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ACRONYMS AND ABBREVIATIONS

ATE	Association of Tanzania Employers
CBRM	Community-based Routine Maintenance Model
CCA	UN Common Country Analyses
CoP	Community of Practice
CSO	Civil Society Organization
CSPR	Civil Society for Poverty Reduction
DEVINVEST	Development and Investment Branch
DWCP	Decent Work Country Programmes
ECAM	Employers Consultive Association of Malawi
EIIP	Employment-Intensive Investment Programs
EmpIA	Employment Impact Assessments
ETB	Emulsion Treated Base
EVAL	Evaluation Office
GP	Good Practice
HDI	Human Development Index
HRBA	Human Rights-Based Approach
IFBSPP	Integrated Framework for Basic Social Protection Programs
ILO	International Labour Organization
IPC-IG	International Policy Centre for Inclusive Growth
ISPA	Inter-Agency Social Protection Assessments
ISPA-PW	Inter-Agency Social Protection Assessments Public Work Assessment tool
ITC-ILO	International Training Centre of the International Labour Organization
KPC	Irish Aid Key Partner Countries
LL	Lesson Learned
M&E	Monitoring and Evaluation
MCDSS	Ministry of Community Development and Social Services
MCGAS	Ministry of Gender, Children and Social Action

MISA	Media Institute for Southern Africa
MOLISA	Ministry of Labour – Invalids and Social Affairs (Viet Nam)
MPSAR	Master Plan for Social Assistance Reform
MPSIR	Master Plan on Social Insurance Reform
MTCB	Multi-Tiered Child Benefit
MTE	Mid-term Independent Evaluation
NSSP	National Social Support Policy
OASP	Old- Age Social Pension Scheme
OECD	Organisation for Economic Co-operation and Development
OECD/DAC	OECD/Development Assistance Committee
PP	Partnership Programme
PP-IGSPJ	Partnership Programme Inclusive Growth, Social Protection and Jobs
PRODOC	Programme Document
PSSB	Basic Social Subsidy Programme/ <i>Programa Subsídio Social Básico</i>
PSSN	Productive Social Safety Net
PwD	Persons with Disabilities
PWP	Intensive Public Work Programmes
R	Recommendation
RAF	Regional Social Protection Project for Southern Africa
REG	Regional
SASPEN	Southern African Social Protection Experts Network
SDG	Sustainable Development Goal
SDG-F	Sustainable Development Goal Fund
SIYB	Start and Improve Your Business
SOCPRO	Social Protection Department
SP	Social Protection
SPF	Social Protection Floors
TANROAD	Tanzania National Roads Agency

TARURA	Tanzania Rural and Urban Roads Agency
TASAF	Tanzania Social Action Fund
ToR	Terms of Reference
ToT	Training of Trainers
TUCTA	Trade Union Congress of Tanzania
TVET	Technical and Vocational Education and Training
UHC	Universal Health Coverage
UN	United Nations
UN-SWAP	United Nations System Wide Action Plan for Gender Equality and Empowerment of Women
UNDP	United Nations Development Programme
UNICEF	UN Children's Fund
UNJP	UN Joint Programme
UNJP-SP	UN Joint Programme for Social Protection
VGCL	Vietnam General Confederation of Labour
WFP	UN World Food Programme

EXECUTIVE SUMMARY

1. Context of the evaluation: The Final Independent Evaluation of the ILO-Irish-Aid Partnership Programme 2016-2022 Inclusive Growth, Social Protection and Jobs (PP-IGSPJ) took place between June and October 2022. The PP-IGSPJ, implemented by the International Labour Organization (ILO) in Malawi, Mozambique, the United Republic of Tanzania, Viet Nam and Zambia, started in December 2016 and will run until December 2022, with financial support from Irish Aid, with a budget of US\$ 11,250,000. The PP-IGSPJ established two specific components: the Employment-Intensive Investment Programs component (EIIP) and the Social Protection component, which despite being conceptualized as integrated components were implemented separately, and in different countries. Two development objectives were defined for the Programme: (i) “Poverty reduction through improved incomes and sustainable livelihoods” (for the EIIP component), and (ii) “More people have access to adequate social protection benefits, delivered by a more efficient and effective system” (for the Social Protection components).

2. Objectives of the evaluation: The Final Evaluation intended to assess the relevance, coherence, and strategic fit of the Programme, as well as the effectiveness, effectiveness of the management arrangements, efficiency, results/impact and sustainability of PP-IGSPJ in the five beneficiary countries. Specifically, the Final Evaluation assessed: 1) What the Programme has achieved; 2) How the Programme has been implemented; 3) How the Programme is perceived and valued by target groups and stakeholders; 4) The expected results and impacts; 5) The appropriateness of the project design; 6) The effectiveness of the project’s management structure; 7) The degree to which project objectives are sustainable, bearing in mind relevant contextual and political factors; 8) The management of the project activities and partnerships, coordination and management systems; 9) The capacity of government and other main counterparts to internalise, apply and sustain all the support received.

3. Methodological Framework: The Final Evaluation used as reference the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) criteria: relevance, coherence, effectiveness, efficiency, impact and sustainability. Gender and human rights considerations were also considered as part of this evaluation. The Final Evaluation employed a mixed method methodology, which included: desk review, preliminary interviews, analysis of secondary data, semi-structured interviews with 27 key informants (project management and implementing partners) and structured interviews with 33 beneficiaries. Due to COVID-19 risks, the Terms of Reference (ToR) for this evaluation did not preview any missions of the Team Leader to the Programme countries, which is considered as a strong limitation to the evaluation. To mitigate that limitation, national consultants were contracted to conduct in person interviews in the beneficiary countries with national stakeholders in Malawi, Zambia, Tanzania, and Viet Nam. In Mozambique, online interviews were carried out by the Team Leader.

4. Evaluation results (by criteria):

4.1. Relevance, coherence, and strategic fit: This evaluation has found the PP-IGSPJ contributes to key ILO policies and objectives. The outcomes of the PP-IGSPJ remain relevant when considering new policy and strategic documents have emerged since the PP-IGSPJ design in 2016. Broadly, the Programme falls within the scope of a wide range of ILO Conventions, Recommendations, and strategies including Convention C102, Recommendation No. 202, ILO’s Decent Work Agenda, ILO’s Programme and Budget (2016-2017 and 2022-23), Decent Work Country Programmes (DWCP) of Malawi, Zambia Viet Nam and Mozambique, the Global Flagship Programme on Building Social Protection Floors for All (2016-2020 and 2021-2025), as well as the EIIP strategy. Furthermore, the PP-IGSPJ is consistent with the ILO African Regional Social Protection Strategy, 2021-2025.

The Programme design was successful in considering national development priorities, development partners priorities, and the interests of the different stakeholders, and it was responsive to the national sustainable development plans for SDGs. In Tanzania, for instance, key stakeholders highlighted the contribution of the Programme in supporting the national transport strategy in employment, training of

staff, and participation of local contractors on public infrastructure. For the social protection components, key informants highlighted the alignment of the Programme with both national and institutional priorities, for instance, (i) the reform of the social security system, (ii) technical assistance to mitigate lack of in-country technical knowledge, (iii) capacity-building of governmental and civil society, (iv) increase of knowledge availability and dissemination on social protection (including in media), and (v) strengthening of the collaboration between governments and social partners (tripartism) in social protection.

The Programme Document (PRODOC) presented a mostly well-structured and well-explained logic of intervention, rooted on a clear and relevant assessment of national contexts and priorities of the beneficiary countries. In spite of its strategic coherence and relevance, key elements of the PRODOC were significantly changed at the inception phase of the Programme, after discussions with the Development Partner. For instance, the EIIP and the Social Protection components were implemented separately, in different countries, and without very noticeable synergies. The existence of two distinct development objectives reduces the structural coherence of the Programme, which in its current form resembles two distinct Programmes. On the Social Protection Component, the Programme defined three sets of outcomes: one for Viet Nam, one for Malawi, Mozambique, and Zambia, and one for the Global/Regional component. Outcomes for the Regional Social Protection Project for Southern Africa (RAF) countries were shared, which has further enhanced knowledge sharing, however that was not the case for the other components. Outcomes could have been streamlined across all components, as there are sufficient commonalities between them. Moreover, outcome indicators should be higher level and enable the analysis of the effective changes that took place in each country. The coherence between the DWCP's priorities and outcomes and the Programme's design was ensured in the Programme's design for all countries.

4.2. Effectiveness: At the **development objective level**, the beneficiary countries evolved positively regarding poverty reduction and access to adequate social protection. For instance, the working poverty rate (SDG 1.1.1) - i.e., the percentage of workers living under \$1.90/day - decreased in all beneficiary countries during Programme implementation. On social protection, none of the beneficiary countries have hitherto ratified the ILO Convention No. 102, and only Tanzania and Viet Nam have submitted Recommendation No. 202. Nonetheless, all beneficiary countries increased the number of social protection systems in place (e.g., Zambia increased from 5 systems in 2016 to 7 systems in 2021). This was positively reflected in the extension of social protection coverage (SDG 1.3.1), which has increased in Mozambique, Viet Nam, and Zambia. Despite the positive developments, coverage rates remain suboptimal, which suggests additional efforts remain relevant. In this regard the high level of informal employment (SDG 8.3.1) remains a key challenge.

At outcome level, the **EIIP component in Tanzania** had positive results in introducing models to increase knowledge and decision making on the agriculture and road construction sectors (Outcome 1), namely through Employment Impact Assessments (EmPiA) on agricultural value chains that strengthen Tanzania Social Action Fund (TASAF) Public Work action, and the adoption of Community-based Routine Maintenance Model (CBRM) that strengthened the Tanzania Rural and Urban Roads Agency (TARURA). At policy level, it contributed to policy review (e.g., the National Employment Policy and the National Social Protection Policy) and awareness campaigns to ensure the mainstreaming of employment investment approaches into sector policies and strategies (Outcome 2). Likewise, the Programme obtained tangible results in strengthening institutional partners, for instance through the development of technical manuals, tools, booklets, and handbooks for interventions related to employment intensive approaches for employment creation and promotion while enhancing decent work conditions, including delivery and extension of social protection coverage. For instance, the Public Work Program technical manuals developed for TASAF Productive Social Safety Net Program (PSSN)¹, assisted in targeting, and enrolling 1.2 million low-income households that received regular transfers/income through participation in labour-intensive public works, creation of community infrastructure, as well as learning of skills for potential future job opportunities (Outcome 3). Lastly, the Programme has provided technical trainings to participating institution in multiple areas (e.g., low volume sealed roads), as well as to small-scale contractors, which enhanced the capacity of stakeholders and institutions and promoted employment intensive strategies (Outcome 4).

¹ TASAF (Tanzania Social Fund): "Second Productive Social Safety Net (PSSN II) Public Work Program Technical Manual for Urban Public Work", 2021.

The Social Protection Component in Viet Nam focused on improving the social protection architecture of the country, including policy frameworks, social protection schemes design and operationalization, as well as capacity-building of key stakeholders. In the three defined outcomes for Viet Nam, the Programme reached relevant achievements, that contributed to the development objective of reducing poverty and increasing access to adequate social protection. The Programme contributed to setting-up a coherent multi-tiered social protection system within the context of the National Master Plan on Social Assistance Reform (MPSAR), as well as the National Master Plan on Social Insurance Reform (MPSIR), potentially covering almost 1 million people, which is a great feat towards expanding coverage (Outcome 1). It contributed to supporting an adequate legal framework for MPSAR's objectives, through the design/reform of social protection schemes, including the revision of the Social Insurance Law – which fostered the gradual extension of social insurance coverage, and which was a step towards the goal of achieving universal social insurance; and the governmental endorsement of the Decree 20/ND-CP/2021, whose formulation enabled 240,000 older persons (+75) from poor and non-poor to reach old-age pension, and increased the benefit to beneficiaries; among others (e.g., Decree 143/ND-CP) (Outcome 2). Lastly, it contributed to improving efficiency of operations via capacity-building, TRANSFORM training and training on social protection statistics for national stakeholders (Outcome 3).

The Programme's intervention in **Malawi** was effective in pushing the process for instilling a culture of social protection, through improving coordination and collaboration amongst social protection stakeholders and raising awareness of CSOs and media on social protection (Outcome 1). It also assisted in improving national social protection policies and frameworks and institutional coordination. The Old-Age Social Pension Scheme (OASP), the Universal Social Old Age Pension Bill, and the Urban Cash Interventions (CUCI), and the Malawi National Social Support Programmed (MNSSP) were approved and implemented with direct support from the Programme, in consultation with social partners. The Programme has also supported the review of the National Social Support Policy (NSSP), to facilitate a comprehensive national social protection system in Malawi. These efforts are contributing to the expansion of the social protection framework, and an increase in coverage of social protection schemes, including to workers in the informal sector. The Programme equally contributed to increasing the technical capacity of stakeholders and coordination through TRANSFORM training, which reached hundreds of participants in Malawi (Outcomes 2 and 3). Finally, the Programme in Malawi assisted in increasing its knowledge and technical capacity on social protection, notably within the scope of the MNSSP II Monitoring and Evaluation (M&E) Framework, with a Public Expenditure Tracking Survey, and with an evaluation of the Geographic Information System (Outcome 4).

In **Zambia**, the Programme was effective in instilling a culture of social protection, by strengthening CSOs, providing training to journalists on social protection, and by developing actions of advocacy on social protection. The Programme acted alongside the Civil Society for Poverty Reduction (CSPR), supporting and fostering the relation with the government (Outcome 1). It supported initiatives that fostered better coordination of policies and access of potential beneficiaries to social protection programmes, notably through the Single Window Service (SWS). The SWS addressed the fragmentation of the social protection system in Zambia, under the Integrated Framework for Basic Social Protection Programs (IFBSPP). After being piloted in 6 districts, the Government adopted a recommendation to expand the SWS nationwide in 2019². The SWS contributed to the *Scaling Up Nutrition Programme*, to the TRANSFORM's capacity-building efforts, to rolling-out the Social Accountability tool to district level CSOs, and to implement the COVID-19 Emergency Cash Transfer Programme in 15 districts³, providing temporary cash transfers to vulnerable households affected by the pandemic, including in the informal sector (Outcome 2). Moreover, the Programme in Zambia contributed to improving health care for eligible workers, including those in the informal economy, by providing support to the development of the National Health Insurance (NHIA) Scheme (Outcome 3). Moreover, the Programme contributed to the financial sustainability of social protection by supporting policy research analysis conducted using the MicroZammod model, and by providing training to CSOs on tracing social protection public spending (Outcome 4).

In **Mozambique**, the PP-IGSPJ had a reduced implementation due to the existence of other Programmes/Projects that complement the purposes of the PP-IGSPJ. It has almost exclusively focused on Outcome 2 - TRANSFORM training and technical and financial support to Mozambique's COVID-19

² ILO (International Labour Organization): "A National Unified Framework for Single-Window Services was Adopted", 2019.

³ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

response. The technical and financial support to the development of the Social Protection Response to COVID-19, provided in partnership with other UN agencies, contributed to mitigate the negative socio-economic impacts of COVID-19 with a planned cash transfer. Regarding Outcome 4, the only achievement reported was the support to the organization of the MOZMOD Technical Retreat, as well as to other trainings on microsimulation, that contributed to building capacity on the use of the model for social policies, including discussions on the expansion of the Basic Social Subsidy Programme/ *Programa Subsídio Social Básico* (PSSB).

For the RAF component, the sharing of best practices (south-south cooperation) has not been significant within the Programme, despite the organization of three regional sharing of best practices (e.g., *CoP Learning and Practice Lab* on the extension of social protection to the informal economy) (REG1). Under outcome REG2, TRANSFORM was an instrumental initiative to increase capacity for social protection practitioners in Southern and Eastern Africa, having reached 1648 social protection practitioners (36 percent women, 64 percent men)⁴, which assisted the institutional capacity-building efforts of the Programme in all beneficiary countries.

The **Global component**, as a cross-country technical component, focused on providing technical assistance, contributing to increasing the quality of TRANSFORM training, and increasing the knowledge and resources available on social protection in the beneficiary countries. It provided technical support through the ILO technical Advisory Platform in the areas of gender and extension of coverage, and launched a series of multi-country studies (e.g., a multi-country study on the COVID-19) (Outcome 1). It also supported documentation of experiences and the development of good practices' guides. The efforts contributed to establishing a body of literature and resources, accessible to all, and contributed to information-sharing and learning (e.g., the development of country briefs, good practice guides on the informal economy; the development of the TRANSFORM website; among others). The Global component has also supported the development of the ILO Results Monitoring Tool, which provides a useful overlook on projects and interventions on social protection in the beneficiary countries. The *Results Monitoring Tool* is a strategic tool for SOCPRO to integrate information on counties and projects and monitor progress of SDG 1.3. (Outcome 2 and 3).

Regarding effectiveness challenges, the intention of the Programme to implement a social protection and employment intensive investment integrated approach did not materialize, based on a decision made early on at the inception phase. In that sense, both components (SP and EIIP) were implemented as separate projects in different countries. The evaluation found that the collaboration between the different countries within the Social Protection Component, including within the RAF component, was not capitalized during implementation. Countries could have benefited from cross-fertilization at the regional/global levels, enabling constituents and national institutions to exchange best practices from other Programme countries, and contributing to the discussions under the Global Flagship Programme.

4.3. Effectiveness of management arrangements: The engagement of the Irish Embassies was rather strengthened in the past years in Malawi, Zambia, Mozambique, and Tanzania. This evaluation has found that the strategic and adequate involvement of the Irish embassies can contribute to provide relevant strategic insights and promote synergies at the local level. The engagement of the national partners was successful as the Programme had enough flexibility to respond to new and ongoing requests from the governments for technical support and capacity-building. The frequent turnover in the ILO team at the global and national levels has negatively impacted the Programme in two key ways: (i) lack of historical knowledge of the Programme; and (ii) difficulties in coordination and promotion of regional exchanges.

The Programme opted for a decentralized management structure, which favored implementation effectiveness, dialogue with national partners, and capacity for adaptation. The role of the global and regional components should, however, be strengthened in terms of centralizing/sharing information, promoting strategic level opportunities, including initiatives for countries to engage and interact through south-south initiatives such as lessons learned and knowledge sharing. Difficulties in delivering effective mechanisms of south-south cooperation - a key element of the Programme- were identified. Nonetheless, the TRANSFORM initiative contributed to fostering this cooperation, through a culture of social protection. The Programme put in place a Coordination Hub of the TRANSFORM initiative in Zambia to coordinate the initiative across African countries.

⁴ PP-IGSPJ: "Annual October 2019 – September 2020", n.d.; PP-IGSPJ: "Annual October 2020 – September 2021", n.d.

Many positive steps have been taken towards improving quality assurance for reporting and better coordination mechanisms, such as more frequent meetings and increased involvement and monitoring of the EIIP component. However, it is recommended that further steps are taken towards improving shared monitoring and evaluation mechanisms that enable all activities carried out by indicator/target, product, objective, and country to be recorded in greater detail, as well as improving the Programme's library. Such tools can allow the country teams and stakeholders to understand the progress made in other countries, enable the identification of potential regional synergies and contribute to informed management decisions, through accessing lessons learned and good practices. In this regard, the creation of the *Results Monitoring Tool* provides a more systematic way of sharing progress on results for each country.

4.4. Efficiency: According to the data provided on 30 June 2022, the total expenditure since the beginning of the Programme was 9 973 651 USD, which is equivalent to 86% of the total budget. Regarding the distribution of the budget by type of expenditure, to date staff costs took over half of the total expenditure (51.4%), which is linked to the fact that the presence of ILO specialized staff in the beneficiary countries on a long-term basis is a key element to ensure efficient delivery of the planned activities and intended results. A strengthened participatory approach to budget allocation could potentially contribute to improving the planning and implementation of the activities at the national level.

The Programme 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. For instance, in Zambia the ILO worked with other UN agencies in implementing the Emergency Social Cash Transfer Program; in Malawi, the ILO worked with the UN Country team (UNCT) on designing social protection responses, which resulted, for instance, in the CUCI. ILO has frequently made an effort to ensure that activities financed by the PP, are coordinated with other programs and organizations, including with the UN Joint Programme for Social Protection (UNJP-SP), UNICEF, and the World Food Programme (WFP).

4.5. Results/Impact: The Programme has produced significant and potentially long-term impacts in instilling a culture of social protection, particularly in Malawi, Viet Nam and Zambia. The strategy of reinforcing CSOs, media, and governmental institutions reportedly contributed to raising both awareness and visibility of social protection issues. The Programme contributed to increasing national critical mass on social protection, which may have long-term effects on fostering popular support to social protection policies which, in turn, may assist in placing social protection higher on political agendas.

Capacity-building of national institutions and social partners, notably through TRANSFORM training (over 1,648 social protection practitioners), has been described as a powerful tool in preparing key stakeholders in all beneficiary countries to better understand, debate, and monitor social protection schemes. Capacity-building provided to governmental entities, CSOs, workers, and employers' representatives, has produced a system of checks and balances, in which CSOs are capacitated to actively participate in building social protection programmes, as well as monitoring implementation. Key informants from governmental institutions in Viet Nam, Malawi, and Zambia have linked TRANSFORM and other capacity-building trainings to improvement in their knowledge, competencies and institutional practices, (e.g., coordination of social protection programmes). Regarding the EIIP component, the Programme has contributed with new methodologies and processes to design and evaluate employment intensive programmes, both at personal and institutional levels. As long as such tools remain perceived as useful for decision-making, the impact of the learning may be reproduced in value chains other than the agriculture and road building.

The Programme provided technical support and training leading to the adoption of legal frameworks that effectively expanded social protection coverage. For example, in Viet Nam, the governmental endorsement of the MPSAR and MPSIR paved the way to a better alignment of the country with ILO Recommendation No. 202, which represents a positive impact in increasing access to adequate social protection to almost 1 million people. It also contributed to supporting the government's social protection response to COVID-19, that provided financial assistance to 6.5 million households, including top-ups to existing programmes. In Malawi, the 2019 Universal Social Old Age Pension Bill targeted 600,000 people aged 65 and above, and the CUCI mitigated the adverse effects of COVID-19 to 378,000 vulnerable persons (95,000 households). Likewise, Mozambique's COVID-19 Social Protection Response Plan potentially

reached 1,500,000 persons⁵. In Zambia, the SWS initiative contributed to enhancing coordination of social protection service at local level, streamlining access to social protection programmes for citizens. The COVID-19 Emergency Cash Transfer Programme, supported by this initiative, potentially reached 120,000 households (13,900 households with persons with disabilities) with temporary cash transfers to vulnerable households. In Tanzania, the efforts in improving public works programmes and creating a more business friendly framework for small businesses and local communities to partake in governmental infrastructure investments represent a relevant step in changing attitudes regarding public investments.

This evaluation has identified six key areas to further reinforce the achievements of the Programme: (i) sustaining efforts to instilling a culture of social protection in Malawi and Zambia, (ii) enhancing statistical capacities to monitor social protection systems, (iii) improving financial management and economic sustainability of social protection policies and programmes at the national level (iv) further advocacy and support to the development and implementation of mechanisms for extending social protection to workers in the informal economy, (v) continue providing technical assistance and capacity-building for national institutions and social partners, and (vi) further analyse the advantages and constraints of integrating employment and social protection.

4.6. Sustainability: Policy reforms developed with Programme support have been incorporated into national social protection strategies, policies or legal frameworks to extend coverage. For instance, in Viet Nam the MPSIR established a clear target of 60 percent social insurance coverage of working population by 2023, including to informal sector workers. Capacity-building is another area that offers signs of sustainability, as it contributed to improving governmental response, and CSO's participation in decision-making and monitoring of social protection progress. In this regard, the institutionalization and brand recognition of TRANSFORM provides a positive indication of sustainability, as countries recognize the usefulness of TRANSFORM it means they also see the need for improved training of national technical staff and can consider institutionalizing it. That was the case, for instance, of Malawi that institutionalized the TRANSFORM social protection training package in 2021.

Country teams are at the moment in consultations with partners to identify further areas of support and strategic orientations for a new project proposal. Nonetheless, the current Programme has provided evidence that some avenues of ILO intervention may be discontinued despite their national relevance. For instance, according to key informants, the EIIP component in Tanzania may be discontinued, yet insofar no handover mechanisms have been reported to this evaluation. The EIIP component provided key instruments to national authorities and learning institutions to keep on improving public works strategies in an efficient manner. However, the methodologies and practices developed have yet to take root, hence a careful plan to ensure sustainability would have been an optimal solution.

5. Lessons learned and Good Practices: Lessons Learned (LL) and Good Practices have been drawn from the implementation of the Programme, based on the evidence gathered in the evaluation process:

Strategic Lessons Learned:

LL1. The adoption of integrated approaches to policies, strategies and legal frameworks for social protection contributes to the steady expansion of social protection systems (contributory and non-contributory schemes) and reduces fragmentation. The Programme provided technical support and training leading to the adoption of legal frameworks that effectively expanded social protection coverage and increased coordination, including for workers in the informal economy.

LL2. The sustained expansion of social protection in the beneficiary countries is highly dependent on further improving internal capacity for in-country statistical capacities to monitor social protection systems and improving financial management and economic sustainability of social protection policies and programmes. These countries have shown a clear need for further improvements in these areas.

Operational Lessons Learned:

LL1. A solid project design phase, with in-depth consultations with key stakeholders at global and local levels, is key to ensure that the Programme has a clear, feasible and realistic strategy for every stakeholder

⁵ ILO (International Labour Organization): "The COVID-19 Social Protection Response Plan is Implemented", 2022.

and component/country, as well as to avoid large deviations that can result in suboptimal results (such as uneven participation of all countries (e.g., Mozambique) and lack of regional exchange). A clear project design will further enhance coordination/inter-connection between the Programme components, which will enhance effectiveness and efficiency, and improve the learning strategy.

LL2. Although having a decentralized Programme is very relevant for the effectiveness of the national components, it is equally important to ensure that the **regional and global components have a decisive role in coordinating and bringing together the different components at the strategic level**, ensuring the exchange of practices, knowledge sharing and capitalization of the south-south cooperation opportunities.

LL3. Ensuring the existence of clear monitoring and evaluation mechanisms from the inception phase of the project – such as an operational project monitoring tool (to record progress on indicators at the outcome and output level and activities), which could be hosted by the Results Monitoring Tool; and a centralized project library which is shared with all team members -, would enable sharing of crucial information and relevant initiatives between the teams in different countries, enabling them to understand the progress made in other countries and what regional synergies can/should be explored, while informing management decisions.

Strategic Good Practices:

GP1. Leveraging partnerships with UN agencies and additional funding contributes to cost-effectiveness. The Programme was successful in leveraging partnerships with other UN agencies and securing additional funding such as bilateral aid from the Irish Embassy in Mozambique), which has contributed to Programme cost-effectiveness. This was particularly relevant in the case of Mozambique, where the budget allocated to the country acted as a complement to several bilateral partnerships that have been explored with the Irish mission to ensure complementarity of activities.

GP2. TRANSFORM training is a powerful tool in preparing stakeholders to better understand, debate, and monitor social protection schemes. During Programme implementation, TRANSFORM was an instrumental capacity-building tool for shared common methodologies for social protection, which is enabling the creation of a common understanding for practitioners at the country level.

GP3. Supporting CSO, local communities, political parties, and media awareness and capacity-building on Social Protection issues through training, advocacy, and campaigns are quintessential to instill a culture of social protection, particularly when considering such an endeavour is long-term and requires constant investment.

GP4. Technical assistance provided to national institutions and high levels of flexibility to reprioritize Programme resources during periods such as the COVID-19 pandemic is essential to enhance timely and relevant national responses in the beneficiary countries, allowing effective support to the individual beneficiaries' social protection needs and priorities.

6. Main recommendations: Based on the evidence, findings and lessons learned collected during the evaluation, this evaluation has identified a set of Strategic (SR) and Operational Recommendations (OR).

SR1. Undertake in-depth consultations and discussions at the design phase of a possible new partnership to ensure that a potential new programme has a clear, feasible and realistic strategy, as well as a clear division of roles and responsibilities among the different components (SOCPRO/ILO and Irish-Aid; high priority; short-term; moderate resources).

SR2. Consider streamlining Programme outcomes, and within each outcome establish country targets and high-level indicators. Multiple sets of outcomes can add unnecessary complexity and prevent desirable practices such as the establishment of Communities of Practices (CoP) and sharing of knowledge. In that sense, outcomes could have been streamlined across all components, as there are sufficient commonalities between the three sets of outcomes. Moreover, outcome indicators should be high-level. They should enable the analysis of the effective changes that took place in each country, instead of measuring outputs. (SOCPRO/ILO and Irish-Aid; medium priority; short-term; low-level of resources).

SR3. Ensuring that regional and global components effectively create more opportunities for south-south learning and sharing of best practices on universal social protection, among governments and social partners in the different countries. South-South cooperation mechanisms (CoP, field visits, exchanges, joint training) 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 that foster the adoption of institutional solutions for the promotion of social protection floors. Further exploring these exchanges is expected from a regional programme (SOCPRO/ILO; high priority; medium-term; high-level of resources).

SR4. Enhancing the coordination between different Programme components, with a clear role for a global component to centralize the information, promote strategic level opportunities and initiatives for countries to engage and interact, share best practices and knowledge (SOCPRO/ILO; high priority; short-term; moderate resources).

OR1. Consider the creation of an internal monitoring and evaluation system from Programme/Project inception that includes, at least, i) an operational monitoring tool (to record progress on outcomes, outputs indicators and activities for each component) and ii) a centralized project library, which should contain all up-to-date relevant programme documentation. All team members should have access to this information in order to avoid loss of historical information (especially due to turnover) and enhance further coordination between the Programme components (SOCPRO/ILO; medium priority; medium-term; low-level of resources).

OR2. Improving the Programme's financial management tools, such as ensuring adequate participation of all components involved in budget implementation during the budget planning phase and better monitoring during implementation, which can improve the feasibility and adequacy of financial planning to component and donor needs, which may increase the efficiency of implementation (e.g. ensuring that financial execution meets the donor requirements) (SOCPRO/ILO; high priority; short-term; low-level of resources).

1. INTRODUCTION

The Final Independent Evaluation of the Partnership Programme (PP) Inclusive Growth, Social Protection and Jobs (PP-IGSPJ), implemented in Malawi, Mozambique, the United Republic of Tanzania, Viet Nam and Zambia, was carried out between June and October 2022.

The PP-IGSPJ was implemented by the International Labour Organization (ILO) with the objective of supporting beneficiary countries “in strengthening the development and implementation of national social protection policies for the benefit of the most vulnerable people”⁶. According to the Programme Document (PRODOC) the strategic goal was that “*national governments use appropriate, well-designed and well-managed social protection measures and employment promoting approaches to the delivery of public investments in order to promote resilience, access to services and employment opportunities for poor and vulnerable people, contributing to Inclusive Economic Growth*”.⁷ To that end the Programme focused on Social Protection programmes in Malawi, Mozambique, Viet Nam and Zambia, and on Employment-Intensive Investment Programme (EIIP) initiatives in Tanzania⁸.

The PP-IGSPJ started in December 2016 and will end in December 2022. It has a total budget of US\$ 11,250,000 awarded by the Programme’s development partner Irish Aid⁹.

The Final Independent Evaluation covered the entire Programme cycle (2016-2022) with the objective of assessing the extent to which the Programme objectives, outcomes, outputs, and activities have been achieved. More, the evaluation intended to contribute insights and recommendations to the strategic discussion leading to the design of the next cycle of the PP-IGSPJ. Its main intended users include the ILO and the Irish Aid, as well as the Programme’s partners and beneficiaries.

For the evaluation process, a model based on the evaluation criteria defined in the ILO guidelines for policy evaluation was followed, as well as the Organisation for Economic Co-operation and Development’s Development Assistance Committee (OECD/DAC) Quality Standards for Development Evaluation. As a result, it focused on the Programme’s relevance, coherence, and strategic fit, effectiveness, effectiveness of the management arrangements, efficiency, results/impact, and sustainability. Furthermore, the evaluation identified and formulated recommendations, lessons learned and good practices.

Structurally, this evaluation report begins with a context chapter that explains the framework of the Programme, as well as the objectives of the evaluation. Following, a methodological framework chapter explains the methodological processes, the criteria of the evaluation, the evaluation questions, the methods of evaluation, as well as the ethical consideration and limitations of this evaluation. Subsequently, the evaluation results chapter presents the findings of the evaluation, segmented by evaluation criteria, namely, relevance, coherence and strategic fit, effectiveness, effectiveness of management arrangements, efficiency, results/Impact; sustainability and cross-cutting themes. Finally, this report has dedicated chapters to present its key conclusions, lessons learned, and recommendations.

As supplement to this report, a set of data and relevant documents are presented in the annex, namely: (i) evaluation matrix; (ii) list of stakeholders consulted, (iii) data collection instruments, (iv) the results framework, (v) lessons learned and good practices; (vi) bibliography, and (v) terms of reference for this evaluation.

⁶ PP-IGSPJ: “One Year Extension Request from January 2022 to 31 December 2022”, 2021.

⁷ PP-IGSPJ: “Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

⁸ PP-IGSPJ: “One Year Extension Request from January 2022 to 31 December 2022”, 2021.

⁹ Irish Aid is the official international development aid programme of the Government of Ireland.

2. PROGRAMME FRAMEWORK

The PP-IGSPJ was implemented by the International Labour Organization (ILO) in five beneficiary countries: Malawi, Mozambique, Tanzania, Viet Nam, and Zambia. The beneficiary countries have distinct geographic and development contexts, yet all face challenges in closing social protection gaps.

Malawi, Mozambique, and Tanzania were ranked “Low” in the Human Development Index (HDI) in 2018 and 2019. In the same years Zambia’s score corresponded to “Medium” in the HDI, and Viet Nam shifted from a rank of “Medium” in 2018 to “High” in 2019. Between 2018 and 2019 Malawi and Zambia decreased their HDI score, while the remaining beneficiary countries increased (see

Table 1 - Human Development Index (HDI), beneficiary countries 2018 and 2019

Country	2018	2019	Annual Change
Malawi	0.485	0.483	-0.002
Mozambique	0.446	0.456	+ 0.010
Tanzania	0.528	0.529	+ 0.001
Viet Nam	0.693	0.704	+ 0.011
Zambia	0.591	0.584	-0.007

Table 1¹⁰. Malawi, Mozambique, and Tanzania are low-income countries, while Viet Nam and Zambia are low-middle-income countries¹¹.

HDI ranking. **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: (i) UNDP, "Human Development Report" 2019; (ii) UNDP, "Human Development Report" 2020

The *proportion of population covered by at least one social protection benefit* was less than 40 percent in all beneficiary countries in 2020, which is inferior to the global average of 46,9 percent¹². The labour market context also presents challenges. There is a high percentage (superior to 50 percent) of workers living in poverty in all beneficiary countries except Viet Nam whose percentage was 1,4 in 2021¹³. Likewise, the proportion of informal employment is superior to 50 percent in all beneficiary countries¹⁴. Additionally, considering that the COVID-19 pandemic period 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 the beneficiary countries still present limitations, as coverage rates range from less than 50 percent in Malawi, Mozambique, and Tanzania, to 55 percent in Zambia, and almost 70 percent in Viet Nam¹⁵. Regarding social health insurance, data shows that the percentage of population affiliated to a social health protection scheme in Tanzania is 15 percent, while in Viet Nam it is 90 percent. Data is not available for Malawi, Mozambique and Zambia.

It is in this context of challenges in national social protection systems that the ILO implemented the PP-IGSPJ, between December 2016 and December 2022 (expected). Consistent with the Global Flagship Programme on Building Social Protection Floors for All¹⁶, with the development partner – Irish Aid – priorities, with the national priorities of Malawi, Mozambique, Tanzania, Viet Nam, and Zambia as well as with the Sustainable Development Goals (SDGs) of the 2030 Agenda¹⁷, the PP-IGSPJ was implemented to strengthen “the development and implementation of national social protection policies for the benefit of

¹⁰ UNDP (United National Development Programme), “Human Development Report 2019”, 2019.; UNDP (United National Development Programme), “Human Development Report 2020”, 2020.

¹¹ ILO (International Labour Organization): “World Social Protection Report 2020-2022”, 2021.

¹² 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 2022, <https://ilostat.ilo.org/data/#>

¹³ 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/#>

¹⁴ 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, June 2022, <https://ilostat.ilo.org/data/#>

¹⁵ 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>

¹⁶ ILO (International Labour Organization): “Building Social Protection Floors for All: ILO Global Flagship Programme, Report of the First Phase (2016- 2020)”, Geneva: International Labour Office, 978-92-2-035729-3, 2021. ILO (International Labour Organization): “Building Social Protection Floors for All: ILO Global Flagship Programme, Strategy for the Second Phase (2021-2025)”, Geneva: International Labour Office, 978-9-22035722-4,2021.

¹⁷ UN (United Nations): “Transforming Our World: The 2030 Agenda for Sustainable Development.” A/RES/70/1, 2015.

the most vulnerable people”¹⁸. The Programme defined five main lines of intervention, namely: (i) technical assistance and backstopping to national authorities in the design of social protection systems/programmes; (ii) capacity-building *via* training (e.g., TRANSFORM learning), and/or institutional strengthening; (iii) promotion of public debate and accountability on social protection systems/programmes *via* workshops, media events, and technical reports development; and (iv) south-south cooperation.

The PP-IGSPJ had an indicative budget of US\$ 11,250,000, financed by the development partner Irish Aid. In the PRODOC (2016) the indicative budget was set at approximately US\$ 10,000,000 for an implementation period of 5 years (December 2016 until December 2021)¹⁹. However, because of implementation challenges linked with the COVID-19 pandemic, ILO requested a one-year extension to finalize the implementation²⁰. Irish Aid accepted the request and allocated an additional funding of US\$ 1,250,000 for the last year of the Programme, whose end date shifted to December 2022. The budget extension was granted to the Social Protection component, while the EIIP Component was only granted with a time extension.

More than an *ad hoc* Programme, the PP-IGSPJ is the legacy of an ongoing strategic partnership between ILO and Ireland (Irish Aid) that since 2001 has produced several partnership agreements. Directly in connection with the PP-IGSPJ, ILO and Irish Aid established a PP in November 2013 to strengthen national social protection policies and programmes in Malawi, Mozambique, and Zambia between December 2013 and 2016. Upon completion of the 2013-2016 PP, ILO and Irish Aid renewed their joint efforts in improving social protection policies for the period between December 2016-2022. Differently from its predecessor, the PP-IGSPJ has a broader geographic reach. It includes four beneficiary countries from Southern Africa (Malawi, Mozambique, Tanzania, and Zambia), and one from Southeast Asia (Viet Nam)²¹. The five beneficiary countries of the PP-IGSPJ are Irish Aid Key Partner Countries (KPC)²².

2.1. DEVELOPMENT OBJECTIVES

From the onset, the PP-IGSPJ established two specific components: (i) the EIIP and (ii) the Social Protection. According to the PRODOC, both components were conceptualized as complementary and were to be implemented in the five beneficiary countries²³. However, the original design was adapted, in agreement with the Development Partner. Instead of complementary, the two components were implemented independently. The EIIP component was only implemented in Tanzania, whilst the Social Protection component was implemented in Malawi, Mozambique, Zambia, and Viet Nam. They both had their own logical framework.

The division of the PP-IGSPJ into two specific and independent components assists in explaining why there are two development objectives, as well as two distinct logical frameworks. Accordingly, the **development objective for the EIIP component** is “Poverty reduction through improved incomes and sustainable livelihoods”²⁴, while the **Social Protection component’s development objective** is “More people have access to adequate social protection benefits, delivered by more efficient and effective systems”²⁵. Considering the idiosyncrasies of each component, the Programme established targeted outcomes, adapted to the beneficiaries.

2.1.1. EIIP COMPONENT

The EIIP component of the PP-IGSPJ is part of a long-standing ILO strategy according to which public work, generated through public expenditure programmes in infrastructure development and environmental work (e.g., roads, culverts, canals, bridges), contributes on the one hand to address lack of local infrastructure and services, and on the other hand to create jobs, which, in turn contributes to poverty reduction as well as local socio-economic development, for instance through the reduction of

¹⁸ PP-IGSPJ: “One Year Extension Request from January 2022 to 31 December 2022”, 2021.

¹⁹ PP-IGSPJ: “Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

²⁰ PP-IGSPJ: “One Year Extension Request from January 2022 to 31 December 2022”, 2021.

²¹ PP-IGSPJ: “Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

²² The Irish Aid has 9 partner counties: 8 in sub-Saharan Africa (Ethiopia, Malawi, Mozambique, Tanzania, Uganda, Zambia and Sierra Leone) and 1 in southeast Asia (Viet Nam). Irish Aid: “Our Partner Countries”, n.d., (consulted on 13/06/2022).

²³ PP-IGSPJ: “Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

²⁴ PP-IGSPJ: “Intervention Logic/Results Chain mapping – Tanzania EIIP”, n.d..

²⁵ PP-IGSPJ: “RAF/16/07/IRL, VNM/16/xx/IRL, and GLO/16/63/IRL SP LOGFRAME”, n.d..

unemployment and injection of cash into local economies²⁶. The creation of productive, decent and of quality employment is central to the ILO's Decent Work agenda²⁷. Despite the potential benefits of EIIP programmes, the ILO identified three main obstacles to EIIP programmes, namely, (i) lack of resources, (ii) investment policies that do not include communities in decision making, and (iii) lack of management and financial capacities of small-scale and local businesses to meet the requirements of public procurement, which reduces the potential positive externalities of public expenditure to local communities such as local employment and resulting lifting of communities from poverty²⁸.

The EIIP component was implemented in Tanzania. It sought to contribute to the adoption of "employment-promoting approaches to support the delivery of public investments". It focused on three priorities (i) "supporting national governments to integrate employment generation as an explicit objective within public expenditure Programmes across relevant sectors", (ii) support the development of procurement and other procedures to facilitate the generation of employment through public expenditure, and (iii) support the "development of strategies to promote and develop local small-scale business capacities"²⁹. For Tanzania, the PP-IGSPJ established 4 outcomes (see **Table 2**)³⁰. **Outcome 1** focused on pro-employment investment policies *via* (i) strengthening of country-level knowledge on the impact of sectorial and trade policies on productive and decent employment through Employment Impact Assessments (EmplA)³¹ and the Inter Agency Social Protection Assessments Public Work Assessment tool (ISPA-PW)³², as well as (ii) investment in public infrastructure promoted through national dialogues, public debates, and south-south collaborations. **Outcome 2** focused on adapting procurement systems and legal frameworks to increase participation of smaller business and local communities *via* (i) rising awareness and knowledge about equitable procurement systems through public dialogue and south-south cooperation, and (ii) the development of procurement systems and tools for services and works executed by small scale businesses and community contractors. **Outcome 3** focused on strengthening institutional partners through knowledge access by (i) providing access to employment intensive technology options for rural and urban infrastructure development to participating Technical and Vocational Education and Training (TVET) colleges and sector-based technical training institutions, (ii) developing and disseminating supervision and quality assurance systems for contract work (iii) by streamlining and enhancing local authorities planning, implementation and monitoring systems and procedures to ensure quality and cost effective of employment intensive public work, and (iv) by capturing project impact and lessons learned to manage and disseminate knowledge. Lastly, **Outcome 4** focused on enhancing capacities of stakeholders and institutions in the application of the tools, methodologies, and strategies developed during the Programme, through (i) enhanced capacity of emerging enterprises and community contractors in using procurement procedures and documents, and (ii) improvement of post training support for wage and self-employment, including access to business development services, market linkages and business finance.³³

²⁶ PP-IGSPJ: "Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

²⁷ ILO (International Labour Organization): "Decent Work and the 2030 Agenda for sustainable development.", 2015.

²⁸ PP-IGSPJ: "Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

²⁹ PP-IGSPJ: "Terms of Reference – Final Independent Evaluation ILO-IRISH AID Partnership Programme 2016-2022", 2022.

³⁰ It should be noted the outcomes for the EIIP component shifted throughout the implementation period. This evaluation considered the outcomes (and respective outputs) as defined in the ToR for this evaluation, as well as on the Annual Reports of October 2019 - September 2020, and October 2020 - September 2021. These are slightly different from the outcomes/outputs defined in the "Intervention Logic/Results Chain mapping – Tanzania EIIP", and on the "2nd Draft Revised Programme Document Reformulated Tanzania EIIP". The option is justified by the fact that the ToR and Annual Reports are the most recent documents framing the EIIP component. The changes between the versions take place mostly at output level. For instance, output 1.1 of outcome 1 initially focused on agricultural value chain, and later became wider. This evaluation was unable to determine the underlying reasons for the changes at outcome and output levels.

³¹ EmplA is a "tool to ascertain employment potential and impact of public investment" in target sectors. PP-IGSPJ: "Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

³² ISPA-PW "provides practical means to determine effectiveness of social protection and public works programmes, identify gaps and recommend how these can be addressed". PP-IGSPJ: "Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

³³ PP-IGSPJ: "Annual Report Inclusive Growth, Social Protection and Jobs (IGSPJ) Programme October 2019 – September 2020", n.d..

Table 2 – EIP component outcomes

Tanzania

Outcome 1. “Inclusive and transparent pro-employment investment strategies mainstreamed in national employment policies and programmes, with implementation guidelines”

Outcome 2. “Procurement systems, procedures and legal frameworks at national and local levels reformed and adopted to increase the participation of small-scale enterprises, contractors and local communities in infrastructure delivery.”

Outcome 3. “Employment-intensive investment planning and technical capacity of institutional partners strengthened”

Outcome 4. “Enhanced capacity of stakeholders and institutions to apply tools, methodologies and strategies developed under the programme.”

Source: Evaluator, based on; PP-IGSPJ: “Annual Report October 2019 – September 2020”, n.d..

2.1.2. SOCIAL PROTECTION COMPONENT

The PP-IGSPJ focus on a *Social Protection component* derives from the rationale that social protection is indispensable for inclusive development and social justice. Accordingly, social protection programmes facilitate people’s participation in economic, social, and environmental change, and contribute to improving human capital and productive activity. Additionally, social protection programmes contribute to prevent and/or mitigate social shocks caused, for instance, by economic crisis, natural disaster, and conflict³⁴.

The logic of intervention of the Social Protection component follows the Global Flagship Programme; a programme designed to support the gradual implementation of social protection floors (SPF)³⁵ following ILO’s Recommendation 202. According to the Flagship Programme, social protection programmes are affordable in most developing countries - when adapted to national contexts - and can be sustainably financed by national sources, if countries have technical capacities to plan, design, implement and operate appropriate social protection schemes. The Flagship Programme identifies shortcomings precisely in the technical capacities of countries. For that reason, it focuses on supporting the implementation of nationally defined SPFs, which can be attained *via* three steps: (i) adoption of national social protection strategies, (ii) designing and reforming social protection schemes, and (iii) improving operations. These three steps are contingent on (iv) instilling a *culture of social protection* within countries (i.e., general public, and across relevant social protection stakeholders such as ministries, social partners, and civil society). The instilling of a social protection culture can be achieved through public debates and communication campaigns³⁶. Considering the potential benefits of social protection, and the logic of intervention of the Flagship Programme, the Programme sought to contribute to the adoption of “comprehensive, well-designed, and well-coordinated social protection systems” in Malawi, Mozambique, Zambia, and Viet Nam³⁷. Because national contexts differ, the PP-IGSPJ established different outcomes for each beneficiary country or group of countries (see **Table 3**).

For **Malawi, Mozambique, and Zambia** – the Regional Social Protection for Southern Africa (RAF component) - the PP-IGSPJ established 4 outcomes. **Outcome 1** focused on instilling a culture of social protection *via* (i) awareness raising and advocacy initiatives involving social protection stakeholders (e.g., media, academia, members of parliament), (ii) debates and communication campaigns involving both the public and key stakeholders, and (iii) increasing capacity of Civil Society Organizations (CSO), notably workers and employers’ organizations. **Outcome 2** focused on improving operations *via* (i) identification of gaps in social protection frameworks (e.g., institutions, governance, legal frameworks), (ii) developing approaches that a) improve Institutional coordination, governance and integration and b) the adoption of right-based approaches of social protection, (iii) increasing technical, leadership and transformation

³⁴ PP-IGSPJ: “Terms of Reference – Final Independent Evaluation ILO-IRISH AID Partnership Programme 2016-2022”, 2022.

³⁵ “Social protection floors are nationally defined sets of basic social security guarantees that should ensure, as a minimum that, over the life cycle, all in need have access to essential health care and to basic income security which together secure effective access to goods and services defined as necessary at the national level.” ILO (International Labour Organization): “22. Social Protection Floor”, n.d., <https://www.ilo.org/global/topics/dw4sd/themes/sp-floor/lang--en/index.htm> (consulted on 01/07/2022).

³⁶ PP-IGSPJ: “Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

³⁷ PP-IGSPJ: “Terms of Reference – Final Independent Evaluation ILO-IRISH AID Partnership Programme 2016-2022”, 2022.

capacity on the implementation and management of non-contributory programmes through TRANSFORM training and other International Training Centre of the ILO (ITC-ILO) training opportunities, and (iv) reporting of findings from assessment/reviews/analysis of public work programmes and their role within social protection systems notably through the ISPA-PW *Diagnostic Tool*. **Outcome 3** focuses on designing and adapting national strategies and social protection schemes *via* (i) adaptation of national social protection policies/strategies (e.g., Zambia's Social protection Bill), and (ii) improvement of social protection planning and monitoring tools (e.g., administrative and survey data). Lastly, **Outcome 4** focuses on financial sustainability of social protection *via* (i) increasing knowledge of key stakeholders on the financial aspects of social protection (e.g., budgeting/costs, cost-benefit analysis, impact analysis), and (ii) the development of appropriate financing modalities, approaches, and plans³⁸. Adding to national outcomes, the RAF component included two regional (REG) outcomes: **REG1** focuses on the sharing of best practices on right-based approaches in southern and eastern Africa, and **REG2** focuses on capacity-building of practitioners and national trainers in southern and eastern Africa.

For **Viet Nam**, the PP-IGSPJ established 3 outcomes. **Outcome 1** focuses on the adoption of national protection policies, as well as on the revision of legal texts, *via* (i) assessments, recommendation, and dialogue to support the development of social assistance policies and schemes, (ii) the development of recommendations and policy options to improve linkages between contributory and tax-funded systems, (iii) capacity-building and advocacy for key stakeholders, and (iv) communication materials to instill a social protection culture. **Outcome 2** focused on design/reform of social protection schemes *via* (i) the drafting of Social Assistance Law and revision sub-legal documents to enhance a rights-based approach to social protection, and (ii) training of technical staff of the Ministry of Labour – Invalids and Social Affairs (MOLISA) on law drafting, design and delivering. Lastly, **Outcome 3** focused on improving efficiency of operations *via* (i) capacity-building of key stakeholders on social protection administration and implementation of mechanisms to Improve administration, coordination, monitoring, and evaluation. Capacity-building is referring to TRANSFORM and pursuing collaboration with UN Agencies and the MOLISA Cadre Academy³⁹.

Adding to the national level, the PP-IGSPJ established a **Global** component focusing on knowledge development. It has 3 outcomes. **Outcome 1** refers to cross-country technical assistance capacity to support beneficiary countries in achieving their national targets. **Outcome 2** focuses on the sharing of best practices on right-based approaches to building universal social protection *via* (i) the establishment of Communities of Practice (CoP), (ii) establishment of knowledge exchange platforms, and (iii) development of information exchange workshops. Finally, **Outcome 3** seeks to strengthen social protection practitioners and national trainers' skills *via* (i) acquisition of capacities of key stakeholders using TRANSFORM Training, (ii) Training of Trainers (ToT) on TRANSFORM training in order to develop national master trainers on social protection, (iii) publishing of practice guides and briefs, and (iv) finalization of TRANSFORM training modes, and (iv) making TRANSFORM package available online⁴⁰.

Table 3 – Social Protection component outcomes

Malawi, Mozambique, Zambia	Viet Nam
<p>Outcome 1. "A well informed political and public debate on social protection."</p> <p>Outcome 2. "Institutional coordination and rights-based approaches for effective delivery of social protection floors."</p> <p>Outcome 3. "A comprehensive national social protection policy and a prioritised implementation plan."</p> <p>Outcome 4. "A sustainable and progressively domestically funded social protection financing framework."</p> <p>Regional Outcome 1. "Governments and social partners in southern and eastern Africa share</p>	<p>Outcome 1. "The Master Plan for Social Assistance Reform (2017-2025) and Action Plan for Implementation of MPSAR (2016-2020) are implemented, in line with fiscal context."</p> <p>Outcome 2. "An adequate legal framework is in place reflecting the MPSAR's objectives, with special attention given to social assistance for older persons, pregnant women, children, emergency relief and social assistance services."</p> <p>Outcome 3. "Implementation of social protection programmes is more effective and efficient</p>

³⁸ PP-IGSPJ: "RAF/16/07/IRL, VNM/16/xx/IRL, and GLO/16/63/IRL SP LOGFRAME", n.d..

³⁹ PP-IGSPJ: "RAF/16/07/IRL, VNM/16/xx/IRL, and GLO/16/63/IRL SP LOGFRAME", n.d..

⁴⁰ PP-IGSPJ: "RAF/16/07/IRL, VNM/16/xx/IRL, and GLO/16/63/IRL SP LOGFRAME", n.d..

best practices on right-based approaches to building universal social protection floors.”

Regional Outcome 2. “Capacity-building of practitioners and national trainers in Southern and Eastern Africa.”

through improved administration, coordination and monitoring and evaluation.”

Global

Outcome 1. “Cross-country technical assistance in specific areas.”

Outcome 2. “Governments and social partners in southern and eastern Africa and Viet Nam share best practices on right-based approaches to building universal social protection through south-south learning opportunities.”

Outcome 3. “Capacity building of practitioners and national trainers in Southern and Eastern Africa as well as in Viet Nam and knowledge sharing.”

Source: Evaluator, based on: PP-IGSPJ: “Annual October 2019 – September 2020”, n.d.; PP-IGSPJ: “Annual October 2020 – September 2021”, n.d....

2.2. DIRECT AND ULTIMATE BENEFICIARIES

The Programme’s **direct beneficiaries** include: (i) Ministries and agencies active in social protection; (ii) Employer and worker representatives; and (iii) CSOs and academia. The activities of the Programme seek to strengthen direct beneficiaries, in order for them to provide a better service to the **ultimate beneficiaries** of the Programme, which for the *EIIP component* include young women and men, unemployed, budding entrepreneurs in the formal and informal sectors, as well as out of school youth⁴¹, and for the *Social Protection component* include “all women and men in the [beneficiary] countries, with a focus on poor and vulnerable groups such as women, elderly, people with disabilities, ethnic minorities and self-employed workers”⁴².

3. EVALUATION OBJECTIVES

3.1. GENERAL OBJECTIVES

According to the Evaluation ToR and the ILO evaluation policy, the final evaluation assessed the entire period of implementation of the Programme in the five beneficiary countries. The general objective of the Final Evaluation was to assess the extent to which the Programme objectives, outcomes, outputs and activities have been achieved, regarding the relevance, coherence, and strategic fit of the Programme, as well as the effectiveness, effectiveness of the management arrangements, efficiency, results/impact and sustainability of the PP-IGSPJ. The evaluation also identified and formulated recommendations, lessons learned and good practices.

3.2. SPECIFIC OBJECTIVES

According to the ToR, the specific objectives of the Final Evaluation included assessing:

1. How the programme is relevant to the ILO’s programme and policy frameworks at the national and global levels as well as to national sustainable development strategy or other relevant national development priorities and frameworks of the programme beneficiary countries;
2. What the project has achieved;
3. How the Programme has been implemented;
4. How the Programme is perceived and valued by target groups and stakeholders;
5. The expected results and impacts;
6. The appropriateness of the project design;
7. The effectiveness of the project’s management structure;

⁴¹ PP-IGSPJ: “Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

⁴² PP-IGSPJ: “RAF/16/07/IRL, VNM/16/xx/IRL, and GLO/16/63/IRL SP LOGFRAME”, n.d..

8. The degree to which project objectives are sustainable, bearing in mind relevant contextual and political factors;
9. The management of the project activities and partnerships, coordination and management systems;
10. The capacity of government and other main counterparts to internalise, apply and sustain all the support received.

3.3. SCOPE OF THE EVALUATION

According to the Terms of Reference (ToR), the thematic, chronological, and geographic scope of the Programme is the following:

THEMATIC SCOPE: The Final Evaluation will include all outputs, activities and workflows of the PP-IGSPJ, specifically its role in the implementation and strengthening of social protection systems and Employment-Intensive Investment Programs (EIIP), taking into account the need for lessons learned and evidence-based recommendations that will inform future social protection or employment Projects or Programmes.

GEOGRAPHIC SCOPE: The geographic scope of the Evaluation included the five countries where the Programme intervened, namely, Mozambique, Malawi, Tanzania, Viet Nam and Zambia.

CHRONOLOGICAL SCOPE: The Evaluation covered the period between December 2016⁴³ and July 2022.

3.4. CLIENTS AND MAIN AUDIENCE

The main clients of this evaluation are the ILO constituents and partners in the countries, implementing ILO units, ILO constituents, development partners, other relevant UN agencies, CSOs and the Development Partner of the Programme (Irish Aid).

4. METHODOLOGICAL FRAMEWORK

4.1. EVALUATION CRITERIA

The Evaluation was carried out in accordance with the ILO standard policies and procedures, with the Code of Conduct for Evaluations of the UN System. It was based on the OECD/DAC criteria: relevance, coherence, effectiveness, efficiency, impact, and sustainability.

The evaluation considered the integration of cross-cutting elements (human rights-based approach (HRBA), equity and gender equality, based on *ILO's Guidance Note 4: Integrating gender equality in monitoring and evaluation*; the *Guiding Document Integrating Human Rights and Gender Equality in Evaluations*; and the *United Nations System Wide Action Plan for Gender Equality and Empowerment of Women (UN-SWAP)*). It took special attention to the ILO's mandate and policy on gender equality, as well as ILO key performance indicators on gender mainstreaming. Tripartism and international labour standards were also considered in the evaluation, following the *ILO's Guidance Note 3.2: Adapting evaluation methods to the ILO's normative and tripartite mandate*. Moreover, the evaluation followed the following guidance on COVID-19: i) *Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations*; and ii) *Implications of COVID-19 on evaluations in the ILO*.

In this regard, the evaluation included specific evaluation questions to address the issues of gender equality, ILO's normative and tripartite mandate in the design of the evaluation, definition of the respective indicators and sources in the evaluation matrix and their integration in the data collection

⁴³ 2016 was an inception year.

instruments. It has also integrated findings, conclusions and recommendations that reflect a gender analysis and normative and tripartite contexts relevant to the intervention (including Convention No. 102 on Social Security and Recommendation No. 202 on Social Protection Floors).

The evaluation took into account the integration of cross-cutting elements (human rights-based approach (HRBA), equity and gender equality, based on ILO's Guidance Note 4: *Integrating gender equality in monitoring and evaluation*; the *Guiding Document Integrating Human Rights and Gender Equality in Evaluations*; and the *United Nations System Wide Action Plan for Gender Equality and Empowerment of Women (UN-SWAP)*). It took special attention to the ILO's mandate and policy on gender equality, as well as ILO key performance indicators on gender mainstreaming. In this regard, the evaluation included specific evaluation questions to address the issues of gender equality, defined specific gender indicators and sources in the evaluation matrix and integrated them in the data collection instruments. Findings also specifically reflect the integration of a gender analysis.

4.2. EVALUATION QUESTIONS

The ToR presented a set of evaluation questions to guide the evaluation. The Evaluation team revised, reorganized, and regrouped them as presented below.

Cross-Cutting Themes

1.	<i>What lessons can be learned from the Programme implementation that can be applied in the context of the new Programme under the PP?</i>
2.	<i>What were the main challenges, and how were they overcome? (Considering separately the problems related to COVID-19, and those identified throughout the implementation of the Programme.)</i>

Relevance, Coherence and Strategic Fit

1.	<i>How did the PP fit within the ILO's Programme and Budget Policy Outcomes, the framework of the Decent Work Country Programmes, as well as the ILO's Flagship Programme on Building Social Protection Floors for All and the EIIP Strategy?</i>
2.	<i>How responsive was the Programme design to national sustainable development plans for the SDGs? How did the Programme implementation coordinate with other ILO, UN and governments initiatives in social protection and public works?</i>
3.	<i>To what extent were the Programme's strategic elements (objectives, outputs, implementation strategies, targets and indicators) adequately defined?</i>
4.	<i>To what extent did the Programme design consider the national development priorities and Development Partner's specific priorities and concerns in the 5 countries? And how did the Programme design integrate the interests of different stakeholders and final beneficiaries?</i>
5.	<i>To what extent did the Programme design consider concerns relating specifically to gender equality and non-discrimination and to the inclusion of persons with disabilities?</i>
6.	<i>To what extent has the Programme been designed or repurposed to address the effects of the COVID-19 pandemic? To what extent was that based on results from COVID-19 diagnostics, UN socio-economic assessments and guidance, ILO decent work national diagnostics, CCA, or similar comprehensive tools?</i>

Effectiveness

1.	<i>To what extent have the overall Programme objectives and expected outcomes, been achieved?</i>
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2.	<i>What are the achievements and challenges registered so far? How were these influenced by external factors?</i>
3.	<i>To what extent did the Programme produce unplanned effects (negative or positive)?</i>
4.	<i>To what extent was the Programme able to effectively support the beneficiary countries in addressing the effects of the COVID-19 pandemic?</i>
5.	<i>In which areas has tripartism and international labour standards been integrated successfully? To what extent has the Programme engaged with stakeholders other than ILO constituents for sustainable results? How did the Programme leverage strategic partnerships for its implementation?</i>
6.	<i>To what extent did the Programme consider the recommendations of the mid-term independent evaluation?</i>
7.	<i>To what extent did the Programme take into consideration gender specific analysis and provide specific recommendations on gender equality and/or on other non-discrimination and disability inclusion issues?</i>

Effectiveness of Management Arrangements

1.	<i>Did this Programme receive adequate political, technical and administrative support from its national partners, the ILO, and the Development Partner?</i>
2.	<i>Were administrative modalities adequate to facilitate good results and efficient delivery of the Programme (including coordination, complementarity, partnerships, roles and responsibilities)?</i>
3.	<i>How effective were the programme coordination and management arrangements? Is there a clear understanding of the roles and responsibilities by all parties involved?</i>
4.	<i>How effectively did the Programme management monitor performance and results? And to what extent was relevant information and data regularly collected and analysed to feed into management decisions?</i>

Efficiency

1.	<i>What evidence is there of cost-effective in the Programme's implementation and management?</i>
2.	<i>Have the project's funds and outputs been used and delivered in a timely manner? And to what extent has the Programme leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner?</i>
3.	<i>To what extent did the Programme leverage partnerships (with constituents, national institutions and other UN/development agencies) contribute to achieving the results?</i>
4.	<i>How has the Programme implementation benefited from the ILO's technical resources and international expertise?</i>

Results/Impact

	<i>What are the impacts of the Programme?</i>
1.	<ul style="list-style-type: none"> - <i>What are the emerging impacts of the Programme and the changes (in attitudes, capacities, institutions, etc.) that can be causally linked to the Programme's intervention?</i> - <i>What are the realistic long-term effects of the Programme in terms of enhancing institutional capacity and the extension of social protection and EIIP?</i> - <i>To what extent has the Programme made a significant contribution to building/strengthening an enabling environment (laws, policies, people's attitudes)?</i>

2.	<i>What are the areas for further reinforcement of the Programme achievements? Can/should the programme be scaled up? If so, how do objectives and strategies have to be adjusted?</i>
3.	<i>To what extent has the Programme's COVID-19 response action contributed / is likely to contribute to intended outcomes on supporting enterprises, jobs and incomes, and strengthened national social protection systems, aligned with relevant International Labour Standards?</i>
4.	<i>What are the possible long-term effects on gender equality and inclusion of persons with disabilities?</i>

Sustainability

1.	<i>What are the main risks for sustainability of the Programme, including the sustainability of the COVID-19 response? And what are the immediate actions/interventions to ensure that the achievements of the Programme can be sustained?</i>
2.	<i>How likely will the Programme lead to results that will be sustained or integrated in other post-pandemic response over time? To what extent has the Programme developed a sustainability strategy and worked with constituents and other national counterparts to sustain results during the recovery stage?</i>
3.	<i>To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (Explicitly or implicitly) And to what extent can the Programme identify prospective areas to support/strengthen sustainability?</i>

4.3. DATA COLLECTION AND ANALYSIS

The evaluation used the *Contribution Analysis* approach to provide information on the contribution of the Programme to the expected results. To that end, it employed a mixed method methodology of data collection and analysis which included desk review, primary qualitative data analysis (e.g., interviews), and secondary qualitative and quantitative data analysis (e.g., news sources, statistics from authoritative organizations). The evaluation used different lines of evidence and triangulation of sources to further verify its results. The methodology included the incorporation of gender principles in all stages of the evaluation, including in the design of data collection and analysis tools, sampling of stakeholders and beneficiaries of the Programme, and disaggregation of data by categories (e.g., type of institution, location, gender).

4.3.1. DESK REVIEW

The desk review collected information from the Programme documents, proposal, annual plans, progress reports, national, provincial, and local statistics, grey literature, news, among others. The desk review was relevant to get an overview of the initiative, triangulate information, identify knowledge gaps and help developing/supporting hypotheses about the evaluation criteria (see Annex 6 – Bibliography).

4.3.2. ANALYSIS OF SECONDARY DATA

The secondary data analysis considered data collected at baseline shared by the programme team (e.g., implementation indicators), as well as other relevant data that came up from other sources during data collection phase, including the beneficiary organizations and partners. Additionally, the secondary analysis included statistical data reported in databases or trackers from national e.g., National Statistics Offices) and international (e.g., OECD stats, ILO stats, Eurostat), public and private, organizations with high standards.

4.3.3. SEMI-STRUCTURED QUALITATIVE INTERVIEWS

The Evaluation conducted online semi-structured interviews with the ILO Programme Team from the national components in Malawi, Mozambique, Tanzania, Viet Nam and Zambia, as well as the global component (at the Headquarters), and the Development Partner in a total of 27 key informants: 14 male and 13 female. All key informants were purposively identified based on recommendations from the Programme Team and through the snowballing sampling technique. The interviews contributed to fill knowledge gaps emerging from the desk review. The questions for the interviewees were specifically designed to reveal the extent of the respondents' awareness of the activities of the Programme, as well as the perception of changes or improvements resulting from the Programme's activities. The list of key informants consulted, as well as the interview guides are provided in Annex 2 and 3, respectively.

4.3.4. STRUCTURED QUALITATIVE INTERVIEWS

National consultants have conducted in person structured interviews in the beneficiary countries with national stakeholders in Malawi, Zambia, Tanzania, and Viet Nam, while the Evaluation Team Leader conducted online interviews with national stakeholders in Mozambique. The interviews comprised a total of 33 key informants: 20 male and 13 female. National consultants were responsible for undertaking interviews using the interview tools provided by the team leader and developing records of each interview in English. A synthesized report with the main evidence encountered in the interviews was submitted by national consultants. The list of stakeholders consulted, as well as the interview guides are provided in Annex 2 and 3, respectively.

4.4. DATA ANALYSIS

The evaluation team conducted a systematic review and analysis of all data, to identify key themes, patterns, relationships, and explanations relevant to the issues and indicators in the evaluation matrix. 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.

4.5. ETHICAL CONSIDERATIONS

The evaluation complied with ethical guidelines, applied at all stages, in full compliance with *the ILO Code of Conduct for Evaluators* and *UNEG Ethical Guidelines for Evaluation*. The following principles guided the evaluation:

- Intentionality: consider the usefulness and the need for an evaluation from the beginning.
- Conflict of interests: exercise the commitment to avoid conflicts of interest in all aspects of work, thus maintaining the principles of independence, impartiality, credibility, honesty, integrity and responsibility.
- Interactions with the participants: appropriate and respectful involvement with the participants in the evaluation processes, maintaining the principles of confidentiality and anonymity and their limitations; dignity and diversity; human rights; gender equality; and damage prevention.
- Evaluation processes and products: ensuring accuracy, integrity and reliability, inclusion and non-discrimination, transparency, and fair and balanced reports that recognize different perspectives; and
- Finding irregularities: discreetly reporting the discovery of any apparent misconduct to a competent body.

Specifically, the evaluation team took the following steps to respect these ethical principles:

- Ensured informed (oral) consent by key informants and beneficiaries.
- Requested permission to record audio and / or photographs in all interactions.
- Respected confidentiality and anonymity.
- Included specific evaluation questions to address the issues of equity, gender, and human rights in the design of the evaluation, definition of the respective indicators and sources in the evaluation

matrix and their integration in the information collection instruments within the scope of the evaluation.

4.6. LIMITATIONS AND MITIGATION MEASURES

The challenging timeframe in which this evaluation was carried out resulted in four key limitations that have negatively impacted the evaluation process, namely:

- I. Bureaucratic processes and/or functional hierarchy issues in some beneficiary countries could have limited or delayed access of the evaluation team to relevant stakeholders, which could have resulted in the loss of Information relevant to this evaluation. To prevent this limitation, the Evaluation Team sent out meeting invitations as soon as it began functions to the list of stakeholders to be consulted that was agreed between the Programme Team and the Evaluation Team. Furthermore, the Evaluation Team worked very closely with the national ILO Programme teams to ensure a high degree of participation from national stakeholders. The strategy adopted was fruitful, and the Evaluation Team has managed to schedule, and interview a robust set of key stakeholders.
- II. The number and breadth of evaluation questions to be answered was demanding to the available time, particularly when considering the Programme involved five countries, with specific outcomes, and that the Programme consists of two components with distinct methodologies and rationale. To mitigate this limitation the Evaluation Team defined clear roles and responsibilities between the Lead Evaluator and the National Consultants. Also, during the Inception Phase, the Evaluation Team defined very specific and detailed interview guides to ensure cross-country consistency, as well as to collect in-depth information to respond to the evaluation questions. An unintended consequence of this strategy was that interviews ended-up being strenuous for all parts involved, which was suboptimal, but indispensable to cover all the enunciated questions. Moreover, given the limitation of number of pages for the report, the evaluation team decided to combine similar evaluation questions to reduce the number of pages and improve readability.
- III. The evaluation encountered some difficulties in accessing all Programme documents, such as logical frameworks and country annual reports and annual work plans (as well as indicators/targets), especially for the last year of implementation.
- IV. Furthermore, due to the Programme's staff turnover, the evaluation team found some constraints in obtaining specific background information on the design phase of the Programme, i.e., although significant design changes took place during the implementation phase, clear information on the rationale behind the changes was not available. This limitation resulted in an information gap. Similarly, the turnover of national stakeholders involved in the Programme has also limited the depth of information collected.

5. EVALUATION RESULTS

This chapter aims to answer the evaluation questions for the different evaluation criteria (relevance, effectiveness, efficiency, impact, sustainability, and cross-cutting issues), presenting evidence for each question.

5.1. RELEVANCE, COHERENCE AND STRATEGIC FIT

5.1.1. HOW DID THE PP FIT WITHIN THE ILO'S PROGRAMME AND BUDGET POLICY OUTCOMES, THE FRAMEWORK OF THE DECENT WORK COUNTRY PROGRAMMES, AS WELL AS THE ILO'S FLAGSHIP PROGRAMME ON BUILDING SOCIAL PROTECTION FLOORS FOR ALL AND THE EIIP STRATEGY?

This evaluation has found the PP-IGSPJ contributes to key ILO policies and objectives. Moreover, its outcomes remain relevant when considering new policy and strategic documents that have emerged since its design in 2016. Broadly, the Programme falls within the scope of a wide range of ILO Conventions and Recommendations, in particular **Convention C102** of 1952, and the Social Protection Floor Recommendation of 2012 (**R202**)⁴⁴. More, the PP-IGSPJ fosters the creation of productive, decent and of quality employment, which is central to the **ILO's Decent Work Agenda**⁴⁵.

On specific strategies, the PP-IGSPJ contributed to several outcomes defined in the **ILO's Programme and Budget** for the Biennium 2016-17. For example, the Social Protection component aligned with key aspects of Outcome 3, notably the increase of knowledge on social protection, and increase national capacity for extending social protection coverage. The EIIP component in Tanzania aligned with Outcome 1. The Programme equally contributed to Outcomes 4, 6, and 10⁴⁶. The relevance of the PP-IGSPJ remained coherent in the Programme and Budget for the Biennium 2018-19, and 2020-21, and remains coherent with the Programme and Budget for the Biennium 2022-23, particularly Outcomes 3 and 8⁴⁷. Furthermore, the PP-IGSPJ is consistent with the ILO African Regional Social Protection Strategy, 2021-2025⁴⁸.

Regarding **Decent Work Country Programmes** (DWCP), the PP-IGSPJ contributed to the strategic priority of extending social protection for all, which was present in the DWCPs of Malawi, Zambia, Viet Nam,⁴⁹ and Mozambique⁵⁰ at the time of design of the Programme. The current DWCP of Malawi (e.g., priority 3)⁵¹, Viet Nam (e.g., priority 2)⁵², and Zambia (e.g., priority 3)⁵³ maintain the objective of extending social protection floors, which indicates the PP-IGSPJ remains relevant in the targeted beneficiary countries.

The Programme was consistent with the Global Flagship Programme on Building Social Protection Floors for All (2016-2020)⁵⁴. Malawi, Mozambique, Viet Nam, and Zambia were focus countries, and Tanzania was a country supported through the Flagship Programme. The logic of intervention of the social protection component of the PP-IGSPJ mirrors the four strategic blocks of the Flagship Programme, namely (i) in-country support, (ii) cross-country policy and technical advice, (iii) development of knowledge, and (iv) establishment of strategic partnerships. The logic of intervention remains relevant under the second

⁴⁴ ILO (International Labour Organization): "Building Social Protection Systems: International Standards and Human Rights Instruments", 2020.

⁴⁵ ILO (International Labour Organization): "Decent Work and the 2030 Agenda for sustainable development.", 2015.

⁴⁶ ILO (International Labour Organization): "Programme and Budget for the Biennium 2016-17", 2015.

⁴⁷ ILO (International Labour Organization): "Programme and Budget for the Biennium 2022-23", 2021.

⁴⁸ ILO (International Labour Organization): "African Regional Social Protection Strategy, 2021-2025", 2021

⁴⁹ PP-IGSPJ: "Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

⁵⁰ Mozambique: "Mozambique Decent Work Country Programme 2011-2015", 2010.

⁵¹ Malawi: "Malawi Decent Work Country programme 2020 to 2023", 2021.

⁵² Viet Nam: "Viet Nam Decent Work Country Programme 2017-2021", 2017.

⁵³ Zambia: "Zambia Decent Work Country Programme 2020-2022", n.d..

⁵⁴ ILO (International Labour Organization): "Building Social Protection Floors for All: ILO Global Flagship Programme, Report of the First Phase (2016- 2020)", Geneva: International Labour Office, 978-92-2-035729-3, 2021.

phase (2021-2025) of the Flagship Programme, for the PP-IGSPJ practices align with the three pillars of the Flagship Programme's theory of change. Furthermore, all beneficiary countries are pre-identified for in-country support⁵⁵.

Lastly, the EIIP component contributes to the **ILO's EIIP Strategy** by assisting Tanzania in implementing the Productive Social Safety Net (PSSN) Programme, under the Tanzania Social Action Fund (TASAF), which incorporates public work linked with cash transfers⁵⁶. Furthermore, the PP-IGSPJ contributes to strengthening the capacity of TVET institutions⁵⁷, small scale contractors, and enterprises, which are relevant aspects on EIIP strategies.

5.1.2. TO WHAT EXTENT WERE THE PROGRAMME'S STRATEGIC ELEMENTS (OBJECTIVES, OUTPUTS, IMPLEMENTATION STRATEGIES, TARGETS AND INDICATORS) ADEQUATELY DEFINED?

The PRODOC presented a mostly well-structured and well-explained logic of intervention, rooted on a clear and relevant assessment of national contexts and priorities of the beneficiary countries. In the initial project design, the EIIP and the Social Protection components were coherently conceptualized as complementary and were to be implemented in the five beneficiary countries. The accumulated technical knowledge and national experience of ILO were leveraged during the design phase, particularly on identifying national partners, strategic needs, priority areas, and synergies with national and international stakeholders⁵⁸. The fact that national partners reported high levels of satisfaction with the proposed national-level and institution-level objectives and targets indicates that, overall, the framework of the Programme was sufficiently generic and flexible to adapt to the national needs adequately.

In spite of its strategic coherence and relevance, **key elements of the PRODOC were significantly changed in the actual implementation of the Programme**, in agreement to the Development Partner, namely:

- I. No beneficiary country benefited from both the EIIP and Social Protection components, since the two were implemented separately. The deviation from the PRODOC reduces the cohesiveness of the Programme as a whole, since the two key components did not interact nor complement each other as initially designed. However, as changes were made at early stages, adapted logical frameworks were created and followed by each component.
- II. The global and regional components, which would have promoted cross-country interaction, were insufficient to achieve adequate synergies between the beneficiary countries. Tanzania was isolated from the remaining beneficiary countries as it is the only country implementing the EIIP component, contrary to what is defined in the PRODOC.

In terms of development objectives, outcomes, outputs, and targets, some elements of design inadequacy were detected and addressed during the implementation phase, particularly regarding the EIIP component, following the Mid-term Independent Evaluation (MTE), which was mostly focused on having a more realistic approach to the contextual constraints and available technical and financial resources in the country. This evaluation highlights two key aspects:

- I. **Development Objective.** As the MTE identified, the Programme defined two development objectives, one associated with the EIIP component, and one associated with the Social Protection components. The MTE considered such strategic option to be at odds with results-based strategic frameworks and indicated a "lack of understanding/attention at the design stage"⁵⁹. This evaluation believes that the existence of two distinct development objectives, as two separate logical frameworks for both components (EIIP and Social protection) highlights the separation of both components, indicating a lack of complementarity and clear intersection, as the EIIP was only

⁵⁵ ILO (International Labour Organization): "Building Social Protection Floors for All: ILO Global Flagship Programme, Strategy for the Second Phase (2021-2025)", Geneva: International Labour Office, 978-9-22035722-4, 2021.

⁵⁶ ILO (International Labour Organization): "Employment-Intensive Investment in Tanzania", n.d., https://www.ilo.org/global/topics/employment-intensive-investment/countries/WCMS_327101/lang-en/index.htm (consulted on 04/07/2022).

⁵⁷ ILO (International Labour Organization): "ILO Guide for Skills Development in Employment-Intensive Investment Programmes", 2021.

⁵⁸ PP-IGSPJ: "Programme Document - ILO-Irish-Aid Partnership programme 2016-21, GLO/16/33/RL, 2016.

⁵⁹ Nycander, Lotta: "Inclusive Growth, Social Protection and Jobs Programme: An ILO-IRISH-Aid Partnership Programme 2016-2021", Independent midterm Evaluation, 2020.

implemented in Tanzania, and the Social Protection component in the remaining countries. The separation reduces the structural coherence of the Programme, which in its current form resembles two distinct Programmes. Furthermore, the lack of a single development objective hinders the clear identification of the ultimate intended impact of the Programme.

- II. **Outcomes, Outputs, Indicators and Targets.** The MTE found evidence of an overly ambitious definition of outputs, as well as mismatches between outcomes and outputs. According to information reported to this evaluation by key informants, the recommendations of the MTE on outcomes and outputs were addressed. An external consultant was hired to reformulate the EIP component (PRODOC and logical framework) in Tanzania, which improved its adequacy. Despite improvements, further suggestions are made to increase the coherence of the intervention design, namely:
- a. Within the Social Protection component, the Programme design defined three sets of outcomes: one for Viet Nam, one for Malawi, Mozambique, and Zambia, and one for the Global/Regional component. Outcomes for the RAF countries were shared, which has further enhanced knowledge sharing, however that was not the case for the other components. Having three sets of outcomes can add unnecessary complexity and prevents desirable practices such as the establishment of CoP and sharing of knowledge. In that sense, outcomes could have been streamlined across all components, as there are sufficient commonalities between the three sets of outcomes, for instance: 1) instilling a culture of social protection, 2) improving national strategies/policies, 3) designing/reforming social schemes, and 4) capacity-building to enhance operations.
 - b. Outcome indicators should be high-level. They should enable the analysis of the effective changes that took place in each country, instead of measuring outputs. For instance, the number of capacity-building/training sessions – which are operational indicators - are good indicators at output level, but bear little meaning at outcome level. Differently, the adoption of new methodologies in implementing social protection schemes provides a good indicator at the outcome level. Moreover, outcome targets are reported annually by each component in the country annual reports, rather than being identified upfront in the Project Document Results framework (with exception of Tanzania). In the future, it would be important to define the targets that the Programme proposes to achieve upfront. Such targets can be revised throughout implementation, yet their upfront identification enables a clearer perception on the evolution of the results.

The coherence between the DWCP's priorities and outcomes and the Programme's design was ensured in the Programme's design for all countries. For instance, in Malawi, under the Country Priority no. 3 – "Enhancing and extending the coverage and quality of social protection"⁶⁰, the DWCP (2020 to 2023) defines as Outcome 3.3. "Quality and coverage of Malawi's social protection interventions and institutional capacity enhanced"⁶¹, which aims at "strengthening participation of the tripartite and non-state actors (including civil society, media, research institutions, think tanks and academia) on the social protection system (...), facilitate the coordination between and within the social security and social assistance systems, and invest in continuous capacity-building at institutional, organizational and individual levels"⁶². This is clearly in line with the Programme's design specifically outcomes 1 and 2 for the RAF component. Indicators defined in each DWCP are also generally in line with the ones defined for the Programme, in terms of content. However, it would be suggested to harmonize terminology used for the indicators and respective targets identified in the DWCP in the Programme's logframe (at the outcome level) for future initiatives (e.g., "Number of people covered by social protection floors/systems" or "Total government spending on social protection as a proportion of the national budget"⁶³). This would potentially enhance clarity for country targets and minimize data monitoring efforts.

This evaluation was unable to determine with exactitude the underlying causes for the deviation between what was planned in the PRODOC and implemented. Consultations suggest a myriad of hypothesis including (i) shifts in national priorities, (ii) insufficient budget planning to undertake both components in

⁶⁰ Malawi: "Malawi Decent Work Country programme 2020 to 2023", 2021.

⁶¹ Malawi: "Malawi Decent Work Country programme 2020 to 2023", 2021.

⁶² Malawi: "Malawi Decent Work Country programme 2020 to 2023", 2021.

⁶³ Malawi: "Malawi Decent Work Country programme 2020 to 2023", 2021

all beneficiary countries, and (iii) excessive attachment to the predecessor of the PP-IGSPJ, which was solely focused on social protection.

5.1.3. TO WHAT EXTENT DID THE PROGRAMME DESIGN CONSIDER THE NATIONAL DEVELOPMENT PRIORITIES AND DEVELOPMENT PARTNER'S SPECIFIC PRIORITIES AND CONCERNS IN THE 5 COUNTRIES? AND HOW DID THE PROGRAMME DESIGN INTEGRATE THE INTERESTS OF DIFFERENT STAKEHOLDERS AND FINAL BENEFICIARIES? HOW RESPONSIVE WAS THE PROGRAMME DESIGN TO NATIONAL SUSTAINABLE DEVELOPMENT PLANS FOR THE SDGs?

Overall, the Programme design was successful in considering national development priorities, development partners' priorities, and the interests of the different stakeholders. The activities proposed were adequate to the needs of beneficiaries, yet some national partners considered the activities proposed only partially addressed their needs in terms of quantity and type of activities. This evaluation confirmed the activities were designed in consultation with the stakeholders. Nonetheless, some key stakeholders reported insufficiencies in the consultation process during the inception phase, which are further explored below.

a) EIIP

In Tanzania, key informants considered the EIIP component addressed their strategic needs. Governmental structures, for instance, highlighted the role of the Programme in supporting national transport strategy in employment, training of staff, and participation of local contractor on public infrastructure. Furthermore, the EIIP component was directly linked with the TASAF's Public Work Programme. Worker's Unions considered the Programme's objectives on improving employment worker's rights and fostering of social dialogue (e.g., leadership training) aligned with their institutional needs. Likewise, employers' representatives considered the Programme's efforts on employment met their needs, particularly on awareness and training provided to employers. TVETs equally reported the Programme's activities on providing access and training on new methodological tools on labour-based technology (e.g., Emulsion Treated Base – ETB) addressed their needs.

The type of activities proposed was considered adequate, and all key informants reported their institutions were consulted for the definition of activities. Nonetheless, some key informants reported some activities could have been more beneficial, namely (i) training on decent work, labours laws, and contractual obligations, (ii) piloting projects applying labour-based technology, and (iii) research and publication of knowledge to inform decision-making.

b) Social Protection

The DWCP of the beneficiary countries indicate the design of the Programme is well aligned with the national development priorities in regard to expansion and improvement of social protection schemes. Transversally - cross-country, and cross-key informant – there is a consensus that the Programme design was aligned with both national and institutional strategic priorities. The consensus includes both government structures and CSOs (e.g., worker's representatives, employers' representatives).

Among the several areas, key informants mentioned the alignment with both national and institutional priorities, for instance, (i) the reform of the social security system, (ii) technical assistance to mitigate lack of in-country technical knowledge, (iii) capacity-building of governmental and CSOs staff, (iv) support to increasing knowledge availability and dissemination on social protection (including in media), and (v) support to strengthening the collaboration between governments and social partners (tripartism) in social protection.

Regarding the activities proposed by the Programme, most key informants have reported the activities aligned with their strategic needs, while few reported the Programme's activities only partially met their needs.

For instance, in Zambia, all key informants considered the activities of the Programme were adequate. However, in Viet Nam impressions were ambiguous because some key informants from Vietnamese governmental structures considered the activities fully met their needs, particularly on providing research to inform decision-making in the process of reforming laws (e.g., Law on Social Insurance). Conversely, key informants from employers' federation, Worker's Unions, and NGOs/CSOs reported limited access to research that would have enabled them to participate in decision-making more effectively, particularly

when considering the country is aiming at universal social protection coverage. Key informants in Viet Nam reported training needs in areas such as non-contributory social protection schemes, income policies for disadvantaged groups, and better awareness on social security legal frameworks. In Malawi impressions were ambiguous across stakeholders consulted by this evaluation, as some reported adequate consultation before the programme, while others, particularly CSOs, reported they were not consulted during the designing of activities.

Key informants from the beneficiary countries reported appropriate levels of consultation on a yearly basis. Every year the Programme team sent a draft proposal of activities to stakeholders. Based on the proposal there was a process of consultation in which the activities proposed, their objectives, and intended beneficiaries were discussed. The practice was positively appreciated by national stakeholders.

c) Development partner

For the development partner, supporting the implementation of “appropriate and sustainable social protection programmes that address inequality by focusing on the very poorest households, women and children in particular, and improve access to basic services”, including social assistance, cash transfers, and safety net programmes, is a key priority action area for the Irish policy for international development⁶⁴. All beneficiary countries are Irish Aid Key Partner Countries⁶⁵. According to key informants, linked with the development partner, the Programme design addressed the priorities of Irish Aid, yet some key informants reported that the involvement of the Irish embassies in the Programme design, as well as in the implementation of the activities was heterogeneous. While some embassies, namely the ones in Malawi, Zambia, Tanzania, and Mozambique were quite satisfied with their level of involvement, for the one in Viet Nam, their involvement has recently started. There is little common understanding about the reasons why there was a smaller involvement from the embassy in Viet Nam and whether it has been involved in the design phase, as consulted informants have stated opposite views. However, prioritization given by the embassy to bilateral initiatives in the context of the COVID-19 constraints, as well as staff turnover have been identified as reasons that might have contributed to this. The evaluation found that having the contribution of the embassies in the definition of the strategic direction of the Programme is relevant as it benefits directly from their local expertise on social protection.

d) National sustainable development plans for SDGs

The Programme was responsive to national sustainable development plans for SDGs. On the **social protection component**, the Programme ambitioned to expand social protection coverage, and enhance social protection services. To that end the Programme (i) supported the development and/or improvement of national social protection policies, strategies, and legal frameworks (e.g., with technical assistance, development of studies), (ii) supported the strengthening of social protection services (e.g., through training) and stakeholders to increase their efficiency, and (iii) contributed to strengthening coordination in social protections. Both the development objectives and responses designed fully respond to the national SDGs priorities of Malawi⁶⁶, Mozambique⁶⁷, Viet Nam⁶⁸, and Zambia⁶⁹. Regarding the **EIIP component**, the Programme’s activities assisted Tanzania in its intensive public work programmes (PWP). In Tanzania PWP intended at lifting people from poverty through employment opportunities. Such a strategy was part of Tanzania’s social protection and decent work SDG targets⁷⁰.

⁶⁴ Ireland: “One World, One Future. Ireland’s Policy for International Development”, 2013.

⁶⁵ Irish Aid has 9 partner counties: 8 in sub-Saharan Africa (Ethiopia, Malawi, Mozambique, Tanzania, Uganda, Zambia and Sierra Leone) and 1 in southeast Asia (Viet Nam). Irish Aid: “Our Partner Countries”, n.d., (consulted on 13/06/2022).

⁶⁷ Mozambique: “Voluntary National Review 2020 Mozambique”, 2020.

⁶⁸ Viet Nam: “Viet Nam’s Voluntary National review on the Implementation of the Sustainable Development Goals”, 2018.

⁶⁹ Zambia: “Zambia Sustainable Development Goals Voluntary National Review 2020”, 2020.

⁷⁰ Tanzania: “Voluntary National Review (VNR) 2019”, 2019.

5.1.4. TO WHAT EXTENT DID THE PROGRAMME DESIGN CONSIDER CONCERNS RELATING SPECIFICALLY TO GENDER EQUALITY AND NON-DISCRIMINATION AND TO THE INCLUSION OF PERSONS WITH DISABILITIES? TO WHAT EXTENT DID THE PROGRAMME TAKE INTO CONSIDERATION GENDER SPECIFIC ANALYSIS AND PROVIDE SPECIFIC RECOMMENDATIONS ON GENDER EQUALITY AND/OR ON OTHER NON-DISCRIMINATION AND DISABILITY INCLUSION ISSUES?

The PRODOC explicitly established the aim of advancing the inclusion of women and persons with disabilities (PwD) in social protection. The ultimate beneficiaries of the EIIP included women, which are TASAF beneficiaries, and the ultimate beneficiaries of the Social Protection components included women, PwD, and ethnic minorities. Nonetheless, aspects of the Programme design on gender, non-discrimination, and inclusion of PwD were not mainstreamed in the Programme activities nor in the reporting, as identified in the independent MTE⁷¹, became better addressed by the Programme. The Programme commissioned a gender equality and PwD inclusion analysis to strengthen the Programme⁷² and tackled the following issues:

- I. **Technical assistance (policy design).** The Programme team stepped-up efforts and dialogue with relevant national partners to ensure social protection policies and strategies sufficiently addressed gender and PwD issues. These groups were assumed to be under the “poor and vulnerable” umbrella, yet because they were not explicitly addressed there were limits to conceptualization and implementation of policies and strategies. For instance, in Tanzania, the Programme contributed to the development of a Gender Strategy/Action Plan for the PSSN⁷³, and developed a report on gender and inclusion analysis of the EIIP component⁷⁴, it further contributed to the development of the Guideline for Gender Mainstreaming for the Roads to Inclusion and Socioeconomic Opportunities (RISE) programme under Tanzania Rural and Urban Roads Agency (TARURA). TRANSFORM training is a relevant and transversal element, of Programme implementation. It was designed to increase capacity in multiple areas of interest, including policy design, and schemes of protection. The independent MTE found TRANSFORM training was directed to both men and women, however the content of the training courses had blind spots in matters of gender, non-discrimination, and inclusion of PwD. The independent analysis conducted on gender and PwD stressed similar insufficiencies. It recommended the mainstreaming of gender and PwD on TRANSFORM curricula. According to key informants, the initial non-inclusion of gender and PwD issues related to an internal debate on the inclusion of a gender/PwD module within TRANSFORM. When formulating early TRANSFORM training, the prioritisation of other core components of Social Protection dictated the absence of a gender/PwD module. Later, however, it was assumed that gender and PwD issues could be mainstreamed in TRANSFORM training, and training packages were revised accordingly.
- II. **M&E.** Insufficiencies on gender responsiveness of M&E were also initially identified, which suggested the development of effective M&E frameworks disaggregated by gender and PwD, to be included in relevant country-outputs indicators⁷⁵. This evaluation verified the Programme established indicators which should be disaggregated by gender, and age. Yet, no specific indicator addressing PwD was detected⁷⁶. When considering the 2021 Annual progress report, there is some evidence the Programme reported some activities with information disaggregated by gender and PwD. For instance, the 3-day TRANSFORM training for senior officers of the Ministry of Gender, Children and Social Action of Mozambique in July 2021, was attended by 15 men, 19 women, and 2 PwD⁷⁷. This type of disaggregation is, however, scarce in the Programme’s M&E tools.

⁷¹ Nycander, Lotta: “Inclusive Growth, Social Protection and Jobs Programme: An ILO-IRISH-Aid Partnership Programme 2016-2021”, Independent midterm Evaluation, 2020.

⁷² Myamba, Flora: “Analysis and Recommendations on Gender Equality and Inclusion of Persons with Disabilities”, 2021.

⁷³ Myamba, Flora: “Analysis and Recommendations on Gender Equality and Inclusion of Persons with Disabilities”, 2021.

⁷⁴ PP-IGSPJ: “Report on Gender and Inclusion Analysis of the EIIP Component”, 2021.

⁷⁵ Myamba, Flora: “Analysis and Recommendations on Gender Equality and Inclusion of Persons with Disabilities”, 2021.

⁷⁶ PP-IGSPJ: “Terms of Reference – Final Independent Evaluation ILO-IRISH AID Partnership Programme 2016-2022”, 2022.

⁷⁷ PP-IGSPJ: “Progress Report. October 2020 – September 2021”, n.d..

5.1.5. TO WHAT EXTENT HAS THE PROGRAMME BEEN DESIGNED OR REPURPOSED TO ADDRESS THE EFFECTS OF THE COVID-19 PANDEMIC? TO WHAT EXTENT WAS THAT BASED ON RESULTS FROM COVID-19 DIAGNOSTICS, UN SOCIO-ECONOMIC ASSESSMENTS AND GUIDANCE, ILO DECENT WORK NATIONAL DIAGNOSTICS, CCA, OR SIMILAR COMPREHENSIVE TOOLS? TO WHAT EXTENT WAS THE PROGRAMME ABLE TO EFFECTIVELY SUPPORT THE BENEFICIARY COUNTRIES IN ADDRESSING THE EFFECTS OF THE COVID-19 PANDEMIC? TO WHAT EXTENT HAS THE PROGRAMME'S COVID-19 RESPONSE ACTION CONTRIBUTED / IS LIKELY TO CONTRIBUTE TO INTENDED OUTCOMES ON SUPPORTING ENTERPRISES, JOBS AND INCOMES, AND STRENGTHENED NATIONAL SOCIAL PROTECTION SYSTEMS, ALIGNED WITH RELEVANT INTERNATIONAL LABOUR STANDARDS?

The PP-IGSPJ has elaborated contingency plans to address the COVID-19 pandemic effects. According to the April 2020 ILO Contingency Plan, the strategy adopted by the Programme took into consideration the ILO's overview of policy responses, and the social protection monitoring of COVID-19. The contingency plan took stock of in-country policy changes (e.g., movement restriction, closure of schools), epidemiological evolution of the beneficiary countries, as well as UN response plan priorities. Moreover, the contingency plan stressed synergies with other UN agencies, namely the UN Children's Fund (UNICEF), UN World Food Programme (WFP), and World Bank⁷⁸, which indicates an overall concern of avoiding duplication of efforts.

It has been reported to this evaluation that the PP-IGSPJ has successfully managed to adapt its activities to meet the constraints imposed by COVID-19. The programmatic flexibility included on the one hand the re-scheduling of activities, and on the other hand the moving of activities from physical to online formats⁷⁹. For instance, the meetings of the steering committee transited to ZOOM, and TRANSFORM training moved into a hybrid format including both online and physical training. The transition to an online format was reportedly successful, yet some negative effects were reported. For instance, online technical assistance was detrimental to Programme implementation in areas where internet stability is unreliable, often rural areas. It has been reported to this evaluation that the Programme supported the acquisition of IT equipment for the Employers Consultive Association of Malawi (ECAM). Such support has not been reported to have been widespread across national partners. Additionally, some national partners reported a reduction of technical assistance once online interactions became established.

Besides adaptation of Programme activities, the PP-IGSPJ contributed to enhancing national responses in the beneficiary countries, through:

- I. **Technical assistance.** In Malawi, the Programme provided technical support for instance, to the development of the ECAM *COVID-19 Workplace Guideline* and supported the COVID-19 Urban Cash Transfer initiative (CUCI), while improving the coordination between social protection and humanitarian actors for COVID-19 social protection response. In Tanzania, the PP-IGSPJ supported the development of guidelines on the prevention of COVID-19 in the workplaces for the Trade Union Congress of Tanzania (TUCTA) and for the Association of Tanzania Employers (ATE) and supported the development of a safety guideline for the implementation of TASAF-PW activities in the context of COVID 19⁸⁰. In Mozambique, in collaboration with World Bank, UNICEF, World Food Programme, the Foreign Commonwealth and Development Office, and the Swedish Embassy, the Programme provided technical and financial support to the development of the Social Protection Response to COVID-19⁸¹. In Viet Nam, the Programme provided technical inputs to the Government's social protection package that provided direct financial assistance to the population.
- II. **Studies development.** In Malawi, the Programme supported the ECAM's study on the impacts of COVID-19 on employment with both financial support and technical guidance⁸². According to key informants, the Programme further provided support in the recruitment and payment of enumerators for COVID-19 needs assessment relating to the CUCI in Malawi⁸³, and supported the

⁷⁸ PP-IGSPJ: "ILO Contingency Plan (April 2020)", 2020.

⁷⁹ PP-IGSPJ: "Irish Aid Project COVID-19 Contingency Plan RAF", April 2020.

⁸⁰ TASAF (Tanzania Social Fund): "A Safety Guideline for Implementation of TASAF Public Works Activities in the Context of COVID-19", 2020.

⁸¹ ILO (International Labour Organization): "The COVID-19 Social Protection Response Plan is Implemented", 2022.

⁸² Thula, Maleka et al., "Assessment of the Impact of COVID-19 on Employment in Malawi", Employers Consultive Association of Malawi (ECAM) and International Labour Organization (ILO), 2020.

⁸³ ILO (International Labour Organization): "Over 378,000 individuals were Enrolled in the COVID-19 Urban Cash intervention", 2022

ATE in conducting a survey on social protection and workers' welfare during COVID-19 pandemic in Tanzania. The report of the survey was later shared with employers from Tanzania Mainland. In Viet Nam, according to the Programme Team, the development of COVID-19 Policy Briefs⁸⁴ supported the Government in outlining the importance of social protection as a key pillar of crisis response and recovery, while presenting other countries' experiences and analysing the potential of the COVID-19 measures enacted by the Government to provide effective social protection to the Vietnamese population.

- III. **Awareness raising.** ILO contributed to the development and maintenance of a COVID-19 Country Policy Responses repository, that included COVID-19 related responses of all beneficiary countries⁸⁵. In its activities, the Programme equally contributed to raising awareness of governmental/ workplace guidelines on how to protect workers and the society at large.
- IV. **Maintenance of jobs.** The EIIP component fostered public work in Tanzania. The Programme's support to TASAF-PW assisted in ensuring employment for those covered by public work programmes.
- V. **Emergency response.** In partnership with other UN agencies, ILO supported emergency responses to safeguard the survival of vulnerable groups in both Malawi and Zambia. For instance, in Malawi, the Programme partnered up with the UN Country team to develop COVID-19 social protection responses, which included the CUCI. Furthermore, Zambia was part of a broader UN effort in implementing the Emergency Social Cash Transfer Programme, which addressed vulnerable groups in the informal sector.

5.2. EFFECTIVENESS

5.2.1. TO WHAT EXTENT HAVE THE OVERALL PROGRAMME OBJECTIVES AND EXPECTED OUTCOMES BEEN ACHIEVED?

a) Development Objective

At the **development objective** level, the PRODOC established two key goals: (i) poverty reduction, and (ii) increased access to adequate social protection. According to key SDG country indicators (**Table 5**), all beneficiary countries have performed positively in both areas during the period of Implementation of the Programme.

Regarding working poverty rate (SDG indicator 1.1.1), the percentage of workers living under \$1.90/day decreased in all beneficiary countries between 2015 and the most recent available year⁸⁶. The reduction varied from 2,2 *percent* in Tanzania – where the EIIP component was implemented –, and 0,5 *percent* in Zambia. Despite the reduction trend, working poverty remains very problematic in Malawi, Mozambique, Tanzania, and Zambia, where it remains above 50 *percent*. Viet Nam has a better outlook, as it managed to reduce its working poverty rate from 2.2 *percent* in 2015 to 1.4 *percent* in 2021⁸⁷.

On Social Protection, none of the beneficiary countries have hitherto ratified the ILO Convention 102 (C102) on Social Security (Minimum Standards) agreed in 1952 (date of entry into force: April 1955)⁸⁸, and only Tanzania and Viet Nam have submitted the 2012 ILO Recommendation No. 202 on Social Protection Floors⁸⁹. In this regard, the Programme Team reported that ILO and the government of Viet Nam signed a Memorandum of Understanding (MoU) in 2021 with a list of conventions that Viet Nam will consider for ratification between 2021 and 2026, including Convention No.102. The example of Viet Nam may be an

⁸⁴ (1) COVID-19 and the potential of SP schemes; (2) Potential Impacts of the 1st Covid-19 Stimulus Package and (3) International Labour Standard on Using the Unemployment Insurance Fund.

⁸⁵ <https://www.ilo.org/global/topics/coronavirus/regional-country/country-responses/lang-en/index.htm> ; <https://www.social-protection.org/gimi/ShowWiki.action?id=62>

⁸⁶ 2019 for Malawi, Mozambique, Tanzania, and Zambia, and 2021 for Viet Nam.

⁸⁷ 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/#>

⁸⁸ ILO (International Labour Organization): "Ratifications of C102 - Social Security (Minimum Standards) Convention, 1952 (No. 102)", n.d., (consulted on 01/07/2022).

⁸⁹ ILO (International Labour Organization): "Submission of R202 - Social Protection Floors Recommendation, 2012 (No. 202)", n.d., (consulted on 01/07/2022).

incentive for continuous ILO engagement in assisting countries in committing to international minimum standard regimes. The absence of progress in other countries suggests that the path to instilling a culture of social protection still requires additional work, as the national critical mass remains insufficient to pressure national governments to commit to international standards.

Nonetheless, according to the ILO's *World Social Protection Reports* of 2017 and 2021⁹⁰ as well as ILO's *World Social Protection Data Dashboards*⁹¹ all beneficiary countries have taken positive steps in extending the number of social protection programmes in place (see **Table 4**). Viet Nam, and Zambia currently have in place 7 out of the 8 minimum social protection programmes typified by the ILO⁹², which is an increase when compared to 2016 when both countries only had 5 programmes in place.

On social protection coverage (SDG 1.3.1), the trend is also positive in Mozambique, Viet Nam, and Zambia. Malawi's latest information dates from 2016, and Tanzania only has information from 2020, thus it is not possible to assess any type of evolution. Despite the positive development on increasing the number of social protection systems made available to their population, coverage levels remain suboptimal. Indeed, the *proportion of population covered by at least one social protection benefit was less than 40 percent* in all beneficiary countries in 2020, which is inferior to the global average of 46,9 percent. Considering income grouping⁹³, the low-income beneficiary countries Mozambique and Tanzania had in 2020 a coverage of 13,4 and 14 percent, respectively, which is in line with the global average for low-income countries of 13,4 percent. Malawi, whose latest reported information dates from 2016, had a coverage of 21,3 percent, which is superior to the average of low-income countries. In the low-middle-income group, Zambia registered a coverage of 24,6 percent in 2020, which is slightly inferior to the global average of its income group (24,9 percent). Conversely, Viet Nam had a coverage of 38,8 percent, which is superior to the global average for the low-middle-income group, but still considerably inferior to the global average for upper-middle-income countries (64 percent)⁹⁴. This suggests additional efforts remain relevant.

The labour market context also presents challenges. Besides high levels of workers living in poverty⁹⁵, the proportion of informal employment (SDG 8.3.1) is superior to 50 percent in all beneficiary countries. In the case of Mozambique – the most critical case – it ascended to 86,7 percent in 2015 (latest available year). Within the beneficiary countries data is scarce to enable yearly comparison. Nonetheless, data from Viet Nam and Zambia show a slight increase of three percent in Viet Nam between 2015 and 2021, and 1,9 percent in Zambia between 2017 and 2020⁹⁶.

In this regard, and as this report further explores below, the Programme contributed with technical assistance in drafting/improving social protection frameworks (e.g., Malawi's Universal Social Old Age

Table 4 – Number of Social Protection Programmes, beneficiary countries, selected dates

Country	# of Social Protection Systems	
	2016 (or last available year before 2016)	2021 (or last available year)
Malawi	4	5
Mozambique	4	6
Tanzania	-	7
Viet Nam	5	7
Zambia	5	7

Source: Evaluator, based on; (i) ILO: "World Social Protection Report" 2017-2019", 2017; (ii) ILO: "World Social Protection Report 2020-2022", 2021; (iii) <https://www.social-protection.org/> (consulted on 01/07/2022).

⁹⁰ ILO (International Labour Organization): "World Social Protection Report 2017-2019", 2017; ILO (International Labour Organization): "World Social Protection Report 2020-2022", 2021.

⁹¹ ILO (International Labour Organization): "World Social Protection Data Dashboards", n.d. <https://www.social-protection.org/> (consulted on 01/07/2022).

⁹² The benefits typified include: (i) Children; (ii) Maternity; (iii) Sickness; (iv) Unemployment; (v) Work injury; (vi) Disability; (vii) Survivors; (viii) Old-age.

⁹³ As defined in the 2021 *World Social Protection Report*.

⁹⁴ 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 2022, <https://ilostat.ilo.org/data/#>

⁹⁵ 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/#>

⁹⁶ 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, June 2022, <https://ilostat.ilo.org/data/#>

Pension Scheme), launched capacity-building initiatives to partners (e.g., TRANSFORM training), fostered tripartite consultations and community engagement and social protection awareness, supported public works schemes, and devoted resources to build a relevant library of studies on multiple facets of the labour market in the beneficiary countries. The range of actions the Programme engaged in contributed to both reduced poverty and increased access to adequate social protection.

Additionally, considering that the COVID-19 pandemic period highlighted the need to access health protection, it should be noted that the universal health coverage (UHC) rates (SDG 3.8.1) in the beneficiary countries still presents limitations, as coverage rates range from less than 50 *percent* in Malawi, Mozambique, and Tanzania, 55 *percent* in Zambia, and almost 70 *percent* in Viet Nam. Despite fragilities, UHC coverage has increased in all beneficiary countries between 2015 and 2019⁹⁷. In this regard, for instance, the ILO supported the designing of Zambia's National Health Insurance (NHIA), which is in line with ILO Convention 130 concerning Medical Care and Sickness Benefits and contributed to Zambia's ambition to achieve UHC (see 5.2.1).⁹⁸.

⁹⁷ 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>

⁹⁸ ILO (International Labour Organization): "The Unified Health Insurance Scheme is Established", 2018.

Table 5 - Social Protection Indicators, disaggregated by country, base year and most recent year

	Malawi		Mozambique		Tanzania		Viet Nam		Zambia	
	Base year	2021	Base year	2021	Base year	2021	Base year	2021	Base year	2021
SDG Indicator 1.1.1 – Worker poverty rate (percentage of workers living below US \$1.90 PPP), 25+ years (%) - Annual (Working poverty rate)¹	65.8 (2015)	64.5 (2019) -1.3	59.4 (2015)	58.5 (2019) -0.9	51.8 (2015)	49.6 (2019) -2.2	2.2 (2015)	1.4 (2015) -0.8	52.9 (2015)	52.4 (2019) -0.5
SDG Indicator 1.3.1 – Proportion of population covered by social protection floors/systems (%) – Annual²										
▪ Population covered by at least one social protection benefit	21.3 (2016)	-	10.9 (2016)	13.4 (2020) +2.5	-	14 (2020)	37.9 (2016)	38.8 (2020) +0.9	15.3 (2016)	24.6 (2020) +9.3
▪ Persons above retirement age receiving a pension	2.3 (2016)	-	17.3 (2016)	52.5 (2020) +35.2	3.2 (2016)	5.5 (2020) +2.3	39.9 (2016)	40.9 (2020) +1	8.8 (2016)	7.8 (2020) -1
▪ Persons with severe disabilities collecting disability social protection benefits	-	-	2.6 (2017)	-	-	0.6 (2019)	9.7 (2016)	83.5 (2020) +73.8	-	-
▪ Unemployed receiving unemployment benefits ⁹⁹	-	0 (2020)	-	0 (2020)	-	8.6 (2019)	45 (2016)	66.6 (2020) +21.6	-	0 (2020)
▪ Mothers with newborns receiving maternity benefits	-	-	0.2 (2016)	0.3 (2020) +0.1	0.3 (2016)	0.4 (2020) +0.1	-	-	-	-
▪ Employed covered in the event of work injury	-	6.9 (2019)	-	6.2 (2020) +6.2	-	8.8 (2019)	21.1 (2015)	26.2 (2020) +5.1	12.2 (2015)	-
▪ Children/households receiving child/family cash benefits	9.8 (2016)	-	-	0.3 (2020)	-	-	-	1 (2019)	21.1 (2016)	-
▪ Poor persons covered by social protection systems	22.3 (2016)	-	-	21 (2020)	-	7 (2019)	-	100 (2018)	18.7 (2016)	-

▪ <i>Vulnerable persons covered by social assistance</i>	19.6 (2016)	-	8.2 (2016)	10.1 (2020) +1.9	-	3 (2020)	10 (2016)	24.6 (2020) +14.6	10.2 (2016)	19.8 (2020) +9.6
SDG Indicator 3.8.1 – UHC service coverage index ³	43.28 (2015)	48.26 (2019) +4.98	42.9 (2015)	46.8 (2019) +3.9	41.07 (2015)	46.41 (2019) +5.34	66.19 (2015)	69.54 (2019) +3.35	50.35 (2015)	54.59 (2019) +4.24
SDG Indicator 8.3.1 – Proportion of informal employment in total employment, by sex – total -, and sector – Agriculture, Non-Agriculture: Total ⁴	74 (2013)	-	86.7 (2015)	-	71.8 (2014)	-	57.1 (2015)	60.1 +3	64.9 (2017)	66.8 (2020) +1.9

Sources: 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”, SDG_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 2022, <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, June 2022, <https://ilostat.ilo.org/data/#>

b) EIP Component - Tanzania

Tanzania Outcomes

Outcome 1. “Inclusive and transparent pro-employment investment strategies mainstreamed in national employment policies and programmes, with implementation guidelines.”

Outcome 2. “Procurement systems, procedures and legal frameworks at national and local levels reformed and adopted to increase the participation of small-scale enterprises, contractors and local communities in infrastructure delivery.”

Outcome 3. “Employment-intensive investment planning and technical capacity of institutional partners strengthened”

Outcome 4. “Enhanced capacity of stakeholders and institutions to apply tools, methodologies and strategies developed under the programme.”

The EIP component for Tanzania focused on developing and implementing pro-employment strategies and tools, as well as on instilling a national culture conducive to higher participation of small business and local communities in public infrastructure. According to the data collected, in the four revised outcomes established, the Programme had positive results in introducing models to increase knowledge and decision making on key sectors (i.e., agriculture and road construction), revision of national legal frameworks, awareness raising, and strengthening of institutions, as briefly summarized below. The Programme contributed to mainstreaming employment investment approaches into sector policies and strategies through both awareness raising, increased dialogue, and policy review, while strengthening institutional partners, through capacity-building and providing adequate tools for employment-intensive investment, while enhancing decent work conditions including delivery and extension of social protection coverage.

I. Outcome 1.

The Programme contributed to increasing national knowledge in several domains, including an EmplA on agricultural value chains – cotton, cashew nuts, and grapes¹⁰⁰, which developed a decision tool for TASAF PW planning and execution activities¹⁰¹, and an assessment of public procurement legal framework and environment in Tanzania¹⁰². Similarly, the programme supported the training of 20 technical staff (engineers, technicians, social specialists, environmental specialists, monitoring and evaluation specialists, and procurement specialists) that enabled the Tanzania Rural and Urban Roads Agency (TARURA) to adopt the Community-based Routine Maintenance Model (CBRM) for rural infrastructure rehabilitation and maintenance¹⁰³. Moreover, according to key informants, the Programme promoted employment-intensive investments through national dialogue. In this regard south-south cooperation appears to have been an incipient feature of the component. No key informant reported on south-south cooperation, and Programme reports only refer to support in the participation of two officials from partners institutions in the 18th ILO African Regional Seminar on Labour Based Practitioners¹⁰⁴.

II. Outcome 2.

The Programme made efforts to ensuring the mainstreaming of employment investment approaches into sector policies and strategies through both awareness raising and policy review. According to key informants, through workshops the Programme succeeded in conducting awareness to both trade unions and employers' associations on policies and laws related to worker's protection. On policy review, the programme contributed to the revisions of the National Employment Policy, the National Social Protection Policy, the National Construction Policy, and the National Public Procurement Policy. In all these policies, there are provisions on the application of employment intensive investment approaches. Additionally, the Programme trained 600 to participate in the rehabilitation of rural road management. The Tanzania Women Contractors Association received support to build capacity of 35 of its members in

¹⁰⁰ ILO (International Labour Organization): “Employment Impact Assessment (EMPIA) on the Agricultural Value Chains Promoted Under Public Works of the TASAF-PSSN in Tanzania”, 2020.

¹⁰¹ PP-IGSPJ: “Annual Report October 2019 – September 2020”, n.d..

¹⁰² ILO (International Labour Organization): “Tanzania Inclusiveness Assessment of Public procurement Legal Framework and Environment Main Findings & Recommendations (Final), 2020.

¹⁰³ PP-IGSPJ: “Annual Report October 2020 – September 2021”, n.d..

¹⁰⁴ PP-IGSPJ: “Annual Report October 2019 – September 2020”, n.d..

public infrastructure development, including business development services, through the organization of a workshop. The workshop contributed to the network and sharing of experiences among entrepreneur women¹⁰⁵.

III. Outcome 3.

According to key national informants, the Programme obtained tangible results in strengthening institutional partners, for instance through the development of technical manuals, tools, booklets, and handbooks for interventions related to employment intensive approaches for employment creation and promotion, while enhancing decent work conditions including delivery and extension of social protection coverage. For instance, the Public Work Program technical manuals developed for TASAF Productive Social Safety Net Program (PSSN)¹⁰⁶, assisted in targeting, and enrolling **1.2 million low-income households** that received regular transfers/income through participation in labour-intensive public works, the creation of community infrastructure, as well as skills development for potential future job opportunities (e.g., financial literacy). 200 youth (112 women and 88 men), from PSSN beneficiary households were trained on entrepreneurship and enterprise development, while 79 PSSN beneficiaries were capacitated to practicing irrigation farming around charco dams¹⁰⁷.

Likewise, the Programme supported the development of a CBRM manual for TARURA¹⁰⁸, which assisted engineers, technicians, small-scale contractors, and community groups in planning and implementing quality maintenance of rural roads in the country. Through this model, small scale contractors and community groups (formed by TASAF PSSN beneficiaries) have managed to access contracts for roads maintenance, earned income and managed to improve their livelihoods. Reportedly, the CBRM model will create 357 jobs (201 women and 156 men)¹⁰⁹.

According to the Programme team, the PP also supported TASAF in piloting Black Soldier Flies production among the beneficiaries of the Productive Social Safety Nets program, as a mechanism to improve beneficiaries' livelihoods through additional income, improvement of household consumption, and climate change mitigation via reduction of non-biodegradable waste in urban areas.

IV. Outcome 4.

The Programme has provided technical trainings to participating institutions, including TVET institutions, for instance, on the application of labour intensive approaches in road construction and rehabilitation, low volume sealed roads (LVSR) training for women contractors on procurement and tendering procedures and site administration, training on the design of drainage structures considering environmental protection using watershed management approaches - e.g. use of vetiver grass in preventing soil erosion along the road section -, ToT on the establishment of businesses and livelihood opportunities using the ILO Start and Improve Your Business (SIYB) model, among others. In this regard, it is also noteworthy the Programme's training of small-scale contractors to enable their participation in TARURA and Tanzania National Roads Agency (TANROAD) activities. Some of the trainings took place within south-south and triangular cooperation. For instance, ILO trained 5 officials (4 male and 1 female) on LVSR in Zambia, and 8 officials (5 male and 3 female) on public investment programme in the ITC-ILO (Turin).

¹⁰⁵ PP-IGSPJ: "Annual Report October 2020 – September 2021", n.d..

¹⁰⁶ TASAF (Tanzania Social Fund): "Second Productive Social Safety Net (PSSN II) Public Work Program Technical Manual for Urban Public Work", 2021.

¹⁰⁷ PP-IGSPJ: "Summary paper on the Support Provided by the Partnership to the extension of Social protection to the Informal Economy", 2020.

¹⁰⁸ TARURA (Tanzania Rural and Urban Roads Agency) and ILO (International Labour Organization): "Technical Manual for Community Based Routine Maintenance under Roads for Inclusion and Social Economic Opportunities (RISE) Programme", 2020

¹⁰⁹ PP-IGSPJ: "Annual Report October 2020 – September 2021", n.d..

c) Social Protection Component - Viet Nam

Viet Nam Outcomes

Outcome 1. “The Master Plan for Social Assistance Reform (2017-2025) and Action Plan for Implementation of MPSAR (2016-2020) are implemented, in line with fiscal context.”

Outcome 2. “An adequate legal framework is in place reflecting the MPSAR’s objectives, with special attention given to social assistance for older persons, pregnant women, children, emergency relief and social assistance services.”

Outcome 3. “Implementation of social protection programmes is more effective and efficient through improved administration, coordination and monitoring and evaluation.”

The Social Protection component in Viet Nam focused on improving the social protection architecture of the country, including policy frameworks, social protection schemes design and operationalization, as well as capacity-building of key stakeholders. In the three defined outcomes for Viet Nam, the Programme reached relevant achievements, that contributed to the development objective of reducing poverty and increasing access to adequate social protection. The Programme contributed to setting-up a coherent multi-tiered social assistance system within the context of the National Master Plan on Social Assistance Reform (MPSAR), as well as the National Master Plan on Social Insurance Reform (MPSIR), potentially covering almost 1 million people, which is a great feat towards expanding coverage. It contributed to supporting an adequate legal framework for MPSAR’s objectives, through the design/reform of social protection schemes, including the revision of the Social Insurance Law – which fostered the gradual extension of social insurance coverage, and which was a step towards the goal of achieving universal social insurance; and the governmental endorsement of the Decree 20/ND-CP/2021, whose formulation enabled 240,000 older persons (+75) from poor and non-poor to reach old-age pension, and increased the benefit to beneficiaries; among others (e.g., Decree 143/ND-CP).

This evaluation now proceeds in discussing key achievements of the Programme in Viet Nam, per outcome.

I. Outcome 1.

According to key informants, the Programme contributed to the overall change of national stakeholders’ perceptions and methods on setting-up a coherent multi-tiered social protection system within the context of MOLISA’s MPSAR¹¹⁰ and MPSIR. Both were endorsed by the Government of Viet Nam, which represents a qualitative step by the country to better align with ILO Recommendation No. 202¹¹¹,

The **MPSAR** intends to ensure all citizens have adequate social protection by 2030. It seeks to achieve a high quality and comprehensive national social assistance system. According to key informants, it was developed in consultation with a multitude of relevant stakeholders, including worker’s and employer’s organizations (tripartite consultations). As part of the UN Joint Support, the Programme contributed to the development of the MPSAR as follows: i) technical support to complete a cost estimate of the different measures proposed to improve the social assistance system, which enabled the refinement of the social protection benefits included under the MPSAR; ii) inputs to the policy making process; iii) assistance to increasing the knowledge of central and provincial staff by supporting training on social protection administration in 2017 and iv) support to the drafting process and consultations on the Action Plan for the implementation of the MPSAR¹¹².

Complementarily, the **MPSIR** – which was endorsed in May 2018, aims to increase the quality and comprehensiveness of the national social insurance system that offers income security to all citizens. It protects both workers from the formal and informal sectors.¹¹³ It represents a commitment to achieving universal social protection coverage through a multi-tiered system, by gradually extending “social insurance coverage to both wage and non-wage workers, including those in informal employment, while

¹¹⁰ Decree 20/ND-CP/2021 effective from July 2021, regulates the increase of social protection coverage for vulnerable population (e.g., children, elderly, PwD).

¹¹¹ ILO (International Labour Organization): “Viet Nam Goal”, PowerPoint Presentation, n.d..

¹¹² ILO (International Labour Organization): “The Prime Minister of Viet Nam approved the National Master Plan on Social Assistance Reform (MPSAR) in April 2017”, June 2022.

¹¹³ ILO (International Labour Organization): “The Prime Minister enacted Decree 143/ND-CP dated 15/10/2018 extending social protection benefits to migrant workers”, 2018.

extending coverage of long-term benefits (old-age pension and survivors' pension) and short-term benefits (sickness, maternity and family benefits)". The target established was a coverage of 60 percent of the working population by 2030.¹¹⁴

As defined under outcome 1, the Programme supported the development of assessments, recommendations, and dialogue, which include (not exclusively¹¹⁵) :

- a. Submitted a **Technical note on Multi-Tiered Child Benefits (MTCB)**. The technical note was an input for the development of the Social Insurance Short-term Benefit packages and recommended the introduction of child/family benefits to cover all children in Viet Nam from 0 to 15 years old¹¹⁶.
- b. Conducted a **Gender Impact Assessment report in 2021¹¹⁷, and 3 policy briefs on gender issues in social protection reforms**. The studies made policy recommendations on how to increase adequacy and reducing gender gaps in coverage and benefits, for the revision of the 2014 Social Insurance Law¹¹⁸.
- c. Completed an **actuarial assessment of the long-term pension fund**. The actuarial assessment, made with ILO support with the collaboration of the World Bank, intended to support the revision of the Social Insurance Law, and support MOLISA in providing evidence-based policy orientation for the MPSIR implementation.¹¹⁹
- d. Drafted an **actuarial assessment** of short-term benefits of sickness and maternity benefits, unemployment insurance, and EI¹²⁰.
- e. Submitted a **Technical note on the link between social assistance and disaster management system**. In partnership with FAO, ILO supported MOLISA in conducting a review study on disaster-informed and shock responsive social protection systems. The study identified challenges and opportunities in linking the social assistance and disaster risk management systems. The objective was to increase MOLISA's knowledge on how to better support households before, during, and after natural disasters¹²¹.

Equally under outcome 1, the Programme supported the development of recommendations and policy options. For instance, it supported MOLISA in developing the **National Guideline for Provincial Social Pensions Extension Policy**, which seeks to provide guidance for provinces to develop their own Social Pensions extension policies, using provincial funding. The objective is to expand social pension coverage to assist Viet Nam in meeting the target of having at least 60 percent of the population covered with at least one source of income security by 2030. The Programme contributed with technical support to MOLISA, and assisted in planning the pilot simulation model in at least 10 provinces¹²². According to ILO data between 2016 and 2020, the percentage of persons above retirement age receiving a pension slightly increased (1 percent) to 40,9 percent in 2020 (latest available data)¹²³.

Additionally, as previously mentioned, the Programme supported MOLISA in **submitting a proposal for the introduction of a multi-tiered maternity benefit**, whose objective was to ensure the right to income protection during maternity. The target of the proposal was to expand coverage of maternity benefit from

¹¹⁴ ILO (international Labour Organization): "The Communist Party of Viet Nam promulgated Resolution 28-NQ/TW to guide future social insurance reform under a Master Plan on Social Insurance Reform", 2021.

¹¹⁵ According to the Programme team, other reports produced by the PP, include: Report on Potential impacts of social pensions in Viet Nam, 2018; Report on Assessing the Adequacy of Tax-financed Social Protection in Viet Nam (2018). Report on Assessment of Decree 136/ND-CP: (2020); 3 Policy Briefs on: (1) COVID-19 and the potential of SP schemes; (2) Potential Impacts of the 1st Covid-19 (2020-2021); Report on Towards a Comprehensive Social Security System in Viet Nam: Policy Recommendations for 2030, with a vision towards 2045 (2022); Report on Social Protection for Workers in Viet Nam: Trends, Gaps and the Road Ahead. This report is served as the technical inputs to the Government on Reviewing the Party's Resolution 15-NQ/TW on Social Policies in Viet Nam and Propose Policy Recommendation for reforming the social policies system in Viet Nam (2022).

¹¹⁶ ILO (international Labour Organization): "The Prime Minister enacted Decree 143/ND-CP dated 15/10/2018 extending social protection benefits to migrant workers", 2018.

¹¹⁷ ILO (International Labour Organization): "Gender Gaps in the Social Insurance System", 2021.

¹¹⁸ ILO (International Labour Organization): "The Social Insurance Law was Revised and Endorsed", 2021.

¹¹⁹ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹²⁰ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹²¹ ILO (international Labour Organization): "The Prime Minister enacted Decree 143/ND-CP dated 15/10/2018 extending social protection benefits to migrant workers", 2018.

¹²² PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹²³ 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 2022, <https://ilostat.ilo.org/data/#>

30 per cent in 2018 to 100 percent¹²⁴. Currently there is no data on SDG indicator 1.3.1 regarding maternity benefits to Viet Nam to allow verification of evolution in this regard¹²⁵.

Another relevant aspect of outcome 1 is related to capacity-building and advocacy for key stakeholders. In this regard, the Programme contributed to improving the **capacity to monitor and evaluate social protection data**, in collaboration with the Viet Nam Social Security, MOLISA, Ministry of Finance and the Viet Nam Women's Union. The data was used for i) actuarial validation of the pension system, ii) assessment of gender impact of the social insurance system, iii) review of the social pensions legislation, iv) costing of national and sub-national policy option, and development of provincial plans for expansion social pension, and v) "ILO's global study of multiplier effects of various types of social protection expenditures"¹²⁶. Despite the reported improvement on social protection data, there are still considerable gaps in the availability/reporting of updated statistical data on social protection in Viet Nam (see **Table 5**), which suggest the need to continue to further strengthen the country's social protection statistics.

The Programme also assisted in the creation of communication materials to instill a social protection culture. To this intent, the Programme supported the "development of the Government Social Protection Communication messages for 2020-2025, [as well as the] development of indicators to evaluate effectiveness of communication on social insurance in Vietnam"¹²⁷.

Finally, as previously mentioned, the Programme provided technical inputs to the Government's social protection package that provided direct financial assistance to an estimated 6.5 million households, including top-ups to existing programmes, in the context of COVID-19.

II. Outcome 2.

Within outcome 2, the Programme is focusing on supporting the legal review process to facilitate a coherent Social Protection framework. In that sense, this evaluation found relevant evidence of the Programme's contribution to the design/reform of social protection schemes, including in the revision of the Social Insurance Law, and the governmental endorsement of the Decrees 20/ND-CP/2021 and 143/ND-CP:

- a. **Revision of the Social Insurance Law of 2014 endorsed in 2021.** The revision made contributory social protection the main pillar of the social security system, and fostered the gradual extension of social insurance coverage, which was a step towards the goal of achieving universal social insurance. The Programme contributions to the revision include: i) legal review of the policy reforms to inform policy Orientation to enhance the coherence of contributory and non-contributory benefits, ii) actuarial assessment of the pension fund, iii) policy options for increasing the coverage of social insurance (e.g., increasing old-age pension coverage)¹²⁸, and iv) the organization of a High-level Dialogue on Gender Gaps in Social Protection¹²⁹. Moreover, the Organization of a High-level Dialogue on Gender Gaps in Social Protection, in collaboration with the Viet Nam Women Union, and the National Assembly Social Affairs Committee provided a forum for discussion on gender equality in social insurance outcomes, including pensions, labour market inequalities, social insurance regulations, within the framework of the revision of the Social Insurance Law. More, in collaboration with the UN Joint Programme for Social Protection (UNJP-SP), the Programme promoted two training sessions on pension indexation, and data collection for social insurance reform¹³⁰.
- b. **Decree 20/ND-CP on the extension of Social Assistance endorsed and effective from July 2021.** The decree increases social protection coverage for vulnerable populations, including, children, older persons and PwD. According to information provided by the Programme team, support was provided towards the development of the decree 20/ND-CP (e.g., research on reaching the target of 60 percent of old-age coverage of the MPSIR). The decree reduced the threshold for retirement

¹²⁴ ILO (International Labour Organization): "The Prime Minister enacted Decree 143/ND-CP dated 15/10/2018 extending social protection benefits to migrant workers", 2018.

¹²⁵ ILO (International Labour Organization): "SDG indicator 1.3.1 – Proportion of population covered by social protection floors/system (%) – Annual", SDG_0131L_SEX_SOC_RT_A, June 2022, <https://ilostat.ilo.org/data/#>

¹²⁶ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹²⁷ PP-IGSPJ: "Annual Report October 2020 – September 2021", n.d..

¹²⁸ ILO (International Labour Organization): "The Social Insurance Law was Revised and Endorsed", 2021

¹²⁹ PP-IGSPJ: "Annual Report October 2020 – September 2021", n.d..

¹³⁰ PP-IGSPJ: "Annual Report October 2019 – September 2020", n.d..

from 80 to 75 years. It is estimated that an additional 240,000 persons from poor and non-poor households became effectively covered. The regulation further increased the standard benefit from 270,000 Vietnamese dong (VND) to 360,000¹³¹.

- c. **Decree 143/ND-CP enacted in 2018.** The decree extends social protection benefits to migrant workers by promoting the principle of equality of treatment in coverage and social security benefits entitlements between nationals and non-nationals. It creates the conditions for Viet Nam to sign bilateral agreements with countries receiving Vietnamese workers in order to enable those workers to be covered by social protection systems in receiving countries. The ILO contributed with comments to the development of the decree, which guides the Social Insurance Law in matters of compulsory social insurance for migrant workers in Viet Nam¹³².

III. Outcome 3

Outcome 3 was dedicated to capacity-building of key stakeholders. This evaluation has found some evidence the Programme contributed to capacity building, favoring coordination and monitoring of social protection policies. For instance, TRANSFORM training has been implemented at provincial and district levels. In an ITC-ILO collaboration 100 staff from national social protection stakeholders received **training on social protection statistics**¹³³, with the objective of harmonizing practices and knowledge¹³⁴. Existing documentation indicates the Programme supported the training of the Vietnam General Confederation of Labour (VGCL) staff on health insurance system and maternity protection for female factory workers¹³⁵. However, national stakeholders reported the TRANSFORM training has not been extended to tripartite social partners such as the VGCL and the Women's Union, which are direct recipients of the Programme. Nevertheless, according to the Programme team, the Programme supported MOLISA and social partners (Viet Nam Chamber of Commerce and Industry (VCCI) and VGCL) to organize capacity building activities on multi-tiered social protection throughout 2021 and 2022, which supported stakeholders to understand the potential impacts of multi-tiered social protection, including how contributory and non-contributory schemes can help to expand the coverage of social protection in Viet Nam. Moreover, the Programme equally supported VWU in organizing capacity-building events on gender equality in social protection, to build capacity on social protection.

According to what was reported to this evaluation, during the implementation phase, south-south learning did not take place, which was a deviation from what was originally intended.

d) Regional Social Protection Project for Southern Africa – Malawi (d1), Mozambique (d2), Zambia (d3) and RAF Component (d4)

RAF Outcomes – Malawi, Mozambique, and Zambia

Outcome 1. “A well informed political and public debate on social protection.”

Outcome 2. “Institutional coordination and rights-based approaches for effective delivery of social protection floors.”

Outcome 3. “A comprehensive national social protection policy and a prioritised implementation plan.”

Outcome 4. “A sustainable and progressively domestically funded social protection financing framework.”

Regional (REG) Outcome 1. “Governments and social partners in southern and eastern Africa share best practices on right-based approaches to building universal social protection floors.”

Regional (REG) Outcome 2. “Capacity-building of practitioners and national trainers in Southern and Eastern Africa.”

¹³¹ ILO (international Labour Organization): “New regulations on the extension of Social Assistance have been endorsed by the Prime Minister”, 2022.

¹³² ILO (international Labour Organization): “The Prime Minister enacted Decree 143/ND-CP dated 15/10/2018 extending social protection benefits to migrant workers”, 2018.

¹³³ PP-IGSPJ: “Annual Report October 2020 – September 2021”, n.d..

¹³⁴ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹³⁵ ILO (international Labour Organization): “The Prime Minister enacted Decree 143/ND-CP dated 15/10/2018 extending social protection benefits to migrant workers”, 2018.

The RAF component included three key beneficiary countries: Malawi, Mozambique, and Zambia. The key objective of the RAF component was to assist in the expansion of social protection in the RAF beneficiary countries. Because each country followed an independent implementation model, this evaluation now briefly delves into the main achievements under each outcome per country.

d1) Malawi

The Programme's intervention in Malawi was effective in pushing the process for instilling a culture of social protection, through improving coordination and collaboration amongst social protection stakeholders and raising awareness of CSOs and media on social protection. It also assisted in improving national social protection policies and frameworks and institutional coordination. The Old-Age Social Pension Scheme (OASP), the Universal Social Old Age Pension Bill, and the Urban Cash Interventions (CUCI), and the Malawi National Social Support Programme (MNSSP) were approved and implemented with direct support from the Programme, in consultation with social partners. The Programme has also supported the review of the National Social Support Policy (NSSP), to facilitate a comprehensive national social protection system in Malawi. These efforts are contributing to the expansion of the social protection framework, and an increase in coverage of social protection schemes, including workers in the informal sector. The Programme equally contributed to increasing the technical capacity of stakeholders and coordination through TRANSFORM training, which reached hundreds of participants in Malawi.

This evaluation now briefly illustrates some key results of the Programme in Malawi per outcome.

I. Outcome 1.

Within outcome 1, the activities of the Programme contributed to instilling a culture of social protection in Malawi – the main focus of outcome 1 – by “advocating for social protection through the guidance of the media, civil society organizations, chiefs and politicians”¹³⁶. Key informants in Malawi reported improvements in (i) coordination and collaboration amongst social protection stakeholders, (ii) awareness of CSOs and media on social protection (e.g., publication of articles on social protection in news articles), and (iii) institutional capacity *via* increased knowledge and preparedness of staff.

In order to raise awareness and visibility on social protection, the Programme supported, for instance the **first Social Protection Week in Malawi** in 2018, with the participation of stakeholders from the government, CSOs, development partners, media, and students. By bringing together multiple stakeholders the social protection week contributed to fostering dialogue across the society (e.g., government, CSOs)¹³⁷ and increasing knowledge and understanding of social protection among key stakeholders. The Programme also supported the **Malawi Social Protection Platform's annual planning meeting** in which MANEPO “advocated for social protection programs such as the old age pension scheme”¹³⁸.

To raise the public profile of social protection, the Programme launched an **orientation/training for media houses on social protection**. The objective was to increase knowledge on social protection of media houses. Reportedly, the intervention held positive results as it assisted in increasing media coverage of social protection activities¹³⁹. Higher media coverage assisted in raising awareness and fostering public debate on social protection.

With the intent of fostering public participation in social security debates, the Programme conducted a **Social Accountability Assessment Report**. It provided a space for key stakeholders to express their views on social protection. Reportedly, traditional leaders called for the reintroduction of the public work programme in the assessment¹⁴⁰. More, the Programme supported the Outreach Scout Foundation's (OSF) **Political Programme Analysis Report** focusing on social protection. The report was presented and discussed by key political parties in Malawi, and reportedly led to the inclusion of social protection onto political manifests¹⁴¹. Linked with attempts to increase social protection awareness among decision makers, the Programme launched an **orientation-day dedicated to the importance of social protection**

¹³⁶ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹³⁷ ILO (International Labour Organization): “The First Social Protection Week in Malawi was Organised”, 2018.

¹³⁸ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹³⁹ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁴⁰ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁴¹ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

as a poverty reduction strategy. The orientation day used TRANSFORM modules to increase awareness and knowledge of members of the Parliamentary Committee on Community and Social Affairs. The orientation day led to the engagement of the Parliamentary Committee with the Ministry of Gender, Community Development and Social Welfare (MoGCDSW) to discuss the role of the Committee in the social protection agenda¹⁴². Key informants further reported that the systematic engagement with Malawi parliamentarians - through the budget and finance committee and the community and social affairs committee – enhanced awareness on social protection at policy level. Furthermore, through MANEPO, the programme sought to sensitize Catholic Bishops to regard social protection as a human right and draw them to the cause of making social protection legally binding. In this regard, the OSF began consultations with traditional and religious leaders to promote discussions on a legal framework for social protection.

National stakeholders consulted in this evaluation considered the engagement with traditional leaders and political parties for debates on social protection (e.g., governmental engagement with the community in the process of revising the National Social Support Policy), to be positive, yet insufficient. Indeed, the effectiveness of instilling a social protection culture in Malawi was reportedly hindered by still low awareness on social protection. For instance, despite the engagement of the Programme in increasing awareness on social protection, this evaluation detected key informants who stated that social protection is not yet recognized as a human right, which suggests awareness and capacity-building efforts remain relevant.

II. Outcome 2

Under outcome 2, which focused on improving operations, the Programme contributed with knowledge to the identification of gaps in social protection frameworks, and improving coordination in multiple policies, including the OASP, the Universal Social Old Age Pension Bill, the CUCI, and the MNSSP:

- a. **OASP & Universal Social Old Age Pension Bill.** The OASP was approved by the Malawi parliament in December 2018. Besides advocating in favor of the law, the Programme partnered with Help Age, MANEPO, MoGCDSW, and the Ministry of Economic Planning, Development and Public Sector Reforms to develop a technical note on costing scenarios for the OASP¹⁴³. Following the OASP, Malawi approved the Universal Social Old Age Pension Bill in 2019. The bill was developed in consultation with social partners. The 2019 bill targeted 600,000 people aged 65 and above, and it “was drafted following the principles of universality, non-discrimination, adequacy and predictability, and affordability as a rights-based social protection scheme” in line with Convention No. 102 and Recommendation 202. According to 2022 data, 600,000 persons (360,000 women, 240,000 men) are entitled to social protection by law. Leading to the approval of the OASP and draft of the bill, the Programme provided capacity-building to 10 heads of Parliamentary committee, and 18 Political parties’ representatives on concepts such as social protection programmes, financing, among others. At the technical level the Programme trained 15 members of the drafting team of the Universal Social Old Age Pension Bill¹⁴⁴. According to the programme team, the Programme further provided direct comments and inputs, as well as guidance in terms of gender equality and non-discrimination. The approval and operationalization of the OASP contributed to expanding old-age benefits, which, as **Table 5** indicates had an extremely low coverage in 2016 (2,3 percent).
- b. **CUCI** was a cash transfer programme designed to mitigate the adverse effects of COVID-19 on the most vulnerable. Reportedly, CUCI reached 95,238 households, that received a cash transfer benefit for 4 months. The Programme provided resources to the government to develop a rapid assessment and assisted in establishing registration criteria for the CUCI¹⁴⁵.
- c. **MNSSP II.** The Programme contributed to increasing coordination of policies within the MNSSP II by working on introducing a Pillar Working Group with the objective of integrating different social protection interventions that aim at similar goals. Furthermore, the Programme sought to increase linkages with the humanitarian sector¹⁴⁶.

¹⁴² PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁴³ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁴⁴ ILO (International Labour Organization): “The Parliament Approved the Motion to create a Universal Social Old Age Pension Scheme”, 2022.

¹⁴⁵ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁴⁶ PP-IGSPJ: “Annual October 2019 – September 2020”, n.d..

- d. The Programme contributed with one **study on institutional coordination of social protection**. Based on the study, the Programme mentored District Social Support Committees in three districts, which are mandated to coordinate social protection in each district¹⁴⁷.
- e. Moreover, the Programme supported CSO's participation in the **Malawi Social Protection Platform**; a platform that discusses relevant national policies such as the National Social Support Policy¹⁴⁸.

The Programme equally contributed to increasing the technical, leadership, and transformation capacity of stakeholders, through **TRANSFORM training**; a strategic capacity-building tool that promotes rights-based social protection¹⁴⁹, and fosters better coordination and effectiveness of social protection programmes. In Malawi, TRANSFORM training reached hundreds of participants during implementation of the Programme. For instance, 225 district officers of 10 districts participated in sensitization meetings¹⁵⁰, with the German Technical Cooperation (GIZ) the Programme trained 100 officers from 10 districts by the end of 2021¹⁵¹, 15 senior MGCDSW officials were trained in 2021 in TRANSFORM Shock Responsive Module, among many other examples. TRANSFORM training reached CSOs as well¹⁵². Additionally, the Programme fostered the training of Master Trainers¹⁵³, a strategy to ensure replicability of training at national level. However, national stakeholders expressed concern on the lack of financial resources to replicate the TRANSFORM training, which would hinder the sustainability of the Programme and lower its long-term impact. Despite this fact, according to key informants, trainings have been replicated in districts where WFP has implementation (i.e., Southern Malawi).

III. Outcome 3

Outcome 3 focused on assisting Malawi in designing and adapting national strategies and social protection schemes. In this regard, the Programme contributed to key advancements in the country, including the NSSP, the Social Cash Transfer Programme Strategic Plan, and the Workers Compensation (General) Regulations.

- a) **NSSP**. The NSSP “guides the design and implementation of social protection programs and interventions”¹⁵⁴. The Programme supported the review of the NSSP by contributing to government engagement with communities. The revision focused on facilitating the expansion of the social protection system of the country and enhancing its adequacy following a life cycle approach¹⁵⁵. According to the Programme Team, this policy is expected to improve coverage for a total of 1,285,183 beneficiaries currently on Social Cash transfers, and 3,002,661 beneficiaries on schools' meals programmes, while the extension of social insurance schemes is expected to provide coverage for potentially 8,205,369 million people in the labour force.
- a. **Social Cash Transfer Programme Strategic Plan**. The Social Cash Programme provides unconditional monthly cash transfers. According to available data, the programme benefits 1,2 million people annually (roughly 7 percent of the total population). The Programme contributed, alongside UNICEF and the UN Joint Programme on Social Protection, with the development of a **strategic paper** aimed for the government to increase ownership and financial commitment towards the cash transfer programme. The Programme also provided technical support to the MGCDSW in conducting district level consultations and provided technical support in the development of the **Action Plan for the Strategy**¹⁵⁶.
- b. **Workers Compensation (General) Regulations**. The regulations are expected to reach 434,000 workers through a newly created Fund. The drafting of the regulations followed gender equality and non-discrimination principles and seeks to provide compensation benefits to workers victims of adverse environmental and climate conditions¹⁵⁷. In this regard, the Programme (i) supported tripartite consultations, which reached 78 participants (government, employers and workers), (ii)

¹⁴⁷ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁴⁸ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁴⁹ ILO (International Labour Organization): “The First Social Protection Week in Malawi was Organised”, 2018.

¹⁵⁰ PP-IGSPJ: “Annual October 2019 – September 2020”, n.d.; PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁵¹ PP-IGSPJ: “Annual October 2019 – September 2020”, n.d.; PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁵² ILO (International Labour Organization): “TRANSFORM has been adopted and rolled out as an official capacity building initiative”, 2018.

¹⁵³ PP-IGSPJ: “Annual October 2019 – September 2020”, n.d..

¹⁵⁴ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁵⁵ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁵⁶ ILO (International Labour Organization): “A social cash transfer strategy was developed”, 2021.

¹⁵⁷ ILO (International Labour Organization): “The government Finalised the regulation on The Workers Compensation Fund”, 2019.

raised awareness and collected feedback, (iii) developed an actuarial study on the Fund reform to assist in the financial management and sustainability of the fund, and (iv) trained 30 officer of the Ministry of Labour Workers Compensation Department, as well as 25 officers from the social partners, in the design and implementation of insurance-based work injury schemes. Additionally, the Programme assisted in updating the guidelines of the **Workers' Compensation Fund**¹⁵⁸.

IV. Outcome 4

Outcome 4 focused on the financial sustainability of social protection. Under this outcome, the Programme assisted Malawi in increasing its knowledge and technical capacity on social protection, notably within the scope of the Malawi National Social Support Programme II (MNSSP II) Monitoring and Evaluation (M&E) Framework, with a Public Expenditure Tracking Survey, and with an evaluation of the Geographic Information System.

- a. **MNSSP II M&E Framework.** The Framework is a tool to assist Malawi in improving the regularity and quality of data on social protection, including, collection, compilation, and monitoring of both contributory and non-contributory statistical data. Accessing quality and updated data is essential to monitor progress of national social protection programmes¹⁵⁹. In this regard, the Programme assisted the government in rolling out the framework and providing technical support to district teams for data collection and reporting, which included, both the development of manuals, data collection protocols, and implementation guidelines, as well as district level training for M&E officers¹⁶⁰.
- b. **Public Expenditure Tracking Survey.** The Programme assisted the Ministry of Economic Planning, Development and Public Sector Reform in conducting the survey, whose objective was to assess financing and management of key social protection programmes, including resource flow tracking, identification of leakages, and identification of budget gaps¹⁶¹.
- c. The Programme supported the **evaluation of the GIS for electronic payments**, with the objective of verifying GIS sustainability for social cash transfer. The end-goal of the evaluation was to build the foundation upon which cash transfers can become more efficient and be delivered in a timely manner when electronic payments are scaled-up¹⁶².

d2) Mozambique

In Mozambique, the PP-IGSPJ had reduced implementation; almost exclusively focused on outcome 2 - TRANSFORM training and technical and financial support to Mozambique's COVID-19 response -, with some intervention in outcome 4 as well (see Midterm Evaluation 2020; see Annual Report 2020 and 2021). According to what was reported to this evaluation the reduced Programme activity in Mozambique relates to the existence of other Programmes/Projects that complement the objectives of the PP-IGSPJ. Therefore, to avoid duplication of efforts, the PP-IGSPJ allocated only a small budget proportion to Mozambique, and focused efforts on capacity-building through TRANSFORM training. The option, albeit rational from *economy of resources* and non-duplication perspectives, reduced the regional aspect of the RAF component which mostly focused on Malawi and Zambia.

I. Outcome 2.

Regarding outcome 2. a TRANSFORM training, co-funded by the UNJP-SP, was carried out for 34 senior officials of the Ministry of Gender, Children and Social Action (MCGAS) (15 men, and 19 women, of which 2 PwD), and three staff members of the National Institute of Social Action. TRANSFORM training modules were considered to be useful and of quality.

¹⁵⁸ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹⁵⁹ PP-IGSPJ: "Malawi – Brief Programme Impact – Irish Aid Regional Programme on Inclusive Growth Social Protection and Jobs", 2022.

¹⁶⁰ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹⁶¹ PP-IGSPJ: "Annual October 2019 – September 2020", n.d.; PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹⁶² PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

Adding to training, and as already mentioned, the Programme provided technical and financial support to the development of the Social Protection Response to COVID-19, which contributed to mitigate the negative socio-economic impacts of COVID-19 with a planned cash transfer to 1,582,179 beneficiaries¹⁶³.

II. Outcome 4.

Under outcome 4, the Programme supported the organization of the MOZMOD¹⁶⁴ Technical Retreat, organized by the Ministry of Economy and Finance, as well as other trainings on microsimulation. The Programme support contributed to building capacity on the use of the model for social policies, including discussions on the expansion of the Basic Social Subsidy Programme/ *Programa Subsídio Social Básico* (PSSB). Additionally, it supported the adoption of the Monitoring and Evaluation Plan for Social protection¹⁶⁵, which later resulted in the production of the third edition of Mozambique's statistical bulletin¹⁶⁶.

d3) Zambia

In Zambia, the Programme was effective in instilling a culture of social protection, by strengthening CSOs, providing training to journalists on social protection, and by developing actions of advocacy on social protection. Particularly on outcomes 1 and 4, the Programme acted alongside the Civil Society for Poverty Reduction (CSPR), supporting and fostering the relation with the Zambian government. The Programme supported initiatives that fostered better coordination of policies and access of potential beneficiaries to social protection programmes, notably through the Single Window Service (SWS). The SWS addressed the fragmentation of the social protection system in Zambia, under the Integrated Framework for Basic Social Protection Programs (IFBSPP) framework. After being piloted in 6 districts, the Government adopted a recommendation to expand the SWS nationwide in 2019¹⁶⁷. The SWS contributed to the *Scaling Up Nutrition Programme*, to the TRANSFORM's capacity-building efforts, to rolling-out the Social Accountability tool to district level CSOs, and to the COVID-19 Emergency Cash Transfer Programme in 15 districts¹⁶⁸, providing temporary cash transfers to vulnerable households affected by the pandemic, including in the informal sector. Moreover, the Programme in Zambia contributed to improving health care to eligible workers, including those in the informal economy, by providing support to the development of the National Health Insurance (NHIA) Scheme.

According to the Programme Team, the intervention in Zambia benefited from the long-term quality partnerships between agencies in Zambia, as well as complementarity across IrishAid and UNJP.

This evaluation now briefly illustrates some key results of the Programme in Zambia per outcome.

I. Outcome 1.

According to key national informants, the Programme was effective in instilling a culture of social protection in Zambia. It contributed to strengthening the capacity of CSOs (e.g., TRANSFORM training) and media (e.g., awareness activities for journalists on social protection) as well as in advocating for social protection expansion through public debates.

On strengthening CSOs, the Programme developed a **Social Accountability Training Manual** to strengthen the capacities of key stakeholders and trained 30 participants from CSOs on social accountability tools. Reportedly, the training led to the constitution of CSOs-led **Social Audit Committees**, which monitor social protection expenditure and service quality through community score cards¹⁶⁹. Equally relevant the Programme is supporting a **CSOs network** that fosters the involvement of civil society in the design, implementation, and monitoring of social protection programmes. For instance,

¹⁶³ ILO (International Labour Organization): "[The COVID-19 Social Protection Response Plan is implemented](#)", 2022.

¹⁶⁴ A tax-benefit microsimulation model in Mozambique.

¹⁶⁵ ILO (International Labour Organization): "The Monitoring and Evaluation Plan for Social Protection was Adopted", 2020.

¹⁶⁶ ILO (International Labour Organization): "The Third Edition of the Mozambique's statistical Bulletin was Produced", 2021.

¹⁶⁷ ILO (International Labour Organization): "A National Unified Framework for Single-Window Services was Adopted", 2019.

¹⁶⁸ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹⁶⁹ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

“CSOs formed the proposed 4 Clusters which are being used by the government for consultations on the 8th National Development Plan”. CSOs have also become integrated in the national process of legal framework revision. For instance, the Civil Society for Poverty Reduction (CSPR) co-chaired with the government the national technical committee on the review of the Social Protection Policy¹⁷⁰.

The participation of CSOs in consultation processes indicates a positive sign toward the sustainability of social protection policies in Zambia. In this regard, the **Government of Zambia and the CSPR signed a MoU** to strengthen the participation of civil society organizations in the formulation, implementation, and monitoring of social protection programs in Zambia. The MoU – which was fostered by the Programme - led, for instance, to the development of the **Social Accountability Facilitators Manual**, which increased the capacity of district level CSOs in undertaking social protection budget tracking, and quality service audits¹⁷¹. According to the Programme Team, the CSPR was instrumental in the implementation of the programme through the engagement of political leaders, and the Parliament – e.g., production of the citizen budget – and raising visibility for social protection.

With the Media Institute for Southern Africa (MISA), the Programme **trained more than 40 journalists** on social protection. The activities intended to increase awareness on social protection by journalists, as well as increase the quality and quantity of journalistic reporting on social protection issues. Reportedly, the training improved journalist coverage¹⁷², which is a positive step toward raising awareness on social protection.

On advocacy for social protection, the Programme provided support to the CSPR, which enabled the organization for **hosting 6 radio programmes** (national and provincial levels) that promoted an active debate on social protection matters¹⁷³. The Programme has also promoted the 2021 **Social Protection Week** (SPW) in June 2021. Reportedly, the event enabled the sharing of practices, and information among social protection stakeholders¹⁷⁴. Moreover, with the UNJP-SP, the Programme organized a communication campaign - **Social Protection Development Campaign** - to advocate for social protection issues in the context of Zambia’s 2021 general elections, which led to the engagement with 16 political parties on how to prioritize social protection as a development issue.¹⁷⁵

II. Outcome 2.

Under outcome 2, the Programme contributed to increasing coordination and efficiency of social programmes with the implementation of the **SWS** approach. To address the fragmentation in the social protection sector, the Programme supported the Ministry of Community Development and Social Services (MCDSS) in the development and implementation of the **IFBSPP**. The IFBSPP has later been reflected as a critical instrument for social protection coordination in the Seventh National Development Plan of Zambia in 2017. To operationalize the IFBSPP, the Programme supported the piloting of the SWS

¹⁷¹ ILO (International Labour Organization): “The Government of Zambia strengthened monitoring and advocacy for social protection in collaboration with civil society, 2020.

¹⁷² PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁷³ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁷⁴ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁷⁵ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

from February 2018. The purpose of the SWS is to enhance coordination of social protection services at local level by providing a “one-stop shop” for social protection beneficiaries who may access information on various social protection programmes and criteria. Because it is a local and all-encompassing service, the SWS facilitates “assessment, enrolment, and payment of benefits for qualified beneficiaries. After being piloted in 6 districts, the Government adopted a recommendation to expand the SWS nationwide in 2019¹⁷⁶. According to the Programme Team, the SWS is being implemented in partnership with UNICEF, and has been rolled out to over 30 districts in Zambia. The contribution of the Programme to the SWS includes direct technical assistance, sensitization meetings with district officials, and application of the TRANSFORM Social Protection Learning Package. Furthermore, the Programme developed the Single Window Implementation Guide to standardize operational processes at district level. Reportedly, the SWS already contributed to the *Scaling Up Nutrition Programme*, to TRANSFORM’s capacity-building efforts, to rolling-out the Social Accountability tool to district level CSOs, and to the COVID-19 Emergency Cash Transfer Programme in 15 districts¹⁷⁷, that potentially reached 120,000 households (13,900 households with persons with disabilities), providing temporary cash transfers to vulnerable households affected by the pandemic, including in the informal sector (**see Box 1**).

Box 1 – Single Window Service

Single-Window Service (SWS)

Approach designed to increase the coordination of social protection services and make services closer to the population, by being present at local level.

In a single space, potential social protection beneficiaries may inquire and have information on a multitude of social protection programmes available and assess by which programmes they may be covered by.

The initiative seeks to operationalize the Integrated Framework for Basic Social Protection Programs (IFBSPP), whose objective is to reduce fragmentation in the social protection sector.

Programmes/Processes the SWS facilitated

- *Scaling Up Nutrition Programme*
- *TRANSFORM capacity-building efforts*
- *Roll-out of the Social Accountability tool to district level CSOs*
- *COVID-19 Emergency Cash Transfer Programme in 15 districts*

Adding to fostering coordination among social protection programmes, the PP-IGSPJ provided technical support in building capacity and increasing knowledge on social protection in Zambia through direct information activities to government officials, and the application of an online course on shock responsive social protection programs also for governmental officials. The Programme supported and applied two key TRANSFORM packages:

- a. TRANSFORM Leadership and Transformation Learning Package on Building and Managing Social Protection Floors in Africa. This TRANSFORM package blended training included technical knowledge, soft skills, and coaching. It reached 15 senior managers of ministries intervening in the Poverty and Vulnerability Cluster, who are responsible for designing social protection programmes. Reportedly, the training contributed to increasing knowledge and capacity on leadership, and changes in management in the institutions responsible for designing and implementing social protection programmes. The relevance and usefulness of the training packages can be assessed by the fact the Government continuously requested the package to be rolled-out in 17 additional districts. Potentially, the roll-out may reach 250 district officials¹⁷⁸.

¹⁷⁶ ILO (International Labour Organization): “A National Unified Framework for Single-Window Services was Adopted”, 2019.

¹⁷⁷ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁷⁸ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

- b. Shock responsiveness of the social protection system. In the context of the COVID-19 pandemic it became clear that Zambia's National Social Protection Policy ought to be more shock responsive. Therefore, the Programme trained 5 government officers on the importance of shock responsive social protection programmes¹⁷⁹.

III. Outcome 3.

In Zambia, the Programme focused on providing technical assistance inputs to support the preparation/drafting of regulations and frameworks, including the integrated social protection bill, the IFBSPP (see above)¹⁸⁰, and the National Health Insurance (NHIA).

The NHIA established the National Health Insurance Scheme, which provides health care to eligible workers in Zambia, including those in the informal economy. The NHIA is a relevant tool in advancing Zambia's ambition in achieving UHC. The NHIA proposed the establishment of a social health insurance scheme "based on compulsory, universal coverage, broad risk pooling and other principles of social insurance". The NHIA exempts vulnerable groups from contributing to the scheme, including those above 65 years, poor and vulnerable, and PWD unable to work. The Programme supported the development of the NHIA draft regulation through legal drafting and other technical support, as well as training of governmental representatives (7) on social health protection in the ITC-ILO¹⁸¹.

Additionally, through synergies with the UNJP-SP, the Programme developed the National Social Protection Monitoring and Evaluation Framework (M&E) – which includes focal points across the government, social security, and the UN - that intends to deliver a social protection dashboard to provide updated information on coverage and expenditure statistics.

Reportedly, the Programme has also contributed to the National Strategy on the Extension of Coverage to the Informal Economy, by taking part in a technical working group - which was constituted by the Ministry of Labour and Social Security - alongside, the National Pension Scheme Authority of Zambia, the Workers Compensation Fund Control Board, the NHIA, and informal sector associations. The working group seeks to enhance synergies between social assistance and social security programming. It is expected that such an approach will be applied in the context of the Social Cash Transfer and Farmer Input Support Program in 2022, which is expected to expand social security coverage to a targeted 1 million informal sector workers¹⁸².

IV. Outcome 4.

In its contribution to the financial sustainability of social protection, the Programme supported the Technical Working Group on Economic Simulation for Poverty, Vulnerability, and Inequality in terms of capacity-building of national officers on microsimulations knowledge skills and supported the cash plus options microsimulation initiative¹⁸³, including a micro-simulation policy research analysis conducted using the MicroZammod model, in partnership with the Zambia Institute for Policy Analysis and Research and the World Institute for Development Economics Research¹⁸⁴.

It also supported the implementation of an MoU between the Ministry of Community Development, Social Services, and the CSPR to enhance the capacity of CSOs in social protection budget tracking. The support included the training of 30 staff of CSOs who were committed to work with the District Social Protection Working Team¹⁸⁵. The initiative contributes to both monitoring public spending, as well as to strengthening the capacities of CSOs.

¹⁷⁹ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹⁸⁰ PP-IGSPJ: "Development Cooperation Progress Report", n.d..

¹⁸¹ ILO (International Labour Organization): "The Unified Health Insurance Scheme is Established", 2018.

¹⁸² PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹⁸³ PP-IGSPJ: "Annual October 2019 – September 2020", n.d.;

¹⁸⁴ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

¹⁸⁵ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

d4) RAF Component

Adding to country outcomes, the RAF component included two regional outcomes regarding the **sharing of best practices on right-based approaches** to building social protection floors between government and social partners in southern and eastern Africa (REG1), and **capacity-building of practitioners and national trainers in Southern and Eastern Africa** (REG2).

I. REG 1

During the interview phase for this evaluation, South-South cooperation and the building of regional networks were mentioned as not having been significant within the Programme. Three regional events for the sharing of best practices took place, such as the CoP *Learning and Practice Lab* on the extension of social protection to the informal economy, which included participants from Zambia, Mozambique, Tanzania, Kenya, Namibia, Rwanda, Madagascar, and Zimbabwe.

II. REG 2

Under outcome REG2, TRANSFORM was an instrumental initiative to increase capacity for social protection practitioners in Southern and Eastern Africa, having reached 1648 social protection practitioners (36 percent women, 64 percent men)¹⁸⁶, which assisted the institutional capacity-building efforts of the Programme in all beneficiary countries, as previously mentioned. The initiative is delivered by a governance structure which includes a TRANSFORM Advisory Group with other UN Agencies and Partners, as well as a TRANSFORM Coordination Hub based in Lusaka. Reportedly, the contribution of the Coordination Hub was indispensable to launch the initiative in the Middle East and Northern Africa¹⁸⁷. A pool of Regional Master Trainers was created, which, according to the Programme Team includes 57 trainers covering four language domains (English, Portuguese, French, Arabic). An online version (e-TRANSFORM) was created, with the adaptation of face-to-face training packages and activities into a digital programme.

A strong visibility strategy was carried out, that included (i) online events (e.g., International Policy Centre for Inclusive Growth (IPC-IG) Global e-conference), (ii) a TRANSFORM web page on social protection, (iii) a dedicated webpage with learning resources¹⁸⁸, (iv) preparation of newsletters, and (v) dissemination of TRANSFORM products on social media. According to key informants, the TRANSFORM initiative has become a recognized brand, with high levels of visibility. In this regard, it is worth noting that key informants conveyed a positive perception of the benefits and quality of TRANSFORM training.

As already noted, some TRANSFORM training took place within a South-South Cooperation setting, this evaluation finds an opportunity to expand those types of training as a mechanism to foster cross-country interchanges and exchanges of information and best-practices.

e) Global Component

Global Component Outcomes

Outcome 1. “Cross-country technical assistance in specific areas.”

Outcome 2. “Documentation of information and expertise and development of training resources.”

Outcome 3. “Capacity-building of practitioners and national trainers in Southern and Eastern Africa as well as in Viet Nam and knowledge sharing.”

Within the Global Component, the Programme focused on documenting country experiences and developing good practice guides on the extension of social protection coverage, increasing the

¹⁸⁶ PP-IGSPJ: “Annual October 2019 – September 2020”, n.d.; PP-IGSPJ: “Annual October 2020 – September 2021”, n.d.

¹⁸⁷ PP-IGSPJ: “Annual October 2020 – September 2021”, n.d..

¹⁸⁸ <https://transformsp.org/>

knowledge and resources available on social protection in the beneficiary countries, and providing cross-country technical assistance and backstopping. In its three outcomes, the Programme delivered the following results.

This evaluation now briefly illustrates some key results of the Global Component per outcome.

I. **Outcome 1.**

The Component conducted regular multi-country team meetings, which, according to key informants, were multipurpose. The regular multi-country meetings included management issues (e.g., budget allocation), knowledge sharing (e.g., webinar on gender and PwD), and partnership building with the presence of the donor and SOCPRO senior management. It also provided technical support through the ILO technical Advisory Platform in the areas of gender and extension of coverage, as well as backstopping to Malawi, Mozambique, Zambia and Viet Nam upon request. For example, the Global Component supported the National Social Security Institute of Mozambique for its actuarial valuation, and related capacity-building of staff. According to information reported to this evaluation, the Global component is currently providing actuarial analysis to inform the pension reforms in Malawi and Zambia, as well as the health insurance in Zambia, which will strengthen decision-making in the countries. The Programme has also launched a series of multi-country studies (e.g., impact of the multiplier effect of social protection in Viet Nam and Malawi, multi-country study on the COVID-19 response and *Build Back Better*) which remain ongoing at the time of this evaluation¹⁸⁹. Also relating to joint research, the Global component completed a study on mainstreaming Gender inclusion, and organized a webinar in May 2021 on the topic of Gender and Inclusion¹⁹⁰.

II. **Outcome 2.**

The Global Component supported efforts of documenting experiences and developing good practices. The efforts contributed to establishing a body of literature and resources, accessible to all, and to information-sharing and learning. Under outcome 2, the activities of the Programme included:

- a. Support in the development of a dedicated TRANSFORM website¹⁹¹, where resources are stored and made available to potential trainees. The documentation of experiences and training resources in several languages adds value to the promotion of social protection and improvement of services as often social protection stakeholders do not master a second language.
- b. Support to the CoP *Learning and Practice Lab* on extension of social protection to the informal economy, which contributed to foster south-south learning.
- c. Development of country briefs, guides on social protection culture, drafting social protection legislation, and good practice guide on the informal economy, as well as a contribution to the publication *100 years of social protection: The road to universal social protection systems and floors*. The publications contributed to document learning, which may benefit future improvements both within and outside the implementation area.

The Global Component has also played a pivotal role in the development of the ILO Results Monitoring Tool (RMT)¹⁹². – an online tool that provides information on over 500 ILO social protection projects, including the achieved results and the number of people impacted, under the Global Flagship Programme. It also includes country pages with all relevant information on social protection results and ILO's contributions at the country level. It can be accessed by all countries, development partners, national partners and UN agencies. The RMT is a good practice and a strategic tool for SOCPRO to integrate information on counties and projects and monitor progress of SDG 1.3.

III. **Outcome 3.**

¹⁸⁹ PP-IGSPJ: "Annual October 2019 – September 2020", n.d.; PP-IGSPJ: "Annual October 2020 – September 2021", n.d.

¹⁹⁰ PP-IGSPJ: "Global Component - Inclusive Growth, Social Protection and Jobs", 2022.

¹⁹¹ <https://transformsp.org/>

¹⁹² See <https://www.social-protection.org/gimi/MonitoringTool.action>

The Global Component contributed to the documentation of practices/programmes of social protection, as well as on fostering lessons learned. For instance, it contributed to the ILO Global Social Protection Week in November 2019 which was attended by 216 participants (e.g., government officials, social partners, society, media, students) that increased their knowledge and understanding of social protection¹⁹³. It also organized thematic webinars to strengthen lessons learned, for instance webinars on gender and inclusion of PwD or on governance, which included country teams, ILO departments (e.g., SOCPRO, PARDEV, GEDI), and the development partner. Relevant in the context of COVID-19 – when uncertainty levels were high – the Programme contributed to sharing information, tools, and guidance on COVID-19 responses across the globe¹⁹⁴.

More broadly, the Programme contributed with updates on Country pages¹⁹⁵ and the Results Monitoring tool which provided a useful overlook on projects and interventions on social security in the beneficiary countries. With these actions the Programme contributed to setting an online repository which might assist in tracking the achievement of SDGs on social protection.

Finally, the Programme contributed to reviewing and improving TRANSFORM modules (quality assurance) on Policy and Finance, including matters of gender and PwD – a process that was led by the Coordination Hub in Lusaka. According to key informants, SOCPRO is an active participant in TRANSFORM improvement, for instance, in the TRANSFORM governance mechanism (e.g., steering committee, advisory group), and in quality review of modules¹⁹⁶.

5.2.2. WHAT ARE THE ACHIEVEMENTS AND CHALLENGES REGISTERED SO FAR? HOW WERE THESE INFLUENCED BY EXTERNAL FACTORS? TO WHAT EXTENT DID THE PROGRAMME PRODUCE UNPLANNED EFFECTS (NEGATIVE OR POSITIVE)?

In the previous question, this evaluation already took stock of the main achievements and challenges registered so far. Nonetheless is worth exploring a key unplanned positive effect of the programme related to the TRANSFORM initiative, as well as key challenge related with South-South cooperation.

The TRANSFORM Initiative was reported as a key achievement, an instrumental capacity-building tool for sharing of common methodologies for social protection, initially in Eastern and Southern Africa, but currently expanding to other regions. As previously mentioned, findings show a positive perception on the benefits and quality of the TRANSFORM training, in terms of knowledge acquisition as well as application of skills¹⁹⁷. Moreover, there is a strong interest in some countries, namely Malawi, to institutionalize the approach. TRANSFORM aims to “create a cadre of knowledgeable, skilled and action-oriented social protection leaders through training and engagement in a community of practice”¹⁹⁸. TRANSFORM is reportedly creating a common understanding for practitioners at the country level, which can, eventually, spill over to regional level initiatives. For instance, according to the Programme Team, Zambia has demonstrated interest in adapting TRANSFORM to decentralized levels of social protection governance and delivery through the Single-Window initiative.

Regarding effectiveness challenges, the intention of the Programme to implement a social protection and employment intensive investment integrated approach has not materialized, based on a decision made early on at the inception phase. In that sense, both components (SP and EIIP) were implemented as separate projects in different countries. The evaluation found that the collaboration between the different countries within the Social Protection Component, including within the RAF component, was not fully capitalized during the implementation. Countries could have benefited from cross-fertilization at the regional/global levels, enabling constituents and national institutions to exchange best practices from other Programme countries, and contributing to the discussions under the Global Flagship

¹⁹³ ILO (International Labour Organization): “The First Social Protection Week in Malawi was Organised”, 2018.

¹⁹⁴ See <https://www.social-protection.org/gimi/ShowWiki.action?id=62>

¹⁹⁵ See <https://www.social-protection.org/gimi/ShowCountryProfile.action?iso=MW>, <https://www.social-protection.org/gimi/ShowCountryProfile.action?iso=MZ>, <https://www.social-protection.org/gimi/ShowCountryProfile.action?iso=ZM>, <https://www.social-protection.org/gimi/ShowCountryProfile.action?iso=VN>

¹⁹⁶ PP-IGSPJ: “Global Component - Inclusive Growth, Social Protection and Jobs”, 2022

¹⁹⁷ TRANSFORM Building Social Protection Floors in Africa: “Formative Evaluation Summary Document”, February 2020.

¹⁹⁸ TRANSFORM Building Social Protection Floors in Africa: “Monitoring progress to plan the way forward. Final Report”, 2021

Programme. Given the fact that south-south cooperation is highly valued by national partners, and taking into consideration the idiosyncratic realities of the beneficiary countries, this could have been further explored through the selection of relevant cross-country technical assistance areas, where governments and social partners share best practices on right-based approaches to building universal social protection based on south-south learning opportunities, as planned in outcome 1 and 2 of the Global component. Although this finding has been already pointed out in the MTE in 2020, no major improvements were found by the evaluation. This constraint was transversally identified by most of the stakeholders consulted. Looking forward, these regional exchanges can highly contribute to supporting countries in creating regional common positioning and commitments for social protection strategies and provide the needed guidance and technical assistance. Similarly, it can support countries mainstreaming shock-responsiveness into national social protection systems to promote resilience, as well as financing models.

5.2.3. IN WHICH AREAS HAS TRIPARTISM AND INTERNATIONAL LABOUR STANDARDS BEEN INTEGRATED SUCCESSFULLY? TO WHAT EXTENT HAS THE PROGRAMME ENGAGED WITH STAKEHOLDERS OTHER THAN ILO CONSTITUENTS FOR SUSTAINABLE RESULTS? HOW DID THE PROGRAMME LEVERAGE STRATEGIC PARTNERSHIPS FOR ITS IMPLEMENTATION?

According to information gathered in this evaluation, the Programme had a positive effect on strengthening tripartism across the beneficiary countries, by increasing awareness and fostering national stakeholders' participation in debates and consultation on policy formulation. It did so through the promotion of social dialogue, as well as training of the staff of key tripartite partners.

In Tanzania, the EIIP component integrated workers representatives, employers' representatives, as well as governmental bodies on employment intensive investment approaches. According to key informants interviewed, the Programme's approach contributed to deconflict interactions and increase dialogue among tripartism stakeholders. According to key informants from CSOs, worker's organizations are regularly consulted by state entities whenever labour laws are in the process of development or amendment. Likewise, in Viet Nam the enhancement of capacities of employers and worker's organizations enabled the emergence of a common understanding of the structure, beneficiaries, and financing mechanisms of social security, which favoured dialogue. Similarly, in both Zambia and Malawi the Programme improved participation of CSOs in dialogue of social protection mechanisms. For instance, a key informant reported that in Malawi, within the context of the Pension Act dialogue, the Programme assisted in reinforcing tripartite dialogue which is indispensable to the sustainable progress of social protection systems.

Besides promoting dialogue, interactions, and coordination between national social security partners, the Programme has been efficient in leveraging strategic partnerships with key international organizations (e.g., UNICEF, WFP) and creating synergies to deliver results in an integrated manner, thus avoiding duplication of activities. This evaluation provides further information on the Programme's strategic partnerships in the *Efficiency* chapter.

5.2.4. TO WHAT EXTENT DID THE PROGRAMME CONSIDER THE RECOMMENDATIONS OF THE MID-TERM INDEPENDENT EVALUATION?

The Mid-term Evaluation held in February 2020 presented a set of recommendations, for which the Programme provided a management response and an action plan to address all recommendations.

Since 2020, the Programme worked towards improving "coordination, communication and information-sharing"¹⁹⁹ through increasing the frequency and quality of the meetings and improving the quality of reporting. The evaluation found that the knowledge sharing and dialogue among the ILO team members in different components has improved at country and global levels, except for DEVINVEST, which has not felt it has been systematically engaged. There is still room for improving the internal monitoring tools, which would enable team members to follow the progress made by the Programme in all components and incentivize more exchange of information and tools between the countries (eg. using an online tool like *Smartsheet*, which is used by other ILO projects). The Results Monitoring Tool can potentially provide

¹⁹⁹ Nycander, Lotta: "Independent Midterm Evaluation: Inclusive Growth, Social Protection and Jobs Programme: An ILO-Irish Aid Partnership Programme 2016-2021, 2020.

a platform to increase the visibility of the Programme, however, at the time of this evaluation the information was still being uploaded to the platform, hence this evaluation is unable to assess its effective contribution to Programme communication.

Recommendations regarding improving the strategic direction of EIP component in Tanzania were carefully addressed, through (i) rightsizing of the programme design, including a revision of the project document, logframe and results matrix, as well as the recruitment of an additional staff member; (ii) increasing coordination with the Social Protection Department (SOCPRO) and improved progress reporting; (iii) undertaking of a gender and inclusion assessment with targeted recommendations for the EIP component, which concretely resulted, for example, in the development of a Gender and Inclusion Action Plan for the TASAF PSSN II programme; and (iv) the reduction of the frequency of the steering committee meetings. In this regard, this evaluation has found that concrete steps have been taken towards improving all the identified constraints.

Regarding the TRANSFORM initiative, a sustainability plan outlining the steps for the institutionalization of the initiative was created, and the training packages were revised to mainstream gender and PwD issues. Gender mainstreaming in the overall Programme was also addressed through the development of a gender equality and PwD inclusion analysis to strengthen the Programme (see question 5.1.4). Moreover, in Malawi the Programme strengthened its engagement with the Ministry of Gender through sensitization programmes to enhance disability mainstreaming in social protection programmes.

5.3. EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS

5.3.1. DID THIS PROGRAMME RECEIVE ADEQUATE POLITICAL, TECHNICAL AND ADMINISTRATIVE SUPPORT FROM ITS NATIONAL PARTNERS, THE ILO, AND THE DEVELOPMENT PARTNER? HOW HAS THE PROGRAMME IMPLEMENTATION BENEFITED FROM THE ILO'S TECHNICAL PROGRAMMED AND INTERNATIONAL EXPERTISE?

According to the data collected, the close coordination and support received by the development partner (at the headquarters level) was relevant to support overcoming specific difficulties linked to (i) Programme reporting, (ii) operational level gaps as well as (iii) adaptation of strategic priorities, such as the decision to halt funding to the EIP component after the MTE in 2020. At the national level, the engagement of the Irish Embassies was rather strengthened in the past years in Malawi, Zambia, Mozambique and Tanzania, where there is frequent exchange of information and progress reporting. The involvement of Irish Embassies was reported to be particularly fruitful in Mozambique, where other bilateral partnerships are fostered within the scope of the social protection work. Differently, for the Irish Embassy to Viet Nam, this involvement has recently started. This evaluation has found that the strategic and adequate involvement of the Irish embassies can contribute to provide relevant strategic insights and promote synergies at the local level, which is, however, contingent to clear guidance on how and when to involve the diplomatic missions.

The Programme has also benefited from the technical support from ILO SOCPRO and social security specialists for the social protection components in Malawi, Mozambique, Viet Nam, and Zambia; and by an employment-intensive investment specialist based in Pretoria for the EIP component Tanzania. It was reported that the backstopping was generally useful and timely. However, on the technical side, a need for improvement was identified in terms of identifying and promoting strategic level interactions between countries. It was also reported that DEVINVEST didn't feel sufficiently involved at the (re) design phase and strategic discussions with partner, which might have resulted in a smaller level of appropriation throughout the implementation.

The engagement of the national partners was successful to the extent that the Programme had enough flexibility to respond to new and ongoing requests from the governments for technical support and capacity-building within the framework of national reforms. Consultation processes during the implementation phase that were carried out in all countries to support receiving institutions before determining the activities to be implemented contributed to this. Findings show that, in general, even though staff-turnover among government officials was significant, there was a high level of interest and

engagement of government institutions and CSOs across all countries due to the integration of the different partners and stakeholders' priorities and strategic objectives. In Tanzania, however, there was a lower buy-in from the government due to the political and economic context. The low buy-in may equally be related to the lack of a focal person in the government from the beginning of the Programme.

5.3.2. WERE ADMINISTRATIVE MODALITIES ADEQUATE TO FACILITATE GOOD RESULTS AND EFFICIENT DELIVERY OF THE PROGRAMME (INCLUDING COORDINATION, COMPLEMENTARITY, PARTNERSHIPS, ROLES AND RESPONSIBILITIES)? HOW EFFECTIVE WERE THE PROGRAMME COORDINATION AND MANAGEMENT ARRANGEMENTS? IS THERE A CLEAR UNDERSTANDING OF THE ROLES AND RESPONSIBILITIES BY ALL PARTIES INVOLVED?

From inception, the Programme opted for a decentralized management structure. The responsibility for the implementation of different Programme elements was awarded to distinct structures within ILO, located in different countries. This evaluation considers a certain level of management decentralization is very positive. In-country teams favour implementation effectiveness, dialogue with national partners, and capacity for adaptation. In parallel, the role of the global and regional components in centralizing/sharing information, promoting strategic level opportunities, including initiatives for countries to engage and interact through south-south initiatives such as lessons learned, and knowledge sharing is key to ensure good results and efficient delivery. The Programme faced some difficulties in delivering effective mechanisms of south-south cooperation, which was a key element of the Programme, as well as an element that national partners considered very relevant. Key informants mostly observed the PP-IGSPJ as being composed by national programmes working independently, instead of working as a regional programme.

Nonetheless, as previously mentioned, the TRANSFORM initiative contributed to fostering cooperation, through a culture of social protection. The Programme put in place a Coordination Hub of the TRANSFORM initiative in Lusaka, Zambia, which included a full-time TRANSFORM Coordinator and an administrative officer, that coordinate the initiative across the African countries. The Coordination Hub receives support from an Inter-Agency Advisory Group, consisting of regional representatives from ILO, UNDP, UNICEF, ITC-ILO, Irish Aid, the IPC-IG and the Southern African Social Protection Experts Network (SASPEN). A network of over 50 master trainers was created to deliver the trainings at national and subnational levels.

With the exception of Tanzania, the configuration of the governance model at national level does not foresee formal mechanisms for involving national partners in the joint discussion of annual work plans, neither in the follow-up and monitoring of implemented activities. The lack of this sort of mechanism prevents a greater transversal understanding of the project's objectives and results. Greater dissemination of the Programme actions and/or the promotion of strategic meetings with national tripartite stakeholders would help improve these aspects. In Tanzania, the involvement of the stakeholders at the Project Steering Committee level was considered adequate to promote more communication among the national partners.

Finally, the frequent turnover in the ILO team at the global and national levels (e.g., the Global Component CTA position that has frequently changed in the first years of implementation, as well as the CTA position for the Southern Africa Component²⁰⁰) may have negatively impacted the Programme in two key ways: (i) lack of historical knowledge of the Programme, especially in regard to the initial planning at design phase, considering that there was never a symbiosis between the EIIP and SP components; and (ii) difficulties in coordination and promotion of regional exchanges as a result from intermittent leadership globally and regionally.

²⁰⁰ Which is currently vacant, and temporarily managed by the Global CTA.

5.3.3. HOW EFFECTIVELY DID THE PROGRAMME MANAGEMENT MONITOR PERFORMANCE AND RESULTS? AND TO WHAT EXTENT WAS RELEVANT INFORMATION AND DATA REGULARLY COLLECTED AND ANALYSED TO FEED INTO MANAGEMENT DECISIONS?

The Programme reports on an annual basis, through the submission of annual reports that provide information on progress towards the immediate objectives per component, as well as frequent coordination meetings with all components. Quality of reporting and lack of coordination and information sharing mechanisms were serious constraints identified at the MTE. This evaluation has found that many positive steps have been taken towards improving quality assurance for reporting, as well as towards better coordination mechanisms, such as more frequent meetings and increased involvement and monitoring of the EIPP component.

However, it is to be noted that steps could be taken towards further improving shared monitoring and evaluation mechanisms that enable all activities carried out by product, objective, and country to be recorded in greater detail. The same applies to the Programme library, which is currently fragmented and not shared among the different components. This evaluation encountered some difficulties in having access to Programme documents, such as up to date logical frameworks and country annual reports. Taking into account the level of decentralisation of the team and staff turnover issues, such tools could have supported cross-cutting monitoring of activities and avoided loss of historical information. Improving the collection of Programme documentation would have enabled sharing of crucial information on relevant initiatives between the teams in different countries, allowing country teams to understand the progress made in other countries. Furthermore, it would have enabled the identification of potential regional synergies and contribute to informed management decisions, through accessing lessons learned and good practices. In this regard, the creation of the *Results Monitoring Tool* provides a more systematic way of sharing progress on results for each country. Also in terms of visibility and dissemination of results, the tool provides publicly available information on ongoing ILO initiatives, showing the results achieved in social protection and contribution to the SDGs in most Programme countries. This tool excludes, however, progress made within the scope of the EIPP component in Tanzania, as it is not framed as a social protection component.

5.4. EFFICIENCY

5.4.1. WHAT EVIDENCE IS THERE OF COST-EFFECTIVE IN THE PROGRAMME'S IMPLEMENTATION AND MANAGEMENT? HAVE PROJECT'S FUNDS AND OUTPUTS BEEN USED AND DELIVERED IN A TIMELY MANNER?

According to the financial reports provided on 30 June 2022²⁰¹, the Programme's total income of 11.658 745.82 USD - which includes a one-year extension for the amount of 1,486,325 USD – was divided between the Global Component, and the components in Viet Nam, Southern African beneficiary countries, and Tanzania. The total expenditure reported since the beginning of the Programme was 9,973,651 USD, which is equivalent to 86% of the total budget - see **Table 6 - Financial Execution (USD)**.

Regarding the distribution of the budget by type of expenditure, to date staff costs took over half of the total expenditure (51.4 *percent*), including both international staff and consultants (31.5 *percent*) and national staff and consultants (19.86 *percent*), which is linked to the fact that the presence of ILO specialized staff in the beneficiary countries on a long-term basis is a key element to ensure efficient delivery of the planned activities and intended results, which is crucial to the long-term strengthening of the social protection systems in these countries. In addition, 16.18 *percent* of the executed budget was used for seminars and trainings, 12.3 *percent* for subcontracting, 11.5 *percent* for Programme support costs, and 8.6 *percent* for other costs. Levels of financial execution are similar in all components, ranging from 75 *percent* in Viet Nam and the Global Component, to 85 *percent* in RAF and 95 *percent* in Tanzania. Moreover, there was a decision to withdraw funding from the EIPP component since the end of 2020, which is currently working on the basis of a no cost extension.

²⁰¹ International Labour Organization Statement of Income and Expenditure as at 30-Jun-22.

Table 6 - Financial Execution (USD)

Description	Total	GLO	VNM	RAF	TZA
International Professional Staff	2545773.02	584145.92	498765.85	1462861.25	-
International Consultants	598988.31	152811.41	145549.01	160002.52	140625.37
Local Support Staff	415576.31	-	73715.45	167538.23	174322.63
National Professional Staff	1051040.41	-	116899.11	488899.32	445241.98
National Consultants	514288.52	-	79711.29	177026.02	257551.21
Travel Project Staff	179645.57	-	20318.39	57162.73	102164.45
Travel Other Staff	73698.00	19263.01	7767.98	22959	23708.01
Subcontracts	1229475.26	108680.73	164618.89	696581.77	259593.87
General Operating Expenses	278146.41	700.50	38883.86	192845.34	45716.71
Communications	21042.94	-	1734.13	16408.99	2899.82
Furniture and Equipment	192474.43	-	2209	178378.8	11886.63
Seminars	1520357.34	17162.57	10739.64	1090298.57	402156.56
Training Activities	93516.93	-	5946.94	10973.6	76596.39
Grants	112506.08	-	59775.18	52730.9	-
Programme Support Costs	1147121.47	114759.32	159463.02	620379.22	252519.91
Total	9 973 651.00	997 523.46	1 386 097.74	5 395 046.26	2 194 983.54

In terms of cost-effectiveness, issues related to underspending were frequently reported, despite the fact that Irish Aid required an annual expenditure of 70% in order to disburse the following annual instalment, and the flexibility to (re)allocate budget to different budget lines and/or components. For instance, in 2018 the financial execution rate was around 60 percent, but it has improved to 79 percent in 2021. The remaining balance in 2021 was carried over to the extension year, together with the additional approved extension funding. Special attention was given to propose a relatively lower budget in the extension and no additional budget for the EIIP component.

The fact that most of the budget is allocated to staff costs, including long-term staff contracts, made it difficult for the Programme to plan the following years (as staff contracts require commitments of funds which are not considered in the delivery rate) – which might have affected the frequent turnover and implementation delays. This issue was, however, reportedly overcome after the MTE, through strengthened coordination with the development partner, which allowed for more flexibility towards the carry-over of unspent budget to the following implementation year.

Budget allocation to the different components was discussed on a yearly basis, depending on the available amount. Despite informal internal mechanisms that have been agreed upon for the distribution of the annual budget among the different components at the beginning of the year, and redistribution of unspent budget at the end of the year, it has been reported to this evaluation that the budget allocation process could have had a more participatory approach. A strengthened participatory approach could potentially contribute to improving the planning and implementation of the activities at the national level.

In Mozambique, the budget allocated to the country was rather small, when compared to the other Southern Africa region countries (Malawi and Zambia). This decision was based upon the fact that Mozambique had other available funding sources to achieve the proposed results, such as the UN Joint Programme for Social Protection, which means that most of the outputs achieved within the framework of the Programme were also supported by other donors.

Defining the budget forecast per component (including the disaggregation of the RAF budget per country) at the beginning of the Programme could have contributed to facilitating the Programme management and planning in the longer-term. Moreover, improved budget planning and execution is recommended for future initiatives.

5.4.2. TO WHAT EXTENT DID THE PROGRAMME LEVERAGE PARTNERSHIPS (WITH CONSTITUENTS, NATIONAL INSTITUTIONS AND OTHER UN/DEVELOPMENT AGENCIES) CONTRIBUTED TO ACHIEVING THE RESULTS? AND TO WHAT EXTENT HAS THE PROGRAMME LEVERAGED NEW OR REPURPOSED EXISTING FINANCIAL RESOURCES TO MITIGATE COVID-19 EFFECTS IN A BALANCED MANNER?

The Programme 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. ILO has frequently made an effort to ensure that activities financed by the PP, are coordinated with other programs and organizations. This was the case in Malawi, Zambia, and Mozambique within the framework of the UNJP-SP. In Malawi, several activities under Outcome 3 were implemented in partnership with UNICEF and WFP. In Zambia, the Single Windows Initiative – co-funded by the UNJP-SP – has close collaboration with TRANSFORM in matters of capacity-building roll out at district level. In Tanzania, the EIIP has also built synergies on employment based social protection interventions within the scope of the UNJP-SP under the Sustainable Development Goal Fund (SDG-F). As previously mentioned, the issue of synergies was particularly important in the case of Mozambique, where several bilateral partnerships have been explored with the Irish mission to ensure complementarity of activities. These partnerships and synergies in Mozambique could, however, be more clearly reflected in the Programme's Progress Reports, to enhance the understanding of the progress being made in the country in several relevant aspects, namely advocacy and social protection financing. As a result, this evaluation was unable of truly reflecting the Programme's contribution in Mozambique (see 5.2.1).

Partnerships were also a key feature in addressing the effects of COVID-19. For instance, in Zambia the ILO worked with other UN agencies in implementing the Emergency Social Cash Transfer Program, which provided temporary emergency cash to vulnerable population in the informal sector. Moreover, in Malawi, the ILO worked with the UN Country team (UNCT) on designing social protection responses, which reached 378 thousand individuals under the COVID-19 Urban Cash Intervention with monthly cash transferences of US\$47²⁰². Adding to immediate response, the Programme also contributed to mitigate the effects of COVID-19 with technical assistance, development of knowledge, and awareness raising (see 5.1.5.).

Generally speaking, the Programme was successful in leveraging partnerships with other UN agencies and additional funding, which has contributed to cost-effectiveness. However, it becomes difficult to attribute outcomes - and sometimes outputs - to the Programme itself, which can consequently undermine the development partner's visibility. It is, therefore, important to carefully reflect these aspects in the reporting, especially in the case of Mozambique, where the allocated budget was quite small to respond to the planned outcomes.

Further information on the Programme's partnerships with constituents and national institutions is explored in the *Effectiveness* chapter.

²⁰² PP-IGSPJ: "Malawi – Brief Programme Impact – Irish Aid Regional Programme on Inclusive Growth Social Protection and Jobs", 2022.

5.5. RESULTS/IMPACT

5.5.1. WHAT ARE THE IMPACTS OF THE PROGRAMME?

- i. **What are the emerging impacts of the Programme and the changes (in attitudes, capacities, institutions, etc.) that can be causally linked to the Programme's intervention?**
- ii. **What are the realistic long-term effects of the Programme in terms of enhancing institutional capacity and the extension of social protection and EIIP?**
- iii. **To what extent has the Programme made a significant contribution to building/strengthening an enabling environment (laws, policies, people's attitudes)?**

The Programme has produced significant and potential long-term impacts. This evaluation highlights four main areas:

I. Culture of Social Protection

Particularly in Malawi and Zambia, but also in Viet Nam, the Programme has contributed to instilling a culture of social protection. The strategy of reinforcing CSOs, media, and governmental institutions reportedly contributed to raise both awareness and visibility of social protection issues. Key informants reported a greater media awareness on social protection, as well as CSOs capacity for advocacy, and placing media articles on social protection. By strengthening key stakeholders, the Programme contributed to increasing national critical mass on social protection, which may have long-term effects on fostering popular support to social protection policies which, in turn, may assist in placing social protection higher on political agendas.

In the context of Malawi and Zambia, where knowledge of social protection remains low, the activities and strategies followed by the Programme contributed to providing tools to set in motion a process potentially leading to increasing public pressure on policymakers to adopt enhanced social protection schemes.

According to a government stakeholder in Malawi, "the ILO Programme mobilized partners to debate on issues of budget allocation to social protection and lobbying with Government through CSOs to advocate for better allocation of resources to activities surrounding the social protection agenda", and "it contributed to improving the public debate on social protection in such a way that it supported dialogue on the policy review that was initiated by Government as well as the social protection programmes that were embedded in the MNSSP 2. All stakeholders were part of the policy review processes and development of activities for implementing the Social Protection activities. Malawi, Government Stakeholders".

Because it is still in early stages, the sustainability of the process seems to remain dependent on added investments to expand the number of leaders sensitized to the benefits of social protection for national development. Grass roots national movements have reportedly still not gained momentum, yet social change requires time to gain social foothold. Less than a quarter of the population in both Malawi and Zambia is covered by any type of social protection benefit²⁰³, hence generating a culture of perception of benefit linked to social protection programmes, on the one hand, and creating a culture of trust in which citizens willingly contribute to social protection schemes in the hope of acquiring future benefits on the other hand, still has a long road ahead. There are, however, some signs of encouragement. According to the Programme's team, in Malawi the continuous advocacy and engagement work with the civil society will lead to the establishment of the Civil Society Network on social protection, "that is expected to enhance the culture of social protection in Malawi"²⁰⁴.

²⁰³ 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 2022, <https://ilostat.ilo.org/data/#>

²⁰⁴ PP-IGSPJ: "Malawi – Brief Programme Impact – Irish Aid Regional Programme on Inclusive Growth Social Protection and Jobs", 2022.

II. Capacity-building

TRANSFORM training has been proven to be a powerful tool in preparing 1648 social protection practitioners of key stakeholders in all beneficiary countries to better understand, debate, and monitor social protection schemes. Capacitation has taken place across governmental entities, CSOs, workers and employers' representatives. Such a strategy seems to have produced a system of checks and balances, in which CSOs are capacitated to actively participate in building social protection programmes, as well as monitoring implementation. Reportedly, the type of training provided by the Programme was adapted to national contexts, which contributed to change how stakeholders perceived social protection schemes design and implementation.

In Malawi, governmental sources (e.g., Ministry of Economic Planning and Development, Ministry of Labour), conveyed to this evaluation an effective institutional change resultant from TRANSFORM training. Several key informants reported an improved understanding of social protection policies, which led to improved operations, coordination of social protection programmes, and policy review processes. For instance, a key informant noted that before TRANSFORM, social protection was perceived only as cash-transfer activities, but now there is a more comprehensive understanding of social protection. The financial component of TRANSFORM was deemed impactful to the national strategy of social protection financing. As one key informant mentioned, "the training has been useful because it also covered some areas of policy and financial management which are key to decentralized structures at local level".

Another area with impact in Malawi refers to the ToT which, according to key informants, reduced the county's dependence on international experts (e.g., Zambia, Kenya) to train national governmental social protection staff. Vietnamese governmental key informants reported to this evaluation that capacity-building provided was effective in establishing social protection principles, and management methods, which has produced institutional changes in the process in formulating and amending policies related to income security for disadvantaged groups. According to key informants linked with governmental structures in Zambia, TRANSFORM deepened the conceptual understanding of the Ministry staff (i.e., Ministry of Labour and Social Security) on social protection, increased the effectiveness of communication and coordination of structures involved in social protection, assisted in the provision of better services, and improved operations (e.g., development of basic reporting protocols).

The ToT strategy further maximized the impact of the Programme, as it enabled the multiplication of training outside the scope of the Programme, with the training of 57 Master Trainers. In this regard, however, some challenges may hinder the long-term impacts of the training. Human resources turnover in the targeted institutions, or lack of resources to either maintain human resources and support training of additional human resources may slowly erode the installed capacity and set the process of capacitation of key partners one step back.

The adaptation of training resources into several language domains (*English, Portuguese, French, Arabic*), as well as the adaptation of training into a digital format expanded training opportunities, which may result in a higher number of professionals capacitated, at a lower cost – in the case of e-learning.

Regarding the EIIP component, the Programme has contributed with new methodologies and processes to design and evaluate employment intensive programmes, both at personal and institutional level. As long as such tools remain perceived as useful for decision-making, the impact of the learning may be reproduced in value chains other than the agriculture and road building.

Box 2 – TRANSFORM capacity-building key results

TRANSFORM Capacity-Building

- **1 648** social protection practitioners trained (36% women, 64% men) from governmental institutions (national, district, and local levels), CSO, and Media
- **57** Master Trainers in **4** language domains: *English, Portuguese, French, Arabic*
- *Face-to-face and **E-Learning** capacity*
- **Learning materials** in multiple language domains.

Beyond capacity-building, the Programme contributed to strengthening coordination between institutions, For instance, in Malawi the district social protection committees have been recognized as standard structures for coordination of social protection programmes.

III. Legal/Normative Reforms.

The adoption of policies, strategies and legal frameworks for the extension of social protection in all the countries contributes to the steady expansion of social protection systems. As previously highlighted (see 5.2.1), and shortly summarized in **Table 7 - Social Protection legal/normative reforms and indicative beneficiaries/benefits per country**, the Programme provided technical support and training leading to the adoption of legal frameworks that effectively expanded social protection coverage, including for workers in the informal economy.

In Malawi, the 2019 Universal Social Old Age Pension Bill targeted 600,000 people (360,000 women) aged 65 and above²⁰⁵, and the CUCI effectively covered 378,000 persons (95,000 households) over four months – targeting families dependent on informal sector work - are some examples of the adoption of legal frameworks and programmes to support social protection expansion. According to key informants, Malawi is reviewing the current National Social Support Policy with the intent of making the policy more comprehensive, which will lead to expanding the social protection system in the country, including contributory and non-contributory benefits. It is expected the extension of social insurance schemes will provide coverage for potentially 8,205,369 people in the labour force²⁰⁶. Likewise, the Mozambique's COVID-19 Social Protection Response Plan potentially reached over 1,500,000 persons²⁰⁷.

A key government stakeholder in Malawi mentioned that “the Programme contributed to a comprehensive national social protection policy in such a way that political parties and the parliament were engaged on social protection advocacy and resource mobilization. The programme also supported the review of the national social protection policy which is the overarching policy framework under which social protection issues area address”.

In Viet Nam, the governmental endorsement of the MPSAR and MPSIR paved the way to a better alignment of the country with Recommendation No. 202, which represents a positive impact in increasing access to adequate social protection to almost 1 million people. The support provided to creating an adequate legal framework in the country, through the design/reform of social protection schemes, for instance the extension of social insurance coverage (Social Insurance Law), and the endorsement of the Decree 20/ND-CP/2021 (reaching 240,000 older persons (+75) from poor and non-poor to reach old-age pension). It also contributed to supporting the government's social protection response to COVID-19, that provided financial assistance to 6.5 million households, including top-ups to existing programmes.

According to a key governmental stakeholder in Viet Nam, “the Programme supported the Government of Viet Nam to improve social assistance policies suitable to the human life cycle, with resources shared among the State, society and people; encouraged organizations, businesses and people to participate in social assistance; created conditions for people to improve their ability to ensure their own security; giving priority to people in extremely difficult circumstances”.

Likewise, in Tanzania the efforts in improving public works programmes and creating a more business friendly framework for small businesses and local communities to partake on governmental infrastructure investments represent a relevant step in changing attitudes regarding public investments. For instance, the Programme supported TASAF's PSSN in targeting and enrolling 1.2 million low-income households that received regular transfers/income through participation in labour-intensive public works.

A key governmental stakeholder reported that “The Programme has supported mainstreaming pro-employment strategies in the country namely: youth employment creation programmes, employment policy and occupational health and safety”.

²⁰⁵ ILO (International Labour Organization): “The Parliament Approved the Motion to create a Universal Social Old Age Pension Scheme”, 2022.

²⁰⁶ PP-IGSPJ: “Malawi – Brief Programme Impact – Irish Aid Regional Programme on Inclusive Growth Social Protection and Jobs”, 2022.

²⁰⁷ ILO (International Labour Organization): “The COVID-19 Social Protection Response Plan is Implemented”, 2022.

In Zambia, the Single-Window Service initiative contributed to enhancing coordination of social protection service at local level, while streamlining access to social protection programmes by citizens. The COVID-19 Emergency Cash Transfer Programme, supported by this initiative, potentially reached 120,000 households (13,900 households with persons with disabilities) with temporary cash transfers to vulnerable households affected by the pandemic. According to the Programme Team, social protection reforms in Zambia were backed-up by financial commitment, which provides indication of both sustainability and actual change of government priorities.

A government stakeholder in Zambia reported that “the Programme’s contribution was much appreciated specially to support the vulnerable communities and supporting the ministry to fill some of the gaps in the social protection policy, as well as improving its implementation”.

Table 7 - Social Protection legal/normative reforms and indicative beneficiaries/benefits per country²⁰⁸

	Policy/Framework	Results/Impact
Viet Nam	National Master Plan on Social Assistance Reform (MPSAR)	955,400 persons potentially covered by the strategy in 2022 ²⁰⁹ 72 central and provincial staff trained on social protection administration in 2017 ²¹⁰
	National Master Plan on Social Insurance Reform (MPSIR)	Social insurance coverage to both wage and non-wage workers including those in informal employment ²¹¹
	National Guideline for provincial Social Pensions extension policy	Expansion of social pension coverage
	Social Insurance Communications Master Plan.	Improved communication and visibility of social protection
	Revision of the Social Insurance Law of 2014 endorsed in 2021	Fostered the gradual extension of social insurance coverage, including non-contributory benefits.
	Decree 143/ND-CP enacted in 2018	Extends social protection benefits to migrant workers
	Decree 20/ND-CP	240,000 older persons (+75) effectively covered by social pension.
	Government’s social protection package for COVID-19	6.5 million households provided with direct financial assistance, including top-ups to existing programmes.
	National Social Support Policy (NSSP)	1,285,183 beneficiaries currently on Social Cash transfers (714,944 Females: 570 329 males) and 3,002,661 beneficiaries on schools’ meals programmes. 8,205,369 million people in the labor force (extension of social insurance schemes) The revision undergoing is potentially leading to increasing benefits in both the contributory and non-contributory schemes.

²⁰⁸ Number of persons covered by each reform was not available for some countries/policies in the Programme documentation.

²⁰⁹ ILO (International Labour Organization): “The Prime Minister of Viet Nam approved the National Master Plan on Social Assistance Reform (MPSAR) in April 2017”, June 2022.

²¹⁰ ILO (International Labour Organization): “The Prime Minister of Viet Nam approved the National Master Plan on Social Assistance Reform (MPSAR) in April 2017”, June 2022.

²¹¹ ILO (international Labour Organization): “The Communist Party of Viet Nam promulgated Resolution 28-NQ/TW to guide future social insurance reform under a Master Plan on Social Insurance Reform”, 2021.

Malawi	Old-Age Social Pension Scheme (OASP) & Universal Social Old Age Pension Bill	600,000 (360,000 female and 240,000 men) aged 65 and above entitled to social protection by law. ²¹²
	Workers Compensation (General) Regulations	434,000 workers covered in the first years of operations when victims of adverse environmental and climate conditions." ²¹³
	Urban Cash Interventions (CUCI).	95.238 households received cash benefit for 4 months. The measure targeted vulnerable families that depend on informal sector work.
	Social Cash Transfer Programme Strategic Plan	Benefits 1.2 million people annually , or about 7 per cent of the total population ²¹⁴
Zambia	Integrated Framework for Basic Social Protection Programs (IFBSPP)	Addresses fragmentation of social programmes
	Single-Window Service	Streamlines access to social protection programmes by citizens.
	National Health Insurance (NHIA)	Provides health care to eligible workers in Zambia, including those in the informal economy
	COVID-19 Emergency Cash Transfer Programme	120,000 households (13,900 households with persons with disabilities) affected by the pandemic, including in the informal sector.

IV. Knowledge Development.

The Programme was consistent in building a repository of knowledge on the beneficiary countries, as well as on specific sectors/themes (see 5.2). The knowledge, most of which is freely available online, may be consulted to further inform policymaking in the beneficiary countries, as well as to inform decisions in other countries with similar contexts. Furthermore, the Programme has invested in improving TRANSFORM modules and resources in several languages, which will remain after the Programme, and has produced a positive impact in the capacitation of key stakeholders. Equally relevant, the Programme sensitized and informed key stakeholders and media, which is relevant to spread social protection messages. In this sense, the Results Monitoring tool is a strategic tool to integrate information on counties and projects and monitor progress of SDG 1.3, and may also be instrumental to the visibility of social protection initiatives.

5.5.2. WHAT ARE THE AREAS FOR FURTHER REINFORCEMENT OF THE PROGRAMME ACHIEVEMENTS?

Based on documental analysis and on the inputs from all stakeholders consulted (Programme Team, and national stakeholders) this evaluation has identified six key areas to further reinforce the achievements of the Programme, notably:

- I. **Sustaining efforts to instilling a culture of social protection in Malawi and Zambia.** As previously stated, the Programme contributed positively to instilling a culture of social protection in Malawi and Zambia. Such efforts should be regarded as a long-term strategy of progressive engagement with policy leaders, CSOs, and community leaders, as well as with the population at large. Changing social perceptions and attitudes, as well as capacitating key stakeholders to develop critical thinking and knowledge on social protection requires time to achieve a consolidated outcome. Therefore, the long-term benefits of the Programme require further engagement with key stakeholders.
- II. **Enhancing statistical capacities to monitor social protection systems.** Sound policymaking should be based on an accurate situation awareness of the surrounding context. As table 5 illustrates, except for Viet Nam, the remaining beneficiary countries exhibit shortcomings in the

²¹² ILO (International Labour Organization): "The Parliament Approved the Motion to create a Universal Social Old Age Pension Scheme", 2022.

²¹³ ILO (International Labour Organization): "The government Finalised the regulation on The Workers Compensation Fund", 2019.

²¹⁴ PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

availability of data to trace and monitor policy implementation. In this regard, Mozambique has registered advancements with the publication of Social Statistical Bulletins, which was an accomplishment derived from the ACTION/Portugal Project, implemented in partnership with ILO. The experience of Mozambique may constitute the basis for a CoP that may encourage others to improve statistical data collection and analysis, which should be disaggregated by sex, age, ethnic group, and other relevant categories,

- III. **Improving financial management and economic sustainability of social protection policies and programmes at the national level.** As previously stated, the Programme had some interventions in Zambia regarding better preparedness of the national government in improving national funding of social protection policies. Similarly, in Viet Nam the Programme supported actuarial valuations in the context of the revision of the Social Insurance Law. These efforts should be expanded to increase the sustainability in the expansion of social protection coverage. This progress is dependent on capacity-building of technical staff (e.g., actuarial models), and the existence of a culture of social protection that pressures leaders in placing social protection higher in the national agenda.
- IV. **Further advocacy and support to the development and implementation of mechanisms for extending social protection to workers in the informal economy.** Informal work is rampant across the beneficiary countries²¹⁵. The COVID-19 pandemic assisted in uncovering informal workers who are extremely exposed to external shocks, thus the need to the careful consideration of policies to protect this vulnerable group. Assistance to this group may have positive externalities not just in the general development of the countries, but in raising the profile of social protection, as the expansion of coverage may reach a larger proportion of population that values social protection schemes. Furthermore, reaching out to this group may ease processes of formalization, which may increase the revenue of social protection through work-related taxation.
- V. **Technical Assistance and capacity-building of national institutions and social partners.** Despite noteworthy developments, the beneficiary countries remain in need of technical assistance in the processes of review, update, or development of normative frameworks concerning social protection and employment intensive programmes. Furthermore, the capacitation of technical staff (e.g., through TRANSFORM training) remains a priority as gaps remain in having sufficient national technical expertise. In this regard, the presence of ILO specialized staff in the beneficiary countries on a long-term basis is a key element to ensure the sustainability of the institutional capacity developed.
- VI. **Further analyse the advantages and constraints of integrating employment and social protection.** The current Programme envisioned in its initial PRODOC interlinkages between the Social Protection and the EIIP components. However, the interlinkages were never tested. The initial PRODOC formulated a compelling reasoning on how the two intersect, and on the benefits of such intersection. The potential benefits of such approach may merit further discussions to test the hypothesis formulated in the initial PRODOC.

5.5.3. WHAT ARE THE POSSIBLE LONG-TERM EFFECTS ON GENDER EQUALITY AND INCLUSION OF PERSONS WITH DISABILITIES?

Initially, the Programme only addressed gender equality and the inclusion of PwD tangentially. After the MTE recommendations, the Programme boosted its intervention in these fields. TRANSFORM training modules were adapted to mainstream gender equality aspects. As TRANSFORM training is likely to remain a key source of capacitation – particularly when considering that TRANSFORM has become a recognized brand – gender equality aspects will likely remain in the curricula to improve capacities of technical and leadership staff. Mainstreaming gender and PwD issues on capacitation, as well as the development of gender assessments – which the Programme did in Viet Nam and Tanzania – increases the likelihood of emergence of gender and PwD sensitive social protection and employment intensive programmes and legal frameworks. Future Programme activities should consider including a strong gender and PwD component from the onset. This could be done through specific initiatives at output or outcome level, that exclusively target these vulnerable groups, as well as by increasing the involvement of specific partner organizations that work to advance such issues, such as the Vietnam Women's Union, which has already been identified as a key partner in Viet Nam's component.

²¹⁵ 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, June 2022, <https://ilostat.ilo.org/data/#>

5.6. SUSTAINABILITY

5.6.1. WHAT ARE THE MAIN RISKS FOR SUSTAINABILITY OF THE PROGRAMME, INCLUDING THE SUSTAINABILITY OF THE COVID-19 RESPONSE? AND WHAT ARE THE IMMEDIATE ACTIONS/INTERVENTIONS TO ENSURE THAT THE ACHIEVEMENTS OF THE PROGRAMME CAN BE SUSTAINED?

This evaluation has identified three key risks for the sustainability of the Programme:

- I. **Lack of financial resources by national partners.** Even though some partners expressed governmental commitment to social protection (e.g., Zambia's social protection national budget commitment increased in 2021), financial resources to maintain adequate levels of training and financing of social protection policies are not guaranteed. For instance, lack of support for TRANSFORM training, including training derived from ToT, may result in loss of accumulated institutional knowledge as technical staff at country level – governmental and CSOs - remains in need of further capacitation. Furthermore, the beneficiary countries remain ill equipped to develop sustainable mechanisms of national social protection schemes funding. To ensure sustainability, the Programme should seek to expand the number of technical staff trained, as well as establish synergies with national training institutes for the reproduction of training by national trainers. To ensure adequate financing of social protection policies, the Programme should continue its activities of advocacy with decision-makers, as well as awareness raising to instill a culture of social protection in the beneficiary countries.
- II. **Lack of prioritization of social protection on national policy agendas.** The Programme achieved noteworthy results in instilling a culture of social protection, particularly in matters of CSOs, civil society, and media involvement in debates, and awareness raising activities. However, in some countries – particularly Zambia – the process remains in early stages, hence the risk of loss of social traction, which would have consequences in how political leaders prioritize social protection. The mitigation of this risks involves, for instance, a continuous intervention in awareness raising of key community, religious and policy leaders, as well as investments to establish well-functioning national networks of social protection professionals and opinion influencers.
- III. **Lack of south-south networks.** The Programme has been insufficient in promoting south-south interactions, which hindered the process of establishment of regional networks. Regional networks are powerful tools for both learning and driving political engagement in pursuing more demanding ambitions. To mitigate this risk, the Programme should step-up its efforts in promoting communities of practices in key areas of regional and trans-regional (including Viet Nam) interests, such as informal work, as well as promote regional networks such as the Southern African Social Protection Experts Network (SASPEN).

5.6.2. HOW LIKELY WILL THE PROGRAMME LEAD TO RESULTS THAT WILL BE SUSTAINED OR INTEGRATED IN OTHER POST-PANDEMIC RESPONSE OVER TIME? TO WHAT EXTENT HAS THE PROGRAMME DEVELOPED A SUSTAINABILITY STRATEGY AND WORKED WITH CONSTITUENTS AND OTHER NATIONAL COUNTERPARTS TO SUSTAIN RESULTS DURING THE RECOVERY STAGE?

Some key achievements of the Programme are highly likely to be sustainable. For instance, reforms to social protection policies and strategies developed with Programme support have been incorporated into national legislation/frameworks, targets, and mechanisms to promote the extension of social protection coverage, improve the administration and delivery of social protection schemes and programmes (see 5.2.1). For instance, in the case of Tanzania, TARURA and TASAF adopted new models and approaches (e.g., CBRM) to maximize employment creation. In Zambia, it was reported to this evaluation that the attitudes of technical staff on social protection changed from perceiving social protection as mere activity of cash transfer to a broader perception of social security with societal significance. In Viet Nam the MPSIR established a clear target of 60 percent insurance coverage of working population by 2023, including to informal sector workers. And, in Malawi, the Workers Compensation (General) Regulations expanded benefits to workers victims of adverse environmental and climate conditions, which in the first years of operations was expected to cover 434,000 workers.

Capacity-building is another area that offers some signs of sustainability, as it contributed to improving governmental response, and CSOs participation in decision-making and monitoring of social protection progress. In this regard, the institutionalization and brand recognition of TRANSFORM provides positive indication of sustainability, since countries recognize the usefulness of TRANSFORM it means they recognize the need for improved training of national technical staff and can consider institutionalizing it. That was the case, for instance, of Malawi that institutionalized the TRANSFORM social protection training package in 2021²¹⁶.

Despite positive signs, the Programme is yet to develop an Exit Strategy with its partners. According to key informants, the lack of a well-defined exit strategy relates to the type of continuous support ILO provides to countries, aligned with the fact that ILO interventions are structural and long-term (e.g., policy, institutional, social attitudes). In fact, country teams are at the moment in consultations with partners to identify further areas of support and strategic orientations for a new project proposal. Nonetheless, the current Programme has provided evidence that some avenues of ILO intervention may be discontinued despite their national relevance. For instance, according to key informants, the EIIIP component in Tanzania may be discontinued, yet insofar no handover mechanisms have been reported to this evaluation. The EIIIP component provided key instruments to national authorities and learning institutions to keep on improving PW strategies in an efficient manner. However, the methodologies and practices developed have yet to take root, hence a careful plan to ensure sustainability would have been an optimal solution.

Therefore, even considering the ILO's long-term commitment it would be useful to discuss with national partners potential exit strategies. Such exercise could contribute to national buy-in, as well as to better assess how Programme hand-over could take place, and the conditions required to such hand-over.

Looking at the post-pandemic context, it would be relevant for a new Programme to take into account the major external developments and challenges that have occurred during the implementation that will certainly have an impact on new social protection interventions, such as new legal frameworks that include shock responsiveness; as well as stronger linkages between social protection and humanitarian assistance (e.g., armed conflicts in Cabo Delgado, Mozambique).

5.6.3. TO WHAT EXTENT ARE THE RESULTS OF THE INTERVENTION LIKELY TO HAVE A LONG TERM, SUSTAINABLE POSITIVE CONTRIBUTION TO THE SDG AND RELEVANT TARGETS? (EXPLICITLY OR IMPLICITLY) AND TO WHAT EXTENT CAN THE PROGRAMME IDENTIFY PROSPECTIVE AREAS TO SUPPORT/STRENGTHEN SUSTAINABILITY?

As previously explained (see 5.2.1 a) SDGs indicators related with working poverty rate (SDG 1.1.1), social protection coverage (SDG 1.3.1), and UHC coverage (SDG 3.8.1) have evolved positively within the beneficiary countries during the period of implementation of the Programme. Despite remaining fragilities in these key indicators, the expansion of coverage indicated a certain level of commitment to social protection, which may have long-term effects. Some signs seem to indicate a sustainable pathway. For instance, the number of social protection programmes in place in all beneficiary countries has expanded between 2016 and 2021 (see **Table 4**). The expansion is likely to have long-term effects, as it is a first step towards expanding coverage of social protection. For example, as already noted, the extension of the social insurance schemes in Malawi will potentially provide coverage to more than 8 million people in the labour force²¹⁷.

Because social protection coverage remains at low levels in these countries, continuing technical assistance for new or reformed national social protection policies and strategies, training of human resources, and fostering tripartite participation will likely remain relevant. In this regard, stepping up efforts in matters of informal economy can be key to strengthen sustainability of results. Furthermore, advocacy activities towards the ratification of ILO convention 102 may assist in binding the beneficiary

²¹⁶ ILO (International Labour Organization): "TRANSFORM has been Institutionalised as the GoM's Social Protection Training Package", 2021.

²¹⁷ PP-IGSPJ: "Malawi – Brief Programme Impact – Irish Aid Regional Programme on Inclusive Growth Social Protection and Jobs", 2022.

countries and political elites to higher social protection standards. This can be achieved, for instance, through instilling a culture of social protection, in order to establish national critical mass to provide sufficient pressure on governments to commit to international standards.

6. CONCLUSIONS

The evaluation has found the PP-IGSPJ contributes to key ILO policies and objectives, falling within the scope of a wide range of ILO Conventions, Recommendations, and strategies including Convention C102, Recommendation No. 202, ILO's Decent Work Agenda, ILO's Programme and Budget (2016-2017 and 2022-23), Decent Work Country Programmes of Malawi, Zambia Viet Nam and Mozambique, the Global Flagship Programme on Building Social Protection Floors for All, as well as the EIIP strategy. The Programme design was successful in considering national development priorities, development partners priorities, and interests of the different stakeholders, and it was responsive to the national sustainable development plans for SDGs.

At outcome level, the EIIP component in Tanzania had positive results in introducing models to increase knowledge and decision making on the agriculture and road construction sectors (Outcome 1), namely through Employment Impact Assessments (EmPiA) on agricultural value chains that strengthen Tanzania Social Action Fund (TASAF) Public Work action, and the adoption of Community-based Routine Maintenance Model (CBRM) that strengthened the Tanzania Rural and Urban Roads Agency (TARURA). At policy level, it contributed to policy review (e.g., the National Employment Policy and the National Social Protection Policy) and awareness campaigns to ensure the mainstreaming of employment investment approaches into sector policies and strategies (Outcome 2). Likewise, the Programme obtained tangible results in strengthening institutional partners, for instance through the development of technical manuals, tools, booklets, and handbooks for interventions related to employment intensive approaches for employment creation and promotion while enhancing decent work conditions, including delivery and extension of social protection coverage. For instance, the Public Work Program technical manuals developed for TASAF Productive Social Safety Net Program (PSSN)²¹⁸, assisted in targeting, and enrolling 1.2 million low-income households that received regular transfers/income through participation in labour-intensive public works, creation of community infrastructure, as well as learning of skills for potential future job opportunities (Outcome 3). Lastly, the Programme has provided technical trainings to participating institutions in multiple areas (e.g., low volume sealed roads), as well as to small-scale contractors, which enhanced capacity of stakeholders and institutions and promoted employment intensive strategies (outcome 4).

In Viet Nam, the Programme focused on improving the social protection architecture of the country, including policy frameworks, social protection schemes design and operationalization, as well as capacity-building of key stakeholders. In the three defined outcomes for Viet Nam, the Programme reached relevant achievements, that contributed to the development objective of increasing access to adequate social protection. The Programme contributed to overall change of national stakeholders' perceptions, capacity, and methods on setting-up a coherent multi-tiered social protection system within the context of the MOLISA's MPSAR and MPSIR. Both the MPSAR and MPSIR were endorsed by the Government of Viet Nam and potentially covered almost 1 million people, which is a great feat towards expanding coverage. It also supported the development of recommendations and policy options. For instance, it supported MOLISA in developing the National Guideline for Provincial Social Pensions Extension Policy. (Outcome 1). The design/reform of social protection schemes as well as training of MOLISA technical staff were also relevant aspects supported by this component, which included: i) the revision of the Social Insurance Law, of 2014, which was endorsed in 2021, making contributory social protection the main pillar of the social security system, and fostered the gradual extension of social insurance coverage; ii) governmental endorsement of the Decree 20/ND-CP/2021 on the extension of Social Assistance for vulnerable populations, including, children, older persons and PwD - endorsed and effective from July 2021 - ; and the endorsement of the Decree 143/ND-CP on the extension of social protection benefits to migrant workers - enacted in 2018 (Outcome 2).

In Malawi, the Programme's intervention was effective in pushing the process for instilling a culture of social protection in the country through, for instance, supporting the first Social Protection Week in Malawi in 2018 and launching orientation/trainings on social protection to media houses and members of the Parliamentary Committee on Community and Social Affairs (Outcome 1). The Programme contributed

²¹⁸ TASAF (Tanzania Social Fund): "Second Productive Social Safety Net (PSSN II) Public Work Program Technical Manual for Urban Public Work", 2021.

with knowledge to the identification of gaps in social protection frameworks, and improving coordination in multiple policies, including the Old-Age Social Pension Scheme (OASP), the Universal Social Old Age Pension Bill, contributing to the expansion of old-age benefits; and the Urban Cash Interventions (CUCI) - a cash transfer programme that supported mitigating the effects of COVID-19 for 95,238 households; and the Malawi National Social Support Programme (MNSSP), with the objective of integrating different social protection interventions (Outcome 2). The Programme also assisted Malawi in designing and adapting national strategies and social protection schemes, including the National Social Support Policy (NSSP) for expansion of social protection; and the Workers Compensation (General) Regulations to reach 434,000 workers through a newly created Fund. It also supported the government in increasing ownership and financial commitment towards the Social Cash Transfer Programme Strategic Plan (Outcome 3). Finally, the Programme in Malawi assisted in increasing its knowledge and technical capacity on social protection, notably within the scope of the MNSSP II Monitoring and Evaluation (M&E) Framework, with a Public Expenditure Tracking Survey, and with an evaluation of the Geographic Information System (Outcome 4).

In Zambia, the Programme was effective in instilling a culture of social protection, by strengthening CSOs, providing training to journalists on social protection, and by developing actions of advocacy on social protection. The Programme acted alongside the Civil Society for Poverty Reduction (CSPR), supporting and fostering the relation with Zambia's government (Outcome 1). The Programme supported initiatives that fostered better coordination of policies and access of potential beneficiaries to social protection programmes, notably through the Single Window Service (SWS), which has also contributed to rolling-out the Social Accountability tool to district level CSOs, to the COVID-19 Emergency Cash Transfer Programme in 15 districts, and to the *Scaling Up Nutrition Programme*. Additionally, it contributed to building capacity of key officers on social protection and raising awareness on the need for social protection programmes to be shock responsive (Outcome 3). In an effort to improve national social protection policies and frameworks, the Programme supported the development and implementation of the Integrated Framework for Basic Social Protection Programs (IFBSPP) - a critical instrument for social protection coordination in the Seventh National Development Plan of Zambia in 2017; and the National Health Insurance, which provides health care to eligible workers in Zambia, including those in the informal economy (Outcome 3). Moreover, the Programme contributed to the financial sustainability of social protection by supporting policy research analysis conducted using the MicroZammod model, and by providing training to CSOs on tracing social protection public spending (Outcome 4).

In Mozambique, the PP-IGSPJ had a reduced implementation; almost exclusively focused on outcome 2 - TRANSFORM training and technical and financial support to Mozambique's COVID-19 response -, and some intervention on Outcome 4, namely through the organization of the MOZMOD Technical Retreat, as well as to other trainings on microsimulation, and it supported the adoption of the Monitoring and Evaluation Plan for Social Protection. Moreover, the Programme provided technical and financial support to the development of the Social Protection Response to COVID-19, which contributed to mitigate the negative socio-economic impacts of COVID-19 with a planned cash transfer to 1,582,179 beneficiaries.

For the RAF component, the sharing of best practices (south-south cooperation) has not been significant within the Programme, despite the organization of three regional sharing of best practices (eg., CoP *Learning and Practice Lab* on extension of social protection to the informal economy) (REG1). Under outcome REG2, TRANSFORM was an instrumental initiative to increase capacity for social protection practitioners in Southern and Eastern Africa, having reached 1648 social protection practitioners (36 percent women, 64 percent men)²¹⁹, which assisted the institutional capacity-building efforts of the Programme in all beneficiary countries. The Global component, as a cross-country technical component, focused on providing technical assistance, contributing to increasing the quality of TRANSFORM training, and increasing the knowledge and resources available on social protection in the beneficiary countries. It conducted regular multi-country team meetings, provided technical support through the ILO technical Advisory Platform in the areas of gender and extension of coverage, and launched a series of multi-country studies (e.g., multi-country study on the COVID-19) (Outcome 1). It also supported documentation of experiences and the development of good practices' guides. The efforts contributed to establishing a body of literature and resources, accessible to all, and contributed to information-sharing and learning (eg., the development of country briefs, guides on social protection culture, drafting social protection

²¹⁹ PP-IGSPJ: "Annual October 2019 – September 2020", n.d.; PP-IGSPJ: "Annual October 2020 – September 2021", n.d..

legislation, and good practice guide on the informal economy; the development of the TRANSFORM website; among others) (Outcome 2 and 3).

Regarding effectiveness challenges, the intention of the Programme to implement a social protection and employment intensive investment integrated approach did not materialize, based on a decision made early on at the inception phase. In that sense, both components (SP and EIIP) were implemented as separate projects in different countries. The evaluation found that the collaboration between the different countries within the Social Protection Component, including within the RAF component, was not fully capitalized during implementation. Countries could have benefited from cross-fertilization at the regional/global levels, enabling constituents and national institutions to exchange best practices from other Programme countries.

In terms of effectiveness of management arrangements, the engagement of the Irish Embassies was rather strengthened in the past years in Malawi, Zambia, Mozambique, and Tanzania. The Programme has also benefited from the technical support from ILO SOCPRO. It was reported that the backstopping was generally useful and timely. However, a need for improvement was identified in terms of identifying and promoting strategic level interactions between countries. The engagement of the national partners was successful in the sense that the Programme had enough flexibility to respond to new and ongoing requests from the governments for technical support and capacity-building within the framework of national reforms. The Programme opted for a decentralized management structure, which favored implementation effectiveness, dialogue with national partners, and capacity for adaptation. The role of the global and regional components should, however, be strengthened in terms of centralizing/sharing information, promoting strategic level opportunities, including initiatives for countries to engage and interact through south-south initiatives such as lessons learned and knowledge sharing. Difficulties in delivering effective mechanisms of south-south cooperation - a key element of the Programme- were identified. Nonetheless, the TRANSFORM initiative contributed to fostering this cooperation, through a culture of social protection. The Programme put in place a Coordination Hub of the TRANSFORM initiative in Zambia to coordinate the initiative across the African countries.

The total expenditure since the beginning of the Programme was 9 973 651 USD, which is equivalent to 86% of the total budget. Regarding the distribution of the budget by type of expenditure, to date staff costs took over half of the total expenditure (51.4%), which is linked to the fact that the presence of ILO specialized staff in the beneficiary countries on a long-term basis is a key element to ensure efficient delivery of the planned activities and intended results, which is crucial to the long-term strengthening of the social protection systems in these countries. The Programme also 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.

The Programme has produced significant and potentially long-term impacts in the following areas: (i) instilling a culture of social protection, particularly in Malawi, Viet Nam and Zambia. The strategy of reinforcing CSOs, media, and governmental institutions reportedly contributed to raising both awareness and visibility of social protection issues; (ii) capacity-building of national institutions and social partners, notably through TRANSFORM training, which has been described as a powerful tool in preparing key stakeholders in all beneficiary countries to better understand, debate, and monitor social protection schemes; (iii) the adoption of policies, strategies and frameworks for the extension of social protection in all the countries that contributes to the steady expansion of social protection. For example, in Viet Nam, the governmental endorsement of the MPSAR and MPSIR paved the way to a better alignment of the country with Recommendation No. 202, which represents a positive impact in increasing access to adequate social protection to almost 1 million people. It also contributed to supporting the government's social protection response to COVID-19, that provided financial assistance to 6.5 million households, including top-ups to existing programmes. In Malawi, the 2019 Universal Social Old Age Pension Bill targeted 600,000 people (360,000 women) aged 65 and above, and the CUCI effectively covered 378,000 persons (95,000 households) over four months. Likewise, Mozambique's COVID-19 Social Protection Response Plan potentially reached 1,500,000 persons²²⁰. In Zambia, the SWS initiative contributed to enhancing coordination of social protection service at local level, streamlining access to social protection programmes to citizens. It supported the COVID-19 Emergency Cash Transfer Programme, which reached 120,000 households (13,900 households with persons with disabilities) affected by the pandemic, including

²²⁰ ILO (International Labour Organization): "The COVID-19 Social Protection Response Plan is Implemented", 2022.

in the informal sector. In Tanzania, the efforts in improving public works programmes and creating a more business friendly framework for small businesses and local communities to partake on governmental infrastructure investments represent a relevant step in changing attitudes regarding public investments.

In regard to sustainability of the key achievements, policy reforms developed with support from the Programme have been incorporated into national legislation and legal frameworks to extend coverage. For instance, in Viet Nam the MPSIR established a clear target of 60 percent insurance coverage of working population by 2023, including to informal sector workers. Capacity-building is another area that offers some signs of sustainability, as it contributed to improving governmental response, and CSOs participation in decision-making and monitoring of social protection progress. In this regard, the institutionalization and brand recognition of TRANSFORM provides positive indication of sustainability, as countries recognize the usefulness of TRANSFORM it means they also see the need for improved training of national technical staff and can consider institutionalizing it. That was the case, for instance, of Malawi that institutionalized the TRANSFORM social protection training package in 2021. Finally, three key risks for the sustainability of the Programme: (i) Lack of financial resources by national partners to maintain adequate levels of training and financing of social protection policies, (ii) lack of prioritization of social protection on the national policy agendas, as the national critical mass on social protection is still not fully consolidated; and (iii) lack of south-south networks.

7. LESSONS LEARNED AND GOOD PRACTICES

This chapter focuses on lessons learned and emerging good practices from the implementation of the PP-IGSPJ, 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 programme or for future projects in different contexts.

Lessons Learned

Strategic lessons learned

1. The adoption of integrated approaches to policies, strategies and legal frameworks for social protection contributes to the steady expansion of social protection systems (contributory and non-contributory schemes) and reduces fragmentation. The Programme provided technical support and training leading to the adoption of legal frameworks that effectively expanded social protection coverage and increased coordination, including for workers in the informal economy.

2. The sustained expansion of social protection in the beneficiary countries is highly dependent on further improving internal capacity for in-country statistical capacities to monitor social protection systems and improving financial management and economic sustainability of social protection policies and programmes. These countries have shown a clear need for further improvements in these areas.

Operational lessons learned

1. A solid project design phase, with in-depth consultations with key stakeholders at global and local levels, is key to ensure that the programme has a clear, feasible and realistic strategy for every stakeholder and component/country, as well as to avoid large deviations that can result in suboptimal results (such as uneven participation of all countries (e.g., Mozambique) and lack of regional exchange). A clear project design will also enhance further coordination/inter-connection between the Programme components, which will increase effectiveness and efficiency, and improve the learning strategy.

2. Although having a decentralized Programme is very relevant for the effectiveness of the national components, it is equally important to ensure that the **regional and global components have a decisive role in coordinating and bringing together the different components at the strategic level**, ensuring the exchange of practices, knowledge sharing and capitalization of the south-south cooperation opportunities.

3. Ensuring the existence of clear monitoring and evaluation mechanisms from the inception phase of the project – such as an operational project monitoring tool (to record progress on indicators at the outcome and output level and activities), which could be hosted by the Results Monitoring Tool; and a centralized project library which is shared with all team members -, would enable sharing of crucial information and relevant initiatives between the teams in different countries, enabling them to understand the progress made in other countries and what regional synergies can/should be explored, while informing management decisions.

Good Practices

Strategic good practices

1 Leveraging partnerships with other UN agencies and additional funding contributes to cost-effectiveness and enhanced coordination. The Programme was successful in leveraging partnerships with other UN agencies and securing additional funding (such as bilateral aid from Irish Embassy in Mozambique), **which has contributed to Programme cost-effectiveness and enhanced coordination.** This was particularly relevant in the case of Mozambique, where several bilateral partnerships complemented each other.

2. TRANSFORM training is a powerful tool in preparing key stakeholders to better understand, debate, and monitor social protection schemes. During Programme implementation, TRANSFORM

was an instrumental capacity-building tool for shared common methodologies for social protection, which is enabling the creation of a common understanding for practitioners at the country level.

3. Supporting CSO, local communities, political parties, and media awareness and capacity-building on Social Protection issues through training, advocacy, and campaigns is **quintessential to instill a culture of social protection**, particularly when considering such endeavour is long-term and requires constant investment.

4. Technical assistance provided to national institutions and high-levels of flexibility to reprioritize Programme resources during periods such as the COVID-19 pandemic are essential to enhance timely and relevant national responses in the beneficiary countries, allowing effective support to the individual beneficiaries' social protection needs and priorities.

1. RECOMMENDATIONS

The recommendations presented are supported by evidence, conclusions and lessons learned, and addressed to the users of the evaluation. Suggestions for strategic and operational recommendations were collected through consultations with stakeholders.

Strategic Recommendations	Target	Priority Level	Time Horizon	Resources involved
1. Undertake in-depth consultations and discussions at the design phase of a possible new partnership to ensure that a potential new programme has a clear, feasible and realistic strategy, as well as a clear division of roles and responsibilities among the different components.	SOCPRO/ILO Irish-Aid	High	Short-term	Medium
2. Consider streamlining Programme outcomes, and within each outcome establish country targets and high-level indicators. Multiple sets of outcomes can add unnecessary complexity and prevent desirable practices such as the establishment of CoP and sharing of knowledge. In that sense, outcomes could have been streamlined across all components, as there are sufficient commonalities between the three sets of outcomes. Moreover, outcome indicators should be high-level. They should enable the analysis of the effective changes that took place in each country, instead of measuring outputs.	SOCPRO/ILO Irish-Aid	Medium	Short-term	Low
3. Ensuring that regional and global components effectively create more opportunities for south-south learning and sharing of best practices on universal social protection, among governments and social partners in the different countries. South-South cooperation mechanisms (CoP, field visits, exchanges, joint training) 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 that foster the adoption of institutional	SOCPRO/ILO	High	Medium-term	High

solutions for the promotion of social protection floors. Further exploring these exchanges is expected from a regional programme.

4. Enhancing the coordination between different Programme components, with a clear role for a global component to centralize the information, promote strategic level opportunities and initiatives for countries to engage and interact, share best practices and knowledge.

SOCPRO/ILO

High

Short-term

Medium

Operational Recommendations	Target	Priority Level	Time Horizon	Resources involved
<p>1. Consider the creation of an internal monitoring and evaluation system from Programme/Project inception that includes, at least, i) an operational monitoring tool (to record progress on outcomes, outputs indicators and activities for each component) and ii) a centralized project library, which should contain all up-to-date relevant programme documentation. All team members should have access to this information in order to avoid loss of historical information (especially due to staff turnover) and enhance further coordination between the Programme components.</p>	SOCPRO/ILO	Medium	Medium-term	Low
<p>2. Improving the Programme's financial management tools, such as ensuring adequate participation of all components involved in budget implementation during the budget planning phase and better monitoring during implementation, which can improve the feasibility and adequacy of financial planning to component and donor needs, which may increase the efficiency of implementation (eg. ensuring that financial execution meets the donor requirements).</p>	SOCPRO/ILO	High	Short-term	Low

ANNEXES

1. EVALUATION MATRIX
2. LIST OF QUALITATIVE INTERACTIONS
3. DATA COLLECTION INSTRUMENTS
4. RESULTS FRAMEWORK (PLANNED VS ACHIEVED)
5. LESSONS LEARNED AND GOOD PRACTICES
6. BIBLIOGRAPHY
7. TERMS OF REFERENCE

1. EVALUATION MATRIX

Criteria	Evaluation Question	Indicator	Method and source of data	Who will collect and analyse?
RELEVANCE, COHERENCE AND STRATEGIC FIT	<i>How did the PP fit within the ILO's Programme and Budget Policy Outcomes, the framework of the Decent Work Country Programmes, as well as the ILO's Flagship Programme on Building Social Protection Floors for All and the EIIP Strategy?</i>	<ul style="list-style-type: none"> Evidence of alignment with the ILO's Programme and Budget Policy Outcomes, the framework of the Decent Work Country Programmes and the ILO's Flagship Programme on Building Social Protection Floors for All and the EIIP Strategy 	<ul style="list-style-type: none"> Desk Review 	External Evaluator
	<i>How responsive was the Programme design to national sustainable development plans for the SDGs? How did the Programme implementation coordinate with other ILO, UN and governments initiatives in social protection and public works?</i>	<ul style="list-style-type: none"> Evidence of a Programme design that tackles the national sustainable development plans for the SDGs Evidence of coordination with other ILO, UN and governments initiatives in social protection and public works 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
	<i>To what extent were the Programme's strategic elements (objectives, outputs, implementation strategies, targets and indicators) adequately defined?</i>	<ul style="list-style-type: none"> Level of relevance of the planned activities adequate to achieve the planned objectives Existence of a theory of change with a clear and coherent vertical and horizontal intervention logic, defining appropriate baselines and targets 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
	<i>To what extent did the Programme design consider the national development priorities and Development Partner's specific priorities and concerns in the 5 countries? And how did the Programme design integrate the interests of different stakeholders and final beneficiaries?</i>	<ul style="list-style-type: none"> Existence of a baseline study, which has correctly identified and mapped the national needs Evidence of consultations carried out with beneficiaries and partners Selection criteria of the countries and national partners Correlation between baseline study data and Programme objectives 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
	<i>To what extent did the Programme design consider concerns relating specifically gender equality and non-discrimination and to the inclusion of persons with disabilities?</i>	<ul style="list-style-type: none"> Evidence that a thorough analysis was done to identify the most disadvantaged and vulnerable groups Evidence of integration of equity, gender and human rights strategies, international labour standards in Programme conception and/or implementation 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
	<i>To what extent has the Programme been designed or repurposed to address the effects of the COVID-19 pandemic? To what extent was that based on results from COVID-19 diagnostics, UN socio-economic assessments and guidance,</i>	<ul style="list-style-type: none"> Evidence of COVID-19 related concerns in the Programme's design Use of comprehensive COVID related reports and documents to include COVID-19 in the Programme's design 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator

	<i>ILO decent work national diagnostics, CCA, or similar comprehensive tools?</i>			
EFFECTIVENESS	<i>To what extent have the overall Programme objectives and expected outcomes, been achieved?</i>	<ul style="list-style-type: none"> Evidence of results expected vs results achieved 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Structured interviews Secondary quantitative data analysis 	<ul style="list-style-type: none"> External Evaluator National Consultants
	<i>What are the achievements and challenges registered so far? How were these influenced by external factors?</i>	<ul style="list-style-type: none"> Evidence of the achievements Evidence of challenges identified and addressed by the project Evidence of identification of external factors that impacted the Programme Evidence of the identification of risks and mitigation measures 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 Structured interviews 	<ul style="list-style-type: none"> External Evaluator National Consultants
	<i>To what extent did the Programme produce unplanned effects (negative or positive)?</i>	<ul style="list-style-type: none"> Evidence of unexpected effects 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Structured interviews 	<ul style="list-style-type: none"> External Evaluator National Consultants
	<i>To what extent was the Programme able to effectively support the beneficiary countries in addressing the effects of the COVID-19 pandemic?</i>	<ul style="list-style-type: none"> Evidence of measures implemented to address the effects of the COVID-19 pandemic by the beneficiary countries 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Structured interviews 	<ul style="list-style-type: none"> External Evaluator National Consultants
	<i>In which areas has tripartism and international labour standards been integrated successfully? To what extent has the Programme engaged with stakeholders other than ILO constituents for sustainable results? How did the Programme leverage strategic partnerships for its implementation?</i>	<ul style="list-style-type: none"> Involvement of tripartite constituents. Identifying normative social dialogue in Programme approaches. 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Structured interviews 	<ul style="list-style-type: none"> External Evaluator National Consultants
	<i>To what extent did the Programme consider the recommendations of the mid-term independent evaluation?</i>	<ul style="list-style-type: none"> Level of compliance of the PP to the relevant recommendations of the mid-term independent evaluation 	<ul style="list-style-type: none"> Desk Review 	External Evaluator

			<ul style="list-style-type: none"> Semi-structured interviews 	
	<i>To what extent did the Programme take into consideration gender specific analysis and provide specific recommendations on gender equality and/or on other non-discrimination and disability inclusion issues?</i>	<ul style="list-style-type: none"> Evidence of a gender specific analysis as well as existence of specific recommendations on gender equality and/or on other non-discrimination and disability inclusion issues 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Structured interviews 	<ul style="list-style-type: none"> External Evaluator National Consultants
EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS	<i>Did this Programme receive adequate political, technical and administrative support from its national partners, the ILO, and the Development Partner?</i>	<ul style="list-style-type: none"> Level of coordination and control between ILO and national stakeholders Existence of dialogue between the Programme and the Development Partner 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
	<i>Were administrative modalities adequate to facilitate good results and efficient delivery of the Programme (including coordination, complementarity, partnerships, roles and responsibilities)?</i>	<ul style="list-style-type: none"> Extent of adequacy of the management and administrative modalities for the results and efficient delivery of the Programme Level of functionality of the management structure at central and local level Knowledge of different roles and responsibilities 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
	<i>How effective were the programme coordination and management arrangements? Is there a clear understanding of the roles and responsibilities by all parties involved?</i>	<ul style="list-style-type: none"> Extent of adequacy of the management and administrative modalities for the results and efficient delivery of the Programme Level of functionality of the management structure at central and local level Knowledge of different roles and responsibilities 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
	<i>How effectively did the Programme management monitor performance and results? And to what extent was relevant information and data regularly collected and analysed to feed into management decisions?</i>	<ul style="list-style-type: none"> Evidence of an effective monitoring system of the Programme Existence of relevant information and data regularly collected and analysed Evidence of consideration of the monitoring data for the management decisions 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
EFFICIENCY	<i>What evidence is there of cost-effective in the Programme's implementation and management?</i>	<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
	<i>Have Programme's funds and outputs been used and delivered in a timely manner? And to what extent has the Programme leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner?</i>	<ul style="list-style-type: none"> Evidence of timely use of the Programme's funds Existence of more economically efficient alternatives 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
	<i>To what extent did the Programme leverage partnerships (with constituents, national institutions and other</i>	<ul style="list-style-type: none"> Evidence of the partnerships established for the achievement of results and level of contribution to results 	<ul style="list-style-type: none"> Desk Review 	External Evaluator

	<i>UN/development agencies) contributed to achieving the results?</i>		<ul style="list-style-type: none"> Semi-structured interviews 	
	<i>How has the Programme implementation benefited from the ILO's technical resources and international expertise?</i>	<ul style="list-style-type: none"> Evidence of use of ILO's technical resources and international expertise 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	External Evaluator
RESULTS/IMPACT	<p><i>What are the impacts of the Programme?</i></p> <ul style="list-style-type: none"> <i>What are the emerging impacts of the Programme and the changes (in attitudes, capacities, institutions, etc.) that can be causally linked to the Programme's intervention?</i> <i>What are the realistic long-term effects of the Programme in terms of enhancing institutional capacity and the extension of social protection and EIIP?</i> <i>To what extent has the Programme made a significant contribution to building/ strengthening an enabling environment (laws, policies, people's attitudes)?</i> 	<ul style="list-style-type: none"> Evidence of long-term significant changes in the lives of the intended beneficiaries Evidence of higher-level effects caused by the Programme (eg. changes in norms, legal reforms, systems) 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Structured interviews Secondary quantitative data analysis 	<ul style="list-style-type: none"> External Evaluator National Consultants
	<i>What are the areas for further reinforcement of the Programme achievements? Can/should the programme be scaled up? If so, how do objectives and strategies have to be adjusted?</i>	N/A	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Structured interviews 	<ul style="list-style-type: none"> External Evaluator National Consultants
	<i>To what extent has the Programme's COVID-19 response action contributed / is likely to contribute to intended outcomes on supporting enterprises, jobs and incomes, and strengthened national social protection systems, aligned with relevant International Labour Standards?</i>	<ul style="list-style-type: none"> Evidence of long-term significant changes in the lives of the intended beneficiaries as a result of the Programme's COVID-19 response action 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Structured interviews 	<ul style="list-style-type: none"> External Evaluator National Consultants
	<i>What are the possible long-term effects on gender equality and inclusion of persons with disabilities?</i>	<ul style="list-style-type: none"> Extent of the integration of the most disadvantaged and vulnerable groups 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews 	<ul style="list-style-type: none"> External Evaluator
SUSTAINABILITY	<i>What are the main risks for sustainability of the Programme, including the sustainability of the COVID-19 response? And what are the immediate actions/interventions to ensure that the achievements of the Programme can be sustained?</i>	<ul style="list-style-type: none"> Existence of adequate technical and financial resources for the sustainability of results Level of commitment and appropriation of beneficiaries and partners to Programme approaches Level of social and political approval or stability of leaders 	<ul style="list-style-type: none"> Desk Review Semi-structured interviews Structured interviews 	<ul style="list-style-type: none"> External Evaluator National Consultants

	<p><i>How likely will the Programme lead to results that will be sustained or integrated in other post-pandemic response over time? To what extent has the Programme developed a sustainability strategy and worked with constituents and other national counterparts to sustain results during the recovery stage?</i></p>	<ul style="list-style-type: none"> • Evidence of commitment from beneficiaries and implementing partners • Evidence of planned activities for post-Programme continuity • Evidence of an exit strategy adapted to the current context, with COVID-19 mitigation measures 	<ul style="list-style-type: none"> • Desk Review • Semi-structured interviews • Structured interviews 	<ul style="list-style-type: none"> • External Evaluator • National Consultants
	<p><i>To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (Explicitly or implicitly) And to what extent can the Programme identify prospective areas to support/strengthen sustainability?</i></p>	<ul style="list-style-type: none"> • Evidence of explicit or implicit impact of the Programme to a sustainable positive contribution to the SDG and relevant targets 	<ul style="list-style-type: none"> • Desk Review • Semi-structured interviews • Structured interviews 	<ul style="list-style-type: none"> • External Evaluator • National Consultants

2. LIST OF QUALITATIVE INTERACTIONS

2.1. SEMI STRUCTURED INTERVIEWS

NAME	Country	POSITION	ORGANIZATION
Aileen O'Donovan	Ireland	Policy Lead Social Protection, Development Cooperation and Africa Division	Department of Foreign Affairs, Ireland
Ana Carolina Lima Vieira	Global	Social Protection Project Administrator and Knowledge Management Officer	ILO SOCPRO
Andre Gama	Viet Nam	Social Protection Programme Manager	ILO Country Office Viet Nam
Aurelie Klein	Geneva		ILO SOCPRO
Asfaw Kidanu	South Africa	Sr Spec, Employment-Intensive Investment	ILO DWT/CO-Pretoria
Chris Donnges	Geneva	Chief, EIIP	ILO DEVINVEST
Dampu Ndenzako	Tanzania	National Programme Coordinator	ILO CO-Dar es Salaam
Donald Mpuya	Tanzania	National Program Officer for the EIIP	ILO
Eden Yoseph	Geneva	Resource Mobilization Officer	PARDEV
Eric Masinda	Tanzania	Programme Manager, Inclusive Economic Growth	Embassy of Ireland in Tanzania
Isaac Bwalya	Zambia	National Project Coordinator - Single Window Service Delivery	ILO CO-Lusaka
Jean-Louis Lambeau	Global	Irish-Aid project CTA	ILO SOCPRO
Karuna Pal	Global	Head, Programming, Partnerships & Knowledge-Sharing Unit	ILO SOCPRO
Kelobang Kagysanyo	Zambia (Now in HQ)	FORMER Technical Advisor for Malawi, Mozambique and Zambia	ILO
Koeti Serodio	Mozambique	Programme Manager (Humanitarian, Climate Action and Social Protection)	Embassy of Ireland - Mozambique
Marialaura Ena	South Africa	FORMER, TRANSFORM Coordinator	ILO CO-Lusaka
Milimo Mwiba	Zambia	Programme Coordinator	Embassy of Ireland - Zambia
Nguyen Hai Dat	Viet Nam	Programme Officer	ILO Country Office Viet Nam
Parth Kanitkar	Global	Donor Relations Officer	ILO PARDEV

Patience Matandiko	Malawi	Technical Officer	ILO CO-Lusaka - Malawi
Phina Rocha	Malawi	Senior Social Protection & Vulnerability Advisor	Embassy of Ireland - Malawi
Reagan Kaluluma	Malawi	National Project Coordinator	ILO CO-Lusaka - Malawi
Ruben Vicente Andrés	Mozambique	Project Manager	ILO CO-Lusaka
Sean Farrel	Viet Nam	Development Specialist	Irish Embassy in Viet Nam
Taonga Mshanga	Zambia	Communications and Public Information	ILO Lusaka Country Office
Valérie Schmitt	Global	Deputy Director	ILO SOCPRO
Veronika Wodsak	Global	Social Protection Policy Specialist	ILO SOCPRO

2.2. STRUCTURED INTERVIEWS

NAME	COUNTRY	POSITION	ORGANIZATION
Amon Lukhere	Malawi	Executive Director	Outreach Scout Foundation
Arthur Matandika	Malawi	Workers Compensation Commissioner	Ministry of Labour
Bessie Msusa	Malawi	Chief Economist	Ministry of Finance and Economic Affairs
Darwin Pangani	Malawi	Deputy Director	Ministry of Local Government
Eunice Nyirenda	Malawi	Nutrition Specialist	World Food Programme
Laurent Kansinjiro	Malawi	Deputy Director Social Support	Ministry of Gender, Community Development and Social Welfare
Mr. George Khaki	Malawi	Executive Director	Employers Consultative Association of Malawi
Mr. Madalitso Njolomole	Malawi	Secretary General	Malawi Congress of Trade Unions
Aurélio Mateus Manhice	Mozambique	Human Resources Department	Ministry of Gender, Children and Social Action
Finorio Castigo	Mozambique	Specialist	Ministry of Economy and Finance
Ameir Ali Ameir	Tanzania	Senior Officer	President's Office, Labor, Economic Affairs, and Investment
Dr.Kassim Meja Kapalata	Tanzania	Director of Occupational Health and Safety	Trade Union Congress of Tanzania
Eng. Veronica Mirambo	Tanzania	Head of Environment Unit	Tanzania Rural and Urban Road Agency (TARURA)

John Ngowi	Tanzania	Assistant Director Road	Ministry of Work and Transport
Joyve Nangai	Tanzania	Head of Projects and Communication	Association of Tanzania Employers
Judith Stephen Odunga	Tanzania	President	Tanzania Women Contractors Association
Khamis Mwinyi Mohammed	Tanzania	Secretary General	Zanzibar Trade Union Congress
Mahmoud Mohamed Chamle	Tanzania	Principal	Institute of Construction Technology
Paul Kijazi	Tanzania	Public Work Program Manager	Tanzania Social Action Fund
Salahi Salim Salahi	Tanzania	Executive Director	Zanzibar Employers Association
Dam Thi Van Thoa	Viet Nam	Director General	Legal and Policies - Viet Nam Women's Union
Le Dinh Quang	Viet Nam	Deputy Director	Legal and Policies - Viet Nam General Confederation of Labour (VGCL)
Ngoc Tran	Viet Nam	Head of Unit	Employment Bureau - Viet Nam Chamber of Commerce and Industry (VCCI)
Nguyen Ngoc Toan	Viet Nam	Vice Director General	Department of Social Assistance - Ministry of Labour - Invalids and Social Affairs
Pham Truong Giang	Viet Nam	Director General	Social Security Department - Ministry of Labour - Invalids and Social Affairs
Tran Thi Lan Anh	Viet Nam	VCCI Deputy Secretary General/ Director General of Employment Bureau	Employment Bureau - Viet Nam Chamber of Commerce and Industry (VCCI)
Trinh Nguyet Anh	Viet Nam	Official	Social Security Department - Ministry of Labour - Invalids and Social Affairs
Trinh Thu Nga	Viet Nam	Deputy Director	Institute of Labour and Social Sciences - MOLISA
Anna- Mubukwanu-Sibanze	Zambia	Principal – Information Education Communication	Ministry of Community Development and Social Services
Anthony Dumingo	Zambia	Director, Social Security Department	Ministry of Labour and Social Security (MoLSS)
Edward Musosa	Zambia	Programme Manager	Civil Society for Poverty Reduction (CSPR)
Jane Chirwa	Zambia	Programme Manager	Media Institute for Southern Africa

3. DATA COLLECTION INSTRUMENTS

3.1. INTERVIEW RULES AND PROCEDURES: DEVELOPMENT PARTNER, PROGRAMME TEAM & STAKEHOLDERS

INTERVIEWS RULES AND PROCEDURES: DEVELOPMENT PARTNER, PROGRAMME TEAM & STAKEHOLDERS

This document lays out key standard rules and procedures that all facilitators (i.e., the person conducting interviews) must abide to when conducting interviews.

1. **Duration of the interview:** 60-90 min.

2. **Objective of interviews by type**

Interviews are supported by a script which determines the thematic axes of the dialogue. Interviews seek to increase the understanding about the Programme/Project under evaluation and gather vital or complementary information to the evaluation process.

On semi-structured interviews, questions are tendentially open-ended to allow for a great flexibility in the conduction of the interview. This approach seeks to maximize the inputs provided by participants, for it allows room for participants to structure their reply according to his/her train of thought.

Differently **structured interviews** reduce flexibility in terms of question's leeway. Some questions may be open-ended, yet others clearly direct participants to specific aspects of interest to the evaluation. Structured interviews allow for a greater comparability of the inputs provided by different participants.

3. **Posture during interviews**

In **both semi-structured and structured interviews**, the reaction of interviewees should be clearly induced from the questions on the script. The questions are purposely designed to address the objectives of the evaluation.

During the interview, the facilitator may, whenever deemed necessary, request complementary data, information, examples, opinions and judgments to maximize the input's provided by key informants. This step is particularly relevant when interviewing shy or nervous participants. The request for further information should be made using follow-up questions and rephrasing techniques.

4. Procedures & Rules

- (i) Prior to the interviews, facilitators should acquaint themselves with the interview rules & script, with the nature of the interviewee role in the Programme/Project, and with the Programme/Project itself.
- (ii) The objectives of the evaluation should be presented at the beginning of the meeting.
- (iii) Participants must decide whether to participate in the evaluation and may decide to withdraw at any time. It should be clear from the onset that participants can abandon the interview at any point.
- (iv) All participants must be treated with the uttermost respect, civility, and courtesy.
- (v) Interviews are a place of dialogue, and seek understanding and clarity of the position, perceptions, and opinions of the participants.
- (vi) All information collected during the interview can be used to inform subsequent interviews, **yet** the information cannot be linked to participants outside the transcripts of the interviews. To tease out additional information and/or validate information, the facilitator may mention the opinions, arguments, or declarations of previous participants **without ever** mentioning the identity of those who produced said opinions, arguments, or declarations.
- (vii) The facilitator should abstain from providing personal impressions about the Programme/Project.
- (viii) All data collected should be recorded on the interview protocol sheet. The protocol sheets will be part of the project documentation. It should include all comments considered relevant for a better interpretation of the participants' interventions (e.g., if participants expressed confidence, were nervous).
 - a. Before archiving the interview, the facilitator should review the content to make sure the recordings are intelligible, and accurate.
 - b. Special care should be taken to avoid subjective and abusive interpretations of the interviewee's words. When in doubt the facilitator should summarize to the participant how the reply was interpreted and ask if the interpretation was correct.
 - c. All sentences that by their potential uniqueness or by revealing a very personal approach of the participant should, whenever possible, be reproduced in the terms used by the participant.

INTERVIEW PROTOCOL SHEET: PROGRAMME TEAM

1. INTERVIEWEE / INTERVIEW INFORMATION

Name		Entity	
Sex		Place	
Function		Date	

2. DISCUSSION INTRODUCTION

Presentation of the objective(s) of the interview:

- Welcoming the interviewee, small talk to make the interviewee at ease.
- Mention the objectives of the evaluation of the Programme.
- Note the duration of the discussion.

Ask if there is need for further clarification

3. EVALUATION QUESTIONS

Relevance, Coherence and Strategic Fit

3.2 How were the countries and stakeholders identified, as well as their needs? Was a preliminary evaluation of the beneficiaries' needs undertaken? How were the stakeholders involved in this process?

3.3 Were the planned activities adequate to achieve the Programme objectives and to respond to the needs of the beneficiaries? What were the main reasons to either implement the EIIP or the Social Protection components and not both as originally planned?

3.4 Was the Programme design adequate to meet the demands imposed by the covid19 pandemic?

3.5 How did the Programme design integrate the conventions and recommendations of international labour standards and tripartism?

Effectiveness

What results have been achieved by the Programme regarding the two main components?

a) EIIP – Tanzania

- 3.6**
- (1) To what extent did the Programme contribute to mainstream pro-employment investment strategies in national employment policies and Programmes?
 - (2) How did the Programme contribute to increase the efficiency of procurement systems, procedures, and legal frameworks in order to increase the participation of small-scale enterprises, contractors, and local communities in infrastructure delivery?
 - (3) How did the Programme strengthen its institutional partners in terms of planning and technical capacity?

- (4) Do you consider that local contractors are now better equipped to participate in infrastructure development? What are the main obstacles to increase their participation?

b) Social Protection – Viet Nam

- (1) How did the Programme support the implementation of the Master Plan for Social Assistance Reform (2017-2025), and Action Plan for implementation of the MSPSAR (2016-2020)?
- (2) To what extent did the Programme support the development and implementation of legal frameworks that reflected the MSPSAR? Can you provide examples?
- (3) Do you consider the Programme assisted in increasing the efficiency and effectiveness of administrative, coordination, monitoring, and evaluation tools of social Programmes? Can you provide an example?

c) Social protection – Malawi, Mozambique, and Zambia

- (1) How did the Programme contribute to improve the political and public debate on social protection?
- (2) Which tools has the Programme used to increase institutional coordination and a rights-based approach for the effective delivery of social protection floors?
- (3) How did the Programme contribute for a comprehensive national social protection policy? Can you provide examples?
- (4) How did the Programme contribute to the progressive construction of a domestically funded social protection financing framework? Can you provide examples?

d) Social protection – Global Component (Viet Nam, Malawi, Mozambique, and Zambia)

- (1) To what extent did the Programme contribute to south-south cooperation in terms of technical assistance, sharing of best practices and learning opportunities? Can you give examples in which south-south dialogue produced change?
- (2) Do you consider the TRANSFORM learning effectively produced institutional changes? In which countries?

3.7 How has the Programme responded to COVID-19? Was it adequate to the new needs emerging from the pandemic?

3.8 Other than COVID-19, What were the biggest challenges the Programme faced? How were they mitigated/addressed?

3.9 To what extent did the Programme consider the recommendations of the mid-term independent evaluation?

3.10 How was tripartism integrated in the Programme? What were the main challenges or surprises in addressing the political class, the business sector, and social organizations?

3.11 How did the Programme integrate gender, non-discrimination and disabilities issues?

Effectiveness of Management Arrangements

3.12 Was the decentralized management structure of the Programme adequate? What were the main benefits and challenges of the decentralized structure?

3.13 What benefits and shortcomings were identified regarding Programme management (including M&E)?

3.14 Was ILO backstopping support relevant to the achievement of Programme objectives?

3.15 Did the Development Partner support the Implementation of the Programme? To what extent?

3.16 Did national partners provide adequate political, technical, or other support? To what extent?

Efficiency

3.17 To what extent were the Programme resources sufficient and adequate?

- 3.18** How could the same results of the Programme be achieved through less expensive alternatives?
- 3.19** Were partnerships leveraged? If yes, how?
- 3.20** How has the Programme implementation benefited from the ILO's technical resources and international expertise?

Sustainability

- 3.21** To what extent will the impact of the interventions be sustained in the long term, both to the partner institutions, and final beneficiaries?
- 3.22** Have the partner institutions appropriated the results of the Programme? In your perception, do you see changes in partner institutions' behaviour?
- 3.23** What is the Programme exit strategy?
- 3.24** Do you consider the national governments are committed to allocate budget and human resources to autonomously pursue the Programme objectives?

Cross-cutting Themes

- 3.25** What lessons have you learned so far in implementing this Programme?
- 3.26** Do you have any recommendations for the future of the Programme? Which one?

INTERVIEW PROTOCOL SHEET: DEVELOPMENT PARTNER

1. INTERVIEWEE / INTERVIEW INFORMATION

Name		Entity	
Sex		Place	
Function		Date	

2. DISCUSSION INTRODUCTION

Presentation of the objective(s) of the interview:

- Welcoming the interviewee, small talk to make the interviewee at ease.
- Mention the objectives of the evaluation of the Programme.
- Note the duration of the discussion.

Ask if there is need for further clarification

3. EVALUATION QUESTIONS

Relevance, Coherence and Strategic Fit

- 3.1** How is the Programme relevant to Irish Aid overall objectives and strategies?
- 3.2** To what extent was Irish Aid adequately involved in the design process of the Programme?
- 3.3** Were the planned activities adequate to achieve the Programme objectives and to respond to the needs of the beneficiaries? What were the main reasons to either implement the EIIP or the Social Protection components and not both as originally planned?
- 3.4** Was the Programme design adequate to meet the demands imposed by the COVID-19 pandemic?

Effectiveness

What results have been achieved by the Programme regarding the two main components?

- 3.5 a) EIIP – Tanzania**
- (1) To what extent did the Programme contribute to mainstream pro-employment investment strategies in national employment policies and Programmes?
 - (2) How did the Programme contribute to increase the efficiency of procurement systems, procedures, and legal frameworks in order to increase the participation of small-scale enterprises, contractors, and local communities in infrastructure delivery?
 - (3) How did the Programme strengthen its institutional partners in terms of planning and technical capacity?

- (4) Do you consider that local contractors are now better equipped to participate in infrastructure development? What are the main obstacles to increase their participation?

b) Social Protection – Viet Nam

- (1) How did the Programme support the implementation of the Master Plan for Social Assistance Reform (2017-2025), and Action Plan for implementation of the MSPSAR (2016-2020)?
- (2) To what extent did the Programme support the development and implementation of legal frameworks that reflected the MSPSAR? Can you provide examples?
- (3) Do you consider the Programme assisted in increasing the efficiency and effectiveness of administrative, coordination, monitoring, and evaluation tools of social Programmes? Can you provide an example?

c) Social protection – Malawi, Mozambique, and Zambia

- (1) How did the Programme contribute to improve the political and public debate on social protection?
- (2) Which tools has the Programme used to increase institutional coordination and a rights-based approach for the effective delivery of social protection floors?
- (3) How did the Programme contribute for a comprehensive national social protection policy? Can you provide examples?
- (4) How did the Programme contribute to the progressive construction of a domestically funded social protection financing framework? Can you provide examples?

d) Social protection – Cross-country (Viet Nam, Malawi, Mozambique, and Zambia)

- (1) To what extent did the Programme contribute to south-south cooperation in terms of technical assistance, sharing of best practices and learning opportunities? Can you give examples in which south-south dialogue produced change?
- (2) Do you consider the TRANSFORM learning effectively produced institutional changes? In which countries?

3.6 How has the Programme responded to COVID-19? Was it adequate to the new needs emerging from the pandemic?

3.7 Other than COVID-19, What were the biggest challenges the Programme faced? How were they mitigated/addressed? To what extent did the Programme consider the recommendations of the mid-term independent evaluation?

3.8 Do you consider that during the implementation the Programme adequately addressed the political class, the business sector, and social organizations? What could have been improved?

3.9 How did the Programme integrate gender, non-discrimination and disabilities issues?

Effectiveness of Management Arrangements

3.10 Was the Programme Management participatory and inclusive?

3.11 Was the Programme reporting (e.g., progress report, communication) efficient and adequate? If not, can you provide examples of shortcoming?

Efficiency

3.12 Were the Programme resources sufficient and adequate?

3.13 Do you consider the results of the Programme could have been achieved through less expensive alternatives?

3.14 Were partnerships between this Programme and other Irish Aid or international funded Programmes or projects leveraged? If yes, how?

3.15 How has the Programme implementation benefited the overall goals Irish Aid goals to the beneficiary countries?

Sustainability

- 3.16** To what extent will the impact of the interventions be sustained in the long term, both to the partner institutions, and final beneficiaries?
- 3.17** Have the partner institutions appropriated the results of the Programme? In your perception, do you see changes in partner institutions' behaviour?
- 3.18** Do you consider the national governments are committed to allocate budget and human resources to autonomously pursue the Programme objectives?

Cross-cutting Themes

- 3.19** What lessons have you learned so far in implementing this Programme?
- 3.20** Do you have any recommendations for the future of the Programme? Which one?

INTERVIEW PROTOCOL SHEET: EIP COMPONENT STAKEHOLDERS

1. INTERVIEWEE / INTERVIEW INFORMATION

Name		Entity	
Sex		Place	
Function		Date	
Type of partner institution	Government structures (national / local)		
	Workers Unions / Workers Representatives		
	Employers Federations / Chamber of Commerce		
	NGOs / CSOs		

2. DISCUSSION INTRODUCTION

Presentation of the objective(s) of the interview:

- Welcoming the interviewee, small talk to make the interviewee at ease.
- Mention the objectives of the evaluation of the Programme.
- Note the duration of the discussion.

Ask if there is need for further clarification

3. EVALUATION QUESTIONS

Relevance, Coherence and Strategic Fit

- 3.1** How did the Programme integrate your institution's strategic priorities and objectives? Can you provide examples of alignment and/or discordance?
- 3.2** Did the planned activities adequately respond to the needs of your institution? Do you consider other activities could have been more beneficial?
- 3.3** Was your institution consulted before the definition of activities? If yes, how?

Effectiveness

What results have been achieved in/by your institution with support from the Programme? Can you give examples?

- 3.4 a) National and local Government structures (including Ministries)**
- (1) How did the Programme contribute to mainstreaming pro-employment investment strategies in national employment policies and Programmes?
 - (2) In which strategies or Programmes is it now visible a clear pro-employment strategy?

- (3) Do you consider the newly drafted or adapted strategies balance worker rights and employer's needs?
- (4) Were workers, business and civil society representatives consulted in the drafting / adaptation of employment strategies? If yes
 - (i) How were they consulted?
 - (ii) Do you consider their expressed needs were addressed?
 - (iii) In which policies/Programmes were they consulted?
- (5) Have the policies or Programmes already been implemented? If yes,
 - (i) Are the policies or Programmes providing adequate results?
 - (ii) Can you provide an example?
 - (iii) How could those policies or Programmes be improved?
- (6) How did the Programme contribute to increase the efficiency of procurement systems, procedures, and legal frameworks in order to increase the participation of small-scale enterprises, contractors, and local communities in infrastructure delivery? Can you provide examples?
- (7) Do you consider that local contractors are now better equipped to participate in infrastructure development? What are the main obstacles to increase their participation?

b) Workers Unions / Workers Representatives

- (1) Has the national or local governments adopted employment policies and Programmes? Can you provide an example?
- (2) Do you consider the newly drafted or adapted strategies balance worker rights and employer's needs?
- (3) Was your institution consulted in the drafting / adaptation of employment policies and/or Programmes? If yes
 - (i) How was your institution consulted?
 - (ii) On which policies/Programmes was your institution consulted?
 - (iii) To what extent have the concerns of your institution been addressed in the policies/Programmes?
- (4) Have the policies or Programmes already been implemented? If yes,
 - (i) Are the policies or Programmes providing adequate results?
 - (ii) Can you provide an example?
 - (iii) How could those policies or Programmes be improved?

c) Employers Federations / Chamber of Commerce

- (1) Have the national or local governments adopted employment policies and Programmes? Can you provide an example?
- (2) Do you consider the newly drafted or adapted strategies balance worker rights and employer's needs?
- (3) Was your institution consulted in the drafting / adaptation of employment policies and/or Programmes? If yes
 - (i) How was your institution consulted?
 - (ii) On which policies/Programmes was your institution consulted?
 - (iii) To what extent have the concerns of your institution been addressed in the policies/Programmes?
- (4) Have the policies or Programmes already been implemented? If yes,
 - (i) Are the policies or Programmes providing adequate results?
 - (ii) Can you provide an example?
 - (iii) How could those policies or Programmes be improved?
- (5) Have public procurement systems, procedures, and legal frameworks been improved in order to increase participation of small-scale enterprises,

contractors, and local communities in infrastructure delivery? Can you provide examples?

- (6) Do you consider that local contractors are now better equipped to participate in infrastructure development? What are the main obstacles to increase their participation?
- (7) In your perception, are now more small-scale enterprises, contractors, and local communities participating in the delivery of public infrastructure?

d) NGOs / CSOs

- (1) Has the national or local governments adopted employment policies and Programmes? Can you provide an example?
- (2) Do you consider the newly drafted or adapted strategies balance worker rights and employer's needs?
- (3) Was your institution consulted in the drafting / adaptation of employment policies and/or Programmes? If yes
 - (i) How was your institution consulted?
 - (ii) On which policies/Programmes was your institution consulted?
 - (iii) To what extent have the concerns of your institution been addressed in the policies/Programmes?
- (4) Have the policies or Programmes already been implemented? If yes,
 - (i) Are the policies or Programmes providing adequate results?
 - (ii) Can you provide an example?
 - (iii) How could those policies or Programmes be improved?

3.5 Did your institution receive technical training or support by the Programme?

If no

- (1) Do you consider it would have been useful?
- (2) Which training / support would have been more useful?
- (3) What would be your expectations?

If yes

- (1) Which training / support has your institution received?
- (2) Do you consider the training / support was useful and of quality?
- (3) Would other training have been more useful? If yes, which one?
- (4) Do you believe you or your institution can now work more efficiently and provide a better service?
- (5) Can you provide an example of something you learned in the training / support that was later implemented in your work or institution?
- (6) Has the training / support received been replicated to other workers/ areas of your Institution?
- (7) Did the workers of your institution that received training under the Programme remain in the functions to which the training was provided?

3.6 How has the Programme responded to COVID-19? Was it adequate to the new needs emerging from the pandemic?

3.7 *Other than COVID-19, What were the biggest challenges the Programme faced? How were they mitigated/addressed?*

3.8 How did the Programme integrate gender, non-discrimination and disabilities issues?

Effectiveness of Management Arrangements

- 3.9 Was the Programme Management participatory and inclusive? For example, did your institution participate in strategic meetings?
- 3.10 Do you consider the number of meetings, duties and members of the Steering Committee are adequate? Were there any changes since the beginning of the Programme?
- 3.11 What advantages and constraints were identified at the Programme management level?

Efficiency

- 3.12 Were the Programme resources allocated to your institution sufficient and adequate?

Sustainability

- 3.13 What are the biggest advantages and challenges that you can identify for the sustainability of the Programme results, now that it is ending?
- 3.14 Do you consider the national governments are committed to allocate budget and human resources to autonomously pursue the Programme objectives?
- 3.15 **ONLY FOR NON-GOVERNEMNTAL STRUCTURES** Do you consider that in the future your institution will be consulted in the development of public employment policies and Programmes?

Cross-cutting Themes

3.16	What lessons have you learned so far in implementing this Programme?
3.17	Do you have any recommendations for the future of the Programme? Which one?

INTERVIEW PROTOCOL SHEET: SOCIAL PROTECTION COMPONENT STAKEHOLDERS

1. INTERVIEWEE / INTERVIEW INFORMATION

Name		Entity	
Sex		Place	
Function		Date	
Type of partner institution	Government structures (national / local)		
	Workers Unions / Workers Representatives		
	Employers Federations / Chamber of Commerce		
	NGOs / CSOs		

2. DISCUSSION INTRODUCTION

Presentation of the objective(s) of the interview:

- Welcoming the interviewee, small talk to make the interviewee at ease.
- Mention the objectives of the evaluation of the Programme.
- Note the duration of the discussion.

Ask if there is need for further clarification

3. EVALUATION QUESTIONS

Relevance, Coherence and Strategic Fit

- 3.1** How did the Programme integrate your institution's strategic priorities and objectives? Can you provide examples of alignment and/or discordance?
- 3.2** *Did the planned activities adequately respond to the needs of your institution? Do you consider other activities could have been more beneficial?*
- 3.3** *Was your institution consulted before the definition of activities? if yes, how?*

Effectiveness

What results have been achieved in/by your institution with support from the Programme? Can you give examples?

3.4

a) Viet Nam

- (1) How did the Programme support the implementation of the Master Plan for Social Assistance Reform (2017-2025), and Action Plan for implementation of the MSPSAR (2016-2020)?
- (2) To what extent did the Programme support the development and implementation of legal frameworks that reflected the MSPSAR? Can you provide examples?
- (3) Do you consider the Programme assisted in increasing the efficiency and effectiveness of administrative, coordination, monitoring, and evaluation tools of Social Programmes? Can you provide an example?
- (4) To what extent did your organization directly participate in (please provide examples):
 - (i) Enhanced coordination of social protection Programmes?
 - (ii) Monitoring of social Programmes?
 - (iii) Evaluation of social Programmes?

b) Malawi, Mozambique, and Zambia

- (1) How did the Programme contribute to improve the political and public debate on social protection?
 - (i) What actions/activities did the Programme promote that you found more useful?
 - (ii) To what extent do you consider you or your institution are now better qualified to debate and provide inputs on social protection?
- (2) Which tools has the Programme used to increase institutional coordination and a rights-based approach for the effective delivery of social protection floors?
- (3) How did the Programme contribute for a comprehensive national social protection policy? Can you provide examples?
- (4) How did the Programme contribute to extend social protection in both the contributive and non-contributive system?
- (5) How did the Programme contribute to the progressive construction of a domestically funded social protection financing framework? Can you provide examples?

3.5 Were you or your institution involved in TRANSFORM training?

If no

- (1) Do you consider it would have been useful?
- (2) Which TRANSFORM learnings would have been more useful?
- (3) What would be your expectations?

If yes

- (1) Which training has your institution received?
- (2) Do you consider the training was useful and of quality?
- (3) Would other training have been more useful? If yes, which one?
- (4) Do you believe you or your institution can now work more efficiently and provide a better service?
- (5) Do you consider TRANSFORM learning produced strategic institutional changes in your institution (other than day-to-day changes)? If yes, please provide one or two examples of changes.
- (6) Can you provide an example of something you learned in the training that was later implemented in your work or institution?
- (7) Has the training been replicated to other workers in your Institution?

- (8) Did the workers of your institution that received training under the Programme remain in the functions to which the training was provided?
- (9) In your opinion what were the main obstacles to the implementation of TRANSFORM learning?
- (10) Was your institution asked to provide inputs on how to improve TRANSFORM? If yes, was the input provided?
- (11) Which changes would you suggest for TRANSFORM to be more useful for your institution?

3.6 Did your institution maintain contacts with counterpart institutions in the other countries of the Programme?

If yes

- (1) How frequently were those contacts held (regularly, *ad hoc*, seldomly)?
- (2) With each institution(s)?
- (3) Did you receive technical assistance from institutions in the other countries of the Program? If yes, which type of assistance?
- (4) Has your institution shared lessons learned? Which one(s)?
- (5) Has the experience of a counterpart in the other countries of the Programme led to new Programmes, adaptation of Programmes, policies, or changes of practices within your organization or sector? Can you provide an example?
- (6) Do you consider coordination and cooperation with counterpart organizations in other countries to be useful? If yes, which are the main benefits?
- (7) What were the main obstacles to the dialogue between your institution and its counterparts in the other countries of the Programme?

3.7 How has the Programme responded to COVID-19? Was it adequate to the new needs emerging from the pandemic?

3.8 Other than COVID-19, What were the biggest challenges the Programme faced? How were they mitigated/addressed?

3.9 How did the Programme integrate and/or provide guidance in the following areas of social protection?

- (1) Women
- (2) Non-discrimination
- (3) Social protection for people with disabilities
- (4) Youth

Effectiveness of Management Arrangements

3.10 Was the Programme Management participatory and inclusive? For example, did your institution participate in strategic meetings?

3.11 What advantages and constraints were identified at the Programme management level?

Efficiency

3.12 Were the Programme resources allocated to your institution sufficient and adequate?

Sustainability

3.13 What are the biggest advantages and challenges that you can identify for the sustainability of the Programme results, now that it is ending?

- 3.14** Do you consider the national governments are committed to allocate budget and human resources to autonomously pursue social protection objectives?
- 3.15** Do you consider that in the future your institution will be consulted in the development of social protection policies and Programmes? Before the Programme was your institution consulted?

Cross-cutting Themes

3.16	What lessons have you learned so far in implementing this Programme?
3.17	Do you have any recommendations for the future of the Programme? Which one?

4. RESULTS FRAMEWORK (PLANNED VS ACHIEVED)

4.1. EIIP COMPONENT - TANZANIA

OUTCOME ACHIEVEMENT				
Indicator	Baseline (before project start)	Indicator Milestone (compare planned against actual)	Target (end-of-project goal)	Immediate Outcome summary
Outcome 1: Inclusive and transparent pro-employment investment strategies mainstreamed in national employment policies and programmes, with implementation guidelines				
Outcome 1: Number of revised pro-employment strategies and implementation guidelines for EI approaches advocated to stakeholders for inclusion in National Employment Policies and programmes	Arbitrary 0	1	1	Fully on track: all milestones met
Output 1.1: Number of small scale enterprises and communities participating in infrastructure delivery	Arbitrary 0	25	20	
Output 1.2: Number of quality public assets built as a result of EIIP support	Arbitrary 0	8	10	
Outcome 2: Procurement systems, procedures and legal frameworks at national and local level reformed and adopted to increase the participation of small-scale enterprises, contractors and local communities in infrastructure delivery				
Outcome 2: Number of National and Local Authorities reporting use of improved procurement procedures and documents	Arbitrary 0	16	20	Fully on track: all milestones met
Output 2.1: Number of stakeholders reporting increased knowledge as a result of programme support	Arbitrary 0	1,505	2,000	
Output 2.2: Number of emerging small scale enterprises and communities reporting improved performance (cost, jobs, work opportunities, quality infrastructure) and capacity to implement EIIP	Arbitrary 0	8	10	
Output 2.3: Number of communities engaged in planning, design, implementation and monitoring of public infrastructure development	Arbitrary 0	17	20	
Outcome 3: Employment Intensive Investment Planning and Technical Capacity of Institutional partners strengthened				
Outcome 3: Number of Colleges and sector based Technical training institutions with EIIP courses	Arbitrary 0	1	2	Fully on track: all milestones met
3.1: Number of EIIP curriculum and courses developed and offered by technical and vocational training centres	Arbitrary 0	2	10	

3.2: Number of quality assurance systems reviewed and used by stakeholders-gender and age disaggregated	Arbitrary 0	1	2	
3.3: Number of Employment Intensive Investment sub-projects implemented with EIIP support	Arbitrary 0	17	13	
3.4: Number of stakeholders sensitized on tools and methodologies of the programme as well as lessons learned – gender and age disaggregated	Arbitrary 0	1,505	1,500	
Outcome 4: Enhanced capacity of stakeholders and institutions to apply tools, methodologies and strategies developed under the programme.				
Outcome 4: Number of MSEs/Local contractors reporting increased business income and job creation	Arbitrary 0	131	100	Fully on track: all milestones met
4.1: Number of SMEs/Local Contractors trained in EIIP methodologies and tools	Arbitrary 0	435	500	
4.2: Number of persons who received post-training support (including access to business development services, market linkages and business finance) – gender and age disaggregated	Arbitrary 0	759	500	

4.2. SOCIAL PROTECTION COMPONENT – VIET NAM

Output	Revised Output	Percent complete	Output status	Output summary (1000 characters maximum)	
Immediate Objective 1: The Master Plan for Social Assistance Reform (2017-2025), Master Plan for Social Insurance Reform and their Action Plans are implemented for an integrated SP system, in line with fiscal context					
3.1	Assessments, recommendations and dialogues to support the development of social assistance policies and schemes, including on emergency assistance, through reviewing international experiences, legal, institutional and financial assessments.	1.1 Assessments, recommendations and dialogue to support the development of a multi-tiered social protection system, including new or reformed schemes, aligned with MPSAR and MPSIR objectives.	100%	Completed	<p>In a joint activity with UNICEF, the project carried out an ambitious assessment of Viet Nam's social protection expenditure, assessing adequacy of current benefit levels, resources required to meet policy goals, and fiscal space available to make existing allocations more equitable. The work has been a collaboration with DSA, SSD and most crucially, will be led by the Ministry of Finance itself. This has created a more solid foundation for politically feasible proposals</p> <p>Meanwhile, in continuation of the work done on social pensions, the ILO supported the Department of Social Assistance (DSA) to produce a more detailed proposal for the expansion of this benefit by lowering the age of eligibility (currently 80y/o) which allows the government to meet the target of 60% coverage of old-age pensions by 2030. A detailed costing for central and provincial cost-sharing will be finalized by October 2020. The project collaborated with MOLISA and MOF to advocate for a roadmap for extension of social pension (part of DSA's proposed revision of Decree 136) to ensure the coverage target is met.</p>
3.2	Recommendations and policy options aimed at improving linkages between contributory and tax-funded systems, to ensure universal coverage at an adequate level, are developed in dialogue with national stakeholders.		100%	Completed	<p>The achievement of the Project in supporting MOLISA to get Resolution 28 approved by the Party Central Committee for Party to be key. In particular because of the Resolution's specific endorsement of the goal of universal coverage through multi-tiered systems. The work done on the multi-tiered pension system during that time, and the additional assessment of the feasibility to introduce a multi-tiered child-benefit was carried forward through MOLISA's plan to develop short-term benefit packages for informal workers. Consultation workshops were held in 2019 and 2020 where the research was presented to a broad set of stakeholders as part of a larger effort to harmonize short- and long-term benefits in the system. The proposal for a child benefit gained a lot of traction and so at the request of MOLISA, but in addition to this there is also a tax-funded maternity component being discussed, as well as ongoing discussions on the possible reform of ineffective SI subsidies to support expansion of universal tax-funded benefits. Initial fiscal space analysis have supported the feasibility of this plan and have the support from other UN agencies. Finally, new research is looking into employers at microenterprises, as an important set of actors determining expansion.</p> <p>ILO finalized two studies on the expansion of social insurance coverage to microenterprises, completing technical inputs to the short-term benefit package. Unfortunately, discussions on this, including the Multi-Tiered Child Benefit (MTCB), were put on hold as MOLISA became the lead agency in the response to the COVID-19 crisis. Accordingly, the project redirected its resources to support this response, specifically through</p>

					<p>technical inputs to the Government's VND 62.2 trillion social protection package that provided direct financial assistance to an estimated 6.5 million households, especially by topping up existing programs. Specifically, the ILO presented international experiences, analysis of the impact of the implemented measures, identification of coverage and adequacy gaps, as well as recommendations for transitioning from response to recovery.</p> <p>The actuarial assessment of the long-term pension fund was completed. Consultations have been organized to share the findings with the Government. Results from the actuarial assessment will be used to support the revision of the Social Insurance Law, especially to support MOLISA to provide evidence-based policy orientation for the MPSIR implementation. This activity has been implemented in collaboration with the World Bank in Vietnam. The 2nd consultation event involving broader national stakeholders was suspended due to the lockdown policy. At the same time, another Actuarial assessment of short-term benefits (sickness and maternity, unemployment insurance, EII) completed in Quarter 4 of 2021</p>
3.3	Capacity building and advocacy programme for stakeholders (Government, National Assembly, social partners, civil society, academics), to take informed decisions on social protection policy is designed and implemented.		100%	Completed	<p>Capacity building activities have been mainstreamed throughout all other outputs where there is a high focus on bringing stakeholders together through dialogue and shared consensus. This included sessions on basic social protection concepts for the staff of the National Finance Institute (NFI) within the Ministry of Finance, more technical workshops on methodologies for assessing the adequacy of benefit levels, and a series of tripartite knowledge-sharing sessions on the concept of multi-tiered systems, attached to consultation events on the STB Master Plan, as well as capacity building exercises on gender responsive social protection and social budget, to enable more gender responsive, evidence based policy making decisions on the space of social protection.</p> <p>The project supported MOLISA and social partners (VCCI and VGCL) to organize capacity building on multi-tiered social protection throughout 2021-2022. These capacity building has supported Government partners, workers and employers' representatives informed about the potential impacts of multi-tiered social protection, including contributory and non-contributory schemes can help to expand the coverage of social protection in Viet Nam.</p> <p>The programme supported Viet Nam Women Union (VWU) in organize capacity building on gender equality in social protection in Viet Nam, this included sessions on the Gender Impacts Assessment (GIA) and MTCB with the VWU and their members, as well as the multiple consultations with National Assembly, Government and social partners on the GIA.</p> <p>A High-level Dialogue on Gender Gaps in Social Protection has been organized by the Programme, in collaboration with the Vietnam Women</p>

					Union and the National Assembly Social Affairs Committee. 150 participants from key national social protection stakeholders, both at the national and sub-national level, including National Assembly, MOLISA, Vietnam Women's Unions, and development partners, have engaged in discussions about gender equality in social insurance outcomes, particularly pensions, arising from labour market inequalities and suboptimal social insurance regulations
3.4	Communication materials to raise public awareness and support for social protection and to ensure understanding of available schemes are developed and disseminated.		100%	Completed	<p>The project supported the development of a Governmental Strategy for Social Insurance Communication, or Master Plan. This systematized government's efforts when communicating policy, internally and externally to citizens. It marks a shift in MOLISA's attitude towards the system's relationship to beneficiaries and the potential to improve awareness and access, beyond the formulation of policies.</p> <p>The project supported the implementation of the Government's Social Insurance Communications Master Plan through technical assistance in (1) development of the Government Social Protection Communication messages for 2020-2025, (2) development of indicators to evaluate effectiveness of communication on social insurance in Vietnam</p> <p>The project also supported a ToT for SI practitioners on issues related to Social Insurance. The project developed a large wealth of communication materials on gender responsive social protection as well, which synergize with the capacity building and technical work undertaken on the topic.</p>
Immediate Objective 2: An adequate legal framework is in place reflecting MPSAR & MPSIR objectives, with special attention given to social assistance for older persons, pregnant women, children, emergency relief and social assistance services.					
2.1	Draft Social Insurance Law and sub-legal documents are developed and existing legislation is revised to enhance the rights-based approach to social protection.	2.1 Support the legal review process and facilitate development of a coherent SP framework.	100%	Completed	<p>The ILO signed a 5-years work plan with MOLISA for the review of the Social Insurance Law, in a way that captures the broader objectives for multi-tier universal coverage.</p> <p>Under this work plan, the ILO has provided vast technical support to the (still ongoing) revision of the law). This has included assessment of the law implementation, support to the development of the policy orientation for the new draft of the law, two actuarial assessments of both long-term and short-term social insurance benefits, legal assessment of the overall social protection system, and development and impact analysis of several policy options at multiple levels (socio-economic, legal, gender, etc.).</p> <p>On contributory social protection, the project supported the preparation of the Policy orientation for revision of the Social Insurance Law 2014 through (i) a Legal review for policy changes needed (ii) actuarial assessment of the pension fund and (iii) Policy options for increasing the coverage of social insurance, reducing lump-sum withdrawals and increasing pension coverage for old-age persons. The Policy Orientation on Revising the Social Insurance Law was endorsed by the Government in December 2021 by the Government's Resolution 152/ND-CP/2021). The</p>

					<p>National Assembly approved the Policy Orientation for reforming the Social Insurance Law in May 2022.</p> <p>ILO supported the preparation of a Gender Impact Assessment report and two policy briefs which recommended proposals for increasing adequacy and reducing gender gaps in coverage and benefits.</p> <p>On non-contributory social protection, following of the provision of continued technical support since the beginning of the project, the new regulation on extension of non-contributory social protection to implement MPSARD, prepared with technical support from the IA Programme in Viet Nam, has been endorsed by the Prime Minister on 15 March 2021 (Decree 20/ND-CP/2021). The Decree 20, effective from 1st July 2021, regulates the increase in social protection coverage for its vulnerable population, including groups of children, older persons and persons with disabilities. The Project also supported MOLISA to developed the National Guideline for provinces to develop their own Social Pension extension policy, making use of provincial funding. This expansion will be essential to enable Viet Nam to meet Resolution 28 target of having 60% of pensionable population covered with at least one source of income security by 2030. The guidelines have been shared for consultation with at least 30 provinces in Vietnam and have been approved by the MOLISA</p>
2.2	Capacity building trainings for drafting teams and technical staff at MOLISA on social protection law drafting are designed and delivered.		100%	Completed	The programme has supported the organization of several capacity building exercises for Government and Social Partner officials throughout the process, as well as other stakeholders which are part of the drafting teams of the law, with great results both in terms of participation and evaluation.
Immediate Objective 3: Implementation of social protection programmes is more effective and efficient through improved administration, coordination and monitoring and evaluation.					
3.1	Capacity building programme for national constituents on key aspects of social protection administration and implementation is designed, referring to TRANSFORM and pursuing collaboration with other UN agencies and the MOLISA Cadre Academy		100%	Completed	<p>The Project supported the improvement of capacity to monitor and evaluate social protection data in Vietnam through a collaboration with Viet Nam Social Security, MOLISA, Ministry of Finance and the Viet Nam Women's Union. The social protection data generated with the support from the Programme, have been utilized as inputs for (1) an actuarial valuation of the pension system; (2) the assessment of the gender impact of the social insurance system in Viet Nam; (3) a review of the current social pensions legislation; and (4) the costing of national and sub-national policy options and development of provincial plans for expansion of social pension. Lastly, the data has also been used to feed the larger ILO's global study of multiplier effects of various types of social protection expenditures and other government expenditures, as well as the economic effects of different sources of government revenue.</p> <p>A key training on social protection data collection in Vietnam has been organized in collaboration with ITC-ILO: 100 staff from national social protection stakeholders received training on social protection statistics, contributing to the harmonization of national knowledge base in the field of social protection. The training also helps participants to: (1) Become</p>

					familiar with ILO methodology for collection and monitoring social protection data; (2) Improve capacity to monitor and evaluate social protection data, specifically with regard to assessment of social protection coverage and adequacy of benefits; (3) Strengthen the capacity to avail of ILO Social Security Inquiry as a tool to produce comprehensive, reliable, and quality social protection data, reinforcing national social protection statistical systems; and (4) Discuss key concerns and identify opportunities using SSI tool to compile, monitor and process social protection data in Viet Nam
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4.3. SOCIAL PROTECTION COMPONENT – MALAWI, MOZAMBIQUE, ZAMBIA

IMMEDIATE OBJECTIVE ACHIEVEMENT							
Indicator	Baseline (before project start)	Indicator Milestone in 1 st Year of Implementation (compare planned against actual)	Indicator Milestone in 2 nd Year of Implementation (compare planned against actual)	Indicator Milestone in 3 rd Year of Implementation (compare planned against actual)	Indicator Milestone in 4 th Year of Implementation (compare planned against actual)	Target (end-of-project goal)	Immediate Outcome summary
Immediate Objective 1: A well informed political and public debate on social protection							
1.1 Number of awareness raising/advocacy initiatives promoted with participation from media, academic/research institutions and members of parliament	0	Planned 2; Actual 3 (SP Joint Annual Review ZMB; Social Accountability ZMB;	Planned 2; Actual 5 (SP Joint Annual Review ZMB; Social Accountability ZMB;	Planned 2: Actual 1 (SP budget tracking round table advocacy meeting)	MWI 9 meetings conducted. 30 journalists oriented: 20 political party leaders: & 20 Members of parliament reached: 150 traditional leaders reached with social protection messages through orientations	8	On track: most milestones met
1.2 Number events/debates organized on social protection issues involving the general public as well as key stakeholders (e.g. from academia, cooperating partners, civil society, private sector, organizations of beneficiaries, government implementers at vario	0	Planned 3; Actual 2 (SP Public Lectures in ZMB; SPW in MLW)	Planned 3; Actual 2 (SP Public Lectures ZMB; SPW in MLW)	Planned 3: Actual 12 (Civil Society for Poverty Reduction Radio Campaign Programmes)	MWI: 5 meetings held 2 meetings with CSOs – 40 Participants reached 3 meetings with government officers from 3 districts – 90 participants reached	12	
1.3 Number of communication products on the extension of social protection floors and rights based approaches to social protection developed and disseminated	0	Planned 1; Actual 3 (series of 18 TRANSFORM video expert interviews and 18 mini lectures; video on SP week best practice – both co-financed with UNJP and EU-SPS)	Planned 1; Actual 2 (series of TRANSFORM videos on methodology, Master Trainers videos co-financed with EU-SPS)	Planned 1: Actual 2 (SP Advocacy messages by CSOs; SP budget tracking and service delivery monitoring report)	MWI: 6 newspaper articles produced on social protection 3 radio news items on social protection 3 television news on social protection	3	
1.4 Number of capacity building sessions/training initiatives on the extension of social protection floors and rights based approach to social protection promoted with participation from civil society organizations, workers organizations and employers organiz	0	Planned 2; Actual 4 (TRANSFORM M&E MLW; TRANSFORM CSO MLW; TRANSFORM CSO ZMB; Study Visit SA MOZ/ZMB)	Planned 2; Actual 2 (TRANSFORM S&I Regional Training; TRANSFORM Governance and Coordination ZMB)	ZMB Planned 2; Actual 1 (TRANSFORM CSO Training); MZB: planned 1, actual 0; Malawi: Planned 1; Actual 1; REG: Planned 2, Actual 1.	Zambia: Transform training planned: 1 ; Actual : 1 Shock Responsive Social Protection (pilot online course – technical support); Malawi Transform Training: Planned 4; Actual: 3 Districts Trainings; Shock Responsive Social Protection Online Pilot (technical support); Financing and Financial Management pilot (technical support); 19 district sensitization meetings conducted reaching 450 officers 3 trainings conducted with 93 participants	8	

					13 districts supervised following TRANSFORM training with 265 officers trained Mozambique: TRANSFORM Trainings: Planned 2; Actual 1 Senior Policy Makers package.		
Immediate Objective 2: Institutional coordination and right-based approaches for effective delivery of social protection floors							
2.1 Number of countries where reviews/assessments of institutional/governance/legal frameworks have been conducted/updated	0	Planned 1; Actual 1 (MLW Coordination Assessment report)	Planned 0; Actual 0			2	
2.2 Number of countries where frameworks/arrangements/guidelines for a) improved governance/coordination/integration of social protection system or b) right-based approaches in the delivery of social protection have been developed	0	Planned 1; Actual 2 (Technical Group on economic modelling ZMB; Background document on Disability Grant based on Study Visit MOZ/ZMB);	Planned 0; Actual 1 (Social pensions bill MLW)	Planned 1; Actual 1 (Integrated Framework for Basic SP programme implementation Plan)	Supported Malawi Government develop a monitoring framework for national social support program	2	
2.3 Number of implementers of non-contributory social protection programs (both from central and decentralized levels) participating in TRANSFORM trainings	0	Planned 20; Actual 250 (in ZMB, MLW and MOZ), including through co-funding by TRANSFORM partners at national level	Planned 100; Actual 220 (ZMB District applications, Governance & Coordination)	ZMB Planned 100; Actual 142 (20 Transform Training for CSOs, 17 District applications through UNJP II Funding – IA funding for technical assistance; 2 Participants ITC E-Coaching Course) Malawi : Planned X ; Actual 21 Senior Officials;	Zambia: Planned 30: Actual: 4 (online pilot SRSP); Malawi: planned x; Actual 9 (online SRSP Pilot); 94 at Districts trainings (Nov-Dec. 2020); Mozambique: actual 34.	500	On track: most milestones met
Immediate Objective 3: A comprehensive national social protection policy and a prioritised implementation plan							
3.1 Number of national dialogue processes supported to inform the development/evaluation/updating of national social protection policies/strategies	0	Planned 1; Actual 1 (MNSSP II implementation plan)	Planned 0; Actual 0	Planned 1; Actual 2 (SP Bill Consultative meeting & National Strategy on Extension of SP Validation)	Malawi social protection policy under review Social cash transfer strategic plan under development	2	On track: most milestones met
3.2 Number of technical assistance arrangements (or monitoring planning tools developed/updated) for institutions in charge of social protection to monitor/plan the extension of social protection programs	0	Planned 1; Actual 1 (Implementation plan and Operationalization of Beneficiary	Planned 1; Actual 2 (Implementation plan for Integrated framework on Basic social protection programmes ZMB;	Planned 0; Actual 0		3	

and manage effective allocation of resources (e.g. across programs, across geographical regions)		Management System (eINAS) Support Service MOZ)	M&E Framework Development MLW)				
3.3. Number of countries in which consolidated information on key social protection indicators necessary for reporting against SDG and other national planning instruments are available from consolidated administrative sources and/or survey modules/questionnaires	0	Planned 1; Actual 1 (Social Protection Informal Economy bulletin produced by CSO and MoLSS – ZMB)	Planned 0; Actual 0	planned 1; Actual 0		3	
Immediate Objective 4: A sustainable and progressively domestically funded social protection financing framework							
4.1 Number of evidence generation initiatives supported on cost-benefit analysis, tax-benefit simulation and economic simulations of alternative social protection reform options that inform policy making (e.g. SOUTHMOD)	0	Planned 1; Actual 2 (SOUTHMOD Zambia; SOUTHMOD Mozambique)	Planned 0; Actual 1 (Social Pensions Engagement MLW)	Planned 1; Actual 0		2	On track: most milestones met
4.2 Number of national stakeholders (ministries, economic think tanks, academia, civil society) receiving technical assistance/capacity support on social protection cost-benefit modelling and tax benefit analysis	0	Planned 1; Actual 4 (MNDP, MCDSS, ZIPAR CSPP, UNZA – ZMB)	Planned 0; Actual 0	Planned 0; Actual 0		3	
4.3 Number of countries where medium term plans for social protection expenditure and financing have been developed	0	Planned 1; Actual 1 (Integrated Framework includes medium term expenditure - ZMB)	Planned 0; Actual 0	planned 0; Actual 0		2	
4.4 Number of countries where feasibility studies for the introduction of innovative modalities for financing social protection floors are conducted	0	Planned 0; Actual 0	Planned 1; Actual 1 (ZMB national strategy on Extension of Coverage to informal economy)	Planned 1; Actual 1 (Zambia - Microsimulation Brief)		2	
Immediate Objective 5: Governments and social partners in southern and eastern Africa share best practices on right-based approaches to building universal social protection floors							
5.1 Number of policy briefs, best practices papers, technical reports, videos, webinars and other media on building and managing social protection floors developed and disseminated (via IPC-IG one pagers, socialprotection.org and other existing platforms)	0	Planned 1; Actual 3 (LEWIE MLW; Coordination MLW; Tax benefit modelling on cash Transfers ZMB)	Planned 0; Actual 0	Planned 1; Actual 2 (Media Brief on SP Budget Tracking – ZMB; 1 Summary Report on Practices for Extension of SP to IE))		4	On track: most milestones met
5.2 Number of regional knowledge sharing/dissemination events on	0	Planned 1; Actual 4 (Leadership Lab on extension of coverage; symposium on	Planned 1; Actual 4 (4 webinar sessions for Learning and	ZMB planned 3; Actual 2		4	

building and managing social protection floors		maternity protection; study visit on disability inclusion; regional forum on social accountability)	practice Lab on extension of coverage)	(2 webinars on extension of SP to the missing Middle); REG: Planned 1; Actual 5 (Strategic Review of TRANSFORM; Webinars on SP.Org with TRANSFORM participation 2+ GlobalSp.org conference with TRANSFORM participation October 2020; webinar on payment systems)		
5.3 Number of active members of the Community of Practice (on extension of coverage)	0	Planned 30; Actual 27 (participated in first face to face meeting; virtual community of practice not yet created)	Planned 30; Actual 40 (participated in the 4 webinar sessions representing teams from 7 Countries)	Planned 30; Actual 30 (participated in the 2 webinar sessions representing teams from 7 Countries)		30
5.4 Number of national and regional institutions collaborating to the TRANSFORM initiative	7	Planned 7; Actual 9 (ILO, UNICEF, UNDP, SP.ORG, EU-SPS, CSPR, Malawi Platform, MCDSS, PSPR)	Planned 3; Actual 1(MOZ: INAS)	Planned 8 Actual 10 (ILO, UNICEF, UNDP, WFP, SASPEN, FES, IPC-IG, FAO, UNU –Merit, EC-INTPA & ECHO; Ghana School of Social Work; UNZA; Kenya School of Government; Magomero College Malawi.		12
5.5 Number of in-depth TRANSFORM curriculum modules available for presential training	2	Planned 3; Actual 3 (Intro nat'l, MIS, M&E)	Planned 3; Actual 4: (5 Day Intro District application, Governance & Coordination, Selection & Identification, Policymakers)	Planned 2 Actual 1 Senior Policy Makers + SRSP through other donors funding	Planned: 4; Actual 2 (Financing and Financial Management – with EU funding;) and online SRSP module (with UNJP Zambia and UNICEF Malawi funding). Leadership and Blended format under progress.	4
5.6 Number of regional trainers trained in the TRANSFORM curriculum	0	Planned 20; Actual 24 (19 fully accredited)	Planned 20; Actual 19 (19 preliminarily accredited, 5 fully accredited — having trained at least once) (Regional Training of Trainers; Portuguese)	Planned 20 Actual 12 (TOT for Arabic and French – speaking MTs online pilot).	Planned 12 for accreditation/pre-accreditation; Actual: 3 (Arabic, English, French); 4 MTs trained on SRSP; 7 MTs trained as e-facilitators (with UNDP support); 3 MTs trained on Financing and Financial Management (with EU and UNJP Zambia support). Total: 16 MT trained.	40

4.4. SOCIAL PROTECTION – GLOBAL COMPONENT

Output	Per cent complete	Output status	Output summary (1000 characters maximum)
Immediate Objective 1: Governments and social partners in southern (and eastern) Africa share best practices on rights-based approaches to building universal social protection floors			
1.1	Good practices on building and managing rights-based social protection floors in Africa are documented and disseminated 100%	On schedule	<ul style="list-style-type: none"> - The Irishaid programme through its global component has contributed during the last two years to the elaboration of a new set of 52 Country briefs on good practices and experiences constituting the second chapter of the compendium “100 years of social protection: The road to universal social protection systems and floors”. The compendium is currently being revised and will be published and disseminated before the end of the year (It includes stories about the historical development of social protection in countries – including several countries and regions covered by the programme - illustrating how international social security standards and the development of comprehensive legal frameworks contribute to creating coherent social security systems that leave no one behind. <p>The programme contributed to the development and translation of</p> <ul style="list-style-type: none"> - the guide on extension of social security to the informal economy, - the guide on legal drafting and - the guide on social protection culture <p>The programme contributed to the development and piloting of</p> <ul style="list-style-type: none"> - The Results Monitoring Tool: it is an online tool aggregating over time and by Country all the available information about projects, SP statistics and publications , interconnection thematic pages, country pages and the SDG1.3. data dashboard <p>Additionally, the experience of the programme has been shared on several occasions, through international al webinars and events, such as:</p> <ul style="list-style-type: none"> - A south-south webinar series on the topic of SP Governance (coordination, social accountability...) in the context of a UNDESA-ILO programme funded by China involving especially Pakistan, Cambodia and the Asean region (June 25-29, 2021). - A regional webinar (across the countries of the partnership) on the topic of Gender and inclusion of persons with disability (PWD) (27 May 2021) - the Global Social Protection Week has been a major opportunity to share experience through the participation of programme staff and constituents from all programme countries to thematic seminars and publications (1-week, Oct. 2019)
1.2	Regional Community of Practice on extension of coverage for universal social protection floors allows cross-fertilization of models and experiences in the sub-region. 90%	On schedule	<p>The global component supports the development and expansion of the community of practice of the TRANSFORM master trainers’ by participating in the design and implantation of the governance structures (General Assembly and Steering Committee) of the initiative, by managing the dedicated online platform for dissemination of the modules and other communication material promoting approaches to building social protection floors in Africa, and by supporting the coordination hub in Lusaka which manages the organization of trainings in the subregion and beyond. Additionally, the global component supported several exploratory discussions with partners in the South to promote and expand the in initiative (in MENA, with EN3S in France and West Africa, etc.). ITC/ILO has also</p>

				setup a community of practice to support the launch of the Africa Regional Strategy to which the programme is contributing, but it is lacking continuity.
Immediate Objective 2: Capacity building of practitioners and national trainers in Southern and Eastern Africa as well as in Viet Nam				
2.1	The TRANSFORM Learning Package on Building Social Protection Floors in Africa is made available and accessed through multiple channels (e.g. online, embedded in regular national and regional trainings, on-demand training via roster of regional trainers).	100%	On schedule	The 8 modules of the TRANSFORM learning package are available in English and Portuguese, Arabic and French. They have been revised (see below) to become more sensitive to gender and inclusion of people with disabilities. The full range of learning materials, including videos, interactive ppt slides, key readings and exercises are available for each module, and most of it accessible on the online platform. Related trainings are routinely implemented at the request of governments.
2.2	Output 2.2 The content of this learning package is enriched with additional case studies/modules/materials and adapted to needs from other regions	100%	On schedule	The global component provided technical support to the quality development and translation of modules, which includes translation in Portuguese, Arabic and French, as well as the revision and piloting of <ul style="list-style-type: none"> - the 2-day Senior Policy Makers Module. - the 5-day Introductory Module – District Version; - the 3-day Financing and Financial Management Training Module. - the 3-day Shock Responsive Social Protection Base Document and Training Module in collaboration with WFP and UNICEF Malawi. - the online 5-week course on SRSP and piloting for officials in Zambia and Malawi in collaboration with IPC-IG; - the Leadership and Change Management Base Document and training module in collaboration with Learn to Lead; - the Virtual (online) TOT format in collaboration with Learn to Lead; - the revision of the entire Curriculum (8 Base Documents) in collaboration with UNICEF ESARO and AG task review committee to enhance mainstreaming of Gender and PWD inclusion.
Immediate Objective 3: Technical assistance and backstopping is provided to Malawi, Mozambique, Zambia, Viet Nam				
3.1	Quality assurance and expert support from HQ and RAF for products related to social protection strategies, institutional reviews, communication and training	90%	On schedule	The project provides technical backstopping to the advisory services in Malawi, Mozambique, Zambia and Vietnam. This aspect is lower than initially planned because of covid and the difficulty to travel, as well as lack of requests from countries, but support has been provided in the areas of Gender, inclusion of PWD, communication and culture, MIS, Extension, Coordination/Governance and actuarial studies. Most importantly, the global component provides coordination and managerial support to every country and component, including <ul style="list-style-type: none"> - Follow-up on the managerial response to the MTE, - the production of consolidated reports to the donor, - the promotion of gender and inclusion of PWD in SP incl. joint research and a webinar on the same topic across countries, - Overall programme management including participatory allocation of resources across components, work planning, problem solving, liaison with donor, liaison with SOCPRO and EIIP senior management, support to the evaluation process (contracts, desk review etc...) Managerial secondment In view of the difficulties in recruiting a senior manager in Zambia to coordinate the project's activities in complementarity with the other social protection projects in the

				country and the sub-region, the CTA of the global programme carried out two short-term secondment missions (one month and then three months) in Zambia to support the RAF component.
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5. LESSONS LEARNED AND GOOD PRACTICES

ILO Lesson Learned

Project Title: ILO-Irish-Aid Partnership Programme 2016-2022 Inclusive Growth, Social Protection and Jobs

Project TC/SYMBOL: ILO TC/SYMBOL: GLO/16/33/IRL (Umbrella), GLO/16/63/IRL, RAF/16/54/IRL, TZA/16/51/IRL, VNM/16/54/IRL

Name of Evaluator: Patrícia Carvalho

Date: 07.10.2022

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 adoption of integrated approaches to policies, strategies and legal frameworks for social protection contributes to the steady expansion of social protection systems (contributory and non-contributory schemes) and reduces fragmentation.
Context and any related preconditions	The Programme provided technical support and training leading to the adoption of legal frameworks that effectively expanded social protection coverage and increased coordination, including for workers in the informal economy.
Targeted users / Beneficiaries	SOCPRO/ILO;
Challenges /negative lessons - Causal factors	N/A
Success / Positive Issues - Causal factors	The Programme provided technical support and training leading to the adoption of legal frameworks that effectively expanded social protection coverage. For example, in Viet Nam, the governmental endorsement of the MPSAR and MPSIR paved the way to a better alignment of the country with Recommendation No. 202, which represents a positive impact in increasing access to adequate social protection to almost 1 million people. It also contributed to supporting the government's social protection response to COVID-19, that provided financial assistance to 6.5 million households, including top-ups to existing programmes. In Malawi, the 2019 Universal Social Old Age Pension Bill targeted 600,000 people aged 65 and above, and the CUCI mitigated the adverse effects of COVID-19 to 378,000 vulnerable persons (95,000 households). In Zambia, the COVID-19 Emergency Cash Transfer Programme, supported by this initiative, potentially reached 120,000 households (13,900 households with persons with disabilities) with temporary cash transfers to vulnerable households. In Tanzania, the efforts in improving public works programmes and creating a more business friendly framework for small businesses and local communities to partake on governmental infrastructure investments represent a relevant step in changing attitudes regarding public investments.
ILO Administrative Issues (staff, resources, design, implementation)	N/A

ILO Lesson Learned

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Project TC/SYMBOL: ILO TC/SYMBOL: GLO/16/33/IRL (Umbrella), GLO/16/63/IRL, RAF/16/54/IRL, TZA/16/51/IRL, VNM/16/54/IRL

Name of Evaluator: Patrícia Carvalho

Date: 07.10.2022

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 sustained expansion of social protection in the beneficiary countries is highly dependent on further improving internal capacity for in-country statistical capacities to monitor social protection systems and improving financial management and economic sustainability of social protection policies and programmes.
Context and any related preconditions	These countries have shown a clear need for further improvements in these areas.
Targeted users / Beneficiaries	SOCPRO/ILO;
Challenges /negative lessons - Causal factors	N/A
Success / Positive Issues - Causal factors	<p>Enhancing statistical capacities to monitor social protection systems. Sound policymaking should be based on an accurate situation awareness of the surrounding context. Except for Viet Nam, the remaining beneficiary countries exhibit shortcomings in the availability of data to trace and monitor policy implementation. In this regard, Mozambique has registered advancements with the publication of Social Statistical Bulletins, which was an accomplishment derived from the ACTION/Portugal Project, implemented in partnership with ILO. The experience of Mozambique may constitute the basis for a CoP that may encourage others to improve statistical data collection and analysis, which should be disaggregated by sex, age, ethnic group, and other relevant categories,</p> <p>Improving financial management and economic sustainability of social protection policies and programmes at the national level. The Programme had some interventions in Zambia regarding better preparedness of the national government in improving national funding of social protection policies. Similarly, in Viet Nam the Programme supported actuarial valuations in the context of the revision of the Social Insurance Law. These efforts should be expanded to increase the sustainability in the expansion of social protection coverage. This progress is dependent on capacity-building of technical staff (e.g., actuarial models), and the existence of a culture of social protection that pressures leaders in placing social protection higher in the national agenda.</p>

ILO Administrative Issues (staff, resources, design, implementation)	N/A
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ILO Lesson Learned

Project Title: ILO-Irish-Aid Partnership Programme 2016-2022 Inclusive Growth, Social Protection and Jobs

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Name of Evaluator: Patrícia Carvalho

Date: 07.10.2022

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)	A solid project design phase, with in-depth consultations with key stakeholders, is key to ensure that the programme has a clear, feasible and realistic strategy for every stakeholder and component, as well as to avoid large deviations that can result in suboptimal results. A clear project design will also enhance further coordination/inter-connection between the Programme components, which will increase effectiveness and efficiency.
Context and any related preconditions	Key elements of the PRODOC were significantly changed at the inception phase of the Programme, after discussions with the Development Partner. For instance, the EIP and the Social Protection components were implemented separately, in different countries, and without very noticeable synergies. The deviation from the PRODOC reduces the cohesiveness of the Programme as a whole, since the two key components did not interact nor complement each other as initially designed.
Targeted users / Beneficiaries	SOCPRO/ILO; DEVINVEST/ILO; Irish-Aid.
Challenges /negative lessons - Causal factors	This contributed to insufficient promotion of cross-country interaction to achieve adequate synergies between the beneficiary countries.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	N/A

ILO Lesson Learned

Project Title: ILO-Irish-Aid Partnership Programme 2016-2022 Inclusive Growth, Social Protection and Jobs

Project TC/SYMBOL: ILO TC/SYMBOL: GLO/16/33/IRL (Umbrella), GLO/16/63/IRL, RAF/16/54/IRL, TZA/16/51/IRL, VNM/16/54/IRL

Name of Evaluator: Patrícia Carvalho

Date: 07.10.2022

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)	Although having a decentralized Programme is very relevant for the effectiveness of the national components, it is equally important to ensure that the regional and global components have a decisive role in coordinating and bringing together the different components at the strategic level, ensuring the exchange of practices, knowledge sharing and capitalization of the south-south cooperation opportunities.
Context and any related preconditions	The Programme opted for a decentralized management structure. The responsibility for the implementation of different Programme elements was awarded to distinct structures within ILO, located in different countries.
Targeted users / Beneficiaries	SOCPRO/ILO;
Challenges /negative lessons - Causal factors	The role of the global and regional components should be to centralize/share information, promote strategic level opportunities, including initiatives for countries to engage and interact through south-south initiatives such as lessons learned and knowledge sharing. In fact, the Programme can improve the delivery of effective mechanisms of south-south cooperation, which is a key element of the Programme. Several key informants observed the PP-IGSPJ was composed of national programmes working independently, instead of working as a regional one.
Success / Positive Issues - Causal factors	This evaluation considers a certain level of management decentralization may be positive. In-country teams favour implementation effectiveness, dialogue with national partners, and capacity for adaptation.
ILO Administrative Issues (staff, resources, design, implementation)	N/A

ILO Lesson Learned

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Project TC/SYMBOL: ILO TC/SYMBOL: GLO/16/33/IRL (Umbrella), GLO/16/63/IRL, RAF/16/54/IRL, TZA/16/51/IRL, VNM/16/54/IRL

Name of Evaluator: Patrícia Carvalho

Date: 07.10.2022

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)	Ensuring the existence of clear monitoring and evaluation mechanisms from the inception phase of the project – such as an operational project monitoring tool (to record progress on indicators at the outcome and output level and activities), which could be hosted by the Results Monitoring Tool; and a centralized project library which is shared with all team members -, would enable sharing of crucial information and relevant initiatives between the teams in different countries, allowing them to understand the progress made in other countries and what regional synergies can/should be explored, while informing management decisions.
Context and any related preconditions	Monitoring and evaluation mechanisms that allow all activities carried out by product, objective and country to be recorded in greater detail are not yet in place. The Programme library is fragmented, not centralized at the global level, nor shared among the different components.
Targeted users / Beneficiaries	SOCPRO/ILO;
Challenges /negative lessons - Causal factors	Taking into account the level of decentralisation of the team and some staff turnover, such tools would support a cross-cutting monitoring of activities and avoiding loss of historical information. This would also enable sharing of crucial information and relevant initiatives between the teams in different countries, allowing them to understand the progress made in other countries and what regional synergies can/should be explored, while informing management decisions.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	N/A

ILO Emerging Good Practice

Project Title: ILO-Irish-Aid Partnership Programme 2016-2022 Inclusive Growth, Social Protection and Jobs

Project TC/SYMBOL: ILO TC/SYMBOL: GLO/16/33/IRL (Umbrella), GLO/16/63/IRL, RAF/16/54/IRL, TZA/16/51/IRL, VNM/16/54/IRL

Name of Evaluator: Patrícia Carvalho

Date: 07.10.2022

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.)	Leveraging partnerships with other UN agencies and additional funding contributes to cost-effectiveness. The Programme was successful in leveraging partnerships with other UN agencies and securing additional funding (such as bilateral aid from Irish Embassy in Mozambique), which has contributed to Programme cost-effectiveness. This was particularly relevant in the case of Mozambique.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The Programme 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. ILO has frequently made an effort to ensure that activities financed by the PP, are coordinated with other programs and organizations.
Establish a clear cause-effect relationship	The evaluation found evidence of good interagency coordination and cost-effectiveness in implementation of activities at the national level.
Indicate measurable impact and targeted beneficiaries	The Programme was able to enlarge the scope of national partners and interventions, with support from other coordinated partnerships and funding, eg. TRANSFORM capacity-building.
Potential for replication and by whom	High potential for replication. Good practice can be implemented in development cooperation projects in general.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<i>Programme and Budget (P&B) 2022-2023: "Outcome 8: Comprehensive and sustainable social protection for all"</i>
Other documents or relevant comments	N/A

ILO Emerging Good Practice

Project Title: ILO-Irish-Aid Partnership Programme 2016-2022 Inclusive Growth, Social Protection and Jobs

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Name of Evaluator: Patrícia Carvalho

Date: 07.10.2022

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.)	TRANSFORM training is a powerful tool in preparing key stakeholders to better understand, debate, and monitor social protection schemes. During Programme implementation, TRANSFORM was an instrumental capacity-building tool for sharing of common methodologies for social protection, which is enabling the creation of a common understanding for practitioners at the country level.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	TRANSFORM training is a relevant and transversal element, of Programme implementation. It is designed to increase capacity in multiple areas of interest, including policy design, and schemes of protection.
Establish a clear cause-effect relationship	The evaluation found evidence of increased competencies on social protection as a result from the TRANSFORM trainings.
Indicate measurable impact and targeted beneficiaries	TRANSFORM training reached 1648 social protection practitioners and is creating positive benefits in terms of knowledge acquisition as well as application of skills for the social protection practitioners.
Potential for replication and by whom	High potential for replication for other social protection projects, including ILO's.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<i>Programme and Budget (P&B) 2022-2023: "Outcome 8: Comprehensive and sustainable social protection for all"</i>
Other documents or relevant comments	N/A

ILO Emerging Good Practice

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Name of Evaluator: Patrícia Carvalho

Date: 07.10.2022

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.)	Supporting CSO, local communities, political parties, and media awareness and capacity-building on Social Protection issues through training, advocacy, and campaigns is quintessential to instill a culture of social protection, particularly when considering such endeavour is long-term and requires constant investment.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The Programme contributed to strengthen the capacity of CSOs and media in advocating for social protection expansion through public debates and capacitation of staff.
Establish a clear cause-effect relationship	The evaluation found evidence of good levels of engagement of key stakeholders (CSOs, media, etc) through sensitization and awareness raising for social protection.
Indicate measurable impact and targeted beneficiaries	The Programme was able to successfully introduce a culture of social protection in the partner countries, which can more effectively result in policy reforms.
Potential for replication and by whom	High potential for replication for other social protection projects, including ILO's.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<i>Programme and Budget (P&B) 2022-2023: "Outcome 8: Comprehensive and sustainable social protection for all"</i>
Other documents or relevant comments	N/A

ILO Emerging Good Practice

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Project TC/SYMBOL: ILO TC/SYMBOL: GLO/16/33/IRL (Umbrella), GLO/16/63/IRL, RAF/16/54/IRL, TZA/16/51/IRL, VNM/16/54/IRL

Name of Evaluator: Patrícia Carvalho

Date: 07.10.2022

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.)	Technical assistance provided to national institutions and high levels of flexibility to reprioritize Programme resources during periods such as the COVID-19 pandemic is essential to enhance timely and relevant national responses in the beneficiary countries, allowing effective support to the individual beneficiaries' social protection needs and priorities.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The Programme contributed to strengthening the capacity of countries to respond to the COVID-19 emergent needs. It contributed to enhancing national responses in the beneficiary countries, through technical assistance, studies development, awareness raising, maintenance of jobs, and Emergency response.
Establish a clear cause-effect relationship	The evaluation found evidence of the importance of the technical assistance to improving national response to the COVID-19 pandemic.
Indicate measurable impact and targeted beneficiaries	The Programme was able to support the COVID-19 Urban Cash Transfer initiative (CUCI) in Malawi; the development of the Social Protection Response to COVID-19 in Mozambique; the Programme provided technical inputs to the Government's social protection package that provided direct financial assistance to the population In Viet Nam; the Emergency Social Cash Transfer Programme, which addressed vulnerable groups in the informal sector in Zambia.
Potential for replication and by whom	High potential for replication for other social protection projects, including ILO's.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<i>Programme and Budget (P&B) 2022-2023: "Outcome 8: Comprehensive and sustainable social protection for all"</i>
Other documents or relevant comments	N/A

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7. TERMS OF REFERENCE

TERMS OF REFERENCE

FINAL INDEPENDENT EVALUATION

ILO-IRISH-AID PARTNERSHIP PROGRAMME 2016-22 INCLUSIVE GROWTH, SOCIAL PROTECTION AND JOBS

Beneficiary countries	Malawi, Mozambique, Zambia, United Republic of Tanzania Viet Nam
Programmes code	GLO/16/33/IRL (Umbrella) GLO/16/63/IRL RAF/16/54/IRL TZA/16/51/IRL VNM/16/54/IRL
Development partner	Irish Aid
Duration	December 2016 – December 2022
Overall budget	USD 10,571,900 requested from Irish Aid to supplement existing ILO resources
Technical units	SOCPRO, DEVINVEST, CO Lusaka (for Malawi, Mozambique and Zambia) CO Dar-es-Salaam (for United Republic of Tanzania) CO Hanoi (for Viet Nam)

1. INTRODUCTION

The Government of Ireland approved the Umbrella programme “Inclusive Growth, Social Protection and Jobs” implemented by the ILO from 20 December 2016 until 31 December 2021 with a total budget of approximately US\$ 10 million. In November 2021, the Government of Ireland extended the partnership programme (PP) until 31 December 2022 with a further financial input of US\$ 1,250,000. In accordance with the signed programme agreement and ILO evaluation policy a final independent evaluation of the programme is foreseen before its close in 2022.

A mid-term independent evaluation of the project was finalized in February 2020.

BACKGROUND

In November 2013 a Partnership Program (PP) was launched between the International Labour Organization (ILO) and Irish Aid to support the governments of three Irish aid Key partner countries - Zambia, Malawi and Mozambique - to strengthen national social protection policies and programmes in line with the ILO's Decent Work Agenda. A first regional programme with a budget of €1.2 million was implemented from 2013 to 2016. The programme was extended from 2016 to 2021 through the current PP, which incorporates the knowledge produced - lessons learned and evaluation findings - while extending its geographical coverage to five of the ten Irish Aid key partner countries namely Malawi, Mozambique, the United Republic of Tanzania, Zambia and Viet Nam - with a budget of over USD10 million. The employment component was eventually only implemented in the United Republic of Tanzania, while the social protection component was only implemented in the other countries, Zambia, Malawi, Mozambique and Viet Nam.

The objective was, for national governments, to strengthen Employment-Intensive Investment Programs (EIIP) and social protection (SP) systems to effectively improve access to basic services and employment opportunities for the most vulnerable populations. In developing national social protection systems, the link between income security and employment policies is fundamental to “enable people to find productive and decent jobs, avoid long-term dependency and encourage labour market participation.” Moreover, when EIIP and SP are targeted at specific groups such as women, youth, and persons with disabilities, they can be an effective way to promote equality and inclusion. Ultimately, it is about sustaining social resilience while contributing to inclusive economic growth, and in so doing, nurturing the "virtuous development cycle" at the heart of the global strategy to build Social Protection Floors for All (SPF's).

The PP was therefore structured in two mutually reinforcing components:

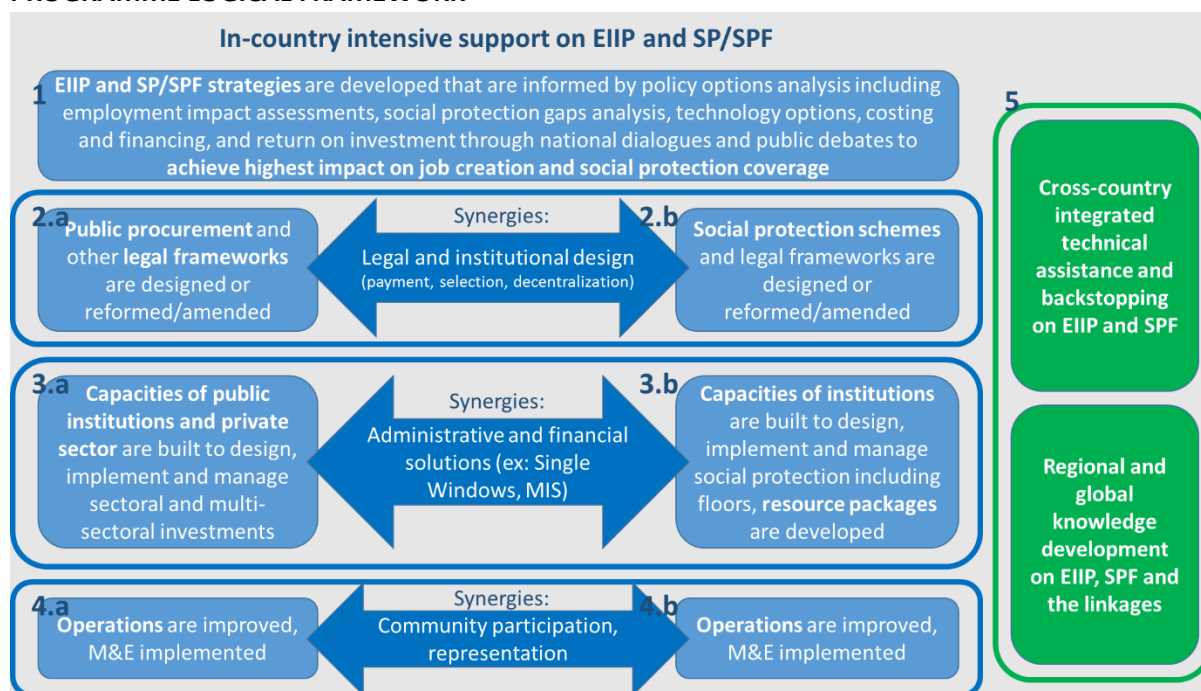
EIIP: Through linking employment creation with the development of productive infrastructure - such as transport, communications, water, sanitation, health, education, agriculture, tourism and mining – EIIP places job creation, poverty reduction, enterprise promotion and improvement of living and working standards at the centre of macro-economic and investment policy. EIIP approaches have demonstrated their sustainability and competitiveness in low-wage and labour-surplus economies and can be an entry point for the promotion of inclusiveness, gender equality, and the prevention of child labour. SDG 8 on Decent work, places job creation and decent work at the heart of economic policymaking as a means of securing more robust, inclusive and poverty-reducing growth.

Social Protection: Social protection is an essential aspect of inclusive development and social justice, as well as a powerful tool in the prevention and mitigation of economic crises, natural disasters and conflicts. It can help people participate in a changing economic and social

environment and contributes to improved human capital and greater productive activity. Through supporting household income, it encourages domestic consumption and therefore contributes to economic growth. Social protection is key in the achievement of the 2030 Sustainable Development Agenda (namely to SDG targets 1.3, 3.8, 5.4, 8.5 and 10.4).

Geographically, the PP focused on the EIIP in the United Republic of Tanzania, and on Social Protection in Malawi, Mozambique, Zambia and Viet Nam.

PROGRAMME LOGICAL FRAMEWORK



The logical framework of the programme is aligned with that of the Flagship programme on Building SPF's for All: as illustrated above, it includes technical support and backstopping on EIIP and SPF for target countries, knowledge sharing and capacity-building. Under this framework, there are two ways of benefiting countries: (1) direct and intensive technical assistance and backstopping to target countries of the programme; and (2) documentation and dissemination of information and experiences from the technical assistance, with the potential to reach out to other countries not covered by the Irish Aid/ILO programme.

The global layer of the PP focuses on building capacities of national stakeholders – including through TRANSFORM, an innovative learning package on the administration of SPFs in Africa – on building and sharing knowledge on developing sustainable social protection systems and on providing technical expertise (to countries upon request and overall technical backstopping). The implementation of the PP is overall technically backstopped by two specialized technical units within the ILO, respectively the Social Protection Department (SOCPRO) and the Development and Investment unit (DEVINVEST).

Target groups

The main beneficiaries of the social protection component of the Programme are all residents with a preliminary focus on vulnerable persons in Malawi, Mozambique, United Republic of Tanzania, Viet Nam and Zambia currently uncovered by any form of social protection. The primary beneficiaries of the employment-intensive investment component are young women and men and unemployed,

budding entrepreneurs in the formal and informal sector and out of school youth. The secondary beneficiaries include also be the potential project implementation partners.

The direct recipients of the Irish Aid-ILO programme are national institutions with which the Programme works to enhance the capacity for extending and implementing social protection and EIIP. These would include policymakers, managers, technical staff, and social partners involved in the design and implementation of social protection floors and pro-poor public investment.

The country components are decentralized and managed by the relevant ILO country Offices, namely the ILO Country Office Lusaka for the Malawi, Mozambique and Zambia components, including the regional TRANSFORM initiative; the ILO Country Office Dar-es-Salaam for the United Republic of Tanzania component; and the ILO Country Office Hanoi for the Viet Nam component. The project also incorporated two Regional Objectives for the regional component: Immediate Objective REG1: Governments and social partners in southern and eastern Africa share best practices on right-based approaches to building universal social protection floors; Immediate Objective REG2: Capacities of practitioners and national trainers built in Southern and Eastern Africa (the latter incorporating the TRANSFORM regional initiative).

The project started with an inception phase from December 2016 until 30 June 2017, followed by the actual implementation phase. During the inception phase, it was foreseen the project would establish its Monitoring and Results Measurement System by developing performance indicators to track implementation progress and emerging results. Consultations with tripartite constituents and other partners in the five countries enabled the development of a detailed work plan, results framework with indicators and a corresponding budget for the implementation phase.

- **The overall goal of the programme**, across the five countries and globally, is that national governments develop and implement:
 - Comprehensive, well-designed and well-coordinated social protection systems to provide income protection, promote sustainable livelihoods and enhance productivity of the poor and vulnerable across the life cycle.
 - Employment-promoting approaches to support the delivery of public investments to promote resilience, access to services and employment opportunities for poor and vulnerable people.

The combination of both approaches will contribute to the sustainable livelihoods of the poor and vulnerable, by reducing both supply and demand barriers to economic and productive inclusion.

- **The social protection component** of the PP focuses on four priorities:
 - Facilitation of political and public debate on social protection with tripartite participation and awareness-raising (aligned with Irish Aid Strategic Priority No. 2).
 - Building capacities and enhancing coordination for the delivery of social protection (aligned with Irish Aid Strategic Priority No. 3).
 - Supporting the development of social protection policy and programmatic framework (aligned with Irish Aid Strategic Priority Nos. 4 and 6).
 - Defining appropriate financing mechanisms which are based on the economic and fiscal capacities of each country (aligned with Irish Aid Strategic Priority No. 5).
- **The EIIP component of the PP** focuses on three priorities:
 - Supporting national governments to integrate employment generation as an explicit objective within public expenditure programmes across relevant sectors.
 - Supporting the development of appropriate procurement and other procedures to facilitate this.
 - Supporting the development of strategies to promote and develop local small-scale business capacities.

- **Gender equality and disability inclusion** and other non-discrimination concerns should be mainstreamed throughout the PP to ensure:
 - Women’s representation in the design and governance of social protection and EIIP policies.
 - Maternity protection and childcare responsibilities in social protection floors.
 - Women’s equitable access to direct wage employment under EIIP schemes by creating:
 - Appropriate channels of communication for women;
 - Space for women (and men) to balance paid work with unpaid care work

Alignment of the Project with the ILO’s Strategic framework and the SDGs

The programme is aligned with the ILO’s Programme and Budget policy Outcomes on social protection and employment over the various biennium. It was specifically aligned with the strategy of the policy outcomes in:

- 2016-19, with Outcome 3 on Creating and extending social protection floors and Outcome 1 on More and better jobs for inclusive growth and improved youth employment prospects.

- 2020-22, it is aligned with Outcome 8 on Comprehensive and sustainable social protection for all and Outcome 3 on Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all.

At country level, it links to the priorities identified in the Country Programme Outcomes, namely MWI152 for Malawi, MOZ106 for Mozambique, ZMB128 for Zambia, TZA 101 and TZA903 for the United Republic of Tanzania and VNM127 for Viet Nam.

The project contributes to the SDGs 1, 3, 5, 8, and 10.

The Programme also contributes to the Africa Regional Social Protection Strategy, 2021 – 2025.

Final independent evaluation background

In accordance with the signed programme agreement, including its extension, and under the ILO evaluation policy, the ILO-Irish-Aid partnership programme 2016-2022 “Inclusive Growth, Social Protection and Jobs” should be evaluated throughout its duration. The programme benefitted from a mid-term independent evaluation to support accountability and to inform programme improvement and organizational learning as well as provide recommendations for the second half of its implementation. This mid-term independent evaluation was conducted between September 2019 and February 2020.

This final independent evaluation will be undertaken from end April to end June 2022. An ILO Evaluation Manager, who is independent of the ILO-Irish-Aid partnership programme and who is under the overall direction of the ILO Evaluation Unit, will manage the evaluation process. An external independent consultant/evaluator will conduct the evaluation while complying with UN Norms and standards and those ethical safeguards.

In addition to programme objectives, the final independent evaluation should also consider the project management response to the recommendations of the independent mid-term evaluation as well as annual implementation plans developed in each country and for each component, depending on financing, needs and opportunities, and in accordance with the overall project performance plan. These plans were conceived in consultation with Ireland embassies and ILO constituents.

The final independent evaluation will focus 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.

PROGRAMME IMMEDIATE OBJECTIVES AND INDICATORS	INCLUSIVE GROWTH, SOCIAL PROTECTION AND JOBS
COMPONENT	SOCIAL PROTECTION
DEVELOPMENT OBJECTIVE	OVERALL OUTCOME INDICATORS (DISAGGREGATED BY GENDER AND AGE)
More people have access to adequate social protection benefits, delivered by a more efficient and effective system	<ul style="list-style-type: none"> - the extension of coverage (number of people previously excluded that are now covered) - the adequacy of coverage (number of people that enjoy higher levels of protection) - access to social protection (number of people that more easily have access to social services and transfers)
VIET NAM (VNM/16/54/IRL)	
IMMEDIATE OBJECTIVES	INDICATORS (DISAGGREGATED BY GENDER AND AGE)
1. The Master Plan for Social Assistance Reform (2017-2025) and Action Plan for Implementation of MPSAR (2016-2020) are implemented, in line with fiscal context.	<ul style="list-style-type: none"> - Number of beneficiaries of tax-funded schemes - New or revised schemes are designed to extend social assistance coverage, especially for the elderly, children, and ethnic minority groups. - Number of legal texts revised for improving adequacy of benefits, number of new and strengthened procedures and services for improving delivery of social protection benefits
2. An adequate legal framework is in place reflecting the MPSAR's objectives, with special attention given to social assistance for older persons, pregnant women, children, emergency relief and social assistance services.	<ul style="list-style-type: none"> - Number of new or amended legal documents adopted for expanding social protection coverage, improving adequacy of benefits, or improving coordination and coherence of the legal framework
3. Implementation of social protection programmes is more effective and efficient through improved administration, coordination and monitoring and evaluation.	<ul style="list-style-type: none"> - Number of new mechanisms designed and endorsed by constituents for improved administration, coordination and monitoring and evaluation
MALAWI, MOZAMBIQUE, ZAMBIA (RAF/16/54/IRL)	

<p>1. A well informed political and public debate on social protection</p>	<ul style="list-style-type: none"> - Number of awareness raising/advocacy initiatives promoted with participation from media, academic/research institutions and members of parliament - Number of participants to public events/debates organized on social protection issues involving the general public as well as key stakeholders (e.g., from academia, cooperating partners, civil society, private sector, organizations of beneficiaries, government implementers at various levels) - Number of communication products on the extension of social protection floors and rights-based approaches to social protection developed and disseminated - Number of capacity-building sessions/training initiatives on the extension of social protection floors and rights-based approach to social protection promoted with participation from civil society organizations, workers organizations and employers' organizations
<p>2. Institutional coordination and rights-based approaches for effective delivery of social protection floors</p>	<ul style="list-style-type: none"> - Number of countries where reviews/assessments of institutional/governance/legal frameworks have been conducted/updated - Number of countries where frameworks/arrangements/guidelines for a) improved governance/coordination/integration of social protection system or b) right-based approaches in the delivery of social protection have been developed - Number of implementers of non-contributory social protection programmes (both central and decentralized levels) participating in TRANSFORM trainings
<p>3. A comprehensive national social protection policy and a prioritized implementation plan</p>	<ul style="list-style-type: none"> - Number of national dialogue processes supported to inform the development/evaluation/updating of national social protection policies/strategies - Number of technical assistance arrangements (or monitoring planning tools developed/updated) for institutions in charge of social protection to monitor/plan the extension of social protection programs and manage effective allocation of resources (e.g. across programs, across geographical regions) - Number of countries in which consolidated information on key social protection indicators necessary for reporting against SDG and other national planning instruments are available from consolidated administrative sources and/or survey modules/questions in regular nationally representative household surveys allows analysis of coverage, targeting and impact
<p>4. A sustainable and progressively domestically funded social protection financing framework</p>	<ul style="list-style-type: none"> - Number of evidence generation initiatives supported on cost-benefit analysis, tax-benefit simulation and economic simulations of alternative social protection reform options that inform policy making (e.g. SOUTHMOD) - Number of national stakeholders (ministries, economic think tanks, academia, civil society) receiving technical assistance/capacity support on social protection cost-benefit modelling and tax benefit analysis - Number of countries where medium term plans for social protection expenditure and financing have been developed

	<ul style="list-style-type: none"> - Number of national stakeholders (ministries, economic think tanks, academia, civil society) receiving technical assistance / capacity support on social protection financing - Number of countries where feasibility studies for the introduction of innovative modalities for financing social protection floors are conducted
GLOBAL / REGIONAL (GLO/16/63/IRL)	
1. Cross-country technical assistance in specific areas	<ul style="list-style-type: none"> - Number of new or amended legal documents adopted for expanding social protection coverage, improving adequacy of benefits, or improving coordination and coherence of the legal framework. - Number of social protection policies and implementation plans developed and adopted. - National dialogue processes conducted - Review studies conducted
2. Governments and social partners in southern and eastern Africa and Vietnam share best practices on right-based approaches to building universal social protection through south-south learning opportunities	<ul style="list-style-type: none"> - Regional Communities of Practice and knowledge exchange platforms established - Number of information exchange workshops held
3. Capacity-building of practitioners and national trainers in Southern and Eastern Africa \	<ul style="list-style-type: none"> - Number of trainings held using the TRANSFORM package and good practice guides - Number of good practice guides and briefs published - TRANSFORM training modules finalized - Online TRANSFORM package made available

PROJECT TITLE :	INCLUSIVE GROWTH, SOCIAL PROTECTION AND JOBS
COMPONENT:	Employment-Intensive Investment Programs (EIIP)
DEVELOPMENT OBJECTIVE	OVERALL OUTCOME INDICATORS (DISAGGREGATED BY GENDER (WOMEN) AND AGE (YOUTH))
Development Objective: Pro-poor investment policy, strategy and programmes address rampant unemployment and social protection deficits in target areas	<ul style="list-style-type: none"> - Total number of beneficiaries of infrastructure investment policies, strategies and programmes using the EIIP approaches - Number of decent jobs and work opportunities created, especially for women and youth (hours of work per beneficiary) - % increase in household incomes in target areas and communities - % decrease in poverty and vulnerability in target communities

UNITED REPUBLIC OF TANZANIA (TZA/16/51/IRL)**MALAWI, MOZAMBIQUE, ZAMBIA (RAF/16/54/IRL)**

IMMEDIATE OBJECTIVES	INDICATORS (DISAGGREGATED BY GENDER (WOMEN) AND AGE (YOUTH))
1. Inclusive and transparent pro-employment investment strategies mainstreamed in national employment policies and programmes, with implementation guidelines	<ul style="list-style-type: none"> - Number of revised policies, regulatory, legal and incentive frameworks drafted/reviewed and adopted using evidence from programme experiences. - % participation of small scale enterprises and communities in infrastructure delivery - % increase in number of quality public assets built as a result of EIIP support
2. Procurement systems, procedures and legal frameworks at national and local levels reformed and adopted to increase the participation of small-scale enterprises, contractors and local communities in infrastructure delivery	<ul style="list-style-type: none"> - Number of stakeholders reporting increased knowledge as a result of programme support - Number of national and local authorities reporting use of improved procurement procedures and documents - Number of communities reporting improved performance (cost, jobs, work opportunities, quality infrastructure) and capacity to implement public works programs
3. Employment-intensive investment planning and technical capacity of institutional partners strengthened	<ul style="list-style-type: none"> - Number of community colleges and Sector-based Technical Training Institutions with EIIP training courses - Number of procurement and quality assurance systems reviewed and used - Number of Employment Intensive Investment sub-projects implemented with EIIP support - Number of stakeholders sensitized on tools and methodologies of the programme as well as lessons learned
4. Technical and management capacity of local contractors deepened, including access to finance and non-financial services	<ul style="list-style-type: none"> - Number of SMEs/Local Contractors trained in EIIP methodologies and tools - Number of SMEs/Local Contractors reporting increased business income and job creation - Number of EIIP curriculum and courses developed and offered by technical and vocational training centres

2. PURPOSE AND SCOPE OF EVALUATION

Purpose

The evaluation has an important accountability and organizational learning function for the ILO, the ILO constituents in the countries involved and the donor. 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 evaluation will also formulate conclusions and recommendations, as well as generate lessons learned and good practices and challenges. Specifically, the evaluation will aim at ascertaining what the project has or has not achieved; how has been implemented; how it is perceived and valued by target groups and stakeholders; whether expected results and impacts of the project 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, coordination 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.

The evaluation findings and recommendations will help to guide the stakeholders in the design of a new programme for the partnership. In concrete terms, it will aim at identifying and communicating in a simple and clear manner the lessons learned and concrete recommendations that can guide, in the strategic perspective of the overarching framework of the Social Protection Floors' Flagship Programme and the Global Accelerator for Social protection and Jobs, the definition of new programming aimed at maximising the impact of public policies and their implementation for the benefit of the most vulnerable and the Country, through strengthening of strategic and operational planning, management processes, working methods and the analytical capacities of project teams and social partners at all levels.

Also the evaluation shall refer to guidance provided in the [Protocol on evaluating projects under COVID-19](#).

Intended Users

The primary users of the final independent evaluation are the ILO constituents and partners in the Countries, implementing ILO units, development partners, relevant other UN agencies, CSOs and the resource Partner of the Programme. These users interest lies primarily, although not exclusively, in learning from experience to inform future interventions and investments in this area.

Scope

The proposed evaluation will examine the project in terms of its progress, its implementation arrangements, partnerships, achievements, challenges, good practices, and lessons learned from the implementation of the project. The scope of the independent final evaluation includes a review and

assessment of all outputs, activities and workflows carried out under the ILO-IRISH-AID Partnership Programme 2016-22 in the five countries and at global level for the period between December 2016 and December 2022 (considering that year 2016 was an inception year). The final evaluation findings, conclusions and recommendations are inherent to the programme document and will serve as a core guidance for the definition of a new programme under the ILO-Irish aid partnership.

The independent final evaluation will consider the contribution of the PP to the implementation and strengthening of social protection systems and EIIP, the degree to which this contribution is being achieved as expected in the timeframe considered, as well as unexpected results in terms of non-planned outputs and/or outcomes.

The independent final evaluation will consider the PP, including issues of project design, implementation and administration, contexts and assumptions, lessons learned and recommendations.

The evaluation should give specific attention to how the intervention is relevant to the ILO's programme and policy frameworks at the national and global levels, to relevant national United Nations Sustainable Development Cooperation Frameworks, national social protection and EIIP strategies and national sustainable development strategy or other relevant national development priorities and frameworks of the programme beneficiary countries. The evaluation should also focus on an exit strategy and the sustainability of the outcomes of the project.

The independent final evaluation will be designed in a user-friendly way, to be easily shared and to maximize its uptake and utilization by stakeholders and partners. However, particular attention should be paid to the language in the document.

The duration of the independent final evaluation is 41 working days between April and July 2022.

EVALUATION QUESTIONS

The evaluation will address the following criteria (but is not limited to) project relevance, effectiveness, efficiency, results/impact and sustainability. The evaluation will provide findings, conclusions, lessons learned, good practices and recommendation that are evidence-based. The following questions are expected to be addressed by the evaluation:

Cross cutting:

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

- What lessons can be learned from the programme implementation that can be applied in the context of new programme under the PP?
- What were the main challenges, and how were they overcome? (Considering separately the problems related to COVID-19, and those identified throughout the implementation of the programme.)

Relevance, coherence and strategic fit:

- In the light of its implementation, how did the PP fit within the ILO's Programme and Budget Policy Outcomes and in the framework of the Decent Work Country Programmes? How did it fit within the ILO's Flagship Programme on Building Social Protection Floors for All and the EIIP Strategy?
- To what extent were the programme's strategic elements (objectives, outputs, implementation strategies, targets and indicators) achieved? Was the intervention logic realistic? If not, why? And what should have been done differently?
- Did the programme design effectively consider the national development priorities and donor's specific priorities and concerns in the 5 countries?
- Did the programme effectively addressed the national development priorities and donor's specific priorities and concerns in the 5 countries.
- To what extent did the programme readjust its outcomes, outputs and activities to support the beneficiary countries in addressing the effects of the COVID-19 pandemic?
- Did the programme design effectively integrate the interests of different stakeholders and final beneficiaries of social protection and Employment Intensive Investment programmes?
- How the programme implementation coordinated with other ILO, UN and governments initiatives in social protection and public works?
- How responsive was the programme design to national sustainable development plans for the SDGs?
- To what extent did the programme design consider concerns relating specifically gender equality and non-discrimination and to the inclusion of persons with disabilities?
- To what extent has the programme been designed or repurposed based on results from COVID-19 diagnostics, UN socio-economic assessments and guidance, ILO decent work national diagnostics, CCA, or similar comprehensive tools?
- To what extent has the programme provided a timely and relevant response to constituents' needs and priorities in the COVID-19 context?

Effectiveness

- To what extent have the overall programme objectives and expected outputs, qualitatively and quantitatively been achieved? Will the programme be likely to achieve its medium and long-term outcomes by December 2022?
- To what extent have the ILO country offices, regional offices, Decent Work Teams, and concerned HQ Departments fostered integrated and strategic technical support and policy dialogue processes through the ILO COVID-19 response intervention at country level for a timely crisis response to COVID-19?
- What are the achievements and challenges registered so far? Including in which areas the programme has under-achieved its objectives (explain the constraining factors, the reasons behind them and how they can be overcome). Are there any external factors that hindered or facilitated the achievement of the programme outcomes?
- To what extent was the programme able to effectively support the beneficiary countries in addressing the effects of the COVID-19 pandemic?
- Were there any unplanned effects (negative or positive)?
- To what extent has the ILO made progress as part of its COVID-19 response in achieving results on crosscutting issues of standards; social dialogue and tripartism; gender equality and non-discrimination; and environmental sustainability, notably in policy dialogues, policy partnerships, partners frameworks (e.g. SERPs), etc.?
- In which areas has tripartism been integrated successfully?
- To which extent have the social partners been involved in the implementation of the programme? Has the programme fostered ILO constituents' active and continuous involvement through social dialogue in articulating and implementing activities and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work? To what extent has the programme engaged with stakeholders other than ILO constituents for sustainable results?
- What are the noteworthy, good practices and lessons learned?
- To what extent did the programme consider the findings and recommendations of the mid-term independent evaluation?

Effectiveness of management arrangements

- Did this programme receive adequate political, technical and administrative support from its national partners, the ILO, and the donor?
- Were administrative modalities adequate to facilitate good results and efficient delivery of the programme? Is the programme's management approach perceived positively by ILO technical units and implementing partners? Is there a clear understanding of the roles and responsibilities by all parties involved?
- How effective were the programme coordination and management arrangements? How effectively did the COs, ROs, DWTs and HQ departments co-ordinate and complement each other in timely delivery of programme outcomes? What was the level of coordination and collaboration achieved with the ILO field experts? To what extent has the ILO been effective and timely in providing an adapted COVID-19 response and guidance to constituents through the intervention? To what extent has the ILO intervention applied innovative approaches for an effective and timely ILO action to

mitigate the immediate effects of the pandemic on the world of work?

- How effectively did the programme management monitor performance and results? Was relevant information and data regularly collected and analysed to feed into management decisions?

Efficiency

- What evidence is there of cost-effectiveness in the programme's implementation and management?
- Have project's funds and outputs been used and delivered in a timely manner?
- To what extent did the programme leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced projects relevance and contribution to priority SDG targets and indicators? (Explicitly or implicitly) To what extent has the programme leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results?
- What were the partnership arrangements in the implementation of the Programme at various levels, national, regional and interagency? What were the challenges in the formulation of these partnerships? What were the results of these partnerships and how to improve them? To what extent has the programme leveraged partnerships (with constituents, national institutions, IFIs and UN/development agencies) to support constituents while targeting the COVID-19 response?
- Has the programme implementation benefited from the ILO's technical resources and international experiences and in what ways?
- What time and cost efficiency measures could be introduced to improve the achievement of results?
- Has cooperation with the programme's implementing partners been efficient? How strategic are the implementing partners in terms of mandate, influence, capacities and commitment?

Results/Impact

- What are key results achieved by the programme vis a vis its committed outcomes and outputs?
- What are the impacts of the programme?
 - What are the emerging impacts of the programme and the changes that can be causally linked to the programme's intervention?
 - What are the realistic long-term effects of the programme in terms of enhancing institutional capacity and the extension of social protection and EIIP?
 - To what extent has the programme made a significant contribution to broader, longer-term development impact?
- What are the areas for further reinforcement of the programme achievements?
- What are the good practices and lessons learned noteworthy of documentation?
- Has the ILO COVID-19 response action contributed / is likely to contribute to intended outcomes on supporting enterprises, jobs and incomes, and strengthened national social protection systems, aligned with relevant International Labour Standards?

Sustainability

- What are the main risks for sustainability of the programme and what are the immediate actions/interventions by the ILO and donor to ensure that the achievements of the programme can be met and sustained? What are the main risks for the sustainability of the ILO COVID-19 response and what mitigation strategies should the ILO implement?
- How likely will the programme lead to results that will be sustained or integrated in other post-pandemic response over time? Has the programme developed a sustainability strategy and worked with constituents and other national counterparts to sustain results during the recovery stage?
 - Have the risk factors and assumptions been considered and updated?
 - To what extent has it been possible to achieve tripartite involvement in and thus ownership of the programme?
 - To what extent did the programme take into consideration gender specific analysis and provide specific recommendations on gender equality and/or on other non-discrimination issues?
 - To what extent the programme has considered disability inclusion concerns in its design and results framework?
 - What are the possible long-term effects on gender equality and inclusion of persons with disabilities?
 - To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (Explicitly or implicitly)
 - How likely will the ILO project lead to results that will be sustained or integrated in other post-C 19 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?

3. EVALUATION METHODOLOGY AND TIMELINE

The independent final evaluation will be carried out in accordance with ILO standard policies and procedures, with the Code of Conduct for Evaluation of the UN System²²¹, and with the criteria and approaches for international development assistance as established by the Organisation for Economic Cooperation and Development /Development Assistance Committee (OECD/DAC) Evaluation Quality Standard. The ILO's Evaluation Guidelines²²² provide the basic framework. Also the evaluation shall refer to the [Guidance on Implications of COVID-19 on evaluations in the ILO](#).

A. APPROACH

The independent final 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

²²¹ 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”.

²²² List of all Guidance notes, templates, checklists and tools: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_176814.pdf

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 will give specific attention to how the intervention is relevant to the ILO's program and policy frameworks at the national and global levels, to the UNDAF/UNSDCF and national sustainable development strategy (or its equivalent) or other relevant national development frameworks.

The independent final evaluation will be qualitative and participatory in nature. Qualitative information will be obtained from the Countries (Malawi, Mozambique, Zambia, United Republic of Tanzania and Vietnam) and the Global component, 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 nature of the evaluation will contribute to the sense of ownership among stakeholders. Quantitative data will be drawn from project documents, essentially the Progress Reports, the Transform evaluation and other documents.

The evaluation should also follow these principles:

- The approach should be constructive.
- The data collection should follow the principles of representation i.e., all stakeholders should have the opportunity 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 [Guidance Note. 3.1 on integrating gender](#) The evaluation will integrate gender equality, disability inclusion in line with the [UNEG guidance on disability inclusion](#) in the evaluation process 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, be evidence-based and triangulated; limitations of the chosen evaluation methods are to be stated;
- It should follow the UN recommended ethical guidelines, including confidentiality issues.

B. INDEPENDENT FINAL EVALUATION METHODOLOGY

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, and include the review of project documents and reports. The evaluator will also develop a systematic questionnaire as part of the inception report to guide the interviews, capture qualitative and quantitative data and ensure objectivity and consistency in interviews in the different countries with respect to the various types of stakeholders. 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. Due to the COVID-19 situation and considering ILO guidelines on travel, interviews with stakeholders in the five countries will be conducted virtually, and where possible, in persons by national consultants.

The methodology should include examining the intervention's Theory of Change (or request if feasible that evaluator reconstructs one if the TOC is not in place or not in line with the programme's current reality), specifically in the light of the logical connect between the level 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.

Methods to be considered for the process of the independent final evaluation of ILO/IRISH-AID Programme include desk review of background documents, interviews with key informants, online interviews, and meetings with stakeholders.

The findings of the evaluation will be presented to all stakeholders during a virtual workshop, before finalizing the evaluation report. The evaluation must coherently and logically triangulate all data collection methods. All recommendations put forth in the evaluation must stem from the evaluation's findings and conclusions.

The evaluator may adapt the methodology, subject to the agreement between the evaluation manager and the evaluator during the inception phase.

Desk review

The evaluator will review all necessary documents to inform the evaluation. Documents may include, but are not limited to:

- Programme Documents
- Annual activities plan
- Annual progress reports
- Evaluation of the TRANSFORM project
- Evaluation of the ILO's Global Flagship Programme on Building Social Protection Floors for All
- Independent Mid-term evaluation and management response
- Gender and Inclusion study
- ISPA –PW study in Tanzania
- Other reports and publications undertaken by the programme including policy briefs and country case studies
- Programme extension 2022

Note: The ILO team will provide reference documents uploaded in a specific repository in Teams as follows:

- Outputs produced (Publications, briefs, training materials, advocacy materials, working papers, technical reports etc.)
- Project management and governance documents (progress reports, governance documents, relevant minutes or agreements concluded etc.)
- Information on key stakeholders for key informant interviews, including, as relevant, government, social partners, civil society, development partners, UN agencies at country, regional or global level

INTERVIEWS WITH THE PROGRAMME TEAM

The purpose of this phase is to get a first-hand account of the nature, approach, progress and challenges of the programme, as well as to identify key stakeholders who should be interviewed as part of data collection. The evaluator will prepare an interview guide that includes a list of interview questions for each type of stakeholder. The interview guides should be submitted to the evaluation manager for review. Interviews with stakeholders will be scheduled by designated programme staff.

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, community leaders, community members, donors, and government officials.

- Interviews will be held with as many project stakeholders as possible. The interview guide is a deliverable under this TOR and should be provided to the ILO in conjunction with the Question Matrix. The evaluator will work with local consultants in Malawi, Mozambique, Zambia, United Republic of Tanzania and Vietnam. For all the other stakeholders, the interviews/questionnaires should be conducted using IT tools (Skype, e-mails, online tools such as SurveyMonkey, etc.).
- Depending on the circumstances, these meetings will be one-to-one or group interviews. The exact planning of the meetings will be determined between the consultant and the ILO, based on scheduling and availability of interviewees. Meetings will be scheduled in advance by the project staff and coordinated by the designated ILO expert at the country level. It is important to note that some interviews might need assistance of interpreters and any such/other support from the national consultants based in the beneficiary countries if applicable.
- The consultant will prepare an Interview guide and a Question Matrix customized by respondent groups, which should be submitted to the ILO as part of the inception report before the fieldwork.

INTERVIEWS

The independent evaluator may be required to organize online interviews with the Global component, and in the following countries: Malawi, Mozambique, Zambia, United Republic of Tanzania and Vietnam, where there is dedicated programme staff which has allowed for close relationship with national constituents and partners and smoother implementation of the programme's activities. During the interviews, the consultant will inquiry the activities and outputs developed by the programme. Meetings will be scheduled in coordination with the ILO Evaluation Manager and with the designated ILO expert at the country level. There will be two main types of activities during the interviews:

a. In country interviews

As indicated above, interviews at country level will be conducted with national consultants. Qualitative information will be obtained through inputs provided by them (in Malawi, Zambia, United Republic of Tanzania and Vietnam) via interviews and focus group discussions as appropriate.

b. In country debriefing (virtual)

Following the interviews, the independent evaluator will conduct a debriefing on-line with the ILO programme staff member in the country. The meetings will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information. The debriefing meetings will be organized by the country teams, which will duly inform the ILO Evaluation Manager.

STAKEHOLDER WORKSHOP

Following the desk review and the interviews, the evaluator will conduct an online virtual stakeholder workshop with programme staff in headquarters and in the field, development partner representatives, and national stakeholders. The purpose of the stakeholder workshop is to present the main preliminary findings of the final independent evaluation, solicit recommendations, relay any issues and request for clarification or further information from stakeholders. The list of participants

will be confirmed in consultation with the ILO Evaluation Manager. The agenda of the meeting will be prepared by the independent evaluator in consultation with the ILO Evaluation Manager.

C. ETHICAL CONSIDERATIONS AND CONFIDENTIALITY

The final evaluation mission 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, programme staff may need to make introductions whenever necessary, to facilitate the final evaluation process. The evaluator will follow the standard Code of Conduct which should be carefully read and signed.

Quality

The evaluator will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions, recommendations, etc. are supported by evidence and analysis. The links to relevant ILO guidance for conducting evaluations are included in Annex 1.

D. EVALUATION DELIVERABLES AND TIMELINE

The evaluation is scheduled to take place from April to July 2022. The tentative schedule for the final evaluation, subject to modification following discussions with the ILO Evaluation Manager, is the following:

OUTPUT	DESCRIPTION	# WORK DAYS	TENTATIVE DUE DATES IN 2022	RESPONSIBLE PERSON
TOR	Preparation of ToR and consultation with stakeholders		End of April	ILO Evaluation Manager
Selection of Independent Evaluator	Call for expression of interest and selection process in consultation with the Evaluation Office		Mid March – end of March Selection by end of April Initial briefing for the international evaluator (team lead) and Contract by 15 June.	ILO Evaluation Manager Socpro/EIIP
Deliverable 1:	Read and review the core set of project documents. Request	10	Initial consultation with the	Independent Evaluator

Desk review and Inception Report	any additional documentation required Undertake initial consultation with the programme team, including discussion of the report's outline, in preparation for the evaluation activities. Prepare inception report - An operational work plan which indicates the phases and outline of the evaluation, finalizes the set of evaluation questions, the approach, the timing, key deliverables and milestones, aligned with this TOR		programme team. Draft inception report due on 22 June Final inception (revised) report due on 29 June	
Missions (TBC)/Interviews with the programme team and key stakeholders within the ILO	Online meetings with the programme teams in Malawi, Mozambique, Zambia, United Republic of Tanzania and Vietnam and HQ Geneva; national stakeholders and other stakeholders (development partner representative and other partners, etc.) at global and country level.	17 (3 days per country + 2 days global)	Mid-July	Independent Evaluator Project team to support the organisation of interviews
Deliverable 2: Draft report and stakeholder workshop agenda and presentation	Draft report (no more than 40 pages with templates and annexes not counted in the page numbers) addressing the final evaluation questions. A draft agenda and draft presentation for the stakeholder workshop.	7	8 August	Independent Evaluator
Deliverable 3: Stakeholder Workshop and PPT	Conduct a virtual online stakeholder workshop with stakeholders, collect information to finalize the evaluation report. A PPT for sharing of evaluation findings.	2	15 August (tbc)	ILO Evaluation Manager + Independent Evaluator

<p>Deliverable 4: Final report, Summary report and final PPT</p>	<p>All feedback from stakeholders for the evaluator are communicated by the ILO Evaluation Manager in a consolidated manner. The draft is revised by the evaluator, based on the feedback received, edited and formatted as per ILO template. 5</p> <p>Executive summary report produced in a separate document, the template for which will be provided by the ILO Evaluation Manager. A PPT for sharing of evaluation findings is finalized following the stakeholder workshop.</p>	<p>5</p>	<p>29 August</p>	<p>ILO Evaluation Manager + Independent Evaluator</p>
	<p>Total (<i>indicative, depending on the missions</i>)</p>	<p>41 days</p>		

4. EXPECTED OUTPUTS AND DELIVERABLES

The independent final evaluation will include four milestone deliverables, as follows:

1. Desk review and Inception report
2. Draft report and stakeholder workshop agenda and presentation
3. Stakeholder workshop and PPT
4. Final report, Summary report and final PPT

INCEPTION REPORT

Based on the desk review and initial briefing, an inception report will be prepared to layout the conceptual and operational framework that will be used to undertake the evaluation. The inception report will include:

- Understanding of the assignment (based on the ToR), the final evaluation approach and methodology.

The Independent Evaluator may adapt the final evaluation criteria and questions as well as the proposed final evaluation methodology indicated in the TOR. All changes should be agreed with the ILO Evaluation manager and reflected in the Inception report.

- An Interview guide and a Question Matrix, which outlines the method for conducting the interviews and the source of data from where the independent evaluator, and if required the national consultants, plans to collect information for each final evaluation question will be included.
- A plan for the interviews and discussions including the list of key stakeholders at HQ and at the country levels to be interviewed, and interview checklists customized by stakeholder groups.
- The detailed work plan for the final evaluation, indicating timeline and phases, key deliverables and milestones.

The Inception Report shall be submitted by the Independent Evaluation Consultant/Evaluator to the ILO before starting the interviews. Interviews will take place after approval of the inception report by the ILO Evaluation Manager.

EVALUATION REPORT

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

- I. Table of Contents including list of figures and tables.
- II. List of Acronyms.
- III. Acknowledgements.
- IV. Executive Summary - providing a brief overview of the evaluation including sections IV-IX and key recommendations (5 pages at most): To include key commonalities and specificities by Country and by Component (findings, challenges, lessons learned and

recommendations).

- V. Introduction, Background and Programme Description, including Context.
- VI. Evaluation Objectives and Methodology.
- VII. Key Evaluation Findings including:
 - Findings, commonalities and specificities by Country/globally, and by Component – Answers to each of the final evaluation questions, organized around the TOR key areas (relevance and strategic fit; effectiveness; efficiency; impact and sustainability), with supporting evidence cited.
- VIII. Conclusions and Recommendations ²²³. *All recommendations should be structured by component, country and globally, indicating the stakeholder(s) whom the recommendation is addressing. It must specify: (1) level of priority (high, medium or low), (2) level of resources (high, medium or low), and (3) timeframe (long, medium or short)*
 - Conclusions – interpretation of the facts, including criteria for judgments
- IX. Lessons Learned and Good Practices ²²⁴.
- X. Annexes, including but not limited to list of interviews, evaluation schedule, proceedings of stakeholders meetings, list of documents reviewed and other relevant information.

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

Recommendations should not be more than 10 and should not repeat the conclusion statements. They should:

- a. Follow logically from conclusions, lessons learned and good practices;
- b. Be numbered and should have a sub-title that indicates what the recommendation is about, followed by a narrative explanation of the recommendations;
- c. Indicate the action needed to remedy situation in a concise manner. Long sentences and paragraphs should be avoided;
- d. Reflect the gender analysis conducted in the evaluation;
- e. Specify who is called upon to act: ILO Country Office; Project Management; ILO HQ Administration; Tripartite Constituents; ILO HQ Technical Unit; ILO Regional Office
- f. Distinguish priority or importance (high, medium, low);

²²³ An indicative template will be provided.

²²⁴ An indicative template will be provided.

- g. Specify the recommended time frame for follow-up (short-term, medium-term, long-term, not applicable); and
- h. Acknowledge whether there are resource implications (e.g. low, medium, high).

Recommendations are based on the findings and conclusions of the report

- recommendations are clear, concise, constructive and of relevance to the intended user(s)
- recommendations are realistic and actionable (including who is called upon to act and recommended timeframe)
- recommendations should be numbered (not in bullet points)
- recommendations should not be more than 1all 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 should be approximately 40 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 English. 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 final evaluation reports). The final report is subject to final approval by the ILO Evaluation Office.

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

5. MANAGEMENT AND SUPPORT

In compliance with UN norms, standards and ethical safeguards, the independent final evaluation will be managed by a certified ILO Evaluation Manager, Mrs Francesca Fantoni, who has no prior involvement in the programme and will manage the evaluation process as per the ILO policy guidelines for evaluations under the overall direction of the ILO Evaluation Office.

The final independent evaluation will be conducted by an external independent evaluation consultant who will be the Independent Evaluation Consultant/Evaluator. The Independent Evaluation Consultant/Evaluator is recruited by and reports directly to the ILO Evaluation Manager. The Evaluation Manager will undertake the following tasks:

- Serve as the first point of contact for the evaluator;
- Provide background documentation to the evaluator in cooperation with the programme team;
- Brief the evaluator on ILO evaluation procedures;
- Circulate the reports to all concerned stakeholders for comments; and
- Consolidate comments for the evaluator.

The evaluation will be carried out by a team of evaluators, consisting of one international evaluation consultant (Team Leader) and national-level consultants in-country (the latter may be hired by the ILO

separately with the support of Country offices). The team leader evaluator reports directly to the ILO Evaluation Manager.

The Team Leader will conduct the final evaluation. The Team Leader will report to the Evaluation Manager and be responsible for the timely submission of deliverables, including the final evaluation report, which should comply with ILO's Evaluation Policy Guidelines and related checklists and templates.

National consultants (who may be hired by the ILO separately) will be commissioned for shorter periods of time to support the evaluation at country level up to 5 countries. The national consultants will report to the Team Leader who will develop their TORs. Under his/her guidance, national consultants will be responsible for the implementation of data collection activities at country level. The Evaluation Manager will facilitate this collaboration.

The implementing units, the Social Protection Department (SOCPRO) and the Development and Investment Branch (DEVINVEST) will provide support to the ILO Evaluation Manager during the evaluation process and will provide all the information necessary for its successful completion. The Social Protection Department (SOCPRO) will handle all contractual arrangements with the evaluation team and provide any logistical and other assistance as may be required.

Consultant eligibility criteria

The Independent Evaluation Consultant/Evaluator will demonstrate the following set of competencies and experience:

1. Master's degree from a reputable university in a relevant field (social sciences, development studies, economics, management).
2. A minimum of eight years of relevant experience conducting evaluations.
3. Knowledge of the ILO's role and mandate, tripartite structure, gender and inclusion policies.
4. Demonstrated experience, especially within the UN system, in project cycle management and logical framework approaches as well as on results-based management.
5. Experience in the evaluation function of national and international organizations and a full understanding of the UN evaluation norms and standards.
6. Technical background in social protection and Employment Intensive Investment approaches.
7. Knowledge and experience of at least one of the countries and regions involved (Malawi, Mozambique, Zambia, United Republic of Tanzania, Viet Nam).
8. Capacity to produce user-friendly, pragmatic and prospective recommendations in both operational and managerial terms.
9. Full proficiency in English. All reports, including drafts will be written in English.
10. No relevant involvement in the ILO/IRISH-AID Programme design and implementation.
11. No relevant bias related to ILO, or conflict of interest that would interfere with the independence of the final evaluation

Required qualifications for national consultants

- First-level or higher degree from a reputable university in a relevant field e.g. social sciences, development studies, economics, management (or Engineering only in United Republic of Tanzania), with a minimum of three years of relevant experience conducting evaluations.
- Knowledge of the ILO's role and mandate, tripartite structure, social protection, gender and inclusion policies would be an advantage.

- Prior experience of working on evaluation assignments.
- Ability to speak local/national language and proficiency in English.

Report management

To ensure independence of all deliverables, all submissions will be made through the Evaluation Manager (fantoni@ilo.org). The Final Independent Evaluator will work closely with both the ILO Evaluation Manager and the programme team. The role of the programme team will be limited to providing relevant documents and information, and logistical support as required.

- The Evaluation Office (EVAL) will provide quality control of the final evaluation process and report.
- SOCPRO will handle all contractual arrangements with the consultant.

Any technical, methodological or organizational matters are to be discussed with the ILO Evaluation Manager, who will consult and coordinate with the relevant counterparts, as appropriate.

All components of the final evaluation should be completed in a timely manner, according to the timelines agreed upon by the ILO and the independent evaluator in the TOR. If a component cannot be completed according to the schedule outlined in the TOR, the independent evaluator 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 independent evaluator, the report is subject to final approval by the Donor for contractual compliance and to the ILO for compliance with ILO Evaluation Policy and guidelines.

The independent final evaluation will be financed by the ILO/IRISH-AID Programme. The cost of the External Collaboration Contract for the Independent Evaluation Consultant/Evaluator will be in accordance with ILO rules and regulations.

6. ANNEXES

Annex 1: relevant ILO evaluation guidance

- [Code of Conduct Form](#)
- [Guidance Note on Evaluation lessons learned and emerging good practices](#)
- [Guidance Note on Integrating gender equality in monitoring and evaluation of projects](#)
- [Guidance Note on Stakeholder participation](#)
- [Checklist 3: Writing the inception report](#)
- [Checklist 5 Preparing the evaluation report](#)
- [Checklist 7 Filling in the EVAL title page](#)
- [Checklist 8 Preparing the evaluation summary for projects](#)
- [SDG related reference material](#)
- [Lessons Learned Template](#)
- [Good Practices Template](#)
- [Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations](#)