



Evaluation Summaries

ILO Global Campaign for Social Security and Coverage for All As a means to reducing poverty in Africa and Asia

Quick Facts

Countries: Tanzania, Zanzibar and Zambia

Final Evaluation: December, 2009

Mode of Evaluation: Independent

Technical Area: Social Protection

Evaluation Management: SECSOC

Evaluation Team: Aviva Ron

Project Start: November 2006

Project End: December 2009

Project Code: GLO/06/54/UKM,
ZAM/06/50/UKM, URT/06/50/UKM

Donor: DFID, US\$ 693,929

Keywords: Social Security, Poverty alleviation

Background & Context

Summary of the project purpose, logic and structure

A project on social protection was included in the current ILO/DFID Partnership Framework Arrangement in view of DFID's interest in the ILO Global Campaign for Social Security and Coverage for All as a means of reducing poverty in Africa and Asia. To test the applicability of a Minimum Social Protection Package in the three countries, the Project had four stages:

- Data gathering and analytical activities to produce a Social Protection Expenditure Review and Social Budget (SPER and SB);
- A Social Dialogue Forum in the three countries with the stakeholders, using the data acquired.

- Development of Social Protection Policy documents for each country, prioritizing the introduction of a minimum package of social protection mechanisms;
- Knowledge transfer to promote national action plans for the implementation of the social protection strategy.

The project was managed at central and country level, with most technical support coming from ILO's Social Security Department. Country activities were guided by Steering Committees with broad stakeholder participation.

Present situation of project

The Project is due to end at the end of 2009 and the independent evaluator recommended an extension to complete achievement of the main outputs and facilitate bridging of social security support to the countries.

Purpose, scope and clients of the evaluation

The evaluation investigated the capacity to carry out the Project stages, in terms of the technical inputs and resources available. The evaluation attempted to assess the added value of the knowledge gained in social protection by the stakeholders and the use of the outputs to enable the development of social protection policies, with identification of the fiscal space and technical capacities required for implementation. The evaluation further attempted to identify the future role of the ILO in further enhancing the development of policy on social protection, and in capacity building for the implementation and monitoring of the policies. The donor DFID is the main client of the evaluation.

Methodology of evaluation

The evaluation included field visits, attendance at Social Dialogue and SPER/SB presentations in Mainland Tanzania and Zanzibar, and meetings and interviews with the ILO field staff, stakeholders, country level donor agencies, and other UN agencies in the three countries.

Main Findings & Conclusions

The main conclusions from the findings were:

- The Project brought broad knowledge and expertise on contributory and non-contributory social protection to a wide range of stakeholders, with good tripartite representation.
- The Project demonstrated the ability of a set of activities, involving national stakeholders in the collection and analysis of relevant information, to debate the potential impact of a minimum set of social security protection benefits.
- Attention was given to obligations involved in achieving universal coverage, rather than scaling up small pilot cash transfer schemes and shifted thinking from addressing the needs of specific vulnerable groups to considering the social protection needs of all.
- The focus on universality brought attention to the needs of the informal economy and labour force participation in an environment where old age without work is a rare privilege.
- The Project promoted dialogue between leaders and decision-makers of contributory social security schemes and generated an environment in which the need to improve was clearly recognized.

Recommendations & Lessons Learned

Main recommendations and follow-up

1. The ILO and the donor should discuss how remaining funds and other resources could be used to support activities to support: a) The process of

a National Social Security Action Plan in the three countries; b) Establishment of a Task Force from the Steering Committee to carry on the work, with consideration and integration of current national policy processes; c) Intensification of the Knowledge Transfer to the Network of Social Protection experts; and d) Determination of Monitoring and Evaluation measures.

2. While national ownership is cardinal, the support to reaching a policy document would stimulate progress and help to assure the broad range of stakeholders involved so far. In Zambia, a policy document has been prepared and submitted to Cabinet but it would be beneficial to review the document and see whether new information and new thinking would give added value. The ILO could assist in identifying a pool of local specialists in the country to work with the policy people.
3. The ILO, through SEC/SOC in Geneva, the Regional Office for Africa and the ILO Area Offices should seek ways to continue appropriate technical support, through Regular Budget and other sources, to support activities, as identified below and following a review of country priorities. Based on the interviews with stakeholders, there is clearly a need to have a continued social protection presence in the ILO in the respective countries. The initial scope of work should be determined with stakeholder involvement and first address some of the issues not covered by the Project.
4. Based on the discussions with the stakeholders, the following could be major areas in which ILO support will be required through a permanent presence in Tanzania Mainland, also covering Zanzibar, and in Zambia. The social protection expert selected would

- not necessarily be able to provide technical support in all the areas required, but would have the knowledge and resources to identify and recruit the necessary expertise, in coordination with ILO SEC/SOC in Geneva.
5. Support to the areas raised after the SPER but not covered through the Project. This pertains mainly to contributory social security schemes and includes portability within and between neighbouring countries and administrative streamlining.
 6. Support to reviewing the relevant ILO Conventions, specifically ILO Conventions 102, 130 and 183 and in examining the implications towards ratification, towards reaching appropriate design in benefit schemes and ensuring that social protection is recognized as a right and codified into national legislation.
 7. Capacity building in the broader aspects of social protection, particularly towards reaching financial sustainability of the new programmes. Capacity building in social protection will need to go beyond the current Quantitative Training for Africa.
 8. Capacity building beyond the development of strategy documents and the appropriate legislative tools. Areas such as the organization of social protection for the various sectors and benefits needs to be developed, to deal with a range of issues including beneficiaries/membership and fund management, decentralization, and monitoring and evaluation.
 9. Sensitizing of all stakeholders and cooperating partners beyond the tripartite partners to assure understanding of the social protection concepts in future development.
 10. Capacity building to ensure dialogue and linkage with other government and non-government agencies with mandates for the provision of social protection and involving the tripartite partners.
 11. Support to the development of health care and maternity protection in both contributory schemes and social assistance as an integral part of social protection.
 12. Provision of a platform for continued linking of the social protection efforts with the Country Decent Work Programmes, including the issues of concessions related to social security benefits given to employers in Zambia, and the establishment of links with other ILO and UN agency work, including inputs to UNDAF.
 13. In Zambia, support to the drafting of the 6th National Development Plan's Chapter on Social Protection. Technical support should focus on the inclusion of contributory and non-contributory social protection in the 6th National Development Plan.
 14. In Tanzania, support to the new Regulatory Authority for the mandatory contributory schemes and the National Social Protection Framework.

Important lessons learned

The main lessons learned were:

- The design and scope of the project could have benefited from initial consultation with the countries, and a basic mapping of the existing interventions in the field covered, noting the national stakeholders and cooperating partners.
- Funding for the entire period of the project needed to be assured from the start, particularly when the placement of experts in the project country was required. Shortening of the project cycle by one year hampered achievement of all the stages.
- The effort in additional activities was worthwhile: Through the process of producing the SPERs, a useful and

replicable tool was developed to measure the provision of social protection by international and national NGOs.

- As project management was concentrated at central level, it was crucial to have very clear definitions of responsibilities at each level, with enough flexibility to change over the duration of a project.
- While the tripartite nature of cooperative structures in such projects must be assured, stakeholders and cooperating partners previously involved in the project area also need to be included.
- Real understanding and ownership of the Project outputs and outcomes needed more attention to existing as well as new concepts to meet stakeholder expectations.
- The technical level of the project outputs needed to be geared to the different levels of quantitative analytic capacity of the stakeholders in order to maintain interest and motivation.
- There are still tasks remaining to be done to meet the short-term expectations of the stakeholders. The ILO and the donor will need to find ways to continue the work, possibly through a no-cost extension of the project until a longer-term solution to the provision of ILO expertise in social protection in the countries can be assured.