement in the ACTION/Portugal Project design and implementation.
- No relevant bias related to ILO, or conflict of interest that would interfere with the independence of the evaluation.

The cost of the External Collaboration Contract for the Evaluator will be in accordance with ILO rules and regulations. The evaluation will be financed by the ACTION/Portugal Project (Phase 2). It will comprise for the Evaluator of fees for 52 days.

Location

The assignment is home-based. All interviews will be conducted virtually; no travel is required

for the assignment.

VIII. RELEVANT POLICIES AND GUIDELINES

ILO Police Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd ed.

http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

ILO Policy Guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations (4th edition 2020)

https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations, effective on 9 Oct 2020

https://www.ilo.org/eval/WCMS_757541/lang--en/index.htm

Code of conduct form (To be signed by the evaluators)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

Checklist No. 3: Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

Checklist 5: preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

Checklist 6: rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

Template for lessons learnt 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

Guidance note 7: Stakeholders participation in the ILO evaluation

https://www.ilo.org/global/docs/WCMS_165982/lang--en/index.htm

Guidance note 4: Integrating gender equality in the monitoring and evaluation of projects

http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

Template for evaluation title page

http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

Template for evaluation summary

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

UNEG Ethical Guidelines for Evaluation

<http://www.unevaluation.org/document/download/548>

Guidance on the evaluation requirements for ILO interventions under the COVID 19 Multi-Partner Trust Fund

<https://intranet.ilo.org/collaborate/evalksp/Documents/Guidance%20on%20evaluation%20requirements%20for%20MPTF%20COVID-19%20interventions.pdf>