

Building National Floors of Social Protection in Southern Africa

(Zambia, Malawi and Mozambique –
Southern Africa Region)



International
Labour
Organization



Mid-Term Evaluation Report: August 2015



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i. List of acronyms/abbreviations

ABND	Assessment Based National Dialogue
CTA	Chief Technical Advisor
DWT	Decent Work Team
GRZ	Government of the Republic of Zambia
HQ	Headquarters
IA	Irish Aid
ICT	Information and Communication Technology
ILO	International Labour Organization
INAS	National Institute of Social Action (Mozambique)
IPK	Ingenious Peoples Knowledge
M&E	Monitoring and Evaluation
MCDMCH	Ministry of Community Development, Mother and Child Health
MIS	Management Information System
MLSS	Ministry of Labour and Social Security (Zambia)
MoH	Ministry of Health
MoU	Memorandum of Understanding
NPC	National Project Coordinator
ROAF	Regional Office for Africa
SOCPRO	Social Protection Department (ILO)
SP	Social Protection
NGO	Non-Governmental Organisation

ii. Executive Summary

The project *Building National Floors of Social Protection in Southern Africa* was launched in the three target countries, Zambia, Malawi and Mozambique, in the hope of supporting countries to establish sound policy and institutional frameworks to deliver efficient, effective mechanisms of social protection. It also aims to promote the dissemination of good practices in the governance and administration of social protection at regional level. This three year initiative, which commenced in January 2014, is expected to run until December, 2016. The project is being funded by the Government of Ireland with an overall budget of US \$1,630, 434.

This project uses a multifaceted approach as a result of the technical support required for its constituents: assistance to on-going processes of national dialogue, a regional peer learning process promoting the exchange of south to south experiences and knowledge within the Social Protection Framework in the region, and aligning country-specific social protection needs to the principles and guidelines reflected in Recommendation 202 on national social protection floors. The project is linked to the Decent Work Country Programmes in Zambia, Malawi and Mozambique.

The overall project objective is that more people have access to a nationally defined set of gender- and HIV/AIDS-sensitive social protection guarantees within a more efficient and coherent national social security system. Delivery of the project objective hinges on the three outcomes below.

Outcome 1: Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances, developed in the context of evidence-based national dialogue in Zambia, Mozambique and Malawi;

Outcome 2: Improved legal, administrative and governance frameworks for the extension of social protection (including budget planning and national monitoring systems) designed in line with international social security standards;

Outcome 3: Improved knowledge bases and monitoring capacity for the implementation of Social Protection Floors in the three countries.

Two sets of target groups have been identified: direct recipients, namely governments and public institutions (primarily relevant Ministries in charge of social protection and social protection agencies/institutions). The second group includes employers' and workers' organisations, and academic and other relevant civil society organisations. The ultimate beneficiaries include vulnerable persons not currently covered by any form of social protection.

The project is managed by a Chief Technical Advisor (CTA) based in the Lusaka office who reports to the ILO Director for the ILO office in Lusaka. The CTA is supported by a National Project Coordinator and a Programme Assistant based in the Lusaka office, one consultant in Malawi and a project officer in Mozambique. The project is technically supported by the Social Protection Specialist based in the Decent Work Support Team office of Pretoria and the Social Protection Department in Geneva.

The project has undergone a mid-term internal evaluation in accordance with the ILO Evaluation Policy, with the general purpose of enabling project staff, constituents and other relevant stakeholders to assess progress and to take decisions regarding the intervention logic and emphasis of the project in its remaining time. It aims at: (i) providing an independent assessment of the project progress to date across the three outcomes; assessing performance, strategies and the implementation modalities chosen, as well as partnership arrangements, constraints and opportunities; (ii) providing strategic and operational recommendations as well as highlighting lessons improving performance and delivery of project results. The evaluation covers all outcomes of the project since the start, with particular attention paid to synergies across components.

The evaluation assesses five criteria related to specific key evaluation questions:

- a) Relevance and strategic fit
- b) Validity of design
- c) Project progress and effectiveness
- d) Effectiveness of management arrangements and efficiency of resource use, and
- e) Sustainability

The primary client of the evaluation is the Government of Ireland as donor of the initiative, the Governments and the ILO constituents of Zambia, Malawi and Mozambique as recipient countries and the ILO as executor of the project, as well as other relevant stakeholders.

The evaluation was carried out through a desk review, meetings with stakeholders, field visits in Zambia and Mozambique (Malawi was involved via Skype calls and emails) and written replies to specific evaluation questions. Consultations with ILO management and staff, constituents, related UN agencies, representatives of Irish Aid as well as other relevant bilateral donors, implementing partners, and other key stakeholders were also undertaken. The draft evaluation report was shared with all relevant stakeholders who provided comments and input.

The project is generally on course in completing the planned activities.

The evaluation concluded that the project is **relevant**, even if the participating countries are at different stages regarding implementation of SP. ILO's three country combination generates new possibilities for regionally based work and potentially allows the extension of the results to new regional arrangements.

In terms of **design**, the project is believed to be adapted to the realities of the countries, although in some elements may be perceived as over ambitious in terms of output in face of limited available resources (staff and funding) and the ability of governments to address SP issues. On the other hand, in some cases, an extension to ILO support was requested.

Overall project **progress** and **efficiency** is highly satisfactory, even though not all activities were completed. In some cases, this was due to delays related to national circumstances associated with administrative procedures, in others, the planning underestimated the actual resources and time needed. The project has, however, been adapting to change and the unequal contexts of the partners, but still needs to review some output, and adaptation is also needed in terms of human resources, given the recent changes that have taken place in terms of staff replacements.

In terms of **effectiveness**, the project made great efforts, pooling resources, focusing and investing on partnerships and mobilising extra resources given the few resources available. As already noted in the 2015 plan, the project is currently focused on leveraging resources from internal and external ILO sources to complement the actions planned. Coordination between the activities of Irish Aid in SP, through the project funded by HQ, and through the country programs, could also be improved. Partners and staff consider this an issue that can easily be addressed.

In terms of **sustainability**, the project has achieved different results in the three different countries. This reflects the fact that SP is a long term area of work that requires structural changes at country level, and for this reason the timeframe of the project is limited. Local capacities have been developed, as have more discussions and awareness about SP, although at different levels for the three countries.

The main **lesson learned** so far is that there is a need to predict contextually unbalanced results. Adaptation to contextual differences, particularly in terms of legal or communication mechanisms, is crucial for the success of such type of projects. The project has also been able to highlight the crucial importance of alliances, partnerships and the mobilisation of extra funding for project activities.

A set of **good practices** can be seen in the peer to peer exchanges, specifically regarding the sharing of common working tools and instruments. Local stakeholders also find the exchanges of information very relevant, either through meetings and discussions. The presence of ILO staff in the three countries is also perceived as crucial for the development of alliances, nationally and internationally. Contact with local authorities and partners, and participation in meetings and relevant groups, contributes to the consolidation and development of collaborative networks that can improve the results of projects. The training module package designed to be applied at national and regional levels, spanning wide range of demand driven modules, is regarded as a very important tool in the effective and efficient administration of SP.

Evaluation **recommendations** are:

In terms of **relevance**, the project needs to create more visibility of its accomplishments, and invest in more communication about the advantages of learning with others in the same regional context. The regional approach could benefit from the involvement of more partner countries.

The project needs a revision of activities and products regarding **design**. It needs to adapt the forthcoming activities and output to what can realistically be done in Malawi, Mozambique and Zambia.

In terms of **progress** and **efficiency**, at this stage the project needs to study the re-allocation of funds, realistically adapting to context. In terms of human resources, the project needs to carefully address the necessary replacements of the CTA, the maintenance of the consultant in Malawi, and the technical staff in Mozambique. It could also benefit from more staff assigned to local positions, including administrative, particularly in Malawi and Mozambique.

The project needs to continuously seek more resources to improve **effectiveness**. An example of this would be to combine activities with the remaining Irish Aid projects currently on-going in the three countries, pooling the available resources. Experiences such as the communities of practice, with regular (virtual or face to face) meetings to share experiences, could be of added value when improving the information platform and thus communication.

Finally, the continuation of the ONE UN on SP in Mozambique, greater investment in SP networks in Malawi, and the consolidation of the ONE UN SP project in Zambia will contribute to the replication and sustainability of results and the continuation of activities leading to the consolidation of SP floors.

1. Introduction

Brief background on the project and its logic

The project *Building National Floors of Social Protection in Southern Africa* was launched in the three target countries, Zambia, Malawi and Mozambique, in order to support countries to establish sound policy and institutional frameworks to deliver efficient, effective mechanisms of social protection. It also aims to promote the dissemination of good practices at regional level. This three year initiative, which commenced in January 2014, is expected to run until December, 2016. This project is being funded by the Government of Ireland with an overall budget of US \$1,630, 434.

Mozambique, Zambia and Malawi have given, to varying degrees, a political and institutional commitment to implementing or fast tracking, and increasing the basic benefits for the uncovered population, who still lack access to basic services and benefits. Despite national idiosyncrasies, the three countries face common challenges in extending social protection coverage effectively.

This project uses a multifaceted approach premised on strengthening basic social protection systems in the three countries through technical support to constituents, via the ILO, giving assistance to on-going processes of national dialogue, and in harmony with coordinated efforts by the UN and bilateral cooperating partners. Grounded in a regional peer learning process, it therefore assists countries in implementing the building blocks of domestically owned and funded national systems of social protection. Recognising that countries in the region face similar challenges, the project is anchored in promoting an exchange of south to south experiences and knowledge within the Social Protection Framework in the region. This is undertaken whilst aligning country-specific social protection needs to the principles and guidelines reflected in Recommendation 202 on national social protection floors. The strong focus on a peer to peer learning approach therefore has the potential for important investment impacts at a country level.

The overall project objective is that more people have access to a nationally defined set of gender- and HIV/AIDS-sensitive social protection guarantees within a more efficient and coherent national social security system. Delivery of the project objective hinges on the three outcomes below:

Outcome 1: Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances developed in the context of evidence-based national dialogue in Zambia, Mozambique and Malawi;

Outcome 2: Improved legal, administrative and governance frameworks for the extension of social protection (including budget planning and national monitoring systems) designed in line with international social security standards;

Outcome 3: Improved knowledge bases and monitoring capacity for the implementation of Social Protection Floors in the three countries.

Two sets of target groups have been identified: direct recipients, namely governments and public institutions (primarily relevant Ministries in charge of social protection and social protection agencies/institutions). The second group includes employer and worker organisation, and academic and other relevant civil society organisations. The ultimate beneficiaries include vulnerable persons not currently covered by any form of social protection.

Link to the Decent Work Country Programmes

The Decent Work Agenda in Africa 2007-2015 defines, in its Priority 4, the objective of promoting social protection for all. At country level, the ILO defines a series of priorities within the country programmes:

- In Zambia, the ILO has set as Priority IV, strengthened social protection systems, including enhanced HIV and AIDS workplace responses; as Pillar Three of this programme the ILO has set social protection, and proposes working to establish a universal social protection floor to protect the most vulnerable.
- In Malawi, via the DWCP 2011-2016, the ILO established social protection as Pillar Three, and Country Priority Two is enhancing and extending social protection coverage.
- In Mozambique, the 2011-2015 DWCP established social protection as Pillar Three, and the extension of social protection to all as Priority Two. The programme uses Mozambique as a reference point in terms of institutional frameworks for the promotion of a social protection floor.

Project Management Arrangement

The project is managed by a Chief Technical Advisor who is based in the Lusaka office and reports to the ILO Director for the ILO office in Lusaka. The CTA is the principal member of staff responsible for project implementation, supervising staff, allocating project budgets, preparing progress reports and maintaining project relations with institutional partners. The CTA is also responsible for elaborating the final project document, gathering supporting information and developing preliminary work plans. The project only funds fifty per cent of the CTA salary, and the other fifty per cent is funded by the Green Jobs Programme. While this design helps amplify synergies between the two projects and donors, it also brings limitations associated with the time allocated towards work of the project.

The CTA is supported by a National Project Coordinator and a Programme Assistant based in the Lusaka office and by one National Project Coordinator in one of the two other countries. The project is technically supported by the Social Protection Specialist based in the Decent Work Support Team office of Pretoria and, from Geneva, the Social Protection Department.

2. Purpose, scope and clients of evaluation

2.1 Purpose

The project has undertaken a mid-term evaluation in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve the quality, accountability, and transparency of the ILO's work, strengthen the decision making process and support constituents in promoting decent work and social justice. The mid-term evaluation includes Zambia, Mozambique and Malawi as implementing countries, and the regional activities. This evaluation also examines other interventions from the regional perspective. This is a critical element that brings good practices in the administration of social protection programmes to the core experience.

The purpose of the internal mid-term evaluation is to enable project staff, constituents and other relevant stakeholders to assess progress in the delivery of project outcomes and, based on this assessment, to take decisions regarding the intervention logic and enable a more strategic focus of the project during its remaining time. The evaluation provides an opportunity for taking stock, reflecting, learning and sharing knowledge about how the project could improve the effectiveness of its operations in the second and last implementation periods.

This mid-term internal evaluation serves two main purposes:

- a. It provides an independent assessment of the progress to date across the three outcomes of the project for all three countries and of the regional approach: assessing performance as per the foreseen targets and indicators of achievement at output level,

- the strategies and implementation modalities chosen and the, partnership arrangements, constraints and opportunities;
- b.** It provides strategic and operational recommendations and highlights lessons in order to improve performance and the delivery of project results.

2.2 Scope

The mid-term evaluation involves all outcomes of the Building National Floors of Social Protection in Southern Africa Project, with particular attention to synergies across components. The evaluation assesses all key output produced since the start of the project.

2.3 Evaluation criteria

This mid-term evaluation assesses five criteria as outlined below. Related to each of these criteria are a number of key evaluation questions, as subsequently outlined. Gender concerns are based on the ILO Guidelines on Considering Gender in the Monitoring and Evaluation of Projects (September, 2007). The evaluation was conducted following UN evaluation standards and norms¹ and the *Glossary of Key Terms in Evaluation and Results-Based Management* developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation focuses on identifying and analysing results by addressing key questions related to the evaluation concerns and the achievement of the outcome/immediate objectives of the project using the logical framework indicators.

The evaluation addresses ILO evaluation concerns such as:

- a) Relevance and strategic fit
- b) Validity of design
- c) Project progress and effectiveness
- d) Effectiveness of management arrangements and efficiency of resource use and
- e) Sustainability

2.4. Clients

The primary client of the evaluation is the Government of Ireland as donor of the initiative, the governments and the ILO constituents of Zambia, Malawi and Mozambique as recipient countries, ILO constituents and the ILO as executor of the project, other relevant stakeholders, the ILO offices and staff involved in the initiative (DWT Pretoria, Regional Office for Africa (ROAF), and the ILO Social Protection Departments at HQ. The evaluation process is participatory. The ILO office, the tripartite constituents and other parties involved in the execution of the project will use, as appropriate, the evaluation findings and lessons learnt.

¹ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

3. Methodology

3.1. Rationale

The evaluation was carried out via a desk review, contacts and field visits in Zambia and Mozambique (Malawi was involved via Skype calls and emails) for consultations with ILO management and staff, constituents, related UN Agencies, representatives of Irish Aid as well as other relevant bilateral donors, implementing partners, and other key stakeholders. Consultations with relevant units and officials based in Ireland or (formerly) Pretoria were also undertaken, mainly through telephone/Skype calls. The Irish Aid HQ was contacted first in order to provide an overview of the main features of the project and the main concerns at this stage. The draft evaluation report was shared with all relevant stakeholders for this exercise and a request for comments was made. The evaluation team reviewed input by all ILO stakeholders involved in the project and from project staff. The evaluation exercise involved a variety of evaluation techniques – desk review, meetings with stakeholders, field visits, written replies to specific evaluation questions.

Desk Review

Relevant documents were reviewed, including, inter alia, the Project Document comprising the approved log-frame, minutes of meetings, workshop reports, work plans, training modules, information brochures, inception and technical progress reports. The desk review suggested a number of initial findings that in turn pointed to additional or fine-tuned evaluation questions. This then guided the finalisation of the evaluation instrument in consultation with the evaluation manager. The evaluation team reviewed the Design of Evaluation Instruments before the fieldwork and interviews.

Interviews with ILO Staff

The evaluator undertook discussions with project staff based in all three countries and was provided with documentation from local partners and stakeholders, specifically beneficiaries and donors. The evaluator also interviewed key staff of other ILO projects, and the ILO staff member responsible for financial, administrative and technical support of the project, the former ILO Social Security Specialist in Pretoria (now based in Luanda). A suggested list of persons to be interviewed was provided by the CTA after further discussion with the Evaluation Manager.

The evaluation team met focal persons from collaborating organisations and project beneficiaries in order to undertake more in-depth reviews of the respective national strategies and the delivery of output and outcomes. These included relevant stakeholders in Lusaka, such as the Ministry of Labour and Social Security, Ministry of Community Development, Mother Child Health and Ministry of Health, Civil Society Organisations (e.g. Platform for Social Protection) and UN Bilateral Partners. In Maputo, beyond the interviews with ILO staff, consultations were held with the Ministry of Gender, Child and Social Action, the National Institute of Social Action (INAS), and UN agencies and donors (Irish Aid, Dutch Embassy and DFID). Consultations in Malawi also involved the ILO staff, the Ministry of Finance, Planning and Economic Development, and UN agencies. Near the end of the data collection exercise, the evaluator held a debriefing with the project team and the evaluation manager.

3.2 Key evaluation questions

A number of questions were developed for each set of criteria, as set out in the table below. The list of questions, although comprehensive in order to accommodate the variety of stakeholder concerns, was subject to adaptation for each case and each interviewee, depending on their role and level of involvement in the project and/or the project activities. The following key evaluation questions were addressed.

Evaluation Criteria	Related key evaluation questions
a) Relevance and strategic fit	<ul style="list-style-type: none"> • Is the project supporting the achievements and outcomes of the national development plan, the UNDAF and the Zambia, Malawi and Mozambique DWCP? • How well does the project complement and fit with other on-going ILO programmes and projects in the countries and in the region? • What links have been established so far with other activities of UN or non-UN international development aid organisations at local level? • Is there a strategic fit with Irish Aid Cooperation Strategy, synergies with relevant Irish Aid initiatives and programmes, and information sharing with Irish Aid? • Does the project align with the ILO's mainstream strategy on gender equality?
b) Validity of design	<ul style="list-style-type: none"> • Was the design process adequate? • Does output causally link to the intended outcomes/objectives? • Did the project adequately consider the gender dimensions of the planned interventions? • Has the design clearly defined performance indicators with baselines and targets? • Has the project integrated an appropriate strategy for sustainability? • Has the project involved a proper consultation with, and involvement of tripartite constituents during planning, implementation and monitoring?
c) Project progress and effectiveness	<ul style="list-style-type: none"> • What output has been delivered so far, and has the quality and quantity of this output been satisfactory? • Was output delivered as per the work plan? How do the stakeholders perceive it? Do the benefits accrue equally to men and women? • What progress has been made towards achieving the programme objectives/outcomes? • How effective was the support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the project? • Were there any unintended results of the project?
d) Effectiveness of management arrangements and efficiency of resource use	<ul style="list-style-type: none"> • Are the available technical and financial resources allocated and used strategically to provide the necessary support and to achieve the broader project objectives? • Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans? • Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently? • How efficient was the project in using project resources to deliver the planned results? • How effectively does the project management monitoring programme performance and results? • Is information being shared and readily available to national partners?
e) Sustainability	<ul style="list-style-type: none"> • Is the project strategy and management steering towards impact and sustainability? • Has the project started building the capacity of people and national institutions or

	<p>strengthened an enabling environment (laws, policies, administrative skills, etc.)?</p> <ul style="list-style-type: none"> • Does the project succeed in developing a replicable approach that can be applied with modifications to other sectors?
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Overall, nearly thirty interviews were conducted, along with email consultations, additional telephone/Skype calls whenever necessary, and requests made for further details. For a list of the interviews see **Annex 3**.

3.3 Management arrangements, work plan and time frame

The evaluation was undertaken by an international evaluation consultant, who took full responsibility for the evaluation exercise and evaluation report. The evaluator reported to the evaluation manager, Mr Evans Lwanga. The consultant also enjoyed the full logistical support and services of the project, with administrative support from the ILO Office in Lusaka and field support in Maputo via the ILO office.

Work plan and time frame

The evaluation process was concluded in August, after all planned consultations were completed. The final evaluation report was delivered after the incorporation of all relevant comments. The field evaluation took place in Zambia during the week of the 8th June 2015 and in Mozambique during the week of 15th June, as set out in the Evaluation ToR work plan. The CTA, Mr Nuno Cunha and NPC, Ms Mwenya Kapasa were the direct focal points for support for general, logistical and project queries related to the evaluation. Following the field evaluation, five working days were allocated for development of the draft report (19th June to 29th June), which was then submitted for comments to the Evaluation Manager. One week was allocated to concerned parties to provide input, after which the Evaluation Manager returned the draft report to the evaluator. The final report was submitted to the Evaluation Manager and (former) CTA, copying the Senior Technical Specialist and the NPC.

The CTA of the project during the evaluation period had moved to take up other responsibilities in the ILO on 1st July 2015, but provided comments in his capacity as former CTA to the project.

4. Review of implementation

In general, the project is pursuing the completion of foreseen activities. A number of specific activities have been reviewed by the ILO offices, which meant the removal of some and the introduction of new activities since the beginning of the project. While more studies were planned or more training sessions were organised following the interest shown by government partners, some studies were completed before due time. Planned products such as legal studies or bills were postponed, however, as they are dependent on national level idiosyncrasies. The following review of planned and completed activities is based on the *Technical Cooperation Progress Report 2014* (ILO and Irish Aid), the *Workplan 2015* (ILO and Irish Aid), and the interviews. The analysis of each country's activities in 2014 was assessed based on the *Brief Update Report, Building National Floors of Social Protection in Southern Africa, Outcome 4* (January to November 15, 2014) and in the *Technical Cooperation Progress Report 2014* (ILO and Irish Aid).

Table 1 – Project activities planned and concluded in mid-2015

REGIONAL			
Immediate Outcome 1: Policies and strategies for the implementation of a Social Protection Floors are developed in the context of evidence-based national dialogue			
		Planned time (and number)	Status
Output 1.1	Strategies/Action Plans for the extension of social protection developed in the context of National Social Dialogue (NSD)	Completed in 2014 (3)	<p>Consultations and training in Mozambique delivered in 2014</p> <p>Concept note for integrated framework for SP in Zambia developed and presented to the Government in 2015</p> <p>Training for Civil Society Platform in Zambia delivered in 2014</p> <p>Two workshops for Maternity Insurance Branch in Zambia conducted in 2014</p> <p>Three workshops for stakeholders about the national assessment conducted in Malawi in 2014</p>
Output 1.2	Studies are conducted to support evidence-based national dialogue	Completed in 2015 (7)	<p>Three studies finalised in Mozambique in 2014 (Relationship between ENSSB Maternity Protection, Gender and Nutrition; ENSSB & HIV/AIDS; Perceptions of SP; Justice and SP)</p> <p>Literature review and gap analysis concluded in Mozambique in 2014</p> <p>Policy Position Paper on SPF by the trade unions finalised in Mozambique in 2014</p> <p>Three new studies proposed in Zambia in 2014 (Social Protection Situation Analysis, Costing Exercise and Study on the Extension of National Health Insurance to Agricultural Workers)</p> <p>Draft Social Protection Floor Financial Assessment and Costing of Policy Options Report prepared for Malawi in 2015</p>
Output 1.3	Awareness raised on Social Protection Floors and extension strategies	For 2015/2016 (1 st sem.) (2)	<p>Social Protection Week conducted in Mozambique in 2014</p> <p>Support to dialogue between Civil Society and political parties in Mozambique conducted in 2014</p> <p>Presentation at Friedrich Ebert Stiftung workshop in Zambia in 2014 organised by the Platform for Social Protection where national SP partners participated</p> <p>Presentation at Employment Conference in Zambia in 2014 to employment representatives on the topic of Pensions.</p> <p>Workshop presentation of R202 in Malawi in 2014 to collect feedback from stakeholders (from the government, development partners and civil society) in relation to the initial conclusions of the assessment and to discuss policy options; similar presentation given in July 2015 during Social Protection workshops</p>
Immediate Outcome 2: Improved legal, administrative and governance frameworks for the extension of social protection (including budget planning and national monitoring systems) are designed in line with international social security standards			
		Planned	Status
Output 2.1.	Legal studies strengthen a rights based legal dispensation of Social Protection	Completed in 2015 (1 st sem.) (2)	The ILO is awaiting access to the draft bill, however, a preliminary technical note has been prepared and shared with the government based on discussions with the government.
Output	Analyses and recommendations on social	Completed in 2015 (2)	Joint production of SP Budget Brief in Mozambique in 2014

2.2	protection governance and administration mechanisms		Technical assistance to INAS to the development of a planning tool in Mozambique in 2014 Study on MIS for Social Protection in Malawi conducted (jointly implemented and funded with UNICEF)
Output 2.3	Improved national legal and statistical knowledge bases on social protection	For 2016 (3)	Assistance to INAs for the development of an integrated management and information system (MIS) in Mozambique in 2014 and 2015 (to be finalised in 2015) Presentation on MIS modalities and options to Zambia Government in 2014 Consultation and training workshop on MIS for Social Protection in Malawi (jointly implemented and funded with UNICEF) Assistance to facilitate discussions aligned to the development of a single registry in Zambia delivered in 2014 Training on management and information systems is planned for Malawi, following the pilot launched in collaboration with UNICEF and FAO in the Phalombe District in 2014
Output 2.4	National constituents trained in financial and administrative governance of social protection	For 2015 (2 nd sem.) and 2016 (300)	ToR for 6 six modules developed in 2014 Dialogue with UNICEF to collectively promote the training package as a UN joint tool to be used at country and regional levels for enhancing technical capacity in the administration of social protection. Training on Financial Planning to the Ministry of Women in Mozambique delivered in 2014 Training on SP MIS in Zambia delivered in 2014 International High Level Learning Retreat organised and completed in Nairobi in 2015, with the participation of high level government officials directly or indirectly responsible for and concerned with policy, administration and implementation of social protection activities; representatives from Zambia, Malawi, Mozambique, Lesotho, Kenya and Namibia; ILO and UNICEF specialists. Malawi MIS training undertaken in collaboration with UNICEF in 2015, involving an expert from Kenya (previously in Zambia) to share information with Malawian officials on the different experiences with regards to the introduction of an MIS (with a special focus in Africa) and to assist the government in promoting a more harmonised process.
Immediate Outcome 3: Improved knowledge base and monitoring capacity on the implementation of Social Protection Floors in the three countries			
		Planned	Status
Output 3.1	Studies packaged and Policy Briefs produced for wide dissemination	Missing from planning	Draft of Short Policy Brief on the Mozambique SPF finalised in 2014
Output 3.2	Comparative Study on Strategies and Programmes aimed at the Extension of Social Protection in Southern Africa	For 2016	ToRs for a collaboration with FAO to carry out a regional study on Social Protection and Agriculture drafted in 2014 Guide on Best Practices in the Region in progress; estimated finalisation in November 2015
Output 3.3	Monitoring tools to measure progress on the implementation of national social protection floors developed	For 2015 (2 nd sem.)	This is earmarked to be undertaken during the second semester of 2015

<p>Output 3.4</p>	<p>Innovative training developed and delivered in the three countries on the implementation of national social protection floor programmes</p>	<p>Completed in 2015 (1st sem.) (1)</p>	<p>ToR for 6 six modules developed in 2014 as reflected under Output 2.4 Training of high level officials from the Ministry of Health in health social protection in Zambia conducted in 2014 First draft of modules for training on Governance and Administration of Social Protection Floors in Southern Africa finalised ('Social Protection Floors Legal Frameworks and Accountability Systems'; 'Management Information Systems (MIS)'; 'Administration of SPF'; and 'Identification and Selection of Beneficiaries'); under peer review in Geneva in 2015 Module on 'SPF Funding' delayed, but the consultant is still working on completion. The technical support is now being provided by SOCPRO Geneva before the new CTA takes office after June. Best Practices Guide on Coordination finalised in 2015 First comprehensive draft of the innovative regional training package in governance and administration of SPF in progress; IPK is preparing methodology and inserting input from the Nairobi workshop in 2015 High level regional training undertaken in Nairobi targeted towards technical administrators undertaken in 2015 (representation from Malawi, Zambia, Lesotho, Mozambique, Kenya and South Africa). Total number of participants was 30. UNICEF and EU/OECD were in attendance.</p>
<p>Output 3.5</p>	<p>Workshops organised in target countries to disseminate results and support national efforts to extend social protection in Africa</p>	<p>For 2016 (1)</p>	<p>Training in facilitation methodologies in Mozambique and Zambia developed in 2014 Workshop presentation of R202 in Malawi in 2014 to collect feedback from stakeholders (from the government, development partners and civil society) in relation to the initial conclusions of the assessment and to discuss policy options; similar presentation given in July 2015 during Social Protection workshops</p>

Table 2 – 2015 Work plan and activities completed by mid-2015

REGIONAL		
Immediate Outcome 1: Policies and strategies for the implementation of a Social Protection Floor are developed in the context of evidence-based national dialogue		
Immediate Outcome 2: Improved legal, administrative and governance frameworks for the extension of social protection (including budget planning and national monitoring systems) are designed in line with international social security standards		
Output 2.4² National constituents trained on financial and administrative governance of social protection		
REG.2.4.1	International high level learning retreat in Nairobi	Completed as reflected under Output 3.4 above.
Immediate Outcome 3: Improved knowledge base and monitoring capacity on the implementation of social protection floors in the three countries		
Output 3.1 Studies packaged and short policy briefs produced with key messages linked to evidence, in order to generate wider dissemination of findings		
REG 3.1.1	Guide on international practices in improving links between agriculture and social protection	Guide to Best Practices in the Region in progress; estimated finalisation in November 2015
Output 3.4 Innovative training developed and delivered in the three countries on the implementation of national social protection floor programmes		
REG.3.4.1	Finalisation of the training module “SPF Legislation”	First draft of module for training on Governance and Administration of Social Protection Floors in Southern Africa ‘Social Protection Floors Legal Frameworks and Accountability Systems’ finalised; under peer review in Geneva in 2015
REG.3.4.2	Finalisation of the training module “Management and Information Systems”	First draft of module for training on Governance and Administration of Social Protection Floors in Southern Africa ‘Management Information Systems (MIS)’ finalised; under peer review in Geneva in 2015
REG.3.4.3	Finalisation of the training module “Administration of SPF”	First draft of module for training on Governance and Administration of Social Protection Floors in Southern Africa ‘Administration of SPF’ finalised; under peer review in Geneva in 2015
REG.3.4.4	Finalisation of the training module “Identification and Selection of beneficiaries”	First draft of module for training on Governance and Administration of Social Protection Floors in Southern Africa ‘Identification and Selection of Beneficiaries’ finalised; under peer review in Geneva in 2015
REG.3.4.5	Finalisation of the training module “SPF Funding”	Module on ‘SPF Funding’ delayed as the specialist moved from Pretoria
REG.3.4.6	Finalisation of the Best Practices Guide on Coordination	Best Practices Guide on Coordination finalised in 2015
REG.3.4.7	Preparation of a first comprehensive draft of the innovative regional training package on Governance and Administration of SPF	First comprehensive draft of the innovative regional training package in Governance and Administration of SPF in progress; IPK is preparing methodology and inserting input from the Nairobi workshop in 2015
MOZAMBIQUE		
Immediate Outcome 1: Policies and strategies for the implementation of a Social Protection Floor are developed in the context of evidence-based national dialogue		
Output 1.1 National social dialogue processes aimed at developing national strategies and action plans for the extension of social protection		
MZ1.1.1	Support the national dialogue for the finalisation and approval of the new Strategy	Ongoing support to the national dialogue process around the revision of the new SP strategy draft was produced and approved by the Ministry. Discussions are under way with

² Output 2.3. on Brief 2014.

		Council of Ministers towards approval of the new strategy. Involvement of diverse national stakeholders in a consultation process initiated in April 2014.
Output 1.2 Studies are conducted to support evidence-based national dialogue		
MZ1.2.1	Final evaluation report of the ENSSB I	Ongoing support for the national dialogue process around the revision of the new SP strategy involving a major national-wide consultation with several stakeholders
MZ1.2.2	Costing exercise to inform policy options on the new strategy	Completed
MZ1.2.3	Assist in the development of the draft of the new strategy	Development of first draft completed.
Output 1.3 Awareness raised on Social Protection Floors and Extension Strategies through the undertaking of information programmes jointly with other UN agencies		
MZ1.3.1	Support radio programmes in the area of social protection	Yet to be conducted
MZ1.3.2	Assisting the organisation of "Social Protection Café"(s)	Yet to be conducted
Immediate Outcome 2: Improved legal, administrative and governance frameworks for the extension of social protection (including budget planning and national monitoring systems) are designed in line with international social security standards		
Output 2.2 Analyses of governance and administrative structures, including social sector budget planning, existence and role of supervisory mechanisms, and recommendations for coherent and efficient expansion of social protection coverage		
MZ.2.1	Training in financial planning for the Ministry	ILO project has assigned one consultant to the Ministry to provide support in this area
Output 2.3 Monitoring frameworks of social security systems and knowledge bases of social security statistics developed		
MZ.3.1	Assistance for the development of a monitoring and information system	The Ministry of Finance is leading this process with the support of the project through the assignment of a consultant for this purpose. It is expected to be completed by the end of 2015
Immediate Outcome 3: Improved knowledge base and monitoring capacity for the implementation of Social Protection floors in the three countries		
Output 3.1 Studies packaged and short policy briefs produced with key messages linked to evidence, in order to generate wider dissemination of findings		
MZ 3.1.1	2-3 policy briefs to influence the discussion of the new strategy	Preliminary work towards production of brief has commenced
MZ 3.1.1	Short video to influence decision-makers	Two videos being developed with one being 90 percent complete

ZAMBIA	
- Immediate Outcome 1: Policies and strategies for the implementation of a Social Protection Floor are developed in the context of evidence-based national dialogue	
Output 1.1 National social dialogue processes aimed at developing national strategies and action plans for the extension of social protection	
ZM1.1.1 Support the national dialogue for the approval of an Integrated Framework for Social Protection Programmes (IFSP)	On-going. Planned to end in July but will need more time to conclude.
ZM 1.1.2 Support social dialogue around the pension reform	Detailed work will be provided once the new CTA and the Social Security Specialist are in office, however, an advisory technical note has since been prepared and presented to the government. The project awaits official feedback from the government.
Output 1.2 Studies conducted in support of evidence-based national dialogue	
ZM1.2.1 Social Protection Situation Analysis (to inform the development of IFSP)	TORs completed and will be circulated to the MCDMCH for comments before finalisation
ZA1.2.2 Costing exercise to inform policy options on the new strategy	Planned for the second semester of 2015 as the initial analysis needs to be undertaken before the costing exercise.
ZA1.2.3 Draft Integrated Framework for Social Protection Programmes	Not done; this is dependent on 1.2.2
ZA1.2.4 Research into the potential use of Health Savings as a channel to collect contributions to National Health Insurance	Completed. Mission conducted; estimated delivery of report in July 2015
ZA1.2.5 Study of the extension of National Health Insurance to agricultural workers	Not initiated due to unavailability of ILO's internal funds; will only be available in the 2 nd semester 2015
Output 1.3 Awareness raised on Social Protection Floors and Extension Strategies through the undertaking of information programmes jointly with other UN agencies	
ZM1.3.1 Advocacy activities within the roadmap towards the approval of the IFSP	This will start in July 2015
ZM 1.3.2 Training of parliamentarians	This is planned for July under collaborative efforts with MCDMCH and UNICEF
Immediate Outcome 2: Improved legal, administrative and governance frameworks for the extension of social protection (including budget planning and national monitoring systems) are designed in line with international social security standards	
Output 2.2 Analyses of governance and administrative structures, including social sector budget planning, existence and role of supervisory mechanisms, and recommendations on coherent and efficient expansion of social protection coverage.	
ZM2.2.1 Support the development of a regulatory framework for SP (SP Law and SA act)	NSPP being discussed since 2014; Government/Cabinet to initiate the process briefly.
ZM2.2.2 Support the development of the coordination mechanisms for the implementation of the NSPP	On-going and expected for due date (October 2015). ILO will work together with UNICEF using the Coordination Module developed by ILO and UNICEF will fund the consultant to organise a workshop
Immediate Outcome 3: Improved knowledge base and monitoring capacity on the implementation of Social Protection Floors in the three countries	
Output 3.1 Studies packaged and short policy briefs produced with key messages linked to evidence, in order to generate wider dissemination of findings	
ZM3.1.1 Production of briefs and other communications tools	Workspace, Zambia SP country brief prepared. Infographic materials and policy brief to be completed 2 nd semester
Output 3.4 Innovative training developed and delivered in the three countries on the implementation of national social protection floor programmes	
ZM3.4.1 Training on SPF assessment tools	All modules completed in 2015 with the exception of one where consultant is still doing the work

ZM3.4.2 Capacity Building Workshop for Workers' and Media Organisations on SPFs	Workshops planned for July/August
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MALAWI	
Immediate Outcome 1: Policies and strategies for the implementation of a Social Protection Floor are developed in the context of evidence-based national dialogue	
Output 1.1 National social dialogue processes aimed at developing national strategies and action plans for the extension of social protection	
ML1.1.1 Support the review of the National Social Support Programme	Two workshops were organised to discuss the assessment and the preliminary results of the assessments with stakeholders from the government, development partners and civil society. Currently, a roadmap is being made with GIZ/UNICEF and the Ministry. The project is also supporting the Ministry in drafting ToR for the review process.
Output 1.2 Studies conducted in support of evidence-based national dialogue	
ML1.2.1 Finalisation of the SPF assessment	Social Protection Floor Financial Assessment and Costing of Policy Options Report for Malawi initiated. Draft produced for the first part (Status Quo Assessment); second part, Costing of Policy Scenarios Report, to be concluded by the end of 2015
ML1.2.2 Costing exercise to inform policy options on the new strategy	In order to adapt to the context for SP in Malawi, the study will only be done after the assessment's final draft
ML1.2.3 Recommendations (including its costing) regarding the development of the Malawian SP system	New types of studies have been proposed to the Zambia office and approved, in order to adapt to the context for SP in Malawi, and therefore this study will only be undertaken after the assessment. Preliminary recommendations and costing of policy scenarios have been shared with the government but instead of having a final set of recommendations and costing scenarios, the Project has agreed with the government to accompany the review process of Malawi's Social Protection policy with on-demand costings and impact estimations.
ML1.2.4 Research on links between agriculture & SP (financial implications for an integrated model)	FAO should have conducted a mission in June 2015, however, this will be resumed and defined once the new CTA takes up office
Output 1.3 Awareness raised of Social Protection Floors and Extension Strategies through the undertaking of information programmes jointly with other UN agencies.	
ML1.3.1 Advocacy around additional budget for SP during budget formulation and approval processes	Not yet initiated because NSSP has not been reviewed
Immediate Outcome 2: Improved legal, administrative and governance frameworks for the extension of social protection (including budget planning and national monitoring systems) are designed in line with international social security standards	
Output 2.2 Analyses of governance and administrative structures, including social sector budget planning, existence and role of supervisory mechanisms, and recommendations on coherent and efficient expansion of social protection coverage	
ML2.2.1 Support a technical mission to support the government in defining the scope and technical specifications of the MIS/Single Registry	A two week mission of a MIS expert was conducted in June 2015 and the consultant has produced a report on MIS/Single Registry in Malawi.
ML2.2.2 Facilitate legal and policy support for establishing the Social Support Act of Parliament 2016	
Immediate Outcome 3: Improved knowledge base and monitoring capacity on the implementation of Social Protection Floors in the three countries	
Output 3.1 Studies packaged and short policy briefs produced with key messages linked to evidence, in order to generate wider dissemination of findings	
ML3.3.1 Production of briefs (based on the outcomes of the SP assessment and costing exercise)	Financial assessment and costing of policy options to be conducted in July 2015

5. Main findings

The analysis of the main findings follows the structure of the questions defined for each dimension. This structure is also in accordance with ILO's reporting format for evaluations and reviews.

5.1 Relevance of strategic fit

5.1.1 Is the project supporting the achievements and outcomes in the national development plan, the UNDAF and the Zambia, Malawi and Mozambique DWCP?

The project implementation and respective work-plans are guided by the need to align overall national developmental frameworks, UNDAF and the respective DWCPs. To this effect, the project envisaged outcomes stemming from activities that are informed within a participative and consultative approach from all key stakeholders including government counterparts and development partners working at the country level in SP. This is a key strategy that increases potential impact and ensures ownership and sustainability.

For example, in Mozambique, the goal was the development of a common framework for the analysis of vulnerability, and to initiate a broader discussion about the role of basic social security as defined in the country's economic and social development plan. In Zambia the project activities have had a prime focus on the development of an integrated social protection framework in order to give a clearer roadmap for the operationalization of the National Social Protection Policy (NSPP). This followed a concrete request from the Government during the joint Government/Cooperating Partners mission in July 2014. This was further augmented by the fact that, GRZ, through the MCDMCH, recognised the need to address other social protection programmes within the NSPP as elaborated in the Revised Sixth National Development Plans and other development frameworks. The strategy in Malawi is to reinforce the collaboration of the Project with other partners (Government of Malawi and Social Protection partners) and together increase the effectiveness of provided support through better alignment to various development agendas, including DCWP. The process is coordinated by the Ministry of Finance, Economic Planning and Development (MoFEPD), which is responsible for designing Malawi's Social Protection policy and further promotes sustainability.

In its main focus areas, the project is aligned to the respective national policies and programmes, and to the UN and ILO national strategies and plans.

Regarding the national development plans:

- In Zambia, the Revised Sixth National Development Plan 2013-2016 (R-SNDP) dedicates an entire sector to Social Protection and Disability. The government will continue to implement policies, programmes and activities that promote social assistance, social insurance/social security, livelihood, empowerment and protection against human rights abuses. This is to safeguard the livelihoods and welfare of people suffering from extreme poverty and/or vulnerable to risks and shocks. Further, the government will ensure that people with disabilities have access to basic social services and opportunities to participate in the national development process. Programmes in this sector include "Empowerment of Low Capacity Households and Persons with Disabilities"; "Extension of Social Security Coverage", "Social Assistance to Incapacitated Households", "Support for Persons with Disabilities, Vulnerable Children and Youth", "Enhancement of Access to Justice for Vulnerable Groups".
- In Malawi, the Growth and Development Strategy II 2011-2016 (MGDS II) addresses child protection in Sub-Theme 4: Child Development and Protection, and some other scattered references to (social) protection address particular areas or groups within other priorities. More broadly, the MGDS II calls for Social Support and Disaster Risk Management (Theme 3), promoting productivity, and enhancing interventions and the provision of welfare support,

including enhancing and promoting predictable transfers to the most vulnerable and ultra-poor households, and promoting longer term skills and asset enhancing interventions.

- In Mozambique, the National Development Strategy 2015-2035 establishes as one of its Pillars the “Development of Human Capital”, in which social protection is included. It focuses on the inclusion, in national strategies, of programmes of social protection and basic social assistance to the more vulnerable social groups. These vulnerable groups comprise elders, people with disabilities, the chronically ill and children. This group of people do not have the capacity to secure a decent and dignified life for themselves and their dependents. This is as a result of reasons related to extreme poverty and/or physical conditions that reduce or completely remove the capacity to work.

Regionally, the project is aligned to global priorities set in the area of SP. Within the **African Union**, the on-going focus on SP, materialised in the January 2015 AU Assembly Declaration and plan of Action on Employment, Poverty Eradication and Inclusive Development and on the First Meeting of the Specialised Technical Committee on Social Development, Labour and Employment held in April 2015, brings to the fore the theme of social protection for inclusive development. This meeting, among others, considered the challenges faced by women in African labour markets and discussed appropriate and bold measures to improve the status of women in labour markets as well as their social protection needs. Other social inclusion challenges for vulnerable groups in member states were also addressed, including the expansion of social protection systems to combat poverty and exclusion, as well as to establish synergies among the social development, labour and employment sectors so as to enable the joint operationalisation of the specialised technical committee.

Within the **SADC** regional approach, SP is an important area under the Social and Human Development theme. In line with its Regional Indicative Strategic Development Plan, the main functions of the Social Human Development and Special Programmes Directorate include, among others, the development, promotion and harmonisation of policies towards social welfare for vulnerable groups.

The project follows **Irish Aid Global priorities** in terms of SP. It is aligned to the Irish Aid White Paper that establishes SP as a priority for international cooperation and development. The three countries are within the nine partner countries with which Ireland enjoys a special relationship. Social protection programmes consist of public interventions to assist individuals, households and communities in better managing vulnerability and risk. The paper clearly states IA’s objective of identifying new and innovative ways to reduce vulnerability, provide social protection and build productive capacity.

The project is also particularly integrated in the country programmes of **Irish Aid**:

- In Malawi, the country programme has a specific focus on strengthening cooperation between government and development partners in the area of social protection, and provides financial assistance for a social cash-transfer programme aimed at assisting the ultra-poor in selected districts.
- In Zambia, Irish Aid is currently focusing on three major work areas – Education; Social Protection; and Livelihoods Food and Nutrition – as stated in the 2013-2017 country programme. Within the SP priority area, Irish Aid supports the MCDMCH and the SP Civil Society Platform, funds the Cash Transfer scheme, and supports the development of an SP policy and projects in the area of impact evaluation and MIS for social protection.
- In Mozambique, the country programme of 2012-2016 emphasises efforts to extend social protection.

ILO’s Decent Work Country Programs (**DWCP**) integrates important references to SP in all countries:

- In Zambia, ILO is set as Priority IV: strengthened social protection systems including enhanced HIV and AIDS work place response; as Pillar III of this programme ILO has set social protection,

and proposes working to establish a universal social protection floor to protect the most vulnerable.

- In Malawi, the DWCP 2011-2016, ILO established social protection as Pillar Three; and the Country Priority II is enhancing and extending the coverage of social protection.
- In Mozambique, the 2011-2015 DWCP established as Pillar 3, Social Protection, and Priority 2 is the Extension of Social Protection to All. The programme uses Mozambique as a reference point in terms of institutional frameworks for the promotion of a social protection floor.

In terms of country **UNDAFs**, the project is focused on the following outcomes:

- In Mozambique, it contributes to UNDAF 2012-2015 Outcomes in the Social Area, especially Output 4.3 – “Improve the efficiency and effectiveness of social protection programs as an essential tool to promote inclusive economic growth” and Output 4.4 “Increase return on investment of social protection programmes through improved management and finance systems and enhanced linkages between the social protection programs, food security, HIV impact mitigation and Disaster Risk Reduction” and will complement the joint work already in place.
- In Zambia, UNDAF Outcome 3 is expected to improve the situation for families and communities by increasing equitable access to quality education, health, nutrition, water and sanitation and social protection mechanisms, and empowering families and communities. The Outcome intends that “Vulnerable people living in Zambia have improved quality of life and well-being by 2015”. Outcome 3.3 specifically addresses the need that “Government-led social protection system protects vulnerable groups and families from human rights abuses and extreme poverty by 2015”. Output 3.3.1 addresses “Effective models for delivery of social protection services in place in relevant government institutions”; 3.3.2 “Government and partners have technical capacity to promote protection of and support to vulnerable groups from violence, exploitation and abuse”.
- In Malawi, Theme 2 of the UNDAF focuses on “Equitable and quality basic social and protection services” to respond to Key Priority 2: National institutions effectively deliver equitable and quality basic social and protection services by 2016. UNDAF Outcome 1.2 “Women, youth, people with disability and households benefit from decent employment, income generation and pro-poor private sector growth by 2016” has as main output, and Output 1.2.1 “A gender sensitive National Employment Policy promoting rights at work, social dialogue, social protection, decent employment for all, and eliminating child labour, developed, adopted and implemented”. In Outcome 2.5, the UNDAF intends that “Children, young people and women are better protected from violence, abuse, exploitation and neglect and have access to an expanded range of protection services by 2016. Specifically, Output 2.5.2 aims to “Institutional capacity for delivering protective services enhanced and accountability mechanism for demonstrating results in place in all 28 districts by 2016”.

5.1.2 How well does the project complement and fit with other on-going ILO programmes and projects in the countries and in the region?

Beyond the aforementioned DWCPs, the regional project on SPF is aligned with other ILO programmes and activities in the region. In Zambia, it collaborates and complements work under the *Green Jobs Programme in the Construction Sector*; with the *Promoting Rights and Opportunities for People with Disabilities in Employment through Legislation*; and *Making Decent Work a Reality for Domestic Workers*. Beyond the Green Jobs systematic collaborative work, the cost of the CTA is equally co-shared by both projects and some activities are co-funded by both programmes. Within the Decent Work for Domestic Workers collaboration, the project is also working on exploring strategies for the extension of SP to domestic workers. In Mozambique, it fosters *Support to Employment in Mozambique*;

Economic Empowerment & HIV vulnerabilities Reduction along Transport Corridors, and the Social Protection project. Also worth mentioning is the sharing of staff costs with the UN Joint Programme and the cost-sharing of activities such as the evaluation of the ENSSB and the National Dialogue, funded both by Irish Aid and UN Joint Programme. The collaborative work is based on complementarities in the use of resources and on the promotion of synergies. In Malawi, the project is exploring possible links with the project *Skills for Trade and Economic Diversification* and the ARISE project on child-labour.

5.1.3 What links are established so far with other activities of the UN or non-UN international development aid organisations at local level?

In terms of international donor activities beyond Irish Aid, the project is involved in a series of other SP activities, working collaboratively in each country. In Zambia, the 'SP group' activities are funded by IA, Finland and DFID for the cash transfer programme and policy support. ILO participates by providing technical expertise on issues associated with the design of programmes, registry, information systems, etc. The project also liaises with UNICEF, who is involved in the Cash Transfer programme with the government (and IA funding) and is currently working in the preparation of the joint programme on SP in Zambia within a ONE UN framework. This new project aims to help the government implement the SP policy and is expected for the period of 2016-2019. In Zambia, for instance, UNICEF organised a workshop on targeting using ILO materials and the ILO contributed with support for the definition of methodology using the services of I-P-K. In Malawi, ILO projects and activities involve UNICEF as well as other UN agencies and donors, such as FAO and GIZ. Specifically, UNICEF supports the programme financially and implements joint activities with the ILO. Some costs for activities in Malawi are also shared with UNICEF funding, such as the MIS workshops that involve ILO funding for the consultants and UNICEF funding of the national dialogue workshops within the ABND. Regional activities such as the Regional Training in Nairobi in April 2015 also involved the project and UNICEF financial contribution.

While the donors and UN agencies have established different regional approaches – e.g. not necessarily the Mozambique/Zambia/Malawi network, like the new UNICEF project on HIV-sensitive SP in Zambia, Malawi, Mozambique, Kenya and Lesotho – this specific ILO's three country combination has provided new possibilities for a regionally based work with other international partners.

5.1.4 Is there a strategic fit with the Irish Aid Cooperation Strategy and synergies with relevant Irish Aid initiatives and programmes and information sharing with Irish Aid?

The project is aligned with the Irish Aid White Paper that establishes SP as a priority. Through a consultative process, the ILO received input from the Irish embassies in each beneficiary country and Irish Aid in Ireland to prepare the on-going work plans.

While the on-going Irish Aid projects in each of the three countries may not be systematically coordinated with the ILO SPF project, funded by the IA headquarters, in practice, synergies and communication are fostered in the field as a result of the nature of work in the area of SP. Despite not acting in conflicting areas, both the country IA approach and the regional project feel the need to know more about each other's activities and plans. In Zambia, one of the most important civil society partners, the Platform on SP, initially confused the ILO project with the IA long-term agreement. While the project is funded by IA headquarters, the platform relates directly to IA Zambia for SP activities and only sporadically to the ILO. In Zambia, Irish Aid has an important line of work with the Platform of SP but the SPF project has sporadically and randomly involved the platform in its activities as it focused specifically on creating more awareness and establish more partnership with other CSOs within SP (faith-based and media). Therefore, while the project was supporting preparation of the SP policy, it only met with the IA country office in stakeholders' SP discussion meetings. In Mozambique, in turn, communication between HQ and country programme is regular and therefore more synergies are possible on the

ground. In Malawi, the project is also in regular contact with the representatives of IA through meetings, and the participation of IA in project activities is considered very active.

5.1.5 Does the project align with ILO's mainstream strategy on gender equality?

The project is aligned with ILO gender strategies in conception and practice. As the ILO gender mainstreaming strategy uses a two-pronged approach, the project has been able to: i) explicitly and systematically address the specific and often different needs and concerns of both women and men in all policies, analyses, strategies, and initiatives, including monitoring and evaluation; ii) through targeted interventions when analysis shows that one sex – usually women – have been historically disadvantaged socially, politically and/or economically. More details can be found in 5.2.3.

The project foresaw examining closely the nutritional aspects of maternity protection in Mozambique; strengthening access to essential health care services, including maternal care, and their consideration within comprehensive Social Protection Floor strategies in Zambia; in Mozambique, paying attention to developing forms of social care support, through accommodation allowing pregnant women to access health care for pre-natal checks and delivery at distant health care centres, and a combination of coordinated nutrition, health and social support services in rural areas. In Malawi, the project includes considerations of gender equality in its comprehensive social protection assessment through gender-sensitive analyses.

5.2 Validity of design

5.2.1 Was the design process adequate?

The ILO staff, donors and partners believe that the design of the project was a participative and consultative process which adequately involved the relevant stakeholders. However, some contextual differences were later identified, which revealed that some activities were too ambitious. For instance, the number of activities and the output initially planned (see Tables 1 and 2 above), such as the three strategies/action plans to be completed in 2014, the seven studies to be completed in 2015 or the number of legal studies planned, among other things, were dependent on the unequal development of national mechanisms and resources. In some cases, the project did not take account of the complexity of the realities of the countries, particularly the availability of governments to address SP and the existing resources, such as human resources, institutional mechanisms, background legislation and policies, national budgeting, etc. For this reason, some expected performance indicators can be considered over-ambitious when taking into account the conditions in each country.

5.2.2 Does output causally link to the intended outcomes/objectives?

In general, the majority of the output causally links to the intended outcomes/objectives. The table below presents the project's intervention logic, activities, intended outcomes, objectives, and development objectives.

Table 3 – Log Frame

Output	Intended outcomes	Project objective	Development objective
<p>1.1 Strategies/action plans for the extension of social protection developed in the context of National Social Dialogue (NSD)</p> <p>1.2 Studies are conducted to support evidence-based national dialogue</p> <p>1.3 Awareness raised on Social Protection Floors and extension strategies</p> <p>2.1. Legal studies strengthen a rights based legal dispensation of social protection</p> <p>2.2 Analyses and recommendations for social protection governance and administration mechanisms</p> <p>2.3 Improved national legal and statistical knowledge bases on social protection</p> <p>2.4 National constituents trained on financial and administrative governance of social protection</p> <p>3.1 Studies packaged and policy briefs produced for wide dissemination</p> <p>3.2 Comparative Study on Strategies and Programmes aimed at the Extension of Social Protection in Southern Africa</p> <p>3.3 A harmonised monitoring instrument to measure progress on the implementation of national social protection floors is developed</p> <p>3.4 Innovative training curriculum for the implementation of national Social Protection Floors is executed in 3 countries</p> <p>3.5 Sub-regional workshop to disseminate results³</p>	<p>1. Policies and strategies for the implementation of a Social Protection Floor are developed in the context of evidence-based national dialogue</p> <p>2. Improved legal, administrative and governance frameworks for the extension of social protection</p> <p>3. Knowledge base and monitoring capacity on the implementation of Social Protection Floors in Southern Africa</p>	<p>Provide technical support and lessons from the region in implementing basic social protection guarantees to Zambia, Malawi and Mozambique</p>	<p>At the end of the project, more people have access to a nationally defined set of gender, HIV/AIDS sensitive social protection guarantees within a more efficient and coherent national social security system</p>

³ In the PRODOC, Logframe Matrix, Tentative Implementation Plan and Performance Plan (Annexes A. B. and C.) do not match; 3.1 is not in the Implementation Plan or in the Performance Plan.

5.2.3 Did the project adequately consider the gender dimension of the planned interventions?

Implicitly and as mentioned above, the project addresses men and women equally and plans a series of activities targeting gender mainstreaming. The project directly focused on gender questions on some occasions, by promoting discussions and using ILO conventions to push for solutions that promote gender equality. In the case of maternity insurance in Zambia for example, the ILO strongly advised against the option of excluding men from contributing to maternity insurance because it was allegedly perceived as only benefiting women, in line with C183.

5.2.4 Has the design clearly defined performance indicators with baselines and targets?

As described above, the project defined performance indicators with baselines and targets, however, as to be further described, some of the output was considered too ambitious during the development of the project given the available resources – particularly staff and funding – and the contextual conditions. Some activities were therefore reviewed in the detailed yearly work plans.

5.2.5 Has the project integrated an appropriate strategy for sustainability?

The project clearly foresaw national ownership, capacity strengthening and broad-based consultation as key factors to attaining sustainable social protection reforms. The sustainability of the intervention will be ensured by the fact that the project will contribute to the development and strengthening of national capacities combined with a focus on policy and programme design managed at country level. This approach ensures the impact of the project long after its end. In addition, for some particular products, such as the Regional Training Package, there is special concern about building partnerships with national and international stakeholders to ensure the multiplication of the use of the training and an effort to integrate it in global products to also ensure its institutionalisation and reduce dependence on extra-budgetary resources. More specifically, sustainability is to be achieved through the formulation of laws, regulations, national policies and strategies and by government financial commitments to implement key social protection programmes. The involvement of social partners and civil society, and the dissemination of information through the media at large, is considered critical in ensuring the understanding and ownership of social protection reforms.

5.2.6 Has the project carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?

Malawi was a little behind in terms of SPF, there was not much awareness and only now some issues like coordination are being addressed.

Irish Aid, Malawi.

Planning, implementation and monitoring of the project actively involve consultations with national stakeholders, particularly at inception stages. As stated in the Project Document, work plans were defined in strict consultation with national counterparts. The work plans themselves are not only integrated in the UN Social Protection work plans but are also part of the work plan that governments develop with the development partners group. In some countries, as in Zambia or Malawi, where ILO activities in the area of SP are more recent, communication and work with the different key partners encountered challenges, although not insurmountable, during the implementation phase. In Malawi, for instance, most of the work on SP is directly carried out by donors, however, constant efforts to involve as many relevant stakeholders as possible are made, mainly through information sharing, discussions

and meetings. In addition, regarding the most relevant activities (like the ABND, the Evaluation of the Strategy in Mozambique, or the MIS in Malawi), draft ToRs are circulated with the partner groups (of which Irish Aid is also a member).

Irish Aid is involved in all activities of the project and has access to all information. At an initial stage of formulation of the project, ILO offices in Mozambique and in Pretoria agreed on the regional approach. ILO promoted discussions with the Irish embassies in each beneficiary country and together with them and Irish Aid in Ireland drafted the on-going work plans.

5.3 Project progress and effectiveness

5.3.1 What output has been produced and delivered so far, and has the quality and quantity of this output been satisfactory?

In general, the planned output is being completed except for elements that were considered over-ambitious and/or inadequate given the national context and/or national circumstances. Table 4 provides an overview of the output. This is considered satisfactory in general and some is considered crucial in specific areas, such as the research studies, training and training modules.

5.3.2 Has the output delivered so far been as per the work plan? How do the stakeholders perceive it? Do the benefits accrue equally to men and women?

As mentioned, the output was delivered accordingly, with few exceptions, and stakeholders perceive it as useful. As also mentioned, this output aimed to benefit both men and women, and in some cases, such as the maternity-related studies and policies, specifically targets women.

Table 4 – Output per work plan

Output	Planned by end of Year 2	Achieved
Outcome 1. Policies and strategies for the implementation of a Social Protection Floor are developed in the context of evidence-based national dialogue		
Existence of strategies adopted by government, social partners and civil society	3 strategies	Drafts and proposals prepared
Existence of studies adopted by national technical working groups	7 studies	6 draft studies under revision
Existence of materials for the campaign (news articles, posters, TV ads, radio programmes) and their effective dissemination	1 campaign	5 sessions/activities aiming awareness raising
Outcome 2. The legal, administrative and governance frameworks for the extension of social protection are improved in line with international social security standards		
Existence of new instruments adopted by constituents, expressed by bills, acts and new or improved institutional mechanisms	2 legal studies or draft bills/regulations	Under analysis
Studies and recommendations on social protection governance	2 studies	2 studies
Legal and statistical studies for national knowledge bases	3 drafts	5 drafts
Existence of curriculum for training, resource persons, report, lists of participation and evaluation of that training by participants	100 national constituents trained	>100 trained
Outcome 3. Improved knowledge base and monitoring capacity on the implementation of Social Protection Floors in Southern Africa		
Comparative studies on the extension of SP	1 draft	1 draft
A harmonized M&E framework study	1 harmonised M&E	--
Existence of an innovative training curriculum, resource persons, report, lists of participation and evaluation of that training by participants	1 curriculum / MoU	1 curriculum / modules

For instance, government stakeholders, particularly the MoH in Zambia, find the feasibility study Establishing a Maternity Social Insurance Cash Benefit Scheme (ILO, 2014) commissioned by the ILO most useful, a basis of information for the new programmes being prepared as well as an advocacy instrument. In some cases, the output planned was reviewed with the national partners, and there were also some adaptations to needs and resources. Other relevant examples include the Evaluation of the Strategy in Mozambique and the Draft Strategy which will contribute to the extension of social protection in the country. The draft of the assessment in Malawi is also extremely important and was recognised by the partners as a very important piece of information for the review of the National Social Support Policy. Another good example is the use by UNICEF and the government of Zambia of the module of identification and selection of beneficiaries to review the cash transfer targeting mechanism.

5.3.3 What progress has been made towards achieving the programme objectives/outcomes?

The project has been providing technical support and lessons from the region in implementing basic social protection guarantees to Zambia, Malawi and Mozambique. While the ILO was able to train a series of stakeholders and staff in SP through the project, it also supported missions of international consultants in the three countries, as well as the participation of national stakeholders in relevant international meetings and training. The ILO is recognised as the crucial partner for the formulation of national SP policies in Mozambique (and currently its revision), in Zambia (and is currently also supporting the implementation planning of the NSPP), and in Malawi.

The Policy Paper prepared jointly with the Trade Unions in Mozambique will also be done in Zambia in August 2015.

ILO staff, Zambia.

The regional experience is being shared through a series of meetings, tools and channels, specifically targeting the national partners and beneficiaries. In Zambia, the participatory approach, promotion of national dialogue and contact with the media are considered good practices learned from the Mozambican experience in this area. Broader development objectives are also predictably being achieved. For instance, in Zambia, of the currently 5% of the population covered by a type of insurance scheme, it is expected that with the new Social Protection Act more than 30% will be covered at the initial stage, with the potential for further extensions.

5.3.4 How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the project?

The DWT/CO in Pretoria has been responsible for supporting the project with funding and expertise. The regional office, in turn, gave priority to the three countries of the project in terms of funding. The DWT in Pretoria involved one SP/social security specialist in the project for the conception and inception phases of the project. The specialist, who provided technical backup for studies such as Pensions, Maternity, Coordination, among others, left in May but is to be replaced in July. The specialist also participated in the conception of a pilot programme for the implementation of the non-contributive programmes and organised the Nairobi training and training modules. The office in Geneva provided support whenever requested, and specifically technical support.

5.3.5 Are there any unintended results of the project?

ILO helped in recognising the importance of social health insurance by the Ministries of Health, Labour and of Community Development.

Mubita Luwabelwa, Ministry of Health, Zambia.

Relations with other agencies in Malawi and Zambia, particularly UNICEF, have led to the study of new possibilities for cooperation in the area of SP, such as the type already in place in Mozambique. The ILO was also able to contribute with technical support to the national SP groups and bring other less typical partners to the SP work, such as the IMF.

In Mozambique, the ILO has prepared a tool for the Ministry of Gender through the project, not initially planned, which is now crucial for the work of the Ministry in terms of preparing and justifying proposals. The development of health related SP projects in Zambia are a direct result of the project. The

ministry had started to work on a social health scheme in the early 2000s but was only able to advance further in this area with the collaboration of the ILO (combined with more national budget resources). The Ministry of Community Development in Zambia has also asked the ILO to develop a study in MIS as the national Cabinet Office wants to create a specific SP coordination unit. These unforeseen new activities and requests only took place because the stability of the staff in Zambia is greater, however and allows more time and availability for new alliances and projects. In Malawi, new alliances and coordination between the UN agencies were also fostered by the project.

Some repercussions in terms of delayed staff recruitment were not initially foreseen. The recruitment of the new coordinator in Zambia in the mid-term of the project, the need for replacement of the Social Security Specialist formerly based in Pretoria in May, as well as the exit of the Mozambique technical assistant, though not anticipated, required extra rearrangements during the course of the project.

5.4 Effectiveness of management arrangements and efficiency of resource use

5.4.1 Are the available technical and financial resources allocated and used strategically to provide the necessary support and to achieve the broader project objectives?

The project had initially applied for more funding (4 million USD), and the current budget has to be systematically reviewed and re-allocated in face of the contexts, the possibilities, and priorities. Since the beginning, the project planned to leverage additional resources at local level beyond the complementary internal resources, and to combine these with the cost-sharing of activities. So far, the ILO has been capable of mobilising these complementary resources and synergies, particularly in Zambia and in Mozambique, through the preparation of UN Joint Programs.

The 2015 plan already intended the maintenance of a fully funded staff position in Zambia and split the funding for Malawi and Mozambique into equal parts of 50% each. The remaining funding for the staff is obtained through complementary funding, in Zambia from the Green Jobs project and in Mozambique from the ILO. There are currently concerns about funding the consultant in Malawi as the existing budget will not suffice for hiring a qualified international consultant. As in Malawi it is very difficult to find qualified national staff in the area of social protection, the option for hiring the international consultant aimed at bringing added-value to the project through their expertise. The end of the Joint Programme in Mozambique demanded for a re-allocation of the funding to the Mozambique team. The officer hired for the project has since left and there are no current prospects for her replacement.

Given the scarce financial resources for the project, the ILO has successfully assured its position in the area of SP as a technical expert, providing technical assistance rather than direct funding for activity implementation, which is made by the Irish Aid at country level and by other donors. Stakeholders recognise this important role of the ILO and the capacity to strategically allocate and use the available resources.

5.4.2 Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?

As mentioned, most planned activities and output are in line with the schedule. Malawi's planned activities for 2015 have been pushed further towards the end of the year, given the slower pace of work and existing mechanisms.

5.4.3 Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?

The total budget of US \$1,630,434.00 is managed by the Zambia office of the ILO, under the CTA. As the ILO's budgeting and reporting system automatically transfers unspent budget to the following year, according to the data supplied, expenditure in 2014 was 100%. Comparing the initial budget for 2014 and for mid-2015, project total expenditure in 2014 was 95%. For the half term of 2015, the project has already spent 93% of half of the year budget. A comparison of detailed figures, however, shows that some of the budget lines required more resources in the first half of the project – such as equipment or sub-contracts – while others have still spent less than initially estimated, such as sundries or consultants. The latter costs were due to internal processes and to the late recruitment of the national staff in Zambia.

Financial resources are being used efficiently, although additional funds had to be mobilised, as mentioned. Some constraints in terms of disbursements have been pointed out as a result of the complementary funding – which is not timely available as the IA core funding – but strategies have been put in place to cover the expenses.

Table 5 – Budget and disbursements

Description	2014 Initial budget	2014 Expenditure	2015 Allocation	2015 Commitment	2015 Expenditure	2015 Allocation Balance	2016 Allocation
STAFF SALARIES	177,929	177,929	232,718	227,698	177,015	5,019	272,130
CONSULTANTS	43,550	43,550	91,650	38,195	22,558	53,455	85,889
TRAVEL & MISSION COSTS	42,031	42,031	27,890	26,247	11,284	1,642	9,000
SUB-CONTRACTS AND SEMINARS	118,855	118,855	91,350	73,613	8,929	17,737	102,000
EQUIPMENT	6,367	6,367	3,633	2,000	1,296	1,633	1,000
SUNDRIES	34,477	34,477	29,013	26,315	13,649	2,698	27,500
PROGRAMME SUPPORT AT 13%	55,017	55,017	61,913	23,719	23,719	38,193	64,677
PROVISION FOR COST INCREASES			27,109			27,109	24,736
TOTAL	478,226	478,226	565,276	417,787	258,452	147,488	586,932

5.4.4 How efficient was the project in using project resources to deliver the planned results?

The analysis of the budget expenditure above shows that activities associated with the delivery of the main outputs of the project have already been undertaken, including technical activities, such as, the development of training modules, seminars and missions. More resources are to be used in the second half of the second year of the project to finalise the training modules, production of more communication materials, and expected studies of the Assessment Based National Dialogue (ABND) and other trainings in Zambia and Malawi. The project has also, as mentioned, been able to share activity costs with implementation partners and donors.

5.4.5 How effectively does the project management monitor programme performance and results?

The project counts on regular reporting and on up-to-date information sharing through the recently created Project Workspace, which is an internal data-sharing platform. While some quarterly reporting planned in the PRODOC is not in place, other opportunities for monitoring have been created, such as the Brief Report for 2014 or the Technical Cooperation Progress Report 2014 (see Bibliography). Moreover, the project follows the standardised reporting mechanisms agreed between the ILO and the donor, which include only the Brief Updates, the Annual Technical Progress Reports and Certified Financial Statements. The project is also aiming to develop more detailed control sheets, however, their use is still less than expected as this requires additional time resources, and efforts are being made to foster their use in all three project countries.

5.4.6 Is information being shared and readily available to national partners?

Most information has so far been shared at key points, such as trainings, meetings and ILO internal communication publications and online platforms such as the ILO website and social media. Most stakeholders, however, refer to a need to improve communication of results achieved by the countries involved in the project. In Zambia, the project has also benefited from previous work in the area of SP, including policy briefs (see Engendering Social Protection, 2012; Scoping Social Protection, 2013) and the same is happening in Mozambique, particularly through the dissemination work of the SP Working

Group. Internally, the project has organised a web-based workspace, as mentioned, with some areas available to national partners, where information about SP and the project can be found. It will be fully operational in June 2015. ILO staff and partners recognise that more is needed in this area and activities aimed at the dissemination of information will be more numerous in the second term.

5.5 Sustainability

5.5.1 Is the project strategy and management steering towards impact and sustainability?

The project strategy is based on the involvement and training of staff and partners/beneficiaries and in this sense is potentially sustainable. In Zambia, the project has been linked with UNICEF and is now preparing a new joint programme on SP. In Zambia, the government sees the ILO as a key partner in the drafting of the implementation plan of the national SP policy, which shows the potential continuity of the work in this area. In Mozambique, the project has since the beginning been linked to the ONE UN programme on SP, and funded by Sweden since 2014. A new extension to the SP Joint Programme was approved and it is expected that a new UN Joint Programme will be developed to support the implementation of the new ENSSB. Malawi is currently in the process of creating partnerships with UN partners and the Malawian government sees the ILO as a key partner in providing technical advice throughout the review of the country's social protection policy.

As mentioned, changes in staff, such as the CTA, the DWT Social Security Specialist in Pretoria and technical staff in Mozambique, may cause concern, as the work in SP requires staff stability, and institutional memory, and this needs to be addressed for the remaining time of the project. However, as the former CTA is still ILO staff, it is expected that he will be able to assist the incoming CTA during a transitory period, reducing the impact of this change.

5.5.2 Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, administrative skills, etc.)?

ONE UN joint programme on SP in Zambia is a confirmation that the future steps are based on collaboration.

UNICEF, Zambia.

As the project is based on knowledge transmission, partners find that the results have the full potential to be replicated. Local capacities have been developed, though differently in the three countries, but this shows how longer term work in Mozambique is leading to steadier results, providing good examples for the partner countries. In Mozambique, the government comprises a very active core group on SP and, alongside the many activities, began funding a university course in Social Assistance, whose students will integrate in the cadres of the Ministry of Woman and

Social Action. Malawi's performance in the area of SP is evidently weaker than Mozambique or Zambia, for many interrelated contextual reasons, related to state structures and their capacities, the existing mechanisms, and the framework for SP in the country. Recent scandals in Malawi regarding corruption, the so-called Cashgate, pulled some donors out of the budget contribution and areas such as SP have been primarily affected. Eventually, the Mozambican and Zambian examples may help combat these difficulties.

5.5.3 Does the project succeed in developing a replicable approach that can be applied with modifications to other sectors?

The replicability of the project's achievements is based on instruments/tools developed and their systematic sharing. For instance, the training module package is currently a sharable tool that will be

used by UNICEF Zambia in coming training and predictably in the other project countries. The training module is a structuring feature and output of the project that will allow replication of the results and achievements. The strategy of peer to peer learning and using experiences from the region proved to be extremely relevant. The project constantly makes an effort to bring forth experiences from other countries in the region and these are used in other areas and other regions. The good mix between the regional component and technical assistance at country level is also potentially replicable in other areas.

6. Conclusions

6.1 Conclusions

Relevance: The project is relevant, even if the participating countries are at different stages regarding SP. Some national strategies – such as that of Mozambique – address SP more clearly and this fact has been adequately grasped by the project design. Zambia and Mozambique, currently consolidating and strengthening their national SP systems, provide good examples for countries such as Malawi, currently at an initial stage. While in Zambia, the SP national policy had been launched in December 2014, in Mozambique it is currently under review for the new period of 2016-2019. In Malawi, work is still to be done in terms of the operationalisation of the National Social Support Policy, following the assessment conducted by the ILO. While the donors and UN agencies have established different regional approaches, the ILO's three-country combination potentially generates new possibilities for regionally based work. The regional three-country approach is a challenging one as it demands bilingual communication skills and systems. Although this allows the extension of the results to new regional arrangements, it requires additional efforts to facilitate communication between partner country staff at the different levels.

Design: the project is understood to be adapted to the realities of the countries. In some aspects, however, it may be perceived as over ambitious regarding some of its output, in face of the available resources (staff and funding) and the availability of governments to address SP issues. On the other hand, the extension of ILO support was requested, as in Zambia where the SP Bill is being analysed for approval this year, and stakeholders believe that the ILO is likely to play a critical role in the planning of implementation. Differences should have been taken more into account: Malawi's performance in the area of SP is evidently weaker than that of Mozambique or Zambia, for many interrelated contextual reasons related to the state structures and their capacities, the existing mechanisms and framework for SP in the country.

Progress and Efficiency: Overall progress is highly satisfactory, however, not all activities were completed, in some cases due to delays related to national circumstances, in others because the planning failed to take into account the resources and time needed. The project has been adapting to change and the unequal context of the partners but still needs to review some output. For instance, the project is still working with the government in Zambia to decide on the most effective format to disseminate information about SP content beyond conventional documentary or an infographic video. In terms of human resources, adaptation is also needed: while efforts to fill the position of CTA have started, the officer hired for the project in Mozambique has just left and there are no current prospects for her replacement, although additional resources were granted from Sweden for an international position in this area. Although the vacant position has already been advertised, the Social Security Specialist in Pretoria had earlier left the office as well. The recruitment of the CTA within the shortest possible time is therefore of critical importance for the successful implementation of planned activities in all three countries.

Effectiveness: The project made great efforts pooling resources and mobilising extra resources given the few resources available. As already foreseen in the 2015 plan, the project is currently focused on

leveraging resources from ILO internal and external sources to complement the actions planned. Coordination between the activities of Irish Aid in SP through the project funded by HQ and through the country programmes could also be improved. Partners and staff believed this was an issue that could easily be addressed. Partners and donors often confuse the two projects/programmes. While this may not be a problem, it shows that the communication of regional results needs more prominence. In terms of project management arrangements, the 50% allocation of time and funding of the CTA through the project brings limitations. Despite being somehow seen as positive, as it fosters synergies with other projects and donors, it reveals the general instability in terms of human resources.

The knowledge is there but will require further support for implementation.

**Planning Department,
Ministry of Community
Development, Zambia.**

Sustainability: The project has achieved different results in the three different countries. This shows that SP is a long term area of work that requires structural changes at country level, and for this reason the timeframe of the project is limited. Local capacities have been developed, as well as more discussions and awareness of SP, although differently in the three countries. This shows that the longer term work in Mozambique is leading to steadier results, with the potential of being replicated. As more concrete results are obtained, the countries recognise the need to

continue this type of support from ILO.

6.2 Lessons learned

The main lesson learned so far is that there is a need to plan for contextually unbalanced results. As mentioned, Malawi’s performance in the area of SP is evidently, and from the inception, weaker than Mozambique or Zambia, for many interrelated contextual reasons related to the state structures and their capacities, the existing mechanisms and framework for SP in the country. Adaptation to contextual differences, particularly in terms of legal or communication mechanisms is crucial for the success of such type of project.

The project has also been able to highlight the crucial importance of alliances, partnerships and the mobilisation of extra-funding to project activities.

6.3 Good practices

A set of good practices can be related to the peer to peer exchanges, namely the sharing of common working tools and instruments. Local stakeholders find the exchanges of information very relevant, either through meetings and discussions or based on communication.

ILO does not impose, they integrate different partners in the dialogue.

**Planning Department,
Ministry of Community
Development, Zambia.**

Another area involves the establishment and support of networks and alliances, particularly through ONE UN projects planning for the involvement of different and varied stakeholders, including, very importantly, the government, while ILO keeps its position as technical expert. For instance in Mozambique, SP partners meet and coordinate activities on a monthly basis. This example is

currently being followed by Zambia within the UN, and has the potential to spread to Malawi. As was expected in the 2015 plan, the project will continue to focus on the use of partnerships to increase its impact.

The presence of ILO staff in the countries is also perceived as crucial for the development of alliances, nationally and internationally. Contact with local authorities and partners, and their participation in meetings and relevant groups, contributes to the consolidation and development of collaborative networks that can improve the results of projects.

The training module package – MIS and Targeting – is considered a very important tool. This type of knowledge was not as systematised as it is currently, and will from now on be easily sharable, and potentially and gradually improved. Other partners, such as UNICEF, have, for instance, started using it for additional training.

6.4 Recommendations

6.4.1 Relevance: The project needs to further advertise its accomplishments, and invest in more communication on the advantages of learning with others in the same regional context. More communication of results achieved and the advantages of the regional approach should be fostered. In Mozambique, the SP Week, to be held in July/August, may be a good opportunity to disseminate the results obtained so far. The regional approach could benefit from the involvement of more partner countries, even without resorting to additional budgeting. More information should be shared and could be shared with few additional funding.

6.4.2 Design: The project needs a revision of activities and products. It needs to adapt the coming activities and output to what can realistically be made in Malawi, Mozambique and Zambia. This particularly involves a re-definition of the output foreseen. Some activities not yet accomplished need re-evaluation of their momentum. A mid-term review should be the time to review the output – for instance, the number of studies initially planned – and to programme realistically for the next half-term.

6.4.3 Progress and Efficiency: At this stage the project needs to study the re-allocation of funds, realistically adapting to context. In terms of human resources, the project needs to carefully address the necessary replacements of the CTA, the consultant in Malawi, and the technical staff in Mozambique. It could benefit from more staff assigned to local positions, including administrative. More staff and more stable posts in the three countries should be secured, as SP work demands a constant presence in the field, close to the relevant ministries and government services. Country contextual and specific conditions should be recognised in the project implementation and the demand driven support to each country should therefore be flexible. In Zambia, the project needs to continue its focus on support for the preparation of the implementation plan of the national SP policy through the Integrated Framework in progress. In Malawi, the project needs to prepare for possible evolution regarding the impact of the assessment, in terms of staff and funding. In Mozambique, the project needs to continue to focus on input for the revision of the national strategy and use this methodology as an example of the good results of the regional experience.

6.4.4 Effectiveness: The project needs to continually seek more resources. It could be an opportunity to combine activities with the remaining Irish Aid projects currently on-going in the three countries, pooling the available resources. The mid-term review should therefore allow for a joint revision of activities in each country between Irish Aid HQ and Irish Aid country programme. While the combination of projects is not necessarily negative, it may be useful to emphasise the specific objectives of the regional project to the key stakeholders and partners and make it less diffuse within the broader SP approach. In Zambia, the Irish Aid Country Programme will be reviewed in October 2015 and therefore this review is an opportunity. It is important, however, that the regional approach that characterises the project is not lost in this process. Between the three countries, experiences such as the communities of practice, with, for instance, regular (virtual or in presence) meetings to share experiences, can be of added-value for the information platform that needs to be improved to improve communication.

6.4.5 Sustainability: In general, the integrated UN approach to SP has produced good results and should be pursued. A focus on the ONE UN SP project in Zambia, the continuation of the ONE UN on SP in Mozambique (which ILO leads) and more investment in SP networks in Malawi should steer the future activities of the project. Profiting from the already established networks and partnerships, and following the project's focus on peer to peer exchanges, the consolidation of the ONE UN project on

social protection in Zambia will be an important result of the project. In Malawi, it is now important at this stage that the impact of the assessment leads to further developments in the area of SP. The ministries and relevant stakeholders are now discussing the direction of the national programme and believe that the ILO has a key role in this process, specifically in terms of technical assistance. In Malawi, the existing UN network on SP led by UNICEF through the Cash Transfer programme can be further supported by the project, integrating the regional experiences. As Irish Aid is planning to support the scaling-up of the cash transfer programme to national systems and expand its support to the national pillar of SP, the project activities in the remaining time can also be further aligned with these objectives.

The set of planned activities should be continued and/or improved, by: further advertising and communicating experiences across-countries, more training and exchange of information, and monitoring the use of the tools and instruments produced by the project. Whenever considered relevant, the number and type of partners should be extended, involving more ministries, parliamentarians, civil society, the private sector, and academics.

7. Appendices

Annex 1 – Terms of Reference

Terms of Reference
Mid-Term Evaluation of
The Building National Floors of Social Protection in Southern Africa Project: Zambia, Mozambique and Malawi
Components
June 2015

Project codes	RAF1304MIRL
Project Time Scale	January 2014 – December 2016
Geographical coverage	Zambia, Mozambique and Malawi
Donor	Government of Ireland
Budget	US \$ 1,599,258
Evaluation Period	1 st January 2014 – 31 st May 2015

1. Introduction and Project Background

The project on Building National Floors of Social Protection in Southern Africa was launched in the three target countries namely Zambia, Malawi and Mozambique with the view of supporting countries to establish sound policy and institutional frameworks to deliver efficiently effective mechanisms of social protection. This three year initiative, which commenced in January, 2014, is expected to run until December, 2016. This Project is being funded by the Government of Ireland with an overall budget of US \$ 1,599,258.

Mozambique, Zambia and Malawi have achieved, to varying degrees, political and institutional commitment to implementing or fast tracking and scaling up basic benefits for the uncovered population, who are still lacking access to basic services and benefits. Despite national idiosyncrasies, the three countries face common challenges in extending social protection coverage effectively.

This project has a multifaceted approach premised on strengthening basic social protection systems in the three countries as a result of technical support to constituents, by the ILO, through assistance to on-going processes of national dialogue, in harmony with coordinated efforts by UN and bilateral cooperating partners. Grounded in a regional peer learning process, it will therefore assist countries in implementing the building blocks of domestically owned and funded national systems of social protection. Recognizing that countries in the region face similar challenges, the Project is anchored on promoting exchange of south to south experiences and knowledge within the Social Protection Framework in the region. This is done whilst aligning country specific social protection needs to the principles and guidelines reflected in the Recommendation 202 on national social protection floors. Therefore the strong focus on peer to peer learning that lies at the core of the Project, from the regional perspective, represents the right approach and exhibits investment potential towards important impact at country level.

The overall project objective is that more people have access to nationally defined set of gender, HIV/AIDS sensitive social protection guarantees within a more efficient and coherent national social security system.

The delivery of the project objective is hinged on the three outcomes below:

Outcome 1: Policies and innovative strategies for the implementation of a Social Protection Floor tailored to national circumstances are developed in the context of evidence based national dialogue in Zambia, Mozambique and Malawi;

Outcome 2: Improved legal, administrative and governance frameworks for the extension of Social protection (including budget planning and national monitoring systems) are designed in line with international social security standards;

Outcome 3: Improved knowledge base and monitoring capacity on the implementation of Social Protection floors in the three countries.

Two sets of target groups have been identified, namely; direct recipients: Governments and public institutions (primarily relevant Ministries in charge of social protection and social protection agencies/institutions), employers' and workers' organizations, academic and other relevant civil society organizations. The ultimate beneficiaries include vulnerable persons currently uncovered by any form of social protection.

2. Link to the Decent Work Country Programmes

The Decent Work Agenda in Africa 2007-2015 defines in its Priority 4 the objective of promoting Social Protection for all.

- In Zambia the project contributes to DWCP Outcome 1.3 "Extending social protection" and "Enhanced and extended Social Protection for all", with focus on vulnerable groups.
- In Mozambique the Project will contribute to UNDAF Outcomes Output 4.3 – "MMAS in collaboration with other key sectors manages and coordinates a sustainable social protection programme in a more integrated manner" and

Output 4.4 “MMAS operationalises instruments and mechanisms for increased effectiveness and coverage of social protection programmes at all level” and will complement the joint work already in place. It will also contribute to the DWCP Outcome 2.1: “Enhanced capacity of Social Security Institutions to extend their coverage and to provide better benefits to all”.

- In Malawi, DWCP Outcome II.2 focuses on “Enhanced and extended Workers’ Social Security Benefits”.

3. Project Management Arrangement

The Project is managed by a Chief Technical Advisor based in the Lusaka office and reports to the ILO director for the ILO office in Lusaka. The CTA is the principal staff responsible for Project implementation, supervising staff, allocating Project budgets, preparing progress reports and maintaining Project relations with institutional partners. He is also responsible for elaborating the final project document, gathering supporting information and developing preliminary work plans.

The CTA is supported by a National Project Coordinator and a Program Assistant based in the Lusaka office and by one National Project Coordinator in one of the two other countries. The project is technically backstopped by the Social Protection Specialist based in the Decent Work Support Team office of Pretoria and from Geneva, the Social Protection Department.

4. Purpose, Scope and Evaluation Criteria

4.1 Purpose

The Project is now undertaking a mid-term evaluation in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO’s work, strengthen the decision making process and support to constituents in forwarding decent work and social justice. The mid-term evaluation will cover the Zambia, Mozambique and Malawi as the implementing countries.

The purpose of the internal mid-term evaluation is to enable project staff, constituents and other relevant stakeholders to assess the progress in delivery of project outcomes and based on this assessment, to take decisions regarding the intervention logic and emphasis of the project during its remaining time. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project could improve the effectiveness of its operations in the second and last implementation period.

This mid-term internal evaluation serves two main purposes:

- iii.* Give an independent assessment of progress to date of the project across the three outcomes for all the three countries; assessing performance as per the foreseen targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities;
- iv.* Provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery of project results

4.2 Scope

The mid-term evaluation will cover all outcomes of the Building National Floors of Social Protection in Southern Africa Project, with particular attention to synergies across components. The evaluation will assess all key outputs that have been produced since the start of the Project.

4.3 Evaluation criteria

This mid-term evaluation will assess five evaluation criteria as outlined below. Related to each of these criteria is a number of key evaluation questions as subsequently outlined. Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms⁴ and the *Glossary of key terms in evaluation and results-based management* developed by the OECD’s Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

The evaluation will address ILO evaluation concerns such as;

- f) Relevance and Strategic fit
- g) Validity of design
- h) Project progress and effectiveness
- i) Effectiveness of management arrangements and efficiency of resource use and
- j) Sustainability

4.4 Key Evaluation Questions

A number of questions have been developed for each set of criteria, as set out in the table below. The following key evaluation questions are expected to be addressed.

⁴ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

Evaluation Criteria	Related key evaluation questions
a) Relevance and Strategic Fit	<ul style="list-style-type: none"> • Is the project supporting the achievements of the outcomes in the national development plan, the UNDAF and the Zambia, Malawi and Mozambique DWCP? • How well does the project complement and fit with other on-going ILO programmes and projects in the countries and in the region? • What links are established so far with other activities of the UN or non-UN international development aid organizations at local level? • Is there a strategic fit with Irish Aid Cooperation Strategy and synergies with relevant Irish Aid initiatives and programmes and information sharing with Irish Aid? • Does the project align with ILO's mainstream strategy on gender equality?
b) Validity of design	<ul style="list-style-type: none"> • Was the design process adequate? • Do outputs causally link to the intended outcomes/objectives? • Did the project adequately consider the gender dimensions of the planned interventions? • Has the design clearly defined performance indicators with baselines and targets? • Has the project integrated an appropriate strategy for sustainability? • Has the project carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?
c) Project progress and effectiveness	<ul style="list-style-type: none"> • What outputs have been produced and delivered so far, and has the quality and quantity of these outputs been satisfactory? • Were outputs produced and delivered so far as per the work plan? How do the stakeholders perceive them? Do the benefits accrue equally to men and women? • What progress has been made towards achieving the programme objectives/outcomes? • How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the project? • Are there any unintended results of the project?
d) Effectiveness of management arrangements and efficiency of resource use	<ul style="list-style-type: none"> • Are the available technical and financial resources allocated and used strategically to provide the necessary support and to achieve the broader project objectives? • Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans? • Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently? • How efficient was the project in utilizing project resources to deliver the planned results? • How effectively does the project management monitor programme performance and results?

	<ul style="list-style-type: none"> • Is information being shared and readily available to national partners?
e) Sustainability	<ul style="list-style-type: none"> • Is the project strategy and management steering towards impact and sustainability? • Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, administrative skills, etc.)? • Does the project succeed in developing a replicable approach that can be applied with modifications to other sectors?

5. Clients

The primary client of the evaluation is the Government of Ireland as donor of the initiative, the Governments and the ILO constituents of Zambia, Malawi and Mozambique as recipient countries, ILO constituents and the ILO as executor of the project as well as other relevant stakeholders. Furthermore ILO offices and staff involved in the initiative (DWT Pretoria, Regional Office for Africa (ROAF), ILO departments at HQ, that is the Social Protection Department. The evaluation process will be participatory. The Office, the tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

6. Methodology

The evaluation will be carried out through a desk review and field visit to the other implementing countries for consultations with ILO management and staff, constituents, related UN Agencies, representatives of Irish Aid in all three countries as well as other relevant bilateral donors, implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Geneva, Addis Ababa and Pretoria will be done and the method for doing so will be decided by the evaluation team. The evaluation team will review inputs by all ILO and non ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.

Relevant documents will be reviewed which include inter alia: Project Document, minutes of meetings, workshop reports, work plans, inception and technical progress reports.

The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 5 working days). The evaluation team will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, informed judgement, and scoring, ranking or rating techniques.

7. Desk Review

A desk review will analyze project and other documentation (as itemised above) including the approved log-frame. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluation team will review the documents before conducting any interview.

8. Interviews with ILO Staff

The evaluation team will undertake group and/or individual discussions with project staff in all three countries. The evaluation team will also interview key staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project in ILO DWT Pretoria, the regional office in Addis Ababa, and ILO HQ. An indicative list of persons to be interviewed will be furnished by the project management (CTA) after further discussion with the Evaluation Manager.

After that, the evaluation team will meet focal point persons of project beneficiaries to undertake more in depth reviews of the respective national strategies and the delivery of outputs and outcomes. These will include relevant Ministry of Labour and Social Security, Ministry of Community Development, Mother Child Health and Ministry of Health, Civil Society Organisations (Platform for Social Protection) and UN Bilateral Partners. Around the end of the data collection exercise, the evaluation team will make a debriefing to the ILO Director, the project team and the evaluation manager.

9. Main Outputs

The expected outcome of this evaluation is a concise Evaluation Report as per the proposed structure in the ILO evaluation guidelines. The expected structure of the report is outlined below:

- Cover page with key project and evaluation data
- Table of contents and list
- List of acronyms/abbreviations
- Executive Summary

- Body of the report

Introduction

1. Brief background on the project and its logic
2. Purpose, scope and clients of evaluation
3. Methodology
4. Review of implementation
5. Main findings
 - 5.1 Relevance of strategic fit
 - 5.1.1 Is the project supporting the achievements of the outcomes in the national development plan, the UNDAF and the Zambia, Malawi and Mozambique DWCP?
 - 5.1.2 How well does the project complement and fit with other on-going ILO programmes and projects in the countries and in the region?
 - 5.1.3 What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?
 - 5.1.4 Is there a strategic fit with Irish Aid Cooperation Strategy and synergies with relevant Irish Aid initiatives and programmes and information sharing with Irish Aid?
 - 5.1.5 Does the project align with ILO's mainstream strategy on gender equality?
 - 5.2 Validity of design
 - 5.2.1 Was the design process adequate?
 - 5.2.2 Do outputs causally link to the intended outcomes/objectives?
 - 5.2.3 Did the project adequately consider the gender dimension of the planned intervention interventions?
 - 5.2.4 Has the design clearly defined performance indicators with baselines and targets?
 - 5.2.5 Has the project integrated an appropriate strategy for sustainability?
 - 5.2.6 Has the project carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?
 - 5.3 Project progress and effectiveness
 - 5.3.1 What outputs have been produced and delivered so far, and has the quality and quantity of these outputs been satisfactory?
 - 5.3.2 Were outputs produced and delivered so far as per the work plan? How do the Stakeholders perceive them? Do the benefits accrue equally to men and women?
 - 5.3.3 What progress has been made towards achieving the programme Objectives/outcomes?
 - 5.3.4 How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the project?
 - 5.3.5 Are there any unintended results of the project?
 - 5.4 Effectiveness of management arrangements and efficiency of resource use
 - 5.4.1 Are the available technical and financial resources allocated and used strategically to provide the necessary support and to achieve the broader project objectives?
 - 5.4.2 Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
 - 5.4.3 Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?
 - 5.4.4 How efficient was the project in utilizing project resources to deliver the planned results?
 - 5.4.5 How effectively does the project management monitor programme performance and results?
 - 5.4.6 Is information being shared and readily available to national partners?
 - 5.5 Sustainability
 - 5.5.1 Is the project strategy and management steering towards impact and sustainability?
 - 5.5.2 Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, administrative skills, etc.)?
 - 5.5.3 Does the project succeed in developing a replicable approach that can be applied with modifications to other sectors?

6. Conclusions

- 6.1 Conclusions
- 6.2 Lessons learned
- 6.3 Good practices
- 6.4 Recommendations

7. Appendices

The evaluator is required to append the following items;

- Terms of Reference
- Data collection instruments
- List of meetings attended
- List of persons or organisations interviewed
- List of documents/ publications cited
- Any further information the evaluator deems appropriate can also be added

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

10. Management arrangements, work plan & time frame

The evaluation will be undertaken by either a national or an international evaluation consultant. The consultant will take responsibility of the evaluation exercise as well as the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: establishing efficient, effective and coherent social protection systems. The evaluation team will agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

The evaluation team will report to the evaluation manager (Mr. Evans Lwanga, lwanga@ilo.org) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support and services of the Project, with the administrative support of the ILO Office in Lusaka.

Work plan & Time Frame

The evaluation process is expected to be concluded by 20th July, being the final product from the Consultant expected to be delivered by the 10th July. The field evaluation will take place in Zambia during the week of the 8th June and in Mozambique during the week 15th June as set out in the work plan below. The CTA and NPC will be the direct focal points for support during this time. Following the field evaluation, 5 working days are allocated for development of the draft report, that is, from the 19th June.

The draft report should be submitted for comments by latest 26th June to the Evaluation Manager, Mr. Evans Lwanga, lwanga@ilo.org. One week will be allocated to concerned parties to provide inputs, where after the Evaluation Manager will return the draft report to the evaluator by latest 3rd July. The final report will be submitted to the Evaluation Manager and CTA, copying the Senior Technical Specialist and the NPC by latest the 10th July.

The NPC (Mwenya Kapasa) will be the focal point for all general, logistical and project queries related to the evaluation.

The table below gives an indication of the planned activities in the mid-term evaluation process with the corresponding timelines

Phase	Tasks	Expected Days of work	Deadline
1	Telephone brief with evaluation manager	½	3rd June
2	Desk review of project related document (PRODOC, Brief Report (November 2014), Workplans (2014 and 2015) and 2014 Report, Project	2	5 th June
3	Design of evaluation instrument based on desk review	1	8 th June
4	Field work in Lusaka. Consultations with: <ul style="list-style-type: none"> • Project management/staff • Government (MCDCMH, MoLSS, MoH) • Irish Aid in Lusaka • UNICEF • Other bilateral donor's (DFID) • Social Partners • Civil Society Platform for Social Protection • UN Zambia Green Jobs CTA 	3	12 th June
5	Field work in Maputo. Consultations with:	2	

	<ul style="list-style-type: none"> • Social Protection Project staff • Government (MGCAS) • Irish Aid in Maputo • UNICEF • Other bilateral donor's (DFID) 		
6	Consultations by Skype with: <ul style="list-style-type: none"> • Social Protection Project staff in Lilongwe (Florian) • Ministry of Finance, Planning and Economic Development in Lilongwe • Irish Aid in Lilongwe • UNICEF & FAO (Lilongwe) • Irish Aid in Limerick • Former ILO Social Security Specialist in Pretoria (now in Luanda) 	1	19 th June
7	Draft evaluation report based on desk reviews and consultations from field visits	5	26 th June
8	Circulate draft report to key stakeholder (responsibility of ILO Evaluation Manager who will also collect and consolidate and share the comments with the Consultant)	No days of work from the Consultant	3 rd July
9	Finalize the report including explanations on if comments were not included	2	10 th July
Estimated number of total working days		16	10th July

Budget

The budget allocated for this assignment is 10'000 Usd (including a fee of \$500 Usd per estimated working days - total of \$500*16 days = \$8,000), plus \$2,000 Usd to cover transport with international travel, accommodation, communication and other travel expenditures (including Visa fees if required) and internal movements to meet with stakeholders.

Budget

- Payment 1 - \$1,800 Usd with the Contract Signature to cover mission costs
- Payment 2 - \$8,200 Usd with the approval of the Final Evaluation Report

Key qualifications and experience of the Evaluator/Consultant

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

- Master degree in Social Protection, Public Policy Management, Economics or related social science graduate qualifications
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives in the area of social protection, preferably in Africa.
- Demonstrated expertise and capability in technical assessment of social protection delivery systems, related national policies and knowledge of government operational framework.
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System.
- Understanding of the development context in countries covered by the Project would be an advantage
- Excellent communication and interview skills.
- Excellent report writing skills.
- Ability to speak Portuguese would be added advantage Demonstrated ability to deliver quality results within strict deadlines.

Annex 2 – Data collection instruments

Mid-Term Evaluation of The Building National Floors of Social Protection in Southern Africa Project: Zambia, Mozambique and Malawi Components 9 June 2015

Design of evaluation instruments

The evaluation will be carried out through a desk review and field visits to the other implementing countries for consultations with ILO management and staff, constituents, related UN Agencies, representatives of Irish Aid in two of the countries as well as other relevant bilateral donors, implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Malawi, Geneva, Addis Ababa and Pretoria will be conducted through skype meetings. The evaluation team will review inputs by all ILO and non ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.

Evaluation Criteria	Related key evaluation questions
a) Relevance and Strategic Fit	<ul style="list-style-type: none"> • Is the project supporting the achievements of the outcomes in the national development plan, the UNDAF and the Zambia, Malawi and Mozambique DWCP? • How well does the project complement and fit with other on-going ILO programmes and projects in the countries and in the region? • What links are established so far with other activities of the UN or non-UN international development aid organizations at local level? • Is there a strategic fit with Irish Aid Cooperation Strategy and synergies with relevant Irish Aid initiatives and programmes and information sharing with Irish Aid? • Does the project align with ILO's mainstream strategy on gender equality?
b) Validity of design	<ul style="list-style-type: none"> • Was the design process adequate? • Do outputs causally link to the intended outcomes/objectives? • Did the project adequately consider the gender dimensions of the planned interventions? • Has the design clearly defined performance indicators with baselines and targets? • Has the project integrated an appropriate strategy for sustainability? • Has the project carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?
c) Project progress and effectiveness	<ul style="list-style-type: none"> • What outputs have been produced and delivered so far, and has the quality and quantity of these outputs been satisfactory? • Were outputs produced and delivered so far as per the work plan? How do the stakeholders perceive them? Do the benefits accrue equally to men and women? • What progress has been made towards achieving the programme objectives/outcomes? • How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the project? • Are there any unintended results of the project?
d) Effectiveness of management arrangements and efficiency of resource use	<ul style="list-style-type: none"> • Are the available technical and financial resources allocated and used strategically to provide the necessary support and to achieve the broader project objectives? • Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans? • Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently? • How efficient was the project in utilizing project resources to deliver the planned results? • How effectively does the project management monitor programme performance

	<ul style="list-style-type: none"> and results? • Is information being shared and readily available to national partners?
e) Sustainability	<ul style="list-style-type: none"> • Is the project strategy and management steering towards impact and sustainability? • Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, administrative skills, etc.)? • Does the project succeed in developing a replicable approach that can be applied with modifications to other sectors?
Overall considerations	<ul style="list-style-type: none"> • What were the lessons learned so far? • What are the best practises in place? • What are the main recommendations?

Relevant documents will be reviewed which include inter alia: Project Document, minutes of meetings, workshop reports, work plans, inception and technical progress reports.

The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 5 working days). The evaluation team will apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, ranking or rating techniques.

Desk Review

A desk review will analyze project and other documentation (as itemised above) including the approved log-frame. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluation team will review the documents before conducting any interview.

Interviews with ILO Staff

The evaluation team will undertake group and/or individual discussions with project staff in two countries, Zambia and Mozambique. The evaluation team will also interview key staff of Malawi, other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project in ILO DWT Pretoria, the regional office in Addis Ababa, and ILO HQ. An indicative list of persons to be interviewed will be furnished by the project management (CTA) after further discussion with the Evaluation Manager.

After that, the evaluation team will meet focal point persons of project beneficiaries to undertake more in-depth reviews of the respective national strategies and the delivery of outputs and outcomes. These will include relevant Ministry of Labour and Social Security, Ministry of Community Development, Mother Child Health and Ministry of Health, Civil Society Organisations (Platform for Social Protection) and UN Bilateral Partners. Around the end of the data collection exercise, the evaluation team will make a debriefing to the ILO Director, the project team and the evaluation manager.

Key Evaluation Questions

A number of questions have been developed for each set of criteria, as set out in the table below. The list of questions, though comprehensive in order to accommodate the variety of stakeholders' concerns, is subject to adaptation to each case and each interviewee. The following key evaluation questions are expected to be addressed.

The table below gives an indication of the planned activities in the mid-term evaluation process with the corresponding timelines

Phase	Tasks	Expected Days of work	Deadline
1	Telephone brief with evaluation manager	½	3rd June
2	Desk review of project related document (PRODOC, Brief Report (November 2014), Workplans (2014 and 2015) and 2014 Report, Project	2	5 th June
3	Design of evaluation instrument based on desk review	1	9 th June
4	Field work in Lusaka. Consultations with: <ul style="list-style-type: none"> • Project management/staff • Government (MCDCMH, MoLSS, MoH) • Irish Aid in Lusaka • UNICEF • Social Partners • Civil Society Platform for Social Protection 	3	12 th June

	<ul style="list-style-type: none"> • UN Zambia Green Jobs CTA 		
5	Field work in Maputo. Consultations with: <ul style="list-style-type: none"> • Social Protection Project staff • Government (MGCAS) • Irish Aid in Maputo • UNICEF • Other bilateral donor's (DFID) 	2	16 th June
6	Consultations by Skype with: <ul style="list-style-type: none"> • Social Protection Project staff in Lilongwe (Florian) • Ministry of Finance, Planning and Economic Development in Lilongwe • Irish Aid in Lilongwe • UNICEF & FAO (Lilongwe) • Irish Aid in Limerick • Former ILO Social Security Specialist in Pretoria (now in Luanda) 	1	19 th June
7	Draft evaluation report based on desk reviews and consultations from field visits	5	26 th June
8	Circulate draft report to key stakeholder (responsibility of ILO Evaluation Manager who will also collect and consolidate and share the comments with the Consultant)	No days of work from the Consultant	3 rd July
9	Finalize the report including explanations on if comments were not included	2	10 th July
Estimated number of total working days		16	10th July

Annex 3 – List of persons or organisations interviewed and meetings

Name	Position	Date (June)	Contact
Zambia			
Evans Lwanga	Evaluation Manager	9, 12	lwanga@ilo.org
Nuno Cunha	Chief Technical Advisor	9, 12	cunhan@ilo.org
Mwenya Kapasa	National Project Coordinator	10-12	kapasa@ilo.org
Shebbah Hamusimbi	Project Assistant	10-12	hamusimbi@ilo.org
Lubita Luwabelwa	Deputy Director of Policy and Planning Department, Ministry of Health	10	mubitaluwa@gmail.com
Ciaran O'Reilly	Development Attaché and Social Protection Advisor, Irish Aid Zambia	10	ciaran.o'reilly@dfa.ie
Paul Ufford	Chief Social Policy and Economic Analysis, UNICEF Zambia	10	pqvanufford@unicef.org
Yengwe Kakusa	Chief Planner of Policy Coordination, Cabinet and Parliamentary Businesses, Planning Department, Ministry of Community Development, Mother Child Health	11	ykakusa@yahoo.com
Nancy Elemu	Planner, Planning Department, Ministry of Community Development, Mother Child Health	11	nancyelemu@gmail.com
Vandras Luywa	Acting Director, Manager Social Cash Transfer Unit, Social Welfare Department, Ministry of Community Development, Mother Child Health	11	vandrasl@yahoo.co.uk
Hilary Hazele	Manager – Economics and Policy, Zambia Federation of Employers	11	zfe@zamnet.zm
Patience Matandiko	UN Zambia Green Jobs	22	Skype
Vince Chipatuka	Research and Advocacy Officer, Platform for Social Protection	12	advocacy@pspzambia.org
Tony Dumingo	MoLSS – Director Social Security Department	26	tonydumingo@gmail.com +260 950 229 603
Mozambique			
Ruben Vicente	ILO Mozambique	13	vicente@ilo.org
Kate Greany	Social Development Adviser, DFID	15	k-greany@dfid.gov.uk
Koeti Serôdio	Irish Aid	15	koeti.Serodio@dfa.ie
Eleasara Antunes	Gender and Social Protection, Netherlands Embassy	15	eleasara.antunes@minbuza.nl
Elsa Alfai	Social Affairs National Director Advisor to the Minister MGCAS	16	elsa_alfai@yahoo.com.br
Chico Almajane	Chief of Social Assistance Programmes Department, INAS	16	
Karin de Rooij	Social Protection Unit, UNICEF Mozambique	16	krooij@unicef.org
Malawi			
Florian Juergens	Consultant for the project based in Malawi	15	Skype
Harry	Director of the Poverty Reduction and Social	17	Phone +265 888859013

Mwamlima	Protection Division, Ministry of Finance, Planning, and Economic Development		mwamlimaharry@yahoo.co.uk
Florence Rolle	FAO Country Representative, Malawi	16	Email florence.rolle@fao.org
Lovely Chizimba	Irish Aid Lilongwe and Limerick	26	Phone +2651776408 +265999866107 +265888866107
Other			
Elisa Cavacece	Irish Aid in Limerick	9	elisa.Cavacece@dfa.ie
Luis Frota	Former ILO Social Security Specialist in Pretoria	29	Skype luisfrota1

Annex 4 – List of documents/ publications cited

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- United Nations – United Nations Development Assistance Framework for Malawi 2012-2016