



Evaluation Summary



International
Labour
Office

Evaluation Unit

Extension of social protection - Phase II STEP/Portugal, Phase II - Final Evaluation

Quick Facts

Countries: Cape Verde, Mozambique

Final Evaluation: June 2013

Mode of Evaluation: Independent

ILO Administrative Office: SEC/SOC

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Project Code: GLO/08/60/POR

Donor & Project Budget: Portugal,
(US\$ 2,798,567)

Keywords: Social Protection, Social Security

Background & Context

Project purpose, logic and structure

Launched in January 2009, the Phase II of the STEP/Portugal Project established as a field of intervention the extension of social protection. Along this line, the overall objective of the STEP/Portugal Phase II Project is to increase the extent and effectiveness of social protection as an instrument for reducing poverty and social exclusion, promote human development and access to decent work. The Project is designed to target Portuguese Speaking Countries in Africa (PALOP) and its activities are focused on the direct assistance to Mozambique and Cape Verde and, more specifically, to the public institutions involved in the development of social protection in these two countries. The other PALOP are beneficiaries of the technical assistance

activities and they also participated in knowledge development activities. The support is provided by the Project in the form of technical assistance, capacity building and access to information and knowledge. The beneficiaries of the Project are the people excluded from the social protection system, especially the poor and vulnerable. Although the Project was expected to conclude at the end of December of 2012, a six-month no – cost extension has been approved. The Project is implemented by the International Labour Organization in association with Portugal's Ministry of Labour and Social Solidarity.

Present situation of the Project

Progress in the area of social protection has been significant in recent years in Mozambique. These have included the development of tools for the progressive implementation of a social protection floor and significant budget increments and the corresponding expansion of coverage as a result of a growing interest in the subject. The effects produced by the Project were concentrated in the national structures that manage non-contributory systems, through the continuation of support for the MMAS and the INAS.¹ In Cape Verde, the STEP / Portugal Phase II Project played an important role in terms of provision of technical assistance, especially in the creation and development the social pension system managed by CNPS and

¹Rodrigues, C. (2011). Análise dos Efeitos do Projecto STEP-Portugal Fase II (2009-2010).

institutional strengthening of the INPS. The Project has a strong knowledge development component which focuses on creating local capacities in terms of social security concepts and practices. This component is aided by the availability of information (in Portuguese) at the Information Center on Social Protection (CIPS) and the relevant efforts of ILO's International Training Center in Turin, Italy. As of 2012, the Project has contributed to conducting 52 training activities in Mozambique and 11 training activities in Cape Verde. The number of persons trained in these two countries currently amounts to 2288 and 285, respectively.

Purpose, scope and clients of the evaluation

The final independent evaluation described in this document aims at examining the extent to which the STEP/Portugal Phase II Project objectives have been achieved in Mozambique and Cape Verde. It also aims at documenting lessons learned and good practices for sharing of knowledge and experiences. Furthermore, it provides an independent and complete assessment of the STEP/Portugal Phase II Project, with regards to the relevance and validity of Project design and the efficiency, effectiveness and sustainability of its outcomes.

Although the Project has conducted interventions in the five PALOP, the geographic scope of the present evaluation corresponds to Cape Verde and Mozambique. With regard to its thematic scope, the evaluation examines the ILO STEP/Portugal Phase II Project in terms of its progress, adjustments in implementation arrangements, partnerships, achievements, challenges, good practices, and lessons learned from its implementation as per the Project Documents agreed on and approved by the Government of Portugal.

The primary clients of the evaluation are the Ministry of Solidarity and Social Security of Portugal and the ILO. The secondary clients are the technical ministries of the beneficiary countries, the Social Protection Floor Initiative members and national stakeholders who will

benefit from the findings and recommendations of the evaluation. The target audiences of the present evaluation report include but are not limited to donors and implementing parties from the Governments of Mozambique and Cape Verde.

Evaluation methodology

The conducted evaluation, implemented between October and December 2012 by a team comprised by international and national consultants working under the guidance of ILO's Evaluation Manager, used mixed methods, including home-based and field-based work to collect and analyze the information. The main data collection instruments used for the evaluation corresponded to a structured questionnaire and the main sources of information included i) technical documentation and data kept by the different institutions and organizations and ii) representatives of the main social protection institutions who were interviewed for the purposes of the evaluation. Stakeholders who were representatives of the main governmental social protection institutions, donors involved in social protection (bilateral and multilateral) and non-governmental organizations involved in social protection in Cape Verde and Mozambique were selected for the present evaluation. The rationale behind this selection was that these persons i) were thought to be the most informed on the results and impact of the implementation of the activities of the STEP/Portugal Phase II Project in their respective countries, and thus were able to provide a representative picture of the Project and ii) they were key stakeholders and responsible –with varying degrees– for ensuring that the results of the Project were produced and achieved as planned.

Main Findings & Conclusions

The evaluator concludes that the STEP/Portugal Phase II Project achieved its objectives and produced positive results in the area of social protection during the 2009-2012 period. But this success did not come without

some obstacles and the identification of windows of opportunity and important lessons.

First, in terms of the Project's performance and achievements, the available information indicates that the Project strengthened national social security strategies, regulations and the institutions in charge of social protection, which acted as 'catalyzers' of the proposed interventions. In Mozambique, for example, the support provided by the Project was critical in the development of the Regulation for Basic Social Security (2009) and the National Strategy for Basic Social Security (2010). In Cape Verde, on the other hand, the Project developed significant effort to provide technical assistance to improve financing mechanisms of social protection programmes. The establishment of a unified system of non-contributory pensions benefited from the support of the STEP Project, starting with the creation and strengthening of the National Social Pensions Centre (CNPS). Furthermore, the Project supported national institutions from Cape Verde in the identification of strategies to increase program coverage and conducted, for the first time, a comprehensive analysis of the social protection system, which provided a detailed perspective on its financing process, expenditures, number of programs, strategic challenges and action lines.

Secondly, the Project increased the visibility of social protection and underlined the relevance of 'social protection floors' among national and international stakeholders. This, in turn, proved especially useful in addressing some of the common problems associated with the lack of social security contributions by specific population segments. In Mozambique, the increased interest from national and international stakeholders resulting from STEP's activities provided social protection with a much higher profile within the new Poverty Reduction Strategy and in Cape Verde, the area of basic social protection gained visibility within the national social policy arena.

Third, in spite of having a general common goal for all countries, the Project adapted its interventions to allow for national realities and specificities, which has been identified as a good practice.

Fourth, the Project contributed to unify the voices of multisectoral stakeholders. An example of this is the joint support provided by ILO, the Government and other partners for the creation of the Technical Working Group on Social Protection in Mozambique.

Fifth, the Project achieved considerable progress via its knowledge-development component. Some important products obtained during the implementation of knowledge development activities included, but were not limited to studies and documents on the extension of social protection, based on international experience and covering topics of interest for the PALOPs, technical assistance for the Information Center on Social Protection, educational instruments based on international experience and responding to the priority needs of PALOPs with emphasis on training modules on Foundations and Practices of Social Protection and several Project communication initiatives including: the production and distribution of leaflets in English and French; the production of the Project's web pages in the Social Security Extension platform (GESS); regular dissemination of Project activities through the CIPS, the articles included in ILO publications and in the public website and the inclusion of references to the Project in numerous reports and speeches by ILO representatives.

Sixth, there are challenges that still remain, which include the following:

- the need to retain public sector personnel trained by the STEP Project;
- the need to deal with the fact that some international partners have considerable leverage within Mozambican and Cape Verdean donor groups;
- the importance of continuing the debate on the detailed distinctions of beneficiary groups and the most adequate mechanisms

for their identification and integration within the different lines of social security and protection;

- the need for strengthening the training of human resources in the area of social protection, and
- making improvements in the area of information technology for the production of statistics on social security and protection in Cape Verde.

Recommendations & Lessons Learned

Project design issues

1. Aside from indicators using absolute numbers to depict the performance of the Project in a particular area, the Project should rely on indicators using percentages or other relative measures.
2. The Project design should include a robust monitoring and evaluation plan focusing on units of analysis, data collection instruments, frequency of data collection, methods of data analysis, people in charge of collecting and analyzing information and information dissemination procedures.
3. The Project should determine the optimal amount of staff needed to support the implementation of activities so as not to create excessive workloads for Project coordinators.

Programmatic monitoring

4. The substitution of Excel worksheets for more sophisticated information systems provides considerable room for improvement in terms of comparing planned versus actual interventions and achieving an integrated Project management.
5. Aside from planned versus actual numbers for specific indicators, the Project monitoring efforts should also conduct variation analyses to assess the magnitude of implementation gaps, but moreover to have a tool contributing to efficiency.

Knowledge development

6. Future training and awareness creation activities to be conducted in Mozambique (with the support of SIDA, the UN Joint

Programme, STEP² or ILO Funding from other sources) and Cape Verde during the first semester of 2013 should include aspects of the ILO's 2012 Social Protection Floors Recommendation³.

Expansion of the social protection floor

7. To achieve a considerable expansion of the social protection floor, the Mozambican Government should make considerable investments in institutional development and capacity building.

Sustainability

8. With additional support from STEP, the MMAS, the INAS and the INSS should continue to work together in developing mechanisms to ensure a high level of retention of staff in the public sector.
9. It is critical for the sustainability of the social protection sector of Cape Verde to look at two main issues in the future: financing and sector restructuring.
10. Social security institutions from Mozambique and Cape Verde should make an effort to provide additional and continuous training to ensure that the results of the knowledge development activities are sustainable.

Lessons learned & Good Practices can be reviewed in the full report.

²Through the approved extension of the Project for the first half of 2013.

³http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:3065524