Independent evaluation of the first phase of the ILO global flagship programme on building social protection floors for all (2016 – 2020)

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Evaluation timing: Final

Evaluation nature: Independent

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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ACRONYMS AND ABBREVIATIONS

ABND	Assessment Based National Dialogue
ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
AFD	Agence Française de Développement
BMZ	Federal Ministry for Economic Cooperation and Development
BW	Better Work
CEB	United Nations System Chief Executives Board for Coordination
CSO	Civil Society Organization
DAC	Development Assistance Committee
DC	Development Cooperation
DDG/P	Deputy Director-General for Policy
DG	Director-General
DWCP	Decent Work Country Programmes
EC	European Commission
EMPLOYMENT	Employment Policy Department
ENTERPRISES	Enterprises Department
EU	European Union
EVAL	Evaluation Office
FAO	Food and Agriculture Organization
FP	Flagship Programme
GB	Governing Body
GBN	Global Business Network for Social Protection Floors
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GOVERNANCE	Governance and Tripartism Department
GTAC	Global Tripartite Advisory Committee
GTT	Global Technical Team
HQ	Headquarter
IDA	International Disability Alliance
ILO	International Labour Organization
INFOTEC	Information and Technology Management Department
IOE	International Organisation of Employers
ISPA	Interagency Social Protection Assessment
ITCILO	International Training Centre of the ILO
ITUC	International Trade Union Confederation
LABADMIN/OSH	Labour Administration, Labour Inspection and Occupational Safety and Health Branch
LNOB	Leave no one behind
M&E	Monitoring and Evaluation
NGO	Non-governmental Organization
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
P&B	Programme and Budget
PARDEV	Partnerships and Field Support Department
PPP	Public-Private Partnerships
PRODOC	Project Document
PROGRAM	Strategic Programming and Management Department
RB	Regular Budget
RBSA	Regular Budget Supplementary Account
RC	Resident Coordinator
RMT	Results Monitoring Tool
SDG	Sustainable Development Goal

SECTOR	Sectoral Policies Department
SOCPRO	Social Protection Department
SP	Social Protection
SPF	Social Protection Floor
SP&PFM	Social Protection and Public Finance Management
SPF-I	United Nations Social Protection Floors Initiative
SPIAC-B	Social Protection Inter-Agency Cooperation Board
TC	Technical Cooperation
TOC	Theory of Change
TOR	Terms of Reference
TSF	Global Technical Support Facility
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDS	United Nations Development System
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children's Emergency Fund
UNPRD	United Nations Partnership on the Rights of Persons with Disabilities
USD	US Dollar
USP2030	Global Partnership for Universal Social Protection to reach the SDGs
WB	World Bank
WFP	World Food Programme
WHO	World Health Organisation
WORKQUALITY	Conditions of Work and Equality Department

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY

PURPOSE AND SCOPE

This report presents the independent evaluation of the ILO's Global Flagship Programme on "Building Social Protection Floors for All". The ILO launched the Programme in 2016 to provide the Office with a coherent structure to mobilize and channel resources for social protection, to achieve and consolidate results and impact, and to make social protection floors (SPFs) a national reality in member States. The strategy of the Programme was endorsed by the Governing Body in 2016, with a first phase spanning over a period of 5 years (2016-2020).

The purpose of the evaluation is to take stock of achievements and lessons learned of the first phase of the Programme and to provide recommendations for the second phase of the Programme, due to start in 2021. The evaluation covered the criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability. Data collection and analysis relied on mixed methods (desk review, interviews, country case studies, observation, surveys, stakeholder workshop) to ensure consistency and reliability.

SUMMARY OF FINDINGS

A. Relevance

The fundamental right to social security is set out in international legal instruments and in the ILO's normative social security framework, including the Social Security (Minimum Standards) Convention, 1952 (No. 102), and the Social Protection Floors Recommendation, 2012 (No. 202). The Flagship Programme contributes to supporting countries in achieving and maintaining the human right to social security for all members of society.

The international development context provides strong legitimacy to the rationale and objectives of the Programme. The ILO estimates that only 46.9 per cent of the world's population is effectively protected by a social protection system in at least one area. The importance of social protection is reflected in several Sustainable Development Goals (SDGs). The Programme aims to support SDG 1.3 and 3.8, among other, and integrates the principles of gender equality, non-discrimination, and inclusion of people with disabilities.

The Programme was designed after extensive consultations with the ILO staff and constituents. It contributes to the ILO's Programme and Budget outcomes. However, some pillars of the programme are not reflected in the results framework. Furthermore, indicators are not disaggregated. Lessons from the first phase of Programme implementation suggest also revisiting some components of the Theory of Change.

B. Coherence

The Programme coordinates with several key international initiatives and partnerships on social protection. These collaborations facilitate information exchange as well as the development of common tools and joint programming sometimes. However, there remains different social protection models across United Nations partners and with International Financial Institutions. Additional efforts are needed for the Programme to contribute to improving global coherence on social protection.

The Programme has established some bridges with other flagship programmes and initiatives across the ILO. There is room to continue strengthening collaborations, notably in relation to Recommendation 2015, (No 204).

The evaluation noted that the Programme's design allows for flexibility in responding to country demands and in mobilizing resources. However, this contributes to making the perimeter of the Programme unclear. There is significant uncertainty and lack of understanding in the organization about the positioning of the Programme. Many evaluation informants called for more clarity in articulating the Programme, both in terms of geographic and thematic scopes, but also overall construct and relationship with the SOCPRO Department. Similarly, evaluation interviews and survey respondents pointed out room for stronger coordination between the Flagship Programme and flagship projects. The evaluation also found a need to mainstream the Programme in country projects. Synergies between flagship projects were also found limited.

C. Effectiveness

At national level, the Programme has provided support to twenty-one priority countries as well as to a larger pool of countries. At country level, the Programme's approach is based on a three-steps model for which specific targets were originally formulated. Overall, ten out of twenty-one priority countries have adopted a national social protection strategy; thirteen countries have designed or reformed their social protection schemes, close to the initial target of fourteen; and sixteen countries have improved the operations of their social protection system, more than the double of the original target.

At global level, the Programme has strengthened cross-country policy support, including by establishing a Technical Support Facility which was found delivering swift and quality support. There is a demand for further strengthening and capacitating cross-country support, including at regional level. The Programme has also developed a range of global knowledge products and data services that have been accessed and used. Flagship projects could more systematically contribute to the development and dissemination of global products and data services by mainstreaming such objectives in PRODOCs. The Programme has contributed to expand global partnerships with a range of actors. However, there is room to further support workers' and employers' networks, including at country level, as well as partnerships with IFIs.

Various monitoring mechanisms have been installed to inform Programme management and facilitate institutional learning. The Programme has created a promising public database, the Results Monitoring Tool, to monitor and present achievements of country projects. However, the adoption of the tool by country teams requires additional efforts.

The evaluation also explored areas of support that would be required from the Programme and flagship projects in the future. The ILO staff rank *Informal economy*, *Financing of social protection*, and *Unemployment* as overall priority areas for knowledge development and support.

D. Efficiency

The Technical Support Facility offers a case example of cost-effective modality installed by the Programme to deliver support. Other measures to ensure cost-effectiveness were identified through flagship projects carrying out activities jointly, sharing administrative staff, or benefiting from outputs delivered by one or another project. However, such arrangements originate from sound management practices at country level rather than from being specifically designed and induced by the Programme.

The Programme has benefited from being established by the ILO's Director General with institutional support from DDG/P and PARDEV. Coordination of the ILO's flagship programmes by DDG/P has been beneficial and fostered mutual support, but evaluation informants pointed out room for increased strategic guidance and advice on the design and operationalization of the programmes.

The Programme installed a governance structure allowing constituents and partners to inform implementation. Participating constituents commended the annual consultations carried out by the Programme. However, involvement of national constituents in Programme implementation at country level was found to be strengthened.

The Flagship Programme has installed a Management Group for Flagship programme projects managed at HQ and in the field. Informants at HQ referred consistently to inadequate staffing for programme management and coordination related functions, such as partnerships development, communications, knowledge management, and reporting. The Programme was established without the ILO dedicating specific capacity to this initiative. Management arrangements and operations were found to confront limited resources.

E. Impact

The evaluation found evidence of the Programme's contributing to improve the social protection situation for millions of people. However, impact monitoring has been very partial and there is no evidence that the Programme has achieved the impact objectives stated in the strategy. Despite confronting a significant lack of visibility, the Programme has contributed to improving the positioning of the ILO on social protection. A factor frequently reported as having constrained the Programme in achieving results is the shallow interface between the Programme and Flagship Projects.

F. Sustainability

The Programme has contributed to achieving sustainable outcomes owing among other to a conceptual approach aiming for institutional and legislative change. The Programme has contributed to strengthen social dialogue at country level. However, there is evidence of constituents calling for being more strongly involved in social protection reforms and for benefiting from capacity development to contribute to the social dialogue. There is also room for the Programme to contribute enhancing social dialogue on social protection at regional and global levels. The Programme has been highly successful in mobilizing resources to support priority as well as other countries. However, the sustainability of some allocations is uncertain.

CONCLUSIONS

The Programme strategy was found relevant but the conceptual framework incomplete, lacking inter alia a communication pillar to promote more strongly social protection, increase the visibility of the Programme, improve its understanding among the ILO staff and external partners, and facilitate its application by country projects. The Programme is compatible with other social protection interventions implemented in countries, sectors, or institutions. Room remains for the ILO to leverage the Programme to exert stronger leadership and improve global coherence on social protection. The Programme has achieved part of the intended policy changes. Knowledge development and resource partnerships have contributed to achieving outcomes. There is demand from the ILO's constituents for stronger contribution to Programme implementation at country level for more ambitious and thorough capacity development on social protection. The Programme has developed a tool to consolidate results, but adoption has been very partial preventing the ILO from providing a clear

picture about the ILO's contribution to the SDGs on social protection. The management, coordination, and governance of the Programme was efficient to achieve the intended results but has confronted limited resources and a continuously expanding Programme's scope and scale. Various communication initiatives were designed and implemented, with contribution sometimes of the GTT and external partners, but needs have remained high for more regular communication. The Programme has generated positive higher-level effects, but impact monitoring was incomplete. The Programme has leveraged national ownership to achieve sustainable outcomes and triggered demand for increased support.

RECOMMENDATIONS

Recommendation 1
The ILO needs to refine the theory of change and results measurement framework based on the lessons learned from the first phase and new challenges that need to be addressed in the second phase.

1.   The ILO must develop a detailed theory of change through a consultative process that will elicit the extent to which adjustments to the conceptual framework are needed to reflect lessons from the first phase, an evolving international context, and priority needs from the ILO's constituents and partners. In this respect, the GTAC should play an important role in defining the next phase and the adjustments that need to be made. Furthermore, a comprehensive results framework should be developed that covers all pillars and steps of the Programme, and that links with relevant SDGs. Efforts should be made for the revised results framework to be cascaded in the design and for the monitoring of flagship projects. The *Results Monitoring Tool* should be adjusted accordingly. The monitoring mechanisms and information reported through the online *Results Monitoring Tool* should allow to have an accurate representation of the FP's achievements on gender equality and LNOB

Responsible unit(s)	Priority	Time implication	Resource implication
SOCPRO, GTT	High	Next biennium	Low

Recommendation 2
The ILO needs to increase understanding of the Flagship Programme and improving ownership among ILO staff and constituents. Communication should be strengthened on policy directions and concrete Programme results. The thematic and geographic scopes of the Programme should be clarified. Linkages between the overarching Programme and country and thematic projects should be refined. ILO should also better explain the contribution of the Flagship Programme to the ILC conclusions on social security, and to the ILO Programme and Budget and Agenda 2030.

2.   The ILO should further clarify the scope and perimeter of the Programme and enhance its visibility and branding, including by developing, resourcing, and implementing a communication strategy that provides GTT members with additional instruments to advocate for social protection floors at country level. In alignment with the ILC conclusions, the Programme should systematically promote the ILO social security standards and support the launch of a global ratification campaign for C102, in partnership with other UN organizations. The Programme should develop and regularly update communication materials in order to raise the visibility of social protection including at country level and to reflect the status of the ILC conclusions. The ILO should also consider organizing more regular meetings of the GTAC (perhaps virtual) and disseminating to the GTT, GTAC, and the Donors and Partners Group a quarterly 2-pager dashboard update that presents impact level results of the Programme.

Responsible unit(s)	Priority	Time implication	Resource implication
SOCPRO, GTT	High	Next biennium	Medium

Recommendation 3
The ILO needs to build capacities across the Global Technical Team on social protection and specialized areas of work (e.g. health, financing, informal economy). Capacity development should also cover project management, partnership development, and resource mobilization. Furthermore, the Programme should provide support to the GTT on using the results monitoring tool for evidence-based communication and knowledge sharing, among others, and on further mainstreaming the Programme in country projects.

3.   The ILO should develop an induction package to facilitate the on-boarding of new GTT members. The Programme should also consider further strengthening the collaboration with the ITCILO with a view to facilitate the access of GTT members to technical trainings and skills development. The Programme should encourage mutual learning and support among GTT members and promote a culture of shared ownership of the GTT to foster local initiatives and joint knowledge development. Capacity development should also include the development of guidelines and materials to help mainstreaming the Programme in flagship projects, including through more cohesive results frameworks. The Programme should also consider developing a knowledge management plan to grow service lines around technical areas that harness and facilitate access to past experiences, gather knowledge of project staff and available internal and external expertise, and fosters networking and innovation.

Responsible unit(s)	Priority	Time implication	Resource implication
SOCPRO, GTT, ITCILO	High	Next biennium	Medium

Recommendation 4
The ILO should increase the sustainability of the Flagship Programme by leveraging on existing projects to develop larger and longer-term partnerships and by developing pooled funding mechanisms. The Programme should further engage donors and partners through structured funding dialogues and specific networks that need to be properly resourced to achieve results and impact.

4.   The ILO should continue promoting social protection floors and mobilizing resources to support countries improving coverage, adequacy and access, including by developing strategies focusing on specific technical areas or regions. The ILO should continue exploring options to strengthen the regional approach with technical expertise being available regionally, to be able to support projects on thematic areas, and facilitate the development and implementation of projects at country level. Stronger support and capacities should be provided to the Global Business Network and to the Social Protection, Freedom and Justice for Workers Network to enhance the added value of these initiatives at country level. The ILO should commit additional resources to the management of the Programme, for example by exploring the option to secure a JPO position to support Programme management; or by advocating with some donors a management and coordination levy on flagship projects for the Programme global services; or by reflecting some specific Programme management's services and outputs on direct project costs.

Responsible unit(s)	Priority	Time implication	Resource implication
SOCPRO, GTT, ITCILO	High	Next biennium	Medium

Recommendation 5

The ILO should clarify the position of Flagships in its Result Based Programme Framework (SP, PB) and ensure that proper monitoring, reporting and evaluation requirements are put in place for adequate accountability and organizational learning purposes.

5.   The ILO should continue to develop and provide guidance to the Flagship Programme(s) and facilitate the scaling of good practices within and between Programmes. The ILO should also clarify the position of Flagships in its Result Based Programme Framework and require that proper monitoring and evaluation requirements are put in place.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR (PROGRAM), DDG/P, DDG/FOP (PARDEV), EVAL	Medium	Next biennium	Low

1. INTRODUCTION

1.1. Evaluation Context

6. This report presents the independent evaluation of the ILO's Global Flagship Programme on "Building Social Protection Floors for All". The ILO launched the Global Flagship Programme (the "Programme" or "FP") in 2016 as one of the ILO's five Flagship Programmes approved by the ILO's Governing Body in 2015[1]. The Programme aims to provide the Office with a coherent structure to mobilize and channel resources for social protection, to achieve and consolidate results and impact, and to make social protection floors (SPFs) a national reality in member States. The strategy[2] of the Programme was endorsed by the Governing Body in 2016[3], with a first phase spanning over a period of 5 years (2016-2020). The Flagship Programme achievements were presented in the Report for the ILC Recurrent discussion on the strategic objective of social protection (social security) submitted to the 109th Session of the International Labour Conference (June 2021)[4]. The Conclusions concerning the second recurrent discussion on social protection (social security) adopted by the ILC at its 109th Session (June 2021) called on the ILO to provide technical support and assist Member States' to close financing gaps for social protection […] including through the Global Flagship Programme (point 19)[5].

7. The evaluation was commissioned by the ILO to take stock of achievements and lessons learned of the first phase and to provide recommendations for the second phase of the Programme due to start in 2021. The ILO's global engagement on Social Protection has been evaluated in the past[6] and several ILO projects on Social Protection have also been evaluated. However, this is the first independent evaluation of the Programme

1.2. Global Social Protection Context

8. Since its creation in 1919, the ILO has actively promoted policies and provided assistance to member States to supply adequate levels of social protection to all members of society guided by international social security standards adopted by its tripartite constituents. Access to an adequate level of social protection is already recognized in the Declaration of Philadelphia (1944) on the aims and purposes of the ILO[7].

9. Access to at least a basic level of social security throughout the life cycle is a human right, fundamental to ensuring individuals' health and dignity[8]. Social protection systems are at the core of efforts to ensure decent living conditions for the whole population throughout their lives.

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[1] ILO. 2015a. *The ILO's global flagship programmes. Governing Body 325th Session, Geneva, 29 October–12 November 2015. GB.325/POL/7.* Geneva.

[2] ILO. 2016a. *Building Social Protection Floors for All. Global Flagship Programme Strategy (2016-20).* Geneva.

[3] ILO. 2016c. *Outcome 3: Creating and extending social protection floors (including the flagship programme). 328th Session, Geneva, 27 October–10 November 2016. GB.328/POL/1.* Geneva.

[4] https://www.ilo.org/ilc/ILCSessions/109/reports/reports-to-the-conference/WCMS_780953/lang--en/index.htm

[5] https://www.ilo.org/ilc/ILCSessions/109/reports/texts-adopted/WCMS_806099/lang--en/index.htm

[6] ILO. 2017b. *Independent evaluation of the ILO's strategy and actions for creating and extending social protection floors, 2012–2017.* Evaluation Office. Geneva.

[7] https://www.ilo.org/legacy/english/inwork/cb-policy-guide/declarationofPhiladelphia1944.pdf

[8] The Universal Declaration of Human Rights and the International Covenant on Economic Social and Cultural Rights recognize the right to social security for everyone (https://www.ohchr.org/en/professionalinterest/pages/cescr.aspx).

Complementing and giving specific form to the provisions regarding the right to social security in international human rights instruments, the ILO's normative social security framework consists of eight up-to-date Conventions and Recommendations[9]. The most prominent instruments are the Social Security (Minimum Standards) Convention, 1952 (No. 102), and the Social Protection Floors Recommendation, 2012 (No. 202).

1.3. Purpose of the Evaluation

10.   The evaluation was commissioned by the ILO. While various evaluations have been done of individual country projects of the Flagship Programme as well a high-level evaluation on ILO's work on social protection 2012-17, no evaluation has addressed specifically the flagship modality. The proposed evaluation is the first evaluation of an ILO Flagship Programme. The evaluation was not one of EVAL's centralized evaluations. It was done at the specific request of the department. Because of its importance, EVAL agreed to manage it.

11.   The evaluation is summative but also formative, aiming to inform the second phase of the Programme and to support the ILO in its next steps. The evaluation has taken therefore a retrospective and forward-looking approach. The evaluation intends to provide insight into the relevance, coherence, effectiveness, efficiency, sustainability, and impact of the Programme, while also providing findings, lessons learned, and emerging good practices for improved decision-making within the context of the next P&B and strategic framework. Evidence-based, actionable recommendations were collaboratively developed, with an emphasis on improving and enhancing Programme implementation over the next phase.

12.   The evaluation responds to ILO's normative and tripartite mandate, gender equality responsiveness and contribution of the ILO to the relevant targets set in the 2030 Agenda for Sustainable Development.

13.   The purpose of this evaluation is:

- To contribute to **organizational learning** and to assess whether the Flagship programme has achieved the objectives set out for the first phase, and whether its strategy (including 4-pillar approach, governance structure, etc.) was relevant for the achievement of these objectives.
- To provide **guidance and recommendations** to the ILO and its constituents for the development and implementation of the **second phase** of the Flagship Programme.
- To provide **guidance for future evaluations** for flagship programmes (of projects and the Programme) and for ensuring evaluability of the Flagship Programme under the second phase.
- To assess the Programme's **integrated resource and results management** (e.g. role of the Flagship programme in delivering on the overall ILO's results framework and SDGs, aligned with national ownership; investment of the ILO resources –XBDC and RB, etc.);
- To assess the role of the Flagship in creating **economies of scale in terms of quality, time and costs** (e.g. efficiency in terms of staff, leveraging investments in the development tools/capacity development, resource mobilization efforts and partnership arrangements, offering multi-partner funding and operations, arrangements/funding diversification/light earmarked contributions/flagship-based funding, SSTC modalities, etc.);
- To assess the level of **flexibility** of the programme and its responsiveness to emerging needs.
- To assess the role of the Flagship in ILO **visibility / branding** in social protection.

14.   The evaluation focuses on the Programme over the period of January 2016 to June 2021. Evaluation of the Programme at national level concentrates on the 21 countries identified in the strategy. However, some components of the Programme deliver global services. Furthermore,

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[9] ILO. 2017a. *Building social protection systems: International standards and human rights instruments*. Geneva.

additional countries have embarked on designing and implementing flagships projects. While acknowledging that this is not an evaluation of SOCPRO or of the ILO's full portfolio on social protection floors, the assessment considered the contribution of the Programme to related initiatives and outcomes.

2.1. Approach

16. The evaluation was conducted in a consultative manner relying on strong evidence and examples from experiences in the field and using theory-based approaches to the extent possible. The evaluation was carried out according to OECD-DAC evaluation standards[10] and followed the ILO Code of Conduct.[11]

2.2. Key Evaluation Questions

17. The key evaluation questions served to frame the entire evaluation process. Initial questions were posed by the ILO in the TOR. Considering the number of sub-questions (96) proposed, the evaluation aggregated domains of inquiry and assessment to guide data collection and provide a structure to the main sections of the evaluation report. A robust and actionable evaluation framework was also developed that followed the OECD DAC evaluation criteria, clearly stating primary evaluation questions with more detailed sub-questions, which were matched with possible measures, data collection methods, and sources (Appendix 1).

Table 1: Evaluation Key Questions.

KEY QUESTIONS
RELEVANCE • **To what extent was the FP strategy (4 pillars + 3 step approach) relevant, understood and applied by the management team and individual projects (country, regional and global), as well as donors and ILO constituents?**
1. Is the Programme relevant and contributing to respond to the ILO's mandate and institutional context and frameworks?
2. Is the Programme relevant for the global development context, and technical and sectoral policies and agendas?
3. To what extent did the Programme's design integrate the interest of different stakeholders and final beneficiaries?
4. Are the Programme's Theory of Change, causal pathways, assumptions, and drivers adequate in view of the expected results?
5. To what extent does the design of the Programme take into account gender, non-discrimination and inclusion of people with disabilities?
6. To what extent has the Programme contributed to a timely and relevant response to constituents' needs and priorities in the COVID-19 context?
COHERENCE • **To what extent was the flagship programme compatible with other interventions in a country, sector, or institution (ILO)?**
7. Is the Programme coherent with other international initiatives and partnerships?
8. Is the Programme coordinated with other ILO, UN, and other initiatives in social protection at national and global level? Did the Programme manage to avoid duplications and foster synergies with other partners' interventions?
9. Does the Programme design allow for adaptive management and adjustment to the evolving needs of constituents? Does the Programme's design allow for flexibility in responding to country demands and in mobilizing resources?
10. To what extent have flagship projects established synergies to achieve their objectives more efficiently and contributed to scaling the Programme?
11. How do individual projects link to the Programme?
EFFECTIVENESS • **Has the FP achieved the intended results in terms of policy changes (and financing to implement these policies) and impact on people?** • **Has the FP used knowledge development and partnerships to increase its impact?** • **Can the FP consolidate results and impact and provide a clear picture of ILO's contribution to the SDGs on social protection?**

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[10] OECD. 2019. *Better criteria for better evaluation. Revised evaluation criteria definitions and principles for use*.
[11] ILO. 2018a. *ILO code of conduct: Agreement for evaluators*. Geneva.

12. To what extent was the Programme effective in providing policy support?
13. Are there new thematic areas emerging on which ILO should build its technical capacities to support constituents?
14. To what extent has the Programme contributed to knowledge development and sharing and how was this influential?
15. In which areas/components of the Programme has tripartism and social dialogue been integrated most successfully?
16. To what extent were partnerships effective in implementing the Programme and have triggered/facilitated innovative approaches?
17. Are the Programme's monitoring mechanisms adequate and sufficient to support management decisions?
EFFICIENCY
• **Was the management, coordination, communication and governance efficient to achieve the intended results?**
18. Is the Programme's institutional setup and governance, management structure and arrangements, and management of operations adequate and efficient?
19. What evidence is there of cost-effectiveness in the Programme's implementation and management?
20. Are administrative and financing modalities adequate to facilitate good results and efficient delivery of the Programme?
21. To what extent did flagship projects leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner?
IMPACT
• **To what extent has the FP generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects?**
22. Did the Programme reach its objectives in terms of impact?
23. Is the Programme visible and did it build a brand for the ILO?
24. What are the key factors that constrained the achievements of the Programme's intended results?
SUSTAINABILITY
• **To what extent are the achievements sustainable and based on national ownership?**
25. What is the sustainability of the flagship projects?
26. To what extent has the Programme strengthened social dialogue at national, regional, and global levels?
27. To what extent was the programme successful in mobilizing resources?
28. What are the main risks for the sustainability of the ILO COVID-19 response as part of the FP and what mitigation strategies should the ILO implement?

2.3.   Process and Methods

18.   The evaluation developed its assessment and conclusions from various sources. It drew as extensively as possible on pre-existing data, comparisons, and where necessary on primary research. The evaluation followed a multi-level approach allowing for data triangulation especially when no proper baseline was established. The methodology adopted both quantitative and qualitative methods that were designed to ensure safety and to follow protocols during the COVID-19 pandemic.[12]

19.   The evaluation used the following data collection instruments:

- **Secondary resources:** A review of secondary resources was carried out to analyze all relevant documentation, including conventions, declarations, instruments, policies and strategies, guidelines, project documents and published outputs, progress reports, previous evaluations, web data on number of visits to knowledge products and downloads. Secondary resources were the primary instrument to assess the "Project component" of the evaluation.

- **Observation**: The evaluation attended a SOCPRO staff meeting and a GTAC meeting that were organized online. Observation also included a review of the Programme's online environment and activities, and knowledge platforms and databases such as the Results Monitoring Tool.

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[12] ILO. 2020a. *Implications of COVID-19 on evaluations in the ILO. An internal guide on adapting to the situation*. Geneva.

- **Virtual Interviews**: Data collection was also conducted via semi-structured virtual interviews, and virtual focus groups. Informants included staff from the ILO and other stakeholders such as constituents, UN agencies, and donors. Altogether, the evaluation interviewed 32 informants, which forms a robust sample for diverse data collection and triangulation. Interviews were one of the main instruments to assess the "Programme component" of the evaluation.

- **Case Studies:** Four country case studies (Cambodia, Mozambique, Paraguay, and Senegal) were developed with support from national consultants. Case studies involved a desk review and consultations with ILO country staff and partners (ILO staff, government counterparts, tripartite partners, staff of UN participating agencies, development partner representatives, donor representatives as required). Case studies completed 27 interviews and were the primary instrument to assess the "Country component" of the evaluation.

- **Online Surveys:** To gather information across a broad number of stakeholders, the evaluation carried out two surveys[13]. A questionnaire was distributed to ILO staff as well as constituents, programme partners and stakeholders to collect information across the evaluation criteria. The surveys were opened for 3 weeks and available in English only. The survey to the ILO staff was sent to 232 recipients and gathered feedback from 64 respondents (28%). The survey to the ILO's constituents and partners reached a convenient sample of 41 recipients and gathered feedback from 9 respondents (22%).

- **Stakeholder Workshop**: A virtual debriefing with the SCOPRO team and the GTT, and stakeholders including members of the GTAC, donors and development partners as well as key ILO representatives was organised to present the preliminary findings and conclusions, relay any issues and request for clarification or further information from stakeholders prior to the circulation of the draft report. The workshop was attended by 36 participants and offered a space to discuss preliminary recommendations.

20.   Data analysis was both qualitative and quantitative. Data was analysed according to the evaluation criteria unpacked in the evaluation matrix. Survey results were analysed at the aggregate level to preserve confidentiality as well as through cross-tabulations to identify perspectives from different survey segments.

2.4.   Limitations

21.   As with all evaluations, there were some limitations regarding this methodology. In this case, there was the very unusual circumstance of a global pandemic occurring during the evaluation, as well as other more common constraints.

- **COVID-19:** Due to the pandemic, the evaluation took advantage of virtual tools, including for national consultants and country case studies. However, this is likely to have limited data collection.

- **Resources and schedule:** The timing and resources for an evaluation of this magnitude and complexity were limited.

- **Scope and quality of data:** The quality of the assessment was dependent on the access to participants, pre-existing documents, and information, which was not exhaustive.

- **Lack of comprehensive results framework:** The Programme did not develop and monitor a comprehensive results framework, limiting the capability to assess results against targets.

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[13] The survey methodology did not allow the extrapolation of results to the entire population of ILO staff and constituents. They represent the perspectives of those who have responded to the questionnaire.

3. THE GLOBAL FLAGSHIP PROGRAMME ON BUILDING SOCIAL PROTECTION FOR ALL

3.1. Programme Objectives and Approach

22. Launched in 2016, the *Global Flagship Programme on Building Social Protection for All* aims to realize the universal rights to social security and an adequate standard of living (Universal Declaration of Human Rights, Articles 22 and 25). Anchored in ILO standards, the Programme proposes concrete measures and activities to support the design and implementation of sustainable national social protection systems including floors and make the right to social security a reality for everyone in target countries (e.g. targeted for in-country support and cross-country policy and technical advice). The Programme supports the implementation of the ILO's programme Outcome on social protection, ILO's contribution to the goals set out in the 2030 Agenda for Sustainable Development and the implementation of the ILO's Social Protection Floors Recommendation (2012, No. 202) as well as Convention 102 on minimum standards of social security.

23. The conceptual framework was presented in the Programme strategy[14]. It articulates four pillars aimed to deliver in-country support backed by cross-country policy advice, knowledge development and sharing, and strategic partnerships.

Pillar 1: In-country support - Support to the implementation of tailor-made and functional social protection floors in countries: This first pillar articulates a three-step approach to enhancing social protection in target countries.

(i) Step 1 - **Adopting national social protection strategies**: This component aims to organise a participatory assessment-based national dialogue exercise involving relevant ministries, social protection institutions, workers and employers' organizations, civil society organizations, UN agencies, and other development partners. This contributes to forge a consensus on priorities for the implementation or extension of a nationally defined SPF (social protection floor). This step is completed with the adoption of a national social protection strategy (NSPS).

(ii) Step 2 - **Designing and reforming schemes**: This covers the provision of technical advisory services and capacity building, and facilitation of social dialogue to design or reform individual social protection schemes in line with the NSPS and with ILO standards. Support includes formulating policy options, costing and financing, institutional set-up, and legal studies. The purpose of these studies and macroeconomic and fiscal assessments is to facilitate the incorporation of social protection reforms into national budgets. In addition, linkages are developed with other policies and support is provided for the ratification and application of the ILO Conventions and Recommendations, in particular the Social Security (Minimum Standards) Convention, 1952 (No. 102). Step 2 is completed with the adoption of legal frameworks on the establishment or reform of social protection schemes.

(iii) Step 3 - **Improving operations**: This involves strengthening administrative capacities and representation of persons concerned at the national, regional and local levels through hands-on training and the implementation of SPF delivery mechanisms, including one-stop shops for beneficiary registration and benefits distribution and the development of information technology (IT) systems. Operational linkages are developed with other services that facilitate access to employment and social inclusion, including for people living with

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[14] ILO. 2016a. *Building Social Protection Floors for All. Global Flagship Programme Strategy (2016-20)*. Geneva. The Programme's objectives, conceptual approach, management arrangement, and expected results were first drafted in a project document in 2015 but the PRODOC was not finalized.

HIV/AIDS. The schemes' financial governance is improved through actuarial valuations. Step 3 is completed with the implementation of administrative arrangements to make the right to social protection a reality for intended beneficiaries.

For the first phase of the Programme (2016 – 2020), **21 countries and territories** were identified as priority Flagship Programme countries based on five success factors[15] and based on discussions with the ILO regional offices:

- **Asia and the Pacific**: Cambodia, India, Indonesia, Lao PDR, Myanmar, Pakistan, Timor-Leste, Viet Nam.
- **Africa**: Cabo Verde, Cameroon, Malawi, Mozambique, Niger, Senegal, Togo, Zambia.
- **Europe and Central Asia**: Kyrgyzstan.
- **Arab States**: occupied Palestinian territory.
- **Latin America and the Caribbean**: El Salvador, Honduras, Paraguay.

The list of countries was gradually extended during the first phase as the ILO scaled up social protection support in additional countries[16].

Pillar 2: **Provision of "cross-country" policy and technical advice to respond to demand on specific (specialized) thematic areas:** The second pillar of the Programme delivers on demand technical assistance to ILO constituents, documents knowledge and experience, develops good practices guides and shares knowledge through capacity building and South-South learning. The programme strategy identified 12 priority areas for policy support: health for the poor and women; older persons; self-employed and rural workers; maternity and paternity; persons with disabilities; unemployed persons; migrant workers; refugees; social protection and the future of work[17]; children; climate change and disasters; domestic workers. Opportunity documents were produced at the onset of the Flagship programme through intense consultations with experts on each of the target priority thematic areas.

Pillar 3: **Development of knowledge and its dissemination (guides, tools, country briefs, trainings, etc.) to increase ILO's impact:** This pillar develops normative and knowledge products informed by in-country support and cross-country policy and technical advice. The flagship strategy identified 6 areas for knowledge development: assessment based national dialogue; coordinated delivery mechanisms; models and impact assessments; anchoring social protection rights in law; communication and culture; and world social protection database and report.

Pillar 4: **Development of strategic partnerships for success (with the UN, with the workers, with the business and a number of development partners) to increase our impact:** This pillar aims at increasing country ownership and the long-term sustainability of social protection interventions; it also aims at multiplying ILO's impact. Partnerships such as the *Global Business Network for Social Protection Floors* and the *Social Protection, Freedom and Justice*

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[15] Vision; political will; potential; priority for the UN; partnerships. In the Strategy document, page 11.

[16] The ILO has now social protection projects in 77 additional countries: Albania, Angola, Argentina, Armenia, Bangladesh, Barbados, , Chile, China, Costa Rica, Côte d'Ivoire, Cyprus, Democratic Republic of Congo, Dominica, Ecuador, Egypt, Eswatini, Ethiopia, Gabon, Georgia, Ghana, Guinea Bissau, Iraq, Jordan, Kenya, Kuwait, Lebanon, Liberia, Madagascar, Malaysia, Mauritania, Mexico, Moldova, Mongolia, Montenegro, Namibia, Nepal, Nigeria, Oman, Peru, Russian Federation, Samoa, Sao Tomé and Principe, Somalia, South Africa, Sri Lanka, St-Lucia, Sudan, Tajikistan, Tanzania, Thailand, Tunisia, Turkey, Uganda, Ukraine, Uzbekistan, Zimbabwe.

[17] Initially the thematic area was on "victims of workplace accidents" but with the creation of GEIIP at the end of 2016 (Global Employment Injury Insurance Programme) it was changed to "social protection and the future of work".

for Workers Network reflect the tripartite nature of the Programme and aim at building capacities of constituents while increasing their engagement in the development of national SPFs. At the global and regional levels, the ILO attempts to share its vision and principles for the development and expansion of national social protection floors for all through its co-chairing or leadership in the UN SPF initiative, in USP2030 and in the SPIAC-B.

3.2.   Organizational Arrangements

24.   Located in the Social Protection Department (SOCPRO), the **Management Group** of the Flagship programme is responsible for the implementation of the Programme and the achievement of its objectives. The Management Group is charged with the overall management of the programme, programming and M&E, fundraising and partnerships, communication and capacity development, coordination of country operations, and coordination of knowledge development. The Management Group also supports Flagship programme projects managed at HQ and in the field.

25.   Two high level committees were formed to provide guidance to the Management Group:

- A **global tripartite advisory committee (GTAC)**, composed of beneficiary and donor government representatives, and workers and employers representatives, which provides guidance on the strategy and implementation of the programme[18].
- A **donors and partners group**, which is a consultative forum to discuss the Global Programme's orientations. The Group also reviews the Programme's achievements and supports resource mobilization. It is composed of representatives of donor countries, private donors, foundations, members of the GBN and the Social Protection, Freedom and Justice for Workers Network, and government representatives that contribute financially to the Programme.

26.   Project staff supported by regional specialists and SOCPRO experts are all members of the Social Protection Global Technical Team (GTT-SP), which comprises the Social Protection Department at ILO headquarters in Geneva, regional social protection specialists based in (sub-)regional decent work teams as well as project staff in the Flagship Programme countries. The GTT-SP aims to contribute to the flagship through (i) Implementation of project activities at country-level; (ii) Resource mobilization by maintaining and developing relations with donors; (iii) Monitoring of project results and impact through the results monitoring tool, and progress reports to the donors.

27.   Other ILO Departments such as PARDEV, BUDGET, or EVAL provide support in mobilizing and programming resources as well as evaluating results and impact. In addition, some Flagship Projects are implemented as components of larger projects that are jointly implemented with other ILO Departments or Flagship Programmes (e.g. LABADMIN/OSH, BETTER WORK) or with other UN agencies (e.g. UN SDG fund projects). Additional governance arrangements and steering mechanisms might exist for individual projects, especially for larger projects (e.g. EC INTPA[19] project).

3.3.   Delivery Mechanisms

28.   The Flagship programme includes a constellation of development cooperation projects that can be partially or entirely decentralized. The programme provides an umbrella framework that guides and supports specific in-country and multiple-country interventions (e.g. ILO/Lux project in Asia) and global projects (e.g. EC INTPA, BMZ). These country, regional and global projects are expected to feed back

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[18] Although referred in the Programme strategy, the GTAC was not established at the inception of the flagship programme but rather first met in 2019.
[19] In 2021, the Directorate-General for International Cooperation and Development (DEVCO) was renamed Directorate-General for International Partnerships (INTPA).

into the global component and to generate practical knowledge and facilitate cross-country exchanges. They are managed by chief technical advisors based in Geneva or in the field.

29.   The programme was also able to create/maintain in Geneva a global Technical Support Facility (TSF) composed of 10 positions (Actuarial studies (2), Financing (1), Legal (1), Health (2), Informal economy (1), Management Information Systems (1), Delivery mechanisms (1), Results measurement, communication and creation of a culture (1)) to provide cross-country technical advice to countries.

3.4.   Linkages and Collaboration with Other Initiatives

30.   ILO is part of the UN System and has actively participated in the inter-agency work at the country, regional and global level, including One-UN and initial UN system work on the support to SDGs. In the 21 selected countries, social protection was a priority of the UNDAFs that shaped UN support to the governments and other relevant national stakeholders and of the DWCPs that were negotiated with tripartite constituents. The Programme sought therefore to maintain the momentum of social protection in countries where it operates, notably through the creation of Social Protection Thematic Working Groups within the UN Country Teams and issue-based coalitions at the regional level to inspire and provide support to UNCTs and UNRCs on social protection.

31.   Workers' and employers' organizations are also important partners for the definition and implementation of a systems approach to social protection based on nationally defined social protection floors. This is the case at the country level where social partners are expected to be systematically involved in the ILO's interventions as well as in the management of social protection schemes. At the regional and at the global level, the Global Flagship Programme intends to result in the further engagement of workers' and employers' representatives.

32.   Aligned with the SDG new paradigm[20], the Programme aims also to engage with the private sector and the civil society to broaden the momentum on social protection, including floors. The Programme also planned to partner with universities and research centres at the global, regional, and country levels to support knowledge development and knowledge sharing and build evidence on the impact of social protection and its contribution to development at the macro and meso levels in particular.

3.5.   Resource Mobilization

33.   The total cost of the Programme was estimated to be around USD 61 million over the five years of its first phase[21]. Programme resources were expected to be mobilised through a range of options: the ILO's own resources (RB, RBTC), the ILO regular budget supplementary account (RBSA), Development Cooperation with emerging and traditional countries, Public-Private Partnerships (PPPs) through the Global Business Network for SPFs, PPPs with foundations including crowdfunding, national resources of target countries, joint projects with other UN agencies (UNDAFs) and other actors (development banks).

34.   The Programme was launched with a call to close a resource gap that was estimated to be USD 50 million over 5 years.

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[20] https://sustainabledevelopment.un.org/content/documents/2051AAAA_Outcome.pdf

[21] ILO. 2016d. *Programme Document for the Global Flagship Programme on Building Social Protection Floors for All. Internal document (draft V10*). Geneva. An early and interim version of the Programme's objectives and architecture was introduced in a draft PRODOC. The PRODOC was not finalized. The Programme strategy builds on the design introduced in the PRODOC, but with some significant variations. The draft PRODOC identified resource requirements for seven Outcomes, but the breakdown was not revised after the development of the final Programme Strategy.

3.6.   Results Framework

35.   Expected results were presented in the Programme strategy[22] as:

"The Global Flagship Programme will contribute to institutional changes in all target countries supported by the Programme. In 2020:
- 100% of countries will have adopted a national social protection strategy or policy.
- 70% of countries will have designed or reformed their social protection schemes.
- 30% of countries will have improved the operations of their social protection systems[23].

The Global Flagship Programme will contribute to improve the social protection situation for millions of people. In 2020:
- 30 million previously excluded people will be covered.
- 50 million previously partially covered people will enjoy higher levels of protection.
- 130 million people will have better access to social protection."

3.7.   Reconstructed Theory of Change

36.   A simplified Theory of Change was introduced in the (draft) PRODOC. Building on this earlier work and in consultation with the SOCPRO team, the evaluation reconstructed a more detailed draft Theory of Change for the Programme (Annex 1). Based on the evaluation's understanding of the modalities and objectives of the Programme, the reconstructed draft TOC articulates the **four main causal pathways** which are reflective of the conceptual framework and pillars of the FP.

- **Outputs**: For the global component of the Programme, outputs refer to the established structure and three pillars that support cross-country advice, knowledge development and sharing, and partnerships and advocacy. At national level, outputs refer to the immediate products and services delivered by the three-steps cascading approach.

- **Intermediate outcomes**: Changes expected from the adoption or implementation of the Programme outputs. Global level intermediate outcomes focus primarily on knowledge delivery. At country level, intermediate outcomes engage partners in nationally owned change processes (e.g. ABND, feasibility studies etc.).

- **Outcomes**: Attributable outcomes, i.e. the expected Programme achievements. At national level, outcomes include institutional change (strategies adopted, legal frameworks adopted, and schemes implemented), as planned and monitored by the Programme[24].

[22] The draft PRODOC articulated seven outcomes complemented with thirty outputs, and with indicators and targets building a comprehensive results framework. However, the PRODOC was not finalized, and the results framework was not adopted and implemented as such.

[23] In the first annual progress report, targets were reformulated as 21 countries will have adopted a national social protection strategy by 2020; 14 countries will have designed or reformed social protection schemes and adopted or revised the corresponding law; and 7 countries will have improved their operations including delivery mechanisms for their social protection floors. The first progress report also indicates that requests for support from the 21 countries were slightly different from these targets. In: ILO. 2016. *Building Social Protection Floors for All. Global Flagship Programme: Preliminary Achievements (2016). January-October 2016*. Geneva. Furthermore, different targets were resented to the GB in October 2016, in ILO. 2016b. *Governing Body. Outcome 3: Creating and extending social protection floors (including the flagship programme). 328th Session, Geneva, 27 October–10 November 2016. GB.328/POL/1*. Geneva.

[24] SDG target 1.3 includes two types of impact: (1) on institutions "Implement nationally appropriate social protection systems and measures for all, including floors" and (2) on people "and by 2030 achieve substantial coverage of the poor and the vulnerable"- The institutional changes are the first type of impact expected under SDG 1.3.

- **Impact**: This relates to the impact on people, which can only happen if / when the strategies translate into the adoption of laws, and the laws are effectively implemented. Impact is supported and influenced by a range of causalities, the Programme being one of them. It is therefore difficult to attribute impacts to the Programme (or specific projects within the Programme), but it can be claimed that the Programme *contributes* to these changes.

4.1. Relevance

4.1.1. ILO mandate

The Flagship Programme contributes to the ILO's mandate to support countries achieving and maintaining the human right to social security for all members of society.

37. Since its creation in 1919, the ILO has promoted policies and provided assistance to countries to achieve and maintain the human right to social security for all members of society guided by its set of international social security standards. The fundamental right to social security is set out in the Universal Declaration on Human Right[25]; the International Covenant on Economic, Social and Cultural Rights (1966); and other international legal instruments. Access to social security throughout the life cycle is a human right, fundamental to ensuring individuals' health and dignity[26]. Social protection systems are at the core of efforts to ensure decent living conditions for the whole population throughout their lives. Complementing and giving specific form to the provisions regarding the right to social security in international human rights instruments, the ILO's normative social security framework consists of eight up-to-date Conventions and nine Recommendations[27]. The most prominent instruments are the Social Security (Minimum Standards) Convention, 1952 (No. 102), and the Social Protection Floors Recommendation, 2012 (No. 202).

38. The long-standing Convention No. 102 brings together the nine classical social security contingencies (medical care, sickness, unemployment, old age, employment injury, family responsibilities, maternity, invalidity, survivorship) into a single comprehensive and legally binding instrument. The recent Recommendation No. 202 provides guidance on closing social security gaps and achieving universal coverage through the progressive establishment and maintenance of comprehensive social security systems. It calls upon States to achieve universal coverage with at least minimum levels of protection through the implementation of social protection floors as a matter of priority; and to progressively ensure higher levels of protection. National social protection floors should comprise basic social security guarantees that ensure effective access to essential health care and basic income security at a level that allows people to live in dignity throughout the life cycle.

39. The Programme strategy[28] reflects the recognition that the adoption of Recommendation 202 has brought many ILO member States to request support to implement social protection floors. The Programme aimed therefore to provide an instrument to meet a growing demand for support in a timely and high-quality manner by mobilizing extra budgetary resources.

4.1.2. Global development context and the SDGs

The international development context provides strong legitimacy to the rationale and objectives of the flagship programme.

40. Globally, the number of people living in extreme poverty declined from 36 per cent in 1990 to 10 per cent in 2015. However, more than 700 million people still live in extreme poverty, struggling to

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[25] Universal Declaration of Human Rights (1948), articles 22 and 25.
https://www.ohchr.org/Documents/Publications/ABCannexesen.pdf
[26] https://www.un.org/en/about-us/universal-declaration-of-human-rights
[27] ILO. 2017a. *Building social protection systems: International standards and human rights instruments*. Geneva.
[28] While a Theory of Change is a general representation of how change will happen, the strategy fills in the details.

fulfil the most basic needs. Worldwide, one out of five children live in extreme poverty[29]. In 2016, working poverty affected 29.4 per cent of the global labour force, or 783 million people, and many of those affected work in the informal economy[30]. It is estimated that between 720 and 811 million people in the world faced hunger in 2020[31]. Considering the middle of the projected range (768 million), 118 million more people were facing hunger in 2020 than in 2019 – or as many as 161 million, considering the upper bound of the range.

41.   Social protection lifts people out of poverty and reduces vulnerability and inequality. It supports transition of workers and enterprises to the formal economy, which in turn strengthens the financial and economic sustainability of social protection systems. The proportion of the population covered by social protection floors provides an indication of the extent to which the ideal of the universality of social protection is accomplished and of how secure the population's health and living conditions are. The ILO estimates that only 46.9 per cent of the world's population is effectively protected by a social protection system in at least one area, with significant variations across regions[32]. Despite considerable progress in the extension of coverage, the majority of the global population remains unprotected.

42.   In 2015, the UN General Assembly adopted the Sustainable Development Goals (SDGs) as a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity by 2030[33]. The importance of social protection for sustainable development is reflected in several goals, in particular through the SDG target 1.3[34] to "*Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable*". Social protection is also anchored in several other goals: universal health coverage (SDG 3.8), gender equality (SDG 5.4), decent work and economic growth (SDG 8.5) and greater equality (SDG 10.4).

43.   The Programme contributes to the SDGs on social protection, most notably SDG 1.3 and 3.8. The contribution to SDGs 5.4 and 10.4 was not systematically measured during the first phase of the Programme.

4.1.3.   Global initiatives on social protection and UN reform

The Flagship Programme is relevant to support global initiatives on social protection and to foster synergies between UN agencies.

44.   During the global 2008 financial and economic crisis, the value of social protection as an economic stabilizer was widely acknowledged. This led to the launch of a UN initiative on the social protection floor (SPF-I) in 2009 as part of the nine UN CEB initiatives to respond to the crisis and accelerate recovery. The ILO was a co-chair of the initiative (together with WHO). Other agencies included for instance UNICEF, WFP, UNHCR, FAO, UNDP, and many others. UN agencies developed progressively a One UN approach to social protection. The UN SPF-I allowed the ILO to work with different ministries (beyond Ministries of Labour). The ILO was also able to invite social partners to the

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[29] https://www.un.org/sustainabledevelopment/poverty/

[30] ILO. 2017d. *World Social Protection Report 2017–19: Universal social protection to achieve the Sustainable Development Goals*. Geneva.

[31] FAO, IFAD, UNICEF, WFP and WHO. 2021. *The State of Food Security and Nutrition in the World 2021. Transforming food systems for food security, improved nutrition and affordable healthy diets for all*. Rome, FAO.

[32] ILO. 2021c. *World Social Protection Report 2020-22: Social protection at the crossroads – in pursuit of a better futur*e. Geneva.

[33] UN General Assembly. 2015. *Transforming our world: the 2030 Agenda for Sustainable Development.* New York.

[34] As a custodian agency, the ILO reports to the UN data for 14 SDG indicators, including indicator 1.3.1: *Proportion of population covered by social protection floors/systems.*

negotiation table and to give them an opportunity to work on devising national social protection strategies and policies focusing not only on their members but the broader population. The UN SPF-I has contributed to increasing the importance of social protection in the priority development areas of many countries, which is reported as one of the reasons why SPFs were adopted as part of the SDGs. It also gave the ILO the opportunity to increase its field presence in a number of countries through One UN projects. It allowed the ILO to better coordinate and collaborate with other UN organizations. The work on the SPF-I also laid a foundation for increasing collaboration at the global level as was manifested in the subsequent launch of the SPIAC-B in 2012 and the Global Partnership for Universal Social Protection to reach the SDGs, USP2030 in 2016. To complement and further support national One UN collaboration on social protection, the ILO initiated several Issue-based coalitions on social protection (in Asia, Arab States, Europe, Southern Africa) that developed joint positions and provided guidance to UNRCs to focus more on social protection.

45.   The Quadrennial Comprehensive Policy Reviews in 2016 and 2020 have triggered the reform of the resident coordinator system and the repositioning of the UN development system. A particular focus has been placed on the system's role in providing integrated policy advice. Thematic areas to which the UN development system should pay special attention include, among others: supporting countries in implementing social protection systems, including social protection floors; effectively mainstreaming disability inclusion in UN development system policies and programmes; and strengthening focus on providing support to countries for the collection and analysis of data[35].

46.   Evaluation informants pointed out the relevance of the Programme to support such initiatives and objectives. From a technical perspective, UN agencies still come with a different focus and understanding of social protection. Room remains to foster a systemic approach to social protection that maximizes the comparative advantages of each organization. An example of relevant and effective modality for the Flagship Programme is the collaboration with UN agencies enabled by the UN Joint SDG Fund. The ILO contributes to 27 Joint Programmes and partners with 15 UN agencies to deliver integrated policy advice (Figure 1).

Figure 1: UN partners of the ILO in the Joint Programmes of the UN SDG Fund's social protection portfolio.
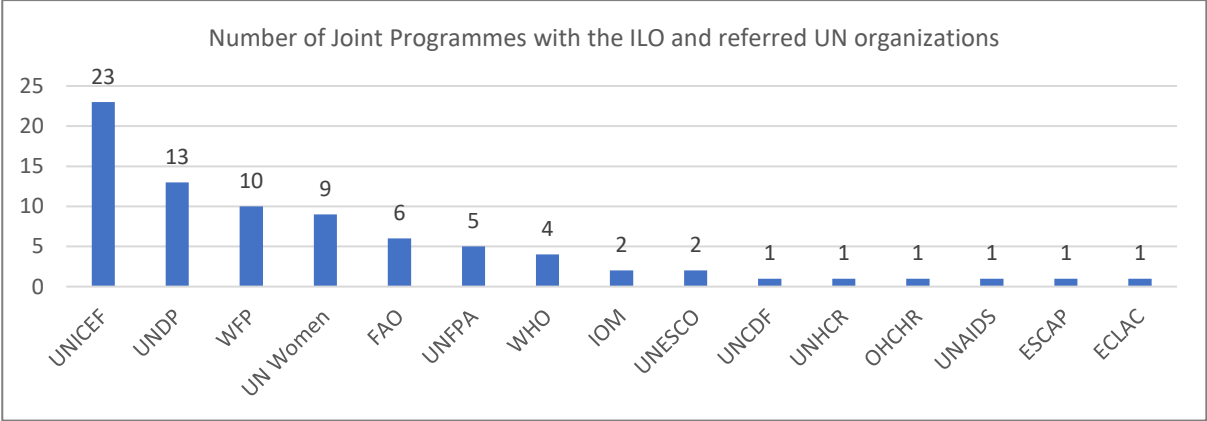
4.1.4.   Institutional Context and Results Framework

The Programme responds to the main recommendations of the ILO Field Operations & Structure and Technical Cooperation Review and contributes to the ILO's Programme and Budget outcomes. However, the results framework does not cover all pillars of the Programme and indicators are not disaggregated, leaving components of the Programme with unclear targets.

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[35] ILO. 2021a. *Governing Body. Institutional Section. Update on the United Nations reform. GB.341/INS/7.* Geneva.

47.   In 2013 the Office published a report[36] that observed potential for economies of scale and greater sustained impact from large programmes harnessing ILO's portfolio of voluntarily funded projects. The *ILO's Technical Cooperation Strategy 2015–17*[37] further identified selection criteria for such global programmes, proposing that: "*Existing and future flagship programmes should fulfil the needs expressed by constituents, develop constituents' capacities, address multiple programme and budget outcomes, combine conceptual leadership at the global level with effective implementation in the field, provide the potential for scaling up, replication, resource integration and resource mobilization, and produce sustainable results.*" Five global flagship programmes were subsequently designated by the Director-General[38]. The nature, objectives, selection criteria of these programmes as well as the linkages between programmes and with relevant international labour standards, the 2016-17 programme and budget outcomes, and the SDG framework were presented to the Governing Body (GB) in 2015[39]. Details on the FP were conveyed to the GB in October 2016 in a presentation of the strategy for the implementation of outcome 3 on "Creating and extending social protection floors"[40].

48.   Reflective of the three-step approach of the Programme at country level (i.e. pillar 1), the FP's outcome level objectives and indicators are consistent with the outcome statement and indicators formulated for Outcome 3 in the ILO's Programme and Budget (P&B) 2016/2017[41] and 2018/2019. The P&B 2020/ 2021 and 2022/2023 anchored the ILO's engagement on social protection in Outcome 8 (i.e. *Comprehensive and sustainable social protection for all*) with a formulation pointing towards SDG 1.3. The link with the Programme's three-step approach has become less direct but covered with outputs 8.1, 8.2 and 8.3[42]. The Programme's impact objectives support the P&B's outcome statement but the P&B indicator (i.e. SDG indicator 1.3.1) implies a level of data disaggregation not formulated in the FP's indicators.

Table 2: Social protection indicators in the ILO's Programme & Budget.

	FP Indicators	P&B 2018-19 Outcome 3 Indicators	P&B 2020-21 Outcome 8 Indicators
FP Outcome Level	Number of countries that have adopted a national social protection strategy or policy	3.1: Number of member States that have adopted new or improved national social protection strategies, policies or legal frameworks to extend coverage or enhance benefit adequacy	8.1.1. Number of member States with new or revised national social protection policies to extend coverage, enhance comprehensiveness and/or increase adequacy of benefits 8.2.1. Number of member States with new or revised policy measures to enable social protection systems to be sustainable and provide adequate benefits.
	Number of countries that have designed or reformed their social protection schemes	3.2: Number of member States that have improved their institutional policies or regulatory frameworks to strengthen governance, financial	

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[36] ILO. 2014b. *ILO Field Operations & Structure and Technical Cooperation Review*. Geneva.

[37] ILO. 2014d. *ILO's Technical Cooperation Strategy 2015–17. GB.322/POL/6.* Geneva.

[38] (1) Better Work; (2) A revised International Programme on the Elimination of Child and Forced Labour (IPEC+); (3) Occupational Safety and Health (OSH) Global Action for Prevention; (4) Jobs for Peace and Resilience; (5) the Social Protection Floor.

[39] ILO. 2015a. *Governing Body. The ILO's global flagship programmes. GB.325/POL/7*. Geneva.

[40] ILO. 2016c. *Governing Body. Outcome 3: Creating and extending social protection floors (including the flagship programme). 328th Session, Geneva, 27 October–10 November 2016. GB.328/POL/1*. Geneva.

[41] Outcome 3 indicators, baselines, and targets were modified between the P&B 2016-2017 and the P&B 2018-2019.

[42] The three-step approach of the Flagship Programme is aligned with the P&B Outcome 8 with all three output indicators 8.1, 8.2 and 8.3:
- 8.1 relates to the adoption of strategies and building of programmes and schemes.
- 8.2 relates to the implementation of programmes including delivery of social protection and its operations.
- 8.3 relates to the adoption of integrated strategies and policies (i.e. strategies for the extension of social protection to workers in the informal economy and facilitation of formalization; etc).

		management or sustainability for the delivery of social protection	8.3.1. Number of member States with new or revised integrated policy
	Number of countries that have improved the operations of their social protection systems	3.3: Number of member States in which constituents have enhanced their knowledge base and capacity to design, manage or monitor social protection systems	responses including social protection to support and protect workers and employers during their life and work transitions.
FP Impact Level	• Higher coverage (30 million previously excluded people will be covered) • More adequacy (50 million previously partially covered people will enjoy higher levels of protection) • Better access (130 million people will have better access to social protection)		Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable (SDG indicator 1.3.1).

49.   Targets set and communicated by the FP evolved during the first months of the Programme. The presentation of the Programme to the GB in October 2016[43] indicated that 12 countries would adopt a social protection strategy with support of the Programme. However, the Programme's strategy document also published in October 2016[44] mentioned that all 21 priority countries would achieve this result.

50.   Outcome statements, outputs, and indicators covering the three global pillars of the Programme (i.e. pillar 2: cross-country exchanges; pillar 3: knowledge development; and pillar 4: partnerships), were introduced in a draft project document. However, the PRODOC was not finalized, and these objectives and the accompanying results framework were not taken up in the final strategy of the Programme (confer section 5.4). This left the three global pillars without specific indicators and targets. One informant indicated that the P&B's Outcome A (i.e. *Authoritative knowledge and high-impact partnerships for promoting decent work*) could potentially capture a reporting of the FP on the global pillars. However, this was not strongly corroborated by evidence. Evaluation informants especially in ROs and COs referred to the P&B and to Outcome 8 (and previously Outcome 3) as the primary results-based management instrument for planning and reporting on social protection activities, leading therefore to focus on the pillar 1 of the FP.

4.1.5. Consultative Process

The design of the Flagship Programme was based on extensive consultations with the ILO staff and constituents and integrates the interest of different stakeholders and final beneficiaries.

51.   Evaluation informants described the formulation of the Programme as "evolutionary thinking" and a process drawing from many different sources and iterations. Good practices and lessons learned from the evaluation of previous initiatives were taken up. For example, the ILO launched in 1998 the STEP programme to support the development of mutual health organizations. Over time, the programme successfully grew into a key tool of the global campaign on social security for all. It also contributed to the development of the one UN SPF-I at global and country levels. However, the STEP programme was found disconnected from the SOCPRO team, a shortcoming that the Flagship Programme was set to address. Similarly, the design of the Flagship Programme benefited from a review of available tools and methodologies and the good practices and lessons learned from their implementation (e.g. Social protection assessment-based national dialogue/ABND in Asia).

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[43] ILO. 2016c. *op. cit.*
[44] ILO. 2016a. *op. cit.*

52.	The design of the Programme involved consultations with all SOCPRO staff, HQ teams (e.g. PARDEV, ACTRAV, ACT/EMP), regional and country management and social protection specialists. This served to identify and analyse the range of services delivered to partners and to forge the Programme's four pillars. These consultations also contributed to identify priority countries and technical areas.

53.	Consultations were also conducted with constituents (e.g. ITUC Africa) and with resource partners during the FP's design phase. Several GTAC members also commended the Programme's governance structure for providing a platform to remain periodically informed about the Programme implementation and to convey their perspectives.

54.	The FP also initiated a Global Business Network for Social Protection and a Workers Network for Social Protection that aim at advocating and promoting social protection among their constituents. Four annual meetings of the Workers Network have been organized, the latest one taking place virtually in December 2020. Four meetings of the Business Network were also organized, but evaluation informants reported this initiative dormant since 2019 primarily due to limited capacities.

4.1.6. Theory of Change

The flagship programme established a robust systemic conceptual framework which can be further refined while reviewing the achievements of the first phase and while finalizing a more detailed Theory of Change.

55.	The (draft) PRODOC of the FP featured a high-level simplified Theory of Change that was not unpacked and finalized, for example by formulating assumptions and drivers. The evaluation reconstructed a theory of change using this earlier resource and additional documents. The reconstructed theory of change builds on the four pillars of the Programme but confronts several shortcomings.

56.	Although the reconstructed TOC presents the initial intent that countries would follow a three-steps approach by moving from a national social protection strategy to a legal framework, followed by its operationalization, this sequencing did not hold. In practice, since 2016 several countries have concentrated and iterated the support received on social protection from the ILO on one or another step. Such loops stem for example from the implementation of social protection schemes for specific groups or in specific branches of social security that change the social protection situation in the country, requiring an adapted social protection strategy. Some countries have carried out step 1 several times (i.e. 2 strategies within the first phase of the Flagship). Others have carried out step 2 twice (focusing on one branch or one group and then creating another branch or focusing on other excluded groups). Similarly, several countries have carried out step 3 twice or three times, with several iterative rounds of implementation, for instance working on delivery mechanisms (e.g. single window/registry) in one year and developing/refining the management information system in another year. The principle of cascading steps may therefore require to be revisited in the TOC.

57.	Furthermore, according to evaluation interviews and the surveys, the in-country pillar may not sufficiently highlight several important areas of work at country level. One relates to fiscal space analysis and development. Several informants also mentioned that institutional development and capacity building were key aspects of flagship projects and high expectations from constituents. Partnerships with other UN agencies is also rather implicit in the TOC reconstructed by the evaluation. In addition, as introduced earlier, awareness about the FP among the ILO staff and constituents is very low. The (draft) PRODOC presented a conceptual framework with an additional pillar on "Advocacy for SPF", which is not strongly evidence in pillar 1 of the conceptual framework. Evaluation findings indicate room for strengthening the FP's visibility and branding as well as to continue advocating for SPF at country level. These findings highlight that the reconstructed theory of change provided by the evaluation is a draft that was not formulated after ample consultations with staff across the organization.

4.1.7. Gender and LNOB

The SDGs provide an anchor to gender, non-discrimination, and inclusion of people with disabilities in the Programme's design. However, the Programme results framework does not include disaggregated indicators to monitor achievements.

58. The vast majority of the ILO staff that responded to the survey agreed that the design of the FP and projects takes into account gender, non-discrimination and inclusion of people with disabilities (Figure 2). Gender and LNOB dimensions were mainstreamed in the programme strategy by targeting SDG 1.3 and SDG 5.4 and the evaluation found evidence of uptake of the gender and LNOB dimensions across the four pillars of the FP.

59. Technical cooperation projects (pillar 1) that contribute to extending coverage of women and vulnerable groups have been implemented in many countries, including Cabo Verde, India, Indonesia, Mozambique, Occupied Palestinian Territory (OPT), Togo, Timor-Leste, Viet Nam. In 2019 for example, the FP contributed to launch a new ILO-UNICEF Action, in collaboration with the Global Coalition for Social Protection Floors, and with financial support from the European Commission. This joint project supports partner countries and EU Delegations in social protection policy formulation and building social protection systems. All activities are designed to ensure a gender and disability-inclusive response. Still jointly with UNICEF, and with IDA, the FP has also supported the implementation of a project on disability inclusive social protection financed by the United Nations Partnership on the Rights of Persons with Disabilities (UNPRPD). Other examples can be found in the UN SDG Fund's Joint Programmes. Out of 27 JPs in which the ILO participates, 21 have reported implementing mechanisms and processes that ensure national gender equality mechanisms and CSOs and/or women's groups are adequately and meaningfully involved in all stages of programme implementation.

Figure 2: Gender and LNOB. *Source: Evaluation survey.*
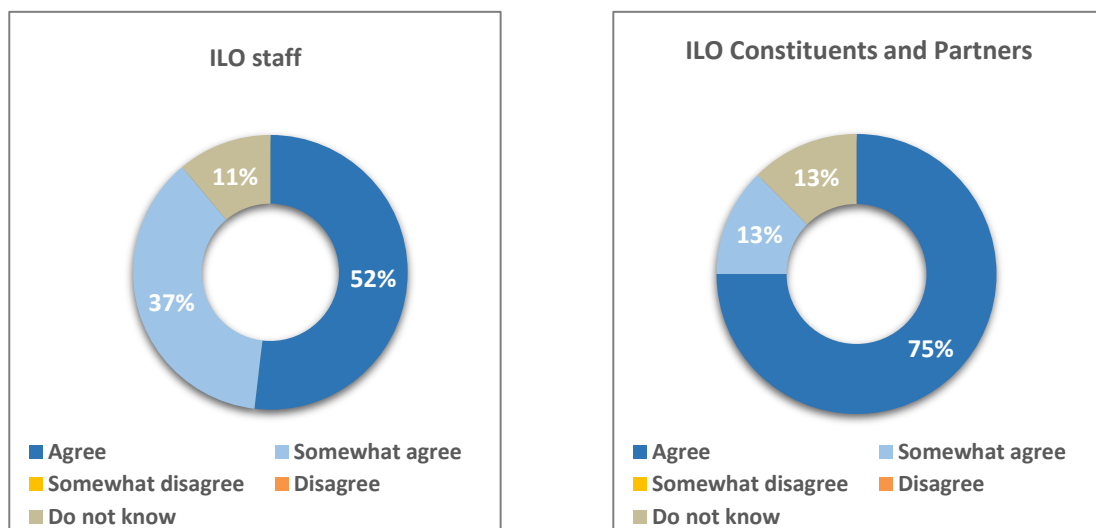
The design of the Flagship Programme & Projects takes into account gender, non-discrimination and inclusion of people with disabilities, especially in view of the SDG commitment of leaving no one behind.

60. From the onset, the Programme was also designed to deliver cross-country specialized policy and technical assistance (pillar 2) on areas covering gender, migrant workers, older persons, and persons with disabilities. Various knowledge products (pillar 3) have been developed with a focus on gender and vulnerable groups, such as "Fiscal space for social protection: A handbook for assessing financing options", published with UN-Women; "Social Protection Floors, Volume 1: Universal Schemes", which addressed areas such as disability benefits, and old age; "Universal Social Protection Floors: Costing Estimates and Affordability in 57 Lower Income Countries", covering areas such as

universal maternity benefits, and universal disability benefits. Examples of gender and LNOB centred partnerships (pillar 4) include the establishment of partnerships with agencies such as UNHCR and UN-Women. In 2019, the FP also contributed with other partners (e.g. BMZ, GIZ, IDA, UNICEF, UNRISD, UN-Women, etc.) to the development of a "Joint statement towards inclusive social protection systems supporting the full and effective participation of persons with disabilities", and supported the creation of a gender working group in SPIAC-B.

61.   The FP was found relevant to support gender and LNOB dimensions. However, it does not include indicators and targets that would help to assess more specifically the contribution of the FP on these dimensions[45]. The monitoring mechanisms and information reported through the online *Results Monitoring Tool* do not also allow to have an accurate representation of the FP's achievements on gender equality and LNOB.

4.2.   Coherence

62.   This section covers the evaluation sub-questions on the coherence of the flagship programme.

4.2.1.   International initiatives and partnerships

The Flagship Programme coordinates with other international initiatives and partnerships. Additional efforts are needed for the Programme to contribute to improving global coherence on social protection.

63.   The FP supports and coordinates with several international initiatives and partnerships, most notably:

- SPIAC-B: The Social Protection Inter-Agency Cooperation Board promotes policy coordination among the ILO, World Bank, other international agencies, and bilateral donors. It also develops common Interagency Social Protection Assessment (ISPA) Tools. The FP was presented to the SPIAC-B meetings in 2018 and 2019. The SOCPRO team has also provided inputs to the ISPA tool on *Food and Nutrition* published in 2020.

- USP2030: The Global Partnership on Universal Social Protection includes 15 international organizations and development partners to support the realization of universal social protection. In 2019, the FP contributed to a call placed by USP2030 to support the global commitment to implement nationally appropriate social protection systems and measures for all, including floors by 2030.

- SPF-I: The UN SPF Initiative promotes delivery as One UN. The evaluation did not find significant evidence of any SPF-I activities in the past few years[46]. However, the ILO contributes to the implementation of 27 Joint Programmes supported by the UN SDG Fund's portfolio on social protection. These Joint Programmes aim, inter alia, to support the UN reform and are part of the FP. The evaluation also noted that the theory of change of the UN SDG Fund's SP portfolio is in general terms consistent with the one of the FP but adds a causal pathway on *financing mechanisms and fiscal space to accelerate social protection*.

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[45] SDG 1.3.1 calls for desegregation: Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable.

[46] Activities have generally no longer been labelled as part of the SPF-I in recent years. The initiative was launched in response to the global economic and financial crisis in 2009 and activities were largely taking place 5-7 years following the launch. At the same time, some structures put in place as part of that initiative continue to exist and are active, for example the issue-based coalition on SP in MENA region.

- GCSPF: The Global Coalition for SPFs includes 80 civil society organizations and trade unions that support the outreach of social protection floors, including to informal economy workers and other vulnerable groups. The FP collaborates closely with the GCSPF. The FP, the GCSPF, and UNICEF jointly implement the EU funded programme on social protection and public finance management. The GCSPF is also a very active member of the USP2030 Steering Committee and of the SPIAC-B and is consulted on all major initiatives.

64. While these initiatives facilitate information exchanges, collaborations, and coordination between partners and with the FP, there remains limited systemic coherence on social protection. The recent mid-term review of the UN SDG Fund's portfolio on social protection noted for example different social protection models across UN partners at global level requiring participating UN organizations at national level to repeatedly reconcile perspectives. Similarly, the SOCPRO Department reported that the UN SPF-I helped mainstream the ILO's Social Protection Floors Recommendation across the UN system and to disseminate some of the ILO's values and principles. However, many of the ILO's guiding principles (such as solidarity in financing) and "two-pronged" staircase approach for the extension of social protection are still far from being understood by many agencies that limit social protection to "(targeted) cash transfers"[47]. Evaluation interviews highlighted persisting differences in the social protection approaches of the ILO and other development partners, including IFIs[48]. Several evaluation informants mentioned that the ILO's global leadership on social protection remained to be strengthened and that the FP, while aiming to increase coherence, was still to become more influential in enhancing global policy coherence on social protection and in cascading it at national level.

4.2.2. Internal coordination and synergies with other ILO initiatives

The Flagship Programme has established some bridges with other flagship programmes and internal initiatives. There is room to continue strengthening collaborations, notably in relation to Recommendation 2015, (No 204).

65. Some evidence was found of the FP engaging collaboration with other flagship programmes. A call for *Action in the Global Garment Industry* was launched last year with the Better Work Flagship Programme to catalyse action from across the global garment industry and support manufacturers to survive the economic disruption caused by the Covid-19 pandemic by protecting garment workers' income, health, and employment. This initiative also called for working on sustainable systems of social protection for a more just and resilient garment industry. Both FP are now collaborating on a BMZ funded EUR 14.5 million project[49] that provides direct support to garment sector workers, especially women in Bangladesh, Cambodia, Ethiopia, Indonesia, Lao People's Democratic Republic, Madagascar, and Vietnam. Collaborations were also initiated with the Flagship Programme on Global Action for Prevention on Occupational Safety and Health (OSH-GAP). Both programmes implement a joint project[50] supported by the Government of France focusing on social protection in Senegal and Côte d'Ivoire, and on OSH in Madagascar. Although informants mentioned limited connections between the two technical areas at country level, the project also includes a joint research component that bridges both programmes. Furthermore, OSH contributes also to the BMZ funded COVID-19 response project

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[47] http://un.social-protection.org; https://youtu.be/mWBK-GKuQgo; https://youtu.be/o2bZdCm41FA.

[48] The evaluation was also informed that in the past years, it has also come to the forth that the definition adopted is too broad, creating a situation where each agency picks the part of the definition that best fits its mandate and focuses only on that aspect, leading to a lack of coherence overall.

[49] https://www.ilo.org/pardev/donors/germany/WCMS_753552/lang--en/index.htm

[50] https://www.social-protection.org/gimi/Contribution.action?id=747

with a component on prevention while the cash transfer component is managed by SOCPRO. Other collaborations of the Programme were reported with MIGRANTs, INWORK, GEDI[51], and GREEN JOBS.

Figure 3: **Synergies and learning across the ILO Programmes and/or Flagship Projects**. *Source: Evaluation survey.*
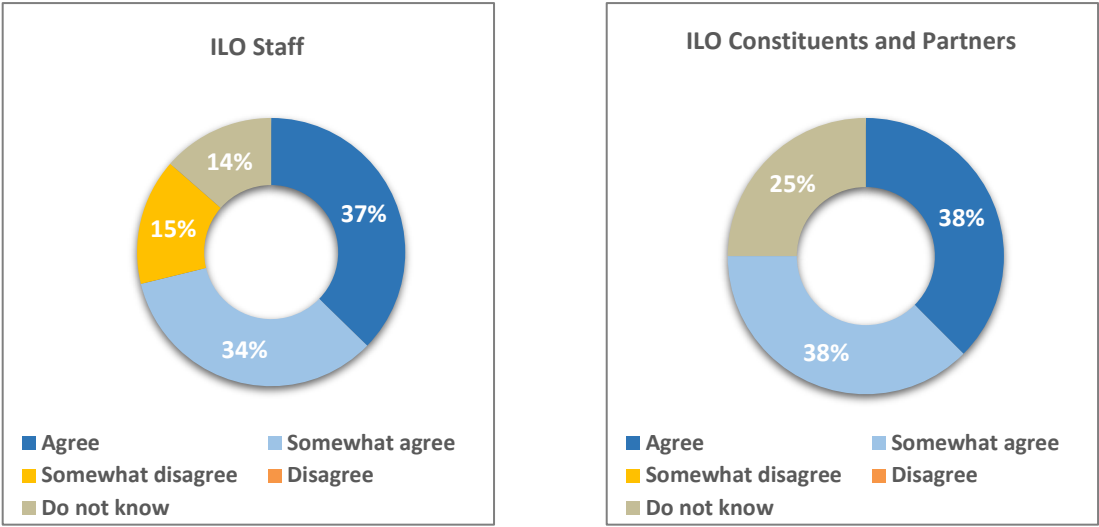
The Flagship Programme has benefitted from synergies and contributed to learning across the ILO Programmes and/or Flagship Projects.

66.   Room remains to develop specific strategies that would strengthen coherence between the FP and other flagship programmes or strategies. One constituent indicated for example that "*the ILO has developed the most advanced, quality and practical guidance on care work, and (I think) for social security and employment issues; therefore, it is time now to advance a holistic approach, and create important linkages between its different strategies and so that it can gain more by advancing multi-layered approaches to address cross-cutting issues*". A related area that informants called to continue bridging with the Programme regards Recommendation 2015, No 204, and the facilitation of the transition of workers and economic units from the informal to the formal economy. Staff engaged in other FPs mentioned that joint strategies (or programming) require to elaborate a common vision and to operationalize it throughout the entire programme and project cycles, which confronts capacity constraints. The evaluation did not find indicators and targets that would monitor the extent to which the FP has improved coherence with other strategies.

4.2.3. Synergies between Flagship Projects

Some evidence of synergies was found between flagship projects, owing more to sound management practices at national level than to a strategic intent of the Programme.

67.   Several modalities and activities contribute to ensure synergies between flagship projects. The establishment of the Global Technical Support Facility in particular is an innovative instrument to ensure that knowledge acquired in supporting one project can benefit others. The TSF contributes also to reducing the overall administrative costs of recruitments, avoid repeated induction periods, and prevents knowledge loss compared to relying on external short-term consultants. Being part of the SOCPRO team, staff in the TSF contribute with their expertise to the regular activities of the SOCPRO Department, such as commenting policy positions, reviewing project proposals, or informing

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[51] Strong collaboration was reported with MIGRANT and GEDI. The UN PRPD programme is jointly implemented with GEDI and concrete joint work on care work is already planned with GEDI.

knowledge products. As noted earlier, interviewees acknowledged the technical value and speed of response of the TSF.

68.   Several informants pointed out that the FP has helped the ILO to work in a more integrated way and across an increased number of countries. The cross-country and south-south technical cooperation component of global and regional projects is an effective modality to create synergies. Informants indicated that regional and sub-regional social protection specialists are another vehicle through which synergies are established. The example was conveyed of joint regional trainings organized between a project[52] funded by Belgium and implemented in Senegal and Burkina Faso, and a project[53] funded by France and implemented in Senegal, Côte d'Ivoire, and Madagascar. Another innovative approach is the regional project referred earlier on Social Health Protection (SHP), which has established a regional platform (CONNECT) on SHP to promote South-South collaboration across national and regional institution in the Asia.

69.   When considering country projects and programmes, the assessment tends to be more nuanced. In several instances, synergies between projects at country level were referred stemming from a range of factors (e.g. sound management practices, strategic opportunities) but not necessarily resulting from the sole FP. In Paraguay for example, the ILO Flagship has been combined with other ILO initiatives and with the country work programme. However, this was not found solely attributable to the Flagship but to a set of actions and recourses, such as a new national initiative to establish an unemployment insurance scheme; the analysis of cash transfers for workers and families in the informal economy; or the ratification of C102 (currently a bill is waiting to be adopted in Congress). As another example, synergies were referred being pursued in Nigeria between the EC INTPA project and the UN Joint SDG Fund project, but this was not specifically attributed to the FP. In Bangladesh also, joint work planning has been reported between the EC INTPA and the BMZ projects in response to the COVID-19 crisis, but the extent to which this was driven by the FP versus national coordination is difficult to assess.

70.   Most often, evaluation informants indicated room for strengthening or systematizing synergies between flagship projects under the umbrella of the flagship programme (Figure 4). According to survey respondents "*There is lack of coordination in Flagship Programme and projects. It creates the problem of not positioning well.*" and "*There is need for continuous engagement between the Flagship Programme and Country Projects*". Similarly, the evaluation noted several contributions of flagship projects to the global pillars of the FP, such as with delivering sections of the compendium of cases countries[54]. However, many evaluation informants did not perceive the FP as sufficiently mainstreamed in flagship projects so as to become a key driving force towards increased synergies.

Figure 4: Programme synergies. *Source: Evaluation survey.*

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[52] https://www.social-protection.org/gimi/ShowProject.action?id=3114
[53] https://www.social-protection.org/gimi/Contribution.action?id=747
[54] https://www.social-protection.org/gimi/ShowRessource.action?id=55462

ILO Staff

The Flagship Programme & Projects has developed strategic partnerships to increase the impact of the ILO's interventions (e.g. with UN and development partners, NGOs, academia, etc.)
41% | 32% | 7%3%1%17%

The Flagship Programme & Projects has built synergies with other partners' interventions to avoid duplications (including UN Development Cooperation Frameworks/UN…
39% | 31% | 12%2%1%17%

Flagship Projects under the Flagship Programme achieved their objectives more efficiently due to their linkages with the Flagship Programme (compared to a situation without a Flagship Programme)
25% | 40% | 6%5%2%22%

0% 20% 40% 60% 80%100%

■ Agree   ■ Somewhat agree
■ Somewhat disagree   ■ Disagree
■ Do not know

ILO Constituents and Partners

The Flagship Programme & Projects has developed strategic partnerships to increase the impact of the ILO's interventions (e.g. with UN and development partners, NGOs, academia, etc.)
75% | 25%

The Flagship Programme & Projects has built synergies with other partners' interventions to avoid duplications (including UN Development Cooperation Frameworks/UN…
38% | 50% | 13%

Flagship Projects under the Flagship Programme achieved their objectives more efficiently due to their linkages with the Flagship Programme (compared to a situation without a Flagship Programme)
33% | 33% | 33%

0% 20% 40% 60% 80%100%

■ Agree   ■ Somewhat agree
■ Somewhat disagree   ■ Disagree
■ Do not know

4.2.4. Adapting the Flagship Programme's design to local and evolving needs

The evaluation found the Programme's design allowing for flexibility in responding to country demands and in mobilizing resources. However, this contributes to making the perimeter of the Programme unclear.

71.   The FP brings a conceptual framework that is systemic, cutting across sectors, types of beneficiaries, schemes, and forms of intervention. The FP provides room to complement and synergize with other social protection programmes implemented by UN partners and IFIs. Several evaluation informants commended the flexible nature of the conceptual framework. In essence, it offers project designers the capability to take up one or another component to respond to the needs of a country. This flexibility was sometimes considered being one of the factors that enabled the scaling of the FP across more than 50 countries. The FP was also reported capable to accommodate evolving agendas such as climate change, COVID 19 response, cash transfers, or shock responsive social protection. One modality through which the FP has demonstrated an ability to evolve is the Global Technical Support Facility (TSF), which has progressively enlarged the pool of expertise provided to countries and constituents. Many evaluation informants also highlighted the opening of a technical specialist

position in the Regional Office of Asia and the Pacific as a good practice and promising illustration of the FP's capability to regionalize the Technical Support Facility.

72.   Several informants reported that the Programme has contributed to enhancing the ILO's internal understanding about social protection. The three-step approach of pillar 1 was also mentioned sometimes having helped to improve internal coherence. One informant in Latin America for example indicated that the three-step approach had contributed to increasing coherence in the region. The annual reporting of the FP shows also that projects in priority countries have contributed to the intended programme outcomes. However, significant evidence suggests that the Programme remains to be more deeply anchored in the organization for stronger coherence. The link between flagship projects and the FP is often weak (see below). According to an external partner, this is one of the factors that constrained the achievement of the FP and projects' intended results: "*I think you can make the case that they were essentially individual country-level projects and maybe lacked an overall coherent strategy and identity (which doesn't have to be a bad thing, being responsive to country contexts is very important)*".

73.   Nonetheless, the evaluation noted that the flexibility of the FP blurred its perimeter and brought significant uncertainty and lack of understanding in the organization about the positioning of the Programme. In terms of geographic scope, the FP is referred to have grown from 21 to about 50 countries. However, many informants were unsure about the effective coverage of the FP, i.e. either focusing on a number of priority countries, or covering a larger batch, or the entire world. Many informants did not know if they were part of a country that was considered covered by the FP. Similarly, many evaluation informants implementing flagship projects did not know about the FP and if the project linked to it and how. There is a lack of understanding about how projects are qualified flagship projects (and many interviewees discovered the FP and existence of flagship projects with the evaluation). The evaluation was informed by SOCPRO that all DC projects are flagship projects except for the actuarial valuation projects. However, the majority of projects in the Results Monitoring Tool are not referred as flagship projects[55]. Most informants were also unclear about how to differentiate the FP from the SOCPRO Department or from the ILO's overall engagement in social protection. Some members of the SOCPRO team at HQ mentioned not knowing if they were part of the flagship programme.

74.   A few informants reported that these ambiguities were not necessarily an issue. Loose boundaries of the FP were sometimes mentioned an advantage and a means to avoiding silos. Flexibility also helps to cope with localization and changing contexts. However, the vast majority of informants called for more clarity in scoping and positioning the Programme, either as a separate construct, or as an umbrella within the SOCPRO Department, or as an overlapping structure to be more specifically delineated[56]. According to several informants, a programmatic approach may also call for balancing flexibility with a stronger focus on a narrower number of themes. In addition, it was found that higher consistency could be considered on project design principles, quality standards, and M&E and reporting. The flagship programme on Safety + Health for All for example mentioned having developed a portfolio of around 40 standard indicators for flagship projects to pick from, some of them being aggregated under the flagship programme, before further consolidation into the P&B.

4.2.5. Programme Mainstreaming

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[55] This statement is based on data extracted on 23 April 2021. The evaluation was informed that the RMT has been updated in the meantime, so this statement is not correct anymore.
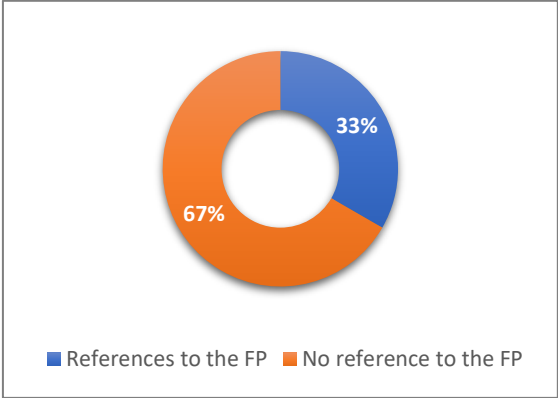[56] The Better Work branch for example does not differentiate the flagship programme from the branch, and vice versa.

The evaluation found some evidence of mainstreaming the Programme in global and regional Flagship Projects. However, there is a need to systematize the mainstreaming of the Programme in country projects.

75.   Various cases demonstrate a mainstreaming of the Flagship Programme's conceptual approach in Flagship projects. The EC INTPA project "Improving synergies between social protection and Public Finance Management" for example comes with a country component that aims to strengthen social protection systems in 18 countries, and a global component that delivers cross-country technical advisory services and develops research studies and technical reports to consolidate and disseminate knowledge. The Irish Aid funded project on "Inclusive Growth, Social Protection and Jobs" is another example. The project provides technical assistance and backstopping to four countries, facilitates the sharing of best practices on rights-based approaches to building universal social protection floors between governments and social partners in southern (and eastern) Africa, and documents and shares knowledge and experiences on developing sustainable social protection systems with countries across the world. Another example can be highlighted with the project "Establishing an Independent Social Security Institution for the Administration of the New Social Security System for Private Sector Workers and their Family Members in Palestine". The project follows the ILO Flagship programme's step-by-step approach to support the development of social protection systems through a long-term vision for social protection extension, the design or reform of social protection schemes leading to the preparation and enactment of social security laws, and the implementation of an administrative structure to make the right to social protection a reality for all. The project was based on international standards and worldwide comparable best practices availed by the Flagship Programme and other sources. The project has also promoted South-South and Triangular Cooperation (SSTC), with all components of the project mainstreaming SSTC, through study tours, peer learning mechanisms and regional sharing of information.

76.   However, these examples are far from drawing a trend. Most often, there is no or very limited uptake of the flagship programme in flagship projects. As noted earlier, the evaluation reviewed all 27 PRODOCs of the UN SDG Fund's Joint Programmes on social protection in which the ILO is involved and found only one instance where the Flagship Programme was referred (in Uzbekistan). The evaluation further reviewed 15 PRODOCs from Flagship projects identified with the online Results Monitoring Tool. The sample was handpicked to cover every region and different types of projects (purposeful sampling), including 10 country projects[57], 2 regional projects[58], and 3

Figure 5: **Percentage of Flagship Projects' PRODOCs citing the FP in the evaluation sample**.

- References to the FP
- No reference to the FP

global projects. The FP was found cited in a minority (33%) of PRODOCS and/or progress reports. Furthermore, when present, references to the FP are not necessarily significant. They sometimes briefly recall the existence of the FP or mention a specific instrument but do not build on the FP's design. Altogether, references to the FP in the (small) sample are more frequent in PRODOCS and progress reports from global (66%) and regional (50%) flagship projects than from country projects (20%). The evaluation also reviewed a sample of 14 job descriptions retrieved online for the ILO social protection specialists, technical specialists, and programme/project managers on social protection.

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[57] Africa: 4; LAC: 3; Arab States: 2; Asia and the Pacific: 1.
[58] Asia and the Pacific: 2.

While job descriptions for social protection specialists tend to refer to the Programme[59], this is rarely the case for programme/project managers.

77.   Evaluation interviews and survey respondents pointed out room for increased coordination between the Flagship Programme and flagship projects. If not mainstreamed in project documents, activities aiming to contribute to the FP's global pillars such as cross-country support or global knowledge development, may be perceived as out of scope. Similarly, flagship projects' results framework leave room to more integrated or coherent M&E across the Programme. The evaluation case studies reported an interest for a "template" for flagship projects that would leave room to local adaptation but would provide a more consistent framework to start from.

Figure 6: Mainstreaming and consolidation of results. *Source: Evaluation survey.*
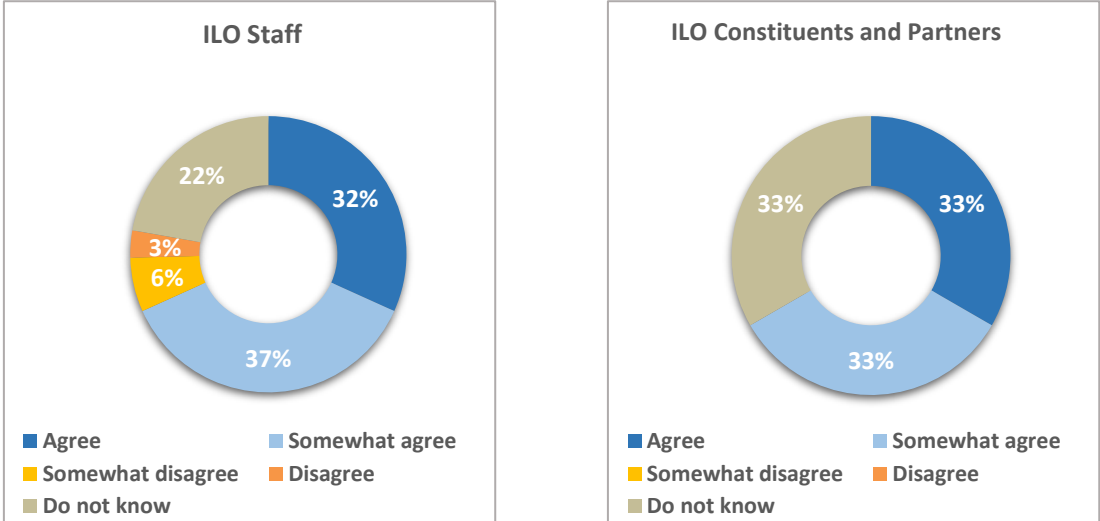
Flagship Projects under the Flagship Programme contribute sufficiently to the bigger effort of the Flagship Programme.

4.3.   Effectiveness

4.3.1.   Country Support

The Programme has provided support to the 21 priority countries and to expanded pool of countries. Achievements varied across the three-step targets identified at the onset of the Programme.

78.   As introduced earlier, the FP's strategy came with indicators and targets concentrating on the in-country three-step approach under the first pillar of the Programme. Targets communicated in the Programme's strategy in October 2016 differed from those presented to the GB also in October 2016[60].

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[59] For example, the TOR for a SP specialist in Costa Rica includes: "Provide sub-regional support to the ILO's Flagship programme on Building Social Protection Floors for All. This includes support in the design and mobilizing of resources for country projects under the responsibility of the DWT, and in close coordination with SOCPRO, and the implementation and monitoring of interventions at country level, including through the systematic use and update of the ILO's social protection results measurement tool. This also includes linking development cooperation to the financing agenda, through providing advice on domestic resource mobilization for social protection, and the use of additional international resources based on ILO principles." Retrieved on 8 July 2021 at: https://www.unjobnet.org/jobs/detail/23747993.
[60] ILO. 2016c. *op. cit.*

In the latter report to the GB, expected FP's achievements for step 1 in particular were the adoption of national social protection strategy in 12 countries (instead of 21).

79.   The annual reporting compiled by the Programme shows different levels of achievements per indicator. Overall, 10 countries out of a targeted 21 have adopted a national social protection strategy; 13 countries have designed or reformed their social protection schemes, close to the initial target of 14; and 16 countries have improved the operations of their social protection system, more than the double of the original target (Table 3). Programme implementation was based on the needs and demand from countries. The target set on the first indicator was too ambitious while the target provided for the third indicator was underestimated.

Table 3: Achievements of the Programme per Outcome area. *Source: SOCPRO, 2021.*

Indicator	Achievements (cumulative)					Targets
	2016	2017	2018	2019	2020	2020
Number of countries that have adopted a national social protection strategy or policy	2	5	7	10	**10**	**21**
Number of countries that have designed or reformed their social protection schemes	5	7	8	12	**13**	**14**
Number of countries that have improved the operations of their social protection systems	3	10	10	14	**16**	**7**

80.   As noted above, the conceptual intent (or design assumption) that countries would follow sequentially the three-step approach moving from a national strategy to policy and legal frameworks, and to the operationalization, did not hold. Some countries have repeatedly requested support on one or another step. The engagement in Viet Nam for example has remained focused on the implementation of Master Plans; India has been supported with the development of policy frameworks; and Cabo Verde focused primarily flagship projects on the operationalization of social protection systems (Table 4).

81.   In most countries, sustained engagement has translated into successive achievements and incremental progress. Altogether, 16 cases were reported of a contribution to national strategies; 20 to improving policy frameworks; and 31 of improving operationalization. Informants consistently stressed that social protection reform is a process that takes many years. Sustainable resources, in-country capacities, on-going engagement, regular advocacy and outreach were reported some of the key factors to facilitate political buy-in and ensure progress at country level.

82.   A few countries have reported a small number of achievements since the start of the FP. In one case, this was referred caused by insufficient high-level policy support at national level for social protection floors. Countries where the FP reported few results may deserve a closer analysis to unpack enabling and constraining factors.

83.   In several instances, informants questioned the influence of the FP in triggering change, which was rather perceived stemming from the SOCPRO Department with support of the entire ILO. One survey respondent for example indicated that "*The flagship programme provides the literature and normative guidance on the thematic areas. It also provides key entry points for the discussion with national stakeholders on their priorities. But it does not go beyond the conversation and into the work of assisting with the project design and implementation at the national level. National level stakeholders do not see the relevance of the Flagship programme and projects but are more concerned about the technical assistance that ILO provides to their national agenda.*"   However, other informants referred to the ongoing support provided by the FP through global projects or the TSF as distinct features and factors that effectively enabled achievements.

Table 4: Results reported by the FP per country per year. *Source: SOCPRO. 2021.*

	2016	2017	2018	2019	2020
Africa					
Cabo Verde	3	3	2	3	3
Cameroon		3	1 3	3	1
Malawi			1	2	3
Mozambique	1 2		3	1	3
Niger			2		
Senegal				3	3
Togo				1	
Zambia			1	2 3	3
Arab States					
oPt	2	3			
Asia					
Cambodia	2 3	1 3	2	2	3
India	2			2	2
Indonesia		3		2 3	2
Lao PDR	3			1 3	1
Myanmar		3		3	3
Pakistan	1	3		1	2
Timor Leste	2	2		1	3
Viet Nam		1	1	1	
Europe and Central Asia					
Kyrgyzstan			2	3	
Latin America					
El Salvador		2		2	
Honduras				3	
Paraguay				3	

4.3.2.   Cross-country Policy Support

The Programme has strengthened cross-country policy support, including by the establishment of a global Technical Support Facility that provides swift and quality support. There is room and demand for further strengthening and capacitating cross-country support, including at regional level.

84.   Several modalities have been installed by the FP to provide "cross-country" policy and technical advice to respond to demand on specific (specialized) thematic areas. Delivery approaches include on-demand technical assistance to the ILO constituents, documenting knowledge and experience, developing good practices guides and sharing knowledge through capacity building and South-South learning. Support concentrates on 12 priority areas: health for the poor and women; older persons; self-employed and rural workers; maternity and paternity; persons with disabilities; unemployed persons; migrant workers; refugees; social protection and the future of work[61]; children; climate change and disasters; domestic workers. Opportunity documents were produced at the onset of the Flagship programme through intense consultations with experts on each of the target priority thematic areas. Mobilization of resources for each of the thematic as well as development of knowledge and

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[61] Initially the thematic area was on "victims of workplace accidents" but with the creation of GEIIP at the end of 2016 (Global Employment Injury Insurance Programme) it was changed to "social protection and the future of work".

cross-country exchanges have been uneven across the different thematic areas[62]. In 2020 the Programme established the Global Technical Support Facility, which consists in a team of experts funded by resources pooled from different projects to secure their engagement on a more sustainable basis (Table 5). The evaluation found this modality effective. Informants engaged in projects that secured support from the TSF commended the responsiveness of the experts and quality of the technical advice provided. Interviewees also consistently welcomed the establishment since 2019 of a Regional Technical Support Facility (RTSF) on Social Health Protection in Asia-Pacific region as well as the creation in Bangkok of a Regional Actuarial Service Unit to support Thailand and ASEAN member States.

Table 5: Cross country policy advice, 2016-2020. *Source: SOCPRO, 2021.*

		Thematic experts (TSF)[63]	Country support (number of projects)[64]	Country briefs[65]	Policy and spotlight briefs	Guides & tools	Advocacy & partnerships
Branches	Health	2	17	12	3	2	P4H, GAP
	Child benefits		3	3			UNICEF
	Maternity/paternity		4	1	1		
	Unemployment		6	6	2	1	
	Old age pensions		14	9	5		
Specific groups	Informal economy	1	28	5	8	1	
	Rural		12	1	1		
	Persons with disabilities	1	2	2	1		
	Migrants		4	1	1	1	
	Refugees	1	6	1		1	UNHCR
	Domestic workers		4	1	1		
	People victims of climate change	1	1	5			
Competencies	ABND/ social dialogue		31	3	3	1	
	Statistics	1	11			1	
	Financing	1	19	9	2	1	UNICEF, GCSPF
	Legal & ratification	1	21	4	2	1	
	Actuarial	2	37			2	
	Coordinated delivery & MIS	2	25	10	2		GIZ, ISSA
	Culture	1	19	4	1		EN3S
Covid-19				22		19	

85. The Social Protection Global Technical Team is another modality to facilitate cross-country policy and technical advice. GTTs were established by the ILO in 2015 to enhance the relevance and technical quality of the ILO work as well as the ability to 'deliver as one.' Over the years, the SP GTT has grown to comprise 200 members including the SOCPRO team, regional social protection specialists based in (sub-)regional decent work teams as well as project staff in the Flagship Programme countries. The GTT has organized online meetings on the preparation of global products (e.g. World Social Protection

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[62] Resources were mobilized for: Health (Lux, Swiss, DAEI); Self-employed and rural (DAEI, Belgium, Irish Aid); Persons with disabilities (UN PRPD); Unemployed (Japan, Korea, UNIQLO); Migrant (EU project); Refugees (PROSPECTS); Climate change (DAEI); Disasters and nexus emergency/development (BMZ). No global projects on: Pensions; Maternity; Social Protection and the Future of Work; Children; Domestic Workers.
[63] Number of staff dedicated to the thematic and financed from ILO Flagship.
[64] Through country, regional, or global projects, a project can support several thematic areas (projects since 2015, Results Monitoring Tool https://www.social-protection.org/gimi/MonitoringTool.action, accessed 29/06/2021)
[65] Documented in the Country briefs series https://www.social-protection.org/gimi/RessourceSearch.action?id=3&ressource.type.ressTypeId=392

Report); called for information to prepare strategies and consolidated reports (e.g. Flagship Programme annual report); convened retreats in 2017 and 2019; and is used to disseminate information. In 2020, SOCPRO organized five online sessions with the GTT focused on the COVID-19 response[66]. To facilitate team building, an online GTT map was created in 2020 to provide for each country the names and pictures of experts[67]. The GTT has more recently organized three online thematic meetings[68] facilitated by specialists/senior experts on a specific thematic/issue faced in one or several countries. Despite all these activities, interviewees returned mixed perspectives on the GTT-SP. A few country members valued the GTT for giving a sense of belonging to a group. However, they also mentioned that it was not very effective in facilitating mutual support. Areas of expertise of GTT members are not detailed and requests for assistance sent directly to other members are not necessarily getting a response. Online GTT thematic meetings were found interesting to discuss and acquire some learning but lacked technical depth. Some staff indicated room for regionalizing such events to make them more specific and actionable. According to a survey respondent "*Virtual events of the GTT could address more frequently the Programme' strategy and promote a space for discussion between the actors involved on possible synergies to be better exploited, both at the level of target countries and cross-country activities*". Several informants mentioned that Regional Specialists are already doing most of the cross-country collaboration. However, these specialists can have up to 15 or 20 countries in their portfolio and limited time to organize regional GTT meetings. The GTT-SP is still to mature into a global community of practice whereby members would spontaneously propose and organize meetings and events and engage in mutual support.

86. Another modality through which the FP has delivered cross-country policy and technical advice is through flagship projects and south-south collaboration. Several global and regional flagship projects were highlighted as good practices in facilitating cross-country technical support. TRANSFORM for example is an initiative launched in Africa by the ILO and other partners. Its prime objective is to build critical thinking and capacities of policy makers and practitioners at national and decentralized levels to improve the design, effectiveness, and efficiency of social protection systems. The initiative combines innovative adult pedagogical approaches with top-level technical expertise and local knowledge on social protection. This methodology was found successful, and efforts are underway to replicate the model in other regions. The FP has also supported in Asia and the Pacific a Flagship Project that provides institutional reinforcement and policy advice and has established a regional association called CONNECT for social health protection[69]. The mandate of CONNECT is to strengthen the capacity of countries in the region to develop and implement strong, sustainable, and comprehensive health policies, strategies, and systems for social health protection, as a contribution to the achievement of universal health coverage.

87. Survey respondents agreed in general terms that the policy support provided by the FP responds to the needs of national constituents and partners (Figure 7). Evaluation interviews indicated a need for stronger cross-country support to be provided through the Programme to flagship projects.

Figure 7: Cross-country support. *Source: Evaluation survey.*

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[66] Online sessions covered, 26/02/2020: Working together on social protection; 26/03/2020: Working as one GTT on COVID 19; 02/04/2020: ILO social protection response to COVID 19; 14/04/2020: Adapting social protection delivery mechanisms in the context of COVID-19; 12/05/2020: Opportunities to increase fiscal space for social protection and build longer-term social protection systems.

[67] https://www.social-protection.org/gimi/ShowWiki.action?id=10

[68] Three events have been organized: on Pensions in October 2020; Unemployment protection in February 2021; and Data on social protection in April 2021.

[69] Luxembourg-funded ILO project "Support to the extension of Social Health Protection in South-East Asia". RAS/17/09/LUX.

ILO Staff

Cross-country police advice provided by the Flagship Programme & Projects responds to the needs of national constituents and partners: 41% | 41% | 3% | 1% | 14%

The Flagship Programme & Projects has improved access to other countries' policy and technical advice, including through South-South collaboration: 34% | 41% | 10% | 2% | 2% | 14%

The support provided through the Flagship Programme by different levels of the organisation, including the global technical facility, is adequate: 29% | 33% | 14% | 2% | 2% | 19%

0% 20% 40% 60% 80% 100%

■ Agree ■ Somewhat agree
■ Somewhat disagree ■ Disagree
■ Do not know

ILO Constituents and Partners

Cross-country police advice provided by the Flagship Programme & Projects responds to the needs of national constituents and partners: 50% | 25% | 25%

The Flagship Programme & Projects has improved access to other countries' policy and technical advice, including through South-South collaboration: 13% | 63% | 25%

The support provided through the Flagship Programme by different levels of the organisation, including the global technical facility, is adequate: 25% | 38% | 13% | 25%

0% 20% 40% 60% 80% 100%

■ Agree ■ Somewhat agree
■ Somewhat disagree ■ Disagree
■ Do not know

4.3.3. Knowledge Development

The Programme has developed a range of knowledge products and data services that are accessed and used. Contribution of flagship projects to the development and dissemination of global products and data services is not necessarily mainstreamed in PRODOCs.

88.   Through the Flagship, the ILO developed normative and knowledge products informed by in-country support and cross-country policy and technical advice. These resources compile and analyse good practices to "standardise" approaches, share knowledge and learn from each other. The FP has provided support to the development of Methodologies and tools, including[70] on: Assessment-based National Dialogue exercises[71]; costing and financing of social protection schemes[72]; design of specific policies such as on unemployment protection[73] or social protection for informal economy workers[74],

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[70] Resources were mobilized on: Financing (EC); Coordination and administration including Management information systems (GIZ); and Governance (UNDESA/China). No global projects on ABNDs (but was included in country projects).

[71] ABND guide: https://www.social-protection.org/gimi/RessourcePDF.action?id=53462

[72] Fiscal space handbook: https://www.social-protection.org/gimi/RessourcePDF.action?id=55694

[73] Unemployment protection guide: https://www.social-protection.org/gimi/RessourcePDF.action?id=54723

[74] Social protection for informal economy: https://www.social-protection.org/gimi/Course.action?id=3

social protection for migrant workers[75], refugees and their families[76]. Country good practices were also documented and published through the web-based social protection platform[77] and an ILO compendium[78]. A toolkit was also created on ratification of the ILO standards[79]. The guides are developed based on real country experience, and their utilization by the ILO experts and constituents can inform new policy developments. The guides are set to be living documents enriched with new examples or methodologies developed in the field. The guides are also used to support "on demand" technical advisory services provided by the TSF[80].

Figure 8: Number of downloads (from 01/01/2016 to 31/12/2020) for knowledge products developed by the Programme. *Source: SOCPRO Team, 2021.*
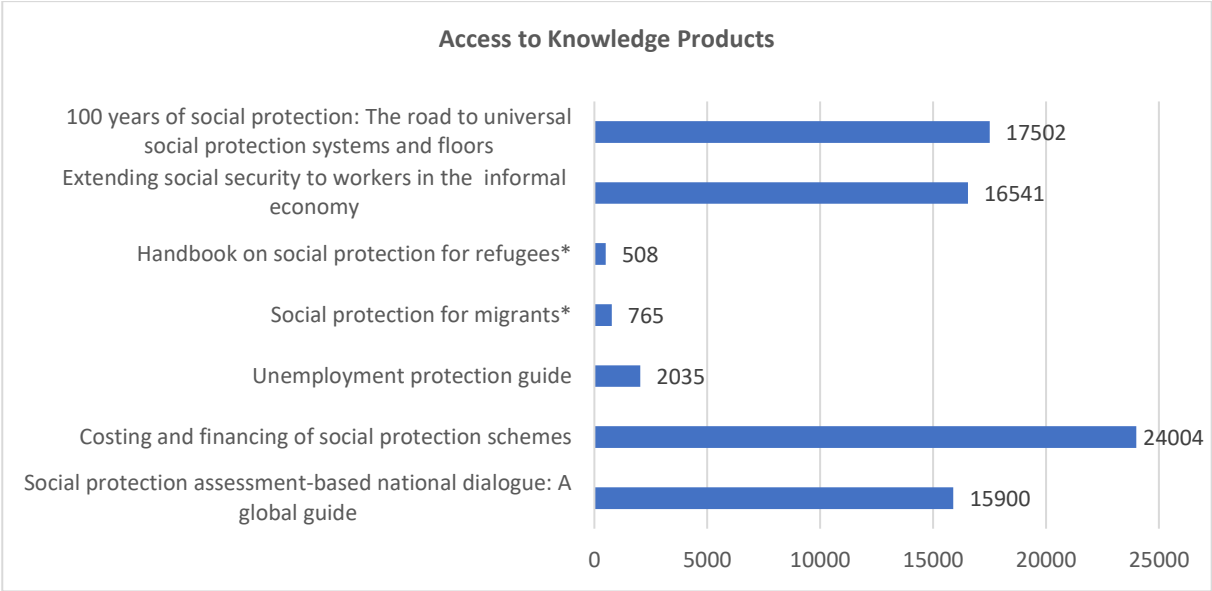
89.   Similarly, the Social Protection Department (with support from the government of Portugal through the Flagship) has developed online "*Actuarial tools for Health and Pensions"*. These online tools are administered in partnership with the International Social Security Association (ISSA) and made available to social security institutions and policy makers around the world. This platform brings actuarial and other quantitative tools to many more users than before. It allows ILO SOCPRO to continuously improve ILO's models and tools based on specific demands and to share the updates with a wide community of users.

90.   The Social Protection Department has also developed a visualization of all its country interventions with information on the social protection situation (that links with the *World Social Protection Database)*, governments' priorities, and ongoing projects and results (that link with the *Results and Impact measurement tool*). This Digital map includes 45 countries[81]. This is a significant and quality achievement that will require to be maintained.

91.   The evaluation survey as well as interviews with the ILO staff in regional and country offices show appreciation for the technical soundness and usefulness of the knowledge products developed under the FP. The ILO policy resource package "*Extending social security to workers in the informal*

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[75] https://www.social-protection.org/gimi/ShowProject.action?id=2657 (publication date in March 2021)

[76] https://www.social-protection.org/gimi/RessourcePDF.action?id=57027

[77] https://www.social-protection.org/gimi/RessourceSearch.action?id=3&ressource.type.ressTypeId=392

[78] https://www.social-protection.org/gimi/ShowRessource.action?id=55462

[79] https://www.social-protection.org/gimi/Standards.action

[80] Three more guides were reported in the pipeline, on Legal drafting, governance and the creation of a Social Protection Culture.

[81] https://www.social-protection.org/gimi/ShowCountryProfiles.action?ctx=0

economy: Lessons from international experience" for example was referred used to inform the formulation of projects in Tajikistan and Uzbekistan. This publication as well as the handbook "*Fiscal space for social protection*" and the toolkit on "*ILO Social Security Standards*" were also translated in Portuguese and used as support resources for capacity building and technical assistance activities implemented by ACTION/Portugal.

92.   On rare occasions, external informants questioned the number of publications from the SOCPRO Department, wondering if this was not overshadowing some of the key products and limiting time for their dissemination and for supporting their application. A few ILO staff mentioned that knowledge products cannot replace technical assistance. A publication such as the much-used global guide on "*Social protection assessment-based national dialogue*" for instance was reported more effective when complemented with technical assistance. The evaluation found that knowledge products and data services developed under the FP were consistent with and complementary to the technical assistance delivered by the Programme. Contribution of country projects to the development and dissemination of global knowledge products and data services is not necessarily mainstreamed in PRODOCs, which creates a perception of "additional work" when called for.

Figure 9: Knowledge development. *Source: Evaluation survey.*
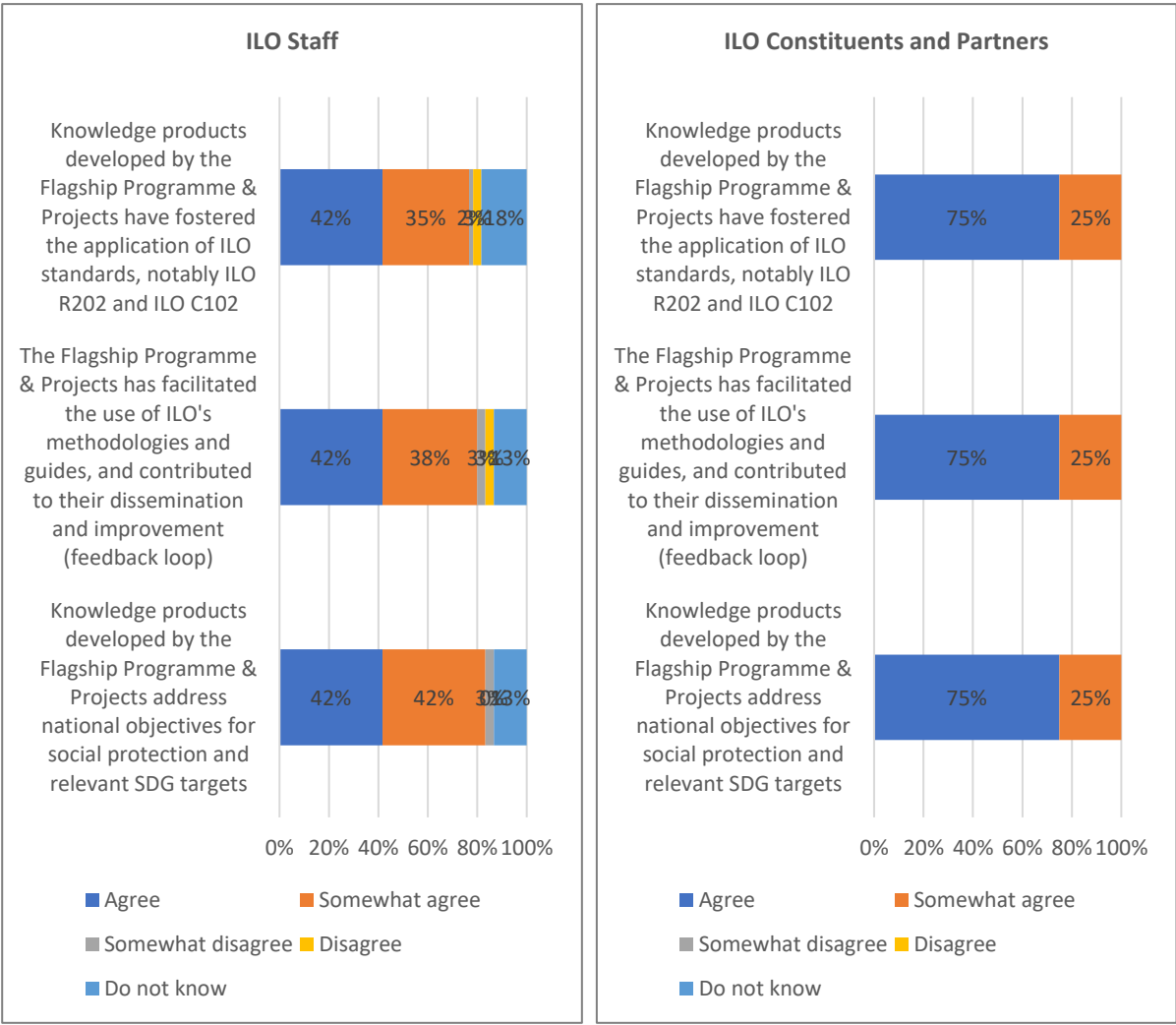
4.3.4.   Partnerships

To Programme has contributed to expand partnerships with a range of actors. There is room to further support workers' and employers' networks, including at country level, as well as partnerships with IFIs.

93.   The objective of the FP's fourth pillar is the development of strategic partnerships (with the UN, with the workers, with the business and a number of development partners) to increase impact. An earlier section (confer section 4.2.1) presented findings on the FP's global partnerships with UN organizations and IFIs (UN SPF-I, SPIAC-B, USP2030). Two global initiatives were also launched by the FP to reflect the tripartite nature of the Programme and to build capacities of constituents while increasing their engagement in the development of national SPFs.

- *Social Protection, Freedom and Justice for Workers Network (SPFJWN)*: The network was initiated in 2017 in collaboration with the ITUC. The network aims to support workers' organisations in the promotion and defence of the right to social protection. Four annual meetings were organized by the network and the FP, the latest one taking place virtually in December 2020. Evaluation informants valued this initiative but noted that annual meetings did not allow for the network to have a significant involvement in the implementation of the FP at country level. Contribution of the FP to building capacities of network members, as initially intended, was reported to be limited, which may have been due to limited human and financial resources of the ILO in order to further support capacity-building activities of network members beyond the organisation of annual meetings (e.g., through the development of dedicated research briefs, provision of technical support, etc.).

- *Global Business Network for Social Protection Floors*: The network aims to be a platform for enterprises to share experiences on social protection and to foster the debate regarding the role of enterprises to support the installation of public social protection systems in countries where they operate. Four meetings of the network were organized, but evaluation informants reported the initiative dormant since 2019. Interviewees stressed that the network had potential for added value, pending its positioning and service delivery would be more results oriented, and sufficient capacities committed to its facilitation. One area the network could better benefit its members is in contributing with the FP to develop comprehensive long-term capacity-building approaches that respond to constituents' needs at the country level. Informants also indicated that more regular updates on the progress and impact of the FP, such as in the form of a quarterly 2-pager dashboard, would be beneficial.

94. Survey respondents assessed favourably the contribution of the FP to establishing partnerships that are strategic and sustainable (Figure 9). The evaluation case studies also found positive contributions of the FP to establishing partnerships at country level. In Cambodia for example, flagship projects have garnered support from development partners (UN Agencies, EU-SPS, AFD, ILO-Korea funding support, UNICEF, GIZ, Auchan Foundation "Weave Our Future") to trigger changes in the trajectory of the social protection in the country. Government informants also commended the UN SDG Fund's Joint Programme for having engaged a large range of stakeholders since its design stage. This corroborates the findings from the mid-term review of the UN SDG Fund's portfolio on social protection that pointed out the relevance of joint UN approaches to work across and bridge siloed departments and ministries. Placing Joint Programmes under the UNRC was also found effective to increase the visibility of social protection, reach out to high-level national policy makers, and collaborate with ministries of finance. Several informants and the case studies also indicated that the Programme has strengthened relationships with different ministries, beyond the ministry of labour, including with ministries of finance (Box 1).

Box 1: Support to social protection and public finance management in Paraguay

In Paraguay, the project "Improving synergies between social protection & public finance management" (SP&PFM project), provides technical assistance to the Government of Paraguay in public finance management and resource identification for social protection. The Programme also supports the design and initial implementation of the Paraguayan public policy "Vamos!" for Social Protection System (SPS) in selected territories. The project promotes efficiency by building capacity to develop social protection programmes in the context of the recently adopted Results-Based Budgeting. The project foresees four outputs:
1. Efficiency and effectiveness of Social Protection public spending (leads ILO).
2. Social protection system implementation in selected territories   (leads UNICEF).
3. Building institutional capacities (leads ILO).
4. Social protection system Vamos! dissemination, promotion and demand creation (leads UNICEF).

The first project's output (leads by ILO) looks forward to strengthening the capacities of the Ministry of Finance (*Ministerio de Hacienda*), which evaluation informants referred as an unconventional partner for the ILO in the past. The project has set up a technical committee composed of the ILO, EU, UNICEF, Technical Unit of the Social Cabinet (UTGS), and Ministry of Finance.

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95. Resource partnerships were found highly successful (see section 4.6.3). At global level, the FP has established partnerships with more than 30 bilateral and multilateral institutions, foundations, and private sector actors.

96. The evaluation also noted an effective partnership with the ITCILO. The Academy on Social Security that started 10 years ago was further extended last year with TRANSFORM. The FP is perceived contributing to the growing number of training days delivered by the Centre. Social protection specialist who attended the ITCILO induction and technical trainings commended the quality of the courses and effectiveness of the networking component. However, DC project staff reported not being able to attend the ITCILO induction and specialized trainings. This was found a gap especially as the ILO's approach to social protection is specific. The steep and long learning curve that faced newcomers was corroborated by HQ specialists and one reason for establishing the TSF. Branding of the ITCILO in the FP could be reinforced to reach out more stakeholders.

Figure 10: Partnerships. *Source: Evaluation survey.*

ILO Staff	ILO Constituents and Partners
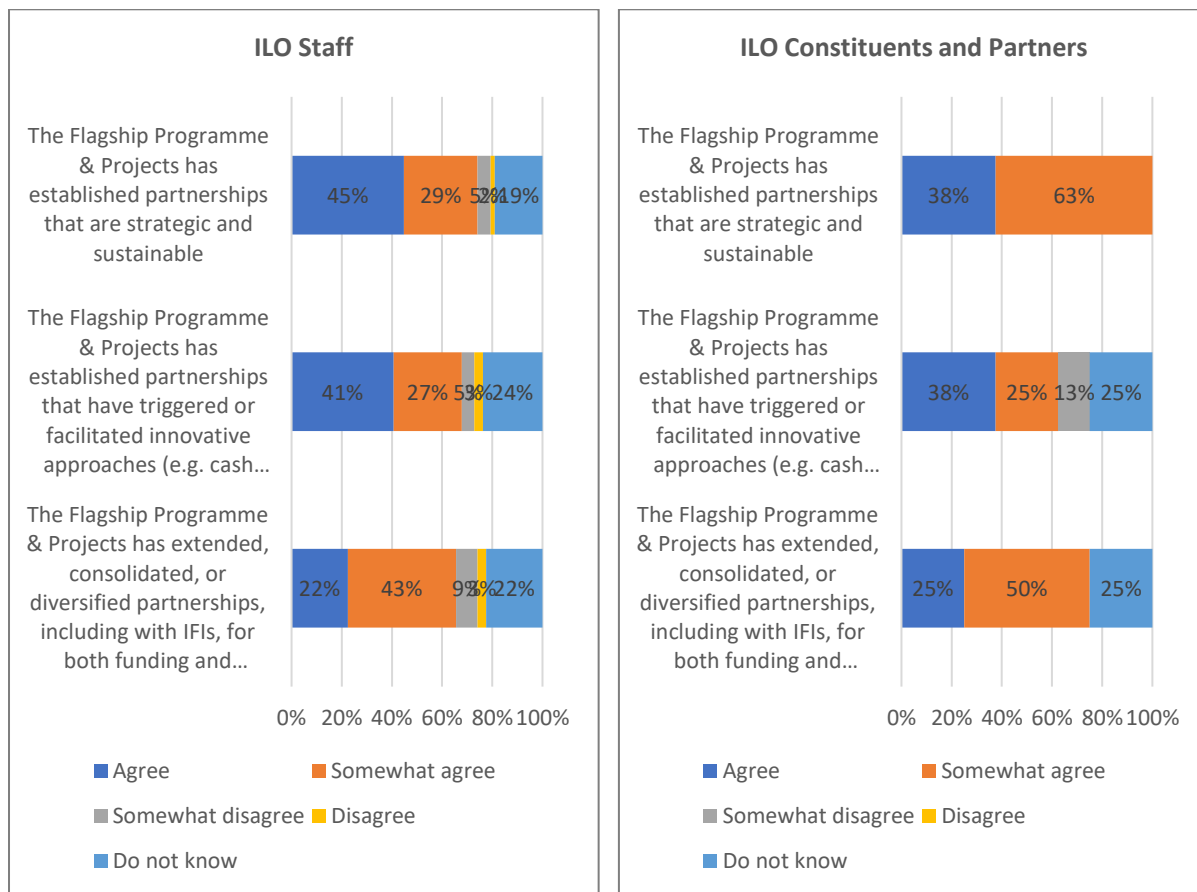
97.   The extent to which the FP has strengthened partnerships with IFIs at country level is more nuanced, including within the framework of the COVID-19 response. Previous evaluations of flagship projects have sometimes reported close collaboration with the World Bank across several countries[82]. However, evaluation interviews and the surveys indicate this is not systematized. Several interviewees and survey respondents highlighted the importance of partnerships due to the specific approach that the ILO brings to social protection and the need to reconcile perspectives from a range of development actors. Partnerships are also critical when considering the size of other organizations engaged in social protection[83]. Several informants, including donors, pointed out the importance of leveraging each partner's comparative advantages while building on the ILO's unique mandate and technical expertise.

98.   Several interviewees also mentioned room for increasing partnerships at regional level and for strengthening the regional approach of the FP. One survey respondent also mentioned that the FP should help to move beyond the conventional tripartite partners and engage unconventional partners, such as media for communication and advocacy campaigns on social protection.

4.3.5.   Contribution of the Programme to the COVID-19 response

99.   The Flagship programme has supported constituents to respond to the COVID-19 crisis through a range of activities. The Programme has organized calls for proposals to support countries in their social protection responses to COVID-19, and mobilized partnerships to raise awareness and to raise resources to support countries in developing their social protection responses. It has also developed contingency plans and technically supported the repurposing of development cooperation projects.

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[82] ILO. 2020d. *Support to the extension of Social Health Protection in South-East Asia. RAS/17/09/LUX. Independent Mid-Term Project Evaluation*.

[83] For example, during the period 2016-2020, the budget committed by UNDP to SDG 1.3 was over USD 700 million. Retrieved on 9 July 2021 at https://open.undp.org/.

The Programme has advocated for more domestic resource mobilization and global solidarity for social protection and developed tools to assist policymakers and stakeholders to assess policy options for the extension of coverage of existing schemes to new beneficiaries.

100.   The ILO ongoing programmes were adapted, and additional support was mobilized to mitigate the socio-economic effects of the crisis. For example, at country level the project teams of the EU-funded SP&PFM project engaged with governments, social partners and CSOs on the COVID-19 responses. The project supported impact assessments with a focus on workers in the informal economy (Burkina Faso, Côte d'Ivoire, Ethiopia, Nepal, Sri Lanka, Togo, Uganda) as well as options to build back better in the recovery phase from the pandemic (Togo, Myanmar, Ecuador, Peru). In Bangladesh, Cambodia, Indonesia, Ethiopia and Lao PDR, with support from BMZ, the ILO is supporting the design and implementation of emergency wage subsidies and cash transfers for around 210,000 workers in the garment sector. The FP has supported the cash transfer programmes in Timor Leste, Pakistan, and Mozambique (Box 2).

101.   Evaluation informants pointed out that the COVID-19 has demonstrated the importance of social protection in the context of countries with highly informal economies, which according to some staff stresses the need to consider the response to COVID-19 within the decent work agenda as well as to integrate it into a long-term approach. Many survey respondents emphasized the risk of a lack of financial sustainability of the response to the crisis in the context of reduced fiscal spaces, suggesting that "*The ILO should support countries to mobilise resources for sustainable financing to shock responsive social protection systems*" or "*It would be good if the ILO could develop a concept/expertise for shock responsive social protection that is firmly grounded in rights and based on life-cycle approaches to social protection. Not to leave this field entirely to the World Bank and others less grounded in ILS/rights.*".

Box 2: Support to the COVID-19 response in Mozambique

The Government of Mozambique responded to the COVID-19 crisis by expanding its social protection system, with the sector social protection response plan, that prioritizes the population who are most vulnerable to the crisis: those living in urban, peri-urban and border areas. With the support of development partners, this approach ensured a rapid, innovative, and coordinated political response.

Sectoral Level COVID-19 Social Protection Response Plan development was led by MGCAS and INAS, in collaboration with the Economic Studies Department of the Ministry of Economy and Finance, and with the support of the WB, UNICEF, ILO, WFP, Foreign Commonwealth & Development Office (FCDO), and the Swedish Embassy, who formed a "Technical Advisory Group" in order to provide coordinated technical and financial support to the Mozambican Government's Social Protection Response to COVID-19. The plan's objective is to **guarantee social support and reinforce the resilience of poor and vulnerable households who are exposed to the Covid-19 pandemic's effects**. To this end the response plan which is based on horizontal and vertical adaptation of existing Basic Social Protection programmes managed by INAS:

- **Horizontally**, the adaptation involved including 990,000 new beneficiaries in addition to the 592,179 beneficiaries of already existing programmes;
- **Vertically**, the adaptation involved topping up an additional 3 months of benefit payment.

The implementation of the Mozambican COVID-19 Social Protection Response Plan had a total budgeted cost of USD 237 million, to be fully funded through extra resources made available by external cooperation partners, without affecting the domestic funds allocated by the 2020 State Budget Law for the implementation of INAS's existing Basic Social Protection programmes.

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102.   The evaluation identified several constraints faced by the FP when responding to the COVID-19 crisis. Capacities and funds were reportedly limited for a swift response. While the need for health security increased, field specialists were not always comfortable to move into health-related interventions, and contacts with relevant ministries and agencies were not always strong. According

to informants and the surveys (Figure 11), significant time was sometimes required to effectively process cash transfers. Furthermore, the ILO was referred having an internal position on cash transfers that has not been publicly published, leaving some ambiguity on its positioning. In addition, survey cross-tabulations show that there would be room for increasing cross-country collaboration and knowledge exchange on cash transfers, a possible outcome of the COVID-19 response.

Figure 11: COVID-19 response. *Source: Evaluation survey.*
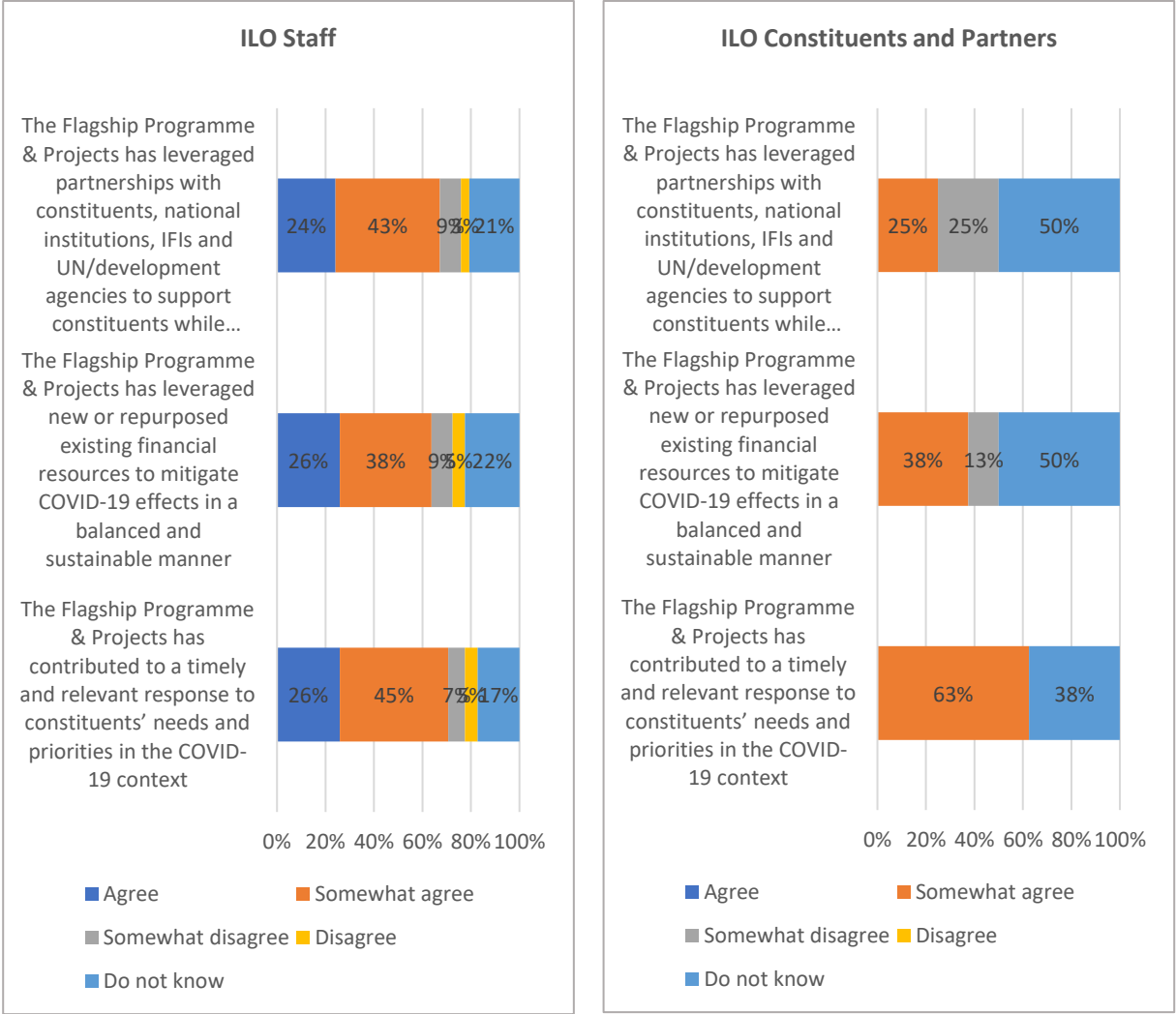
4.3.6. Programme Monitoring and Learning

Various monitoring mechanisms have been installed to inform Programme management and facilitate institutional learning. However, the adoption of the promising Results Monitoring Tool requires further efforts.

103.   Various instruments and modalities have been installed to monitor the FP performance and results. Four annual progress reports have been published to compile results while a fifth report covering the entire first phase of the FP is in the making. These reports were not prescribed by the ILO's policies but were found a good practice. They inform programme management and stakeholders, contribute to the visibility of the Programme, and advocate for social protection. Although not mandated by the ILO's evaluation policy, the FP has also commissioned this evaluation. It follows a review of the FP conducted by Programme management during the first semester of 2021. Interviews were based on a comprehensive questionnaire and involved consultations with 49 GTT members across 52 countries, with the objective to inform the design of the next phase of the Programme.

104. Based on a recommendation from the Multilateral Organisation Performance Assessment Network MOPAN in 2016[84], the FP has developed a Results Monitoring Tool (RMT) to provide information on the systemic changes achieved thanks to the ILO support in countries. The tool helps to track impact on people across several indicators including the number of people who today have access to social protection thanks to the ILO's projects, and the number of people who now benefit from higher levels of benefits. The tool was developed in close collaboration with PARDEV and EVAL. It is now being deployed in the ILO country operations[85]. SOCPRO organized over 25 online trainings of 70 GTT members on the RMT to facilitate the uptake. The RMT is a very promising initiative. However, informants reflected some resistance to endorse and use it as it is perceived to be another reporting instrument in addition to donors' reports, UN INFO, IRIS, and the annual FP progress reports. Technically, it still requires to be improved as informants also reported a lack of user friendliness. Therefore the RMT has not been fully mainstreamed yet and institutionalized and remains unevenly used and updated by countries. At the time of the evaluation, the RMT listed 252 social protection projects under implementation during the period 2016-2020, including 77 flagship projects (Figure 12). However, these figures are not consistent with the monitoring performed by Programme management which recorded 143 flagship projects over the same period[86]. Evaluation interviews with programme management, constituents, and donors stressed consistently the importance of monitoring the results of the FP including at impact level as well as the value of this initiative going forward.

Figure 12: Social protection projects under implementation per year. *Source: ILO Results Monitoring Tool, 2021*.
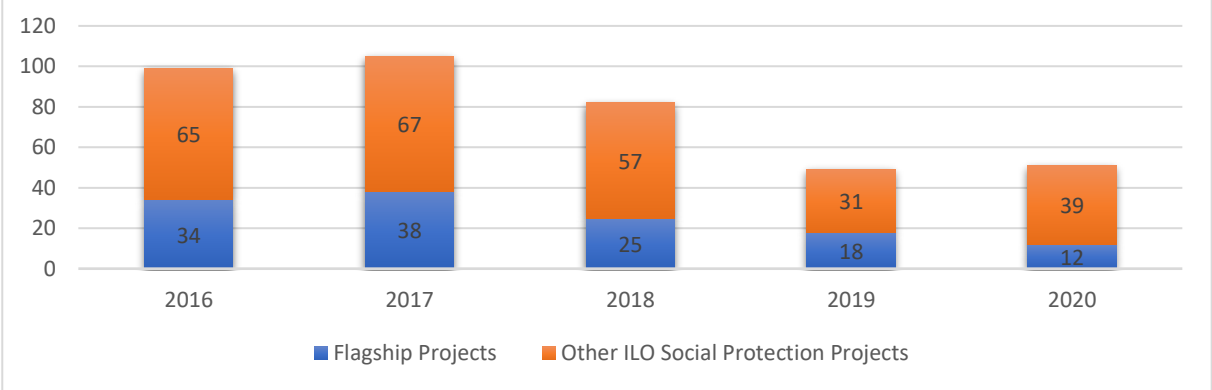
4.3.7. Future areas of support

Several areas of support that would be required in the future cut across regions.

105. The evaluation survey provided some findings on the perceived priorities for the FP going forward[87]. According to a majority of the ILO staff, the top priority should be to provide in-country support to the development of SP systems, followed by the development of strategic partnerships. As for the ILO constituents and partners, the perceived priority is on developing strategic partnerships followed by in-country support. Perceptions differ also slightly on the priority levels assigned to cross-country support and knowledge development. However, these perspectives appear altogether complementary rather than opposed.

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[84] http://www.mopanonline.org/assessments/ilo2015-16/
[85] https://www.social-protection.org/gimi/MonitoringTool.action
[86] As per Excel file: "Project Expenditure Flagship Programme Phase 1."
[87] As noted in the methodology section, these results are representative of the inputs provided by survey respondents and cannot be generalized. Areas that respondents prioritized for future technical support may depend on a number of factors, including capacities currently available, understanding of strategic priorities, etc.

106. Similarly, the survey explored the areas of support that the ILO staff and constituents would require from the FP and Projects in the future. Overall, the ILO staff prioritize *Informal economy*, *Financing of social protection*, and *Unemployment* (Table 6). Cross-tabulations further indicate different levels of prioritization per region. For example, *Disability benefits* is more frequently prioritized by respondents from the Africa region, or *Long-term care* by respondents from Latin America and the Caribbean. The constituents and partners' survey also presents several specificities.

Table 6: Areas of support that would be required from the FP and Projects in the future. *Source: Evaluation survey.*

Area	ILO Staff survey						ILO Constituents and Partners indices
	Overall ILO Staff indices	Africa	Arab States	Asia and the Pacific	Europe and Central Asia	Latin America and the Caribbean	
Informal Economy	4.71	4.83	5.00	4.59	4.64	5.00	4.43
Financing of social protection	4.59	4.75	4.33	4.41	4.73	4.60	5.00
Unemployment	4.30	3.92	5.00	4.44	4.18	4.80	4.50
Health	4.25	4.60	4.33	4.25	4.00	4.00	3.67
Social Dialogue	4.11	4.18	3.33	4.19	4.09	4.00	4.20
Delivery of social protection	4.09	4.18	3.00	4.29	3.80	4.20	4.67
Pensions	4.04	4.09	4.33	3.81	3.90	4.80	4.57
MIS/Digitalisation	3.80	4.18	2.00	3.88	3.40	4.00	3.86
Communication/Culture of SP	3.79	4.00	2.50	4.00	3.36	4.00	4.40
Legal	3.77	3.77	4.00	3.73	3.88	4.00	3.83
Actuarial	3.74	3.89	3.67	3.71	3.70	4.00	3.00
Disability benefits	3.72	4.22	3.50	3.56	3.70	3.40	3.80
Child/family benefits	3.69	4.00	2.50	3.69	3.50	3.80	4.71
Long Term Care	3.64	3.60	3.00	3.31	3.91	4.40	4.43
Work Injury benefits	3.64	3.80	2.50	3.75	3.60	3.40	4.20
Maternity benefits	3.61	3.80	3.00	3.56	3.50	3.80	4.20
Future of Work	3.57	3.50	3.67	3.63	3.45	3.40	4.29
Short Term benefits	3.55	3.80	4.00	3.38	3.50	3.60	3.00
Investment	3.52	4.00	3.67	3.59	3.18	3.40	3.67
Climate Change	3.31	3.30	3.67	3.38	2.80	4.00	3.57

Indices: 5: Top priority; 4: High priority; 3: Moderate priority; 2: Low priority; 1: Not a priority.

4.4. Efficiency

4.4.1. Cost Effectiveness

The Technical Support Facility offers a case example of cost-effective modality installed by the Programme to deliver support.

107. As noted above, the TSF provides a solid case for cost-effective instrument installed by the FP. The TSF was born out from the Actuarial Service Unit (ASU) created in 2014 to provides on-demand actuarial services to the ILO constituents. The department recovers the cost of the services by either charging the social security institutions or specific development cooperation projects. This business model, which combines the expertise of a large pool of external collaborators, for technical work, with the ILO staff, for coordination, supervision and technical clearance, has significantly expanded the ILO's capacity to support constituents.

108. Other measures to ensure cost-effectiveness referred to flagship projects carrying out activities jointly, sharing administrative staff, or benefiting from outputs delivered by one or another project. Examples conveyed include joint work planning in Bangladesh on the Covid-19 response between the EC INTPA and BMZ projects; administrative staff assigned to several projects in West Africa; and fiscal space analysis in Burkina Faso to be carried out under the EC INTPA project and expected to inform the ILO Belgium project (GLO/20/29/BEL). However, the evaluation assessed such arrangements as primarily coming from sound management practices at country level rather than from being specifically designed and induced by the Programme.

4.4.2. Institutional arrangements

The Programme has benefited from being established by the ILO's Director General with institutional support from DDG/P and PARDEV. There is room to strengthen the institutional support provided to the Programme with guidance and resources.

109. The nature, objectives, selection criteria of these programmes as well as the linkages between programmes and with relevant international labour standards, the 2016-17 P&B outcomes, and the SDG framework were presented to the Governing Body in 2015[88]. Paragraph 32 of the note to the GB mentioned that "*For each of the flagship programmes the Office is developing detailed, results-based programme documents grounded in a sound diagnosis, theory of change and strategy, in line with the guidance provided by the Development Cooperation Internal Governance Manual. The implementation modalities, reporting requirements as well as monitoring and evaluation for each flagship programme will be described in the respective programme documents. Constituents will be consulted on the ongoing development and updating of these programmes.*" The evaluation consulted a draft PRODOC[89] of the Programme but did not find evidence of its finalization (i.e. the programme strategy and the PRODOC have different conceptual and results frameworks) and implementation, and most notably of a monitoring of its comprehensive results framework.

110. At first, coordination of the five FPs involved bi-annual plenary meetings organized by DDG/P. Over time, meetings have convened some of the FPs only, depending on the agenda and availability of participants. Informants from several FPs indicated that limited strategic guidance and institutional support have been provided to advise the design and operationalization of the programmes. For example, guidelines for the establishment of the GTAC were communicated in 2019, while FPs were announced in 2015. A one-pager form has been created to help selecting projects under the FP, but criteria are rather succinct (and many informants do not know what flagship projects are). As noted earlier, the FP has produced annual progress reports, but this does not come from an institutional requirement. Informants across FPs were unclear if progress reports should be produced annually or rather every other year. Similarly, FPs are not in the scope of the ILO's evaluation policy and informants across FPs were unclear if evaluations of the programmes were ultimately required.

111. Informants across FPs also highlighted that this initiative has increased the amount of work without being counterbalanced by additional resources and posts (see next section). The development of the Results Monitoring Tool was mentioned an initiative sub-contracted to an external consultant but not being integrated in the INFOTEC workplan. Informants reported that institutional support to FPs was well appreciated and could be increased. More anecdotical, one informant shared the example of the home page of the ILO website that leads to a brochure presenting the FPs under the previous P&B, which was found deserving an update[90].

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[88] ILO. 2015c. *op. cit.*
[89] ILO. 2016d. *op. cit*.
[90] https://www.ilo.org/global/about-the-ilo/WCMS_628674/lang--en/index.htm

4.4.3. Programme Governance and Management

The Programme has installed a governance structure that allows constituents and partners to inform implementation. Management arrangements and operations confront limited resources.

112. The Flagship Programme has installed a Management Group (MG) for Flagship programme projects managed at HQ and in the field. The Management Group has the responsibilities of overall management and staffing, programming and M&E, fundraising and partnerships, communication and capacity development, coordination of country operations, and coordination of knowledge development. The Management Group was referred playing an important consolidation and coordination role. It keeps track of the development and results of all projects, it consolidates results and impact, and it manages the relations with other ILO departments and external partners. The Management Group has a loose structure and informants acknowledged that its organization could be improved. When designing and budgeting the Programme, the team assessed that staffing requirements for the Management Group would be: 60% of a D1, 1.5 P4, 6.5 P2, plus staffing for the monitoring of country operations. The Management Group is staffed with 8 professionals supporting the FP on a part time basis. This comes below the original projection and was not found adequate especially as the Programme is reaching a larger number of countries.

113. Informants at HQ referred consistently to inadequate staffing for programme management and coordination related functions such as partnerships, communications, knowledge management, and reporting. The flagship programme was established without the ILO dedicating specific capacity to this initiative. Over the years, support has been expanded from 21 to more than 50 countries with a significant growth of the GTT (Table 7). The Programme has also been innovative with products and services requiring notable maintenance efforts to remain up to date, such as the Results Monitoring Tool, the Digital Map providing key information on 45 countries, or the GTT "who's who".
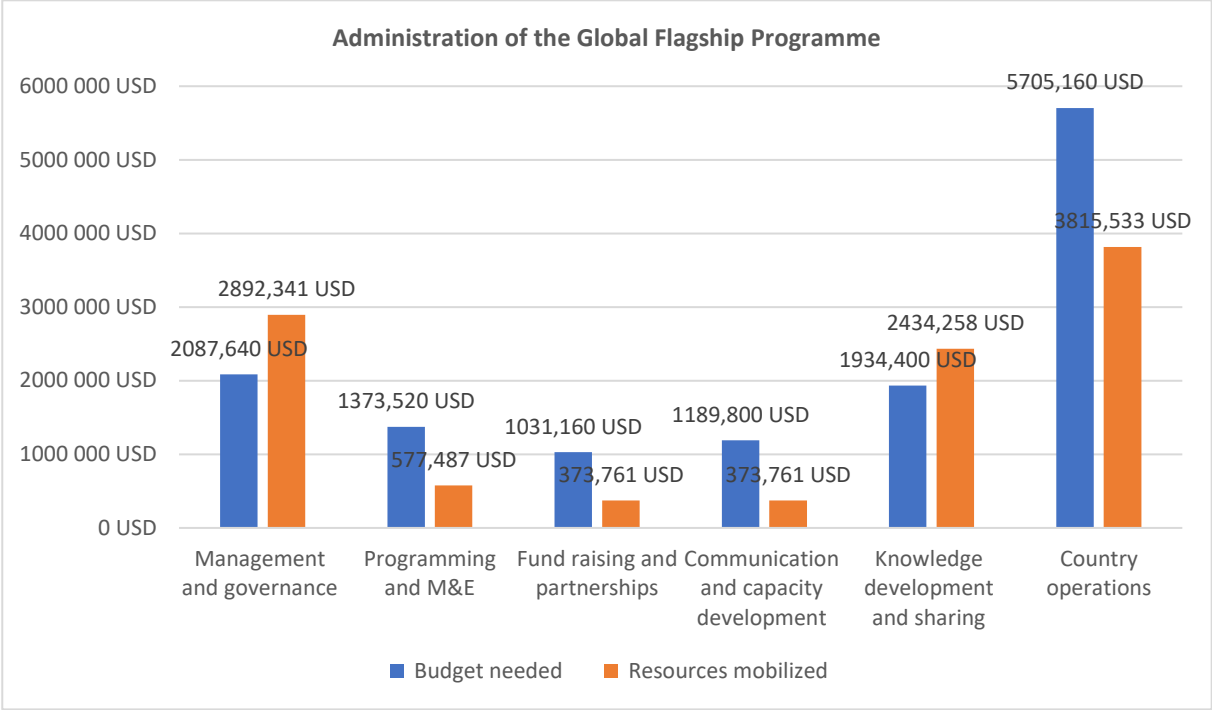
Table 7: Staffing of the ILO's social protection programmes. *Sources: Evaluation of social protection, 2017; and SOCPRO, 2021.*

Staffing	2016-2017	2020-2021
HQ staff core positions (RB) SOCPRO	22.5	22
HQ staff TC positions working on the FP	None reported	17
Field staff core positions (RB) SOCPRO	13	14
GTT members (RB) working on SP	31	32
GTT members (TC) working on SP	32	108
Total positions working on SP	**98.5**	**193**

114. Programme management has strived to compensate for the additional work generated by the FP by relying on short term staffing. However, informants referred to the challenge of sustaining FP's products and services in the context of a significant turnover. Staffing constraints were recognized by constituents and external partners who highlighted for example that the GBN and the workers' network were not supported by sufficient capacities and therefore did not deliver at country level the added value expected by the FP and constituents. Informants stressed that an additional RB position or a top-up fee charged to flagship projects should be considered as means to ensure more adequate management and coordination of the FP.

115. The budget for the administration of the FP was originally estimated to be USD 13.3 million. Resources effectively mobilized and attributed to programme administration reached USD 10.4 million, with 52% provided by the Regular Budget. Administrative costs went first to support country operations, followed by programme management and governance (Figure 13).

Figure 13: Resources planned and mobilized for the administration of the Programme. *Source SOCPRO, 2021.*

Administration of the Global Flagship Programme

	Budget needed	Resources mobilized
Management and governance	2087,640 USD	2892,341 USD
Programming and M&E	1373,520 USD	577,487 USD
Fund raising and partnerships	1031,160 USD	373,761 USD
Communication and capacity development	1189,800 USD	373,761 USD
Knowledge development and sharing	1934,400 USD	2434,258 USD
Country operations	5705,160 USD	3815,533 USD

116. Two high level committees were formed to provide guidance to the FP's Management Group.

- The Global Tripartite Advisory Committee is composed of beneficiary and donor government representatives, and workers and employers' representatives. It provides guidance on the strategy and implementation of the Programme. The GTAC has met twice, in 2019 and 2021.

- The Donors and Partners Group is a consultative forum to discuss the Global Programme's orientations. The Group also reviews the Programme's achievements and supports resource mobilization. It is composed of representatives of donor countries, private donors, foundations, members of the GBN for Social Protection Floors and the Social Protection, Freedom and Justice for Workers Network, and government representatives that contribute financially to the Programme. The DP has met every year since the inception of the Programme (except in 2020).

117. These meetings have produced quality reports. The evaluation interviewed members of the GTAC who commended the annual consultations as a modality to receive updates about the progress of the FP and to convey perspectives informing the strategy and implementation of the Programme. Involvement of national constituents in programme implementation at country level was found deserving to be strengthened. Informants also indicated that more regular updates on the progresses of the FP such as in the form of a quarterly 2-pager presenting impact level results would be beneficial.

4.5. Impact

4.5.1. Programme Outcomes

There is evidence that the Programme has contributed to improve the social protection situation for millions of people. However, impact monitoring is very partial and there is no evidence that the Programme reached its objectives in terms of impact.

118.   The evaluation could not assess if the impact objectives of the Programme were achieved. Flagship projects' PRODOCs do not necessarily include a results-framework with impact level indicators. In addition, less than half of the flagship projects have used the Results Monitoring Tool to report achievements. Data on social protection strategies, policies and laws and their impact is also lacking in some countries. The latest "*World Social Protection Report*" for example shows that in 2017, 13 out of the 21 FP's priority countries did not have data on the percentage of population covered in at least one area of social protection, preventing the Programme from getting a robust baseline. Accordingly there is only partial evidence of the impact of the FP, as compiled from the annual progress reports, the evaluation survey, and the case studies (Table 8, Box 3).

Box 3: Increased social protection coverage in Cambodia

The flagship programme has been assisting the Royal Government of Cambodia during this first phase with concrete achievements basically on legal framework and operational capacities. The ILO has also garnered support from development partners (UN Agencies, EU-SPS, AFD, ILO-Korea funding support, UNICEF, GIZ, Auchan Foundation "Weave Our Future") to trigger such significant changes in new trajectory of the social protection in Cambodia. The sub-decree on the establishment of the National Social Security Fund's (NSSF) social health insurance was endorsed by the Prime Minister in March 2016 and officially launched on 1 May 2016 in consultation with workers' and employers' representatives. In addition to health insurance, maternity and sick leave benefits were also introduced. The National Social Protection Framework 2016-2025 was approved by the Council of Ministers on 24 March 2017 and launched by the Prime Minister in July 2017.

The ILO has been providing technical support including assessments concerning governance and investment policies as well as providing legal support. The ILO has conducted a nationwide survey of workers, including industries with a high prevalence of informality, to gauge awareness of and attitudes toward social protection. Based upon this evidence, the Government has been developing tailor-made solutions to gradually extend coverage of NSFF benefits to priority sectors of the informal economy in urgent need of social protection, such as domestic workers and tuk tuk drivers. The ILO support has contributed to the draft law on social security which was adopted by the Kingdom of Cambodia on 5th November 2019. This new law covers public sector employees, persons defined by the provision of the labour law including personnel serving in the air and maritime transportation and household servants; and the self-employed (voluntary basis). Moreover, the ILO provided training to the Government on the Monitoring and Evaluation for social protection in line with SDG 1.3 and in the production of communication tools to support the education and awareness campaigns on social protection, and on-going development of the administration modernization plan for the NSSF.

The health insurance, maternity, and sickness branch of NSSF that started its operations in 2016 has extended coverage to 2.1 million workers in the formal private sector in 2020. The coverage for the public sector was launched in 2018 and reached 428,582 workers in 2020.

Table 8: Quantitative reporting to the Programme of impact-level results. *Source: SOCPRO Team, 2021.*

Countries[91]	Impact-level reporting to the FP
Cabo Verde	The adequacy of social pension has been improved. The benefit level has increased by 20% in 2019. The annual plafond dedicated to buy medicines in private pharmacies was also increased by 50%. Cash transfer for poor families was implemented in 2017 with 1,355 beneficiaries, increased to 1,446 in 2019 (28,297 in 2020 due to COVID-19). Benefit for immigrants in the diaspora was implemented in 2019 with 1,270 beneficiaries.
Cambodia	The health insurance, maternity, and sickness branch of NSSF that started its operations in 2016 has extended coverage to 2.1 million workers in the formal private sector in 2020. The coverage for the public sector was launched in 2018 and reached 428,582 workers in 2020.

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[91] The evaluation could find evidence of a reporting on the number of people impacted in Honduras, India, Indonesia, Kyrgyzstan, Lao PDR, Myanmar, Niger, OPT, Paraguay, Senegal, Zambia.

Cameroon	The extension of social insurance coverage to workers in the informal and rural economy has increased affiliation from 85,000 in 2016 to over 135,000 in 2019.
El Salvador	Social security coverage has been extended to dependents of workers between the age of 12 and 18. The measure will be effective from 2020 and will increase coverage by about 75,000 people.
Malawi	A pension scheme is to be rolled out to support over 600,000 people aged 65 and above.
Mozambique	Beneficiaries covered by the basic programmes increased from 183,000 households in 2008 to 608,724 in 2020.
Pakistan	The Provincial Employees' Social Security Institutions reported a total of 1,928,838 workers registered with them until April 2021 – an increase of 215,664 workers. The Employees' Old-Age Benefits Institution reported an increase of 997 enterprises registering with them until March 2021, with an additional 139,937 persons insured. A specific campaign in Punjab targeting domestic workers led to the registration of 29,744 domestic workers.
Timor-Leste	Since the start of the implementation of the new social security system in 2017, there were 87,759 workers and 2,846 employers registered in the contributory general regime in 2020, with benefits for old age, death, disability, maternity/paternity.
Togo	The Government aims to ensure that, by 2022, more than 50,000 persons in the informal sector, women in particular, receive social insurance benefits.
Viet Nam	The Government adopted a Master Plan on Social Assistance Reform in 2017. Coverage is expected to increase from 3% of the population in 2016 to 4% by 2020, covering an additional 955,400 persons.

119.   The evaluation surveys show also that respondents largely agree that the Flagship Programme & Projects have increased national support for rights-based social protection (Figure 14).

Figure 14: Contribution of the Programme to social protection. *Source: Evaluation survey*.
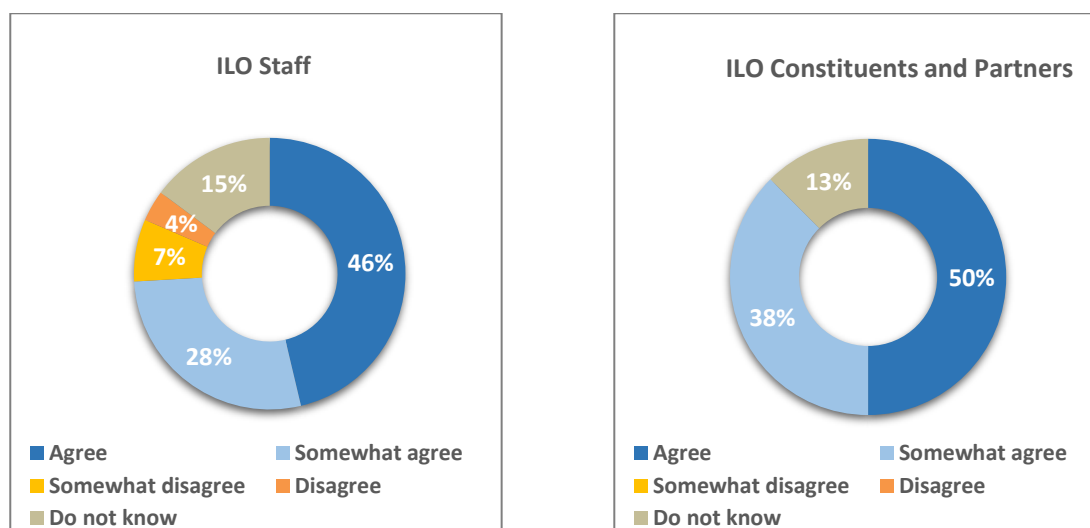
The Flagship Programme & Projects have increased national support for rights-based social protection

120.   The evaluation could not precisely assess the extent to which the Programme has contributed to stir other changes in priority and other countries. For example, eight countries[92] have ratified (additional) parts of the Convention 102 on minimum standards of social protection since 2016. However, the evaluation was not in a position to assess the extent to which the FP had supported these ratifications. In this respect, it should be noted that the vast majority of Flagship Programme Countries have not yet ratified Convention 102. Similarly, within the 21 priority countries of the

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[92] Countries that have ratified (additional) parts of C.102 between 2016 to 2020 include Argentina, Benin, Bulgaria, Cabo Verde, Dominican Republic, Morocco, Ukraine, and Russian Federation.

Programme, eight presented data on the percentage of the population covered in at least one area of social protection in the latest "*World Social Protection Report*". Among those, five show an increase in social protection coverage[93] and two countries are still reported at the same level as in 2017, while one country regressed. However, the methodology of the evaluation could not allow to assess the level of contribution of the Programme to these development outcomes.

4.5.2. Programme Visibility

The Programme has contributed to improve the positioning of the ILO on social protection despite confronting a significant lack of visibility.

121. The development of the visibility of the FP has relied on different instruments. A webpage has been created for the flagship programme, giving access to a range of information and resources. From the onset, opportunity documents were developed with a common template calling to mobilise resources to support the FP's 21 priority countries as well as 14 target groups, and 7 tools. These documents involved significant efforts to systematize knowledge. The strategy and the annual progress reports were additional products that have contributed to the visibility of the Programme. The meetings of the GTAC and Donors and Partners Group are other channels through which the FP communicates. As noted earlier, the FP was presented at international meetings of the SPIAC-B and USP2030. For example, the webpage promoting the Global Social Protection Week in 2019[94] presents products developed by the FP. The FP also developed visual and infographic materials. Internally, the FP has organized webinars with GTT members, including to deliver trainings on the Results Monitoring Tool. Several informants indicated that the FP has helped the ILO to communicate on social protection. Branding was referred improved but primarily at global level and with a narrow number of strategic partners, i.e. some donors, several governments (e.g. Qatar, Algeria, China, etc.), UN partners (e.g. UN SDG Fund), and IFIs (e.g. World Bank). The evaluation survey also found that the FP has contributed overall to building a specific identity or brand for the ILO on social protection (figure 15).

Figure 15: Branding and visibility of the Flagship Programme. *Source: Evaluation survey.*
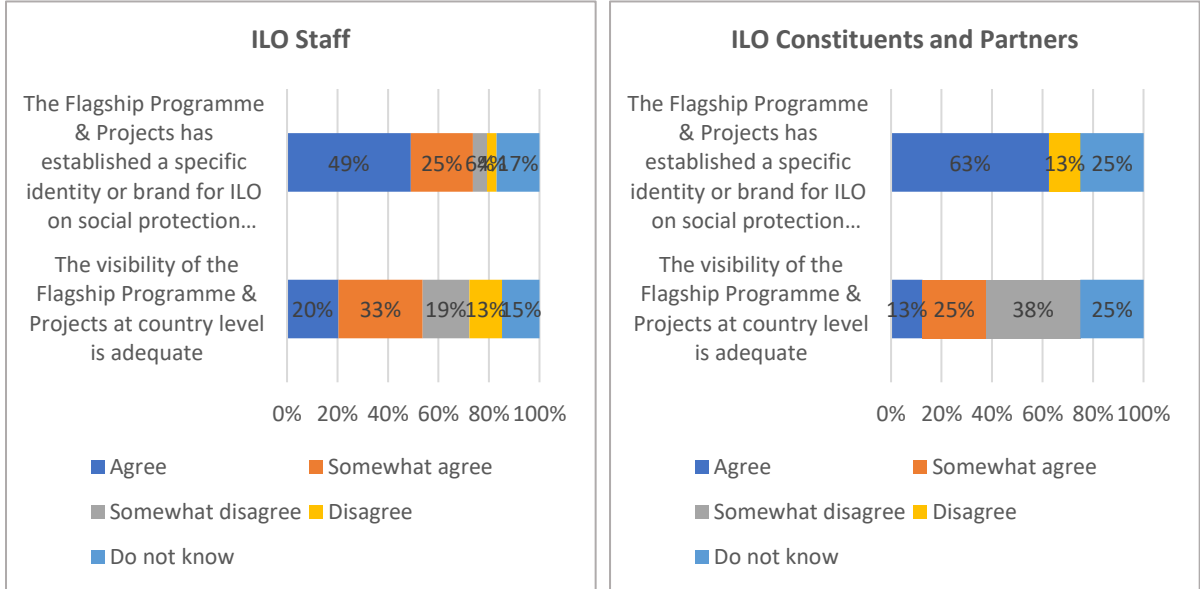
122. Interviewees mentioned that a draft communication strategy for the FP had started to be implemented but was parked due to staff movements. The FP's communication has not specifically

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supported and coordinated but blended in SOCPRO's communication activities, which were not permanently staffed. Beyond a small number of key partners, the visibility of the FP remains extremely low. The vast majority of evaluation informants did not know what the approach and scope of the FP were, and many informants had never heard about it. In several countries, GTT members discovered the FP and so-called of "flagship projects" with the evaluation. Similarly, case studies show that there is no visibility of the FP at country level. According to country staff, the FP's communication needs a major uplift. Furthermore, stronger outreach and communication efforts on SPF are also needed, including by providing communication tools that can be used with national partners. As mentioned earlier, SPF is a reform that takes time and requires sustained communication.

4.5.3. Constraints

A factor frequently reported as having constrained the Programme in achieving results is the shallow interface between the Programme and Flagship Projects.

123. The evaluation performed a quantitative coding of the staff and constituents' survey responses pointing out key factors that constrained the achievement of the Flagship Programme & Projects' intended results. The area to which the highest number of responses relates is the *Interface with the Flagship Programme as well as between Flagship Projects*. Inputs provided by survey respondents include for example "*Thematic interface between country offices and SOCPRO should be better arranged (clarity on availability of thematic experts, more effective internal knowledge management, well-structured thematic clusters)*"; "*The lack of clarity of the technical cooperation project teams on the relation between them and the Flagship Programme*"; or "*Still stronger HQ-Field / Field-HQ connect needed.*"

Figure 16: Key factors that constrained achieving the Programme's intended results. *Source: Evaluation survey.*
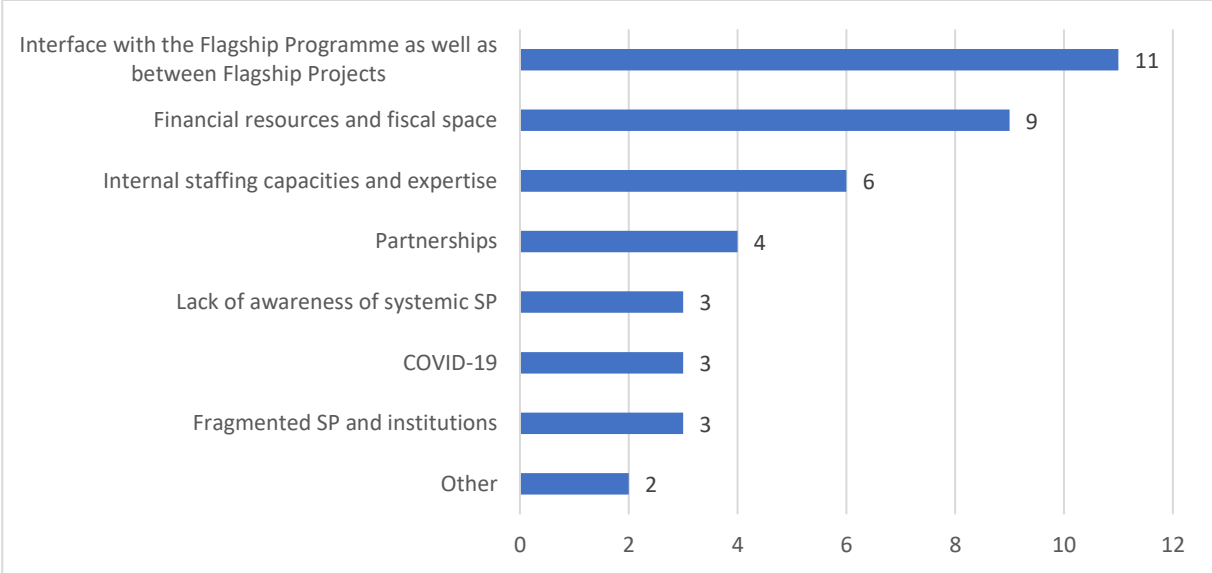
124. The second type of factor most frequently conveyed relates to resource mobilisation as well as fiscal space for SP, such as "*Constraints in leveraging additional resources and partnerships at country level*" or "*Fiscal space at country levels*". A third area covers internal capacities with "*Lack of human resources*".

125. The survey, interviews, and case studies indicated that insufficient staffing was a constraint perceived across the entire programme but more vividly at country level. Country informants pointed out the limited number of the ILO staff working on social protection in comparison to other UN partners and IFIs in the country, but also limited staffing at regional and global levels to provide support, e.g. "*More and better support from the technical team in Geneva is needed*".

4.6. Sustainability

4.6.1. Sustainability of Outcomes

**There is significant evidence that the Programme has contributed to achieving sustainable outcomes.**

126.   The evaluation found significant evidence of sustainable outcomes. Results owe largely to the FP's conceptual approach which builds on country ownership and on a three-step approach aiming for sustainability by spelling out as *intended* results the *adoption* of strategies, policies, and legal frameworks, and their operationalization. Box 4 provides a highlight of the national strategies adopted by national partners and legislative acts that were passed with support of the Programme.

Box 4: Highlights of the strategies and laws adopted with support of the programme

1. **Cabo Verde**, 2018: Regulatory law establishing the Single Social Registry.
2. **Cabo Verde**, 2019: Social Security (Minimum Standards) Convention, 1952 (No. 102) approved by the National Assembly.
3. **Cambodia**, 2016: Sub-Decree on the establishment of the Social Health Insurance endorsed by the Prime Minister.
4. **Cambodia**, 2017: National Social Protection Framework 2016-2025 approved by the Council of Ministers and launched by the Prime Minister.
5. **Cambodia**, 2019: Law on social security adopted.
6. **Cameroon**, 2018: National Strategy for Social Protection adopted by the Government.
7. **Cameroon**, 2019: Characteristics of the national universal coverage system approved by the National Committee.
8. **El Salvador**, 2017: Régimen de Salvadoreños en el Exterior (SALVEX) approved by the tripartite board of directors of the Salvadorian institute of social security.
9. **India**, 2016: Maternity Benefit (Amendment) Bill passed raising maternity leave for women from 12 to 26 weeks.
10. **India**, 2018: National policy framework on TB-HIV in the world of work adopted, with social protection linkages.
11. **Indonesia**, 2018: Ministerial Decree (No. 18/2018) on Social Security for Migrant Workers issued.
12. **Indonesia**, 2020: Law concerning Job Creation signed by the President, establishing inter alia an unemployment benefit scheme.
13. **Kyrgyzstan**, 2018: Government decrees revising the state pension scheme.
14. **Lao PDR**, 2019: Adoption of the Health Insurance Law.
15. **Lao PDR**, 2020: National Social Protection Strategy adopted.
16. **Malawi**, 2018: Malawi National Social Support Programme (MNSSP II) adopted and launched.
17. **Malawi**, 2019: Universal Social Old Age Pension Bill passed.
18. **Mozambique**, 2016: Law regulating the payment of the social security contributions by independent workers approved by the Council of Ministers.
19. **Mozambique**, 2016**:** National Strategy for Basic Social Security (ENSSB-II) 2016-24 approved by the Council of Ministers.
20. **Niger**, 2019: Social security legal framework consolidated into a unique code.
21. **OPT**, 2016: Social Security Law and its revision adopted.
22. **Pakistan**, 2016: National Social Protection Framework adopted by the Technical Advisory Committee.
23. **Pakistan**, 2019: National Poverty Alleviation policy framework launched.
24. **Timor-Leste**, 2016: Law of the Contributory Regime of the Social Security passed by the Parliament.
25. **Timor-Leste**, 2017: General Social Security Law (Law12/2016) approved by the Parliament.
26. **Viet Nam**, 2017: Master Plan on Social Assistance Reform (MPSAR) (2016-2025) adopted by the Government.
27. **Zambia**, 2017: Integrated Framework for Basic Social Protection Programmes (IFBSPP) launched.

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127.   The sustainability of flagship projects was found variable. Resource partners consulted by the evaluation shared strong support for the Programme and flagship projects, but informants and case studies indicate that there is a lack of stability and predictability in resources availed to countries for flagship projects. The Joint Programmes on social protection supported by the UN SDG Fund for example will end in 2021. The mid-term review of the portfolio recommended to Joint Programmes to elaborate sustainability strategies to prepare for non-extension of funding. However, evaluation informants in Cambodia and Nigeria were unclear about the sustainability of the Joint Programmes and the extent to which the FP would successfully engage in mobilizing new resources to sustain these initiatives. According to the evaluation survey, there is moderate agreement that the Flagship Programme has facilitated or strengthened the sustainability of individual projects (Figure 17). Evaluation interviews indicate that the contribution of the FP to the sustainability of national projects in particular is perceived to be limited (compared to regional and global projects).

Figure 17: Sustainability of Flagship projects. *Source: Evaluation survey.*
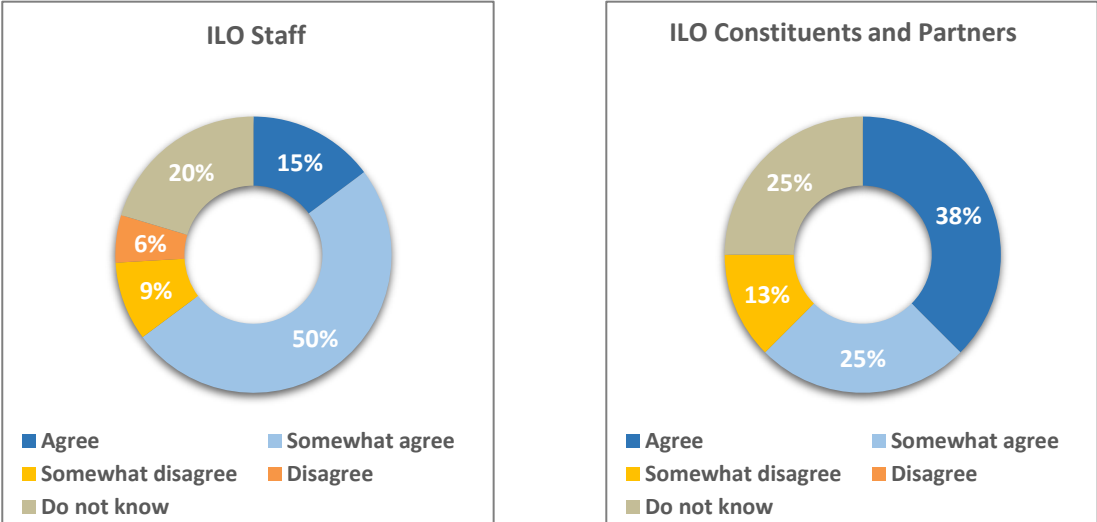
The Flagship Programme has facilitated or strengthened the sustainability of individual projects.

4.6.2.   Social Dialogue

The Programme has contributed to strengthen social dialogue at national level. However, there is evidence of constituents calling for being more strongly involved in social protection reforms and for benefiting from capacity development to contribute to the social dialogue. There is also room for the Programme to contribute enhancing social dialogue on social protection at regional and global levels.

128.   Informants and survey respondents stressed the importance of social dialogue in establishing social protection floors, including to build consensus on financing mechanisms. The flagship programme has promoted since 2016 the implementation of Assessment Based National Dialogues. ABND were implemented in countries such as Tajikistan, Pakistan, Senegal (Box 5), Ecuador, Mozambique, Mongolia, Cabo Verde, Guinea Bissau. Previous evaluations found the ABND an effective driving force to enhance participatory multi-stakeholder national dialogue to determine the main national priorities on social protection for a mid/long-term perspective[95]. The evaluation case study in Mozambique shows that social partners are appreciative of their involvement in the design of social

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[95] ILO. 2018b. *Increased capacities of constituents in governing social security in line with International Labour Standards, with particular focus on Convention No. 102 and Recommendation no. 202 – Final internal evaluation. Evaluation Summary*. Evaluation Office. Geneva.

protection projects, acknowledging that the search for a consensus between constituents had been a constant and that the approach was constructive and aimed to empowering the sector.

129.   According to informants in the Europe and Central Asia region, the FP has also made a difference in raising awareness among constituents including governments on the interconnectedness of different topics and the need to work together between different ministries. The FP has spurred discussions to address informality, lack of insurance, social contribution. Involvement of UN partners in national dialogues has also raised awareness among UN agencies about the Convention 102 and Recommendation 202. However several staff mentioned that the ILO had small offices in countries and that its normative mandate was not well recognized.

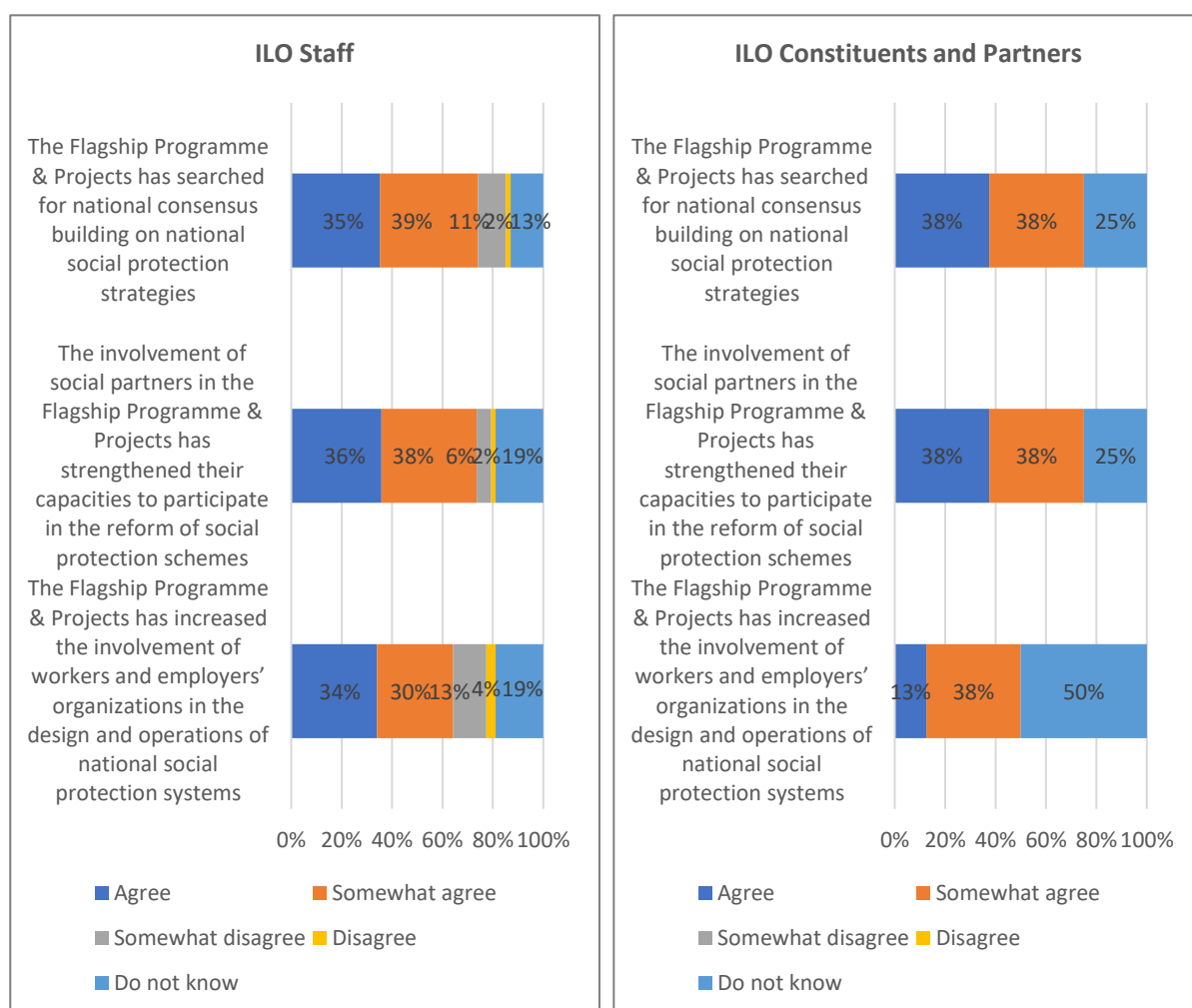**Box 5: National dialogue process in Senegal**

In 2019 the ILO has supported the Government and key actors of the sector to complete an overall review and evaluation of the social protection system. The review process involved a national dialogue (*processus de dialogue national*). The project established a Technical Monitoring and Support Committee for the comprehensive review of the social protection system (TCAS) comprising 35 members, including government, social partners, and civil society. Furthermore, ILO is leading the technical and financial partners' Thematic group on social protection in the country, which includes UNICEF, FAO, WFP, EU, and the World Bank. The social protection group contributes to increasing synergies between UN partners as well as communications with the World Bank.

The review was also informed by a Rapid Assessment Protocol and developed options for social protection in Senegal. The review also contributed to strengthening the monitoring and evaluation system of the national social protection strategy, supporting therefore the implementation of the Chapter IV - Monitoring of the Recommendation No. 202, 2012.

Evaluation informants found that flagships projects have strengthened collaboration between tripartite actors (Government, unions, and employers). Social dialogue participates in the recognition of a shared responsibility towards the sustainability of social protection programmes. Furthermore, social dialogue and collaboration, including through flagship projects, are reported contributing to harmonizing actions at national level. Flagship projects are also referred strengthening inter-ministerial communication between policy makers as well as between specialists and technicians of social protection. Social protection remains fragmented in Senegal across several ministries that have tried to put in place a coherent system to ensure coordination. The social protection group is in the process of mapping social protection floors programmes with the objective of contributing to improve inter-ministerial coordination.

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130.   The evaluation also collected some nuanced perspectives about the effectiveness of the FP in strengthening social dialogue. Several informants indicated that social dialogue was first and foremost a characteristic of the ILO and that the specific contribution of the flagship programme on the matter was difficult to gauge. Furthermore, in a few countries, workers organizations consulted by the evaluation indicated expecting to be more strongly involved in the design and/or implementation of flagship projects as well as to be more actively supported by the ILO projects on improving their ability to debate with the government and employers on social protection issues. The evaluation survey returned overall a positive assessment of the contribution of the FP to tripartite social dialogue but with a slightly lower level of agreement regarding the extent to which the Programme has increased the involvement of workers' and employers' organizations in the design and operations of national social protection systems (Figure 18).

Figure 18: Social dialogue. *Source: Evaluation survey.*

ILO Staff

The Flagship Programme & Projects has searched for national consensus building on national social protection strategies: 35% | 39% | 11% | 2% | 13%

The involvement of social partners in the Flagship Programme & Projects has strengthened their capacities to participate in the reform of social protection schemes: 36% | 38% | 6% | 2% | 19%

The Flagship Programme & Projects has increased the involvement of workers and employers' organizations in the design and operations of national social protection systems: 34% | 30% | 13% | 4% | 19%

Agree / Somewhat agree / Somewhat disagree / Disagree / Do not know

ILO Constituents and Partners

The Flagship Programme & Projects has searched for national consensus building on national social protection strategies: 38% | 38% | 25%

The involvement of social partners in the Flagship Programme & Projects has strengthened their capacities to participate in the reform of social protection schemes: 38% | 38% | 25%

The Flagship Programme & Projects has increased the involvement of workers and employers' organizations in the design and operations of national social protection systems: 13% | 38% | 50%

Agree / Somewhat agree / Somewhat disagree / Disagree / Do not know

4.6.3. Resource Mobilisation

The Programme has been highly successful in mobilizing resources to support priority as well as other countries. However, the sustainability of some allocations is uncertain.

131.   The Programme was launched with a budget estimates of USD 61 million for the period 2016-2020. The ILO planned to utilize its technical expertise and its own resources to fund the Programme under the framework of the ILO's Programme and Budget Outcome 3. Additional Technical Cooperation (TC) funds were needed, with a resource gap estimated to be USD50 million over the five years. The ILO's ambition was to mobilize at least 2 million USD per country and 400,000 USD per thematic area and partnership: Priority branches of social security (health, unemployment, etc.), Priority groups (informal economy, migrants, etc.), Methodologies and tools to support countries (ABND, financing, etc.), Networks (UN, GBN, workers network, South-South). Budget estimates slightly evolved over time (Table 9). Resources mobilized went beyond the estimates, although the amounts were unevenly distributed (with some areas of work that have not been financed).

Table 9: Budget estimates for the Programme. *Source: SOCPRO, 2021.*

Total budget (2016-20)	As per 2016 estimates	As per 2017 estimates	As per 2018 estimates
In-country support to 21 countries	USD 44 million	USD 48.3 million	USD 48.3 million
Cross-country policy advice	USD 12 million	USD 10.7 million	USD 11.9 million
Support unit	USD 5 million	USD 5.7 million	USD 5.7 million
Total budget	USD 61 million	USD 64.7 million	USD 65.9 million

132.   According to SOCPRO records, the Programme mobilized more than USD 100 million as of April 2021, primarily from traditional donors and UN joint funds (Figure 19). In addition, the ILO has contributed to the Programme through the Regular Budget (RB/RBTC) for about USD 5.7 million and the RBSA for USD 3.74 million. Programme resources were channelled in priority to the 21 selected Programme countries (Figure 20). The Programme was reported innovative also on resource mobilization, for example by launching a global appeal for voluntary donations by private households to support social protection floors through the ILO/King Baudouin Foundation Social Protection Floors fund. Other notable achievements include mobilizing support for social protection from "non-traditional" development partners such as Algeria, China, Kuwait, and Qatar, and from the private sector with UNIQLO, and Auchan.

Figure 19: Resources mobilized by the Programme. *Source: SOCPRO, 2021.*
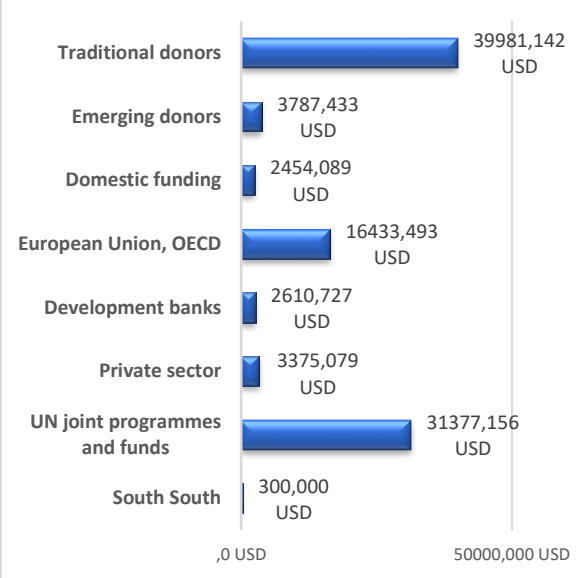
Figure 20: Resources allocated by the Programme. *Source: SOCPRO, 2021.*

133.   The Programme has formed a significant proportion of the global resources mobilized by the ILO for social protection over the past biennia (Figure 21). It also contributed to increasing the proportion of funding allocated to social protection in the ILO's overall extrabudgetary resources (Figure 22).

Figure 21: ILO Strategic Framework, Total Resources (in USD million). *Source: ILO P&B, 2021.*

Figure 22: Percentage of the ILO's Social Protection Budget in Regular and Extrabudgetary Resources. *Source: ILO P&B, 2021.*
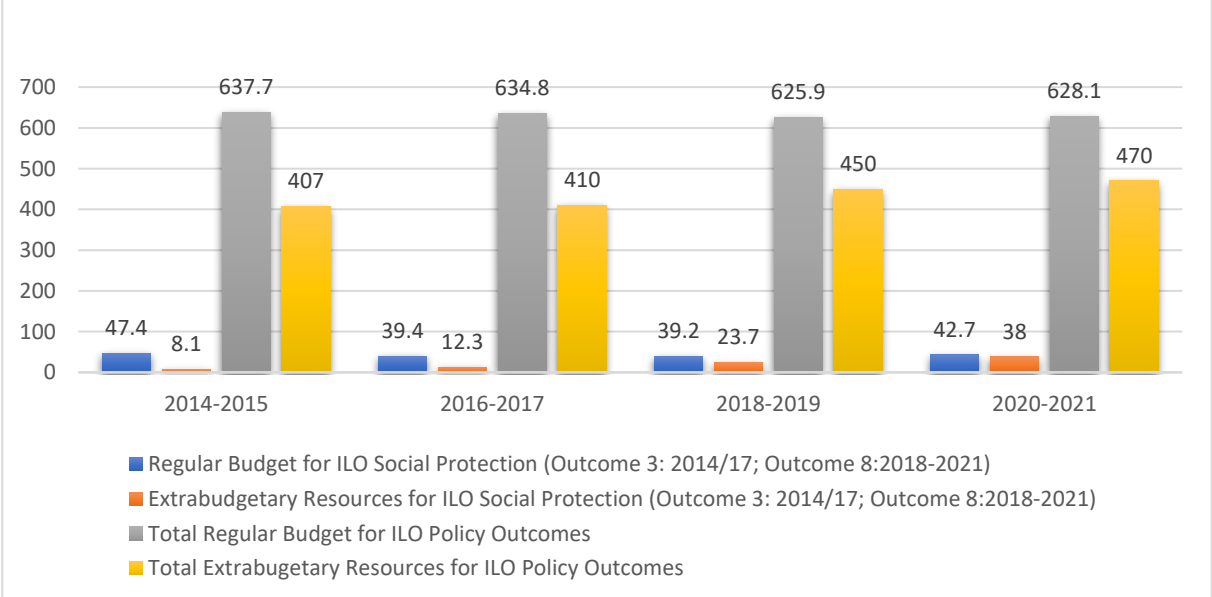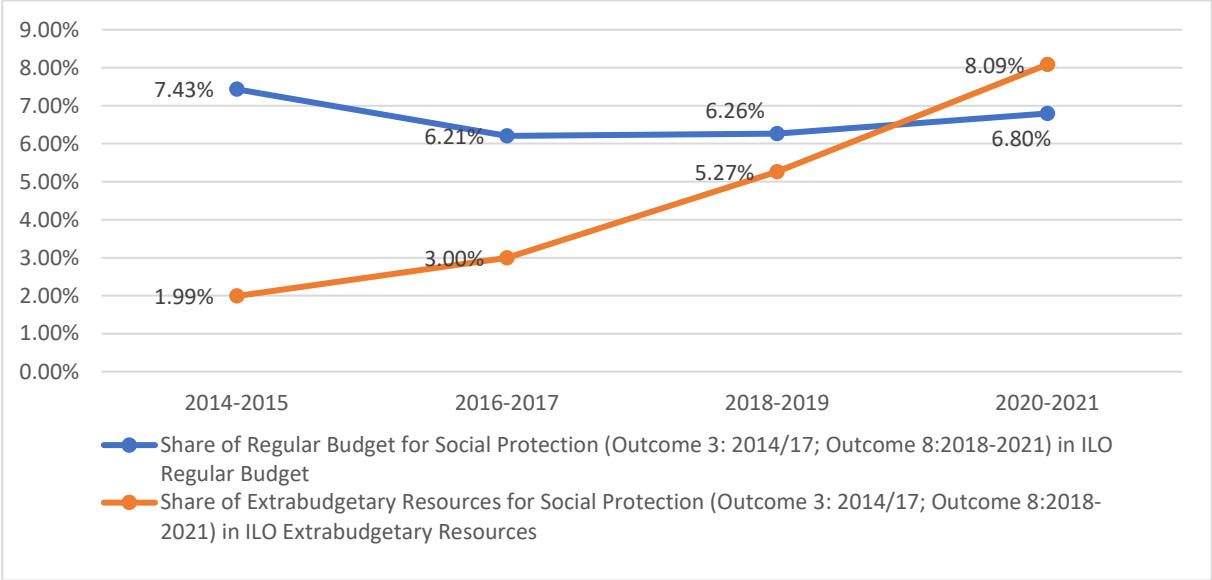

Chart showing percentage values from 2014-2015 to 2020-2021.
- Share of Regular Budget for Social Protection (Outcome 3: 2014/17; Outcome 8:2018-2021) in ILO Regular Budget: 7.43%, 6.21%, 6.26%, 6.80%
- Share of Extrabudgetary Resources for Social Protection (Outcome 3: 2014/17; Outcome 8:2018-2021) in ILO Extrabudgetary Resources: 1.99%, 3.00%, 5.27%, 8.09%

134. The creation of a multi-partner trust fund (MPTF) was considered at the start of the Programme[96] to enhance the effectiveness of resource mobilization and efficiency of its management. However, this did not materialize. Evaluation informants stressed that a multi-partner funding mechanism would improve strategic and financial planning and management. A multi-donor programme modality (MUL) such as the one established with the BMZ programme was highlighted as an effective modality going forward.

135. On another note, a Global Financing Mechanism for social protection was referred under consideration with the objective to Set up, Sustain and Safeguard social protection systems including floors. In this framework, the focus of the FP would be on supporting countries to set up floors; a matching fund would support selected countries' efforts to increase the fiscal space for social protection; and a third resilience component would protect (or safeguard) social protection systems against the consequences of shocks (climate, economic, etc.) on their financial sustainability. The conclusions of the 109th International Labour Conference indicate that the ILO should, inter alia, "[…] initiate and engage in discussions on concrete proposals for a new international financing mechanism, such as a Global Social Protection Fund, which could complement and support domestic resource mobilization efforts in order to achieve universal social protection"[97]. This promising development, if operationalized, would expand the sustainability of the Programme outcomes.

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[96] https://www.social-protection.org/gimi/gess/europa.eu/rapid/Flagship.action
[97] https://www.ilo.org/ilc/ILCSessions/109/reports/texts-adopted/WCMS_806099/lang--en/index.htm

5. CONCLUSIONS, LESSONS LEARNED, AND EMERGING GOOD PRACTICES

5.1. Conclusions

Relevance:

136.   The Programme strategy provides the ILO with a relevant modality to support countries in adopting Convention 102 and implementing Recommendation 202. The Programme was developed after broad consultations with the ILO's staff and constituents and partners. The conceptual design formalized and bound dispersed approaches into a cohesive and relevant framework. The four pillars and three-step approach are applicable to different country contexts and have accommodated evolving needs and situations. The strategy is relevant to support the achievements of the SDGs (in particular SDG 1.3). Pillar 1 of the Programme links with and contributes to the realization of the ILO's Policy Outcome 8 (and previously Outcome 3). The Programme lacks a detailed theory of change and a comprehensive results framework linking to the SDGs and presenting disaggregated data and encompassing the global pillars of the Programme.

Coherence:

137.   The Programme collaborates with international social protection initiatives such as the UN SPF-I, SPIAC-B, and USP2030. The Programme promotes a systemic approach to universal social protection based on a conceptual framework that can accommodate and complement models and interventions with a narrower scope. The Programme supports the implementation of 27 Joint Programmes established with the UN SDG Fund that have improved coherence between UN partners at country level. However, although the Programme has contributed to enhancing the understanding of the ILO's partners on universal social protection, including floors, there remains different approaches and models across organizations, including with IFIs. The Programme has also established collaboration with strategies and initiatives in the ILO, leading to joint programmes and projects. Joint strategies that could further strengthen internal coherence require adequate capacities for their development and implementation. Throughout the ILO and externally the programme confronts a lack of understanding regarding its scope and perimeter, which indicates room for improving visibility, institutionalisation, and mainstreaming.

Effectiveness:

138.   All 21 countries targeted by the Programme received support and have reported achievements. Ten countries have adopted national protection strategies with support of the Programme, 16 have adopted policy frameworks or passed new laws, and 16 have improved social protection governance, administration, and operations. Furthermore, the Programme has extended support to more than 50 countries. The Programme has contributed to developing the capacities of constituents at country level, but there remains significant demand for increased support. Cross-country support has involved, inter alia, the creation of a Technical Support Facility that delivers quality and responsive support. Knowledge development has brought knowledge products that are accessed and used. The programme has aimed to enhance partnerships with employers and workers' organizations by creating two global networks that have not performed as expected, including at country level, primarily due to a lack of capacities. Collaboration with the ITCILO has been strengthened but does not necessarily benefit the entire GTT, leaving members with induction and technical training needs. The Programme has been significantly innovative, but room remains to consolidate the adoption and leverage of several promising instruments, such as the Results Monitoring Tool.

Efficiency:

139.   Synergies between projects to reduce costs or increase impact have been realized sometimes, owing more frequently to sound management practices at country level than to a strategic intent triggered by the Programme. The Programme has been launched without additional RB resources for the management of the FP, creating increased demand for staff while the programme expanded. Programme management has confronted staffing and resource constraints while having to absorb new initiatives and partnerships, the development and maintenance of new products and services, and a staffing for social protection that grew from 98.5 to 193 people in about four years. Programme management has been effective at consulting constituents and partners as part of the governance mechanisms of the FP, but a demand remains to increase involvement of national constituents.

Likelihood of impact:

140.   There is some evidence of the impact of the Programme on people, but adequate monitoring is lacking. Evidence of increased coverage, adequacy and access is monitored through the outcome indicators under pillar 1, but the impact level on people is not systematically monitored by flagship projects and country data is also sometimes partial. Nonetheless the evaluation found that the Flagship Programme & Projects have increased national support for rights-based social protection. The Programme is found to have strengthened the ILO's positioning on social protection, despite very low visibility. Constraints frequently reported on achieving impact indicate room to strengthen the interface between the programme and flagship projects and to develop the financial sustainability and fiscal space for social protection.

Sustainability:

141.   The evaluation found evidence of sustainable outcomes owing to the national strategies and policy and legislative frameworks that were adopted by countries with support of the Programme. Social dialogue has contributed to and benefited from the Programme, but room remains for flagship projects to engage with an enlarged base of constituents in some countries and to further support their social protection-related capacity building needs. The Programme has been highly successful in mobilizing resources to support the 21 priority and other countries, but the sustainability of contributions such as the close to USD 15 million allocated to the Programme by the UN SDG Fund is unlikely.

5.2.   Lessons learned

142.   **Lesson 1**: Social protection reform is a long-term change process that benefits from sustained communications, among other. While the Programme envisioned in its early design stage to focus a pillar on advocacy and communications, this was not taken up in the strategy. The Programme has made efforts to advocate for social protection and has effectively communicated on social protection floors through various modalities and instruments. However, the lack of a dedicated pillar or programme outcome and limited capacities have (i) lowered the reach and visibility of the Programme at country level; and (ii) left significant room for increasing advocacy and communication on social protection floors in flagship countries.

143.   **Lesson 2**: The lack of a comprehensive results framework that encompasses all intended outcomes of the Programme, and particularly the global pillars, and is taken up and mainstreamed as appropriate in flagship projects reduces the opportunity for a shared ownership of the stated outcomes. Furthermore, it induces extra efforts to consolidate results, and to scale and manage knowledge created at country level.

144.   **Lesson 3:** Designing and operationalizing a coherent impact monitoring framework that covers different types of strategic, legal and policy, and technical interventions throughout the world is likely to confront data gaps in many countries. Impact monitoring requires dedicated and integrated efforts,

including institutional development and capacity building at country level with project partners that can benefit from being considered as one specific component of project interventions.

145. **Lesson 4:** Systematizing the use of a Results Monitoring Tool (RMT) requires devising and implementing a multi-faceted approach that goes beyond the improvement of an IT platform and delivery of trainings. It also needs to consider mainstreaming the tool in (i) PRODOCs and therefore establishing a minimum level of consistency between the project results framework and Project Monitoring Plan, and the RMT; (ii) job descriptions so as to make explicit the responsibility to ensure that the RMT is kept up to date; (iii) the work plans of the offices; (iv) and in resource mobilization and advocacy efforts, including with development of joint branding and communication tools, success stories, champions, etc.

146. **Lesson 5:** The rapid growth of the Programme and an expanding GTT increased the need for a solid induction process to speed up on-boarding and shorten the learning curve, and to facilitate the adoption of a common body of knowledge that can contribute to contextualized service delivery but consistent quality across the GTT. This creates also additional opportunities for fostering knowledge sharing among GTT members with a view to tap an enlarged pool of experiences and expertise and country situation. This also puts into light a growing knowledge management agenda for the Programme.

5.3. Emerging good practices

147. **Emerging good practice 1:** Developing opportunity documents that specify the resources required to achieve the objectives of the programme and to support target countries or technical approaches, contributes to resource mobilization and to the visibility of country situations. Turning these documents into more dynamic web pages through a digital map can help to ensure that requirements are kept up to date and provide further room to engage with donors.

148. **Emerging good practice 2:** The gathering of experiences and consolidation of approaches into technical tools such as those supported by the Programme's opportunity documents contribute to the development of visible service lines. Service lines, a.k.a. signature services or signature solutions, can be tailored and adapted to different country contexts and types of situations, while contributing to institutionalize past good practices, facilitate consistent quality, accelerate onboarding of new staff, install a common language and shared know-how, and present predictable support to constituents. Over time, signature services can help to establish a brand and to harness knowledge around credentials, lessons learned, best experts, external resources, and partners.

149. **Emerging good practice 3**: The added value of a conceptual framework that provides the organization with a consistent approach to programming and to supporting constituents is enhanced by an approach that is results-oriented. By targeting the adoption of strategies, policies and legislative acts, the Programme aims for ambitious objectives that are not entirely in its sphere of control, but which strengthen the likelihood of impact of the interventions and of sustainable outcomes.

150. **Emerging good practice 4:** The establishment of a global Technical Support Facility contributes to reduce the overall administrative costs of recruitments, avoid repeated induction periods, and prevent knowledge loss compared to relying on external short-term consultants. Furthermore, TSF staff can contribute with their expertise to support cross-cutting activities that can benefit the entire organization or larger pools of projects such as commenting on policy positions, reviewing project proposals, or informing knowledge products. The capability to regionalize the TSF to respond to more specific agendas and place experts closer to the countries they support brings increased potential and added value to this initiative.

151. **Emerging good practice 5:** Formulating flagship projects in the form of joint programmes implemented with other UN partners maximizes the comparative advantages of each organization and

helps to cut across ministries to create synergies. Placing the coordination of joint programmes under the UNRC has contributed to elevate the visibility of the social protection agenda and to reach out to high-level policy makers, including in the ministry of finance.

6. RECOMMENDATIONS

Recommendation 1
The ILO needs to refine the theory of change and results measurement framework based on the lessons learned from the first phase and new challenges that need to be addressed in the second phase.

152.   The ILO must develop a detailed theory of change through a consultative process that will elicit the extent to which adjustments to the conceptual framework are needed to reflect lessons from the first phase, an evolving international context, and priority needs from the ILO's constituents and partners. In this respect, the GTAC should play an important role in defining the next phase and the adjustments that need to be made. Furthermore, a comprehensive results framework should be developed that covers all pillars and steps of the Programme, and that links with relevant SDGs. Efforts should be made for the revised results framework to be cascaded in the design and for the monitoring of flagship projects. The Results Monitoring Tool should be adjusted accordingly. As referred in paragraph 56, the monitoring mechanisms and information reported through the online *Results Monitoring Tool* should allow to have an accurate representation of the FP's achievements on gender equality and LNOB.

Responsible unit(s)	Priority	Time implication	Resource implication
SOCPRO, GTT	High	Next biennium	Low

Recommendation 2
The ILO needs to increase understanding of the Flagship Programme and improving ownership among ILO staff and constituents. Communication should be strengthened on policy directions and concrete Programme results. The thematic and geographic scopes of the Programme should be clarified. Linkages between the overarching Programme and country and thematic projects should be refined. ILO should also better explain the contribution of the Flagship Programme to the ILC conclusions on social security, and to the ILO Programme and Budget and Agenda 2030.

153.   The ILO should further clarify the scope and perimeter of the Programme and enhance its visibility and branding, including by developing, resourcing, and implementing a communication strategy that provides GTT members with additional instruments to advocate for social protection floors at country level. In alignment with the ILC conclusions, the Programme should systematically promote the ILO social security standards and support the launch of a global ratification campaign for C102, in partnership with other UN organizations. The Programme should develop and regularly update communication materials in order to raise the visibility of social protection including at country level and to reflect the status of the ILC conclusions. The ILO should also consider organizing more regular meetings of the GTAC (perhaps virtual) and disseminating to the GTT, GTAC, and the Donors and Partners Group a quarterly 2-pager dashboard update that presents impact level results of the Programme.

Responsible unit(s)	Priority	Time implication	Resource implication
SOCPRO, GTT	High	Next biennium	Medium

Recommendation 3
The ILO needs to build capacities across the Global Technical Team on social protection and specialized areas of work (e.g. health, financing, informal economy). Capacity development should also cover

project management, partnership development, and resource mobilization. Furthermore, the Programme should provide support to the GTT on using the results monitoring tool for evidence-based communication and knowledge sharing, among others, and on further mainstreaming the Programme in country projects.

154. The ILO should develop an induction package to facilitate the on-boarding of new GTT members. The Programme should also consider further strengthening the collaboration with the ITCILO with a view to facilitate the access of GTT members to technical trainings and skills development. The Programme should encourage mutual learning and support among GTT members and promote a culture of shared ownership of the GTT to foster local initiatives and joint knowledge development. Capacity development should also include the development of guidelines and materials to help mainstreaming the Programme in flagship projects, including through more cohesive results frameworks. The Programme should also consider developing a knowledge management plan to grow service lines around technical areas that harness and facilitate access to past experiences, gather knowledge of project staff and available internal and external expertise, and fosters networking and innovation.

Responsible unit(s)	Priority	Time implication	Resource implication
SOCPRO, GTT, ITCILO	High	Next biennium	Medium

Recommendation 4
The ILO should increase the sustainability of the Flagship Programme by leveraging on existing projects to develop larger and longer-term partnerships and by developing pooled funding mechanisms. The Programme should further engage donors and partners through structured funding dialogues and specific networks that need to be properly resourced to achieve results and impact.

155. The ILO should continue promoting social protection floors and mobilizing resources to support countries improving coverage, adequacy and access, including by developing strategies focusing on specific technical areas or regions. The ILO should continue exploring options to strengthen the regional approach with technical expertise being available regionally, to be able to support projects on thematic areas, and facilitate the development and implementation of projects at country level. Stronger support and capacities should be provided to the Global Business Network and to the Social Protection, Freedom and Justice for Workers Network to enhance the added value of these initiatives at country level. The ILO should commit additional resources to the management of the Programme, for example by exploring the option to secure a JPO position to support Programme management; or by advocating with some donors a management and coordination levy on flagship projects for the Programme global services; or by reflecting some specific Programme management's services and outputs on direct project costs.

Responsible unit(s)	Priority	Time implication	Resource implication
SOCPRO, GTT, ITCILO	High	Next biennium	Medium

Recommendation 5
The ILO should clarify the position of Flagships in its Result Based Programme Framework (SP, PB) and ensure that proper monitoring, reporting and evaluation requirements are put in place for adequate accountability and organizational learning purposes.

156. The ILO should continue to develop and provide guidance to the Flagship Programme(s) and facilitate the scaling of good practices within and between Programmes. The ILO should also clarify the

position of Flagships in its Result Based Programme Framework and require that proper monitoring and evaluation requirements are put in place.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/MR (PROGRAM), DDG/P, DDG/FOP (PARDEV), EVAL	Medium	Next biennium	Low

ANNEX 1: RECONSTRUCTED THEORY OF CHANGE

Figure 9: Reconstructed Theory of Change (draft) for Evaluation Purpose.
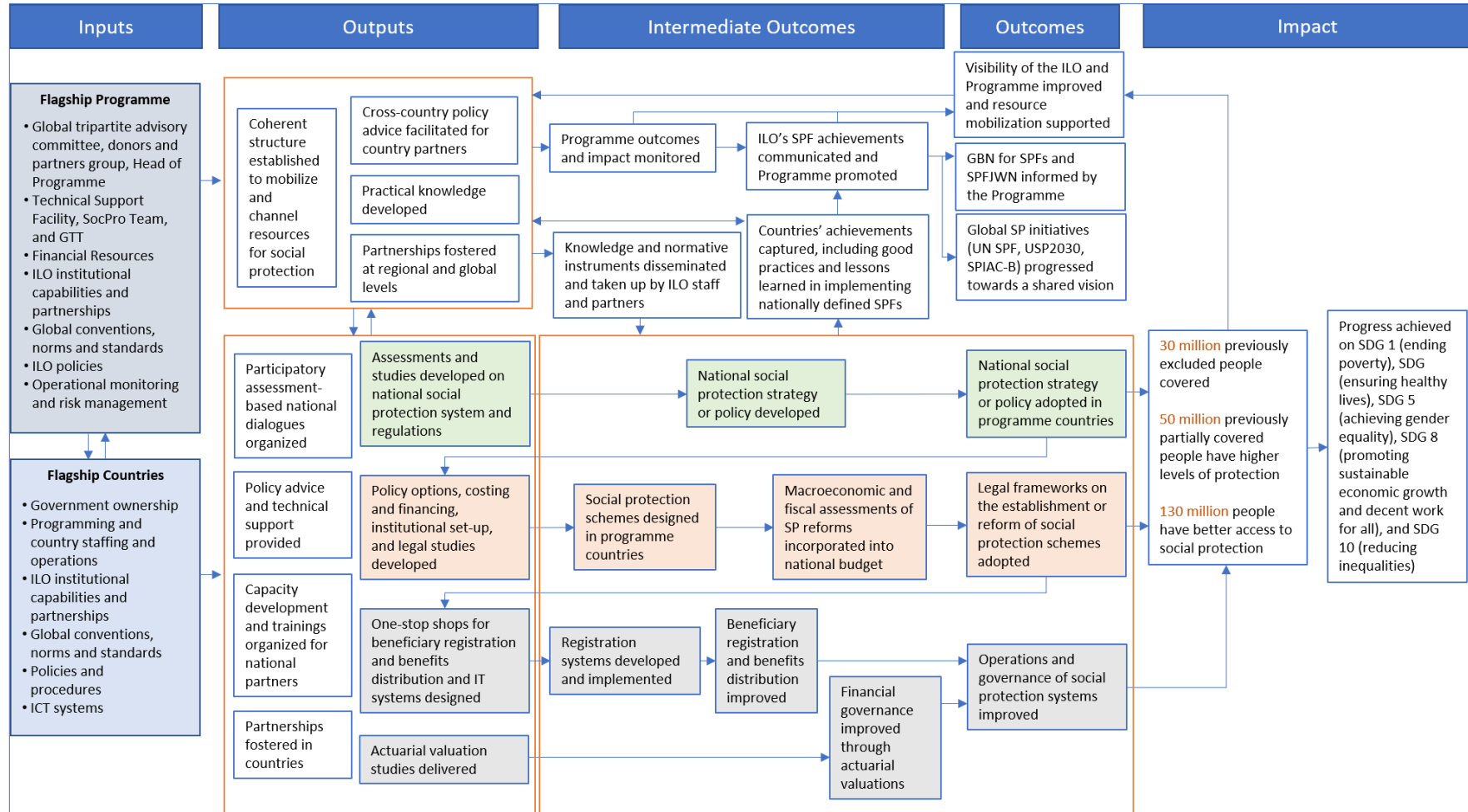
ANNEX 2: TERMS OF REFERENCE

Independent evaluation of the first phase of the ILO Global Flagship Programme on Building Social Protection Floors for All (2016 – 2020)

INTRODUCTION

The ILO launched a Global Flagship Programme on Building Social Protection for All in 2016. As one of the ILO's five Flagship Programmes that were approved by the ILO Director-General in 2015[98], the Flagship Programme aims to provide the Office with a coherent structure to mobilize and channel resources for social protection, to achieve and consolidate results and impact, and to make social protection floors (SPFs) a national reality in member States. An independent evaluation will be conducted to take stock of achievements and lessons learned of the first phase and to provide recommendations for the second phase of the programme, due to start in 2021.

THE ILO GLOBAL FLAGSHIP PROGRAMME ON BUILDING SOCIAL PROTECTION FLOORS FOR ALL

The ILO's Global Flagship Programme on Building Social Protection Floors for All seeks to realize the universal rights to social security and an adequate standard of living (Universal Declaration of Human Rights, Articles 22 and 25). Anchored in ILO standards, the Programme proposes concrete measures and activities to support the design and implementation of sustainable national social protection systems including floors and make the right to social security a reality for everyone in target countries (e.g. targeted for in-country support and cross-country policy and technical advice). Social protection floors guarantee access to essential health care for all residents; social protection for all children; support to all people of working age in case of unemployment, maternity, disability, and work injury; and pensions for all older persons.

The Global Flagship Programme on Building Social Protection Floors for All is essential to help the ILO contribute to the goals set out in the 2030 Agenda for Sustainable Development and will also support the implementation of the ILO's Social Protection Floors Recommendation (2012, No. 202) as well as Convention 102 on minimum standards of social security. The ILO further recognises social protection as a priority in its Programme and Budget documents (Outcome 3 in 2016/17 and 2018/19, Outcome 8 in 2020/2021 and 2022/2023).

The strategy[99] is composed of four mutually reinforcing pillars.

Supporting the implementation of tailor-made and functional social protection floors in countries

The strategy uses a coherent and adaptable three-step approach in 21 target countries and territories to the development of national social protection systems including floors.

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[98] GB.325/POL/7 and https://www.ilo.org/gb/decisions/GB325-decision/WCMS_421603/lang--en/index.htm. The Governing Body provided guidance for decision-making to the Director-General on the strategy of the Flagship Programme on Building Social Protection Floors for All. See GB.328/POL/1; and https://www.ilo.org/gb/decisions/GB328-decision/WCMS_534078/lang--en/index.htm

[99] https://www.social-protection.org/gimi/RessourcePDF.action?id=53284

Step 1 - Adopting national social protection strategies

Through a participatory assessment-based national dialogue exercise involving relevant ministries, social protection institutions, workers and employers' organizations, civil society organizations, UN agencies, and other development partners, a consensus is forged on priorities for the implementation or extension of a nationally-defined SPF (social protection floor). Step 1 is completed with the adoption of a national social protection strategy.

Step 2 - Designing and reforming schemes

In line with the policy priorities of the national social protection strategy, technical advisory services and capacity building are provided alongside the organization and facilitation of social dialogue to design or reform individual social protection schemes in line with ILO standards, including policy options, costing and financing, institutional set-up, and legal studies. Macroeconomic and fiscal assessments of social protection reforms are incorporated into national budgets. In addition, linkages are developed with other policies and support is provided for the ratification and application of ILO Conventions and Recommendations, in particular the Social Security (Minimum Standards) Convention, 1952 (No. 102). Step 2 is completed with the adoption of legal frameworks on the establishment or reform of social protection schemes.

Step 3 - Improving operations

Administrative capacities and representation of persons concerned are increased at the national, regional and local levels through hands-on training and the implementation of SPF delivery mechanisms, including one-stop shops for beneficiary registration and benefits distribution and the development of information technology (IT) systems. Operational linkages are developed with other services that facilitate access to employment and social inclusion, including for people living with HIV/AIDS. The schemes' financial governance is improved through actuarial valuations. Step 3 is completed with the implementation of administrative arrangements to make the right to social protection a reality for intended beneficiaries.

For the first phase (2016 – 2020), the following 21 countries and territories were identified as priority Flagship Programme countries based on five success factors [100] and based on discussions with ILO regional offices. The list was gradually extended thanks to ILO scaling up social protection support in additional countries (ILO has now social protection projects in 77 countries[101]).

The following presents a list of the first 21 countries, located in all five regions, that were identified as part of the flagship programme's first phase:

- Asia and the Pacific: Cambodia, India, Indonesia, Lao PDR, Myanmar, Pakistan, Timor-Leste, Viet Nam.
- Africa: Cabo Verde, Cameroon, Malawi, Mozambique, Niger, Senegal, Togo, Zambia.
- Europe and Central Asia: Kyrgyzstan.
- Arab States: occupied Palestinian territory.
- Latin America and the Caribbean: El Salvador, Honduras, Paraguay.

Opportunity documents that describe funding opportunities for development partners were produced at the onset of the Flagship programme for each of the target countries and territories. They have been

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[100] Vision; political will; potential; priority for the UN; partnerships, see Strategy document page 11.

[101] Additional to the 21 initial countries, Albania, Angola, Argentina, Armenia, Bangladesh, Barbados, , Chile, China, Costa Rica, Côte d'Ivoire, Cyprus, Democratic Republic of Congo, Dominica, Ecuador, Egypt, Eswatini, Ethiopia, Gabon, Georgia, Ghana, Guinea Bissau, Iraq, Jordan, Kenya, Kuwait, Lebanon, Liberia, Madagascar, Malaysia, Mauritania, Mexico, Moldova, Mongolia, Montenegro, Namibia, Nepal, Nigeria, Oman, Peru, Russian Federation, Samoa, Sao Tomé and Principe, Somalia, South Africa, Sri Lanka, St-Lucia, Sudan, Tajikistan, Tanzania, Thailand, Tunisia, Turkey, Uganda, Ukraine, Uzbekistan, Zimbabwe.

updated at least once during the first phase of the Flagship programme. In 2020/21, they have been replaced by dynamic country pages.[102]

The provision of "cross-country" policy and technical advice to respond to demand on specific thematic areas

The Programme identifies 12 thematic priority areas: health for the poor and women; older persons; self-employed and rural workers; maternity and paternity; persons with disabilities; unemployed persons; migrant workers; refugees; social protection and the future of work[103]; children; climate change and disasters; domestic workers. Through each thematic area, the ILO Flagship programme provides on demand technical assistance to ILO constituents, documents knowledge and experience, develops good practices guides and shares knowledge through capacity building and South-South learning. Development of knowledge and cross-country exchanges have been uneven across the different thematic areas. However, the ILO Flagship Programme was able to create in Geneva a Technical Support Facility composed of 9 positions (Actuarial studies (2), Financing (1), Legal (1), Health (1), Informal economy (1), Management Information Systems (1), Delivery mechanisms (1), Results measurement, communication and creation of a culture (1)) to provide "cross-country technical advice" to countries. Opportunity documents have been produced at the onset of the Flagship programme on each of the target priority thematic areas.

The development of knowledge and its dissemination (guides, tools, country briefs, trainings, etc.)

The in-country support and the cross-country policy and technical advice inform the development of methodologies and tools including: Assessment-based National Dialogue exercises[104]; costing and financing of social protection schemes[105]; design of specific policies such as on unemployment protection[106] or social protection for informal economy workers[107], migrants[108] and refugees[109]; legal drafting[110]; coordination and administration; ratification of ILO standards[111] and development of a culture of social protection. Country good practices are also documented and published through the web-based social protection platform[112] and an ILO compendium[113].

The development of strategic partnerships for success (with the UN, with the workers, with the business and a number of development partners).

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[102] https://www.social-protection.org/gimi/ShowCountryProfiles.action?ctx=0

[103] Initially the thematic area was on "victims of workplace accidents" but with the creation of GEIIP at the end of 2016 (Global Employment Injury Insurance Programme) it was changed to "social protection and the future of work".

[104] ABND guide: https://www.social-protection.org/gimi/RessourcePDF.action?id=53462

[105] Fiscal space handbook: https://www.social-protection.org/gimi/RessourcePDF.action?id=55694

[106] Unemployment protection guide: https://www.social-protection.org/gimi/RessourcePDF.action?id=54723

[107] Social protection for informal economy: https://www.social-protection.org/gimi/Course.action?id=3

[108] Social protection for migrants: https://www.social-protection.org/gimi/ShowProject.action?id=2657 (publication date in March 2021)

[109] Handbook on social protection for refugees: https://www.social-protection.org/gimi/RessourcePDF.action?id=57027

[110] Guide under development (restricted access): https://www.social-protection.org/gimi/ShowProject.action?id=2830

[111] Toolkit on ILO Social security standards: https://www.social-protection.org/gimi/Standards.action

[112] https://www.social-protection.org/gimi/RessourceSearch.action?id=3&ressource.type.ressTypeId=392

[113] https://www.social-protection.org/gimi/ShowRessource.action?id=55462

As much as the 2030 Agenda is a responsibility shared by all actors of society, the development of social protection systems including floors requires a strong commitment by a variety of actors and stakeholders. The development of partnerships aims at increasing country ownership and the long term sustainability of social protection interventions; it also aims at multiplying ILO's impact. The partnerships with the Global Business Network for Social Protection Floors and the Social Protection, Freedom and Justice for Workers Network reflect the tripartite nature of the Flagship Programme and aim at building capacities of constituents while increasing their engagement in the development of national SPFs. At least 30 country projects have been developed and implemented with United Nations agencies, fostering a "delivering as One UN" approach to social protection and reducing overlaps while increasing efficiency in technical assistance to countries. At the global and regional levels, the ILO attempts to share its vision and principles for the development and expansion of national social protection floors for all through its co-chairing or leadership in the UN SPF initiative, in USP2030 and in the SPIAC-B.

Governance arrangements

The Flagship Programme provides an umbrella framework that guides and supports specific country interventions. These country projects feed back into the global component and are essential to generate practical knowledge and to facilitate cross-country exchanges.

The management group of the Flagship programme is located in the Social Protection Department (SOCPRO) and is responsible for the implementation of the Programme and the achievement of its objectives. It receives guidance from two high level committees:

- A global tripartite advisory committee, composed of beneficiary and donor government representatives, and workers and employers representatives, which provides recommendations on the strategy and implementation of the programme. It has met once in 2019.

- A donors and partners group, which is a consultative forum to discuss the Global Programme's orientations. The Group also reviews the Programme's achievements and supports resource mobilization. It is composed of representatives of donor countries, private donors, foundations, members of the Global Business Network for Social Protection Floors and the Social Protection, Freedom and Justice for Workers Network, and government representatives that contribute financially to the Programme. The donors and partners group has met every year since the inception of the programme (except in 2020).

The Flagship programme includes a constellation of development cooperation projects that follow the programing structure of the Flagship, but can be partially or entirely decentralized. The management group of the Flagship supports, for Flagship programme projects managed at HQ and in the field:

- communication on the Flagship programme, countries activities and thematic entry points,
- resource mobilization by maintaining and developing relations with donors,
- project development and appraisal,
- organization of the technical support provided by relevant SOCPRO experts and consultants,
- monitoring of projects through the results monitoring tool, and the annual reports of the Flagship programme.

Project staff supported by regional specialists and SOCPRO experts are all members of the Global Technical Team (GTT), which comprises the Social Protection Department at ILO headquarters in Geneva, regional social protection specialists based in (sub-)regional decent work teams as well as project staff in the Flagship Programme countries. Other ILO Departments such as PARDEV, BUDGET, or EVAL provide support in mobilizing and programing resources as well as evaluating results and

impact. In addition, some Flagship Projects are implemented as components of larger projects that are jointly implemented with other ILO Departments (e.g. LABADMIN/OSH) or with other UN agencies (e.g. UN SDG fund projects). Therefore, the management group of the Flagship plays also an important consolidation and coordination role. It keeps track of the development and results of all projects, it consolidates results and impact, and it manages the relations with other ILO departments and external partners.

Additional governance arrangements and steering mechanisms might exist for individual projects, especially for larger projects (e.g. EC INTPA project).

Monitoring and evaluation

The results monitoring tool (https://www.social-protection.org/gimi/MonitoringTool.action) is a key development of the Flagship Programme and allows monitoring progress, including results and impact, across projects, Flagship Programme countries and thematic areas, and across time. These results are accessible directly or through the digital map of countries which includes for each country, the social protection situation, priorities of the government and tripartite partners, ILO projects, results and impact, key resources, news and videos, future partnership opportunities and the ILO contact persons in charge of ILO's social protection portfolio for this country. Similar dynamic thematic pages are under development and will replace the "static" opportunity documents.

Regular Annual reports provide updates on all achievements under the global component of the Flagship Programme and at country level.[114]

Other evaluations of the ILO's work on social protection are available. These include a synthesis report of evaluations of social protection interventions conducted in 2020 and the High Level Independent evaluation of the Outcome on social protection 2012-17[115]. This latter evaluation, while not focussing on the Flagship Programme, enabled to analyze at mid-term of the first phase of the Flagship Programme some elements of its implementation. Additional reporting, monitoring and evaluations are available for specific individual projects.

PURPOSE AND SCOPE OF THE EVALUATION OF THE FIRST PHASE OF THE GLOBAL FLAGSHIP PROGRAMME ON SOCIAL PROTECTION FLOORS FOR ALL

Purpose:

While various evaluations have been done of individual country projects of the Flagship Programme as well a high-level evaluation on ILO's work on social protection 2012-17, no evaluation has addressed specifically the flagship modality. The proposed evaluation would be the first evaluation of an ILO Flagship programme.

The evaluation will only focus on first phase of the Flagship Programme, the period of 2016 – 2020.

The purpose of this evaluation is:

- to contribute to **organizational learning** and to assess whether the Flagship programme has achieved the objectives set out for the first phase, and whether its strategy (including 4-pillar approach, governance structure, etc.) was relevant for the achievement of these objectives;
- to provide **guidance and recommendations** to the ILO and its constituents for the development and implementation of the **second phase** of the Flagship Programme;
- to provide **guidance for future evaluations** for flagship programmes (of projects and the Programme) and for ensuring evaluability of the Flagship Programme under the second phase.;

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[114] They can be accessed at : https://www.social-protection.org/gimi/Flagship.action
[115] Available at: https://www.ilo.org/ievaldiscovery/#bbfikqd

- **Integrated resource and results management** (e.g. role of the Flagship programme in delivering on the overall ILO's results framework and SDGs, aligned with national ownership; investment of the ILO resources –XB and RB, etc.);
- Role of the Flagship in creating **economies of scale in terms of quality, time and costs** (e.g. efficiency in terms of staff, leveraging investments in the development tools/capacity development, resource mobilization efforts and partnership arrangements, offering multi-partner funding and operations, arrangements/funding diversification/light earmarked contributions/flagship-based funding, SSTC modalities, etc.);
- **Flexibility,** responsive to emerging needs; and
- Role of the Flagship in ILO **visibility / branding** in social protection.

Scope:

The scope of the independent evaluation includes a review and assessment of the relevance, coherence, effectiveness, efficiency, sustainability and impact of the flagship programme on social protection since its inception in 2016 to 30 December 2020.

The proposed evaluation will have three components.

A first "Project component" will focus on the interaction and relations between individual country, regional and global projects[116] and the global Programme component. The aim is not to evaluate the relevance, impact and effectiveness of the individual projects but how their impact, relevance and effectiveness has benefitted from being part of a larger global programme and has contributed to the achievement of the global programme's institutional results and impact on people. Guiding questions for this component are listed in **Annex 1** under projects questions. The work under this component will rely as much as possible on existing project evaluation reports, including the synthesis of evaluation report of ILO projects focusing on social protection conducted by EVAL in 2019[117] as well as the ILO's P&B implementation reports[118]. A list of relevant documents is attached in Annex 2.

A second "Programme component" will evaluate the flagship programme in its entirety focusing on the umbrella Flagship Programme strategy while taking into account the objectives and key characteristics of the Flagship Programmes as outlined at their creation[119], described above. In line with international good practice, the evaluation will assess relevance, effectiveness, efficiency and sustainability of the Programme. The High Level Independent evaluation of the Outcome 8 on social protection 2012-17 will also serve to inform the evaluation.

A third "Country component" will link the two first components by doing a more in-depth analysis of the Flagship Programme support under the first phase in up to four countries. This component specifically focuses on the objective of the Flagship Programme to provide a comprehensive and overall framework to guide ILO interventions in support of the development of national social protection systems including floors, and to ensure good complementarity, financing of social protection[120], and synergies between various projects mobilized at country level. This deep dive will allow to assess more in detail the alignment of the Flagship Programme to the national policy context, the continuity and synergies between different ILO social protection interventions and views from country level stakeholders in up to four countries including. The criteria used for selecting these two

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[116] A number of projects are regional (e.g. ILO Luxemburg project in ASEAN) or global (e.g. Irish Aid project)

[117] Social protection (social security) interventions: What works and why? Lessons learned from a synthesis review, 2012–2018. Available at: https://www.ilo.org/global/docs/WCMS_754108/lang--en/index.htm

[118] ILO Decent Work Results Dashboards. Available at : https://www.ilo.org/IRDashboard/

[119] GB.325/POL/7; GB.325/POL/8 ; GB.323/POL/5, GB.322/POL/6.

[120] E.g. creation/extension of fiscal space; development partners investing in national social protection strategies.

countries are that at least two interventions/projects have been launched in the country under the first phase of the Flagship Programme, as identified in the P&B implementation reports[121], that the interventions/projects cover more than 1 step of the 3 steps identified in the country support component of the flagship and that at least one of the interventions/projects is carried out in partnership with UN or other implementing partners.

Clients:
The clients of the evaluation are:
- ILO staff (in social protection department, GTT on social protection, regional/country office, ILO senior management and relevant departments and branches (e.g. PARDEV, EVAL, PROGRAMME, DDGP, LabAdmin/OSH, Better work, Enterprises, Migrant, Work Quality, etc.);
- ILO constituents (government representatives, workers' and employers' organizations at country and global levels);
- current and potential funding partners (e.g. EU, Luxembourg, Ireland, Belgium, France, development banks, etc.); and
- development partners (e.g. United nations agencies, CSOs, private sector enterprises).

The evaluation findings and recommendations will confirm and validate the objectives, strategy and achievements of the Flagship Programme, provide lessons learned and be instrumental in developing and implementing the new phase of the Flagship programme and beyond in an effort to inform other ILO Flagship Programmes.

EVALUATION METHODOLOGY

The evaluation will apply a set of mixed-methods analysing both quantitative and qualitative data, and ensure triangulation of information. The evaluation will integrate gender analysis on equality other non-discrimination issues as a cross-cutting ILO concern throughout its methodology and all deliverables, including the final report. Data and information should be collected, presented and analysed with appropriate disability inclusion considerations and gender disaggregation even if the flagship's design did not take gender into account. The evaluator will ensure that opinions and perceptions of women are equally reflected in the interviews and that gender-specific questions are included.

All findings should be appropriately analyzed and triangulated against the evaluation's methodology. Evaluation findings should determine potential of cross-learnings of what could be replicated to other countries and to other ILO flagship programmes. Recommendations should focus on improving the flagship programmes's relevance, design, effectiveness, efficiency, coherence, impact and sustainability for it's second phase. The evaluation must coherently and logically triangulate all data collection methods. Recommendations must stem from the evaluation's findings and conclusions.

The evaluator may adapt the methodology, subject to the agreement between the evaluation manager and the evaluator during the inception phase. The evaluator will also develop a systematic questionnaire as part of the inception report to guide the interviews, capture qualitative and quantitative data and ensure objectivity and consistency in interviews in the different countries with respect to the various types of stakeholders. Several methods will be used to collect information to inform each component of the flagship programme (listed below). The evaluation will mostly be qualitative but will also include quantitative descriptive information on the Flagship programme and its projects that is available in the results monitoring tool and other ILO reports. Methods to be considered include desk review of background documents, interviews with key informants, case

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[121] ILO Decent Work Results Dashboards. Available at : https://www.ilo.org/IRDashboard/

studies, a survey and a stakeholder workshop. Qualitative analysis will be grounded primarily on interviews with key project staff, partners, and stakeholders, and include the review of programme documents and reports. The project will be evaluated through the lens of a diverse range of stakeholders that participate in and are intended to benefit from the programme's interventions. Given the current pandemic and travel restrictions, the evaluation will be conducted through desk review and virtual interviews. There will be no travel to Flagship countries.

Project component:

The evaluation of the interactions of the country, regional and global projects with the global Flagship Programme component will start with a desk review of existing evaluation reports, including mid-term and final project evaluations as well as synthesis evaluations that have been conducted by EVAL. A list of the reports is included in **Annex 2** and will be provided by the SOCPRO Department focal point to the evaluator. If deemed necessary by the evaluator, the evaluation focal point can further assist with scheduling interviews with project coordinators as well as with providing additional documentation related to one or several projects.

Programme component:

The evaluation of the Flagship Programme as a whole will combine a desk review of key documents and interviews with key stakeholders. Key documents include the Flagship Programme strategy, generic PRODOC, country and thematic opportunity documents and related communication materials, annual progress reports and the Flagship Programme website as well as the High Level Independent evaluation of the ILO's policy Outcome on social protection 2012-17. Interviews will include at least the management team of SOCPRO, relevant ILO social protection specialists in the DWT in the field, focal persons from other departments of the ILO (PARDEV, , OSH, DDGP, other flagship programmes…), representatives from ACT/EMP, ACTRAV, IOE and ITUC, development partners, and representatives from selected multilateral agencies. The evaluator can propose additional interviews if deemed necessary, SOCPRO will assist in scheduling the interviews.

Country component:

The evaluation of the country component will start with a review of key documents related to the social protection situation in the respective country and related to ILO support for strengthening social protection systems. The desk review will be completed with online interviews with key stakeholders in up to four countries Cambodia, Kyrgyzstan, Paraguay and Senegal - that will be part of the country component[122] (ILO staff, government counterparts, tripartite partners, staff of UN participating agencies, development partner representatives, donor representatives as required). The ILO's respective project Manager from the country office will facilitate the sharing of documents and the organisation of interviews.

Summary of evaluation methods

The evaluation methods listed below must inform the three components.
1. Document review

The evaluator will review all necessary documents to inform the evaluation. Documents may include, but are not limited to:

– Flagship Programme Documents;
– Previous evaluations and synthesis reviews;

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[122] If resources permit, the country component will increase from two to four.

- Results frameworks, log frame/logic models and theory of change;
- Annual progress reports;
- Management procedures and guidelines;
- Other reports and publications undertaken by the flagship programme.

2. Interviews with stakeholders

Interviews with as many and wide-ranging stakeholders as possible should be undertaken to successfully inform the evaluation. The evaluator will prepare an interview guide that includes a list of interview questions for each type of stakeholder. The interview guides should be submitted to the evaluation manager for review. Interviews with stakeholders will be scheduled by designated project staff. The interviews should be conducted through the use of IT tools (Zoom, Skype, Microsoft Teams, e-mails, etc.). Depending on the circumstances, these interviews will be held in a one-to-one format or in group interviews.

3. Survey

A survey can be administered to all stakeholders in an effort to ensure that all have the opportunity to share their experiences, particularly if they were unable to participate in a direct interview. The survey will be developed and administered and managed by the evaluator.

4. Case studies to inform the country component

The evaluator is required to undertake up to four[123] case studies to acquire an in-depth review of the flagship's performance in up to four countries including Cambodia and Senegal. A document review and virtual interviews with ILO staff and national constituents and partners are required. Interviews will be scheduled in advance in coordination with SOCPRO staff in HQ and with the designated ILO expert at the country level.

Restitution workshop
The evaluator might be requested to provide a maximum 2h debriefing session for each of the country components of the evaluation, after having concluded the country-level interviews.

5. Stakeholder workshop

A virtual debriefing with stakeholders at ILO headquarters including members of the GTAC, donors and development partners as well as key ILO representatives will be organised to present the main preliminary finding sand recommendations, relay any issues and request for clarification or further information from stakeholders prior to the circulation of the draft report. The evaluator will be expected to input into the drafting of the agenda, to present the key findings and recommendations, to collect feedback from participants and to integrate it into the draft report. SOCPRO will facilitate the organisation of the workshop (setting up online meeting, inviting participants, sharing documentation with participants). The meeting's agenda will be prepared by the evaluator in consultation with programme staff and the evaluation manager. The agenda is expected to include, but is not limited to, the following items:
- Presentation by the evaluator on the preliminary main findings;
- Discussion of possible recommendations; and
- Questions and feedback from the stakeholders related to the findings.

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[123] Conditional on availability of funding, to be confirmed during the inception phase

Expected structure of the report

The report should include the following sections. The evaluator is encouraged to critically review the proposed structure and can propose modifications in consultation and with approval from the ILO's evaluation focal point. The final report should not exceed 30 pages (without annexes). Please see Checklist 4.2 on preparing the evaluation report for further detailed guidance.

- Title page
- Table of Contents
- List of figures and tables
- List of acronyms
- Acknowledgements
- Executive summary
- Introduction (programme background, evaluation background, and scope of the evaluation including research questions)
- Methodology and evaluation criteria
- Findings:
  Relevance, coherence, effectiveness, , efficiency, impact and sustainability
- Conclusions
- Lessons learned and good practices
- Recommendations for the 2nd phase of the Flagship Programme
  - On the substance: *Country priorities and need for support; thematic areas; technical support facility; knowledge development and sharing (including through cross-country and South-South learning); development of partnerships and resource mobilization (which partners? how?); monitoring results and impact; communication on results and impact*
  - On the modus operandi: *Collaboration (HQ/Field, Field/field, Field/HQ) in strategy development, resource mobilization, project development and programming, technical advisory services, results measurement, communication and visibility; involvement of social partners; country ownership; Capacity building and exchanges across the Social Protection Global Technical Team; Governance mechanisms, operational and financial management, monitoring and evaluation; internal/external communication and information sharing; visibility (including branding, website, social media)*
  - *All recommendations must specify: (1) level of priority (high, medium or low), (2) level of resources (high, medium or low), and (3) timeframe (long, medium or short)*
- Annexes

ETHICAL CONSIDERATIONS AND CONFIDENTIALITY

The evaluation will observe utmost confidentiality related to sensitive information and feedback elicited throughout the evaluation process. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners and stakeholders, the programme staff will generally not be present during interviews. However, programme staff may be part of virtual meetings with the independent evaluator to make introductions whenever necessary, to facilitate the evaluation process and to make respondents feel comfortable. The evaluator will follow the standard Code of Conduct which should be carefully read and signed.

EVALUATION MANAGEMENT

The evaluation will be managed by a certified ILO Evaluation Manager who will manage the evaluation process, including the recruitment of the independent evaluator. The Social Protection Department (SOCPRO) of the International Labour Office in Geneva will handle all contractual arrangements with the evaluation team and provide any logistical and other assistance as may be required. The evaluator reports directly to the ILO Evaluation Manager.

TIMEFRAME

The Evaluation is scheduled to take place from April-May 2021. The final approval of the evaluation report by EVAL is expected in June 2021. The tentative schedule for the evaluation, subject to modification following discussions with the ILO Evaluation Manager, is the following:

Estimation of work days

1. **Inception (total = 3 days):**
   - Inception report: 3 days

2. **Data collection methods (total = 35 days):**
   - Project component (9 days):
     - Document review (estimated around 21 reports and 4-5 reports per day): 5 days
     - Interviews: 4 days
   - Programme component (7 days):
     - Document review: 3 days
     - Interviews: 4 days
   - Country component (16 days)[124]:

     Per country (x4):
     o Document review: 2 days
     o Interviews with key stakeholders: 2 days

   - Survey (total = 3 days):
     - Preparation, administration and analysis of results: 3 days

3. **Drafting the report and stakeholder workshop (total = 12 days)**
   - Drafting of report: 9 days
   - Stakeholder workshop (including preparation): 1.5 days
   - Finalization of the report: 1.5 days

The cost of the External Collaboration Contract for the Evaluation consultant and if applicable the Service contract will be in accordance with ILO rules and regulations. It will comprise for the Evaluation consultant of fees for 41 days. The Evaluation might be conducted by a team in which the team leader may rely on the national consultant to undertake the evaluation interviews in one or more of the pilot countries. This will have to be decided in consultation with the ILO Evaluation Manager.

Location

The assignment is home-based. All interviews will be conducted virtually; no travel is required for the assignment.

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[124] This can be increased to 4 countries conditional of availability of funding.

Timeline and key deliverables

The evaluation is expected to take place from February to April 2021. The draft evaluation report is expected end of May 2021. The table below shows the detailed timeline.

Date	Deliverable/Tasks	ILO support/ action
1 April	Signed contract	- briefing of the consultant (SOCPRO/ EVAL) -provide all documents - provide list of persons to be interviewed under each component -EVAL to provide guidance on ILO evaluation policy as relevant
15 April	Inception report Adjusted/ annotated structure of the evaluation questions and evaluation report and list of additional documents/ interviews needed (10% of total payment)	- approve the methodology for the evaluation and structure of the report - provide additional information requested
15 April – 14 May	Data collection phase - Document review - Interviews - Survey - Case studies	
Week of 17 May	Stakeholder workshop takes place virtually to share preliminary findings and possible recommendations. Comments from stakeholders are taken into consideration into the draft evaluation report.	Evaluation manager coordinates availabilities with key stakeholders. Evaluator prepares presentation in a virtual format.
28 May	Draft evaluation report is submitted to the evaluation manager (40% of total payment)	- Evaluation manager sends the report for comments to key stakeholders. The stakeholders will have a maximum of two weeks for review. They will send their comments only to the evaluation manager who, in turn, will send all comments (deleting all identifiable information) to the evaluator for consideration.
4 June	Draft report is submitted for the second time to the evaluator with comment log that explains why a comment was not included in the evaluation report (if the case arises)	Evaluation manager reviews the revised report. If deemed satisfactory, will send the report to EVAL for final approval.
Week of 7 June	EVAL reviews the report, and if meets requirements, the final report is approved.	Senior Evaluation Officer in EVAL reviews the report. Communicates to the evaluation manager if any changes might be required prior to final approval.

14 June	Dissemination of final report to stakeholders	Evaluation manager sends the final & approved EVAL report to all stakeholders by email.

QUALITY ASSURANCE

The evaluator will be required to ensure the quality of data (validity, credibility, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all findings, conclusions, recommendations, lessons learned and good practices are supported by credible evidence and analysis. The links to relevant ILO guidance for conducting evaluations are included in Annex 3.

PROFILE AND QUALIFICATIONS

The following qualifications and profile are required for the independent evaluator:
- Master's degree in a relevant field (social sciences, development studies), a minimum of eight years of experience conducting evaluations;
- Knowledge and understanding of UN, ILO and related labour issues and preferably social protection; including ILO's normative and Social Dialogue mandate;
- Knowledge and understanding of development issues including experience in evaluation development projects;
- Demonstrated familiarity and knowledge of the methodology relevant for this assignment, with demonstrated understanding of issues of validity, reliability and feasibility of methodology;
- Strong evaluation and related applied research background;
- Appropriate balance of contextual knowledge, technical understanding, relevant prior experience;
- Ability to work in at least two of the ILO's official languages (English, French and Spanish) with fluency in English as the report will be in English. Ability to work in all three working languages (English, French and Spanish) is an asset;
- Prior knowledge of the ILO's roles and activities and understanding of social protection/social security issues;
- Demonstrated analytical skills are essential; and
- Prior experience in evaluating large multi-country programmes would be an asset.

Building Social Protection Floors for All

PROJECT DC/SYMBOL:

Name of Evaluator: Patrick Breard

Date: 27 July 2021

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Alignment between strategic objectives and conceptual framework.
Brief description of lessons learned (link to specific action or task)	The Programme has made efforts to advocate for social protection and has effectively communicated on social protection floors through various modalities and instruments. However, the lack of a dedicated pillar or programme outcome and limited capacities have (i) lowered the reach and visibility of the Programme at country level; and (ii) left significant room for increasing advocacy and communication on social protection floors in flagship countries.
Context and any related preconditions	Social protection reform is a long-term change process that benefits from sustained communications, among other. The Programme's draft PRODOC formulated a pillar focusing on the promotion of Social Protection Floors. Communication activities were envisioned to educate policy-makers, employers' and workers' organizations, civil society organizations, donors, the private sector, and the general public on the right to and benefits of SPFs.
Targeted users / Beneficiaries	Target users: SOCPRO. Target beneficiaries: Programme countries.
Challenges /negative lessons - Causal factors	The pillar on promoting SPFs was not taken up in the Programme's final design and implementation. The Programme had limited outreach and visibility and limited contribution to promoting SPFs at country level.
Success / Positive Issues - Causal factors	Awareness raising and education activities on the right to SPFs influence the debate and promote the ILO's ideas and approaches. Informing decision-makers about social protection is often a prerequisite to national dialogues.
ILO Administrative Issues (staff, resources, design, implementation)	n.a.

Building Social Protection Floors for All

Name of Evaluator: Patrick Breard

Date: 27 July 2021

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Aligning the results framework with the strategic objectives.
Brief description of lessons learned (link to specific action or task)	The lack of a comprehensive results framework that encompasses all intended outcomes of the Programme, and particularly the global pillars, and is taken up and mainstreamed as appropriate in flagship projects reduces the opportunity for a shared ownership of the stated outcomes. Furthermore, it induces extra efforts to consolidate results, and to scale and manage knowledge created at country level.
Context and any related preconditions	The use of comprehensive results frameworks might assist Programme management to be more purposeful about the use of results information for direction and learning.
Targeted users / Beneficiaries	Target users: SOCPRO.
Challenges /negative lessons - Causal factors	The Programme's results framework did not cover all intended outcomes and outputs. Lack of indicators and targets prevents from setting what the Programme will be held accountable for achieving.
Success / Positive Issues - Causal factors	The Programme developed a results framework reflective of the outcomes stated in the ILO's Programme and Budget.
ILO Administrative Issues (staff, resources, design, implementation)	n.a.

Building Social Protection Floors for All

PROJECT DC/SYMBOL:

Name of Evaluator: Patrick Breard

Date: 27 July 2021

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Adopting new IT instruments for results monitoring.
Brief description of lessons learned (link to specific action or task)	Designing and operationalizing a coherent impact monitoring framework that covers different types of strategic, legal and policy, and technical interventions throughout the world is likely to confront data gaps in many countries. Impact monitoring requires dedicated and integrated efforts, including institutional development and capacity building at country level with project partners that can benefit from being considered as one specific component of project interventions.
Context and any related preconditions	Flagship projects do not systematically provide a baseline and monitoring instruments to assess impact.
Targeted users / Beneficiaries	Target users: SOCPRO; Flagship projects.
Challenges /negative lessons - Causal factors	Lack of evidence of Programme results at impact level. Impact monitoring is not always integrated as a dedicated component of Flagship projects, to be supported with specific objectives and activities to address data gaps.
Success / Positive Issues - Causal factors	The Programme developed a Results Monitoring Tool.
ILO Administrative Issues (staff, resources, design, implementation)	n.a.

Building Social Protection Floors for All

PROJECT DC/SYMBOL:

Name of Evaluator: Patrick Breard

Date: 27 July 2021

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Aligning the knowledge management agenda with an expanding knowledge base.
Brief description of lessons learned (link to specific action or task)	Systematizing the use of a Results Monitoring Tool (RMT) requires devising and implementing a multi-faceted approach that goes beyond the improvement of an IT platform and delivery of trainings. It also needs to consider mainstreaming the tool in (i) PRODOCs and therefore establishing a minimum level of consistency between the project results framework and Project Monitoring Plan, and the RMT; (ii) job descriptions so as to make explicit the responsibility to ensure that the RMT is kept up to date; (iii) the work plans of the offices; (iv) and in resource mobilization and advocacy efforts, including with development of joint branding and communication tools, success stories, champions, etc.
Context and any related preconditions	Gaps in the uptake and implementation of the Results Monitoring Tool.
Targeted users / Beneficiaries	Target users: SOCPRO, Flagship projects. Target beneficiaries: SOCPRO, Flagship projects, donors.
Challenges /negative lessons - Causal factors	Lack of systematic mainstreaming of the Results Monitoring Tool in project documents.
Success / Positive Issues - Causal factors	Strong expectations from Programme management and donors to implement the Results Monitoring Tool.
ILO Administrative Issues (staff, resources, design, implementation)	n.a.

Building Social Protection Floors for All

PROJECT DC/SYMBOL:

Name of Evaluator: Patrick Breard

Date: 27 July 2021

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Mainstreaming impact monitoring in project design.
Brief description of lessons learned (link to specific action or task)	The rapid growth of the Programme and an expanding GTT increased the need for a solid induction process to speed up on-boarding and shorten the learning curve, and to facilitate the adoption of a common body of knowledge that can contribute to contextualized service delivery but consistent quality across the GTT. This creates also additional opportunities for fostering knowledge sharing among GTT members with a view to tap an enlarged pool of experiences and expertise and country situations. This also puts into light the opportunity to unpack and spell out a knowledge management agenda that can adequately account for an expanding knowledge base.
Context and any related preconditions	New project staff expand the GTT and increase opportunities for knowledge exchange and networking.
Targeted users / Beneficiaries	Target users: SOCPRO. Target beneficiaries: GTT members.
Challenges /negative lessons - Causal factors	Learning and training needs of project staff are not necessarily addressed. Flagship projects come rarely with resources to train project staff. Networking capability of the GTT requires active facilitation.
Success / Positive Issues - Causal factors	An expanding GTT for which online events were already successfully implemented.
ILO Administrative Issues (staff, resources, design, implementation)	Additional resources to facilitate the GTT.

Building Social Protection Floors for All

PROJECT DC/SYMBOL:

Name of Evaluator: Patrick Breard

Date: 27 July 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Raising the visibility of resource mobilization.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Developing opportunity documents that specify the resources required to achieve the objectives of the programme and to support target countries or technical approaches, contributes to resource mobilization and to the visibility of country situations. Turning these documents into more dynamic web pages through a digital map can help to ensure that requirements are kept up to date and provide further room to engage with donors.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Presenting financial requirements for supporting specific countries, populations, or types of social protection schemes raises awareness about the needs for SPFs and possible Programme interventions.
Establish a clear cause-effect relationship	Campaigning for donors' support by presenting opportunities to support Programme implementation can contribute to resource mobilization.
Indicate measurable impact and targeted beneficiaries	Measurable impact: Evidence of opportunity documents informing donors. Target users: donors. Target beneficiaries: Programme countries.
Potential for replication and by whom	The ILO flagship and other programmes.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The initiative supports the ILO's objective to mobilize extrabudgetary resources.
Other documents or relevant comments	n.a.

Building Social Protection Floors for All

PROJECT DC/SYMBOL:

Name of Evaluator: Patrick Breard

Date: 27 July 2021

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Developing flagship signature services.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The gathering of experiences and consolidation of approaches into technical tools such as those supported by the Programme's opportunity documents contribute to the development of visible service lines. Service lines, a.k.a. signature services or signature solutions, can be tailored and adapted to different country contexts and types of situations, while contributing to institutionalize past good practices, facilitate consistent quality, accelerate onboarding of new staff, install a common language and shared know-how, and present predictable support to constituents. Over time, signature services can help to establish a brand and to harness knowledge around credentials, lessons learned, best experts, external resources, and partners.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Consolidating experiences about the ILO's approaches and project interventions can contribute to design support services that can be tailored in response to local needs while benefiting from global good practices.
Establish a clear cause-effect relationship	Capitalizing and translating internal experiences into replicable approaches can contribute to accelerate solution development, facilitate the adoption of quality standards, build a brand, strengthen comparative advantages, etc.
Indicate measurable impact and targeted beneficiaries	Measurable impact: Evidence of scaling approaches and services. Target users: ILO staff. Target beneficiaries: Programme countries.
Potential for replication and by whom	The ILO flagship and other programmes.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The initiative is consistent with the enabling outcomes of the ILO's Programme of work and results framework.
Other documents or relevant comments	n.a.

Building Social Protection Floors for All

PROJECT DC/SYMBOL:

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The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Designing for results.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The added value of a conceptual framework that provides the organization with a consistent approach to programming and to supporting constituents is enhanced by an approach that is results-oriented. By targeting the adoption of strategies, policies and legislative acts, the Programme aims for ambitious objectives that are not entirely in its sphere of control, but which strengthen the likelihood of impact of the interventions and of sustainable outcomes.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Programme design aiming for a direct contribution to policy and legislative change, which is largely a national agenda influenced by many factors.
Establish a clear cause-effect relationship	Intended outcomes and related indicators guide programme activities.
Indicate measurable impact and targeted beneficiaries	Measurable impact: Evidence of the adoption of strategies, policies and legislative acts. Target users: ILO staff. Target beneficiaries: Programme countries.
Potential for replication and by whom	The ILO flagship and other programmes.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The initiative contributes to the ILO's Programme of work and results framework.
Other documents or relevant comments	n.a.

Building Social Protection Floors for All

Name of Evaluator: Patrick Breard

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The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Creating synergies around technical support.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The establishment of a global Technical Support Facility contributes to reduce the overall administrative costs of recruitments, avoid repeated induction periods, and prevent knowledge loss compared to relying on external short-term consultants. Furthermore, TSF staff can contribute with their expertise to support cross-cutting activities that can benefit the entire organization or larger pools of projects such as commenting on policy positions, reviewing project proposals, or informing knowledge products. The capability to regionalize the TSF to respond to more specific agendas and place experts closer to the countries they support brings increased potential and added value to this initiative.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The initiative requires funding support. Centres of excellence involve management and administrative costs which are not necessarily externally funded.
Establish a clear cause-effect relationship	Reducing attrition of staff helps to lower recruitment costs and to keep expertise inside the organization.
Indicate measurable impact and targeted beneficiaries	Measurable impact: Evidence that projects supported by the TSF are satisfied with the quality and timeliness of the services provided. Target users: donors. Target beneficiaries: Project staff, Programme countries.
Potential for replication and by whom	Sectoral and regional replication by the ILO flagship and other programmes.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The initiative contributes to the ILO's Programme of work and results framework.
Other documents or relevant comments	n.a.

Building Social Protection Floors for All

PROJECT DC/SYMBOL:

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The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Joint programming for social protection.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Formulating flagship projects in the form of joint programmes implemented with other UN partners maximizes the comparative advantages of each organization and helps to cut across ministries to create synergies. Placing the coordination of joint programmes under the UNRC has contributed to elevate the visibility of the social protection agenda and to reach out to high-level policy makers, including in the ministry of finance.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Joint programmes benefited from the support of the UN joint SDG Fund and were coordinated by the UN RCOs. Replication bound to funding scheme.
Establish a clear cause-effect relationship	The cross-sectoral nature of the partnerships brought different ministries to collaborate on social protection. Access of the UN RCs to high-level officials provided visibility to the joint programmes and facilitated cross-ministerial collaboration.
Indicate measurable impact and targeted beneficiaries	Measurable impact: Number of non-UN partners involved in the implementation of the joint programmes; evidence of integrated policies (e.g. as per outcome 1 of the UN Joint SDG Fund). Target users: donors. Target beneficiaries: Project staff, Programme countries, UN partners.
Potential for replication and by whom	SPF flagship projects.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The initiative contributes to the ILO's Programme of work and results framework.
Other documents or relevant comments	n.a.

ANNEX 5: TYPE AND NUMBER OF STAKEHOLDERS CONSULTED

International consultations

1. Sharashoub Razavi[i], Director, SOCPRO, ILO
2. Valérie Schmitt, Deputy Director, SOCPRO, ILO
3. Christina Behrendt, Head, SOCPRO, ILO
4. Veronika Wodsak, Social Protection Policy Specialist, SOCPRO, ILO
5. Karuna Pal, Head, SOCPRO, ILO
6. Jean-Louis Lambeau, Social Protection Technical Specialist, SOCPRO, ILO
7. Simeon Bond[i], Social Protection Floors Flagship Officer, SOCPRO, ILO
8. Victoria Giroud-Castiella, Social Protection Officer, SOCPRO, ILO
9. Lou Tessier, Health Protection Specialist, SOCPRO, ILO
10. André Picard, Head, SOCPRO, ILO
11. Aurélie Klein, Social Protection Officer, SOCPRO, ILO
12. Celine Peyron Bista, CTA, SOCPRO, ILO
13. Tine Staermose, Special Advisor to the Deputy Director General for Policy , DDG/P, ILO
14. Dan Rees, Director, Better Work, ILO
15. Karin Klotzbucher, Senior Administrator, PROGRAM, ILO
16. Laetitia Dumas, Senior Administrator, Lab/Admin/OSH, ILO
17. Ursula Kulke, Spec, Workers' Activities, ACTRAV, ILO
18. Henrik Moller, Sr Relations Specialist, ACT/EMP, ILO
19. Juan Hunt, Deputy Director, PARDEV, ILO
20. Peter Rademaker, Coordinator Development Partner Relations, PARDEV, ILO
21. Anita Amorim, Head, Emerging and Special Partnerships Unit, PARDEV, ILO
22. Carlien van Empel, Head, Development Cooperation Support Unit, PARDEV, ILO
23. Segun Tekun, National Project Officer, CO-Abuja, ILO
24. Marielle Phe Goursat, Project Manager, CO-Hanoi, ILO
25. Jasmina Papa, Social Protection Specialist, CO-Moscow, ILO
26. Guillermo Montt[ii], Senior Social Protection Specialist, CO-Santiago, ILO
27. Joana Borges Henriques, Social Protection Technical Officer, CO-Praia, ILO
28. Jie Yu Koh (Finn)[ii], Chief Technical Advisor/Progamme Manager, CO-Phnom Penh, ILO
29. Charles Crevier, Senior Programme Officer, Social Security Programme, ITC ILO
30. Kenichi Hirose, Senior Social Protection Specialist, Decent Work Technical Support Team and Country Office for Central and Eastern Europe, ILO
31. Ghislaine Saizonou, Gender and social protection coordinator, ITUC Africa
32. Pierre Vincensini, Adviser, IOE
33. Nicolas Dumas, Chargé de mission international, DAEI, Bureau international Travail, Emploi, Affaires Sociales, Droits de l'Homme

National consultations

Paraguay
34. Guillermo Montt[ii], Senior Social Protection Specialist, Decent Work Team and Country Office for the South Cone of Latin America, ILO
35. Fabio Bertranou, Director, Decent Work Team and Country Office for the South Cone of Latin America, ILO
36. Verónica Herken, National Project Officer, ILO Paraguay
37. Pablo Casali, Social Security Specialist, Lima, former social protection specialist for the South Cone of Latin America, ILO
38. Gerhard Reinecke, Employment policy specialist and ILO coordinator for activities in Paraguay, ILO
39. Stella Guillén, Former Director, Technical Unit of the Social Cabinet
40. Mónica Recalde, Social Security General Director, Ministry of Labour, Employment and Social Security

41. Diego Sanabria, Director del Observatorio Laboral
42. Graciela Acevedo, FEPRINCO
43. Vera Valente, European Union Delegation in Paraguay

Senegal
44. Elimane Diouf, Secrétaire Général, Confédération des centrales syndicales autonomes (CSA)
45. Marie Rosalie Ngom Coly, Directrice, ICAMO
46. Mahmoud Niang, Secrétaire Général, Confédération nationale des travailleurs du Sénégal (CNTS)
47. Karim Cissé, Directeur Général du Travail
48. Odile Mbissine , Chef de division Sécurité Sociale
49. Ibrahima Seck, Directeur des ATMP, Caisse de sécurité sociale
50. Ousmane Basse, Directeur des strategies, DGPSN
51. Dame Seck Thiam, Social Protection Specialist, World Bank
52. Dr El Hadji Abdou Diop, Conseiller Juridique, DGPSN
53. Mame Abdoulaye Gueye, Coordonnateur sous régional PH4
54. Moussa Dieng, Coordonateur national projet finances publiques & protection sociale, BIT

Mozambique
55. Rubén Vicente Andrés, Social Protection Programme Manager, ILO
56. Vanadio Monteiro, National Coordinator for SP Programes, ILO
57. Luis Contiguiba, Junior Social Protection Officer, ILO
58. Palacio Esther Palacio, Technical Assistance Coordinator, IMF
59. Graciano Langa, Social Policy Officer, UNICEF
60. Luisa Fumo, Rights Based Social Development Manager, Swedish Embassy in Maputo
61. Moisés Comiche, National Directorate of Social Action, MGCAS (Ministry of Gender, Child and Social Action)
62. Anésio de Castro, Coordinator, Department of Studies and Projects and Advisor to the Executive Secretary, CONSILMO (National Confederation of Free and Independent Labor Unions of Mozambique)

Cambodia
63. Koh Jie Yu (Finn)[ii], Chief Technical Advisor, ILO
64. Mr. Pheakdey Sambo, Deputy Secretary General, General Secretariat for the National Social Protection Council
65. H.E. Sophanarith, Director of the NSSF Department, National Social Security Fund (NSSF)
66. Arth Thorn, President of Cambodia Labour Confederation

(i): Inception interview only
(ii): Interview jointly conducted by international and national consultants