



# Evaluation Summary



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## *Report of the Independent Evaluation of African Country Programme Outcomes (CPOs) funded from 2012-2013 RBSA in the Thematic Area of Social Protection*

### Quick Facts

**Countries:** Botswana, Ethiopia, Mauritania and Senegal

**Final Evaluation:** 27 April-18 June 2015

**Mode of Evaluation:** Independent

**ILO Administrative responsibility:** Regional Office for Africa (ROAF)

**Technical Area:** Social Protection

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**Donor:** RBSA Funding (USD 335, 000)

**Keywords:** social protection, tripartism, capacity building

### Background & Context

#### Summary of the project purpose, logic and structure

The RBSA is an account based on the voluntary contributions of Member States. It is directed to the implementation of decent work priorities and outcomes formulated in dialogue with tripartite constituents in Member States.

The ILO Evaluation Framework and Policy requires that RBSA-funded initiatives are evaluated in order to assess the contributions of RBSA towards achieving relevant Programme and Budget Outcomes. This particular evaluation deals with the Programme and Budget Outcomes 2012-2013 related to social protection.

#### Present Situation of the Project

The RBSA is directed to the implementation of decent work priorities and outcomes formulated in dialogue with tripartite constituents.

The CPOs of four countries (Botswana, Ethiopia, Mauritania and Senegal) have been selected for this final evaluation of RBSA support

The evaluation covered RBSA allocated for the 2012-13 biennium.

#### Purpose, scope and clients of the evaluation

The evaluation was conducted to assess the achievements obtained through the support of RBSA to CPOs in the African Region concerning the enhancement of the coverage and effectiveness of social protection, specifically.

Main users of the findings are expected to be ILO staff involved in the implementation of the CPO activities, ILO programming units, concerned specialists, ILO M&E staff at country, sub-regional, regional and/or HQ, tripartite constituents in the relevant countries and potential donors and implementing partners.

#### Methodology of evaluation

The independent evaluation took place in May and June 2015. The evaluation approach was participatory, consultative, process-oriented and qualitative. A desk review analysed CPOs and other documentation provided by the evaluation manager. A total of 20 stakeholders were

interviewed either face to face or through telephone/Skype.

Two limitations/challenges were identified: firstly, the evaluation of the CPOs of Mauritania and Botswana was entirely based on desk review and telephone interviews instead of face to face meetings and direct interaction with stakeholders and secondly, the inability to access final implementation reports for some CPOs including **MRT104** and **SEN126** (seemingly poor information management).

## Main Findings & Conclusions

The **design of the CPOs** was logical and coherent and the selection criteria used for RBSA funding were objective and transparent due mainly to the use of the IRIS. The CPOs were relevant and encompassed various aspects of social security. However, some completion dates were over-ambitious, which combined to institutional inertia and lack of coordination of nationals created unexpected delays. A common concern expressed by the majority of constituents was limited RBSA resources available to undertake the activities.

In terms of **relevance and strategic fit**, the four CPOs have been matched to the ILO SPF, P&B 2012-2013, DWAA, and DWCPs. Each country outcome contributed to one or more strategic objectives of the SPF. In response to the needs of ILO constituents, Outcome 4 on social security has been systematically addressed. All stakeholders interviewed agreed that the CPOs were relevant because they dealt with key issues in social protection.

**CPOs effectiveness** varied according to countries. The first result for **BWA126** was the feasibility study of the establishment of a National Pension Fund and the second one was training on costing of national social protection floors. Due to delays beyond the ILO's control as well as the Constituents, the attainment of output two "a comprehensive national social security policy developed and implemented" was then deferred to the 2014/2015 biennium.

As far as **ETH154** is concerned, the National Social Protection Policy was finalized in 2012

and adopted in 2015. It was a joint effort of NSPP members. The ILO contributed financially and technically to the achievement of the output. Advocacy and awareness campaigns on the advantage of pensions were conducted instead of developing a strategy for the implementation of the new Private Organisation Employees' Pension Proclamation. Key staff of agencies was trained in basic social protection security principles and administration of social security.

For **MRT104**, major outputs have been achieved. The CNSS has been provided with an IT master plan and the legal framework has been revised. Altogether, 60 CNSS executives and tripartite constituents have been trained. In terms of limitations, the statistical data collection system has not been operational yet and the actuarial study is facing data collection problems.

Concerning **SEN126**, the ILO worked in close partnership with the members of the Social Protection Joint Programme chaired by UNICEF. As there was institutional change in 2012, the ILO adapted its priorities and put emphasis on social protection of workers in the informal sector. In this regard, all five studies related to the SRSC were conducted in 2013 and the first National Dialogue held in January 2014. The PRODOC and the action plan for 2014-2016 are available. The National Social Security Training Centre project was not achieved (not funded by RBSA). The ILO's work on social protection for workers in the informal sector is promising as Government has an Order establishing the technical committee on SRSC and the Ministry of Finance has promised a financial contribution of 3 000 000 USD.

The total RBSA allocations for the four countries amounted to 335 000 USD. Regarding **efficiency of resources used**, there was sufficient justification for RBSA allocations for the achievement of intended outcomes. In the case of Ethiopia, RBSA resources were used as seed money and helped raise about 340, 150 USD from several donors. The rate of RBSA budget implementation was high (98, 48 %).

**The management arrangements were in general effective** because all parties involved in the CPOs understood their roles and

responsibilities and tripartite constituents were involved in an appropriate manner in the implementation of CPOs. Work arrangements were guided by the ILO's policies and procedures. OBWs provided framework for RBSA allocations. The ILO field offices monitored the CPOs effectively. In spite of the limited number of ILO experts, management and technical and administrative backstopping was found good.

As far as **sustainability** is concerned, tripartite constituents and partners recognized that in Botswana, Ethiopia, Mauritania and Senegal significant contributions have been made to advance social protection. Countries are struggling to implement the Social Protection Floors Recommendation 202. All results of the social protection outcome were anchored in national institutions. The majority of constituents reaffirmed their will and commitment to continue with the projects but they were not confident in their capacity to raise sustainable financial resources. The technical capacity of national constituents is still weak in some areas such as the design, implementation, monitoring and evaluation of social protection floor policies and programmes.

***In terms of conclusions:***

- The selection process of CPOs was iterative and transparent and their design was logical and coherent. However, some completion dates were over-ambitious, which combined to institutional inertia and lack of coordination of nationals created unexpected delays.
- Interventions have influenced all four countries in their social protection policies. Various improvements were noticed in terms of capacity building, project design, policy reforms, etc.
- Outputs involving government inputs have not been fully achieved for reasons such as government “machinery” or the burden of bureaucracy, lack of coordination of nationals, delays in getting resources and arrangements in place.

- The Mission was not able to examine the efficiency of resource use in detail. However, based on financial data available and discussions with various stakeholders, the general view was that there was sufficient justification for RBSA allocations. Limited RBSA funding and delays in the disbursements were cited as the most important bottlenecks.
- RBSA is an innovative and flexible means of funding but its strategic objectives were not well understood by the majority of constituents who continue to claim for more funding from the ILO.
- The management arrangements were effective. Parties involved in the implementation of CPOs understood their roles and responsibilities. The ILO has provided good advisory backstopping services to constituents in the four countries. The ILO field offices monitored the CPOs effectively. The problem encountered was not related to M&E as such but to information management.
- To some extent, the ILO has been able to develop sustainable capacities in the area of social protection. Results of the social protection outputs were anchored in national institutions. However, capacity and financial gaps remain in the four countries at the national level.

**Recommendations & Lessons Learned**

Main recommendations and follow-up :

**Recommendation 1:** The ILO Office and ROAF should do advocacy work and urge African countries to devote a percentage of national income to social protection measures at a basic level.

**Recommendation 2:** The ROAF should emphasise on building the capacity of constituents in resource mobilisation.

**Recommendation 3:** COs should promote the values and strategic objectives of RBSA which is a flexible and catalytic fund with leveraging capacity.

**Recommendation 4:** COs are recommended to build strong and sustainable partnerships in order to achieve greater and more sustainable impact with RBSA limited funding.

**Recommendation 5:** The COs and ROAF should improve the formulation of CPOs and the information management system.

**Recommendation 6:** The RO should conduct the RBSA evaluation at the end of each biennium.

**Recommendation 7:** The RO should disburse RBSA funds in time to allow proper, appropriate and effective implementation of CPOs.

**Recommendation 8:** It is recommended to all constituents to promote innovative and multi-policy approaches (social security, enterprise creation, social dialogue, and working conditions) to achieve more and better social protection of the informal sector workers with strong participation of their representatives.

**Recommendation 9:** It is recommended to tripartite constituents to develop national leadership and ownership of social protection policies with the ILO assistance but not its leadership.

### **Important lessons learned**

- In order to implement successfully targeted CPOs, it is capital for constituents to have gap filling financial resources or at least the capacity to write funding proposals in order to mobilize financial resources at national and international levels.
- The generic phrase “social protection floors”, in the plural, refers to a variety of “possible floors”. It is important to “adapt” each global policy to country-specific circumstances.

- Protection floor components can be maintained on a long-term basis only if sufficient capacity and financial resources are made available by governments themselves and the constituents.
- The successful implementation of social protection policies requires the involvement of Parliaments, the Ministries of Labour together with the Ministries of Finance of recipient countries at an early stage of the formulation process of social protection policies.
- The creation of national and multi-stakeholder social protection platform and joint programmes in Ethiopia, in Senegal and Botswana emerged as good practices.
- The ILO initiative on SRSC is promising because it can contribute to provide workers in the informal sector with an appropriate social protection system.
- It is crucial to build consensus among constituents and partners, and to develop a common action plan on the basis of agreed CPOs and resource mobilisation and allocation.
- Donor support and partnerships with other institutions have proved critical in the effective and timely delivery of services to constituents and in leveraging resources and policy influence.
- Building tripartite constituents’ capacity to design and implement social protection initiatives typically requires advocacy work and partnerships that may span several years and not just a biennium.
- The ILO must be well prepared to engage with countries and a wide range of stakeholders over the medium to long term in order to yield sustainable results.